

GOVERNMENT OF INDIA
MINISTRY OF LABOUR AND EMPLOYMENT



सत्यमेव जयते

REPORT
OF THE
WORKING JOURNALISTS
WAGE COMMITTEE

With

Recommendations of the
Wage Board for working
journalists.

99T(M2), 52.2
X:99T(M2), 52.2.N6t
J9.1-J9.2
134340

PRINTED IN INDIA BY THE GENERAL MANAGER, GOVT. OF INDIA PRESS,
NEW DELHI AND PUBLISHED BY THE MANAGER OF PUBLICATIONS, DELHI, 1959

Price 0.50 nP. or 9d.

GOVERNMENT OF INDIA
MINISTRY OF LABOUR AND EMPLOYMENT



REPORT
OF THE
WORKING JOURNALISTS
WAGE COMMITTEE

CONTENTS

	PAGES
CHAPTER I—CONSTITUTION OF THE COMMITTEE AND THE PROCEDURE ADOPTED BY IT	1—8
CHAPTER II—REASONS FOR THE RECOMMENDATIONS OF THE COMMITTEE	9—36
CHAPTER III—RECOMMENDATIONS OF THE COMMITTEE	37—47
ACKNOWLEDGMENT	48—50
ANNEXURE I	51—54
ANNEXURE II	55—60

MINISTRY OF LABOUR & EMPLOYMENT

ORDER

New Delhi, the 29th May, 1959.

S.O. 1257.—Whereas for the purpose of enabling the Central Government to fix rates of wages in respect of working journalists a Committee was constituted under sub-section (1) of section 3 of the Working Journalists (Fixation of Rates of Wages) Ordinance, 1958 (3 of 1958), by the notification of the Government of India in the Ministry of Labour & Employment No. S.O. 1121, dated the 14th June, 1958;

And whereas the said Committee continued to function under section 14 of the Working Journalists (Fixation of Rates of Wages) Act, 1956 (29 of 1956);

And whereas the recommendations of the said Committee have been received by the Central Government;

And whereas the Central Government has accepted the said recommendations subject to certain minor modifications hereinafter specified, being modifications which, in the opinion of the Central Government, do not effect important alternations in the character of the recommendations;

Now, therefore, in exercise of the powers conferred by section 6 of the Working Journalists (Fixation of Rates of Wages) Act, 1956 (29 of 1956), the Central Government hereby—

- (a) makes an order in terms of the recommendations of the Committee contained in chapter III of its report which is reproduced in the Schedule hereto annexed subject to the following modifications, namely:—

In paragraph 8 of the said chapter III—

- (i) for the words “news agency is transferred”, the words “news agency is or has been transferred” shall be substituted;
 - (ii) the words “until the newspaper or news agency is reclassified in accordance with the provisions of paragraph 21” shall be inserted at the end of the paragraph; and
- (b) directs that the said order shall come into operation in respect of the recommendations of the Committee on dates specified in paragraph 30 read with paragraph 41 of the said chapter III.

REPORT OF THE WORKING JOURNALISTS WAGE COMMITTEE

We, the undersigned members of the Working Journalists Wage Committee, submit this report to the Government of India regarding fixation of wages of working journalists. The report is divided into three chapters. The first chapter deals with the constitution of our Committee and the procedure adopted by us in collecting material for making our recommendations. The second chapter explains the reasons for the recommendations. The recommendations themselves are set out in the third chapter.

CHAPTER I—CONSTITUTION OF THE COMMITTEE AND THE PROCEDURE ADOPTED BY IT

1. *Constitution of the Committee.*—On the 2nd May, 1956, the Central Government constituted a Wage Board under section 8 of the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act, 1955 (which will be referred to hereafter as the Act of 1955), for fixing rates of wages in respect of working journalists. The Board consisted of three representatives of the employers and three representatives of the working journalists and was presided over by Shri H. V. Divatia, retired Judge of the Bombay High Court. The Board gave its decisions which were published in the *Gazette of India* on the 11th May, 1957. Many of the decisions were unanimous but some relating to important matters such as scales of wages were majority decisions being the decisions of the representatives of the working journalists with which the Chairman agreed. For sake of convenience the Board will be referred to in this report as the Wage Board and its decisions as the Wage Board decisions.

2. The validity of the decisions of the Wage Board was challenged in the Supreme Court by writ petitions filed by the Express Newspapers (Private) Ltd., and several other newspaper establishments. The writ petitions were filed in June 1957 and subsequent months. They were all heard together and the judgment of the Supreme Court was delivered by Justice N. H. Bhagwati on the 19th March, 1958. The Supreme Court held the decisions of the Wage Board to be *ultra vires* mainly on the ground that the Board in arriving at its decisions had not considered the capacity of the newspaper industry to pay wages at the rates fixed by the Board. The judgment is of considerable importance to the work of the Committee and will be frequently referred to in this report. It will be convenient to refer to it merely as the judgment of the Supreme Court, any other judgment of that Court being referred to by the name of the case in which it has been delivered. References to the pages of the judgment of the Supreme Court in Express Newspapers case should be understood as references to the pages of the judgment as reported in (1959) SCR Part I.

3. As a result of the judgment of the Supreme Court, the President of India promulgated on the 14th June, 1958, an Ordinance called the Working Journalists (Fixation of Rates of Wages) Ordinance, 1958, for the fixation of rates of wages in respect of working journalists in the light of that judgment and all other relevant circumstances. The Ordinance was replaced by an Act of the same name which came into force on the 16th September, 1958. It will be convenient to refer to these two statutes as the Ordinance of 1958 and the Act of 1958 respectively.

4. Under section 3(1) of the Ordinance of 1958, the Central Government, by notification No. S.O. 1121, dated the 14th June, 1958, published in the *Gazette of India* on the same date, constituted our Committee as follows:

- (1) Shri K. Y. Bhandarkar, Secretary to the Government of India, Ministry of Law, New Delhi.

- (2) Śhri K. N. Subramanian, I.C.S., Joint Secretary to the Government of India in the Ministry of Labour and Employment, New Delhi.
- (3) Śhri R. C. Dutt, I.C.S., Joint Secretary to the Government of India in the Ministry of Home Affairs, New Delhi.
- (4) Śhri T. R. V. Chari, Principal Information Officer, Ministry of Information & Broadcasting, New Delhi.
- (5) Śhri S. Vaidyanath Aiyar, F.C.A., President of the Institute of Chartered Accountants, New Delhi.

Śhri K. Y. Bhandarkar, officer of the Ministry of Law is, according to section 3(1) of the Ordinance, the Chairman of the Committee. Śhri G. Venkatasubramaniam of the Ministry of Law was appointed Secretary to the Committee.

5. The Committee was constituted under the Ordinance of 1958 but by virtue of section 14(2) of the Act of 1958 it must be deemed to have been constituted under that Act. Śhri S. Vaidyanath Aiyar died on the 5th February, 1959. Government did not fill up the vacancy probably because they felt that as the greater part of the work of the Committee was over it was not necessary to do so. The report containing our recommendations has consequently been signed by the remaining four members of the Committee.

6. *Procedure of the Committee.*—As required by section 4(1) of the Ordinance of 1958, we issued a notice calling upon newspaper establishments and working journalists and other persons interested in the Wage Board decisions to make, within a period of thirty days from the date of the notice, such representations as they might think fit as respects the Wage Board decisions and the rates of wages which might be fixed under the Ordinance in respect of working journalists. The notice was published in the *Gazette of India* on the 18th June, 1958. It was also published in 53 daily newspapers in this country so as to give sufficiently wide publicity to it.

7. The period of one month allowed by the notice expired on the 18th July, 1958. Within that period, 57 representations were received from newspaper establishments, 32 from working journalists, 11 from unions and associations of working journalists, 4 from associations of newspaper establishments, 3 from news agencies and 10 from other persons. Forty-two representations were received after the due date. We have duly considered the representations received during the prescribed period and have also looked into those which were received later though we were not bound to do so.

8. One of the important points we have to consider in the light of the judgment of the Supreme Court is the capacity of the newspaper industry to pay wages to working journalists. For this purpose, we selected in all 41 newspaper establishments. This selection was so made as to secure a fair cross-section of the industry. Newspapers were included from all important centres in the country and also from all relevant income groups. The Press Trust of India, the only important national news agency of this country, was also included. A list of the newspapers and news agencies examined by us, including those specially selected for study, is annexed to this report (Annexure I).

9. Having selected the newspapers, we considered it necessary to have their financial position examined closely since the veracity of their accounts had been doubted in some quarters. The object we had in mind

was to obtain a true and correct picture of the financial position of the establishments in order to enable us to assess correctly the capacity of the industry to pay wages to working journalists. We accordingly appointed 22 Income-tax officers as Authorised Officers under section 5(3) of the Ordinance of 1958 on the 18th July, 1958, and allotted the selected newspaper establishments to them. Detailed directions were issued to the Authorised Officers for ascertaining the real financial position of the establishments and they were asked to send their reports by the 31st August, 1958. The time had to be extended in many cases and reports from all Authorised Officers were received by the end of October, 1958.

10. Sub-section (6) of section 5 of the Act of 1958 provides that any information obtained by an Authorised Officer in the exercise of any of his powers and any report made by him shall, notwithstanding anything contained in the Act, be treated as confidential, but that nothing in the sub-section shall apply to the disclosure of any such information or report to the Central Government or to a Court in relation to any matter concerning the execution of the Act. We are, therefore, bound to keep the reports of the Authorised Officers confidential and can make them available only to the Central Government or to a Court in relation to matters mentioned in the sub-section. Under section 4(3) of the Act of 1958, we have to make our recommendations to the Central Government and the order made by the Central Government together with our recommendations has to be published in the Official Gazette as required by section 6(3) of the Act of 1958. Since our recommendations are ultimately to be published in the Gazette and since section 5(6) does not permit disclosure of information obtained, or report made, by Authorised Officers, and unless the publication of the information in the Gazette, we are unable to disclose any such matter in this report. We have recorded a separate note setting out the conclusions to be deduced from these reports and that note will be available to the Central Government or the Court as contemplated by section 5(6). The note is, in fact, a comprehensive one which sets out the profits of the newspaper establishments examined by us and the burden which they will have to bear as a result of the Act of 1955 and our recommendations. On the basis of these facts and other relevant factors the Note attempts to assess the capacity of each of them to pay the wages recommended by us.

11. We had also been collecting information on various other matters relevant to our work. Thus we asked for information about awards, settlements, etc., on the points relevant to our inquiry. We also called for information about the scales of wages, etc., in other comparable fields of employment. The selected newspaper establishments were asked to furnish information about their staff etc., in order to enable us to assess the extra burden which may fall on them as a result of the provisions of the Act of 1955 and the scales of wages which may be recommended by us.

12. When reports from most of the Authorised Officers were received we decided to hold oral hearing of interested parties. Rule 2 of the Working Journalists (Fixation of Rates of Wages) Rules, 1958, provides that the Committee shall, before making any recommendations to the Central Government, give an opportunity of being heard to any person who has made a representation to the Committee if he makes a request in writing to be heard. The proviso to the rule gives power to the Committee, instead of hearing individually every person who makes such a request, to hear only such persons as, in its opinion, are sufficiently representative of any class of or group of persons involved. For oral

examination, we selected four centres, viz., Delhi, Madras, Bombay and Calcutta and at these centres we examined all those who had a right to be heard under rule 2. We also heard representatives of all newspaper establishments for which Authorised Officers were appointed, the representatives of the more important of the associations of newspaper establishments and of working journalists and also several others. Many of the local associations of working journalists expressed their desire not to be heard because they were fully represented by the central association, viz., the Indian Federation of Working Journalists. The examination commenced on the 13th October, 1958, and ended on the 17th December, 1958. All persons examined by the Committee, whether on their own behalf or as representatives of newspaper establishments, associations of working journalists, etc., were given full opportunity to present their case and place their suggestions before us.

13. A question we had to consider was whether we should publish our proposals in a tentative form for comments of interested parties before finalising them. Neither the Act of 1958 nor the Rules made thereunder contain any provision requiring this procedure to be adopted. In view, however, of the remarks made by the Supreme Court when dealing with the procedure which should be adopted by Wage Boards, we considered it proper that we should adopt the above procedure as being fair to the parties concerned. Our recommendations might materially affect the parties and we felt that it would be just that they should know what our proposals were and should have a proper opportunity of making representations in regard to such proposals before they were finalised. Section 5(1) of the Act of 1958 gives us the power to regulate our own procedure and in exercise of this power, we decided to publish our tentative proposals for comments.

14. The tentative proposals were ready on the 24th December, 1958 and were made available to all interested parties. A little earlier, on the 19th December, 1958, we published a notice inviting newspaper establishments, working journalists and other persons interested in the fixation of wages of working journalists to make representations in regard to those proposals. The notice was published in the same fifty-three papers in which the first notice was published. By the notice, time for making representations was allowed up to the 19th January, 1959, but it was subsequently extended up to the 2nd February, 1959. In all, 178 representations were received within the prescribed period, of which 44 were from newspaper establishments, 85 from working journalists, 26 from unions and associations of working journalists, 4 from associations of newspaper establishments, 3 from news agencies and 16 from other persons. Twenty more representations were received after the due date.

15. When the representations were received we noticed on reading them that some further material would have to be collected for assessing the burden which might fall on newspaper establishments as a result of the provisions of the Act of 1955 and the scales of wages which we might recommend. We, therefore, directed a further examination of this matter to be undertaken so as to obtain as accurate an estimate of such burden as possible. For this purpose, we appointed four teams of officers, each headed by a Research Officer, to visit each of the newspaper establishments for which Authorised Officers had been appointed as also those establishments which were examined by us. Directions were given to these teams as to the points on which information was to be obtained. Forms of statements according to which information was to be supplied had been sent to the establishments concerned. The teams of officers

were directed to obtain relevant information from the establishments themselves and check it with reference to their books. Opportunity was to be given to the representatives of associations of working journalists concerned to challenge or comment on the information supplied to the officers. The burden statements so prepared were in most cases signed by the representatives of the employers and of the working journalists in order to indicate their acceptance of the same.

16. The officers completed their work by the 17th April, 1959. The information was analysed and collated and as a result of all this work it has been possible to make a more accurate estimate of the burden which may fall on the establishments as a result of the recommendations made by us. The estimate of burden which may fall on each of the newspaper establishments examined is set out in the note referred to at the end of paragraph 10 above.

17. It will be convenient at this stage to deal with an objection taken to the procedure adopted by us. The Hindustan Times Ltd., has in the representation sent with its letter, dated the 31st January, 1959, objected to our procedure as violating substantial requirements of justice. This objection is urged on the ground that the management was denied opportunity of stating its case in reply to the case set up by the other party, viz., the working journalists, that the parties have had no opportunity of correcting or contradicting any statement prejudicial to their views and that our method of conducting the enquiry led to the consideration of different view-points *ex parte*, which is against natural justice. The Act of 1958 requires us to make recommendations to the Central Government for the fixation of rates of wages in respect of working journalists and for this purpose the Act authorises us to make enquiry and collect relevant material. The Act nowhere provides that in collecting the material or undertaking the enquiry we should follow the procedure of the regular Courts. In particular, the Act does not state that the representation made by, or the evidence tendered by, one party should be put to the other and the latter should be given an opportunity to correct or contradict it.

18. The Act does contemplate that the parties should have access to the representations made and the documents furnished to us as evidence. Section 5(2) of the Act gives right to the parties to obtain inspection of such documents. It was open to this establishment as to any other interested party to inspect these documents and to make representation on any point made in them. Copies of even the evidence recorded by the Committee have been freely furnished by the Committee when asked for. We had, however, to draw a line at the matter which section 5(6) of the Act requires to be kept confidential, viz., information obtained by Authorised Officers and the reports made by them.

19. The Supreme Court has dealt extensively with the question of the procedure which a Wage Board has to follow. We do not find anywhere any observations to show that the procedure which The Hindustan Times Ltd., would require us to follow is obligatory. In fact, if such procedure is followed, the work of a committee like ours would be impossible since it will resolve itself into so many different cases between so many contending parties.

20. The provisions of the Act and the procedure adopted by us have thus given full opportunity to all the establishments and other interested parties to get the information which could be disclosed and to submit

-their representations in writing on any point which required elucidation or correction or contradiction. The information which the Act prevents us from disclosing could, of course, not be disclosed. In the circumstances, the objection to our procedure taken by The Hindustan Times Ltd., or similar objection which may be taken by other parties, appears to us to be untenable.

21. The recommendations in Chapter III of this report have been made by us in accordance with section 4(3) of the Act of 1958 after due consideration of all the material collected by or available to us including the representations made to us from time to time by all interested parties. We now proceed to state our reasons for the same.

CHAPTER II—REASONS FOR THE RECOMMENDATIONS

General Principles

Article 43 of our Constitution provides that the State shall endeavour to secure for all workers a living wage and conditions of work ensuring a decent standard of life. This is the goal set before us by the Constitution and it is with reference to this goal that the principles for the fixation of wages have to be evolved.

2. The principles for the fixation of 'fair wages' for labour have, during the last ten years, become fairly crystallised. The concepts relating to wages, in their application to Indian conditions, were examined and clarified for the first time in 1949 by the Committee on Fair Wages which submitted a report to the Central Government recommending certain principles and procedures for the fixation of fair wages. Since then, several important industrial tribunals, the Labour Appellate Tribunal, the Bank Award Commission and, finally, the Supreme Court have had occasion to consider and approve of those principles. While these principles were originally evolved for the specific purpose of ensuring fair wages to industrial labour, they can, with suitable modifications in regard to details, be usefully applied to the determination of wages of other classes of employees also.

3. The Committee on Fair Wages has discussed in its report the three concepts of 'minimum wage', 'living wage' and 'fair wage'. The minimum wage, in its opinion, is the wage which would provide not merely for the bare sustenance of life but also "for some measure of education, medical requirements and amenities"—such as would be indispensable "for the preservation of the efficiency of the worker". The Committee has further stated that "an industry which is incapable of paying the minimum wage has no right to exist. In its judgment in the Express Newspapers case, the Supreme Court has said that "this concept of minimum wage is in harmony with the advance of thought in all civilised countries and approximates to the statutory minimum wage which the State should strive to achieve in regard to the Directive Principle of State Policy mentioned above". (p. 86).

4. The 'living wage' as defined by the Committee on Fair Wages provides, in addition to the bare essentials of food, clothing and shelter, for "a measure of frugal comfort, including education for the children, protection against ill-health, requirements of essential social needs and a measure of insurance against the more important misfortunes including old age". The living wage, so defined, does not by any means, indicate a stationary level of wages. The content of the living wage must necessarily change with the shifts in the economy of the country. The living wage concept is a progressive one and would go as far as the capacity of an industry to pay would permit it.

5. It is because the economy of the country at the present juncture cannot, as a rule, support a level of wages equal to the living wage that a third concept, viz., 'fair wage' has had to be evolved. It is a mean between the minimum wage and the living wage. It has been described thus: "Nothing short of a living wage can be a fair wage if under

competitive conditions an industry can be shown to be capable of paying a full living wage. The minimum wage standards set up the irreducible level, the lowest limit or the floor below which no worker shall be paid A fair wage is settled above the minimum wage and goes through the process of approximating towards a living wage”.

6. The Report of the Fair Wages Committee from which the above quotation is taken goes on to state as follows:—

“While the lower limit of the fair wage must obviously be the minimum wage, the upper limit is equally set by what may broadly be called the capacity of industry to pay. This will depend not only on the present economic position of the industry but on its future prospects. Between these two limits the actual wages will depend on a consideration of the following factors and in the light of the comments given below:

- (i) the productivity of labour;
- (ii) the prevailing rates of wages in the same or similar occupations in the same or neighbouring localities;
- (iii) the level of the national income and its distribution; and
- (iv) the place of the industry in the economic of the country.”

7. In adapting the above concepts for application to middle class employees, what is important to note is that in any fixation of fair wages at least two factors must receive prominent attention, viz., the prevailing rates of wages in the same or similar occupations in the same or neighbouring localities and the capacity of the industry to pay. The other factors mentioned by the Fair Wages Committee are perhaps not of equal application to working journalists as to industrial employees proper.

8. In particular the method usually employed for fixing of wages of industrial workers will not be applicable in this case. The usual procedure in case of industrial workers is to ascertain the cost of living of a standard family of such workers so that it may be assured of the essential needs of life. This procedure is possible only when studies have been made of the cost of providing what is called a basket of essential goods and services to the workers and reliable data on this point are available. Though such data may be available in respect of industrial workers, there are no reliable or satisfactory data available in regard to middle class workers. Justice Rajadhyaksha in his Postal Award suggested the addition of a co-efficient of 80 per cent. to the cost of living figures for industrial workers for arriving at the relevant figures for the lower middle class workers like clerks. This method has itself been questioned but it is certainly not applicable in the case of working journalists. They belong to various grades. The lowest grade of proof-readers gets somewhere below Rs. 100 p.m., while the highest grade of editors gets much more than Rs. 2,000 p.m. The working journalists thus belong to various classes of society differing considerably in their social status and style of living. A uniform method of fixing wages based on a uniform standard of cost of living would not be applicable to them.

9. In fixing wages for them the two main factors to be taken into consideration, as already stated, are the prevailing rates in the same industry and in similar occupations and the capacity to pay. The Committee has principally taken those two factors into consideration in preparing its scheme of wages.

10. The principles applicable to the fixation of wages have been summarised by the Supreme Court thus (pp. 92-93):

- “(1) in the fixation of rates of wages which include within its compass the fixation of scales of wages also, the capacity of the industry to pay is one of the essential circumstances to be taken into consideration except in cases of bare subsistence or minimum wage where the employer is bound to pay the same irrespective of such capacity;
- (2) the capacity of the industry to pay is to be considered on an industry-cum-region basis after taking a fair cross section of the industry; and
- (3) the proper measure for gauging the capacity of the industry to pay should take into account the elasticity of demand for the product, the possibility of tightening up the organization so that the industry could pay higher wages without difficulty and the possibility of increase in the efficiency of the lowest paid workers resulting in increase in production considered in conjunction with the elasticity of demand for the product—no doubt against the ultimate background that the burden of the increased rate should not be such as to drive the employer out of business.”

Matters Relating to Capacity to Pay

Elasticity of Demand

11. Before going into the question of fixation of wages, it is worthwhile to consider the financial condition of newspaper industry, its future prospects and allied matters. The Press Commission in its report has noticed considerable increase in circulation of five important English newspapers and nine important Indian language papers between the years 1947 and 1952. The Commission came to the conclusion that there was rapid growth in the number and circulation of daily newspapers in the country both English and in the Indian languages (Part I pages 18-19). The Commission also considered that there was considerable scope for further development. The Report of the Registrar of Newspapers for India for the year 1957 indicates a similar trend. His comparison of the circulation of 1956 with that of 1957 shows that there was a significant rise in circulation particularly in English papers and some of the language papers.

12. Our own examination has indicated that the circulation of 21 English daily newspapers went up from 6·10 lakhs in 1952 to 7·73 lakhs in 1957, that is, by nearly 25 per cent. The circulation of 13 Hindi daily newspapers went up during the same period from 1·32 lakhs to 2·30 lakhs, that is, by 74 per cent. The examination of some of the language papers showed that between 1952 and 1957, the circulations of Gujerati, Marathi, Malayalam, Kannada and Tamil newspapers increased by 68·7 per cent., 28·8 per cent., 68·6 per cent., 101·2 per cent. and 29·3 per cent. respectively. The dailies of the other languages either lost in circulation or gained only marginally.

13. The variations in circulation have not been uniform in the case of individual papers. The more important and better known papers have

gained appreciably. For instance, between 1952 and 1957, the circulation of the Times of India went up from 94,000 to 1,09,000 (in round figures), of the Statesman from 65,000 to 83,000, of the Hindu from 65,000 to 80,000, of the Hindustan Times from 48,000 to 57,000 and of the Indian Express from 42,000 to 1,11,000. The trend is more or less the same with the more important language papers also. Among the Hindi papers, the circulation of the Nav Bharat Times increased from 23,000 to 67,000, of the Hindustan from 21,000 to 34,000, of the Anya Varta from 18,000 to 25,000 and of the Nav Bharat of Nagpur and Jabalpur from 10,000 to 16,000. Among the papers of other languages, the circulation of the Daily Thanthi increased from 30,000 to over 1,00,000, of the Dinamani from 64,000 to 80,000, of the Samyukta Karnatak from 12,000 to 21,000, of the Prajavani from 10,000 to 25,000, of the Janasatta, Ahmedabad, from 17,000 to 21,000, of the Janmabhoomi, Bombay, from 16,000 to 20,000, of the Sakal from 27,000 to 37,000, of the Tarun Bharat from 7,000 to 17,000, of the Mathrubhumi (Kozikhode) from 25,000 to 59,000, of the Malayala Manorama from 22,000 to 44,000 and of the Deepika from 10,000 to 17,000. However, quite a large number of medium and small-sized papers, particularly those published from places easily accessible by rail and air transport from metropolitan centres, have remained stagnant as they have not been able to compete with the papers published from metropolitan centres. That is the case with several of the papers published in U.P. and in places like Nagpur, Patna and Hyderabad.

14. Medium and small-sized newspapers, both English and language, can and will make continued progress in the coming years provided that two conditions are fulfilled, viz., (i) that the competition from the large metropolitan papers does not become too overwhelming and (ii) that proper arrangements are made for making available to the industry adequate quantities of newsprint. Many of the small newspapers have, for some time past, been looking forward to a statutory price-page schedule. If the enforcement of such a schedule becomes feasible, the gap between the competitive strengths of the big and small papers may be reduced. In such an event, the smaller papers which are generally published from State capitals and district towns will be able to build themselves up and to penetrate into the interior, which papers flown from metropolitan centres will ordinarily not attempt to do. It is on the encouragement of the smaller papers published from non-metropolitan areas that the spread of the reading habit into the interior will depend. The Committee was given to understand by Government that the price-page schedule would not be issued till the recommendations of the Committee were published. It has not, therefore, been possible for us to assess the effect of such a schedule, but on considerations mentioned above, we feel that the schedule, when it comes into operation, will benefit the small and medium-sized papers both in English and Indian languages.

15. The problem of securing newsprint of proper quality and in adequate quantities is causing much concern to the newspaper industry. Newsprint which was formerly on O.G.L. was brought under licensing for the first time on the 2nd April, 1955. At first, licences were issued to the extent of 110 per cent. of past imports. For the July—December 1955 licensing period, licences were issued to actual users on the basis of the consumption of imported newsprint, as certified by a Chartered Accountant, during anyone of the three financial years preceding the period for which the licences were asked for. This procedure continued

till the 30th September, 1957. During June 1957, the members of the Indian and Eastern Newspaper Society agreed to reduce their imports by 15 per cent. and on that basis licences were issued after calculation of the requirements on a scientific basis depending on the circulation, the size, the average number of pages published, etc. For the licensing period October 1957—March 1958, two sets of calculations were made, one on the basis of actual past consumption and the other on the basis of circulation, number of pages and page area. Licences were issued for 85 per cent. of the lesser of the two quantities so arrived at. The remaining 15 per cent. was made good from the production of the Nepa factory. For the period April—September 1958, entitlement was calculated for six months on the basis of the circulation of 1957, and 85 per cent. of the requirements were permitted to be imported, the remaining 15 per cent. being made good from Nepa. For the latest licensing period, the same policy continues except that 1/3rd of the entitlement is to be met from stocks held by the State Trading Corporation. It will thus be seen that the availability of newsprint has steadily been restricted and that the quantity allowed in 1958, being based on the actual circulation of 1957, did not leave much, if any, scope for expansion of circulation. In the immediate future no additional imports are likely to be permitted for the purpose of expansion. If the present foreign exchange difficulties continue, expansion in circulation will depend on curtailment of the number of pages of the paper. The employers have stated that when the size of a paper is reduced, the price has sometimes to be correspondingly reduced. That will also reduce the space available for advertisements. What is gained by an increased circulation may, therefore, be lost through reduced selling price of the paper and reduced advertisement revenues. It is to be hoped that the foreign exchange position will soon ease so as to permit of supplies to newspapers for a reasonable measure of expansion consistent with the growing literacy and reading habits of the people. However, it should be repeated that the recommendations of the Committee are based not on future expectations but on the financial results during the last three years. Maintenance of revenues at the present level, with marginal increases to cover the cost of annual increments, should generally be sufficient for meeting the additional burden.

16. The advertisement revenue is admittedly an important factor in the creation of profits for newspapers. The greater the proportion of advertisement revenue in the total gross revenue, the greater must be the profit-yielding capacity of the paper. Every paper, therefore, looks forward to increasing its advertisement revenue as much as possible. That some papers with a larger proportion of advertisement revenue than others are showing comparatively less profits than the latter is no argument against the general proposition mentioned above. Even if the accounts are reliable, there may be other reasons for such different results. Some of the smaller papers have voiced a grievance that they are not getting any share of the advertisement revenues made available by the Central and State Governments. Moreover, the advertisement revenues of most language papers are far less than those of English papers of corresponding size and importance. It is because of the part which advertisement revenue plays in the economy of a newspaper that the Committee has made a recommendation that where the advertisement revenue is less than half the circulation revenue of a paper, it should be placed in the class next below that in which it would fall by virtue of its gross revenue. This will give a large measure of relief to several medium and small-sized papers—particularly language papers.

17. A sample analysis of the advertisement revenues of papers falling in the five classes contemplated in the Wage Board decision showed that advertisement revenues had steadily been increasing year after year. For nine papers of A class, the advertisement revenue had increased from Rs. 332 lakhs to Rs. 388 lakhs during the three years 1952-53 to 1954-55 i.e., by 16.9 per cent. Similar increases in the case of B, C, D and E class papers were 13.7 per cent., 8.6 per cent., 13.4 per cent. and 21.6 per cent. respectively. Increases in the case of individual papers have often been very substantial. The advertisement revenue of the Hindustan Times rose between 1952-53 and 1956-57 from Rs. 27 lakhs to Rs. 42 lakhs, of the Statesman from Rs. 55 lakhs to Rs. 78 lakhs, of the Ananda Bazar Patrika from Rs. 31 lakhs to Rs. 42 lakhs, of the Amrita Bazar Patrika, Calcutta, from Rs. 19 lakhs to Rs. 30 lakhs, of the Times of India chain from Rs. 83 lakhs to Rs. 116 lakhs, of the Hindu from Rs. 35 lakhs to Rs. 52 lakhs, etc. No doubt, such prosperity has not befallen the smaller papers, particularly the language papers. For instance, the Mathrubhumi, the premier Malayalam paper of Kerala, increased its circulation revenue between 1952-53 and 1956-57 from Rs. 8 lakhs to Rs. 15 lakhs but was able to increase its advertisement revenue only from Rs. 3.33 lakhs to Rs. 5.45 lakhs. The ratio of the advertisement revenue to the circulation revenue thereby changed to its disadvantage. While, no doubt, all papers have not benefited to the same extent by increases in the advertisement revenues, it is a fact that there has been a steady rise in the advertisement revenue of the large majority of papers. There have been very few cases of complete stagnation or of an actual reduction of the advertisement revenue. There might occasionally be adverse factors affecting the advertisement revenue, as for instance, when drastic import restrictions became necessary some time ago or if the present newsprint restrictions tend to put any limitations on the space which can be provided by the more important papers for advertisement. However, the growing tempo of industrialisation must inevitably lead to a steadily increasing volume of advertisements.

18. In the light of the clear trends in the matter of both circulation revenue and advertisement revenue—more so in the case of the latter—the Committee feels that sub-normal units, which have so far been running at a loss and which will, therefore, find some difficulty in the early stages in conforming to the general standard of emoluments, should, provided they can ensure a reasonable standard of efficiency in the management of their affairs, be able to convert their losses into profits at no distant date.

19. The foregoing paragraphs indicate considerations which should be taken into account in relation to the elasticity of demand which is one of the factors to be considered according to the decision of the Supreme Court.

Possibility of Tightening up of Organisation

20. As regards the possibility of tightening up of the organisation, there is much scope in a number of papers. The Committee has noticed that a number of papers are burdened with unnecessarily large and apparently inefficient staff. The standard of staffing varies from paper to paper. The Tribune, Ambala, for instance, with a circulation of 24,000 and a gross revenue of about Rs. 25 lakhs employs 28 working journalists including ten proof-readers. The Madras Mail with a circulation of 35,000 and a gross revenue of Rs. 33 lakhs employs 44 working journalists including 14 proof-readers. The Sakal with a circulation of 35,000 and

a gross revenue of Rs. 13 lakhs has only 12 working journalists. On the other hand, the National Herald with a circulation of less than 10,000 along with two small language papers with a total circulation of another 10,000, that is, with a total circulation of less than 20,000 spread between three papers and with a total gross revenue of Rs. 15 lakhs has 63 working journalists. The Bharat, Allahabad, with a circulation of 4,000 and a share of the total gross revenue of Rs. 15 lakhs of the Leader-Bharat group employs 35 working journalists. The Bombay Chronicle with a circulation of 3,000 and a gross revenue of Rs. 7 lakhs has 45 working journalists. The Deccan Herald with a circulation of about 19,000 and a gross revenue of about Rs. 10 lakhs has 46 working journalists. Among the bigger papers, the Hindustan Standard, Calcutta, with a circulation of 35,000 and a gross revenue of Rs. 26 lakhs has 68 working journalists. The Hindustan Standard, Delhi, hitherto a unit of the Calcutta paper but recently separated from it, with a small circulation and a small gross revenue of Rs. 6.8 lakhs employs as many as 58 working journalists. It is clear, therefore, that some of the papers are overstaffed. Some papers have frankly admitted that in the past they have had to employ unqualified and inefficient staff for political and other reasons and that it is this legacy which is responsible for the poor performance of the paper. Whatever that be, it cannot be seriously disputed that some of the papers that are not making much headway have comparatively large and inefficient staff. Poor management takes other forms also. Some papers do not maintain their accounts properly, while in the case of a few, there are reasons to suspect that the accounts are not straightforward. On the other hand, the Committee has come across a number of typical cases where, in spite of small circulation and small gross revenues, quite substantial profits have been made. The Committee, therefore, feels that there is considerable scope for improvement in the working of a number of papers.

Possibility of Increase in Efficiency

21. With the statutory enforcement of reasonable scales of remuneration, most of the new recruits are bound to be men of adequate educational qualifications and professional competence. The Committee has not considered it necessary to prescribe any educational qualifications or training, for that can safely be left to the managements who obviously will try to secure the best material possible for the remuneration offered. Some employers have stated that while higher scales of pay may be justified for new recruits with adequate qualifications, they will be excessive for the existing unqualified staff. In other words, they admit that on the scales of pay likely to be fixed, far better material than the existing staff can be obtained. There will, therefore, be substantial increase in the efficiency of most of the papers on the introduction of reasonable scales of pay.

22. The general conclusion to be drawn is that the newspaper industry as a whole has a good future as indicated by the general trends of growth, that on the disappearance of the licensing restrictions on supply of newsprint which, we hope, will happen very soon, the newspapers will have considerable scope for expansion and that the smaller and medium-sized papers are likely to be benefited by the price-page schedule which seems almost certain to come. The tightening of organisation and the increase in efficiency which would be the result of our recommendations may also help the newspaper establishments in improving their position.

Classification

Region-wise or Class-wise

23. For the purpose of assessing the capacity to pay as well as for the purpose of fixation of wages, it is necessary to consider how the newspaper industry should be divided. The Supreme Court has laid down as a general principle that capacity is to be considered on an industry-cum-region basis. At the same time, the Supreme Court has observed that in a given case it may be permissible to divide an industry into appropriate classes and then deal with the capacity of the industry to pay class-wise (p. 90). This is a case where the latter type of approach is suitable.

24. The principle that the capacity of an industry to pay should be considered on an industry-cum-region basis arose out of the recommendations of the Fair Wages Committee which observed as follows:—

“We are of the view that in determining the capacity of an industry to pay, it would be wrong to take the capacity of a particular unit or the capacity of all industries in the country. The relevant criterion should be the capacity of a particular industry in a specified region and, as far as possible, the same wages should be prescribed for all units of that industry in that region.”

25. The determination of capacity region-wise implies that while wages for the same employment may vary from region to region, they would be the same in all establishments, big or small, in a region. This concept is of special application to manufacturing industry where, while the units might be of different sizes, the machinery and processes are largely standardised and the economics of standardised operations follows a recognisable pattern. No distinction is made as between large establishments and small ones in the matter of fixation of wages. The reason is that though large-scale operation undoubtedly results in substantial savings, the large majority of units in an industry would be economic units capable of standing on their own legs. Uneconomic units would be the exception rather than the rule. A scale of remuneration appropriate to economic units would therefore be found acceptable to all units working in a business-like manner. Moreover, the nature of work and the work load of the employees would largely be the same, irrespective of the size of the establishment with the result that any serious difference in the rate of payment as between one unit and another would immediately provoke comparison and resentment.

26. It will be remembered that the Fair Wages Committee was thinking in 1949 primarily of wage fixations in particular regions rather than throughout the country. There would even now be no compelling necessity for an all-India adjudication of disputes in a manufacturing industry such as the textiles or the engineering industry. At the time the Fair Wages Committee considered these matters, there was little or no experience of all-India adjudications apart from the Postal Award of Justice Rajadhyaksha. Since then, we have had two important all-India adjudications, viz., the Bank Award and the Coal Award. The applicability or otherwise of region-wise basis to employments other than industrial units was not specifically before the Fair Wages Committee.

27. The Bank Award Commission presided over by Justice Gajendra-gadkar observed on the method of classification as follows:—

“It seems to me that in dealing with the dispute between inter-State banks and their employees, a more rational and more satisfactory basis is supplied by the class-wise approach to the

problem. It is perfectly true that in classifying banks, care must be taken to adopt a fair basis for classification and to bring together to one category banks which may be regarded genuinely as homogeneous in all material particulars. In fixing the wage-structure class-wise, care must likewise be taken to fix the wage structure in such a manner that it would not be unduly below the paying capacity of the bank at the top of the class, nor unduly above the paying capacity of the bank at the bottom of the class."

28. These considerations apply with even greater force to the newspaper industry. A uniform scale of pay applicable to all newspapers, big and small, in a region or area will be wholly unrealistic, for while it would be grossly insufficient for the bigger papers it may be crushingly burdensome to the smaller ones. Moreover, if the differing advertisement potential of different areas is taken into account separately, there are no clear-cut circumstances that would stamp the regional character on the economy of newspapers. Questions of raw materials, of availability of coal, power, water, etc., of distances from the market and the like that often tend to produce the regional characteristics of an industry are comparatively unimportant in the case of a newspaper. Proximity to a large city is an advantage in that newspapers must be sold off quickly and not allowed to grow stale. This, however, is not a regional consideration. The Committee, therefore, feels that the capacity of newspapers should be ascertained not on a region-wise basis but on a class-wise basis depending on the size of the papers.

Basis of Classification

29. Having decided on the class-wise approach, the next question for our consideration was the basis on which the classification should be made. The Committee has, after considering the various alternatives come to the conclusion that gross revenue would be the most satisfactory basis for classification. We shall deal very briefly with other alternatives.

30. Invested capital could not be accepted as a criterion of classification because in the unorganised state of the industry, separate accounts for the newspapers are very often not maintained. It is often found that the invested capital does not bear any reasonable proportion to the size of the paper. Circulation could also not be accepted as a test because it does not reflect with any certainty the financial capacity of the establishment. The advertisement revenue makes a good deal of difference as also the price charged per issue. Other factors like periodicity or location will not serve as a test for obvious reasons. Language cannot be made the basis of classification because the language of the paper does not necessarily determine the size or the revenues of the paper.

31. One factor which was strenuously urged before us by the employers was the profit and loss basis. After careful consideration, we discarded this factor as basis for classification because it is so uncertain. An establishment may make profit in one year and incur loss in another year as happens in many cases. The wages of the working journalists cannot be made to depend on the fortunes of the establishments. Otherwise, the underlying idea of providing a scheme of uniform wages, viz., to assure a certainty of income to the workers, will be defeated. Moreover, if profit or loss is made the criterion, the mismanaged concerns are likely to benefit, while the well-managed ones will be saddled with burden. That will be putting a premium on mismanagement. Besides, some concerns may conceal the profits and show only losses.

32. Profit or loss may be relevant for assessing the capacity to pay though it is not the only criterion. As one of the relevant considerations for this purpose, we have taken it into account as would be explained later. It cannot however be accepted as a basis for classification. We may add that the Supreme Court also considered that profit or loss was not a satisfactory basis for classification (p. 179).

33. Considering all the alternatives, we have found that gross revenue is the most satisfactory basis because it is a better indication of the size of the paper than any other so far suggested. On the other hand, we realise that the proportion of advertisement revenue to circulation revenue is an important factor and we have given weight to this factor by providing that in case of daily papers when the advertisement revenue is less than half the circulation revenue, the paper should be placed in a lower class. This has already been explained in paragraph 16 above.

34. Incidentally, it may be mentioned that the Supreme Court has upheld the validity of classification based on gross revenue (pp. 177—179). The Supreme Court has also suggested that the proportion of advertisement revenue to the gross revenue and the difference between the paying capacity of the language papers and the English papers should be considered (pp. 185-186). Both these points have been duly provided in our scheme of classification. The second point is provided because the weakness of language papers arises usually on account of lesser advertisement revenue and the relief given by us on account of a smaller proportion of advertisement revenue ought to be sufficient for the language papers.

35. When defining gross revenue, we have included only the circulation revenue and the advertisement revenue. This we have done because we do not consider it equitable that revenues received from other sources like job work, type foundry, safe deposit vaults, etc., which are extraneous to the newspaper business as such, should be taken into account for the purpose of determining the class of the paper. Moreover, we have found that the exclusion of such sources of revenue has not affected the classification of a large majority of the papers we have examined.

36. On the above basis, we have divided daily newspapers into six classes (instead of five of the wage Board), weeklies into four classes and news agencies into three classes—all based on gross revenue. The classes are indicated in paragraphs 9, 15 and 19 of our recommendations respectively. The special rule regarding proportion of advertisement revenue applies only to daily newspapers and not to weeklies or to news agencies.

37. Just as we have divided newspapers and news agencies, we have also divided working journalists into several groups in accordance with the nature and relative importance of their duties. The classification of working journalists is set out in paragraph 23 of our recommendations.

Fixation of Scales of Wages

38. We shall now deal with the scales of wages recommended by us and wherever possible examine them in the light of the wages paid by the newspaper industry itself and in comparable employments. Before doing so, it is necessary to explain one or two points. The Committee has not considered it necessary to recommend any scale for the highest group, viz., the editors. That is because we feel that an editor falls into a class by himself and is usually in a position to secure fair terms of emoluments for himself. Any scale laid down by us for him is likely to be unrealistic

and may even tend to depress the existing level of emoluments since in many cases editors are paid quite high salaries. We consider it best to leave the matters for settlement with the employer and have not indicated any scale for editors for any class of newspaper or news agency.

39. The other point to be mentioned is that for the purpose of comparison our basic pay has to be taken along with the dearness allowance allowed by us because in the newspaper industry the practice about dearness allowance is not uniform. Some establishments pay dearness allowance, some do not, and others pay what they call a consolidated pay which is supposed to include dearness allowance. We have not provided for location allowance as was done by the Wage Board but have allowed for an element of this allowance in the rate of dearness allowance we have suggested for more expensive places. For the purpose of comparison, therefore, it is necessary to take the total of the basic pay and the dearness allowance allowed by us.

40. The third point to be noticed is that we have provided wages for only daily and weekly newspapers (including bi-weeklies and tri-weeklies) and news agencies. We have not provided for fortnightlies and newspapers published at longer intervals on account of paucity of evidence.

41. Coming now to the scales recommended by us, we shall deal in the first place with the scales for daily newspapers. These are divided into six classes, the topmost class A being of those having a gross revenue of Rs. 50 lakhs and above, and the lowest of them F, having a gross revenue of less than Rs. 2½ lakhs. In between there are four classes, B, C, D and E, with gross revenue ranging between those limits. In deciding upon a scheme of wages for persons employed in establishments of such widely varying sizes and importance, a practical way would be first to fix the scales of pay for the highest and the lowest classes and thereafter to adjust the scales for the intervening classes according to suitable differentials so that the resulting burden would be well within the capacity of the various classes.

A Class Dailies

42. These are the most important papers in the country and merit, more than any others, the description of "national papers." They necessarily have to employ men of the highest talent in the profession; they already pay them high salaries and cannot possibly grudge the fixation of scales of pay that would attract and retain the best men. It is in fixing the level of wages appropriate to this class that the largest measure of assistance can be obtained from the prevailing rates of wages obtaining in the better-managed papers themselves and in similar employments outside journalism. Approaching the problem from this angle, the Committee has been struck by the substantial wages already paid by some, though not all, of these papers which are all issued from metropolitan centres.

43. We have already mentioned that no wages have been provided by us for editors who fall into group I within the classification of working journalists. We have therefore to start our examination with group II which consists of assistant editors, leader writers, news editors and special correspondents. The scale recommended by us for them is Rs. 600—50—1,000. With the dearness allowance recommended by us, it comes at the minimum level to Rs. 705 and at the maximum level to Rs. 1,120. As against this, the total emoluments paid by the Statesman range from Rs. 1,403 to Rs. 2,535, by the Times of India from Rs. 966 to Rs. 1,600,

by the Hindu from Rs. 700 to Rs. 1,900, by the Hindustan Times from Rs. 750 to Rs. 1,250 and by the Amrita Bazar Patrika from Rs. 938 to Rs. 1,049. Only the Ananda Bazar Patrika pays less. So, out of six A class papers, the pay range of four papers is much higher than our scales and that of one paper comes almost up to our scales. We are therefore satisfied that the scales we have proposed for group II are fully justified on a comparison with the scales prevailing in the industry itself.

44. For group II-A, consisting of chief sub-editors, chief reporters, etc., the scale provided by us taken with our dearness allowance comes to a minimum of Rs. 590 and a maximum of Rs. 1,020. As against this, the pay range of the total emoluments of the Statesman is from Rs. 1,287 to Rs. 1,323, of the Times of India from Rs. 966 to Rs. 1,610 and of the Hindu from Rs. 600 to Rs. 1,100. No figures of the Amrita Bazar Patrika are available for this group, but the emoluments of the other two papers are less. The result is that at least three papers out of six have pay ranges higher than ours.

45. For group III consisting of sub-editors and others, our scale with our dearness allowance comes to a minimum of Rs. 320 and a maximum of Rs. 920. As against this, the pay range of total emoluments of the Statesman is Rs. 523 to Rs. 1,258, of the Times of India is Rs. 325 to Rs. 982 and of the Hindu is Rs. 325 to Rs. 950. The emoluments of the remaining three are less. Thus the pay ranges of three out of the six papers are in one case definitely higher and in the other two cases slightly higher than our scales.

46. In regard to group IV consisting of proof readers, the basic pay in our scale plus dearness allowance comes to Rs. 185 at the minimum of the scale and Rs. 370 at the maximum. As against this, the range of total emoluments of the Statesman is Rs. 139 to Rs. 500, of the Times of India Rs. 129 to Rs. 402, of the Hindustan Times Rs. 100 to Rs. 350 and the Ananda Bazar Patrika Rs. 133½ to Rs. 312½. Thus, though the minimum in these cases is lower, the maximum is either much higher or very near, but in any case not far short of, our scales.

47. Turning now to comparable employments, it is always difficult to equate working journalists with employees in other fields. The consensus of evidence before the Wage Board was that journalism was "unique" in itself and that there were no employments strictly comparable to it. Though the Press Commission has mentioned that the position of a journalist is analogous to that of a lecturer in a college, important managements and editors appeared before the Wage Board with the plea that that was not so. The management of the Hindu said: "We do not think it is advisable to compare working journalists with employees in other professions." The representative of the Statesman stated as follows: "I would say that most journalists live under considerable nervous strain. The nature of their work is a constant race against the clock, constant fear of being beaten in story by somebody else, the rigours of night duty, etc."

48. The All India Newspapers Editors' Conference referred to this class as "unique", and explained that word as follows:

"We only mean that the newspaper industry cannot be compared with any other industry or business concern. The word 'unique' has been used to emphasize this position. We expect quickness and efficiency from the working journalists. That is not expected from ordinary employees. Unless a person reacts very quickly to an event, he would not be a good journalist.....I do

not agree with the Press Commission that they should be compared to the university or college lecturers."

49. Though a number of managements have since resiled from this position and attempted to equate working journalists to lecturers and school teachers, the Committee does not feel that such comparison is apt. It is true that the source of recruitment to both avocations is the same, *viz.*, the large number of graduates coming out of universities, but the nature of the work performed by a working journalist is obviously not the same as that done by a teacher or a lecturer. The working journalist has, moreover, to work to a tight time-schedule and apart from the leave admissible to him, he does not get many holidays. A lecturer does not work under any such pressure and enjoys quite long vacations two or three times a year. Working journalists can perhaps be compared to a limited extent to the staff of the news services division of the All India Radio, where the sub-editor starts on the lowest scale of Rs. 300—20—500 and has chances of going up to higher scales such as Rs. 400—620 and Rs. 720—1,100. If the sub-editors of class A papers were at all to be compared with officers of other Government departments, not necessarily from the point of view of the nature or pressure of work but from that of the standard of attainments and responsibility expected, the comparison would have to be with the junior scale of class I employees who are on the scale of pay of Rs. 350—800. Even here, the comparison is not wholly correct because a junior scale employee of class I goes up to the higher scale of Rs. 600—1,150 almost automatically in a few years.

50. If comparison with employees of industry and commerce were attempted, it would not be unreasonable to equate the sub-editors of class A papers to the junior executives of the more important commercial concerns. In an important commercial firm, there are 5 grades of officers below the top managerial ranks. The scale applicable to the lowest category is Rs. 450—25—600. The highest scale below the managerial level goes up to Rs. 1,500. In another big concern, the lowest officer grade is Rs. 500—30—800. In yet another big concern, the junior officer scale is Rs. 500—20—600—25—750—40—950. Several commercial establishments do not have fixed scales of pay at all but they start their employees generally well above Rs. 500.

51. From all this analysis of the scales of pay obtaining in newspapers themselves and the other employments of comparable standing and responsibility, it would appear that the scheme built up by the Committee with the scale of pay of Rs. 250—800 for the sub-editors as the pivot cannot be deemed excessive or inadequate for the six top papers of the country.

52. Regarding the scales of pay prescribed for proof readers, the Committee cannot agree with the view put forward by several employers that those scales should be fixed at exactly the same levels as in pure job presses. The proof reader in a newspaper has certainly a greater responsibility for ensuring accuracy and even rectifying glaring mistakes found in the original than a proof reader in a job press. In a job press, the person who has entrusted the work invariably checks up the final proof. In a daily newspaper which publishes several editions during the day, the proof reader has to take the final responsibility for ensuring conformity with the copy and for completing the work within the stipulated time.

53. The view we have taken is in agreement with that taken by the Supreme Court. They say that proof readers occupy a very important position in the editorial staff of a newspaper establishment and cite passages

from B. Sen Gupta's Book on "Journalism as a Career" and from Kemsley Manual of Journalism to show how important their duties are (p. 152). We must therefore place proof readers on the editorial side higher than the proof readers in the job press.

54. The scale allowed to a head reader in the Government Central Press, Bombay, with dearness allowance comes to Rs. 255—330 and to readers, it comes to Rs. 145—255. In Delhi, the scale of senior readers in the Government of India Press, with dearness allowance, comes to Rs. 180—285 and of readers to Rs. 119—190. The corresponding figures for West Bengal are Rs. 190—300 and Rs. 150—190 for the two classes. The figures for Madras are lower. As against this, the scale that we have prescribed for a proof reader in an A class paper in metropolitan cities, with dearness allowance, is Rs. 185—370. For reasons already stated, a proof reader in an A class newspaper must be placed higher than the head readers or senior readers in metropolitan cities like Calcutta, Bombay and Delhi. We are satisfied that the scale allowed by us to the proof readers in class A papers is fair.

55. In the result, we find that the scales of wages suggested by us for all groups in class A papers are fair and reasonable, having regard to the prevailing wages in the newspaper industry itself and in comparable employments.

F Class Dailies

56. At the bottom of the classification stand the F class papers which are the smallest with a gross revenue of less than Rs. 2½ lakhs. Though the Wage Board fixed only a minimum wage of Rs. 150 for the employees of groups I and II and of Rs. 90 for those of groups III and IV, the Committee feels that it would be a hardship to the employees of these papers to be denied the advantage of regular scales of pay as in the case of employees of the other classes of papers. Even a high minimum is no substitute for the psychological satisfaction of regular receipt of increments. Since the finances of these papers are obviously none too bright, there would be a natural temptation on the part of managements to deny increments if only minimum wages were fixed. The Committee therefore feels that without increasing the overall burden of the papers, regular scales of pay should be prescribed.

57. The scales of pay drawn up by the Committee start at points well below the minimum fixed by the Wage Board. These scales have been framed more on the basis of the concept of the minimum wage than on that of a fair wage based on capacity. To begin with, the Committee has suggested a scale of Rs. 65—5—120 for proof readers. If dearness allowance of Rs. 50 and Rs. 30 in areas I and III is added, the total starting emoluments of a proof reader in an F class paper in a metropolitan centre would be Rs. 115 and in a small place Rs. 95. The Bombay Government fixed in 1956 minimum wages for proof readers in job presses in Bombay City under the Minimum Wages Act at a consolidated amount of Rs. 110. Similarly an industrial tribunal in Bombay fixed as the minimum starting emoluments a basic pay of Rs. 75 and a dearness allowance of Rs. 40, that is, a total of Rs. 115, for proof readers in the city of Bombay. The Labour Appellate Tribunal fixed for clerks in the lowest class of banks in Bombay and other cities of area I a scale starting from Rs. 69 and ending with Rs. 236 with a minimum dearness allowance of Rs. 50. Thus the total starting emoluments of a clerk in the smallest bank in Bombay were fixed at Rs. 119. This adjudication has been mentioned, as proof readers of newspapers would stand roughly midway between industrial employees (being somewhat akin to

proof readers in job presses) and the main group of the lower middle classes. In the course of its order, the Appellate Tribunal made calculations for the minimum wage of an industrial employee and a middle class employee, the two being related in the ratio of 1:1.8. Where a scale is prescribed, it is usual to take the minimum wage as one sufficient to support a family of 2.25 consumption units though where a fixed wage is allowed, it is on the basis of three consumption units. Calculations were made on the basis of Rs. 35 for a working class family of three consumption units at subsistence level in the base year of 1939 (cost of living=100) as recommended by the Rau Court of Inquiry. Proceeding on the same basis, if the present cost of living index be taken as 400 with 1939 as the base period, the subsistence wage for a working class earner based on 2.25 consumption units, and allowing for 100% neutralisation, would be $\text{Rs. } 35/3 \times 2.25 \times 400/100 = \text{Rs. } 105$. This may be compared with the total remuneration of Rs. 114.6 earned by textile workers at Bombay in September 1958 under the award regulating textile wages which is based on 3 consumption units and 90% neutralisation. If Rs. 105 is taken as the minimum wage of a working class earner in Bombay on the basis of consumption of 2.25 units, the corresponding figure for a middle class wage earner at 180% would be Rs. 189. 100% neutralisation is generally not permitted even in the case of industrial labour as such a course would produce definite inflationary tendencies in the economy. The extent of neutralisation would be much less for the middle classes. In view of these circumstances, a remuneration of Rs. 115 for an F class paper in Bombay would be deemed an adequate minimum wage for proof readers in the lowest class of newspapers. As there are few F class papers in metropolitan areas, the large majority of proof readers in metropolitan areas would be getting much more than this amount. The corresponding remuneration in small places would be Rs. 95.

58. If then a scale of Rs. 65—120 is deemed appropriate for proof readers of F class papers, the scales fixed for the higher categories can be easily justified. They are based on a fair differential between two successive groups. In fact, the scale of pay of the sub-editor group, that is Rs. 80—150, is somewhat low, but no improvement is possible in view of the economic condition of most of the papers of this class.

Remaining Classes of Dailies

59. The scales of pay of working journalists in papers of B to E classes have been arrived at from those fixed for the working journalists of A and F classes of papers, the scales being carried from the higher limit of A class papers to the lower limit of F class papers by gradual and suitable stages. If the scales for classes A and F are justified, then there can be little doubt that the scales for the remaining classes are also justified. Nevertheless, we have compared them with the emoluments given at present by those of the B, C, D and E class papers whose figures are available stages. If the scales for classes A and F are justified, then there can whose wages compare favourably with ours that in C class there are about 4 papers which give comparable emoluments, that in D class the emoluments of most of the papers are comparable with ours as regards group II employees and as regards the rest, there are three or four papers who give comparable emoluments and that as regards E class, in most of the papers the emoluments given to groups II and III employees are comparable to ours. The proof readers are in many cases not given emoluments up to the level of our scales but as the emoluments provided by us for them are already low, they cannot be further reduced.

60. The result of the analysis of the emoluments of all classes of daily papers is that the scales of wages recommended by us for all of them are fair. Where they are higher than those at present paid to working journalists, they are justified on the considerations mentioned by us. In fact, as stated in the principles enunciated at the commencement of this chapter, the endeavour of our Committee should be to fix a wage which will approximate as much as possible to the living wage subject to the condition that the industry has the capacity to pay. We shall indicate a little later that, on an examination we have undertaken separately, the newspaper industry has the capacity to pay the wages recommended by us. If that is so, then the fact that some establishments are paying wages at a rate lower than what we have recommended is not of much relevance. We are satisfied that the wages we have recommended are fair wages and are in keeping with what better-managed concerns or better-paying employers are allowing at present except in the case of proof readers in whose case the wage we have suggested is clearly justified. The proof readers in the lowest class of papers have been allowed by us a wage which borders on the minimum wage and the others in the higher classes must get a higher scale in gradual succession in accordance with the size of the papers in which they work. We therefore consider that the wages recommended by us for the daily papers are fully justified and are reasonable.

Weeklies

61. As explained earlier, the Committee recommends that weeklies should be classified on the basis of their gross revenue rather than of circulation. The highest class among weeklies has been fixed for those with a gross revenue of Rs. 12½ lakhs and above. This limit has been chosen for the reason that first-rate weeklies of the type published from Madras with a circulation of nearly 1 lakh have gross revenues in the range extending from Rs. 12½ lakhs to Rs. 20 lakhs. For this class, the Committee has recommended the same scales of pay as for C class dailies which have a gross revenue range of Rs. 12½ lakhs to Rs. 25 lakhs. One special feature of weeklies which distinguishes them from dailies is that they generally get a much smaller proportion of advertisement revenue than dailies. This is however counterbalanced by the fact that the number of working journalists employed in weeklies is much less than in dailies. For example, the Kalki, with a gross revenue of Rs. 15 lakhs, has only 8 working journalists including proof readers, while an average daily paper belonging to the C class with a gross revenue of about the same amount will have at least double that number of working journalists. Many of the weeklies, especially those not attached to dailies, contain a large proportion of stories and special features contributed by outsiders. It is therefore sufficient if they engage a comparatively small number of working journalists largely for rearranging the material and for filling up gaps. The proportion of news in weeklies is small; some weeklies even claim that they do not carry any news at all. As the number of working journalists and consequently the burden of their salaries are small, the Committee has not thought it necessary to apply to weeklies the provision applicable to dailies whereby a demotion in class is permissible if the proportion of the advertisement revenue falls below a certain standard.

62. The statistics and material available in the case of weeklies are somewhat inadequate; managements have not chosen either to make proper representations or even to respond to requests for information. The Kalki, with a gross revenue of Rs. 15 lakhs and annual profits of

the order of Rs. 30,000, stated that it could bear the burden of the scales prescribed by the Wage Board, though it had other grievances against the Wage Board decisions. This weekly is already paying scales of pay comparable to those contemplated by the Wage Board. The total emoluments payable under the Committee's proposals are in many cases less than those prescribed under the Wage Board decisions. The Committee therefore feels that class I weeklies can afford to pay the scales recommended by it.

63. Classes II, III and IV of weeklies have been assigned the same scales of pay as classes D, E and F of dailies. On comparison, it will be seen that the total emoluments of the employees of these classes of weeklies will be less under the Committee's scheme than under the Wage Board decision. The reasons for pitching the scales of D, E and F classes of dailies somewhat lower than the scales contemplated by the Wage Board have been mentioned earlier. The Committee feels that the benefits of these lower scales of remuneration should be extended to the comparable classes of weeklies also. In the case of classes II, III and IV weeklies therefore, the Committee is satisfied that the scales recommended by it are reasonable.

News Agencies

64. The scales of pay assigned to the three classes of news agencies are the same as those assigned to B, C and E classes of dailies. Of the two Indian news agencies, one falls in class 1 and the other in class 3. The one falling in class 1, *viz.*, the Press Trust of India Ltd., had a gross revenue of Rs. 48 lakhs in 1957.

65. The management has represented that the agency's capacity to pay depends on the capacity of the newspapers which are its subscribers, that there is no elasticity of demand for the news supplied by the agency as may be seen from the fact that a 10 per cent. increase in rates brought in only 5 per cent. additional revenues (though this has since increased to 7 per cent.), that a rival news agency (since gone out of business) has syphoned off much of its revenue and that the agency has practically no reserves. In the oral evidence, representatives of the Press Trust of India stated that the circumstance that should be considered in the case of news agencies was the proportion of the revenues spent on staff, and particularly on working journalists, and that this was already very high, being 40 per cent. on the entire staff and 20—22 per cent. on working journalists.

66. In the representation of the Federation of the P.T.I. Employees' Unions, certain observations pertaining to these claims of the management have been made, *viz.*, that the P.T.I. is a consumer co-operative, that as the share-holders themselves are the main consumers, there is no incentive or scope for the agency to show any substantial profits, that as the policy of the P.T.I. is to supply as cheap a news service as possible, only nominal financial results follow from that policy, that the work in the biggest news agency of the country is arduous and taxing, that as news comes in at all hours, there is, unlike in a newspaper establishment, nothing like normal and peak periods in a shift, that the standards of impartiality, objectivity and integrity expected of the staff are higher in the case of a news agency than in the case of a single newspaper establishment, that the agency is grossly undercapitalised having only a nominal capital of Rs. 4 lakhs and that surplus revenues during the last eight years have been used up to pay off debentures,

which means diversion of revenue receipts for capital expenditure. These are pertinent observations which the Committee cannot afford to overlook. The foremost news agency of the country cannot be content with engaging third-rate employees on low scales of salaries as such a policy must immediately tell upon the quality of its service and consequently on the calibre of the newspapers which it feeds. Even the top papers of the country depend to a large extent on the service rendered by the P.T.I. If they must maintain high standards, they should get good service from the P.T.I. and they should be prepared to pay for it adequately.

67. The Committee has assigned to a class I news agency only the scales recommended by it for B class papers. This itself, in a way, is a concession for an establishment the gross revenues of which are about Rs. 50 lakhs. The P.T.I. has introduced a scale of Rs. 125—800 for all working journalists except the seven senior persons at the top who get substantially higher rates of remuneration. The scales recommended by the Committee cover the range of Rs. 175—900. The Committee feels that the agency should be able to raise enough funds to pay employees according to the scales recommended by it.

68. The only other news agency in existence, viz., the Hindustan Samachar Service falls in class 3. It was formed only in January 1957 as a working co-operative society and has now a gross revenue of about Rs. 1 lakh. It is still in the process of building up and has so far acquired only three teleprinters. For this class of news agencies, the scales recommended by the Committee are as for E class dailies. The scale of the sub-editor category, which is the most numerous, is only Rs. 100—225. This is, more or less, the remuneration that the agency is paying at present. Under the Wage Board Award, this agency was to have been treated on a par with B class papers (corresponding to the present C class) for a period of three years after which it, being a 'National News Agency', was to have been promoted to A class (present B class). An infant news agency with a gross revenue of only Rs. 1 lakh cannot obviously bear the burden appropriate to a newspaper with a gross revenue between Rs. 25 lakhs and Rs. 50 lakhs. The scales recommended by the Committee are moderate. Anything more would be beyond the capacity of news agencies of this class.

Capacity to Pay

69. Having examined our scales of wages in the light of the prevailing rates of wages, the next important point we have to consider is the capacity to pay. In this connection, we have to consider two points. The first is that no working journalist should get less than the bare or subsistence wage. This has to be provided to the journalists in any case whether the employer has capacity to pay or not. The other point is that if the wages provided by us are higher than the bare or subsistence wage, they would not be justified unless we are satisfied that the industry has capacity to pay such wages.

70. As regards the first point, enough has been said already to show that no working journalist is, under our scheme, paid less than the bare or subsistence wage. In fact, our wages are on the whole much higher and approximate more to the living wage than to the bare or subsistence wage. The more important point to be considered, therefore, is whether

the industry has the capacity to pay the wages recommended by us. The principles for determining the capacity have already been stated. It has also been explained that for this purpose classwise approach will be necessary and a fair cross-section of the industry will have to be taken for examination.

71. In order to get a fair cross-section of the industry, we selected 41 establishments for intensive study. The selected establishments are mostly those conducting daily papers though, as a group or chain, they may include weeklies and other periodicals. We also included the only important national news agency, viz., the Press Trust of India. We did not include other kinds of periodicals in the selection, like independent weeklies, fortnightlies, etc., since none of them or at the most just one or two of them have made representations before us on the question of wages.

72. In the list of selected papers, we have included all important daily newspapers as also papers published in different parts of the country. We have included both English and language papers. We have also included both prosperous as well as losing papers. We have included all papers which had gone to the Supreme Court against the Wage Board decisions. In our list are to be found papers owned by a variety of bodies like limited companies, registered societies, trusts and partnerships and there are also proprietary concerns in it. We have also taken care to include small, big and medium sized papers in fairly good numbers. The list can, therefore, be said to be a fair cross-section of the newspaper industry class-wise.

73. Having selected the newspapers we had their financial position carefully examined by appointing Authorized Officers. In all 22 Authorized Officers were appointed under section 5(3) of the Ordinance of 1958 and the selected establishments were suitably allotted to them. Detailed directions were given to the Authorized Officers as to how they were to undertake their enquiry and scrutiny of the accounts of the establishments. The Authorized Officers sent their reports which were examined by us and on the basis of the reports, profits or losses declared by the establishments were adjusted by us and the adjusted figures have been shown in statements prepared by us and kept in our confidential records. On account of the provisions of section 5(6) of the Act of 1958 we are not at liberty to disclose the reports of the Authorized Officers and hence the statements as also the reports of Authorized Officers are kept confidential. Apart from the list of selected establishments we have also examined other establishments though no intensive study of their accounts and their financial position has been undertaken.

74. The Supreme Court has stated that the Wage Board should have taken into consideration burden which would fall on the establishments under the following heads:—

- (1) increase in wage bill of working journalists due to the scales of wages fixed by the Wage Board;
- (2) extra burden due to the provisions of the Act of 1955 in respect of gratuity, provident fund, retrenchment compensation, leave and hours of work;
- (3) burden arising out of the likely repercussions on the non-working journalist staff of the establishment due to the higher wages allowed to working journalists; and
- (4) arrears of wages payable.

75. We have had the burden calculated under these headings where it was possible to do so. Thus, burden under heads (1) and (4) could be calculated fairly precisely after the necessary material was collected by us. This has been done. Burden under the other heads, e.g., under head (3) is uncertain and speculative. It is not possible to calculate precisely or even approximately the burden which may fall on the establishments if the non-working journalists ask for higher wages as a result of increase in the wages of working journalists. Their claims, taken to adjudication, may or may not be allowed and, if allowed, it is not possible to state to what extent they may be allowed. The employers are likely to contest such claims very vigorously. We have, therefore, refrained from calculating such burden in figures but have made due allowance for it.

76. On the above basis and on the basis of adjusted or declared profits, we have prepared another note in which we have considered, in respect of each establishment examined by us, first the profits available, then the burden which is likely to fall and lastly whether the establishment has the capacity to pay. In assessing finally the capacity to pay we have taken into consideration factors like tightening of organisation, increase in efficiency, etc. which have been indicated by the Supreme Court in the summary of their conclusions extracted in paragraph 10 above. As this note also deals with matters which have to be kept confidential, we have kept this note too in our confidential record. All the confidential record will be available to the Central Government and to the courts as contemplated by section 5(6) of the Act of 1958.

77. As a result of all this examination, we have found that the burden occasioned by the wages recommended by us is within the capacity of all the 8 daily newspapers in class A, of 5 out of 6 in class B, of 15 out of 18 in class C, of 14 out of 24 in class D, of 14 out of 21 in class E and of all the 8 in class F. Apart from these, there are borderline and doubtful cases. Including these, the proportion of papers which can bear the burden is sufficiently high. The proportion is higher still if only the papers for whom Authorised Officers were appointed are taken into account in classes D and E, as may well be done since such papers were selected for special study and their financial position as ascertained by us would be more reliable. As regards weeklies, and also as regards the only news agency, viz., the Press Trust of India, of which required information is available, it is found that all of them are either able to bear or can reasonably be expected to be able to bear, the burden. The conclusion which can be fairly drawn from the examination undertaken by us in the confidential note and the results of which are set out above, is that the newspaper industry has the capacity to pay the wages which we have recommended.

Some Important Matters Relating to the Recommendations

78. We have explained the method which we have adopted in fixing wages of working journalists. We have also indicated that, on an examination undertaken by us separately, we are satisfied that the newspaper industry has the capacity to pay the wages recommended by us. With this our main work is over. We shall now deal with the more important points which arise in relation to our recommendations.

79. We have already explained the general basis which we have adopted for the classification of newspapers and news agencies. The treatment we have accorded to groups, multiple units and chains requires explanation.

Groups, Multiple Units and Chains

80. The scheme of the Wage Board was to classify groups, multiple units and chains, that is, the establishment as a whole on the basis of the total gross revenue of all the constituent units. The Committee has departed from this scheme and, as a general rule, has treated each constituent unit on a separate basis. This treatment has been strongly criticised by the Indian Federation of Working Journalists on the ground that it constitutes an unwarranted departure from the usual procedure adopted in regard to such matters in industrial adjudication. The circumstances of the newspaper industry are, however, peculiar and a departure is justified.

81. In the first place, we would point out that to lump up all constituent units on the basis of the gross revenue of all put together would not be equitable in many cases. To mention only one glaring instance often cited by the employers in this connection, Kutch Mitra, a small daily paper belonging to the Saurashtra Group, with a gross revenue amounting to only about Rs. 49,000 and published from a small town, would, on such lumping up, have to pay to its staff scales on the basis of a C class paper to which the group, as a whole, will belong. On its own revenues, Kutch Mitra, would fall in F class, but on the Wage Board formula it would have to pay staff at the same rate as a large-sized C class paper like Janmabhoomi in Bombay which belongs to the same group. To allow to the staff of Kutch Mitra scales which are applicable to Janmabhoomi would be hardly justified.

82. There is another important consideration to be borne in mind. One of the factors to be taken into account for judging capacity to pay is whether the prescribed scales would drive the employer out of business. This criterion is applicable not only to the establishment as a whole but also to its constituent units as can be seen from the recent judgment of the Supreme Court in the case of Lipton & Co. Ltd., [1959 (I)LLJ.431]. In that case, one of the considerations taken into account for judging capacity was whether the Indian branch of the Company is likely to be closed if the burden of the increase in wages on that branch was too much. Similarly, in the case of the constituent units of a newspaper establishment, it will be necessary to consider whether the burden on any unit is such as would compel the employer to close down that unit. From this point of view, therefore, the Committee deems it necessary to consider the strength or weakness of each unit in order to find out whether the burden on it will or will not reach the breaking point. The Supreme Court have drawn attention to this matter in the case of the Express Newspapers also when at p. 186 they have criticised the Wage Board for not taking into consideration the burden which their decisions would impose upon the weaker units of a particular newspaper establishment.

83. Though the strength of each unit is to be taken into consideration, it does not follow that each unit must be classified purely on its own revenues. A common management and a common pattern must imply some saving in cost. The extent of the saving is a debatable point. Considering the matter in a broad way and keeping in mind the economies which are likely to be achieved in various kinds of combinations, the Committee has evolved the scheme which is set out in paragraphs 11 to 14 of its recommendations.

84. We have allowed an isolated unit of a Chain—such as the Kutch Mitra—to be classified on its own revenues. On the other hand, we have

placed all constituents of a multiple unit on par and have provided that they should all bear the classification of the largest of the units, with the qualification that no such unit should be placed more than two places above the class in which it would fall on its own revenues. The multiple units have been treated largely on par because we feel that certain savings are possible in such cases and that as the units are more or less identical in form and content the calibre of the working journalists and the standard of responsibility expected of them would be the same in all units. In the case of groups, *i.e.*, where more than one paper is published from the same centre, we feel that economy would not be of the same order as in the case of multiple units and hence we have allowed promotion by only one class and that too in the case of the weaker units falling in the three lower classes, D, E and F when they are grouped with units of the higher classes A, B and C. It is but fair that daily papers, including the 7th day edition of such papers, published in the same language from the same centre should be treated as together forming one unit. We have provided accordingly.

85. The Committee considers that the scheme adopted by it strikes a reasonable compromise between the economics of individual units and the savings which may be expected from common ownership and common management.

Initial Classification and Re-classification

86. Our scheme of initial classification is set out in paragraphs 2 to 8 of our recommendations and our scheme of re-classification is set out in paragraph 21. The general idea is that if a newspaper or news agency completes the years 1955, 1956 and 1957—the years taken by us for the purpose of our examination—then it would be classified on the basis of the average revenues of the three years, but if it completes only one or two years out of those years, then it would be classified on the basis of the revenues of these years. A newspaper or news agency starting in 1957 or thereafter is to be placed in the lowest class till it is re-classified under paragraph 21. One special feature of our scheme is that we have in paragraph 8 provided that in the case of transfer of a newspaper or news agency, the revenues under the previous owner should be deemed to be the revenues under the new owner for the purposes of paragraphs 3 to 7 of our recommendations.

Classification of Working Journalists

87. The Wage Board placed working journalists in four groups, the editor in group I, proof reader in group IV and other journalists in two intermediate groups. The assistant editor, leader writer, news editor, chief sub editor, chief reporter, sports editor, film or art editor, commercial editor, feature editor, literary editor, special correspondent and cartoonist were included in group II and sub editor, reporter, full time correspondent not included in group II and news photographer in group III. It was to be inferred, as explained by the representatives of the Indian Federation of Working Journalists, that the Wage Board had come to the conclusion that it was not necessary to have more than two groups between editor and proof-reader. The broad basis of the classification between group II and group III apparently was that posts which were deemed to involve supervisory and directional duties and posts related to special types of work were included in group II and other posts were included in group III.

88. Some degree of flexibility was introduced by providing in paragraphs 21 and 22 of the Wage Board decision that (1) it was not obligatory for newspaper establishments to employ any or all of these categories of employees and that some of the functions might be combined and (2) the principal duties performed by the employee should determine the category of such employee and neither designation nor casual or occasional work should be taken into account for such categories. Even so, 12 categories were included in group II and only 4 in group III.

89. Functional definitions corresponding to these categories were also drawn up in the schedule attached to the Wage Board decision. These definitions were obviously intended to guide categorisation of journalists in each establishment. Where the definitions referred to posts involving supervisory or directional duties, like assistant editor, news editor or for that matter leader writer, the definitions were adequate. Where they referred to posts related to special types of work, problems of correctly applying the definition arose.

90. The Indian and Eastern Newspaper Society representing the proprietors contended that the grouping and functional definitions were, "vague, overlapping, unscientific and unreasonable and likely to lead to difficulties, disputes and extravagant claims." On the ground of their being vague and overlapping it was pointed out that a news editor who, "is in charge of the news desk and the production of the paper and may also supervise the work of reporters and correspondents" had been bracketed with a chief sub-editor who, "assigns and allocates work to sub-editors, supervises their work and is generally responsible for the determination of news space and the general display of news." It was argued that the news editor's responsibility for the production and news content of the paper was an overall responsibility not confined to one edition and that it was certainly higher than that of the chief sub-editor who displayed the news and did not have to organise the collection of news. Mention was also made of the fact that the chief reporter had been defined as one, "in charge of all reporters at the centres of publication of a newspaper, allocates work to them and supervises their work." But this function had earlier been assigned to the news editor.

91. It was ascertained during the examination of the representatives of the Indian Federation of Working Journalists that the chief sub-editor and chief news reporter, although they were placed in the same group as news editor, would be junior in service to a news editor who was likely to draw a higher salary in the group II scale either by virtue of longer service or earlier promotion. In other words, these posts are intermediate between sub-editor or reporter and news editor.

92. As regards posts related to special types of work like commercial editor, sports editor, film or art editor and feature editor, it was represented by the managements that the grouping and the functional definitions were unscientific and unreasonable because any working journalist, 'dealing with' or 'in charge of' a section of a paper could claim the benefit of group II. Their inclusion in this group along with assistant editor, leader writer or news editor, it was stated, assumed a degree of specialisation to exist in newspapers of all categories which was not the case. Although newspapers might have commercial or sports or film or literary coverage, those engaged in putting the matter together for these columns could not be deemed to be so senior as to be placed in a higher category along with the assistant editor, compared to those who were engaged in the general news room.

93. The real test, as it emerged after discussion with representatives of the Indian Federation of Working Journalists, appeared to be whether such persons had a sphere of duties which was independent of the assistant editor and if so, whether it was sufficiently defined and comprehensive. While in the interest of the working journalist and proper evaluation of duties for fixing higher scales of pay positions of distinguishable responsibility should be categorised and defined, the danger of categorising posts where responsibility could not be clearly demarcated was that it would boost up some and drag down others who might all hitherto have been of the same standing. Where newspapers made a special feature of such columns, and had persons in complete charge of those columns, such persons could be protected by a general provision rather than by a particular classification as it would depend partly on the standing of the person in the field and the responsibility conferred upon him.

94. Mention was also made of the fact that when a newspaper had more than one special correspondent accredited to the Central Government there would be difficulties of co-ordination and control if all of them, irrespective of their relative seniority, were placed in the category of assistant editor. In the case of news agencies, it was represented by both the establishment and employees' union that the classification and functional definitions in the Wage Board decision did not take into account the special set up of big news agencies. The latter also pointed out that a general manager who performed duties similar to those of an editor in respect of news agencies, the news editors who supervise the various news services, Indian, foreign and commercial, at the principal office of the news agency, the persons in charge of news bureau at important centres, all holding positions of distinguishable responsibility, had not been covered in the functional definitions.

95. The Committee has, therefore, drawn up classification of employees for newspapers and news agencies separately. In the case of newspapers, the chief sub-editor, the chief reporter, the principal correspondent in a metropolitan centre accredited to a State Government and a correspondent accredited to the Central Government other than a special correspondent have been placed in a separate group II-A. A category has been introduced in group III, "all working journalists other than those mentioned under any other group unless placed higher by the establishment." Certain modifications have also been made in the functional definitions wherever it was felt that the Wage Board definitions were likely to give rise to difficulties of interpretation.

Scales of Wages

96. We have provided scales of basic pay and a schedule of dearness allowance. The Supreme Court have now laid down clearly that the power to fix rates of wages includes the power to provide for scales. We have already stated why no scales have been provided for the editor class. For the rest, including proof-readers in the lowest class of papers, we have provided regular scales for reasons already mentioned.

Efficiency Bar

97. In fixing scales of wages, an important departure from the Wage Board scheme which we have made is to delete efficiency bars. There are efficiency bars in the scales of pay prescribed for Government servants. Though the stoppage of a Government servant at the efficiency bar in the time scale on the ground of unfitness to cross the bar is not treated as a penalty, representations are common and the orders of stoppages are

reviewed periodically. In practice, there are few cases of the holding up of employees at efficiency bars either permanently or for long periods. In the case of private establishments, there will be no such safeguards and an employer who is annoyed or dissatisfied with an employee may effectively use the efficiency bar to stop him at the bar permanently. The Committee feels that unless provision is made for appeals to an independent authority, efficiency bars should not be included in pay scales. Since it is not possible for the Committee to provide for such appeals, we have decided not to include the efficiency bar.

Dearness and Location Allowance

98. The Wage Board had provided for both dearness allowance and location allowance. The dearness allowance was linked by them to the all-India cost of living index while location allowance was fixed area-wise. A number of employers objected to the location allowance on the ground that when employees were recruited from a particular area, the higher cost of living of that area was bound to be taken into account in fixing his emoluments and that no separate location allowance was necessary over and above the dearness allowance. There is some force in this contention. Moreover, the bigger papers are generally located in the larger towns with comparatively higher costs of living and as the scales applicable to them are high, their employees are generally amply protected against the high cost of living. The Committee has, therefore, omitted the provision regarding location allowance. Instead of that, it has put up the scales of dearness allowance for the bigger towns to some extent to include an element of higher cost of living in such places.

99. As regards dearness allowance itself, the Committee had before it several methods of providing such an allowance including the one adopted by the Wage Board of linking it with the cost of living index. After a careful consideration, the Committee has come to the conclusion* that in a settlement of an all-India character concerning employees of the higher income groups, it is neither feasible nor necessary to relate their remuneration, or the dearness allowance component of the remuneration, to the cost of living index. What may be done in such a case is to evolve a wage structure, the dearness allowance component of which would compare favourably with the rates allowed by some of the larger employers—particularly public and quasi-public employers. The pattern of dearness allowance in establishments of the private sector for middle class employees, such as junior and senior executives, is not at all uniform. Sometimes, the dearness allowance paid is at a certain fixed percentage of the basic salary and sometimes at different rates on different slabs of income. The rates of dearness allowance given in certain establishments are as high as 50% of the basic pay. However, an important point to be remembered about remuneration in the private sector is that the higher executives are often employed on contract for short periods of three or five years. Though often these contracts are renewed from time to time, the remuneration payable is based on individual contracts. The Committee feels that for the purpose of evolving an all-India scheme of wages, it is not possible to draw any conclusions from payments in establishments in the private sector.

100. The Central and State Governments, quasi-Governmental organizations, corporations in the public sector and other large public employers have a pattern of dearness allowance which is almost uniform

*Reasons for the conclusions are set out in a note prepared by one of our Members, Shri K. N. Subramanian and a copy of the same is annexed to this Report (Annexure II).

except for minor variations in details. The maximum dearness allowance paid at the present time is Rs. 100 for the salary group of Rs. 751 to Rs. 1,000, the dearness allowance disappearing altogether after marginal adjustment above that group. The minimum amount of dearness allowance paid for salaries up to Rs. 50 p.m. varies between Rs. 30 and Rs. 40 in the case of State Governments and goes up to Rs. 45 in the case of the Central Government. Besides, the Central Government pay certain compensatory and house rent allowances to employees in Bombay, Calcutta and some of the larger towns. The Central Government have, therefore, recognised the need for supplementing dearness allowance only in the case of about a dozen large towns. Newspaper employers are very emphatic that any pattern of dearness allowance prescribed for working journalists will invariably have to be applied to other employees of their establishments and that the scale of dearness allowance prescribed should not be such as to impose an unbearable burden in its application to the entire staff. Working journalists would generally be inclined to compare their remuneration more with the emoluments paid to the employees of Government and of other public bodies, of corresponding status and intellectual attainments, than with the emoluments given in industry and commerce. The Committee, therefore, feels that a pattern of dearness allowance based on the rates generally applicable in Central and State Governments together with a certain additional element (in place of separate compensatory allowances) for the admittedly higher cost of living in metropolitan cities and other large towns would be appropriate for working journalists. It is on this basis that it has drawn up the scales of dearness allowance set out in paragraph 27 of its recommendations.

101. Since no attempt has been made to relate the dearness allowance to any particular level of cost of living or to make it vary with changes in the cost of living, it should broadly be taken that the scales of pay and dearness allowance laid down by the Committee are such as would be appropriate in the circumstances obtaining in the year of enquiry, viz., 1958-59. If the circumstances change, in course of time, so as to affect the cost of living of the middle classes substantially, there would be need to review the level of remuneration in the light of the altered conditions. As, however, the Committee is laying down fair wages of remuneration, which mean a substantial improvement over the present position in the case of many papers, they do not visualise that the need to alter the scheme of basic pay and dearness allowance will arise all too soon.

Proof Readers and Copy Holders

102. We have already dealt with proof readers in several places. The object of taking the same subject again is to deal with the argument advanced by several employers before us that proof readers are not working journalists and that we should not fix wages for them. It seems to us that it is too late in the day to advance this argument. The Madras High Court has held that the definition of working journalists in section 2(f) of the Act of 1955 being what it is, and since it specifically mentions a proof reader, this category of employees must be regarded as working journalists [(1957) II L.L.J. 275]. The Supreme Court in the Express Newspaper Co.'s case has proceeded on the same view. It is not therefore open to us, on the case law as it stands, to take a different view. Whether copy holders are working journalists is a question of fact depending on the actual duties they perform. In the Madras case already referred to, copy holders in the Hindu were held to be proof readers because at certain stages they examined proofs. Copy holders as such are not expressly mentioned in the definition in section 2(f) of the Act and they would be entitled to

wages of a working journalist only if they show that they come within the terms of the definition of working journalist. We have, therefore, not provided for wages of copy holders as such.

Part-time Correspondents

103. We have provided a regular scale of retainer for part-time correspondents. It is to be noted that remuneration in accordance with that scale will be available to the part-time correspondents only if, in accordance with the definition in paragraph 23, Part II, of our recommendations, their principal avocation is journalism. Many of the part-time correspondents at present employed by newspaper establishments may not fall within the definition if their principal avocation is something else and journalism is only a side business. Whether retainer should be provided for this kind of part-time employees is a different question which is not within the purview of this Committee since we can recommend wages for working journalists alone. We do not, therefore, express any opinion on this issue.

Fitment

104. We have made separate provisions for fitment on initial classification of a newspaper or a news agency and on its re-classification. In regard to fitment on initial classification, we have evolved a scheme which, to our mind, is reasonable. It gives credit for past payment of increments by the more progressive employers. We have also provided several safeguards to protect the interests of both the employers and the employees.

Retrospective Operation

105. The Committee considers that working journalists have been deprived of their right to a proper scheme of wages for a long time and feels that some retrospective operation should be provided to the scales of pay recommended by it. At the same time, we feel that the burden of retrospective operation should not be such as to create serious financial difficulties to newspapers, most of which have no reserves from which to make such payments. In particular, we feel that the smaller papers should not be subjected to this burden at all. That is the reason why we have considered it proper to give retrospective operation only in the case of A, B and C class of daily newspapers and class I of news agencies and that too only from the 1st of June, 1958, that being the month in which our Committee was constituted. As regards the others, we have recommended only prospective operation from the date on which Government would pass orders on our recommendations. Even as regards the bigger papers, we have allowed relief by providing that the arrears will be payable in four half-yearly instalments so that they can be spread over two accounting years.

106. That completes the consideration of the more important points which arise in relation to the recommendations made by us. Section 4(4) of the Act of 1958 provides that in making recommendations the Committee shall have regard to all the matters set out in section 9(1) of the Act of 1955. Section 9(1) of the latter Act provides that in fixing rates of wages in respect of working journalists, the Board shall have regard to the cost of living, the prevailing rates of wages in comparable employments, the circumstances relating to the newspaper industry in different regions of the country and to any other circumstance which to the Board may seem relevant. The Supreme Court has interpreted "the circumstances relating to the newspaper industry in different regions of the country" as including

the capacity of the industry to pay. We have duly considered all these matters. Cost of living has not been directly dealt with except in a few cases for reasons already mentioned, but it has been taken into account indirectly in so far as it is reflected in emoluments payable for comparable employments and in the dearness allowance recommended by us.

107. The Committee has thus followed the procedure prescribed by the Act of 1958 and has taken into consideration matters which the Act requires it to take into consideration. The Committee has also given due regard to the views expressed by the Supreme Court on all relevant matters in the Express Newspaper Co.'s case. The recommendations which are the result of all these deliberations are set out in the next Chapter.

CHAPTER III—RECOMMENDATIONS OF THE COMMITTEE

Preliminary

1. *Definitions.*—In the following paragraphs and in the Schedule, the following expressions shall have the meanings assigned to them:

'Accounting Year' used with reference to a particular year shall, in the case of a newspaper establishment whose accounting year is a calendar year, mean that calendar year and shall, in the case of a newspaper establishment whose accounting year is different from the calendar year, mean that accounting year of the establishment of which more than half falls in the particular calendar year.

Example: If the accounting year of a newspaper establishment starts from 1st April, reference to the accounting year 1955 in the succeeding paragraphs shall be construed as reference to the accounting year 1955-56 of such establishment. On the other hand, if the accounting year of a newspaper establishment starts from 1st October, reference to the accounting year 1955 in these paragraphs will be construed as reference to the accounting year 1954-55 of that establishment.

'Category' means any of the kinds of employees mentioned under the groups set out in paragraph 23.

'Gross Revenue' means in the case of a newspaper the total of its circulation revenue (including subscription revenue) and advertisement revenue and in the case of a news agency, means the subscription revenue. In the case of a newspaper, the circulation revenue and the advertisement revenue shall be taken to be the amount of such revenue arrived at after deducting the commission actually allowed to the extent to which the amount of the commission so allowed is reasonable.

'Group' means two or more newspapers published by a newspaper establishment from the same centre; 'Multiple Unit' means the same newspaper published from more than one centre by a newspaper establishment; 'Chain' means more than one newspaper published by a newspaper establishment from more than one centre.

'Metropolitan Centre' or 'Metropolitan City' means the city of Bombay, Calcutta, Delhi or Madras.

Classification of Newspapers and News Agencies

2. For the purpose of fixation of wages of working journalists, newspapers and news agencies should be classified in the manner hereinafter provided.

3. Classification of newspapers and news agencies should be based on the average revenues of the three accounting years, 1955, 1956 and 1957.

4. In the case of a newspaper or a news agency completing two out of the aforesaid three accounting years, its classification should be determined on the basis of its average revenues for those two years.

5. In the case of a newspaper or a news agency which has completed only one year of the said accounting years, its classification should be determined on the basis of its revenues for that year.

6. The classification determined in accordance with the provisions of paragraphs 3, 4 and 5 should continue until the newspaper or news agency is re-classified in accordance with the provisions of paragraph 21.

7. A newspaper or news agency started during the accounting year 1957 or at any time thereafter should be deemed to fall within the lowest class of newspapers or news agencies and should continue to remain in that class until it is re-classified according to the provisions of paragraph 21.

8. If the ownership of a newspaper or a news agency is transferred by one person to another at any time after the accounting year 1954, the provisions of paragraphs 3 to 7 should apply to such newspaper or news agency as if the revenues of the newspaper or news agency for the relevant accounting years under the previous owner were its revenues for those years under the new owner.

Dailies:

9. Daily newspapers should, subject to the provisions of the succeeding paragraphs, be classified under the following six classes:

Class	Gross Revenue
A	Rs. 50 lakhs and above.
B	Rs. 25 lakhs and above, but less than Rs. 50 lakhs.
C	Rs. 12½ lakhs and above, but less than Rs. 25 lakhs.
D	Rs. 5 lakhs and above, but less than Rs. 12½ lakhs.
E	Rs. 2½ lakhs and above, but less than Rs. 5 lakhs.
F	Less than Rs. 2½ lakhs.

10. If the advertisement revenue of any such newspaper, not being a newspaper falling in Class F, is less than half of its circulation revenue, it should be placed in the class next below that in which it would fall on the basis of its gross revenue.

Groups, Multiple Units and Chains:

11. In the case of a multiple unit, all constituent units should be placed in the highest of the classes in which they are taken separately, would fall, under the foregoing provisions, provided that no such unit should as a result of the provisions of this paragraph be placed more than two classes above the class in which it would fall on the basis of its own revenues in accordance with the provisions of paragraphs 9 and 10.

12. In the case of a group, each of the units in the group should be classified in accordance with the provisions of paragraphs 9 and 10 on the basis of its own revenues or, if it is a unit forming part of a multiple unit, in accordance with the provisions of paragraph 11:

Provided that if there is a unit or units falling under any of the classes A, B or C and also a unit or units falling under any of the classes D, E or F, then the unit or units falling under any of the classes A, B or C should be retained in that class and the unit or units falling in any of the classes D, E or F should be placed in the class next above such class:

Provided further that notwithstanding anything contained in this paragraph, if the group contains a constituent unit of a multiple unit,

such constituent unit should not be placed in a class higher than that in which it would fall in accordance with the provisions of paragraph 11.

13. For the purpose of paragraph 12, all dailies including the seventh-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 formed one unit and the revenues of all such papers put together should be deemed to be the revenues of such unit.

14. Where a newspaper in a chain is published from a centre from where no other newspaper in that chain is published, and such newspaper does not form part of a multiple unit, the newspaper should, notwithstanding anything contained in paragraph 12, be classified on the basis of its own revenues in accordance with the provisions of paragraphs 9 and 10.

Weeklies:

15. Weeklies should be classified on the basis of their gross revenue as follows:

Class	Gross Revenue
I	Rs. 12½ lakhs and above.
II	Rs. 5 lakhs and above, but less than Rs. 12½ lakhs.
III	Rs. 1 lakh and above, but less than Rs. 5 lakhs.
IV	Below Rs. 1 lakh.

16. A weekly, which is substantially the seventh-day edition of a daily or a special edition of a daily by whatever name it may be called, should be deemed to be part of the daily and should be dealt with in accordance with the provisions of paragraphs 11, 12 and 13. All other weeklies, whether forming part of a group or chain or not, should be classified as weeklies in accordance with the provisions of paragraph 15.

Bi-weeklies and Tri-weeklies:

17. All bi-weeklies and tri-weeklies should be classified on the basis of their gross revenue in accordance with the provisions of paragraph 15.

Other Periodicals:

18. In view of the paucity of evidence in respect of periodicals which are intended to be published at longer intervals than a week, the Committee do not make any recommendations regarding salaries, scales or grades for working journalists employed in establishments publishing such periodicals.

News Agencies:

19. Except as provided in paragraph 20, news agencies should be classified on the basis of their gross revenue as follows:

Class	Gross Revenue
1	Rs. 25 lakhs and above.
2	Rs. 10 lakhs and above, but less than Rs. 25 lakhs.
3	Below Rs. 10 lakhs.

20. A foreign news agency, that is to say, a news agency which operates in India but whose principal office is situated outside India, should be deemed as belonging to class 1 of news agencies.

Re-classification:

21. It should be open either to the employer or to the employees to seek re-classification of a newspaper or news agency at any time after the accounting year 1960 on the basis of the average revenues of the three immediately preceding accounting years provided that such re-classification should not be sought more than once in any period of three consecutive accounting years.

Classification of Areas

22. For the purpose of payment of dearness allowance to full-time employees and monthly retainer to part-time employees, areas should be classified as follows:

Area I	Metropolitan cities.
Area II	Towns with a population of over 5 lakhs but excluding metropolitan cities.
Area III	Other places.

(The population figures as published in the last available All-India Census report should be taken to be the figures for the purpose of the above classification.)

Classification of Working Journalists

23. Working journalists employed in newspaper establishments should be grouped as follows:—

I, Full-time employees :**(a) In Newspapers :**

Group	Category
I	Editor.
II	(i) Assistant Editor. (ii) Leader Writer. (iii) News Editor. (iv) Special Correspondent.
II-A	(i) Chief Sub Editor. (ii) Chief Reporter. (iii) Principal Correspondent in a metropolitan centre accredited to a State Government. (iv) Correspondent accredited to the Central Government other than a Special Correspondent.
III	(i) Sub Editor. (ii) Reporter. (iii) Correspondent. (iv) All working journalists other than those mentioned under any other group unless placed higher by the establishment.
IV	Proof Reader.

(b) In News Agencies :**(i) Class 1 News Agency:**

Group	Category
I	General Manager or Editor.
I-A	(i) Chief News Editor. (ii) Person in charge of the principal news bureau in a metropolitan centre.

- II (i) News Editor (Indian News).
(ii) News Editor (Foreign News).
(iii) News Editor (Commercial News).
(iv) Special Correspondent.
(v) Person in charge of the principal news bureau in a State, other than in a metropolitan centre.
- II-A (i) Senior Correspondent.
(ii) Chief Reporter.
(iii) Chief Sub Editor.
- III (i) Reporter.
(ii) Correspondent.
(iii) Sub Editor.
(iv) Person in charge of a news bureau at a centre other than those mentioned above.
(v) All working journalists other than those mentioned under any other group unless placed higher by the establishment.

(ii) Classes 2 and 3 News Agencies :

<i>Group</i>	<i>Category</i>
I	General Manager or Editor.
II	(i) Assistant Editor. (ii) News Editor. (iii) Special Correspondent.
II-A	(i) Senior Correspondent. (ii) Chief Reporter. (iii) Chief Sub Editor.
III	(i) Sub Editor. (ii) Reporter. (iii) All working journalists other than those mentioned under any other group unless placed higher by the establishment.

(For functional definitions of various categories of working journalists see Schedule.)

II. Part-time Employees

Part-time correspondents whose principal avocation is that of journalism.

24. It is not obligatory for a newspaper establishment to employ any or all of the categories of employees grouped above. Some of the functions may be combined.

25. The principal duties performed by an employee should determine the category of such employee; neither designation nor casual or occasional work should be taken into account for such categorisation.

REMUNERATION

Wages, Scales and Grades

26. Working journalists of different groups employed in different classes of newspapers and news agencies should be paid basic pay per mensem in accordance with the following scales:—

I. *Dailies* :

Class of Newspaper 1	Group of employees 2	Scale 3
A	I	No scale.
	II	Rs. 600—50—1,000 (8 yrs.)
	II-A.	Rs. 500—30—650—50—900 (10 yrs.)
	III	Rs. 250—25—450—30—600—40—800 (18 yrs.)
	IV	Rs. 125—7½—155—10—225—15—300 (16 yrs.)
B	I	No scale.
	II	Rs. 500—30—650—50—900 (10 yrs.)
	II-A.	Rs. 400—25—600—40—800 (13 yrs.)
	III	Rs. 175—20—375—25—600 (19 yrs.)
	IV	Rs. 100—5—120—7½—180—10—200—15—260 (18 yrs.)
C	I	No scale.
	II	Rs. 400—20—500—25—650 (11 yrs.)
	II-A.	Rs. 350—20—450—25—600 (11 yrs.)
	III	Rs. 150—15—300—20—500 (20 yrs.)
	IV	Rs. 80—5—130—7½—160—10—200 (18 yrs.)
D	I	No scale.
	II	Rs. 200—15—350—25—450 (14 yrs.)
	II-A.	Rs. 175—15—325—25—400 (13 yrs.)
	III	Rs. 125—7½—200—10—210—15—300 (17 yrs.)
	IV	Rs. 75—5—125—7½—170 (16 yrs.)
E	I	No scale.
	II	Rs. 150—15—225—25—325 (9 yrs.)
	II-A.	Rs. 125—15—200—25—300 (9 yrs.)
	III	Rs. 100—5—150—10—200—12½—225 (17 yrs.)
	IV	Rs. 70—5—140 (14 yrs.)
F	I	No scale.
	II	Rs. 125—10—175—12½—200 (7 yrs.)
	II-A.	Rs. 100—10—180 (8 yrs.)
	III	Rs. 80—5—150 (14 yrs.)
	IV	Rs. 65—5—120 (11 yrs.)

II. Weeklies:

Class of Weekly	Group of employees	Scale
I	I	No scale.
	II	Rs. 400—20—500—25—650 (11 yrs.)
	III	Rs. 150—15—300—20—500 (20 yrs.)
	IV	Rs. 80—5—130—7½—160—10—200 (18 yrs.)
II	I	No scale.
	II	Rs. 200—15—350—25—450 (14 yrs.)
	III	Rs. 125—7½—200—10—210—15—300 (17 yrs.)
	IV	Rs. 75—5—125—7½—170 (16 yrs.)
III	I	No scale.
	II	Rs. 150—15—225—25—325 (9 yrs.)
	III	Rs. 100—5—150—10—200—12½—225 (17 yrs.)
	IV	Rs. 70—5—140 (14 yrs.)
IV	I	No scale.
	II	Rs. 125—10—175—12½—200 (7 yrs.)
	III	Rs. 80—5—150 (14 yrs.)
	IV	Rs. 65—5—120 (11 yrs.)

III. News Agencies:

Class of News Agency	Group of employees	Scale
1	2	3
I	I	No scale.
	I-A	No scale.
	II	Rs. 500—30—650—50—900 (10 yrs.)
	II-A	Rs. 400—25—600—40—800 (13 yrs.)
	III	Rs. 175—20—375—25—600 (19 yrs.)

III. New Agencies—contd.

1	2	3
2	I	No scale.
	II	Rs. 400—20—500—25—650 (11 yrs.)
	II-A.	Rs. 350—20—450—25—600 (11 yrs.)
	III	Rs. 150—15—300—20—500 (20 yrs.)
3	I	No scale.
	II	Rs. 150—15—225—25—325 (9 yrs.)
	II-A.	Rs. 125—15—200—25—300 (9 yrs.)
	III	Rs. 100—5—150—10—200—12½—225 (17yrs.)

Dearness Allowance.

27. Dearness Allowance should be paid to working journalists at the following rates:—

Range of Basic Pay	Area I Rs.	Area II Rs.	Area III Rs.
Rs. 65—100	50	40	30
101—200	60	50	40
201—300	70	60	50
301—400	80	70	60
401—500	90	80	70
501—750	105	95	85
751 and above	120	110	100

Remuneration of Part-time Employees.

28. Part-time correspondents should be paid a monthly retainer at the following rates:—

Class of Daily	Class of News Agency	Area I Rs.	Area II Rs.	Area III Rs.
A . . . . .	.. . . .	100	75	25
B	I	75	50	20
C	2	50	40	15
D . . . . .	.. . . .	40	30	15
E	3	25	20	10
F . . . . .	.. . . .	25	15	10

For the purpose of the above table, the area applicable to a part-time correspondent should be the area in which he resides. Any further payment on a column basis should be the subject of mutual settlement.

Other Allowances

29. In view of the paucity of evidence on the subject, the Committee recommends that the fixation of conveyance, entertainment, travelling, overseas and other allowances should be left to collective bargaining between the working journalists and the newspaper establishments concerned.

FITMENT

On Initial Application of the New Scales

30. For the purpose of paragraphs 31 to 36 and paragraph 41, "relevant date" means—

in the case of classes A, B and C of dailies
and class 1 of news agencies .

1st June, 1958

in the case of classes D, E and F of dailies,
all classes of weeklies and classes 2 and
3 of news agencies.

The date of publication of the order of
Central Government on these recom-
mendations under section 6 (3) of the
Working Journalists (Fixation of Rates of
Wages) Act, 1958.

31. For fitment of the employees into the new scales, only the service in a particular group in the particular newspaper or news agency or in a newspaper or news agency produced or conducted by the same establishment, should be taken into account. The scale into which an employee is to be fitted should be the scale prescribed in paragraph 26 for the group to which he belongs.

32. The basic pay of a working journalist should be fixed at the stage corresponding to his existing basic pay as on the relevant date or if there is no such stage in the scale, then at the next higher stage provided that if the addition to the minimum pay of the scale of a number of increments equal to one for every two completed years of service in the group to which he belongs, takes him to a higher stage in that scale his basic pay should be fixed at such higher stage:

Provided further that if his existing basic pay is higher by at least Rs. 50 than what he would be entitled to on a point-to-point basis in the scale in paragraph 26 applicable to him and if such existing basic pay does not coincide with a stage in that scale, he should be fitted at the next lower stage, but the existing basic pay should be protected and the difference may be absorbed in a future increment.

33. For the purpose of paragraph 32, the existing basic pay of a working journalist as on the relevant date should be arrived at by taking the pay allowed to him by his employer on the relevant date, whether it be called basic or consolidated, adding to it the amount of dearness allowance, if any, which he may be receiving and deducting therefrom the amount of dearness allowance calculated in accordance with the provisions of paragraph 27 above which will be appropriate to the resulting basic pay.

34. For the purpose of paragraphs 32 and 33, a scale of pay or dearness allowance or location allowance enjoyed by an employee on the relevant date as a result of the implementation of the Wage Board decision should not be taken into account and the emoluments which he would have

received but for such implementation should be the basis for working out his existing basic pay for the purpose of those paragraphs.

35. When a working journalist is fitted into a scale in accordance with the provisions of paragraphs 32 to 34 as on the relevant date, he should be entitled to count increments in the appropriate scales as from that date.

36. In no case should the total of the existing basic pay and dearness allowance, if any, be reduced as a result of the operation of the provisions contained in these recommendations; provided that in cases where the Wage Board decisions stand implemented on the relevant date, the excess of the total of the basic pay, dearness allowance and location allowance, if any, payable on that date under that decision over the total of the basic pay fixed in accordance with the provisions of paragraph 32 and dearness allowance laid down in paragraph 27 may be absorbed in future increments.

37. If the total of the basic pay and dearness allowance, if any, payable to any group of working journalists by an establishment in accordance with its own scheme of wages is in excess of the total of the basic pay and dearness allowance payable to working journalists in that group under the scheme of our recommendations year by year, the employer may maintain his own scheme of wages and allowances for that group and in such case the provisions of paragraphs 30 to 36 should not apply to such group.

On Re-classification

38. When a newspaper or news agency is re-classified in accordance with paragraph 21, the employee should be fitted into the new scale applicable to him on his existing basic pay. When the basic pay does not coincide with a stage in the new scale, the employee should be fitted at the next higher stage when the classification goes up and at the next lower stage when the classification goes down. In the latter case, the higher existing basic pay should be protected and the difference between the existing basic pay and the pay to which he is so fitted may be absorbed in a future increment.

APPRENTICES AND PROBATIONERS

39. An apprentice is a person who is only a learner and not an employee in a newspaper establishment. The period of apprenticeship should not exceed two years.

40. A working journalist may be employed as a probationer for a period not exceeding one year during which he should get a basic pay at not less than the minimum of the scale applicable to the class of newspaper or news agency and the group in which he is a probationer and should also get the appropriate dearness allowance.

DATE OF OPERATION

41. These recommendations should be operative in respect of each newspaper and news agency as from the relevant date applicable to it in accordance with paragraph 30.

42. The total amount of arrears payable by any newspaper or news agency to its working journalists as a result of retrospective operation provided in paragraph 41 should be paid in four equal half-yearly instalments, the first instalment being payable not later than six months from

the date of publication of the order of the Central Government under section 6(3) of the Working Journalists (Fixation of Rates of Wages) Act, 1958, on these recommendations, the second instalment being payable not later than 12 months from that date and so on:

Provided that if the services of any working journalist are terminated by the employer before all the instalments are paid, the balance of the instalments remaining unpaid should become due immediately on such termination.

SCHEDULE

FUNCTIONAL DEFINITIONS OF THE VARIOUS CATEGORIES OF WORKING JOURNALISTS

SECTION I—NEWSPAPERS

Group I

Editor is a person who directs and supervises the work of the editorial side of a newspaper.

Group II

Assistant Editor is a person who assists the Editor in the discharge of his duties generally in relation to comments and opinions and writes leaders and may also write other copy involving review, comment or criticism.

Leader Writer is a person who regularly writes leaders and may also write other copy involving review, comment or criticism.

News Editor is a person who co-ordinates and supervises the news department of a newspaper and is responsible for the news content of all the editions of a newspaper.

Special Correspondent is a person whose duties regularly include reporting and interpreting all news of parliamentary, political and general importance as an accredited correspondent at the headquarters of the Central Government and where there is more than one correspondent of the newspaper establishment so accredited, the principal correspondent.

Group II-A

Chief Sub-Editor is a person who regularly assigns and allocates work to Sub-editors, supervises their work and is generally responsible for the determination of news space and the general display of news.

Chief Reporter is a person who is in charge of all reporters at a centre of publication, supervises their work and also reports on the more important news of the centre.

Group III

Sub-Editor is a person who receives, selects, shortens, summarises, elaborates, translates, edits and headlines news items of all descriptions. He may do some or all of those functions.

Reporter is a person who gathers and presents news at a particular centre.

Correspondent is a person who gathers and dispatches by wire, post or any other means, news from any centre.

Group IV

Proof Reader is a person who checks up printed matter or "proof" with editor copy to ensure strict conformity of the former with the latter. Factual discrepancies, slips of spelling, mistakes of grammar and syntax may also be discovered by him and he either corrects or gets them corrected.

SECTION II--NEWS AGENCIES**Group I**

General Manager or Editor is a person who is in overall charge of a news agency.

Group I-A

Chief News Editor is a person who directs and supervises the news services of the entire agency.

Group II

News Editor is a person who is in charge of a news desk and supervises, directs and guides news services in the principal office of the news agency.

Special Correspondent is a person whose regular duties are to report all news of parliamentary, political and general importance and who is accredited to the Central Government.

Assistant Editor in a class 2 or class 3 news agency is a person who assists the General Manager or Editor in the discharge of his duties generally.

Group II-A

Senior Correspondent is a person whose regular duties are to report all news of parliamentary, political and general importance.

Chief Reporter is a person in a metropolitan centre who is in charge of all reporters in that centre and also reports on the more important news of the centre.

Chief Sub-Editor is a person in a metropolitan centre who regularly takes charge of a shift on the editorial desk and assigns duties and supervises the work of the sub-editors.

Group III

Reporter is a person who gathers and presents news at a particular centre.

Correspondent is a person who gathers and dispatches by wire, post or any other means, news from any centre.

Sub-Editor is a person who receives, selects, shortens, summarises, elaborates, edits and headlines news items of all descriptions. He may do some or all of those functions.

ACKNOWLEDGEMENT

We have come to the end of our report but we cannot consider it complete without acknowledging the help rendered to us in our task.

Shri S. Vaidyanath Aiyar, one of the members of our Committee, who was unfortunately taken away from our midst, rendered valuable help to us. With his expert knowledge of accountancy, thorough grasp, sympathetic understanding and cheerfulness of manners, he proved a great asset to our Committee. He was with us throughout the greater part of our work including examination of witnesses and we found his contributions to the discussions and other work of the Committee very helpful. We, therefore, place on record our deep sense of gratitude for all the assistance he has given us.

We would also express our thanks to Shri G. Venkatasubramaniam, the Secretary to the Committee, who, with his considerable experience in such matters, gave valuable help to the Committee and also carried out the work of the Committee throughout with efficiency. We are equally thankful to Shri M. A. M. Rao, Assistant Director, Labour Bureau, whose experience of work with the Wage Board proceedings was of great use to us. He helped us a great deal in the compilation of material and preparation of statements which were so necessary for our work. Both the officers spared no pains in rendering the required assistance to the Committee. We must also offer our thanks to the staff of the Committee who had very often to work under great pressure but who acquitted themselves well by doing their work efficiently and within the prescribed time.

The Authorised Officers appointed by us have sent us their reports which have been of help in ascertaining the correct financial position of the newspaper establishments. Some of the Authorised Officers have been thorough and have given us valuable reports. Our thanks are due to them all. We have also to thank the four teams of officers sent out to collect material regarding burden towards the end of our deliberations and who did a useful piece of work within the allotted time.

In the end, we must say that we shall be failing in our duty if we did not express our deep sense of gratitude to the newspaper establishments, working journalists and their associations for the ready and willing co-operation extended to us throughout our proceedings. But for such co-operation our task would have been much more difficult.

We now submit our recommendations to the Central Government for their considerations in the hope that this long-drawn-out controversy between the employers and the working journalists will come to an end and an era of peace and co-operation will dawn on this industry which is so important to the life of the nation.

Dated this the 23rd May, 1959.

K. Y. BHANDARKAR,
Chairman.

K. N. SUBRAMANIAN,
Member.

R. C. DUTT,
Member.

T. R. V. CHARI,
Member.

G. VENKATASUBRAMANIAM,
Secretary.

ANNEXURE I

A.—NAME OF DAILY NEWSPAPERS

A Class

1. Hindusthan Times, Delhi (including Evening News and Overseas Hindusthan Times)
2. Ananda Bazar Patrika, Calcutta (including Ananda Bazar Patrika, Bi-weekly)
3. Amrita Bazar Patrika, Calcutta
4. Statesman, Calcutta
5. Statesman, Delhi
6. Hindu, Madras
7. Times of India, Bombay (including Evening News)
8. Times of India, Delhi

} Authorised Officers appointed
for all the papers.

B Class

1. Hindusthan Standard, Calcutta
2. Jugantar, Calcutta
3. Free Press Journal, Bombay
4. Indian Express, Madras
5. Indian Express, Bombay
6. Indian Express, Delhi

} Authorised Officers appointed
for all the papers.

C Class

1. Hindusthan, Delhi
2. Nava-Bharat Times, Bombay
3. Nava-Bharat Times, Delhi
4. Bombay Samachar, Bombay
5. Sandesh, Ahmedabad
6. Indian Nation, Patna
7. Aryavarta, Patna
8. Janmabhoomi, Bombay
9. Sakal, Poona
10. Swadesamitran, Madras
11. Mail, Madras
12. Dinamani, Madras
13. Dinamani, Madurai
14. Andhra Prabha, Madras
15. Lokasatta, Bombay
16. Viswamitra, Calcutta
17. Deccan Herald, Bangalore
18. Tribune, Ambala

} Authorised Officers appointed
for all the papers.

ANNEXURE I—contd.

D Class

1. Andhra Patrika, Madras	}	Authorised Officers appointed for all the papers.
2. Prajavani, Bangalore		
3. National Herald, Lucknow		
4. Assam Tribune, Gauhati		
5. Mathrubhumi, Kozhikode		
6. Daily Pratap, Delhi		
7. Daily Pratap, Jullundur		
8. Nava India, Coimbatore		
9. Nava India, Madras		
10. Janasatta, Ahmedabad		
11. Indian Express, Madurai		
12. Navashakti, Bombay		
13. Viswamitra, Bombay		
14. Viswamitra, Patna		
15. Viswamitra, Kanpur		
16. Pioneer, Lucknow	}	Authorised Officers not appointed.
17. Leader, Allahabad		
18. Malayala Manorama, Kottayam		
19. Samyukta Karnajaka, Hubli		
20. Search Light, Patna		
21. Hitavada, Nagpur		
22. Hitavada, Bhopal		
23. Daily Thanthi, Madras		
24. Bombay Chronicle, Bombay		

E Class

1. Pratap, Surat	}	Authorised Officers appointed for all the papers.
2. Phulchab, Rajkot		
3. Navjiwan, Lucknow		
4. Qaumi Awaz, Lucknow		
5. Lokasatta, Baroda		
6. Nagpur Times, Nagpur		
7. Daily Tej, Delhi		
8. Tai Nadu, Bangalore		

ANNEXURE I—contd.

9. Natun Assamiya, Gauhati	}	Authorised Officers appointed for all the papers.
10. Eastern Times, Cuttack		
11. Prajatantra, Cuttack		
12. Samaj, Cuttack		
13. Nava-Bharat, Nagpur		
14. Nava-Bharat, Jabalpur		
15. Nava-Bharat, Bhopal	}	Authorised Officers not appointed.
16. Janashakti, Bombay		
17. Swatantra Bharat, Lucknow		
18. Bharat, Allahabad		
19. Pradeep, Patna		
20. Pratap, Kanpur		
21. Tamil Nadu, Madurai		

F Class

1. Deepika, Kottayam	}	Authorised Officers appointed for all the papers.
2. Keralabhushanam, Kottayam		
3. Maharashtra, Nagpur		
4. Manvantar, Poona		
5. Golkonda Patrika, Hyderabad		
6. Kutch Mitra, Bhuj		
7. Bombay Sentinel, Bombay		
8. Milap, Hyderabad		Authorised Officers not appoint- ed.

B.—NAME OF WEEKLY

Class I

1. Illustrated Weekly, Bombay.
2. Dharmayug, Bombay.
3. Kalki, Madras.

Class II

1. Kesari (Tri-weekly), Poona.
2. Commerce, Bombay.
3. Blitz, Bombay.
4. Capital, Calcutta.
5. Saptahik Hindusthan, Delhi.
6. Desh, Calcutta.

ANNEXURE I—concl'd.

7. Vyapar, Bombay.

8. Screen, Bombay.

Class III

1. Musalman (Tri-weekly), Madras.

2. Sansar (Bi-weekly), Varanasi.

3. Eastern Economist, Delhi.

4. Amarjoyti, Jaipur.

5. Swarajya, Poona.

6. Karmaveer, Hubli.

7. Dinamani Kadir, Madras.

8. Andhra Prabha Weekly, Madras.

Class IV

1. Mysindia, Bangalore.

2. Savera, Delhi.

C.—NAME OF NEWS AGENCY

Class I

1. Press Trust of India, Bombay—Authorised Officer appointed.

2. Agency France Pressè, Delhi.

Class 3

1. Hindustan Samachar, New Delhi.

APPEXURE II

NOTE ON DEARNESS ALLOWANCE PREPARED BY SHRI K. N. SUBRAMANIAN

(See footnote to paragraph 99 in Chapter II)

Dearness allowance is, as the term indicates, an allowance to wage earners to compensate them for the increased cost of living that has arisen after their pay or pay-scale was fixed. The necessity for such an allowance does not arise so long as prices are comparatively stable over long periods or are subject to only minor variations which can be met out of normal savings. When, however, the economy is subjected to violent fluctuations and the purchasing power of money varies abnormally, adjustment of cash payments is necessary in order to ensure that the real wages of workers do not drop appreciably. If such adjustments are not made, there would be grave distress among the lower income groups which cannot be expected to save adequately to meet situations beyond their control.

2. Such a situation arose during and after the last war and persists even today. If war-time expenditure was the reason for the inflation and consequent rise in prices in the forties, the developmental expenditure of the plans has a somewhat similar effect on the economy of today. One cannot, therefore, rule out the possibility of quite appreciable changes in prices taking place from year to year. The accepted method of taking care of such a situation in this country is to treat a portion of the total emoluments as an allowance which could be varied according to changes in the cost of living.

3. Theoretically speaking, it should be quite sufficient at any point of time to fix a consolidated wage appropriate to the cost of living of that time and to provide that that wage should be varied according to an accepted formula to meet further variations in the cost of living. This is what a number of newspaper employers have suggested. There are, however, two psychological advantages in having a wage structure composed of a basic wage and a dearness allowance, the latter of which alone would be subjected to variations in the event of a change taking place in the cost of living. First, since the pattern of the basic wage and dearness allowance has become all too common in this country, a consolidated wage runs the risk of being looked upon as only a basic wage by the recipient, who, therefore, nurses a grievance that he has been deprived of a dearness allowance. Secondly, the basic wage has come to be conceived of as something which will not be reduced irrespective of changes in the cost of living. As a consolidated wage would, in practice, not be distinguished from a basic wage, there would be greater heart-burning if it were reduced than if a mere dearness allowance were touched. It is, therefore, usual, irrespective of whether the remuneration is automatically varied with the cost of living or not for a wage structure to be evolved consisting of a basic pay and a dearness allowance.

4. In devising such a scheme, particularly in the industrial sector, it is usual to decide upon a base period and the cost of living index appropriate to that period as the starting point for the calculation of dearness

allowance. The year of settlement of the wages need not necessarily be the base period. If an earlier year is taken as the base period, the scheme starts with a dearness allowance to take care of the increased cost of living that has occurred between the base period and the year of settlement.

5. The schemes of dearness allowance in force in various industries and in various parts of the country do not conform to a set pattern. They can generally be divided into two broad categories, viz., those that are linked to, and hence varied with, the cost of living index and those that are not so linked and varied. Though there are quite a number of cases belonging to the former category, the large majority belong to the latter. Among the schemes falling under the latter category, there are a number of variations. A flat rate of a fixed amount, irrespective of wage groups or of the cost of living, obtains in certain industries, for instance, the cotton and jute mill industries in West Bengal. In certain other industries like the engineering industry in West Bengal and in Madras, different amounts of dearness allowance have been fixed for the different wage groups, but these amounts do not vary with the cost of living index. Under the last-mentioned system, while the quantum of the dearness allowance increases with the higher income groups, the proportion of the dearness allowance to the basic wage goes on decreasing. This is based on the principle that the extent of neutralization of an increase in the cost of living should be more for the lower groups than for the higher. Instead of fixed amounts being prescribed for each wage group, a percentage of the basic wage, varying with different slabs of income, is sometimes prescribed. The large majority of dearness allowance systems obtaining in the country belong to the type which does not provide for adjustment of the dearness allowance with variations in the cost of living.

6. Among the systems linking dearness allowance to the cost of living index, those evolved for the cotton textile industry in Bombay and Ahmedabad were among the earliest. In Bombay, for instance, the Industrial Court in 1948 fixed the basic wage at Rs. 30 p.m. for the unskilled category and the dearness allowance at a flat rate of 1.9 pies per day per point of increase in the cost of living over the cost of living index figure in 1939. Here, though the dearness allowance varies with the cost of living index, the amount of the dearness allowance payable is the same for all wage groups. The rate of neutralization sometimes decreases with increasing cost of living. For instance, in the cotton textile industry in the U.P. the rate of allowance per month in annas per point of rise is 3 when the cost of living index is between 126 and 200, 2.8 when it is between 201 and 300, 2.7 when it is between 301 and 400, etc. In all these systems in which the dearness allowance is linked to the cost of living index, it should be pointed out that the index relied upon is the one pertaining to the particular city where the establishment is situated.

7. The Central Pay Commission of 1947 drew up a scheme of dearness allowance in which the quantum of dearness allowance varied with the slabs of basic pay and with the slabs of cost of living index. For instance, at a cost of living index of 280 (1939=100) the amount of dearness allowance varied from Rs. 30 (for the pay range upto Rs. 50) to Rs. 125 (for the pay range Rs. 751-1000). At a cost of living index of 260, these amounts became reduced to Rs. 25 and Rs. 100. In other words, for an increase of 20 points in the cost of living, the amount of dearness allowance appropriate to each basic pay slab was increased by amounts varying from Rs. 5 at the bottom to Rs. 25 at the top. Though the Commission believed that the cost of living might progressively fall, it

actually rose) very considerably above the level obtaining at the time of the submission of the report. When employees demanded that the same pattern of neutralization of the rise in the cost of living should be extended above the index of Rs. 280, Government found it difficult to accept the request because of the large additional burden on the Exchequer.

8. An effort to link the dearness allowance to the cost of living index in the first large-scale adjudication of an all-India character was made in the case of the Bank disputes. The first Tribunal, viz., Sen Tribunal (August 1950) linked the dearness allowance payable at a centre to the cost of living index of that centre and adopted 1944 as the base period. The Tribunal ordered that for every increase of 10 points in the cost of living index above the level of 1944 (1944 = 100), the amount of dearness allowance payable should be according to the following scale:—

<i>Range of monthly pay</i>	<i>Rate of dearness allowance</i>
Upto Rs. 50	9½%
Rs. 51 to Rs. 100	8½%
Rs. 101 to Rs. 150	7½%
Rs. 151 to Rs. 200	6½%
Over Rs. 200	5%

The Tribunal also directed that for places for which no cost of living index was being published, the index of the nearest place for which the Central Government published figures should be applied. When the amounts of dearness allowance payable at different places on this basis were worked out, it was found that in many cases, employees stationed in obviously more expensive cities and towns received less by way of dearness allowance than employees stationed in admittedly less expensive places. This unexpected result arose partly because of the lack of uniformity and accuracy with which the cost of living index series of the various places had been built up and partly because of the lack of attention paid to the central fact that the same index of 100 for the base year meant entirely different amounts of expenditure for the same basket of goods and services in different places and consequently that further increases in the cost of living index in various places were bound to be uneven. The scheme of relating dearness allowance to the cost of living indices of the various centres was abandoned, and instead a scheme of dearness allowance was drawn up varying only with the all-India index.

9. A scheme of relating dearness allowance to the cost of living index, if technically feasible and practically supportable by the economy of the industry or employment concerned, would perhaps be the most satisfying as it would then justify the very object of payment of dearness allowance, viz., neutralisation of the effects of a rise in the cost of living on some agreed basis. Sometimes automatic adjustment with every increase in the cost of living is not financially practicable. That was why the Government of India found it difficult to pursue the suggestion of the Pay Commission. For the same reason, a tripartite committee which was entrusted with the responsibility for framing a dearness allowance scheme for the minor engineering industry in Madras did not think "that the majority of establishments in the engineering industry are in a position to adopt the system (of linking the dearness allowance to the cost of living index) whatever be the rate at which the payment is to be made". On the other hand, where the capacity to bear the additional burden is

present, it may not technically be possible to link dearness allowance to the cost of living index for want of scientifically built-up series of cost of living indices. This was demonstrated in the all-India adjudication of bank disputes.

10. It is against this background of the practices relating to dearness allowance schemes prevailing in the country that the Committee is called upon to consider whether a scheme of dearness allowance varying with the cost of living index can at all be drawn up for working journalists and if that is not feasible, what alternative scheme should be evolved.

11. In order to answer this question, it is necessary to have a true appreciation of the nature of the cost of living index and of the efficiency and accuracy with which it is being built up in various parts of the country. The cost of living index measures the average change over time in the prices paid by the ultimate consumer for a stipulated basket of goods and services. The composition of this basket is ascertained from an appropriate family budget survey. Then from month to month and from year to year, the changes in the cost of the same basket to the consumer is ascertained and the rise above, and fall below, the cost in the base year is expressed in terms of points. Thus the index for a particular time indicates how much more, or less, costly life in that city for the class of population covered is as compared to the cost in the base period. It is thus a relative index. The index is no indication of the actual cost of living in terms of money; nor do the indices of two different towns, even when they are related to the same base period, indicate whether one town is more costly than another. To clarify this point which is so important to any decision based on the cost of living index, let it be assumed that cost of living indices are being built up for two places A and B with the base year 1950, that is, with the index at each place for 1950 as 100. Let it also be assumed that the basket of goods and services is the same for both the places. By 1951, the index at both the places goes up to, say, 110. This certainly does not mean that both the places were equally costly either in 1950 or in 1951. In 1950, the basket of goods and services might have cost Rs. 50 in town A and Rs. 75 in town B, both these costs being represented by the initial cost of living index of 100. By 1951, there is a 10% increase in the cost of living at both the places, that is, in terms of money by Rs. 5 in town A and by Rs. 7.5 in town B. The actual cost of the basket would, therefore, be Rs. 55 and Rs. 82.5 in the two places. Here again, the index 110, which is the same for both the places, gives no indication as to the relative costliness of the two places. All that the index indicates at a particular point of time is the margin by which the cost of living as at the base year has gone up or down. To ascertain the relative costliness of two places, a different index would have to be worked out. For example, if in 1950, the actual costs in the two places were Rs. 50 and Rs. 75, one could build up another series in which town A as 'the base town' would have an index of 100 and town B an index of 150. In 1951, the index of town A would go to 110 and the index of town B to 165. Such a series indicating the relative costliness of the various towns has not been built up. Moreover, the cost of living indices that are being published from various places are based on family budget enquiries conducted at widely varying points of time. The indices for Ahmedabad and Sholapur have as their bases 1926-27 and 1927-28. The index for Bombay has 1933-34 as its base and that for several centres in Madras, Andhra and Mysore 1935-36. Calcutta, Nagpur and Kanpur have 1939 as base. The Government of India publish indices for 15 industrial centres with 1944 as base. There are also a few more State indices

with recent bases. It is obvious that family budget enquiries made at such widely-differing periods of time, often dating before the last war, cannot possibly reflect the present patterns of consumption. Indices based on such old enquiries of almost a generation ago would, therefore, be erroneous to widely-varying degrees. As already mentioned above, it was this fact as also the absence of an index indicating the relative costliness of various places that led to certain astonishing results as a result of the decisions of the first Bank Tribunal.

12. An all-India scheme of settlement of wages is wholly different from an award or settlement applicable to a particular town. In the latter case, even if the cost of living index series of the town is somewhat defective, no serious complications are likely to arise as the index would, from year to year, measure reasonably correctly the changes in the price of the commodities and services that go to make up the family budget. In the case of an all-India adjudication, any common scheme of neutralization of rising costs which is based on a number of cost of living index series built up haphazardly will produce results which will be beyond reasonable anticipation.

13. Moreover, the cost of living indices which are being published regularly relate to industrial labour and not to middle class employees. A few casual efforts have been made by the Central and State Governments to conduct family budget enquiries in respect of the lower middle class employees, but these have suffered from various defects. The enquiries made by the Central and Madras Governments suffered from the defect of an inadequate sample. The West Bengal enquiries were defective because of the overlapping categories covered. Income groups were taken as such without any effort being made to distinguish between monthly workers, middle class employees, self employed persons, etc. Moreover, except for one or two defective series, there are no cost of living indices for middle class employees.

14. The problem before the Committee is somewhat different from that which arose before industrial tribunals in the past. The disputes regarding remuneration dealt with by the latter have generally related to employees who might broadly be called "industrial workers" or the lower middle classes with wages restricted, in many cases, to about Rs. 100-200 and occasionally extending to a maximum of Rs. 300 or Rs. 400. Working journalists are in an entirely different class. It is only the proof readers, the lowest-paid among them, that can at all be compared, from the point of view of the quantum of remuneration, to categories of employees dealt with by industrial tribunals. All other groups of working journalists from the sub-editor to the editor, earning salaries varying between, say Rs. 200 and 3,000 or more, fall in what might be called the upper middle classes. It is an accepted principle that in the case of the higher income groups, there is not the same compelling necessity, as there is in the case of the lower income groups, to neutralise the rising cost of living to any great degree. The main reason for this is that the capacity to adjust one's expenditure to the income increases with increasing emoluments and that by resort to articles of different makes or cheaper substitutes, it is possible for employees of the higher wage groups to balance their budget. In any case, the hardships caused by the non-availability of goods and services associated with a higher standard of living is not as serious as that caused by want of materials required for a low level of existence.

15. I am therefore, of the opinion that in a settlement of an all-India character concerning employees of the higher income groups, it is neither feasible nor necessary to relate their remuneration, or the dearness allowance component of the remuneration, to the cost of living index.

K. N. SUBRAMANIAN.

[No. LRI. 61(4)/59.]

P. M. MENON, Secy.

RECOMMENDATIONS
OF
THE WAGE BOARD FOR
WORKING JOURNALISTS

UNDER SUB-SECTION (3) OF SECTION
10 OF THE WORKING JOURNALISTS
(CONDITIONS OF SERVICE) AND
MISCELLANEOUS PROVISIONS
ACT, 1955. (NO. 45 OF 1955.)



सत्यमेव जयते

CONTENTS

CHAPTER		PAGE
I	Constitution of the Wage Board and the procedure adopted by it	1
II	General principles governing the Wage Structure ..	5
III	Grounds underlying the Recommendations ..	8
IV	Recommendations	34
V	Miscellaneous	46
	Schedule I	49
	Schedule II	53
	Minutes of Dissent by—	
	(i) M/s K. M. Mathew and K. A. Nettakallappa representatives of Employers	54
	(ii) M/s L. M. Sundaram and S. B. Kolpe representatives of Employees	61
	(iii) Shri P. Brahmaya, Independent Member ..	77
Annexures:		
I	Statement showing the meetings of the Board and attendance of the Members	78
II	List of Parties who gave evidence before the Board ..	80
III	Comparative statement of financial burden of the tentative proposals and Final Proposals on Newspaper establishments	89
IV	Statement showing the position of Replies to the Questionnaire	94
V	Wage Board Secretariat	98

(Published in Gazette of India Extraordinary, dated 27th October, 1967, Part II, Section 3 (ii)).

GOVERNMENT OF INDIA
MINISTRY OF LABOUR, EMPLOYMENT AND REHABILITATION
(DEPARTMENT OF LABOUR AND EMPLOYMENT)

Dated New Delhi, the 27th October, 1967

ORDER

S.O. 3883—Whereas for the purpose of enabling the Central Government to fix or revise rates of wages in respect of working journalists a Wage Board was constituted under section 9 of the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act, 1955 (45 of 1955) by the notification of the Government of India in the Ministry of Labour and Employment No. S.O. 3202 dated the 12th November, 1963;

And whereas the recommendations of the said Board have been received by the Central Government;

And whereas the Central Government has accepted the said recommendations subject to certain minor modifications hereinafter specified, being modifications which in the opinion of the Central Government, do not effect important alterations in the character of the recommendations;

Now, therefore, in exercise of the powers conferred by section 12 of the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act, 1955 (45 of 1955), the Central Government hereby—

- (a) makes an order in terms of the recommendations of the Board contained in chapter IV of its report which is reproduced in the Schedule hereto annexed subject to the modifications, that paras. 4.34 and 4.35 of the Report shall be omitted,
- (b) directs that the said order shall come into operation in respect of the recommendations of the Board on the dates specified in paragraph 4.32 read with paragraph 4.38 of the said chapter IV.

(REPORT OF THE WAGE BOARD FOR WORKING JOURNALISTS).

(Sd.) P. C. MATHEW,

Secretary to the Govt. of India.

(File No. 60/2/67/-LRI).

CHAPTER I

CONSTITUTION OF THE WAGE BOARD AND
THE PROCEDURE ADOPTED BY IT

Constitution of the Wage Board

1.1. In exercise of the powers conferred by Section 9 of the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act, 1955 (45 of 1955) as amended by the Working Journalists (Amendment) Act of 1962, the Central Government constituted a Wage Board for the purpose of fixing or revising rates of wages in respect of Working Journalists in accordance with the provisions of the said Act, consisting of representatives of employers in relation to newspaper establishments, Working Journalists and independent persons. The Notification of the Government dated 12th November 1963 is as follows:

“S. O. 3292—In exercise of the powers conferred by section 9 of the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act, 1955 (45 of 1955), the Central Government hereby constitutes a Wage Board for the purpose of fixing or revising rates of wages in respect of Working Journalists in accordance with the provisions of the said Act, consisting of representatives of employers in relation to newspaper establishments, Working Journalists and independent persons mentioned in the Table annexed hereto and appoints Shri G. K. Shinde, an Ex-Chief Justice of the former Madhya Bharat High Court as the Chairman of the said Board.

TABLE

Sr. No.	Name	Interest Represented
1	2	3
1	Shri P. K. Roy, General Manager, the Times of India, Dadabhai Naoroji Road, Bombay.	} Representatives of Employers.
2	Shri K. A. Nettakallappa of the Prajavani, Bangalore and Vice President, Indian Languages Newspaper Association.	
3	Shri L. Meenakshi Sundaram of the Mail, Madras and Secretary General, Indian Federation of Working Journalists.	} Representatives of Working Journalists.
4	Shri Kedar Ghosh of the Statesman, Calcutta and Treasurer, Indian Federation of Working Journalists.	

TABLE—*contd.*

1	2	3
5	Shri G. K. Shinde, Ex-Chief Justice of the former Madhya Bharat High Court, and Chairman of the Central Wage Board for the Iron and Steel Industry, Indore.	} Independent persons.
*6	Shri Bhakt Darshan, M.P.	
7	Shri P. Brahmayya, President, Indian Institute of Chartered Accountants, New Delhi.	

(Sd.) P. M. MENON,

Secretary to the Govt. of India.

(F.No. 60/1/63-LRI)

*Shri Sidheshwar Prasad, M.P. has been appointed member in place of Shri Bhakt Darshan, M. P. vide Notification No. F. No. 60/7/63-LRI dated 11-12-1963."

Vide Ministry of Labour and Employment, Government of India's Memorandum No. WB-11 (13)/62 dated the 24 May, 1962 Shri V. R. Kulkarni was appointed Secretary of the Board.

1-2. Shri P. K. Roy tendered his resignation as a member of the Board by his letter dated the 29th of May, 1964. The Central Government by its Notification dated 1st July 1964 appointed Shri A. B. Nair as a member of the Wage Board in the vacancy caused by the resignation of Shri P. K. Roy. On 8th July, 1964 Shri A. B. Nair also resigned from the membership of the Board. Consequently by the Notification dated 27th July, 1964 the Central Government appointed Shri Upendra Acharya as a member of the Wage Board in the place of Shri A. B. Nair. Shri Upendra Acharya tendered his resignation as a Member of the Board by his letter dated the 4th January 1967. The Government of India by its Resolution dated the 8th February, 1967 appointed Shri K. M. Mathew in his place. Shri Kedar Ghosh resigned his membership of the Board by his letter dated the 19th April 1967. The Government of India by its Resolution dated the 27th April 1967 appointed Shri S. B. Kolpe in his place.

Procedure Adopted by the Board

1-3. The first meeting of the Wage Board was summoned on 23rd December 1963 at Bombay. It was decided in this meeting that besides the notice to be issued under sub-section 1 of section 10 of the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act of 1955 a Questionnaire should also be issued. The notice and the questionnaire were issued on the 15th of April, 1964 and the time fixed for receiving the representations and also the replies

was the 15th of July, 1964. In the third meeting of the Board held on the 19th August, 1964 the Board passed the following resolution :

“Taking into consideration the fact that most of the newspaper establishments have expressed their inability to submit their replies before the appointed date on account of voluminous work involved, the Board resolves that it is advisable to take into consideration the replies received upto 30th September, 1965.”

1.4. The Board has the powers to regulate its own procedure subject to the provisions contained in the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act of 1955 and the rules made thereunder. The Board generally has followed the procedure laid down in the said Act and the rules framed by the Central Government thereunder. The only departure is the publishing of the tentative proposals for inviting public comments. In view of the observations made by Their Lordships of the Supreme Court in *Express Newspaper Limited etc. Vs. The Union of India*, the Board thought it advisable to publish the tentative proposals for eliciting public opinion (Vide A.I.R. 1958 S.C. page 578 para 234 and 260). It may also be mentioned here that this procedure does not contravene any of the provisions of the Act or the rules. Besides, in the opinion of the Board eliciting public opinion regarding the tentative proposals before they are finalised, is a fair and wholesome measure. These were the considerations which impelled the Board to publish the proposals in the exercise of the powers to regulate its own procedure conferred by section 11 of the Act.

1.5. In response to the notice issued under sub-section 1 of section 10 of the Act in all 18 representations were received. The number of replies to the questionnaire received was 71. These replies and representations were found to be inadequate to fix a wage structure. Requests were also made by some persons in writing that they be given an opportunity of being heard in person. The Board, therefore, decided to record evidence of some of the interested parties. The total number of persons examined was 100 out of which 76 were representatives of the employers, 20 were the representatives of the employees and one individual and three All India Organisations viz. Indian and Eastern Newspaper Society, Indian Language Newspaper Association and Indian Federation of Working Journalists. The names of the persons examined, the parties that they represent and the newspaper establishments or organisations to which they belong are given in Annexure II.

1.6. On 22nd October, 1964 the Board also recommended the interim relief to the Working Journalists. The Resolution passed by the Board in this regard is as follows :

“(2) (i) The Board also resolved that interim relief equal to 8 per cent of the basic pay which a working journalist was drawing on 30-4-1964 subject to a minimum of Rs. 15 per month and a maximum of Rs. 25 per month be paid to the Working Journalists.

(ii) This interim relief should be granted to working journalists drawing a basic pay upto Rs. 750 per month. This is subject to marginal adjustments in cases of those working journalists who draw basic

pay of more than Rs. 750 and less than Rs. 775 in whose case an interim relief of the amount by which their basic pay falls short of Rs. 775 shall be granted.

- (iii) This interim relief shall be payable to working journalists with effect from the 1st of May 1964.
- (iv) This interim relief shall be payable to those working journalists to whom the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act apply.
- (v) This amount of interim relief shall be in addition to the dearness allowance payable to Working Journalists.
- (vi) If the emoluments of Working Journalists consisting of basic pay plus dearness allowance and interim relief, if any, already granted voluntarily or by way of mutual agreement, on or after the constitution of the Wage Board, i.e. the 12th November 1963 exceeds the emoluments which a Working Journalist shall be entitled to after adding the interim relief granted by the above recommendations to the basic pay and dearness allowance, in that case his emoluments shall not be affected by these recommendations. If, however, it falls short, then in that case, the working journalist shall be entitled to a rise of an amount equal to the difference."

CHAPTER II

GENERAL PRINCIPLES GOVERNING THE WAGE STRUCTURE

2.1. The wage policy to be followed in the country was first laid down in India by the Constitution in its directive principles. Article 43 of the Constitution runs as follows—

“The State shall endeavour to secure, by suitable legislation or economic organisation or in any other way, to all workers, agricultural, industrial or otherwise, work, a living wage, conditions of work ensuring a decent standard of life and full enjoyment of leisure and social and cultural opportunities, and in particular, the State shall endeavour to promote cottage industries on an individual or co-operative basis in rural areas.”

2.2. The Central Government appointed a Central Advisory Council to advise the Government on fair wages, fair remuneration for capital and conditions of labour. This Central Advisory Council appointed a Committee in 1948 to enquire into and report on the subject of fair wages to labour. The Committee submitted its report in 1949. This Committee discussed the concepts of ‘Minimum Wage,’ ‘Living wage,’ and ‘Fair wage’ and has made certain recommendations regarding the fixation of fair wages. The question of fixation of wages came for consideration before the Supreme Court in *Express Newspaper (Private) Ltd., etc. Vs. The Union of India* and others reported in A. I. R. 1958 Supreme Court Page 578. Their Lordships of the Supreme Court discussed the question of wages at some length in this case and have laid down some guiding principles for the fixation of wages. It is advisable to reproduce some of the relevant passages of this judgement. Their Lordships of the Supreme Court observed :

“There is also a distinction between a bare subsistence or minimum wage and the statutory minimum wage. The former is a wage which would be sufficient to cover the bare physical needs of a worker and his family, that is, a rate which has got to be paid to the worker irrespective of the capacity of the industry to pay. If an industry is unable to pay to its workmen atleast a bare minimum wage it has no right to exist etc. etc.” (Vide para 55).

With regard to the concept of living wage Their Lordships observed :

“It will be seen from this summary of the concepts of the living wage held in various parts of the world that there is general agreement that the living wage should enable the male earner to provide for himself and his family not merely the bare essentials of food, clothing and shelter but a measure of frugal comfort including education for the children, protection against ill-health, requirements of essential social needs and a measure of insurance against the more important misfortunes including old age.” (Vide para 51).

With regard to the concept of fair wage Their Lordships observed :

“It will be noticed that the ‘fair wage’ is thus a mean between the living wage and the minimum wage etc. etc.” (Vide para 57).

In respect of fixation of fair wages Their Lordships have laid down the following principles :

- (1) In the fixation of rates of wages which include within its compass the fixation of scales of wages also, the capacity of the industry to pay is one of the essential circumstances to be taken into consideration except in cases of bare subsistence or minimum wage where the employer is bound to pay the same irrespective of such capacity ;
- (2) The capacity of the industry to pay is to be considered on an industry-cum-region basis after taking a fair cross section of the industry; and
- (3) The proper measure for gauging the capacity of the industry to pay should take into account the elasticity of demand for the product, the possibility of tightening up the organisation so that the industry could pay higher wages without difficulty and the possibility of increase in the efficiency of the lowest paid workers resulting in increase in production considered in conjunction with the elasticity of demand for the product—no doubt against the ultimate background that the burden of the increased rate should be such as to drive the employer out of business.” (Vide para 73).

Discussing the capacity of the industry to pay Their Lordships observed :

“It is clear, therefore, that the capacity of an industry to pay should be gauged on an industry-cum-region basis after taking a fair cross-section of that industry. In a given case it may be even permissible to divide the industry into appropriate classes and then deal with the capacity of the industry to pay classwise.” (Vide para 68).

2.3. The Fair Wages Committee laid down the following principles for the fixation of a fair wage :

“While the lower limit of the fair wage must obviously be the minimum wage, the upper limit is equally set by what may broadly be called the capacity of industry to pay. This will depend not only on the present economic position of the industry but on its future prospects. Between these two limits the actual wages will depend on a consideration of the following factors and in the light of the comments given below :

- (1) the productivity of labour ;
- (2) the prevailing rates of wages in the same or similar occupations in the same or neighbouring locality;
- (3) the level of the national income and its distribution; and
- (4) the place of the industry in the economy of the country.”

These principles were approved by Their Lordships of the Supreme Court in the case cited above.

2.4. The latest decision in this behalf is given by Their Lordships of the Supreme Court in Ahmedabad Mill Owners Association and others and Textile Labour Association, Ahmedabad (Vide 1966—Vol. I, Labour Law Journal Page 1). Their Lordships observed :

“The claim of the employees for a fair and higher wage is undoubtedly based on the concept of social justice, and it inevitably plays a major part in the construction of a wage structure. There can be little doubt that if the employees are paid a better wage which would enable them to live in fair comfort and discharge their obligations to the members of their families in a reasonable way, they would be encouraged to work wholeheartedly and their work would show appreciable increase in efficiency.

On the other hand, in trying to recognise and give effect to the demand for a fair wage, including the payment of dearness allowance to provide for adequate neutralisation against the ever-increasing rise in the cost of living, industrial adjudication must always take into account the problem of the additional burden which such wage structure would impose upon the employer and ask itself whether the employer can reasonably be called upon to bear such burden. The problem of constructing a wage structure must be tackled on the basis that such wage structure should not be changed from time to time. It is a long-range plan; and so, in dealing with this problem, the financial position of the employer must be carefully examined. What has been the progress of the industry in question; what are the prospects of the industry in future; has the industry been making profits; and if yes, what is the extent of profits; what is the nature of demand which the industry expects to secure; what would be the extent of the burden and its gradual increase which the employer may have to face? These and similar other considerations have to be carefully weighed before a proper wage structure can be reasonably constructed by industrial adjudication. Unusual profit made by the industry for a single year as a result of adventitious circumstances, or unusual loss incurred by it for similar reasons, should not be allowed to play a major role in the calculations which industrial adjudication would make in regard to the construction of a wage structure. A broad and overall view of the financial position of the employer must be taken into account and attempt should always be made to reconcile the natural and just claims of the employees for a fair and higher wage with the capacity of the employer to pay it; and in determining such capacity, allowance must be made for a legitimate desire of the employer to make a reasonable profit. In this connection, it may also be permissible to take into account the extent of the rise in price structure which may result from the fixation of a wage structure, and the reasonableness of the additional burden which may thereby be imposed upon the consumer.” (Vide Page 28).

2.5. These are the general principles which govern the fixation of wages structure in respect of industrial labour.

CHAPTER III

GROUND UNDERLYING THE RECOMMENDATIONS

Gross Revenue

3.1. Gross revenue of a newspaper was defined by the Wage Committee as that revenue which is the total of its circulation revenue and advertisement revenue and that of a news agency as the total of its subscription revenue. The reason given by the Wage Committee is that it did not consider it equitable that revenues received from other sources like job work, type foundry, safe deposit vaults etc. which are extraneous to the newspaper business as such, should be taken into account for the purpose of determining the class of the paper. The Committee also states that the exclusion of such sources of revenue has not affected the classification of a large majority of the papers examined by them (vide para 35 of the report of the Working Journalists Wage Committee). The Board is unable to agree with this view. In the course of evidence it has come to the notice of the Board that the amount of revenue from sources like job work, type foundry etc. is considerable in some newspaper establishments. Besides revenue earned from the sources like job work, type foundry etc. is the result of the investment made by the newspaper establishment. As such there is no reason why such income should not be taken into consideration for the purpose of determining the class of the paper. Consequently the Board has defined the gross revenue as the entire revenue earned by the establishment from one centre. Alteration, however, had to be made in this definition in respect of groups because of the observations made by Their Lordships of the Supreme Court in *Express Newspaper (Private) Ltd., Vs. The Union of India* which has already been referred to in Chapter II. Their Lordships observed:

“Even though, the Wage Board classified the newspaper establishments into five classes from ‘A’ to ‘E’ on the basis of their gross revenue the proportion of the advertisement revenue to the gross revenue does not appear to have been taken into consideration nor was the essential difference which subsisted between the circulation and the paying capacity of the language newspapers as compared with newspapers in the English language taken into account. If this had been done, the basis of gross revenue which the Wage Board adopted would have been modified in several respects.

The grouping of the newspapers into chains or multiple units implied that the weaker units in those groups were to be treated as on par with the stronger units and it was stated that the loss in the weaker units would be more than compensated by the profits in the more prosperous units. The impact of these proposals on groups of newspapers was only defended on principle without taking into consideration the result which they would have on the working of the weaker units. Here also the Chairman expressed the opinion that the Board was conscious that as a result of its decision, some of the journalists in the weaker units of the same group or chain may get much more than those working in its highest income units. He,

however, stated that if the principle was good and scientific, the inevitable result of its application should be judged from the standpoint of Indian Journalism as a whole and not the burden it casts on a particular establishment. It is clear, therefore, that this principle which found favour with the Wage Board was sought to be worked out without taking into consideration the burden which it would impose upon the weaker units of a particular newspaper establishment." (Vide A. I. R. 1958 Supreme Court Para 252 and 253).

From these observations it is clear that language papers and English papers are to be dealt with separately so that the impact of the proposed wage scale on the weaker and stronger unit can be gauged.

Consequently the definition of gross revenue in respect of groups runs as follows :

"The entire revenue of a unit is to consist of its circulation and advertisement revenue and that part of the rest of the revenue which is proportionate to its circulation and advertisement revenue."

It has also been specified that revenue in respect of circulation and advertisement shall be taken to be the amount arrived at after deducting the commission actually allowed to the extent to which the amount of commission was allowed is reasonable. It has also been clarified that the reasonable commission should be one which is finally accepted by the Income Tax authorities.

3.2. In view of the observations of Their Lordships of the Supreme Court referred to above a unit in a group is described as follows :

"English daily newspapers including the 7th day edition by whatever name they are called published from one centre by a newspaper establishment will form one unit and all Indian language daily newspapers published from one centre including the 7th day edition by whatever name they are called will also form one unit."

Consideration of Advertisement Revenue

3.3. Advertisement revenue is no doubt an important factor in the creation of profits for newspapers. The greater the proportion of advertisement revenue in the total gross-revenue, the greater must be the profit-yielding capacity of the paper. This principle has also been approved by the Supreme Court in the decision referred to above. Consequently due consideration has been given to the proportion of the advertisement revenue to the gross revenue by incorporating para 10 in Chapter IV. This clause runs as follows—

"If the advertisement revenue of any such newspaper not being a newspaper falling in class VII, is less than 40 per cent of its gross revenue reduced by advertisement revenue, it should be placed in the class next below that in which it would fall on the basis of its gross revenue."

Multiple Units, Groups and Chains

3.4. The newspaper establishments which fall in the definition of groups and multiple units have some definite economic advantages. Common management, common pattern, common editorials and articles, common press, common

correspondents make for appreciable savings in the cost of producing newspapers and magazines which form part or groups and multiple units. Consequently the Board has proposed to place all constituent units of a multiple unit in the highest of the classes in which they are taken separately, would fall, with a proviso that weaker unit will not be placed before more than two classes above the class in which it would fall on the basis of its own revenue. Similarly in the case of groups it is provided that the weaker unit at that centre will be given a weightage of two classes in the case of newspapers falling under class I, II and III and a weightage of one class in the case of papers falling under class IV, V, VI and VII. In the case of chain there is hardly any room for saving. Consequently it is provided that each constituent unit will be classified according to its own individual revenue.

3-5. Weightage has also been given in the case of weeklies, fortnightlies, bi-weeklies, tri-weeklies, and monthlies if they form part of a group of a multiple unit (vide clause 18 Chapter IV).

Classification on Newspapers and News Agencies

3-6. The principle that the capacity of an industry to pay is to be gauged on an industry-cum-region basis after taking a fair cross-section of that industry and that in a given case the industry may be divided into appropriate classes to judge the capacity of the industry classwise has become fully crystallised. This principle was laid down by the Supreme Court in the case of Express Newspaper Pvt. Ltd. Vs. the Union of India which has already been referred to. The principle has also been reiterated in several later decisions of the Supreme Court. It is common knowledge that the newspaper industry does not present any regional characteristics. Proximity to a port or railway station or coal mines or mines producing raw materials or water supply are material consideration in the case of factories and plants; but these considerations are of little importance in the case of newspaper industry. The Board fully endorses the view expressed by the Wage Committee—

“If the differing advertisement potential of different areas is taken into account separately, there are no clear cut circumstances that would stamp the regional character on the economy of newspapers”.

Besides in the same region one finds great disparity in the resources of different newspaper establishments. For instance the total income of Times of India or Indian Express or Indian National Press of Bombay is much larger than that of Sakal or Kesari of Poona. The same is the case of Hindustan Times, Tribune and Patriot of Delhi. There is, therefore, a strong case for the industry to be divided into classes for the sake of judging the capacity to pay.

3-7. That the classification should be made on the basis of gross revenue is admitted even by the Wage Committee. The evidence recorded by us also supports this view. The gross revenue, however, has been defined by the Wage Committee as the total consisting of circulation revenue and advertisement revenue. The Board, however, has defined the gross revenue as the total revenue received from all sources.

3-8. A number of persons representing both employers and employees who were examined by the Board have stated that on account of inflation the classification made by the Wage Committee should be revised upwards. Some of them

have also stated that the upper limit of Rs. 50 lakhs, fixed by the Wage Committee, should also be revised and 2 or 3 classes be added on the top. After examining the financial resources of some of the newspaper establishments, the Board decided to place the highest limit at Rs. 2 crores and also to add two more classes to the classification of the Wage Committee namely Rs. 50 lakhs to Rs. 1 crore and Rs. 1 crore to Rs. 2 crores. According to the Wage Committee the lowest class of paper consisted of those which had a revenue of less than Rs. 2½ lakhs. The Board has raised this limit to Rs. 5 lakhs. The classification proposed by the Board is as follows—

Class	Gross Revenue
I	Rs. 200 lakhs and above.
II	Rs. 100 lakhs and above and less than Rs. 200 lakhs.
III	Rs. 50 lakhs and above and less than Rs. 100 lakhs.
IV	Rs. 25 lakhs and above and less than Rs. 50 lakhs.
V	Rs. 12½ lakhs and above and less than Rs. 25 lakhs.
VI	Rs. 5 lakhs and above and less than Rs. 12½ lakhs.
VII	Less than Rs. 5 lakhs.

3-9. Although the classification of the news agencies is the same as that of the daily newspapers, on account of the special position enjoyed by Press Trust of India as a National agency it is placed in class II. Although its present revenue at the end of 1965 is about Rs. 85 lakhs, as a national agency P.T.I. has to cater even for top class papers. Besides the aspects of objectivity, speed, accuracy and integrity are the special characteristics which mark the works of working journalists in a news agency. The National Industrial Tribunal presided over by Shri Salim Merchant in its Award dated the 30th November 1960 states as follows:—

“I am, therefore, more than satisfied as far as ability and duties are concerned, the working journalists of the P.T.I. specially of its group III categories are entitled to be compared—favourably with class ‘A’ newspapers (Vide the Gazette of India, 24th December 1960, page 3593)”.

As the total income on 1965 amounts to about Rs. 85 lakhs and the expectation of income of the next year is about Rs. 92 lakhs, it may not be long before its income exceeds Rs. 1 crore. It may be stated here, however, that the special weightage has been given only as long as the revenue of P.T.I. continues to be less than Rs. 1 crore. The demand of the services of the P.T.I. being inelastic it should not be impossible for P.T.I. to increase its resources.

Classification of weeklies and periodicals

3-10. Weeklies have also been re-classified. According to the Wage Committee, class I consisted of those weeklies whose gross revenue was Rs. 12½ lakhs and above. The lowest class consisted of those weeklies whose gross

revenue was less than Rs. 1 lakh. The Board divided the weeklies into six classes as follows—

Class	Gross revenue
I	Rs. 50 lakhs and above.
II	Rs. 25 lakhs and above and less than Rs. 50 lakhs.
III	Rs. 12½ lakhs and above and less than Rs. 25 lakhs.
IV	Rs. 5 lakhs and above and less than Rs. 12½ lakhs.
V	Rs. 2½ lakhs and above and less than Rs. 5 lakhs.
VI	Less than Rs. 2½ lakhs.

Grouping of Working Journalists

3-11. Grouping of Working Journalists has also been revised. Some designations which did not find place in the grouping of the Wage Committee have been inserted. Some groups have been sub-divided so as to be able to fix wage scales commensurate with the responsibility which is to be shouldered. Grouping of Working Journalists is given in Para 24 of Chapter IV.

Wage Scales

3-12. The principles governing the rates and scales of wages have been reviewed in the previous Chapter. It is evident from the said principles that bare subsistence wage has to be paid even though the industry may have no capacity to pay and that except in the case of bare subsistence wage it is incumbent on wage fixing authorities to take into consideration the capacity of the industry to pay. In the proposed scales of wages the minimum starting wage for the Proof Reader in class VII is Rs. 145 P.M. (Basic pay Rs. 105 and dearness allowance Rs. 40) in area III. In Gujarat the minimum wage fixed under the Minimum Wages Act on 31st December 1965 for the printing industry was Rs. 120 per month in Zone III and Rs. 110 per month in Zone IV. Zone III comprises towns like Bulsar, Navsari, Broach, Anand, Nadiad, Godra, Dohad, Viramgaon, Mehsana, Patan, Amreli etc. and Zone IV comprises areas excluding Ahmedabad, Baroda, Rajkot, Bhavnagar, Surat, Jamnagar and the towns forming part of Zone III enumerated above. Proof Readers belonging to class VII can be compared to either Zone III or Zone IV of Gujarat. Gujarat consolidated minimum wage being Rs. 120 per month for Zone III and Rs. 110 per month for Zone IV, the scale proposed for Proof Readers in class VII compares very favourably with the Gujarat Scales. It starts from Rs. 145 per month and goes upto Rs. 260 per month at the end of 12 years. In Maharashtra Proof Reader in last two Zones gets the minimum wage of Rs. 123.75 and Rs. 116 per month respectively. Thus the proposed wage scale for Proof Readers in class VII also compares favourably with the minimum wage fixed by Maharashtra State for the Proof Readers in the printing industry. It may be added here that Proof Readers in a newspaper have a greater responsibility to shoulder for ensuring accuracy and rectifying glaring mistakes found in the original than Proof Readers in job presses. Consequently it is but natural that they should get a higher scale of pay than that of Proof Readers in printing industry.

3.13. This examination indicates quite clearly that the proposed wage scale for Proof Readers in class VII is higher than the bare subsistence wage. As the scales for other classes and categories are higher than those proposed for the Proof Readers in class VII it is evident that the scales recommended by the Board must stand the test that the industry has the capacity to pay.

3.14. The principles expounded in the previous chapter apply as a general rule to industrial employees. The working journalists belong to middle class. Consequently the Board concurs with the views expressed by the Wage Committee that in fixing wages for working journalists the two main factors to be taken into consideration are prevailing rates of wages in the same or similar occupation in the same or neighbouring localities and the capacity of the industry to pay. The work of working journalists being unique in character, it is very difficult to find comparable occupations. Majority of the persons who appeared before us have stated that the work of the working journalists cannot be likened to that of any other occupation. The work of a working journalist must be marked with quickness and efficiency. Besides he has to work to a tight time-schedule and apart from leave admissible to him he does not get many holidays. There are, therefore, very few occupations which can be said to be comparable. In the printing industry there are, no doubt, Proof Readers; but the work of the Proof Reader in newspaper establishments is more exacting and calls for greater responsibility. In a daily newspaper which publishes several editions during the day the Proof Reader has to take final responsibility in ensuring conformity with the copy and for completing the work within the stipulated time.

3.15. The proposed wage scale for Proof Readers in class VII compares on the whole favourably with wage scales of Proof Readers belonging to Government Printing Presses of Gujarat, Rajasthan and Madhya Pradesh. In Gujarat wage scale is Rs. 91—3—130—EB—4—170. With dearness allowance, compensatory allowance and house rent allowance a Proof Reader working in Gujarat Government Printing Press gets a starting salary of Rs. 142.33 per month while the maximum that he will get after 23 years' service will be Rs. 259.00 per month. The total emoluments of a Proof Reader in class VII, as proposed by the Wage Board, is Rs. 160 per month for area No. II. In 12 years his total emoluments would amount to Rs. 275 per month. The Rajasthan Government Printing Press has two grades of Proof Readers—Grade I and Grade II. The initial salary of Grade I including dearness allowance and other allowances is Rs. 155.25. After 19 years' of service his total emoluments would be Rs. 297.00 per month; while in the case of grade II the starting salary is Rs. 124.55 per month and the maximum is Rs. 223.50 per month after 16 years' of service. In Madhya Pradesh there are two grades viz. Senior Reader and Junior Reader. The Senior Reader's grade is Rs. 140—5—160—6—190—E.B.—6—220. The initial salary of a Senior Reader including all allowances is Rs. 182. After 14 years' of service he will get the maximum of Rs. 262 per month. The Junior Reader's grade is as follows; Rs. 120—4—140—5—160. The initial salary in this grade is Rs. 162 per month inclusive of all allowances. After 9 years' of service he will get the maximum of Rs. 207 per month.

3-16. The Central Government Press has got two categories of Readers Viz. Junior Reader and Senior Reader. The total emoluments of a Junior Reader at the start are Rs. 274·50 per month while the maximum is Rs. 405 per month which he reaches after 15 years' of service. The Senior Reader's total emoluments at the initial stage are Rs. 296·64 per month and the maximum is Rs. 479 per month after 16 years' of service. In class I a Proof Reader in area I gets Rs. 260 per month at the start. After 12 years his total emoluments would amount to Rs. 490 per month. It is thus clear that although the Proof Reader in class I gets less at the initial stage, he gets much more when he reaches the maximum. It may also be stated here that the Junior Reader in the Central Government press gets Rs. 405 per month after 15 years' of service while the Proof Reader in class I newspaper will get Rs. 490 after 12 years' of service. Even in class II and III newspapers the maximum salary of a Proof Reader is much more than the maximum salary of a Junior Reader in the Central Government Press.

3-17. The only comparable occupations can perhaps be the staff of the news services division of the All India Radio. The pay of the Sub-Editor is Rs. 270—10—290—15—410—EB—15—485. The initial salary inclusive of all allowances of a Sub-Editor in All India Radio is Rs. 442·10 per month. After 15 years' of service his maximum emoluments would be Rs. 716·55 per month. In class I newspapers a Sub-Editor in area I will get Rs. 490 per month (Rs. 400 basic pay and Rs. 90 dearness allowance) while the maximum will be Rs. 1,400 per month (Rs. 1,250 basic pay and Rs. 150 dearness allowance). Even in class III newspapers the total emoluments at the maximum stage are much higher than those of a Sub-Editor in All India Radio. Another comparable post is that of an Assistant Editor. The Assistant Editor in All India Radio gets the following scale: Rs. 350—25—500—30—590—EB—30—800. The total emoluments at the initial stage are Rs. 540·50 per month. The Maximum emoluments are Rs. 1,104 per month which he gets after 16 years' of service. In class I newspapers an Assistant Editor gets at the initial stage Rs. 910 per month while the maximum is Rs. 1,750 per month which he gets after 8 years' of service. Even in class III newspapers an Assistant Editor gets Rs. 760 per month at the initial stage and Rs. 1,400/- per month after 8 years of service. This examination clearly points out that the scale proposed by the Board compares very favourably with those of All India Radio.

3-18. In Ahmedabad Mill Owners' Association Vs. Textile Labour Association Their Lordships of the Supreme Court held that in examining the capacity of the industry to pay the following factors should be considered :

- (1) What has been the progress of the industry in question?
- (2) What are the prospects of the industry in future ?
- (3) Has the industry been making profits ?
- (4) If yes, what is the extent of profits?
- (5) What is the nature of demand which the industry expects to secure?
- (6) What would be the extent of the burden and his gradual increase which the employer may have to face ?"

(Wide 1966(I) Labour Law Journal Page 1).

The progress of newspaper industry can be assessed by the circulation figures, circulation revenue and advertisement revenue. Circulation figures of some of the newspapers are as follows :—

CIRCULATION FIGURES

Name of the Paper	Circulation Figures	
	1957	1965
	(In Round Figures)	
Times of India	1,09,000	1,85,000
Statesman	83,000	1,38,000
Hindu	80,000	1,42,000
Hindustan Times	57,000	1,14,000
Nav Bharat Times	67,000	1,42,000
Hindustan	34,000	85,000
Aryavarta	25,000	50,000
Nav Bharat (Nagpur, Jabalpur, Bhopal, Indore and Raipur)	16,000	34,000
Thanti	1,00,000	2,35,000
Samyukta Karnataka	21,000	52,000
Prajavani	25,000	61,000
Janasatta	21,000	46,000
Janmabhoomi	20,000	25,000
Sakal	37,000	73,000
Mathrubhumi	59,000	1,70,000
Malayala Manorama	44,000	1,52,000

3.19. According to the proposed classification Circulation Revenue and Advertisement Revenue of some of the Newspapers on the basis of the figures supplied by the establishments are as follows :

CLASS VII
CIRCULATION REVENUE—NET

(In Rs.)

Sr. No.	Name of the Paper	Year						
		1959	1960	1961	1962	1963	1964	1965
1	Nav Jyoti, Ajmer .. ..	..	1,01,347	1,96,550	2,03,205	2,17,293	2,54,204	..
2	Cutchhmitra, Bhuj .. ..	..	..	59,295	57,525	61,687	68,345	804
3	Siasat, Hyderabad .. ..	..	..	1,91,937	2,32,403	2,58,617	2,79,808	..
4	Asre Jadid, Calcutta .. ..	..	..	..	1,43,580	1,35,495	1,58,580	1,23,873

CLASS VII
ADVERTISEMENT REVENUE—NET

(In Rs.)

Sr. No.	Name of the Paper	Year						
		1959	1960	1961	1962	1963	1964	1965
1	Nav Jyoti, Ajmer .. ..	..	43,503	74,939	79,105	96,056	1,24,727G	..
2	Cutchhmitra, Bhuj .. ..	..	..	59,862	63,340	61,335	78,598	87,390
3	Siasat, Hyderabad .. ..	..	..	1,00,975	1,36,893	1,60,757	2,09,547	..
4	Asre Jadid, Calcutta .. ..	..	..	..	91,999	75,395	80,576	67,334

NOTE—"G" indicates gross revenue.

CLASS VI
CIRCULATION REVENUE—NET

(In Rs.)

Sr. No.	Name of the Paper	Year						
		1959	1960	1961	1962	1963	1964	1965
1	Hitwad, Nagpur	1,86,294	2,19,980	2,26,567	2,33,643	2,09,987	2,31,981	2,45,761
2	Hitwad, Bhopal	39,236	45,687	62,453	95,578	96,440	1,23,560	1,44,339
3	Nai Dunia, Indore .. ..	..	2,71,532	2,87,160	2,96,119	3,57,595	4,26,032	5,90,125
4	Pratap, Surat	2,52,666	2,88,498	2,87,447	3,30,391	3,34,420	3,48,947	3,72,646
5	Sanmarg, Calcutta	2,81,208	4,33,523	4,01,589	4,27,020	4,15,521	4,61,791	5,01,099
6	Vir Arjun, Delhi	3,15,435	3,27,935	3,43,752	3,76,873	4,80,598	..	..

CLASS VI
ADVERTISEMENT REVENUE—NET

(In Rs.)

Sr. No.	Name of the Paper	Year						
		1959	1960	1961	1962	1963	1964	1965
1	Hitwad, Nagpur	4,18,840	4,62,004	4,32,510	4,96,014	5,13,371	5,34,031	5,41,119
2	Hitwad, Bhopal	1,67,359	2,00,088	2,48,802	2,56,165	2,63,653	2,72,035	2,64,191
3	Nai Dunia, Indore .. ..	..	2,86,306	2,76,296	3,02,097	3,15,690	3,35,515	3,35,492
4	Pratap, Surat	1,62,372	2,05,310	1,99,529	2,49,986	2,89,114	3,01,176	3,24,121
5	Sanmarg, Calcutta	2,19,286	2,34,646	2,78,587	2,93,060	2,94,024	3,15,827	3,32,852
6	Vir Arjun, Delhi	41,964	42,675	48,156	45,135	47,507	..	..

CLASS V
CIRCULATION REVENUE—NET

(In Rs.)

Sr. No.	Name of the Paper	Year						
		1959	1960	1961	1962	1963	1964	1965
1	Kaumi Awaz, Lucknow	72,649	78,321	94,776	1,41,776	1,45,103	1,62,887	1,02,147
2	Nava Jivan, Lucknow	1,29,673	1,46,559	1,80,168	2,40,551	2,55,524	2,68,969	3,74,782
3	Sanyukta Karnatak, Hubli .. ..	..	6,88,715	8,26,425	7,22,239	7,49,891	8,50,969	..
4	Janmabhumi (including Pravasi), Bombay	10,96,057	10,92,726	11,36,359	11,98,686	12,89,137	12,82,828	15,88,908
5	Pratap, Delhi	6,13,674	6,29,672	7,16,977	8,41,566	9,12,886	..	..

CLASS V
ADVERTISEMENT REVENUE—NET

(In Rs.)

Sr. No.	Name of the Paper	Year						
		1959	1960	1961	1962	1963	1964	1965
1	Kaumi Awaz, Lucknow	83,667	81,125	72,967	79,525	77,379	96,550	98,819
2	Nava Jeevan, Lucknow	1,72,867	1,51,793	1,64,944	1,68,219	1,84,299	2,60,464	3,02,770
3	Sanyukta Karnatak, Hubli .. ..	..	4,35,731	4,46,028	5,05,062	5,97,860	5,82,018	..
4	Janmabhumi (including Pravasi) Bombay	6,62,489	7,12,312	7,16,336	7,80,859	10,15,718	9,67,111	9,22,138
5	Pratap, Delhi	3,93,145	4,81,323	4,98,916	4,70,662	4,26,884	..	..

CLASS IV
CIRCULATION REVENUE—NET

(In Rs.)

Sr. No.	Name of the Paper	Year						
		1959	1960	1961	1962	1963	1964	1965
1	Indian Nation, Patna	6,78,416	7,64,606	8,04,876	9,21,542	9,76,379	10,79,213	11,59,793
2	Aryavarta, Patna	7,39,631	9,23,195	10,35,715	13,16,761	14,83,075	14,08,697	15,31,788
3	Deccan Herald, Bangalore	7,12,281	7,95,647	8,67,409	9,21,456	10,36,630	11,63,481	12,09,357
4	Dinamani, Madurai	16,03,802	14,75,900	16,09,714	18,67,698	19,96,501	21,15,549	24,21,598
5	Tribune, Ambala	12,36,351	14,17,023	15,43,813	15,45,817	16,52,964	19,59,176	22,38,007
6	Janshakti, Bombay	2,52,816	2,51,769	2,41,304	3,36,882	3,24,616	3,38,766	6,08,004

CLASS IV
ADVERTISEMENT REVENUE—NET

(In Rs.)

Sr. No.	Name of the Paper	Year						
		1959	1960	1961	1962	1963	1964	1965
1	Indian Nation, Patna	9,92,346	12,16,397	13,87,532	14,93,810	14,56,609	15,93,490	18,11,730
2	Aryavarta, Patna	4,89,779	6,92,604	8,02,647	9,07,003	9,10,485	9,91,881	11,11,997
3	Deccan Herald, Bangalore	9,21,021	13,38,371	15,30,170	16,80,353	20,79,412	23,86,529	26,07,281
4	Dinamani, Madurai	9,29,501	8,86,806	9,12,295	9,19,525	10,76,661	12,27,503	13,23,344
5	Tribune, Ambala	15,09,189	16,58,979	18,14,531	20,06,274	22,33,324	25,51,187	29,88,532
6	Janshakti, Bombay	74,539	76,270	73,698	1,07,985	1,34,239	1,32,561	1,98,586

CLASS III
CIRCULATION REVENUE—NET

(In Rs.)

Sr. No.	Name of the Paper	Year						
		1959	1960	1961	1962	1963	1964	1965
1	Free Press Journal, Free Press Bulletin, and Bharat Jyoti	20,83,576	19,98,530	20,75,384	21,50,445	18,95,446	20,26,723	20,97,951
2	Jugantar, Calcutta	34,78,821	37,61,139	41,32,258	45,50,816	45,65,795	55,21,954	59,62,670
3	Nav Bharat Times, Delhi .. .. .	..	..	..	..	30,05,950	30,61,502	34,62,278
4	Nav Shakti, Bombay	5,50,666	5,64,651	6,13,830	6,03,137	5,65,633	6,31,237	8,60,275

CLASS III
ADVERTISEMENT REVENUE—NET

(In Rs.)

Sr. No.	Name of the Paper	Year						
		1959	1960	1961	1962	1963	1964	1965
1	Free Press Journal, Free Press Bulletin, and Bharat Jyoti	19,65,423	20,52,373	20,19,384	23,74,701	23,25,364	26,02,361	30,28,780
2	Jugantar, Calcutta	20,94,443	23,23,969	24,81,457	28,78,460	31,02,485	36,30,226	40,04,062
3	Nav Bharat Times, Delhi .. .. .	..	..	..	..	17,14,765	19,62,198	20,73,564
4	Nav Shakti, Bombay	2,74,960	3,00,411	3,04,060	3,48,753	2,92,931	2,93,153	3,72,966

CLASS II
CIRCULATION & REVENUE—NET

(In Rs.)

Sr. No.	Name of the Paper	Year						
		1959	1960	1961	1962	1963	1964	1965
1	The Hindu Daily, Madras	49,62,111	49,04,112	51,64,169	49,11,720	50,42,449	51,73,725	55,68,285
2	Hindustan Times and Evening News, Delhi	30,09,787	32,74,483	34,47,127	39,56,959	43,66,585	46,03,725	47,25,058
3	Amrit Bazar Patrika, Daily, Calcutta ..	33,43,522	34,63,427	35,15,688	35,37,466	36,49,440	40,67,257	44,09,441

CLASS II
ADVERTISEMENT REVENUE—NET

(In Rs.)

Sr. No.	Name of the Paper	Year						
		1959	1960	1961	1962	1963	1964	1965
1	The Hindu Daily, Madras	73,80,076	84,79,209	97,45,436	1,11,08,592	1,29,53,175	1,37,97,220	1,47,66,955
2	Hindustan Times and Evening News, Delhi	50,85,030	61,76,836	67,10,334	77,82,357	94,75,819	1,09,99,528	1,09,59,902
3	Amrit Bazar Patrika, Daily, Calcutta ..	38,69,549	47,97,751	50,19,712	56,12,993	60,61,381	68,32,567	71,63,592

NOTE 1. The revenue figures for "Hindu Daily" include the revenue of circulation and advertisement for all the publications for the years 1959 to 1961, from 1962 to 1965 the figures pertain to only for "The Hindu".

2. In item 2, figures of revenue for "Hindustan Times and Evening News" are combined for the years 1959 to 1962, from 1963 to 1965 the revenue figures are of Hindustan Times only.

CLASS I
CIRCULATION REVENUE—NET

(In Rs.)

Sr. No.	Name of the Paper	Year						
		1959	1960	1961	1962	1963	1964	1965
1	Times of India, Economic Times and Evening News, Bombay .. ..	..	..	..	..	65,30,808	67,16,363	72,01,497
2	Nav Bharat Times and Maharashtra Times, Bombay .. ..	..	..	..	..	26,39,205	27,24,551	30,04,686
3	Times of India, Delhi .. ..	..	..	..	..	17,15,177	18,36,999	18,59,913
4	The Statesman, Calcutta and Delhi ..	40,75,681	45,47,262	47,68,084	49,71,546	53,25,987	58,06,296	63,40,432

CLASS I
ADVERTISEMENT REVENUE—NET

(In Rs.)

Sr. No.	Name of the Paper	Year						
		1959	1960	1961	1962	1963	1964	1965
1	Times of India, Economic Times and Evening News, Bombay .. ..	..	..	..	..	1,59,19,456	1,74,80,834	1,79,00,910
2	Nav Bharat Times and Maharashtra Times, Bombay .. ..	..	..	..	..	12,28,421	14,99,579	15,93,806
3	Times of India, Delhi .. ..	..	..	..	..	47,27,773	51,34,885	51,63,583
4	The Statesman; Calcutta & Delhi ..	96,01,699	1,11,09,802	1,20,79,671	1,32,09,491	1,36,55,793	1,58,29,559	1,65,03,184

3·20. From the data given above the position of class VII papers is as follows :

In the case of Navjyoti, Cutchmitra and Siasat both circulation revenue and advertisement revenue have steadily increased. In the case of Asre Jadid it shows a somewhat downward trend. Hitavada—Nagpur, Hitavada—Bhopal, Nai Dunia—Indore, Pratap, Sanmarg and Veer Arjun belonging to class VI also show gradual increase both in their circulation revenue and advertisement revenue. Sanyukta Karnatak, Janmabhoomi, Qaumi Awaz, Navajeewan and Pratap belonging to class V also show gradual increase in their circulation revenue and advertisement revenue. Only in the case of Janmabhoomi there is a downward trend in advertisement revenue. This has been attributed to the consequence of bifurcation of bilingual Bombay into two unilingual States of Maharashtra and Gujarat. But even in its case the circulation revenue has maintained an upward trend. Indian Nation, Aryavarta, Deccan Herald, Dinamani—Madurai and Tribune—Ambala and Janashakti belonging to class IV have also increased their circulation revenue. With regard to the advertisement revenue Indian Nation, Aryavarta, Deccan Herald and Tribune Ambala have shown a distinct increase. Jugantar belonging to class III has increased its circulation revenue. Free Press, Bharat Jyoti and Free Press Bulletin have not shown any increase. Advertisement revenue of all these papers, however, has gone up. The Hindu daily, Hindustan Times and Amrit Bazar Patrika belonging to class II have increased their circulation revenue and also their advertisement revenue.

3·21. As far as the future prospects of the industry are concerned it can hardly be disputed that they are bright provided the news-print and the necessary material are available. As more and more people become literate and educated the demand for newspapers would naturally increase. As the percentage of literacy in India is comparatively low, there is a good deal of scope for increase in the demand.

Nature of Demand

3·22. The nature of demand which the industry expects to secure is inelastic up to a point. If the price of a paper is increased within limits it would not make any difference to the circulation of the paper. In the same way increase in advertisement rates within limit would also not affect advertisement revenue adversely. The literate persons used to reading their paper would not easily change their habit on account of moderate rise in the price of the paper. Advertisers also would not stop giving advertisements if the rates are increased moderately. It is necessary for the newspaper establishments to find out the optimum point upto which cost of the paper and rates of advertisement can be raised.

Extent of Financial Burden

3·23. The Supreme Court has held in Express Newspaper Ltd., Vs. Union of India already referred to that the Wage Board should take into consideration burden which would fall on the establishments under the following heads:

- (1) Increase in wage bill of working journalists due to the scales of wages fixed by the Wage Board ;

- (2) extra burden due to the provisions of Act 1955 in respect of gratuity provident fund, retrenchment compensation, leave and hours of work;
- (3) burden arising out of the likely repercussions of the non-working journalist staff of the establishment due to the higher wages allowed to working journalists; and
- (4) arrears of wages payable.

As far as the burden in respect of non-journalist is concerned it can be worked out much more accurately now as a separate Wage Board for non-journalists has been constituted and a new wage scale has also been proposed for them.

3.24. In trying to find out the financial impact of the recommendations of the Board on the newspaper establishments the proper course would have been to take into consideration the working results of each unit in a newspaper establishment. All attempts made by the Board to secure accounts separately for each unit in a newspaper establishment met with no success except in a few cases. There too there was great difficulty in allocating many items of expenditure on different units in a newspaper establishments. Not only that a group found it difficult to give separate working accounts for each unit but even a multiple unit found it impossible even to allocate separately its revenue figures for units situated in two different places. This is because the general practice is to prepare consolidated accounts for all the units of a newspaper establishment. There are many items of income and expenditure where unitwise allocation was found impracticable. Besides there is a good number of common staff working for all units in a newspaper establishment. The Board, therefore, had no alternative but to examine the financial burden of its recommendations on the working results of the newspaper establishment as a whole. The following tables will show the burden which is likely to be imposed by the proposed wage scales on different newspaper establishments. The different newspaper establishments (dailies) listed in the tables below can be grouped in the different classes as per the classification of the stronger unit of the establishment on the basis of figures supplied by the establishment.

CLASS I

Serial No.	Name of the Establishment	Average net profit per year for 1963, 1964 & 1965 (Rs. in lakhs)	6% return on the paid up or subscribed capital (Rs. in lakhs)	Financial burden (approximate) on account of the implementation of the final proposals of the Wage Board for Journalists & Non-Journalists (Yearly)	
				Arrears (Rs.)	Recurring burden (Rs.)
1.	Bennet Coleman & Co., Bombay	52.12	2.51	7,40,321	14,80,642
2	Statesman Ltd., Calcutta	31.98	3.60	7,53,840	15,07,680

CLASS II

Serial No.	Name of the Establishment	Average net profit per year for 1963, 1964 & 1965 (Rs. in lakhs)	6% return on the paid up or subscribed capital (Rs. in lakhs)	Financial burden (approximate) on account of the implementation of the final proposals of the Wage Board for Journalists and Non-Journalists (Yearly)	
				Arrears (Rs.)	Recurring burden (Rs.)
1	Kasturi & Sons, Madras	19.43	2.88	3,21,320	6,42,640
2	Hindustan Times, New Delhi	31.31	0.78	4,55,913	9,11,826

CLASS III

Serial No.	Name of the Establishment	Average net profit per year for 1963, 1964 & 1965 (Rs. in lakhs)	6% return on the paid up or subscribed capital (Rs. in lakhs)	Financial burden (approximate) on account of the implementation of the final proposals of the Wage Board for Journalists and Non-Journalists (Yearly)	
				Arrears (Rs.)	Recurring burden (Rs.)
1	Amrit Bazar Patrika Private Ltd., Calcutta	9.49	0.45	5,49,572	10,99,144
2	Anand Bazar Patrika Private Ltd., Calcutta	6.39	0.60	5,77,756	11,16,804
3	Indian Express Newspaper, Bombay (including Lok Satta and Screen)	29.03	5.19	4,14,564	8,29,128
	Indian Express, Delhi					1,87,816	3,82,824
4	Jugantar Pvt. Ltd., Calcutta.	3.76	0.73	2,97,977	5,95,963
5	Indian National Press	3.79	0.73	1,94,247	4,24,056

CLASS IV

Serial No.	Name of the Establishment	Average net profit per year 1963, 1964 & 1965 (Rs. in lakhs)	6% return on the paid up or subscribed capital (Rs. in lakhs)	Financial burden (approximate) on account of the implementation of the final proposals of the Wage Board for Journalists and Non-Journalists (Yearly)	
				Arrears (Rs.)	Recurring burden (Rs.)
1	Indian Express (Madurai) Ltd., Madurai.				
2	Do. Bangalore	11.51	0.24	Nil	8,55,840
3	Do. Vijayawada				
4	Do. Madras				
5	Andhra Prabha Ltd. ..	6.18	0.18	Nil	1,83,636
6	The Tribune, Ambala ..	11.45	4.18	Nil	84,432
7	The Printers (Mysore) Pvt. Ltd., Bangalore.	10.04	0.58	Nil	3,48,236
8	The Sandesh Ltd., Ahmedabad	3.46	0.69	Nil	1,41,772
9	Mathrubhumi Printing & Publishing Co., Ltd.	2.11	0.14	Nil	2,64,480
10	Malayalya Manorama Co., Ltd., Kottiyam ..	0.75	0.30	Nil	2,08,704

Class V

Serial No.	Name of the Establishment	Average net profit per year for 1963, 1964 & 1965 (Rs. in lakhs)	6% return on the paid up or subscribed capital (Rs. in lakhs)	Financial burden (approximate) on account of the implementation of the proposals of the Wage Board for Journalists and Non-Journalists (Yearly)	
				Arrears (Rs.)	Recurring burden (Rs.)
1	The Daily Pratap, Delhi	2.50	0.32	<i>Nil</i>	24,888
2	Nageshwara Rao Estate Private Ltd., Madras ..	0.91	0.066	<i>Nil</i>	1,21,260
3	Associated Journals Ltd., including National Herald, Navjeevan, Quomi Awaz ..	2.12	1.53	<i>Nil</i>	6,06,768
4	Allahabad Patrika Private Ltd., Allahabad ..	0.30	0.01	<i>Nil</i>	2,52,528
5	Lokshikshan Trust, Hubli	1.50	0.06	<i>Nil</i>	1,99,128
6	Assam Bani Gauhati ..	1.40	Partnership.	<i>Nil</i>	4,200
7	Saurashtra Trust Newspapers	0.42	(Loss) *	<i>Nil</i>	1,78,548

*No capital for newspaper account.

Class VI

Serial No.	Name of the establishment	Average net profit per year for 1963, 1964 & 1965 (Rs. in lakhs)	6% return on the paid-up or subscribed capital (Rs. in lakhs)	Financial burden (approximate) on account of the implementation of the final proposals of the Wage Board for Journalists & Non-Journalists. (Yearly)	
				Arrears (Rs.)	Recurring Burden (Rs.)
1	Vir Arjun, Delhi ..	0.46 (Loss)	..	Nil	6,816
2	Shri Krishna Sandesh Pvt. Ltd. ..	0.23	0.09	..	52,104
3	Nai Dunia, Indore ..	0.37	0.04	Nil	33,516
4	Hitwad Eng. Daily, Nagpur ..	0.11	..	Nil	50,928
5	Hitwad Eng. Daily, Bhopal ..	0.11 (Loss)	..	..	26,436

CLASS VII

Serial No.	Name of the Establishment	Average net profit per year for 1963, 1964 & 1965 (Rs. in lakhs)	6% return on the paid-up or subscribed capital (Rs. in lakhs)	Financial burden (approximate) on account of the implementation of the final proposals of the Wage Board for Journalists & Non-Journalists (Yearly)	
				Arrears (Rs.)	Recurring Burden (Rs.)
1	Siasat (Urdu Daily), Hyderabad ..	0.17	Proprietary	Nil	16,596
2	Rashtra Dharma Prakashan Ltd. ..	0.14 (Loss)	0.13	Nil	1,04,432

3.25. From the analysis given above it is evident that both Bennet Coleman and Co. and Statesman are in a position to bear the burden likely to be imposed by the proposed wage scales.

3.26. Similarly establishments belonging to class II *viz.*, Kasturi and Sons, Madras and Hindustan Times, New Delhi are also in a position to bear the burden.

3.27. Establishments belonging to class III except Indian Express do not appear to be in a position to bear the burden. From the evidence which has come to the notice of the Board it appears that the management of all these papers, which are not in a position to bear the additional burden imposed by the new wage scales, is far from satisfactory. Tightening up the organisation can enable these papers to pay the higher wages without difficulty. That there is room for tightening up the organisation is evident from the evidence recorded by the Board.

3.28. As far as class IV establishments are concerned with the exception of Mathrubhumi and Malayala Manorama all the other establishments are in a position to bear the burden.

3.29. As far as class V establishments are concerned daily Pratap is in a position to bear the burden. Allahabad Patrika is a sister concern of Amrit Bazar Patrika. As far as other establishments are concerned, from the evidence given before the Board, it appears that there is room for tightening up the organisation. If that is done all these establishments will be in a position to bear the burden.

3.30. With regard to class VI information could be had only with regard to three establishments *viz.*, Veer Arjun, Shrikrishna Sandesh and Nai Dunia. Nai Dunia is in a position to bear the burden. Shri Krishna Sandesh Pvt. Ltd. and Veer Arjun are border line cases.

3.31. In respect of class VII papers information could be had in respect of only two establishments—Rashtra Dharma Prakashan Ltd. and Siasat. Siasat is in a position to bear the burden while Rashtra Dharma Prakashan Ltd., is not in a position to bear the burden.

3.32. Several establishments belonging to class VI and class VII did not furnish the requisite information in spite of persistent efforts.

3-33. The burden likely to fall on the Press Trust of India and the United News of India is as follows—

Serial No.	Name of the Establishments	Average net profit per year for 1963, 1964 & 1965 (Rs. in lakhs)	6% return on the paid-up or subscribed capital (Rs. in lakhs)	Financial Burden on Account of the implementation of the Wage Board for Journalists and Non-Journalists (Yearly)	
				Arrears (Rs.)	Recurring Burden (Rs.)
(Approximately)					
1	Press Trust of India ..	3.67	0.25	3.81 (lakhs)	6,78,000
2	United News of India .. (Loss)	0.52	0.12	Nil	40,560

3-34. As far as United News of India is concerned it is a new concern hardly 8 years old. Consequently it has still got to build up its business. As far as the Press Trust of India is concerned there is a recurring burden of Rs. 7 lakhs and the burden on account of arrears is likely to be to the tune of Rs. 4 lakhs. The average profit for 1963, 1964 and 1965 is Rs. 3.67 lakhs. The recurring deficit is about Rs. 3.5 lakhs. It should not be difficult for the Press Trust of India to make up this deficiency by increasing the rate of subscription and also by tightening up the organisation.

3-35. As far as periodicals are concerned very few periodicals have supplied information to the Board. They were given ample opportunities; but they failed to take any advantage. About four periodicals have supplied the information. Chandamama Publications Private Ltd., belonging to class III is in a position to bear the burden. Assam Bani belonging to class IV is also in a position to bear the burden. Kirloskar and Navneet belong to class V. Navneet is in a position to bear the burden. As far as Kirloskar is concerned it is a border line case; consequently with efforts it should not be difficult to make it pay.

3-36. The Board has tried to reduce the financial burden by revising the tentative proposals as the burden was too heavy for most of the units of the industry to bear. Reference can be made in this behalf to Annexure III. It may also be mentioned here that it is not possible to reduce the wage scale any further. The wage scale fixed for group VI class VII non-journalist employees belonging to factories and daily newspapers is Rs. 50 basic pay and Rs. 30 dearness allowance. The total remuneration being Rs. 80 per month. As the relation between an industrial employee and a middle class employee is in the ratio of 1 : 1.8, the remuneration of a Proof Reader amounts to Rs. 144 per

month. The Board has fixed remuneration of Rs. 145 per month. It may also be mentioned that the pay scale of a Proof Reader in a Government Printing Press in Gujarat is Rs. 142.33 per month, in Madhya Pradesh Rs. 162 and in Rajasthan Rs. 124.55 per month. The remuneration of Rs. 80 per month fixed for lowest class non-journalist employee cannot be reduced below Rs. 80 per month in the present economic conditions. The starting pay of Rs. 145 per month fixed for a Proof Reader, therefore, cannot be said to be unreasonable. The pay scales of higher groups and classes in respect of Journalists are fixed in relation to the remuneration fixed for a Proof Reader. We have kept the same differentials for Journalists which were allowed by the Wage Committee in the formation of its wage scales. There is, therefore, no room to reduce the wage scale still further.

3-37. The Board has examined the financial position of a fair cross-section of the newspaper industry giving region-wise consideration also. The Board has scrutinised the financial position of 71 dailies, 45 weeklies and periodicals and two news agencies.

Linking of Dearness Allowance to cost of living index number

3-38. Continual rise in the price of necessities of life during the past few years has generated a feeling of insecurity and concern in the minds of the employees. If the same process of rise in prices continues in future, which is not improbable, the feeling of insecurity and concern would lead to inefficiency causing the economy of the newspaper establishments to suffer adversely. The Board, therefore, is of the opinion that the dearness allowance should be linked up with the All India Average Consumer Price Index No. for working class (with 1949=100). The Board, consequently, decided that the scales of pay and dearness allowance fixed should be linked up with the average consumer price index number for the year 1965 of the All India Average Consumer Price Index Number for working class as base. The dearness allowance is to be revised every year either upwards or downwards on the basis of the average of the previous 12 months. The first revision is to be made in January 1968 as soon as average consumer price index for the year 1967 is available. If the average of the 1967 differs from the average of the year 1965 by 10 points or more upwards downwards the dearness allowance is to be revised @ 50 paise per point upwards or downwards as the case may be. The Board decided to start the revision from 1968 as the whole of 1967 is likely to be taken up for the implementation of the new wage scales.

Remuneration of Part-Time Employees

3-39. The scale of remuneration of part-time employees has also been revised as the cost of living has risen considerable since the last scale was laid down by the Wage Committee.

Age of Retirement

3-40. The Board is fully conscious of the fact that the proposal regarding the age of retirement is likely to be challenged on the ground that it does not strictly fall within the purview of the Board. The evidence recorded by the Board indicates that there is no uniform practice in respect of age of retirement.

This disparity has given rise to some dissatisfaction among the employees. Besides as the wage scales have been formulated for a period ranging from 8 to 18 years, there is apprehension in the minds of the employees that in order to avoid paying the maximum pay of the scale, newspaper establishments may take the advantage of disparate practice and retire the employees earlier. This is likely to cause great hardship to those employees who have served for a number of years. For these reasons the representatives of the employers and employees were unanimously of the opinion that there should be uniformity in respect of age of retirement in the industry and that the age retirement should be 58 years. However, a working journalist shall be continued in service upto the age of 60 years on production of fitness certificate from the District Medical Officer. In order to give full and uniform effect to the proposed wage scales the Board decided to include this provision in its proposals. It may however, be mentioned that if need be the Government may incorporate this provision in the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act by undertaking the necessary amendment.

3-41. It was also brought to the notice of the Board that the employees were retired early and again re-employed by the employers on lower salaries, thereby deriving the benefit of experienced employees on lower remuneration. It is to remedy this grievance that the Board thought it fit to provide for both uniform age of retirement and remuneration to be paid on re-employment.

3-42 The wage scale proposed by the Board is linked up with the average consumer price index number for the year 1965. As the All India Average Consumer Price Index Number has been steadily rising since then the Board thought it fit that some retrospective operation should be given to the scales of wages proposed by it. At the same time as the smaller papers are **not in a position** to bear the burden of retrospective operation it was decided by the Board that in the case of classes I, II and III of newspapers and News Agencies and class I of Periodicals wage scales should be implemented from the 1st of January 1967 and in the case of remaining classes of newspapers, news agencies and periodicals it should start from the 1st of July 1967. In order that the burden of arrear may not fall very heavily the Board also proposed that the arrears should be paid within six months in one instalment from the date of the publication of the Order of the Central Government under section 12(1) of the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act, 1955.

The proviso has also been added that if a Working Journalist's services are terminated by the employer before the arrears are paid, it would become payable immediately on such termination.

CHAPTER IV
RECOMMENDATIONS

Preliminary

4.1 *Definitions*—In the following paragraphs and in the schedule the following expression shall have the meanings assigned to them.

'Accounting Year' used with reference to a particular year shall, in the case of a newspaper establishments whose accounting year is a calendar year, mean that calendar year and shall, in the case of a newspaper establishment whose accounting year is different from the calendar year, mean that accounting year of the establishment of which more than half falls in the particular calendar year. In the case of a newspaper where accounting year starts from 1st of July, the accounting year would be the year in which the first six months fall.

Example—If the accounting year of a newspaper establishment starts from April 1st reference to the accounting year 1962 in the succeeding paragraphs shall be construed as reference to the accounting year 1962-63 of such establishment. On the other hand, if the accounting year of a newspaper establishment starts from 1st October, reference to the accounting year 1962 in these paragraphs will be construed as reference to the accounting year 1961-62 of that establishment.

'Category' means any of the kind of employees mentioned under the groups set out in paragraph 24.

'Gross Revenue' (a) In the case of a newspaper means the entire revenue earned by the establishment from one centre. In the case of a group the entire revenue of a unit is to consist of its circulation and advertisement revenue and that part of the rest of the revenue which is proportionate to its circulation and advertisement revenue. Revenue in respect of circulation and advertisement shall be taken to be the amount arrived at after deducting the commission actually allowed to the extent to which the amount of commission so allowed is reasonable. Reasonable commission should be one which is finally accepted by the Income Tax Authorities.

Provided that in a newspaper establishment in regard to the activities of other departments, which have nothing to do with the income and expenditure of the newspaper, including the depreciation on the machinery employed by the newspaper establishment, the net income of those of other departments is to be excluded from the income of the newspaper.

(b) In the case of a news-agency, means the entire revenue of the establishment by whatever sources earned by the establishment.

'Group' means two or more newspapers published by a newspaper establishment from the same centre.

'Multiple Unit' means the same newspaper published from more than one centre by a newspaper establishment.

'Chain' means more than one newspaper published by a newspaper establishment from more than one centre.

'Metropolitan centre' or 'Metropolitan City' means the city of Bombay, Calcutta, Delhi and Madras.

Classification of Newspapers and News-Agencies

4.2 For the purpose of fixation of wages of Working Journalists, newspapers and news-agencies should be classified in the manner hereinafter provided.

4.3 Classification of newspapers and news-agencies should be based on the average revenues of the three accounting years 1963, 1964 and 1965.

4.4 In the case of a newspaper or a news-agency completing two out of the aforesaid three accounting years, its classification should be determined on the basis of its average revenues for those two years.

4.5 In the case of a newspaper establishment or a news-agency which has completed only one year of the said accounting years, its classification should be determined on the basis of its revenues for that year.

4.6 The classification determined in accordance with the provisions of paragraphs 3, 4 and 5 should continue until the newspaper or news-agency is reclassified in accordance with the provisions of paragraph 22.

4.7 A newspaper establishment or news-agency started after the accounting year 1965 should be deemed to fall within the lowest class of newspapers or news-agencies and should continue to remain in that class until it is reclassified according to the provisions of paragraph 22.

4.8 If the ownership of a newspaper or a news-agency is transferred by one person to another at any time after the accounting year 1961, the provisions of paragraphs 3 to 7 should apply to such newspaper or news-agency as if the revenues of the newspaper or news-agency for the relevant accounting years under the previous owner were its revenues for those years under the new owner.

Dailies—

4.9 Daily newspapers should, subject to the provisions of the succeeding paragraphs, be classified under the following seven classes on the basis of its gross revenue:

Class	Gross Revenue
I	Rs. 200 lakhs and above.
II	Rs. 100 lakhs and above and less than Rs. 200 lakhs.
III	Rs. 50 lakhs and above and less than Rs. 100 lakhs.
IV	Rs. 25 lakhs and above and less than Rs. 50 lakhs.
V	Rs. 12½ lakhs and above and less than Rs. 25 lakhs.
VI	Rs. 5 lakhs and above and less than Rs. 12½ lakhs.
VII	Less than Rs. 5 lakhs.

4.10 If the advertisement revenue of any such newspaper not being a newspaper falling in class VII, is less than 40 per cent of its gross revenue reduced by advertisement revenue, it should be placed in the class next below that in which it would fall on the basis of its gross revenue.

Groups, Multiple Units and Chains

4.11 In the case of a multiple unit, all constituent units should be placed in the highest of the classes in which they are taken separately, would fall, under the foregoing provisions, provided that no such unit should as a result of the provisions of this paragraph be placed more than two classes above the class in which it would fall on the basis of its own revenues in accordance with the provisions of paragraph 9.

4.12 In the case of a group, English daily newspapers including the 7th day edition by whatever name it is called published from one centre by a newspaper establishment will form one unit and all India language daily newspapers published from one centre including the 7th day edition by whatever name it is called will also form one unit.

4.13 In the case of a newspaper establishment having more than one unit at one centre of publication as defined in paragraph 12 the weaker unit at that Centre will be given a weightage of two classes; if the stronger unit belongs to classes I, II and III and one class when the stronger unit belongs to classes IV, V, VI and VII newspapers.

Provided that where the weaker unit is only one class below the other unit of that centre then it will be placed in the class of the other unit.

4.14 Where a newspaper establishment publishes one newspaper from one centre and another newspaper from another centre they will be classified according to their own individual revenue. Where a newspaper forms part of a multiple or group the papers falling in these categories will be governed by the principles laid down in paras 11 and 12.

Weeklies and other Periodicals

4.15 Weeklies and other periodicals should be classified on the basis of their gross revenue as follows:

Class	Gross Revenue
I	Rs. 50 lakhs and above.
II	Rs. 25 lakhs and above and less than Rs. 50 lakhs.
III	Rs. 12½ lakhs and above and less than Rs. 25 lakhs.
IV	Rs. 5 lakhs and above and less than Rs. 12½ lakhs.
V	Rs. 2½ lakhs and above and less than Rs. 5 lakhs.
VI	Less than Rs. 2½ lakhs.

4-16 A weekly which is substantially a 7th day edition of a daily or special edition of a daily by whatever name it may be called should be deemed to be part of the daily and should be dealt with in accordance with the provisions of paragraphs 11, 12, 13 and 14.

4-17 All bi-weeklies, tri-weeklies and other periodicals should be classified on the basis of their gross revenue in accordance with the provisions of paragraph 15.

4-18 The weaker units of weeklies, fortnightlies, bi-weeklies tri-weeklies, monthlies and other periodicals forming part of a group shall be placed one class above the class to which they belong on the basis of gross revenue as per paragraph 15. In the case of multiple, principles laid down in para 11 be followed.

News-agencies

4-19 News-Agency should be classified on the basis of their gross revenue as follows:

Class	Gross Revenue
I	Rs. 200 lakhs and above.
II	Rs. 100 lakhs and above and less than Rs. 200 lakhs.
III	Rs. 50 lakhs and above and less than Rs. 100 lakhs.
IV	Rs. 25 lakhs and above and less than Rs. 50 lakhs.
V	Rs. 12½ lakhs and above and less than Rs. 25 lakhs.
VI	Rs. 5 lakhs and above and less than Rs. 12½ lakhs.
VII	Less than Rs. 5 lakhs.

4-20. Or account of P. T. I's position as a national agency, which has to cater even for top class papers it should be placed in class II so long as its gross revenue is less than Rs. 1 crore.

4-21. A foreign news-agency, that is to say, a news-agency which operates in India but whose principle office is situated outside India should be treated on par with the Press Trust of India in respect of classification.

Reclassification

4-22. It should be open either to the employer or to the employees to seek re-classification of a newspaper or newsagency at any time after the accounting year 1968 on the basis of the average revenues of the three immediately preceding accounting years provided that such reclassification should not be sought more than once in any period of three consecutive accounting years.

Classification of Areas

4-23. For the payment of dearness allowance to full time employees and monthly retainer to part-time employees, areas should be classified as follows:

Area No. I—Cities with a population of more than 10 lakhs.

Area No. II—Cities with the population of more than 5 lakhs and less than 10 lakhs.

Area No. III—Other places not included in areas I and II.

The population figures as published in the last available all India Census Report should be taken to be the figures for the purpose of the above classification.

Grouping of Working Journalists

4-24. (I) *Full Time Employees*—(a) In daily newspapers Class I, Class II and Class III:

I Editor.

IA. Resident Editor, Associate Editor, Joint Editor, Deputy Editor.

IB. Assistant Editor, News Editor, Leader Writer, Special Correspondent.

II. Chief Reporter, Deputy News Editor, Assistant News Editor, Chief Sub-Editor, Magazine Editor, Sports Editor, Commercial Editor, Film Editor, Cartoonist, Chief of Statistical Division, Chief of Research Division, Principal Correspondent in Bombay, Madras, Delhi and Calcutta accredited to a State Government Correspondent accredited to the Central Government other than a special Correspondent and other sectional or hatch heads not placed in a higher category.

IIA. Senior Sub-Editor, Senior Reporter, Senior Correspondent, Chief News Photographer.

III. Reporter, Sub-Editor, Correspondent, News Photographer, Calligraphist, Artists, Librarians and Index Assistants and all working Journalists other than those mentioned under any other group unless placed higher by the establishment.

IVA. Chief Proof Reader.

IV. Proof Reader.

(b) In Class IV daily Newspapers:

I. Editor.

IB. Assistant Editor, News Editor, Leader Writer, Special Correspondent.

II. Chief Reporter, Chief Sub-Editor, Sports Editor, Commercial Editor, Cartoonist, Chief of Statistical Division, Chief of Research Division, Principal Correspondent in Bombay, Madras, Delhi and Calcutta accredited to a State Government and Correspondent accredited to Central Government other than a special Correspondent.

III. Reporter, Sub-Editor, Correspondent, News-Photographer Calligraphist, Artist, Librarian, Index Assistant and all Working Journalists other than those mentioned under any other group unless placed higher by the establishment.

IV.A. Chief Proof Reader.

IV. Proof Reader.

(c) In Classes, V, VI and VII daily newspapers

I. Editor.

II. Assistant Editor, Leader Writer, News Editor, Special Correspondent.

IIA. Chief Sub-Editor, Chief Reporter, Principal Correspondent in a Metropolitan Centre accredited to a State Government, Correspondent accredited to the Central Government other than a Special Correspondent.

III. Reporter, Sub-Editor, Correspondent, News-Photographer, Calligraphist, Artists, Librarians and Index Assistants and all Working Journalists other than those mentioned under any other group unless placed higher by the establishment.

IV. Proof Reader.

In Weeklies and Periodicals

I. Editor.

II. Assistant Editor, Leader Writer, News Editor, Special Correspondent.

III. Reporter, Sub-Editor, Correspondent, News-Photographer, Artists, Librarians and Index Assistants and all Working Journalists, other than those mentioned under any other group unless placed higher by the establishment.

IV. Proof Reader.

News Agencies

Press Trust of India:

I. General Manager, Editor.

IA. Deputy General Manager, Chief News Editor, Manager of a Metropolitan News Bureau.

IB. News Editor, Special Correspondent, Foreign Correspondent, Chief Reporter.

II. Chief Sub-Editor, Senior Correspondent, Principal Correspondent, all those placed under the Wage Committee or National Tribunal Award of the P.T.I. under the existing IIA will be placed in this group.

IIA. Senior Reporter, Senior Sub-Editor.

III. Reporter, Correspondents and Sub-Editors, Correspondent, all Working Journalists other than those mentioned under any other group unless placed higher by the establishment.

Other News-Agencies

I. General Manager or Editor.

II. Assistant Editor, News Editor, Special Correspondent.

IIA. Senior Correspondent, Chief Reporter, Chief Sub-Editor.

III. Sub-Editor, Reporter, All Working Journalists other than those mentioned under any other group unless placed higher by the establishment.

(For functional definitions of various categories of Working Journalists see Schedule I).

II. Part Time Employees

Part time Correspondent means a person whose principal avocation is that of journalism.

4.25. It is not obligatory for a newspaper establishment to employ any or all of the categories of employees grouped above. Some of the functions may be combined.

4.26. The Principal duties performed by an employee should determine the category of such employee; neither designation nor casual or occasional work should be taken into account for such categorisation.

Remuneration

4.27. *Wages, Scales and Grades*—Working Journalists of different groups employed in different classes of newspapers and news-agencies should be paid basic pay per mensem in accordance with the following scales:

APPLICABLE IN CASE OF DAILY NEWSPAPERS AND NEWS AGENCIES

Class	Group of Employees	Scale	Years
I (Rs. 200 lakhs and above).	I	Not less than Rs. 2000 P.M.	
	IA	Rs. 1000—125—2000	.. .. (8 years)
	IB	Rs. 800—75—1100—125—1600	.. .. (8 years)
	II	Rs. 750—30—900—70—1250—125—1500	(12 years)
	IIA	Rs. 400—34—570—60—870—80—1350	(16 years)
	III	Rs. 400—32—560—48—800—75—1250	(16 years)
I	IVA	Rs. 190—10—240—28—380—35—450	(12 years)
	IV	Rs. 190—10—240—20—340—30—400	(12 years)

Class	Group of Em- ployees	Scale	Years
II	I	Not less than Rs. 1600 P.M.	
(Rs. 100 lakhs & above & less than Rs. 200 lakhs).	IA	Rs. 800-75-1100-125-1600 ..	(8 years)
	IB	Rs. 750-78-1140-120-1500 ..	(8 years)
	II	Rs. 650-40-850-70-1200-100-1400	(12 years)
	IIA	Rs. 375-34-545-55-1095-85-1350	(18 years)
	III	Rs. 375-30-525-45-975-75-1200	(18 years)
	IVA	Rs. 175-10-225-20-325-25-400	(13 years)
	IV	Rs. 175-10-225-16-305-20-365	(13 years)
III	I	Not less than Rs. 1400 P.M.	
(Rs. 50 lakhs & above & less than Rs. 100 lakhs).	IA	Rs. 700-75-1000-100-1400 ..	(8 years)
	IB	Rs. 650-70-930-80-1250 ..	(8 years)
	II	Rs. 540-40-700-55-920-70-1200	(12 years)
	IIA	Rs. 315-25-440-45-800-60-1100	(18 years)
	III	Rs. 315-25-440-40-800-50-1000	(18 years)
	IVA	Rs. 160-8-200-20-300-30-390 ..	(13 years)
	IV	Rs. 160-8-200-15-275-25-350	(13 years)
IV	I	Not less than Rs. 1,000 P.M.	
(Rs. 25 lakhs & above & less than Rs. 50 lakhs).	IB	Rs. 540-40-740-50-890-55-1000	(10 years)
	II	Rs. 440-20-520-40-680-55-900	(12 years)
	III	Rs. 215-20-315-35-560-55-725	(15 years)
	IVA	Rs. 140-7-175-18-265-25-340	(13 years)
	IV	Rs. 140-7-175-13-240-20-300	(13 years)
V	I	Not less than Rs. 700 P.M. ..	
(Rs. 12½ lakhs & above & less than Rs. 25 lakhs).	II	Rs. 425-20-525-35-700-50-800	(12 years)
	IIA	Rs. 375-16-455-33-620-40-700	(12 years)
	III	Rs. 175-15-250-30-400-35-575	(15 years)
	IV	Rs. 120-6-150-12-210-15-240	(12 years)
VI	I	Not less than Rs. 500 P.M.	
(Rs. 5 lakhs & above & less than Rs. 12½ lakhs).	II	Rs. 225-13-290-25-415-30-475	(12 years)
	IIA	Rs. 200-11-255-22-365-30-425	(12 years)
	III	Rs. 150-9-195-18-285-20-325	(12 years)
	IV	Rs. 110-5-135-11-190-15-220	(12 years)
VII	I	Not less than Rs. 400 P.M.	
(Less than Rs. 5 lakhs).	II	Rs. 180-12-240-20-340-25-390	(12 years)
	IIA	Rs. 155-11-210-20-310-25-360	(12 years)
	III;	Rs. 130-7-165-11-220-20-260 ..	(12 years)
	IV	Rs. 105-5-130-10-180-15-210	(12 years)

APPLICABLE IN THE CASE OF WEEKLIES AND PERIODICALS

Class	Group of Em- ployees	Scale	Years
I	I	Not less than Rs. 1400 P.M.	
(Rs. 50 lakhs & above & less than Rs. 100 lakhs).	IA	Rs. 700—75—1000—100—1400 ..	(8 years)
	IB	Rs. 650—70—930—80—1250 ..	(8 years)
	II	Rs. 540—40—700—55—920—70—1200	(12 years)
	IIA	Rs. 315—25—440—45—800—60—1100	(18 years)
	III	Rs. 315—35—440—40—800—50—1000	(18 years)
	IVA	Rs. 160—8—200—20—300—30—390 ..	(13 years)
	IV	Rs. 160—8—200—15—275—25—350	(13 years)
II	I	Not less than Rs. 1000 P.M.	
(Rs. 25 lakhs & above & less than Rs. 50 lakhs).	IB	Rs. 540—40—740—50—890—55—1000	(10 year)
	II	Rs. 440—20—520—40—680—55—900	(12 years)
	III	Rs. 215—20—315—35—560—55—725	(15 years)
	IVA	Rs. 140—7—175—18—265—25—340	(13 years)
	IV	Rs. 140—7—175—13—240—20—300 ..	(13 years)
III	I	Not less than Rs. 700 P.M.	
(Rs. 12½ lakhs & above and less than Rs. 25 lakhs).	II	Rs. 425—20—525—35—700—50—800	(12 years)
	IIA	Rs. 375—16—455—33—620—40—700	(12 years)
	III	Rs. 175—15—250—30—400—35—575	(15 years)
	IV	Rs. 120—6—150—12—210—15—240	(12 years)
IV	I	Not less than Rs. 500 P.M.	
(Rs. 5 lakhs & above & less than Rs. 12½ lakhs.)	II	Rs. 225—13—290—25—415—30—475	(12 years)
	IIA	Rs. 200—11—255—22—365—30—425	(12 years)
	III	Rs. 150—9—195—18—285—20—325 ..	(12 years)
	IV	Rs. 110—5—135—11—190—15—220 ..	(12 years)
V	I	Not less than Rs. 400 P.M.	
(Rs. 2½ lakhs & above & less than Rs. 5 lakhs).	II	Rs. 180—12—240—20—340—25—390 ..	(12 years)
	IIA	Rs. 155—11—210—20—310—25—360	(12 years)
	III	Rs. 130—7—166—11—220—20—280 ..	(12 years)
	IV	Rs. 105—5—130—10—180—15—210 ..	(12 years)
VI	I	Not less than Rs. 250 P.M.	
(Less) than Rs. 2½ lakhs	II	Rs. 140—7—175—13—240—20—280 ..	(12 years)
	III	Rs. 120—5—145—7—180—10—200 ..	(12 years)
	IV	Rs. 105—5—165	(12 years)

Dearness Allowance—

4.28. Dearness allowance should be paid to Working Journalists at the following rates---

Range of Basic Pay	Area		
	III	II	I
	Rs.	Rs.	Rs.
Rs. 100 to Rs. 200	40	55	70
Above Rs. 200 and upto Rs. 300	50	65	80
Above Rs. 300 and upto Rs. 400	60	75	90
Above Rs. 400 and upto Rs. 500	70	85	100
Above Rs. 500 and upto Rs. 800	85	100	110
Above Rs. 800 and upto Rs. 1200	100	115	130
Above Rs. 1200	120	140	150

4.29. The proposed scales of pay and dearness allowance is to be linked up with the average Consumer Price Index Number for the year 1965 of the All India Average Consumer Price Index Numbers for working class (with 1949 equal to 100) as base i. e. 166. The dearness allowance should be revised every year either upwards or downwards on the basis of the average of the previous 12 months. The first revision is to take place in January 1968 as soon as average Consumer Price Index Number for the year 1967 is available. If the average of the year 1967 differs from the average of the year 1965 by 10 points or more upwards or downwards the dearness allowance is to be revised at the rate of 50 paise per point upwards or downwards as the case may be. After 1968 revision is to be made every year in January on the basis of the average of the previous year as soon as the figures are available, provided the average of the 12 months differs by ten points or more from the average of the year immediately preceding the previous year. The rate of revision is to be 50 paise per point.

Remuneration of Part-Time Employees

4.30. Part-time Correspondents of Newspapers and News agencies should be paid a monthly retainer at the following rates

	Area		
	I	II	III
VII and VI	50	40	30
V	65	55	45
IV	75	65	55
III	85	75	65
II	95	85	75
I	115	105	95

For the purpose of the above table, the area applicable to a part-time correspondent should be the area in which he resides. In addition, payment should be made on column basis, the rate to be settled by mutual negotiations:

Provided that no newspaper establishment shall put any restriction on a part-time correspondent that he will not work for more than one newspaper unless he is appointed for full time.

Other Allowances

4.31. In view of the paucity of evidence on the subject, the Board recommends that the fixation of conveyance, entertainment, travelling, overseas and other allowances should be left to collective bargaining between the working journalists and the newspaper establishments concerned.

4.32. *Fitment*

1. For the purpose of fitment:

(i) Relevant dates means:

In the case of Classes I, II and III of newspapers

and News-agencies and Class I periodicals 1st of January 1967.

In case of Classes IV, V, VI and VII .. 1st of July, 1967.

In case of all others 1st of July, 1967.

(ii) The "Present Emolument" of Working Journalist shall mean his basic pay and interim relief applicable individually before the coming into operation of these recommendations.

(iii) The revised scale shall mean the scale of pay applicable as per para 27 of these recommendations.

2. If the present emolument of a working journalist is less than the revised scale, his initial pay will be brought to the level of the minimum of the revised scale.

3. In case the present emolument is higher than the minimum of the revised emolument and equal to any stage in the scale of revised emolument it will be fixed at that stage.

4. In case the present emolument is higher than the minimum revised emolument but not at level with any stage in the scale of the revised emolument then it will be brought upward to the level of nearest scale.

5. After the initial fixation of basic pay of a working journalist as set forth in paragraphs 2, 3, 4 above each working journalist shall be given one increment on the basis of each five years completed service in the group he was immediately before coming into operation of these recommendations:

Provided that in no case more than two increments shall be given; and

Provided further that by fixation of his pay in the manner suggested above no one will get more than the maximum of the revised scale.

6. A working journalist has to exercise his option for the new scale of pay within six months from the date of publication of the Government order on these recommendations.

7. The fitment of the Working Journalists as per Sub-Paras 1 to 6 will not affect his normal date of increment.

8. In no case, should the total of the existing basic pay and dearness allowance, if any, be reduced as a result of the operation of the provisions contained in these recommendations.

9. When a newspaper or news-agency is reclassified in accordance with paragraph 22, the employee should be fitted into the new scale applicable to him on his existing basic pay. When the basic pay does not coincide with a stage in the new scale, the employee should be fitted at the next higher stage when the classification goes up and at the next lower stage when the classification goes down. In the latter case, the higher existing basic pay should be protected and the difference between the existing basic pay and the pay to which he is so fitted may be absorbed in a future increment.

Miscellaneous

4.33. The interim rates of wages fixed by Government in exercise of powers conferred by sub-section (i) of section 13(A) of Working Journalists (Conditions of Service) and Miscellaneous Provisions Act, 45 of 1955 shall cease to be in operation from the date the order of the Central Government under section 12 comes into operation.

4.34. The age of retirement of a working journalist shall be 58 years. However a Working Journalist shall be continued in service upto the age of 60 years on production of fitness certificate from the District Medical Officer.

4.35. Re-employment for the same kind of work shall be on the basis of the last pay drawn by the employee at the time of retirement.

4.36. An apprentice is a person who is only a learner and not an employee in a newspaper. The period of apprenticeship shall not exceed two years.

4.37. Subject to the provisions of the standing orders applicable to a newspaper establishment a working journalist may be employed as a probationer for a period not exceeding one year during which he shall be paid basic pay not less than the minimum of the scale applicable to the class of establishment and the group in which he is a probationer along with allowances attached to the post. In case a working journalist acting as a probationer on a higher post is drawing more than the minimum pay of the higher post then he should get 10 per cent. of the minimum pay of the higher post in addition to his salary of the lower post during the probationary period.

Date of operation

4.38. These recommendations should be operative in respect of each newspaper, news-agency and periodical as from the relevant date applicable to it in accordance with paragraph 32, sub-para (1).

4.39. Total arrears payable by the newspapers or news-agencies to its working journalists as a result of retrospective operation provided in paragraph 38 should be paid in one instalment. The instalment being paid not later than six months from the date of the publication of the order of the Central Government under section 12(1) of the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act, 1955:

Provided that if the service of any working journalists are terminated by the employer before the instalment is paid the amount so payable should become due immediately on such termination.

(For details of voting see Schedule II)

CHAPTER V
MISCELLANEOUS

5-1. Now that the work of fixing the rates of wages for Working Journalist of the newspaper establishments is complete, it now remains for the Board to express its thanks to all the bodies, institutions and individuals who have rendered valuable assistance to the Board. Broadly speaking it can be stated that except periodicals and magazines all the other newspapers, their employees and also the unions have rendered full cooperation to the Board. In the case of small newspapers in the private ownership of individuals we have not been able to secure detailed financial information as most of them do not appear to maintain proper balance-sheets. Most of them follow their own system of accounting. In the case of groups, multiple and chains very few newspaper establishments maintain a separate financial account for each constituent unit. This has also caused some difficulty in assessing the financial impact of the proposed wage scale on each constituent unit. The Board, however, expresses its grateful thanks to all the newspaper establishments, their employees and the unions both of the employers and the employees for their unstinted cooperation. The Board would like to mention in particular the assistance which Indian Federation of Working Journalists, Indian and Eastern newspaper Society and Indian Languages Newspapers Association have rendered. The Board's thanks are also due to the management of the Times of India and Janma bhoomi for lending their Conference Room for holding the meetings of the Board on several occasions in Bombay.

5-2. The Board also would like to mention the name of the Secretary of the Wage Board Shri V.R. Kulkarni who has rendered valuable assistance to the Board in preparing statistical data, organising meetings, making arrangements for the stay of the members of the Board and in various other ways. Similarly the Board also would like to mention the services rendered by Shri B.L. Kothari, Investigator, Grade I, Shri V.S. Tambe, Shri P.B. Gawarikar and Shri M.B. Lodaya, Investigators, Grade II attached to the office of the Board. Mention may also be made here of Shri J.M. Mujumdar, Office Superintendent, Shri P.B. Kshirsagar and Shri K.C. Sethi, Stenographers for their services rendered to the Board.

(Sd.) G.K. SHINDE
Chairman

Subject to my minute of dissent added by me.

(Sd.) P. BRAHMAYYA
Member

(Sd.) SIDHESHWAR PRASAD
Member

Subject to the minute of dissent which I have added with this report.

5

(Sd.) K.M. MATHEW

Member

Subject to the separate minute of dissent which I have added with this report.

(Sd.) K.A. NETTAKALLAPPA

Member

Subject to the separate minute of dissent which I have added to this report.

(Sd.) L. MEENAKSHI SUNDARAM

Member

Subject to the separate minute of dissent which I have added to this report.

(Sd.) S.B. KOLPE

Member

(Sd.) V.R. KULKARNI

Secretary

SCHEDULE I
SECTION I—NEWSPAPERS

Group I

“Editor” is a person who directs and supervises the editorial sides of a newspaper.

Group I-A:

“Resident Editor” is a person who performs the functions of an Editor in a particular centre where a newspaper of a multiple unit is published.

“Associate Editor” or “Joint Editor”, or “Deputy Editor” is a person who generally assists the Editor in the performance of the work of the Editor.

Group I-B:

“Assistant Editor” is a person who regularly assists the Editor in the discharge of his duties generally in relation to comments and opinions and writes leaders and may also write other copy involving review, comment, or criticism.

“Leader Writer” is a person who regularly writes leaders and may also write other copy involving review comment or criticism.

“News Editor” is a person who co-ordinates and supervises the work of the news department and is responsible for the news content of all the editions of a newspaper.

“Special Correspondent” is a person whose duties regularly include reporting and interpreting all news of parliamentary, political and general importance as an accredited correspondent at the headquarters of the Central Government or at a foreign centre or who regularly performs similar functions in more than one State or at any other place where he is assigned as such.

Group II

“Chief Reporter” is a person who is in charge of all reporters at a centre of publications, supervises their work and also regularly reports and interprets all news of legislature, political or general importance.

“Deputy or Assistant News Editor” is a person who assists the news editor in the discharge of his duties generally.

“Chief sub-Editor” is a person who takes charge of a shift at the news desk, allocates and supervises the work of one more sub-editors and is generally responsible for the determination of news space and the general display of news in the paper or in a particular edition.

“Sports Editor” is a person in charge of the sports section of a newspaper, deals with news and views on sports and allied activities allocates and supervises the work of one or more reporters and one or more sub-editors, and is generally responsible for the determination of news space and the general display of sports news.

“Commercial Editor” is a person who deals with news and views bearing on commerce, finance, trade and industry and comments on them and allocates and supervises the work of one or more sub-editor and one or more reporters.

“Film Editor” is a person who deals with news and views bearing on films and stage and is in charge of specified columns or page on stage and screen and supervises the work of two or more working journalists.

“Magazine Editor” is a person who deals with news and views bearing on literary matters and is in charge of specified columns or page in respect of literary matters and supervises the work of two or more working journalists.

“Cartoonist” is a person who comments upon news and events through cartoons and caricatures.

“Chief of Statistical or Research Division” is a person in charge of statistical or research divisions which deals with matters bearing on commerce, finance, trade and industry in a financial paper and supervises the work of two or more working journalists.

“Chief Newsphotographer” is a person who allocates and supervises the work of one or more news-photographers.

GROUP-II A

“Dy. Chief Sub-Editor” or “Senior Sub-Editor” is a person who regularly assists the Chief Sub-Editor in the discharge of his duties and acts in his place in his absence.

“Deputy Chief Reporter” or “Senior Reporter” is a person who assists the Chief Reporter and acts in his place in his absence.

“Senior Correspondent” is a person other than special and principal correspondents and their duties include reporting on important news at the centre of publication or at any important centre other than the centre of publication unless he has an experience for a period not less than five years.

Group III

“Sub-Editor” is a person who receives, selects, shortens, summarises, elaborates, translates, edits and head-lines newsitems of all descriptions and he may do some or all the functions.

“Reporter” is a person who gathers and presents news at a particular centre

“Correspondent” is a person who gathers and dispatches by wire, post or any other means news from any centre.

“Newsphotographer” is a person who covers news events of public interest through photographs.

“Artist” is a person who prepares for publication drawing, layouts, maps, graphs or other similar embellishment, illustrations of any kind or creative art. He may do some or all of these functions.

“Calligraphist” is an artist who performs journalistic work and also calligraphs matters.

"Librarian or Index Assistant" is a person who prepares and maintains matters relating to news and views which are used as background or filled out for current stories. Persons not performing any of these functions shall not be covered.

Group IV-A

"Chief Proof-Reader" is a Proof Reader who allocates and supervises the work of one or more Proof Readers and is in charge of a shift.

Group IV

"Proof Reader" is a person who checks up printed matter of proof with editor copy to ensure strict conformity of the former with the latter. Factual discrepancies, slips of spelling, mistakes of grammar and syntax may also be discovered by him and he either corrects or gets them corrected.

SECTION II—NEWS-AGENCIES

Group I

"General Manager" is a person who is in overall charge of a news-agency.

"Deputy General Manager" is a person who assists the General Manager in the discharge of his duties.

"Editor" is a person who directs and supervises the work of the editorial side of the news-agency.

Group I-A

"Chief News Editor" is a person who is in charge of the central news desk of entire news agency and who supervises, guides and directs news services in metropolitan centres, Delhi, Calcutta, Bombay and Madras.

"Manager" of a metropolitan news bureau is a person who is in charge of the metropolitan centre other than the principal office.

Group I-B

"News Editor" is a person who is in charge of a news desk or regional news at a metropolitan centre and who supervises, directs and guides the different news services.

"Special Correspondent" is a person who is accredited to the Union Government and whose regular duties are to report news of parliamentary, political or general importance or a person in a metropolitan centre who specialises in covering news of economic importance or national or international nature.

"Foreign Correspondent" is a person stationed abroad for news covering from the country or part of the country to which he is assigned.

"Chief Reporter" is a person in a metropolitan centre who is in charge of all reporters in that centre and reports all news of legislature of political and general importance.

"Manager" of a State Capital branch who guides and directs collections of news of all types in a State Capital.

Group II

“Chief Sub-Editor” is a person in the metropolitan centre who regularly takes charge of a shift on the editorial desk and assigns and supervises the work of sub-editors.

“Senior Correspondent” is a person in a Metropolitan Centre whose regular duties are to report news of parliamentary political or general importance or a person regularly assigned to cover news of economic and commercial importance courts and national sports.

“Principal Correspondent” is a person other than the manager and who is accredited to the State Government and where there are more than one correspondent so accredited, the principal correspondent among them.

All those placed under the Wage Committee or the National Tribunal Award of the PTI under existing IIA will be placed in this group.

Group II-A

“Senior Reporter” is a person whose regular duties include reporting of State Government news or proceedings of the State Legislature.

“Senior Sub-Editor” is a person in metropolitan centre who is regularly assigned to take charge of a shift other than the main shifts on the editorial desk or whose regular duties include preparation of news despatches for special subscribers.

“Manager” of a news bureau who is in charge of a news bureau, other than at a metropolitan centre and a state capital, where more than two working journalists is stationed under him.

Group III

“Reporter” is a person who gathers and presents news at a particular centre.

“Correspondent” is a person who gathers and dispatches by wire, post or any other means news from any centre.

“Sub-Editor” is a person who receives, selects, shortens, summarises, elaborates, translates, edits and headlines newsitems of all descriptions and he may do some or all the functions.

SCHEDULE II

DETAILS OF VOTING ON THE RECOMMENDATIONS

SECTION I—RECOMMENDATIONS APPROVED UNANIMOUSLY

Para 1: Except the definition of gross revenue.

Paras 2 to 8

Para 9 Except the classification of Class I, II and III daily newspapers.

Para 16 :

Para 19 : Except the classification of Class I, II and III News agencies.

Paras 21 and 22

Para 24 : Except the grouping of Sports Editor, Commercial Editor and Chief Reporter.

Paras 25 to 31 :

Para 32 : Except sub para 1.

Paras 33 to 38

Schedule I

SECTION II—RECOMMENDATIONS APPROVED BY MAJORITY

Para 1 : *Definition of gross revenue* : Employees' representatives and Shri Brahmayya in favour and Employers representatives voted against.

Para 9 : *Classification of Class I, II and III daily newspapers*: Employers representatives and Independent members in favour and Employees representatives voted against.

Para 10 : Employers' representatives and Shri Brahmayya voted in favour while Employees' representatives voted against.

Para : 19 *Classification of Class I, II and III New agencies* : Employers' representatives and independent members voted in favour and Employees' representatives voted against.

Para 23 : Employees representatives and independent members voted in favour and Employers' representatives voted against.

Para 24 : *Gr uping of Commercial Editor, Sports Editor and Chief Reporter* Employers representative and independent members voted in favour and employees' representatives voted against.

SECTION III

RECOMMENDATIONS APPROVED BY CASTING VOTE OF THE
CHAIRMAN

Paras 11, 12, 13 and 14 : Employers' representatives with Shri Brahmayya voted in favour and Employees representatives with Shri Prasad voted against. Chairman exercised his casting vote in favour.

Para 15 : Employees representatives and Shri Sidheshwar Prasad voted in favour and Employers' representatives and Shri Brahmayya voted against. Chairman exercised his casting vote in favour.

Para 17 : Employees' representatives and Shri Sidheshwar Prasad voted in favour and Employers' representatives and Shri Brahmayya voted against. Chairman exercised his casting vote in favour.

Para 18 : Employees' representatives and Shri Sidheshwar Prasad voted in favour and Employers' representatives and Shri Brahmayya voted against. Chairman exercised his casting vote in favour.

Para 20 : Employees' representatives and Shri Sidheshwar Prasad voted in favour and Employers' representatives and Shri Brahmaya voted against. Chairman exercised his casting vote in favour.

Para 32 (1) Employers' representatives and Shri Brahmayya voted in favour Employees' representatives and Shri Prasad voted against. Chairman exercised his casting vote in favour.

Para 39 : Employers representatives and Shri Brahmayya voted in favour. Employees representatives and Shri Prasad voted against. Chairman exercised his casting vote in favour.

I

NOTE OF DISSENT OF MR. K. M. MATHEW AND MR. K. A. NETTAKALLAPPA
ON THE RECOMMENDATIONS OF THE CENTRAL WAGE BOARD FOR JOURNALIST
EMPLOYEES

On the recommendation of the Central Wage Board for Journalists, it has been our earnest desire that as far as possible, the recommendations of the Wage Board should be unanimous and all our efforts were directed towards that end. To secure that end, we gave in, on numerous occasions even though we felt that the proposals of the majority would result in some hardship. However, on certain fundamental issues, we could not agree with the views of the majority. We, therefore, have been compelled to put on record our dissent. It is quite usual in the case of Wage Board's recommendations to make them applicable only to establishments above a certain size and economic capacity. In the case of this Wage Board, even the lowest category has been brought within the purview of the recommendation, with the result that such units will not be in a position to take root or thrive.

1. In regard to the definition of term "gross revenue" we feel that Wage Board recommendations should be free from any ambiguity and capable of easy implementation so that there is no occasion for disputes later. The

proviso to clause 4-1(a) of the definition evidently makes it clear that other incomes which have nothing to do with the activities of the newspaper establishments have to be excluded. The proviso is couched in the following form:

“In a newspaper establishment, in regard to the activities of other departments, which had nothing to do with the income and expenditure of the newspaper, including the depreciation on machinery employed by the newspaper establishment, the net income of those of other departments is to be excluded from the income of the newspaper.”

The proviso will give rise to various difficulties in its implementation where no separate accounts are maintained in respect of the departments whose income is to be excluded. Disputes will arise in connection with the allocation of income in connection with those departments as generally only one account is maintained by newspaper establishments in connection with all the departments. The definition instead of bringing peace in the industry will give one more cause for dissatisfaction and dispute in the industry. When classification has to be made on the basis of gross revenue, the provision in connection therewith must be such as is easily ascertainable without any complicated calculations and apportionments. The definition must not merely be reasonable but also must be easily applicable in practice and such as would not give rise to controversy in its implementation. We feel that there is no reason to depart from the definition of gross revenue given by the Working Journalists Wage Committee (hereinafter referred to as “Wage Committee”) in its report dated 29th May 1959, after careful consideration of the matter. The Wage Committee has defined gross revenue as under :

“‘Gross Revenue’ means in the case of a newspaper, the total of its circulation revenue (including subscription revenue) and advertisement revenue.”

It is the most scientific and standard form of classifying newspapers. It represents the most practical way of dealing with the matter and is simple, precise and capable of easy implementation and such as would not itself furnish a ground for controversy and fresh disputes and so it should be adopted.

For the purpose of arriving at the ‘gross revenue’, it is provided in the majority report that “revenue in respect of circulation and advertisement, shall be taken to be the amount arrived at after deducting the commission actually allowed to the extent to which the amount of commission (is) allowed by the Income Tax authorities.”

There is no reason why the amount of commission actually paid and certified by the chartered accountant should not be accepted and the parties be asked to wait until the Income Tax authorities give a final decision in the matter. Such decision may take considerably long time. The provision is unreasonable, will delay proper classification and is dependent upon a decision of a third party, which may be subject to challenge in further proceedings, and which may take a long time before the matter is finally settled.

We consider that the safeguard of actual certificate of payment of such commission by a chartered accountant should be sufficient, particularly when the only object of such allowance is mere classification.

In case of a group, English daily newspapers form one unit and all Indian language newspapers form another unit. We feel that if the principle of wage determination rests on revenue of each newspaper, clause 4, 12 offends against the very basis of it. It will be unfair and unjust that all the Indian language newspapers should be made to constitute one unit. For example, an institution may have three Indian language newspapers in one centre with a gross revenue of 20 lakhs each so that (each one otherwise was liable to be placed in class V) will now be placed in class III in view of the total gross revenue being 60 lakhs. This would be exposing the group to unfair competition with other newspapers, which according to their individual revenue may perhaps remain in class V or lower. There is no reason why a change should have been made from the existing practice established by the Wage Committee. We are not in agreement with this recommendation of the majority and hold the view that the revenue of each individual newspaper should be considered separately and in any case all Indian language newspapers cannot and should not form one unit.

In respect of periodicals, that the burden on account of Wage Board recommendations will be found crippling by many of the publications and it is our opinion that "other periodicals" should be totally excluded. The Wage Committee in its report has observed in connection with periodicals as follows :

"In view of the paucity of evidence in respect of periodicals which are published at longer intervals than a week, the Committee did not make any recommendation regarding salaries, scales or grades for Working Journalists employed in establishments publishing such periodicals."

There was also paucity of evidence before the present Wage Board in respect of periodicals which are published at long intervals than a week, both as regards working journalists and non-journalist employees. It was not possible for the Committee to assess the effect of the recommendations of the majority of the Wage Board on the periodicals published at longer intervals than a week and to consider the question of the capacity of such periodicals to bear the burden of the wage scales and other allowances provided for non-journalist employees. The Wage Board should not have made any recommendations in connection with the same.

Capacity of the Industry to pay

The majority report has reiterated the principle that capacity of the industry to pay is a factor that should be taken into account in fixing wages. The majority of the Wage Board, however, in fixing scales of pay and other allowances to the journalist employees have in fact not given effect to the principles.

In the majority report, there is a statement showing the average net profit per year for 1963, 1964 and 1965 of various units of the industry. There is also a column showing the amount which would be liable to be paid in connection with 6 per cent return on the paid up or subscribed capital of the various units. There is another column showing the financial burden that would be imposed on the respective units on account of the implementation of the proposals of the majority of the Wage Boards for journalists and non-journalist

employees. There is a column showing the amount payable by way of arrears and a column showing the recurring burden. The amount shown as 6 per cent return on the paid-up or subscribed capital is not the only amount to be taken into account when considering the amount of profits which are available for the purpose of considering the capacity of the industry to pay. Provision has to be made for the needs of the industry. We will, however, proceed to consider the capacity of the industry to pay even on the footing that no amount is required to be provided for return on paid-up or subscribed capital and that the industry is to work on the basis that no amount was to be provided for by way of return of capital and on the footing that the only burden imposed by the majority of the Wage Board consists of the recurring burden. The average net profit of the Amrit Bazar Patrika Pvt. Ltd. is shown as Rs. 9.49 lakhs and the annual extra recurring burden imposed by reason of the recommendations of the majority is Rs. 10,99,144. The average net profit of Anand Bazar Patrika Pvt. Ltd., as shown is Rs. 6.39 lakhs and the annual extra recurring burden imposed by reason of the recommended wage scales and allowances is Rs. 11,16,804. The average net profit of Jugantar Pvt. Ltd., as shown is Rs. 3.76 lakhs and the annual extra recurring burden imposed by reason of the recommended wage scales and allowances is Rs. 5,95,963. The average net profit of the Indian National Press as shown is Rs. 3.79 lakhs and the annual extra recurring burden imposed by reason of the recommended wage scales and allowances is Rs. 4,24,056. The average net profit of Mathrubhumi Printing and Publishing Co. Ltd., as shown is Rs. 2.11 lakhs and the annual extra recurring burden imposed by reason of the recommended wage scales and allowances is Rs. 2,64,480. The average net profit of Malayala Manorama Co. Ltd., as shown is Rs. 75,000 and the annual extra recurring burden imposed by reason of the recommended wage scales and allowances is Rs. 2,08,704. The average net profit of Nageshwara Rao Estate Pvt. Ltd., Associated Journals Ltd., Allahabad Patrika Pvt. Ltd., and Lokshikshan Trust as shown is Rs. 91,000, Rs. 2,12,000, Rs. 30,000 and Rs. 1,50,000 respectively and the annual extra recurring burden imposed by reason of the recommended wage scales and allowances is Rs. 1,21,260, Rs. 6,06,768, Rs. 2,52,528 and Rs. 1,99,128 respectively. The average net profit or loss of Vir Arjun, Shri Krishna Sandhesh Pvt. Ltd., Hitawada English Daily (Nagpur) and Hitawada English Daily (Bhopal) as shown is Rs. 46,000 loss, Rs. 23,000, Rs. 11,000 and Rs. 11,000 loss and the annual extra recurring burden imposed by reason of the recommended wage scales and allowances is Rs. 6,816 Rs. 52,104, Rs. 50,928 and Rs. 26,436 respectively. The average net loss of Rashtra Dharma Prakashan Ltd., as shown is Rs. 14,000 loss and the annual extra recurring burden imposed by reason of the recommended wage scales and allowances is Rs. 1,04,432.

The wage scales are incremental wage scales and the recurring burden will increase year after year. The way in which the majority of the Wage Board has sought to justify the recommendations is by using the phrase that the industry will be in a position to pay the recommended wages by tightening their organisation. It is nowhere indicated in what manner the organisation is to be tightened up. The organisation cannot be tightened up by reduction of the staff. It has not been said what economy could be effected, in which department, so that the various newspapers referred to above can bear the burden of the new wages. So far as we are aware, no calculations were made to show what

amount the tightening up would fetch. When the capacity of the industry is to be considered and when the industry has been divided into classes, the well-settled principle which has been laid down is that before you can say that a particular class would have the capacity to bear the burden of the wages sought to be imposed, effect of such wages on a fair cross section of the class should be considered. The majority of the Wage Board has not stated which unit or units constitute a fair section of which class and how such fair section is in a position to bear the burden of the new wages fixed. The very statement which is annexed to the majority report shows that the aforesaid units do not have the capacity to pay the increased burden, that there are not available profits which could be utilised for payment of the increments in the amount of wages.

Apart from return on paid up or subscribed capital, the question of the needs of the industry has also to be considered whilst determining the capacity of the industry to bear the new burden of wages. Provision is required to be made for rehabilitation, expansion of industry, lean years and other factors. The following statement will show what would be the result of the imposition of the new burden on established newspapers set out below without making provision of return of one paisa on the paid up or subscribed capital

	Name of the establishment	Average net profit per year for 1963, 1964 and 1965	Financial burden on account of implementation of the final recommendations
(1)	(2)	(3)	(4)
Class I	Amrit Bazar Patrika Pvt. Ltd.	9.49	10,99,144
	Anand Bazar Patrika Pvt. Ltd.	6.39	11,16,804
	Jugantar Pvt. Ltd.	3.76	5,95,963
	Indian National Press	3.79	4,24,056
Class IV	Mathrubhumi Printing & Publishing Co. Ltd.	2.11	2,64,480
	Malayala Manorama Co. Ltd.	0.75	2,08,704
Class V	Nageshwara Rao Estate Pvt. Ltd.	0.91	1,21,260
	Associated Journals Ltd.	2.12	6,06,768
	Allahabad Patrika Pvt. Ltd.	0.30	2,52,528
	Lokshikshan Trust	1.50	1,99,128
Class VI	Vir Arjun	0.46 (loss)	6,816
	Shri Krishna Sandesh Pvt. Ltd.	0.23	52,104
	Hitawada English Daily (Nagpur)	0.11	50,928
	Hitawada English Daily (Bhopal)	0.11 (loss)	26,436
Class VII	Rashtra Dharma Prakashan Ltd.	0.14 (loss)	1,04,432

The result of the implementation of the recommendations of the majority would be that large number of newspapers will not be able to provide any return on capital and that they will be incurring continuous losses. The effect of it would be that by and large it would be difficult for newspapers following an independent policy to exist and they would either have to close down or depend for their existence on political or other subsidies. The crisis will develop in the industry which will result not in the welfare of labour but in the closing of various units and consequential unemployment.

This burden will increase considerably in view of the recommendation of the Wage Board to link D.A. with the cost of living index from 1st January 1968. There does not appear to be any prospect of a check on price rise and wage spiral will go on increasing with increase in prices. With the high wage scales which have been recommended by the majority, there was no need to recommend linking of D.A. with cost of living index. Initially we did not object to this recommendation, believing that the wage scales will be considerably revised and brought down from the tentative proposals when the burden of such proposals is realised. We however regret the reduction in wage scales from the tentative proposals is negligible and hence the burden of D.A. will be so heavy as to make the total wage bill beyond the means of many newspapers to bear,

'Metropolitan Centre'

In the draft recommendations the 'metropolitan centre' or 'metropolitan city' was defined as 'the city of Bombay, Calcutta, Delhi and Madras'. We are unable to understand the change incorporated later on which included in the definition of the term 'metropolitan centre' or 'metropolitan city' or 'the cities having population of 10 lakhs and over.' We see no reason for departing from this accepted principle and the proposed change in the definition will impose an undue burden on the newspaper establishments located in the cities which are now proposed to be covered under this definition. We, therefore, feel that there is no justification for changing the definition and it should stand in its original position.

P.T.I.'s position

We cannot agree with the recommendations that P.T.I.'s position should be raised and placed in class II even though, as per its revenue it should really fall in class III. We cannot agree with the recommendation as it involves certain fundamental points and is discriminatory. Having decided on classification of news agency on the basis of revenues, the majority of Wage Board chose to elevate P.T.I. by one class without any sound argument. In our opinion such a decision to elevate P.T.I. is not correct and is utterly irrational and discriminatory.

Grouping of Working Journalists

It has been agreed in principle even in the case of Wage Board for non-journalist employees that the number of groupings have to be reduced to the maximum extent possible. Having once agreed on this principle, it is rather surprising that in the case of the Working Journalists, the majority of Wage Board found it necessary to increase the number of groupings without any reasonable grounds. The Wage Committee had gone into details of the groupings

of the Working Journalists and it was not at all necessary for the majority of Wage Board to have further increased the number of groupings. We are particularly opposed to introducing new categories of senior employees like Resident Editor, Associate Editor, Chief Editor, Deputy Editor (I-A), Senior Sub-Editor, Senior Reporter, Senior Correspondent (II-A), Chief Proof Reader (IV-A). Such senior categories should be avoided as there is no necessity of increasing these categories.

So far as Press Trust of India, the groupings and categories as laid down by the Wage Committee were further endorsed by the National Tribunal while considering the groupings and categories, the same is intended to be done on more or less on a permanent basis. The re-shuffling of these now would involve great hardship on the employer and heartburning among the employees. Further it would result in anomalies and undeserved promotions.

Wages scales and grades

It will be observed from the wages scales and grades that different principles have been applied for different groups. In the first place, different spans have been prescribed for different categories of journalists. In many cases the span is longer in case of senior employees and shorter in case of junior employees, which is certainly against the accepted principles by the Tribunals. Prescribing short spans create avoidable hardships as the journalists will reach the maximum of their grade very soon and thereafter their wages stagnate for the rest of their career. We, therefore, suggest the provision of spans of not less than 15 years. We also suggest that the quantum of increments prescribed by the Wage Boards, which are very high, should be substantially reduced.

Without going into the details of anomalies in the grades prescribed, we are convinced that the grades prescribed are very high and bear no comparison with the salaries prescribed for the comparable jobs in other industries by different Industrial Tribunals.

News Agencies

The majority of the Wage Board in fixing the pay scales have in some cases even exceeded the demand made by the Federation of Working Journalists in connection with group III. The demand of the Federation was minimum of Rs. 250 and maximum of Rs. 800 while the majority of the Wage Board has fixed minimum of Rs. 375 and maximum of Rs. 1,200.

Remuneration of part-time employees

The remuneration prescribed by the Wage Board for part-time employees is very high. The suggested rise as compared to the recommendations of the previous Wage Committee are completely out of proportion and very much beyond the capacity of the industry to pay. For instance the lowest class of paper in area III was required by the previous Wage Committee to pay Rs. 10 and as against this it is required to pay Rs. 30. The increase is three-fold. Similarly in area III, the highest class of paper was to pay Rs. 25 and as against this the amount suggested by the recommendations is Rs. 95. In case of other class of newspapers in other areas the suggested rise in their remuneration is excessive and uncalled for.

We, therefore, strongly feel that the individual newspaper should not be asked to pay such high retainer fee to the part-time correspondents, who work for more than one newspaper. We, therefore, strongly suggest that the retainer fee as suggested by the Wage Board should be substantially reduced and in any case the reduction should be at least to the extent of 20 per cent.

(K. M. MATHEW)

Central Wage Board for Working Journalists

(K. A. NETTAKALLAPPA)

Central Wage Board for Working Journalists

Dated: July 2, 1967

II

MINUTE OF DISSENT BY TWO EMPLOYEES' REPRESENTATIVES ON THE WAGE BOARD FOR JOURNALISTS—SRI L. MEENAKSHI SUNDARAM AND SRI S. B. KOLPE

The Report which we have signed contains statement of facts as well as certain observations and conclusions and recommendations based thereon. We have no comments on facts except on those specifically stated in the succeeding paragraphs. With regard to certain observations, conclusions and recommendations, we have, after most anxious and careful consideration, found ourselves unable to agree not only with a large number of observations and conclusions or recommendations contained in the report but what is more important, in some respects with their approach to the following issues: (1) classification of establishment, especially the groups, multiple units and chains (2) comparable employment; (3) remuneration fixed for different categories of working journalists; (4) dearness allowance formula to link it with cost of living index; (5) pay scales of proof readers; (6) fitment (7) retrospective operation (8) criteria adopted to determine the capacity to pay of different classes of newspaper establishments.

2. The four years since the Wage Board was appointed has been a period of unprecedented prosperity for the newspaper industry as a whole and also a period of inflation with its consequent sharp rise in cost of living of all sections of wage earners. The scales and grades of pay recommended by the Board, however, do not reflect the prosperity of the industry nor do these bear any relation to the abnormal increase in cost of living. It is strange that even the tentative proposals published on October 17, 1966, adumbrating the unanimous recommendations of the Board (except no one point, where a dissent was recorded) should have been allowed to be re-opened and watered down, by majority decisions and often with the casting vote of the Chairman. It is stranger still that this should have happened to the detriment of the working journalists in all essential aspects.

M/P(N)88MofLE&R-6

3. Therefore, we do not agree with many of their conclusions and recommendations. In the circumstances, we have felt constrained to record our views in this minute of Dissent. For facility of perusal and co-relation with the main report, we propose to deal with the points or issues with which we disagree in the order in which they appear in the main report.

General Principles

4. In regard to the general principles governing the wage structure (Chapter II) it is relevant to state that the resolution of the 15th Labour Conference 1957, has laid down certain norms for wage fixation. In the words of the Supreme Court (All India Reserve Bank Employees Association case (1965-II-LLJ-p. 194) "there is much to be said for considering the need-based formula in all its implications, for it is bound to be our first step towards a living wage." In the same case, the Supreme Court also said that on the question of relating the wages of a member of the working class family to that of middle class, stated "there is no alternative but to adhere to the coefficient already established that is 80 per cent—more than that of the working class family."

5. On the factors that should be taken into consideration for proper assessment of the capacity of the industry to pay, the Supreme Court in the Ahmedabad Mill owners Association case (1966-I-LLJ-p.28) among others held, "incidentally it is the figure of gross profit which is more important because it is not disputed that wages payable to the employees are a first charge and all other liabilities take their place after the wages. . . we do not think in consideration of the financial position of the appellants in the context of dispute before us, it would be appropriate to rely unduly on the profitability ratio. . . ."

6. The net profit is invariably arrived at after all appropriations and allocations which cannot be the first charge like wages because as observed by the Supreme Court in Lipton's case, "wages stand on a somewhat different footing. Wages primarily rest on contract and are determined on a long term basis and are not necessarily dependent on profits in a particular year. Consequently, the payment of a fair wage ranks first and then come the appropriations made out of the revenues".

7. It will be seen from the above, the net profit position will not give a clear picture about the financial position of the industry. It is the gross profit that materially matters.

Gross Revenue

8. In regard to definition of gross revenue (para 3.1 of main report) the majority decision of the Board provided that the reasonable commission should be one which is finally accepted by the Income-tax authorities. It has been found that in most cases, the commission on the sale of newspapers is very as high as 38 per cent and over. Instances have come to the notice of the Board that in many cases the commission disallowed by the I. T. authorities is substantial.

9. Three more classes above the gross revenue of Rs. 50 lakhs is intended to cover big newspapers in the country. It is a common ground that these establishments have the capacity to pay higher wages. The slab is too wide to render effective relief to employees. Hence we suggest the classification as given below

for newspapers and news agencies. But the gross revenue slab now fixed is so high that only two newspaper establishments come in Class I with gross revenues above Rs. 200 lakhs. The number of establishments that fall in the gross revenue slab of Rs. 100 to Rs. 200 lakhs slab is also limited. We, therefore, suggest that this gross revenue slab should be amended as we had recommended earlier :

Class III—Rs. 50 lakhs and above and less than Rs. 80 lakhs.

Class II—Rs. 80 lakhs and above and less than Rs. 160 lakhs.

Class I—Rs. 160 lakhs and above.

The same gross revenue slabs should apply in the case of news agencies also.

10. In regard to fixing of proportion of advertisement revenue to the circulation revenue, we strongly feel that the decision of the majority is irrational and arbitrary, and not based on facts. Even the Supreme Court, while considering this issue finally held the view that "if we had been satisfied that the Board had considered this aspect of the matter, we would naturally have been reluctant to accept any challenge to the validity of the decision on the ground that the capacity to pay had not been properly considered. After all, in cases of this kind where special Boards are set up to frame wage structure this Court would normally refuse to constitute itself into a court of appeal on questions of fact."

11. Therefore, the issues that should have been considered are : the economy of language newspapers as compared to English newspapers; their price structure; the effect of typography; and the principles under which the sale price of the space are determined. Evidence was collected on all these aspects by the Board.

12. As a manufacturing industry, the newspaper industry has a product to sell—advertising space to businessmen and others; news and information to the public. In effect the industry sells space Advertisement which is only a by-product of the newspaper business and the prosperity or otherwise of a newspaper is dependent on its circulation, which is directly related to the quality of news and views published in the newspaper. It is a common business practice in the newspaper industry to adjust the selling price of the paper or the advertisement tariff suitably from time to time to meet the cost of production. Generally English newspapers publish a larger number of pages as compared to Indian language newspapers and use mechanical composing on a larger scale. The income from advertisements, therefore, is generally more than forty per cent of the circulation revenue.

13. In language newspapers, in some cases the proportion is less than 40 per cent. Their size generally ranges from four to six pages a day.

14. There is no uniformity either in the matter of fixing the selling prices of newspapers. They are just fixed to suit the economy of the establishment. The typography is such in language papers that it cannot carry more space for advertisements in the limited number of pages published by them. Selling price of the paper is an important factor in the case of language newspapers. The

number of pages in each issue is just as important a cost factor as the actual number of pages printed as also the prices charged.

15. We, therefore, strongly feel on the basis of facts disclosed before the Board that the classification of establishments should not be dependent on variable factors stated above. The fixation of selling price or advertisement tariff of newspapers are not controlled by the employees. They are dependent on the business exigencies. It should be borne in mind that it is an accepted practice in the industry to revise either the advertisement rates, or the selling prices, or to cut down the number of pages to keep the cost of production down and to increase the revenue. The majority decision on this point is not based on facts as disclosed by the evidence. Our suggestion for the deletion of para 10 of the tentative proposals should have been accepted.

Groups, Multiple Units and Chains

16. We strongly feel that in regard to classification of groups, multiple units, and chains, the arguments advanced in para 3·1 and 3·4 of the main report are erroneous and not based on facts and evidence as disclosed before the Board. They are also not based on proper appreciation of the observations of the Supreme Court in the Express Newspapers case. The observations of the Supreme Court should be considered in *toto* and portions should not have been torn out of context.

17. The burden on the establishment as a whole becomes relevant. Nowhere it has been said that the wages should be fixed on the basis of the capacity of a sub-unit in the industry. The establishment is treated as one unit. In view of the observations of the Supreme Court, it will not be fair or equitable to determine the classification on the basis of the income of a constituent unit of the establishment. Any allocation of revenue to each of the constituent units of the establishment will be arbitrary and unscientific. The advantages are many in group or multiple operations or both. In a multiple unit, though separate capital investment is necessary for each centre, editorial services like collection of news and certain features are common. A part of the material required to make up the paper is received from the main centre by teleprinter or in the form of flongs or lithoplates. Advertisement tariff is common and combined. Editions at more than one centre helps the establishment to capitalise on the goodwill of the parent edition and build up circulation with the minimum preliminary expenses or losses during the earlier period. Staff is invariably transferred from one centre to another. Publishers of multiple units get immediate advertisement revenue for the different editions by repeating the advertisements that had been booked for the original edition and charging the advertisers additionally for this purpose. The main capital investment in the case of a newspaper is on equipment and buildings. These absorb a major portion of the long-term capital. Considerable savings in the total requirements are effected when more than one newspapers are published from the same centre. The machinery and other services are fully utilised. For starting an additional newspaper from the same centre, the additional investment works out to less than one-eighth. There would be no increase in the foundry, printing, administrative and supervisory and despatch sections. Correspondents and reporting services are common. Economies come to over 70 per cent of the requirements of the second

paper. There are no additional expenses under general overheads because of the increase in the number of publications from the same centre. Distribution agents are common. The chain operations combine the advantages of both group and multiple operations. It should also be stated here that as a consequence of multiple, group, and chain operations taxes are assessed on the resultant profits and not on the profits of each paper. Expenses are met from the common fund. This also has made it possible to find money to cover the losses of new newspapers from out of the profits. None of the groups and most of the multiple units maintain separate accounts for each paper. Therefore, it has become difficult to ascertain the extent to which a successful paper subsidises another not so remunerative immediately. It has also become difficult, because of single accounts, to ascertain exactly possible managerial extravagance. There is evidence on record to show that many establishments started additional publications without investing additional capital and financing these publications from out of the current revenues of the existing publications. Such instances are innumerable. The profits of one unit or the benefits of one unit were given to other units.

18. According to Mr. G. M. Laud, a witness before the Board on behalf of the Indian Express Newspapers Ltd., "even though the journalists of the Financial Express belong to "F" class we are paying them wages prescribed for "B" class. This applies to Screen also. It is not the financial capacity which has prompted the management to treat 'F' class paper as 'B' but it is the practical exigency of avoiding discontent through different working conditions for different publications within the same organisation".

19. In the main report, these anomalies have been recognised (vide para 3-24, page 32-33). Thus it will be clear that the accounts and administration are so intermixed that any attempt to treat the unit as a separate one will be irrational and unscientific. The scheme suggested by us makes necessary provision to protect the really weaker units. The recommendation, as made in the main report would take away even the meagre advantage that would have accrued to employees in classes IV, V and VI newspapers.

New Agencies

20. In regard to classification of news agencies we wish to emphasise a few facts. There are two national news-agencies, the Press Trust of India and the United News of India.

The former, the oldest in the country, is the foremost national news agency. The membership is restricted to owners of newspapers only. Its authorised capital is Rs. 25 lakhs and the subscribed capital is only Rs. 4,17,750. At the end of 1965, its reserves and surplus totalled Rs. 5,77,618. The PTI's fixed assets (at cost less depreciation written off to date) and investments totalled 17,49,384 and current assets, loans and advances came to Rs. 26,82,173. The total depreciation written off as on December 31, 1965 was Rs. 30,60,712. The revenue of the P. T. I. in 1965 was 84,93,541. The company repaid the debentures of Rs. 10 lakhs from the current revenues at the rate of Rs. 1 lakh every year since 1954 ending with 1963. It is a common ground that the wordage sent out by the P. T. I. has risen by over 2½ times during the past decade. The total wordage now exceeds 1,00,000 a day. The General Manager of the P. T. I.,

Mr. K. S. Ramachandran, told the Board that the "quality of our service should be top class. It may also be correct for top class service, a top class emolument may be necessary. My correspondents are as good as correspondents of newspapers posted abroad. It is true that the services have been expanded. The expansion of service is a continuing process. There was opposition from the newspapers to pay higher rates of subscription but inspite of it we raised the subscription. It is not that I cannot open a branch at a centre because I do not get more money irrespective of financial consideration. Where there is a demand for service at a particular centre, provided the communications are available we have to meet the demand in public interest. It is not a correct assumption that the P. T. I. is expanding even though it has no capacity to expand. A news agency should get proper return for its service." The P. T. I.'s income in 1966 is over Rs. 92 lakhs.

21. Thus a study of the financial results of the PTI during the period taken up by the Board will reveal that it can easily pay wage scales and allowances of class I establishments.

22. It has also gone on record of the Board that PTI is capable of paying class II wages to its employees within its present resources and without incurring any loss.

23. It will not be out of place to state here in a national news agency like the PTI the stress is always on the quality of service rendered to its subscribers. Unlike newspaper establishments where there is also expenditure on newsprint, machinery etc., in a news agency, the expenditure will have to be on collection and processing and dissemination of news effectively and efficiently. Therefore, the expenditure on these items rank first and foremost charge. In an agency, there is no other expenditure of this magnitude. On this expenditure, only the income of the establishment mainly depends. Taking into consideration the increase in input of wordage into and in the output of wordage to its subscribers, the pressure and the skill of its employees are exacting. This fact has been recognised by interested parties world over and from the evidence on record it will be clear that wire services throughout the world pay equal wages as that in a top-most newspaper in a country. In America, the news agencies pay even higher.

24. Therefore, it is our contention that the agencies, particularly the national news agencies like the PTI and the UNI should pay atleast the same salary as is paid to the top-most newspaper employees in India. It has also been proved beyond doubt that the economy of a news agency is different from that of a newspaper in regard to the pattern of its income and expenditure. Therefore to treat the agencies capacity to pay on the basis of its revenue on par with that of newspapers is erroneous.

Comparable Employment

25. Comparable employment does not mean alternative employment. The main emphasis here should be on degree of skill, strain involved in the work, experience and straining required, the responsibility a working journalist is called upon to undertake, and the fatigue involved. The profession of journalism is unique and it is a class by itself. The Supreme Court has elaborately discussed the position and came to the conclusion that "working journalists

are but the vocal organs and the necessary agencies for the exercise of the right of free speech and expression". For coming to this conclusion, the Supreme Court relied on the observations of the Press Commission.

26. About proof-readers employed by newspaper establishments, the Supreme Court itself has pointed out: ".....it has to be remembered that proof-readers occupy a very important position in the editorial staff of a newspaper establishment, relying on the observations of B. Sen Gupta in his book "Journalism as a career" (page 155) and the Kemsley's Manual of Journalism (page 337). Thus a working journalist, beyond the physical qualities that are indispensable to sustain the arduous labour and the strain at times involved, and besides the manual dexterity and mechanical facility that form a necessary part of his training and equipment, who aspires to do the general mass of newspaper work cannot be truly efficient without goodly share of intelligence, sharpened by experience or without considerable education, knowledge of the world, and its affairs, quick perception, ready powers of expression, initiative, judgment or discrimination, combined with fidelity to the journal he represents and loyalty to the public he jointly serves. Therefore any attempt to compare the work of a proof reader to that of the proof reader in a Government Press or comparing other categories of journalists to any other profession will be a crude justice rendered to them. It is also anachronistic to compare a sub-editor of a newspaper to that of All India Radio. The type of work in All India Radio is different from that of the newspaper.

Pay Scales

27. At the 1965 all-India Cost of Living index level, the wages as per need based formula will be over Rs. 175 for 3 consumption units. For a worker's family of 2.25 consumption units, the industrial minimum wage will come to over Rs. 132. On the basis of 80 per cent coefficient for a middle class family, the industrial minimum wage will be over Rs. 237. As against this, the amount actually decided under the recommendations is Rs. 140, as the industrial minimum and this will be very inadequate and will not even amount to bare subsistence wage. A 10 per cent increase suggested by us will give some relief to the employees in general.

28. The peculiar characteristics of the journalistic profession were borne in mind when we suggested that the scales of pay in the tentative proposals should be revised upward by 10 per cent in maximum and minimum. The scales of pay as accepted by the majority fall short of these requirements. In the result, we find that the scales of pay suggested under our proposals will be fair and reasonable, having regard to prevailing wages in comparable employments, and are not very much higher than what are prevalent in the industry itself.

29. With regard to categorisation of working journalists in various newspapers and news agencies, several discrepancies have crept in. Categories like commercial editor, sports editor and film editor already enjoy the status of news editor and Assistant Editor and as such they should be treated on par with them instead of being placed in a category below. The Chief Reporter, whose duties are analogous to that of a special correspondent, also should be placed in the same category as was done in the tentative proposals. It is on

record that the Chief Reporter has been placed on par with that of a special correspondent by several establishments. It should be stated here that the definition of a chief reporter employed in a newspaper is different from that of the chief reporter in a news agency. The news agency definition should be adopted in the case of newspaper also.

Assessment of Capacity

30. We feel that in the main report, the overall capacity of the industry was grossly underestimated and all the factors were not given adequate consideration. The gross profit factor was not given proper weightage. In classifying the newspapers (*vide* para 3-19) only the circulation revenue and advertisement revenue was considered. The earnings of the establishment from other sources by the use of newspaper funds were not taken into account.

Prospects

31. According to the 10th annual report of the Registrar of Newspapers (published in April 1966) "the impact of growing literacy and increasing political and social consciousness among the masses has been quite pronounced on the development of the Indian Press in recent years. The general keenness of the people to keep themselves apprised of what is happening not in their immediate surroundings but also in the national and international fields has been reflected in the steadily rising numbers as well as circulation of newspapers". The rise in circulation is definitely reflected in higher consumption of newsprint year by year. Newspapers never experienced difficulty in getting their requirements to augment their circulation. The newsprint policy of the Government of India was one of gradual liberalisation every year. This will be evident from the study of the newsprint policy of the Government of India for the relevant years.

Financial Position

32. The financial position of the industry has shown substantial improvement. A fair cross section of 38 newspaper establishments, which we took up for study revealed that between 1959 and 1963 the income rose from Rs. 17,86,74,903 in 1959 to Rs. 33,95,40,596 in 1963. This came to over 90 per cent. The gross profit advanced from Rs. 2,69,34,333 to Rs. 4,61,72,516 and the net profit from Rs. 1,53,63,215 to Rs. 2,51,17,551. The paid up share capital of these establishments totalled Rs. 4,03,93,683 in 1959 and Rs. 5,19,27,141 in 1963. Out of this paid up capital, actual cash capital was only Rs. 3,91,38,538, the balance being reserves capitalised. These establishments were also able to increase the reserves and surpluses from Rs. 2,35,51,311 to Rs. 4,89,08,327 in four years. The ratio of cash capital to the total reserves capitalised and reserves and surpluses worked out to as high as 157.5 per cent. The gross block in 1959 for these establishments came to Rs. 6,83,65,847 and in 1963 to Rs. 12,87,28,142—a rise of 88.28 per cent in four years, the total depreciation and development rebate written off being Rs. 3,69,43,945 in four years. The net block value advanced by 27.63 per cent to Rs. 9,17,84,183. The net total assets of these 38 establishments moved up from Rs. 10,97,46,056 in 1959 to Rs. 15,99,44,823—a rise of 48.44 per cent in four years. Borrowings by these establishments came to Rs. 4,38,01,063 in 1959 and totalled Rs. 5,91,09,355 in 1963—a rise of only 34.93 per cent in four years. It should

be stated here that the borrowings came mainly from the owners or directors of the establishments at high rates of interest. Instead of increasing the paid up capital they generally preferred to lend money to the establishments, and the amount that is taken away by way of interest is generally substantially more than what they can get by way of fair dividend. Another peculiar feature noticed is the very same persons received high remuneration by way of salaries, allowances and perquisites. Again, we found that in certain cases huge amounts were 'lent' to owners and directors as advances and loans with no interest or at nominal rate of interest. In some cases, the moneys lent were far in excess of the amounts received. Despite these features the net worth of these establishments advanced by 57·69 per cent in four years. In most cases, the newsprint consumption actually shown is far in excess of what is actually warranted by circulation. The 'wastage' shown is excessive, and not warranted by business considerations. In many cases, particularly small newspapers, the consumption of newsprint is always boosted. This naturally reduced the gross profit considerably. Even bigger establishments are not free from these defects. The cost of newsprint constitutes the biggest single item in the outgoings of the establishment. If the print order and the actual circulation are related it is invariably found the consumption is abnormal. Some newspaper establishments were asked by us to reconcile this position. Either they did not reply or their replies were highly unsatisfactory. In one case, the income tax assessment order showed that the unaccounted quantity of newsprints was as much as 266 tonnes, the value calculated at Rs. 926 per tonne worked out to Rs. 2,50,000. In some cases, the distribution commission allowed is far in excess of the amount necessary by business considerations. All these clearly indicated that the real financial position of the industry is very healthy, and there is no justification for the fears that the industry is in a bad shape.

33. This industry has some peculiar characteristics which are not prevalent in other industries. These characteristics have a vital bearing on the question of the capacity of the industry to pay. In other industries, profit is the only motive. In the newspaper industry, from the evidence on record, it is clear there are considerable invisible gains to the owners of newspapers. Newspaper is a powerful medium as a moulder of public opinion. Evidence has come before us to show that the influence that the press can exert seems more important than profit for the owners. Leading business houses, political parties, and others control many newspapers. These invisible gains cannot be measured in terms of rupees and paise. The representatives of the Indian language newspapers association told the Board that political influence is increasing day by day on language newspapers. Besides this, the influence of capitalist and monopoly interests is also growing. It is obvious if I can control four newspapers, I shall be able to build political, social and all types of influence." This view is further strengthened by the evidence of the Indian and Eastern Newspaper Society whose representative told the Board that "if an industrialist has a paper and his policy and views are projected in the paper then it may be considered that it is a sort of gain for that particular industry, if it may be said to that extent, one gets publicity of his views he is profited. I do not have the analysis of the shareholders of our member companies, but the analysis of the Registrar should be taken as correct." This representative

agreed with the statement made by the leader of the Bharat Chamber of Commerce delegation before the Monopoly Commission. These factors also have a bearing on the capacity of the industry to pay. In effect these invisible gains should have been taken for assessment of capacity. In any event the employers should not be asked to subsidise the owners for these invisible gains.

34. The next question that comes up for consideration is "what are the prospects of the industry in future? Allied with it is the question: "What is the nature of demand which the industry expects to secure?"

35. Both from the point of view of circulation and advertisement revenue, the future is bright. Experience of the last decade clearly showed the growing demand for newspapers, particularly language newspapers. With the increase in population, growth of literacy and increased per man engaged income, the circulation of newspapers has grown. According to a study made by the President of the Indian Language Newspapers Association (which was placed before the Board) the "readership in regard to Indian language newspapers in 1956 and 1960 has been circulated at 20·83 lakhs and 34·60 lakhs. This readership in the context of the literate earning population gives a ratio of 9·2 for 1956 and 10·9 for 1960. It is also evident that the increase in circulation of Indian language newspaper is at a swifter place than of literacy because of the rise in income and increased political and social consciousness. Spread of education is another important factor with the growth of newspaper readers. During the three Plan periods there had been a substantial expansion in enrolment at all levels of education. There is, therefore, plenty of scope for increasing the revenue of the newspaper establishments. We found from the evidence on record and from the statements placed before the Board that the circulation of the paper is the key for the adjustment of advertisement rates. Specific questions were put to employers' representatives in regard to effects of changes in the selling prices and advertisement rates. Specific questions were put to employers' representatives in regard to effects of changes in the selling prices and advertisement rates of newspapers on the circulation and on the volume of advertising. These revision did not adversely affect either the circulation or the advertisement income.

36. That the future of the newspaper industry was bright was confirmed by the representative of the IENS, when he said that "the prospects for the newspaper industry are immense." Even smaller newspapers have good scope of increasing the circulation in their area.

Prospects of News Agencies

37. Regarding future prospects of news agencies, since the subscription rates of the national news agency, like the Press Trust of India is linked with the circulation of newspapers, the revenue of this establishment is bound to increase substantially with the rise in the circulation of newspapers. There is enough evidence with the Board to establish that though the Press Trust of India has been revising the subscription rates, the rates prevalent now are ad hoc and have no relation to the expanded service rendered. There is much force in the observations made by the Indian Federation of Working Journa-

lists and the Federation of the PTI Employees Union that the newspapers, themselves being the subscribers and the owners kept the subscription rates at levels which were not commensurate with the services rendered. There is enough scope to revise the rates upwards to augment the income. The Press Trust of India did not follow the method recommended by the Press Commission in the matter of fixing subscription rates payable by the newspapers. Even the National Tribunal has observed. "It does therefore seem to me that there is considerable scope for improvement in the revenue of the PTI only if the directors of the PTI were so minded". There was also no substance in the argument of the management of the PTI that "the revenues of the Press Trust of India based entirely on subscription paid by newspapers and other subscribers are inelastic. And that any increase in the rates would result in dropping of subscribers and consequent fall in the revenue." The results of the accounts of the company did not lend support to this contention. Similar fears were expressed before the First Wage Board and the Wage Committee. The observations of the National Tribunal, which hold good even now, belie these contentions. The National Tribunal said, "It will be thus seen that the PTI's plea, on which it has laid considerable emphasis, that an increase in rates does not yield a proportionate increase in revenue, has not been established. To my mind there is not the least doubt that the PTI is run for the benefits of its subscribers and that the rates which it charges them are low and capable of considerable increase."

38. The PTI is grossly undercapitalised, having only a nominal capital of Rs. 4 lakhs and that surplus revenues in the past were used up to pay off debentures. This means diversion of revenue receipts for capital expenditure. These pertinent factors this Wage Board cannot ignore lightly. As the Wage Committee rightly observed, the Agency cannot be content with engaging third rate employees on low wages as such a policy must immediately tell upon the quality of its service and consequently on the calibre of newspapers which it feeds. Even the top papers in the country rely to a large extent on the services of the national news agencies and for the maintenance of high standards they must be prepared to pay fairly and adequately. Then only the news agency will be in a position not only to retain the talent but also attract talents. The management of the PTI expected the revenue for 1966 to be between Rs. 86 and Rs. 88 lakhs. On the other hand, the actual revenue for 1966, according to the accounts of the company as disclosed to the Board was Rs. 92.29 lakhs. The revenue position of the PTI has further improved with a rise in the subscription paid by the External Affairs Ministry. It is also likely, according to the evidence before the Board, that the All India Radio will enhance its subscription charges appreciably, commensurate with the services provided by the agency. The Board has also been told that the Reuters has reduced its charges, payable by the PTI. It cannot be denied that even under the present rates of subscription, the PTI's revenue is bound to go up appreciably. By a slight adjustment or rationalisation of subscription rate structure, commensurate with the services rendered, it will not be difficult for the PTI to bear the additional burden imposed by the recommendations of this Board. As already explained, the main problem of the PTI is not only to retain the trained personnel but also attract talent. If the pay scales and allowances of the PTI

are considerable lower than the top class newspapers, then there will be migration of working journalists from the establishment. This will not be good to the institution as such. The main question that comes up for consideration is whether the burden will be heavy if the pay scales and allowances, prescribed for class I newspapers are made applicable to the PTI. From our study, it is clear that the PTI with ease can pay the wage scales and allowances prescribed for class I newspapers. But as a concession to the management of the PTI, the Board has placed it in class II. The burden cast on the PTI on account of this is only marginal. It should be stated here that there is plenty of scope to rationalise expenditure and tighten up the organisation, and thus cut down expenditure. In the case of national news agencies, so far as United News of India is concerned, though it is a new news agency, it is already paying wages which approximate to class I or II scales of pay and allowances to most of the employees. As a concession we have suggested a lower class. The burden on account of these recommendations is negligible. If the capacity of the industry to pay is assessed on the basis of these and other factors and in accordance with the provisions of the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act, the industry as a whole and the different classes of establishments will be in a position to bear easily the burden that may be caused by the revision of the tentative proposals in respect of pay scales and fixed dearness allowance by 10 per cent upwards. In view of these we do not agree with the majority decision on these matters.

39. We have found from the study of the balance sheets and profit and loss account and the Income Tax Assessment orders, that in many cases the income is suppressed and the expenditure boosted. Therefore, any reliance on the net profit as the sole basis is out of place in determination of matters of this kind.

40. We have also found that the present burden now and the recurring burden on account of the tentative proposals is over estimated in most of the cases. The immediate burden will be on account of fitment of working journalists in respective pay scales and the P.F. contribution. It has been established even on the basis of advertisement and circulation revenues only, the different classes of establishments can meet the burden with ease from out of the revenues. The Board has provided for reclassification if the revenue goes up or down. The only recurring burden that will come on establishments will be to cover cost of annual increments. Therefore it cannot be said that the recurring burden will be more than the burden, caused at the time of classification. This is the only method to calculate the recurring burden in the coming years. To say that the recurring burden will be more than the immediate burden is not a correct and proper appreciation of the facts. The maintenance of revenues at the present levels with marginal increases to cover the cost of annual increments, should be and would be adequate generally for meeting the additional burden. Even the wage committee has followed this method. In view of this and other factors we do not agree with the figures shown as recurring burden. They are excessive and not based on proper evaluation.

41. It should be stated that the classifications made were only for the purpose of assessment of the capacity and should not be deemed as final

classifications. The final classification shall depend on the gross revenue and on the method provided under the recommendations.

Dearness Allowance

42. In regard to linking of dearness allowance to the cost of living index, while we agree with the reasons given for linking it to COL we are of the view that 50 paise per point provided in the recommendations is too low and inadequate for the following reasons among others. Our suggestion is that it should be Re. 1 per point, and should be made payable from the date of operation at the Award and not from 1968 as provided. The principle object of linking the payment of dearness allowance to the cost of living index is to provide real relief for the employees when the prices of essential commodities move up. It is of course true that complete neutralisation of increase in cost of living at all levels is not feasible. With the abnormal rise in prices of essential articles and consequent rise in the cost of living index, it cannot be gainsaid that the cushion provided in wages of higher income groups vanishes. As to the standard of living of employees in the higher ranges, we do not think that is an undesirable thing in itself that middle class families maintain a better standard of living. We do not think it is a sound policy to cut down the standard of living of middle classes. At the time the wage order of the Government of India came into force in 1959, the all India consumer price index stood at 116.25. The all India consumer price index with 1949=100 as the base has shown a steady upward trend from 1958 to 1967. From 116.25 in 1958, it has risen to 200 in March 1967. Even though the working class consumer price index is not designed to measure changes in the cost of living of the middle class or higher class, it must be taken in the absence of a middle class cost of living which have taken place. The expenditure pattern according to income groups has been given in the Report on the middle class family living survey, 1958-59, conducted by the Department of Statistics, Central Statistical Organisation, Government of India. The pattern of expenditure in 1958-59, is given in statement 14, pages 90 to 92. The expenditure pattern mentioned in it prevailed in 1958-59 when the All India average consumer price index was in the region of 116. At the end of 1965, the average all India index was 166. The average for 1966 was 185. At the end of March 1967 the index was 200. The real wages of employees in middle class group have fallen because of the rise in the cost of living. It should be stated here that the Dearness Allowance paid to working journalists was not linked to the cost of living index in the Government Order of 1959. It was related to the basic pay and any rise was possible only once in four or five years. In view of this, the pay packet of the working journalists did not reflect the real wages. A study of the expenditure of pattern of different income groups in relation to prices in 1966 and 1967 will reveal that the real wages of working journalists who come from middle classes have fallen substantially. Monthly deficit expressed as a percentage of the monthly income at the end of 1965 is as follows: Income group: Rs. 100-150-84%; Rs. 150-200-75%; Rs. 200-300-46%; Rs. 300-500-42%; Rs. 500-750-33.9%; Rs. 750-1000-30.7%; Rs. 1000-1500-19.2%. As at the end of 1966: Rs. 100-150-105%; Rs. 150-200-95%; Rs. 200-300-63%; Rs. 300-500-58%; Rs. 500-750-49.1%; Rs. 750-1000-45.6% and Rs. 1000-1500-32%. However, taking into consideration the capacity of newspaper establishments in

different classes, the scales of pay and dearness allowance recommended for different categories of working journalists employed by different classes of establishments, and other relevant factors we find that the formula suggested by us—that is Re. 1 per point instead of 50 paise per point—will be equitable and fair. In many newspaper establishments where dearness allowance is already linked to the cost of living index, they will continue to retain that scheme by virtue of the provisions of the Working Journalists Act. The rates suggested by us, if applied to other establishments will be reasonable.

Part time Correspondents

43. On the question of fixing remuneration to part-time employees the role and functions of the part-time correspondents have not been properly appreciated. Our recommendations will cover only those, whose principle avocation is journalism, and are employed in or in relation to newspaper establishments. They are appointed to cover news in a particular area, and normally they are permitted to work for more than one paper, and fixed retainer fees are being paid to them. The abnormal rise in the cost of living has considerably affected them adversely. The nature of work is such that they have to cover all the news in the area in time for inclusion in the papers. In most cases, the establishments themselves stipulates that they should not represent the rival papers. They are taken to task if they miss any news items. They are given directions as to the coverage of news. Most of the correspondents have put long years of service, but their remuneration is fixed. The salaries suggested by us (but not accepted by the majority) will give them some relief.

Retrospective operation

44. In regard to retrospective operation, no reasons were given in the main report for the rejection of the proposal made by us. The burden on account of retrospective operation as disclosed by the evidence on record is not considerable or even appreciable. Even here under the tentative proposals, there was a provision for the payment of arrears in four equal half-yearly instalments, the first instalment being payable not later than six months from the date of the publication of the order. The wage board was first appointed on November 12, 1963. Though sufficient time was given to submit replies to the questionnaire, the newspaper establishments asked for extension of time and the Board gave extension of time and decided to take into consideration the replies received up to the end of September 1964. On October 22, 1964, the Board recommended the payment of interim relief to working journalists with effect from May 1, 1964. The Board decided to publish tentative proposals for comments and eliciting opinion. The tentative proposals were finalised at the meeting of the Board held in October 1966. The proposals were published on October 17, 1966 and the last date for the submission of representations on the tentative proposals was fixed to be November 30, 1966. At the time of finalising tentative proposals, it was specifically understood at the meeting that the proposals should stipulate dates of operation for different classes of establishments. The dates of operation as fixed in the proposals were: In the case of classes I, II and III of newspapers and news agencies and class I periodicals—1st January 1966; In the case of others, 1st January 1967. The Board should have finalised the recommendations in December itself. But there

were again requests from the employers for the extension of time, and the extension was granted up to January 10, 1967. The finalisation of the proposals was further delayed because of the resignation of one of the representatives of the employers towards the end of January 1967. Consequently, the Board could meet only in March 1967. In view of this, the dates fixed for January and February 1967 were changed. The meeting scheduled from March 3 to 7 could not be held for want of quorum. Though the two representatives of the employees were present along with the Chairman, one employers representative and two independent members could not attend. The meeting held in April could not finalise the recommendations. They were finalised only at the meeting held in May 1967.

45. The Government of India Order on the Report of the Working Journalists Wage Committee expired on May 29, 1962. The Board was constituted on November 12, 1963. It should be stated here that the Wage Committee, while fixing wage structure for working journalists, took into consideration the accounting years 1955, 1956 and 1957 and pointed out that "since no attempt has been made to relate the dearness allowance to any particular level of cost of living or to make it vary with changes in the cost of living it should be broadly taken that the scales of pay and dearness allowance laid down by the Committee are such as would be appropriate in the circumstances obtaining in the year of inquiry, viz. 1958-59." It is common ground that the cost of living has risen abnormally between 1958-59 and 1966. The index rose from 116 to 185 (1966 average). The index stood at 200 at the end of March 1967. The interim relief provided by the Board granted only marginal reliefs. In effect the denial of retrospective operation prior to January 1, 1967 has resulted in denial of adequate relief to working journalists.

46. From the foregoing it will be clear that the reference of the matter of wage fixation and revision was made on November 12, 1963. Normally, in accordance with the principles laid down by the Supreme Court, the decisions or recommendations are made operative from the date of reference. The original demand of the working journalists emanated from 1962. Because of some technical or other difficulties, there was delay in the constitution of the Board. The Board took a long time for reaching the conclusions. It is also in evidence that newspapers generally increased the selling prices of the newspapers in 1965 and 1966 on the ground that they have to meet additional commitment on account of the impending recommendations of the Wage Boards. It was within the knowledge of the newspaper establishments that the Wage Board might give retrospective effect to its recommendations. Taking all circumstances into account including the capacity of the establishments to pay, we suggested at the time of finalisation of the recommendations that the relevant date of operation in the case of classes I, II and III of newspapers and news agencies and class I periodicals should be 1st January 1966, in the case of IV, V and VI classes, 1st January 1967, and in the case of class VII 1st July 1967. In the voting that took place, there was a tie with the two members (two employees representatives and one independent member) were in favour of this suggestion and three against (two employers' representatives and one independent member). Normally in cases of this kind, the presiding officer votes for the retention of the status quo, that is the

provision in the tentative proposals. Our suggestion was a slight modification of the tentative proposals to provide relief to class VII establishments. It was unfortunate the Chairman should have voted in the way as he did.

47. The newspaper establishments should have known that when the Government of India appointed a wage board, the said Board would give recommendations for implementation. A prudent manager of newspaper establishments should have foreseen the effect of the reference of the matter to the Wage Boards. (*Vide* S.C. Associated Power Co. vs. Workmen—1964-1-LLJ.745). The Employers did foresee the effect of the reference and increased the selling prices and passed on the probable burden to the consumers, that is newspaper readers and advertisers. Any increase in the income by these methods, is only intended for the meeting of the commitments under the Wage Board recommendations. But in this case the position is otherwise. There is no justification for non-retention of the provision in the tentative proposals or for non-acceptance of the suggestion of employees representatives.

Fitment

48. In regard to method of fitment, the scheme as accepted by the majority did not provide any relief to employees who have put in longer years of service. The scales of pay are such that an employee when promoted will get a lower rate of increment. This anomaly has not been rectified. Similar anomalies also arise when the classification goes up. They were hard hit because of the rise in cost of living. Full justice has not also been done to provide weightage for longer years of service. It will also be equitable to ensure that the news basic pay after fitment should reflect the period of service of an employee has put in a group and should also be adequate subject to the provision that the new pay should not exceed what point to point would give him. It should also be seen that the new pay after fitment should atleast contain the difference in the rate of increment in the old and new scales. It is also evident from the representations made by the employees on the tentative proposals that the employees who have put in longer years of service have not been benefited much, and the scheme suggested by us would meet the requirements of the situation. The burden on account of this formula will be negligible. In view of this, we do not agree with the decision reached by the majority.

49. In conclusion, we wish to point out that the overall burden that may be caused by acceptance of our suggestions in the final recommendations will not be heavy on different classes of establishments, including news agencies on the basis of the assessment made by us and the Board. The indirect benefit or invisible gains the employers get by way of political, business and other influences and the inherent ability of the industry to earn more without proportionate increase in the overall cost of production will enable the establishments to meet the additional burden caused by these recommendations with ease. Many newspapers do not maintain their accounts properly. In the case of some there are reasons to suspect that the accounts are not straightforward. The Board came across cases where in spite of small circulations and small gross revenue substantial profits have been made. We strongly feel that the new scales of pay and allowances suggested by us will not only help the management in a large way to attract talent and retain it but also increase the efficiency. This will also lead to better administration.

50. We owe a word of explanation for this somewhat lengthy minute of dissent which we have decided to append to the main report. In recording our disagreement we have felt it necessary to state our own suggestions and conclusions on the basis of evidence on record.

Before we conclude we would like to express grateful thanks to the Chairman for allowing us to record our minute of dissent which will go along with the main report.

(Sd) L. MEENAKSHI SUNDARAM

(Sd.) S. B. KOLPE

III

DECISION OF THE CENTRAL WAGE BOARD FOR JOURNALIST EMPLOYEES— MINUTE OF DISSENT BY P. BRAHMAYYA

I have signed the report in the above matter subject to my minute of dissent, as below:

1. Independent Weeklies having a gross revenue of below Rs. 12,50,000 each should be excluded from the ambit of the Wage Board's decisions.
2. Other periodicals should be totally exempt from the decisions of the Board.
3. As regard the proportion of advertisement revenue to the total revenue, the Supreme Court had laid down the following principle:
"If the advertisement revenue of any such newspaper not being a newspaper falling in class VII, is less than 40 per cent of its gross revenue reduced by advertisement revenue, it should be placed in the class next below that in which it would fall on the basis of its gross revenue."

The Board has given effect to this facility or concession to newspapers. There is no reason why the same concession should not be extended to Weeklies and other periodicals.

4. The special problems of Weeklies and other periodicals should be borne in mind while considering their capacity to meet extra impositions. They are several thousands in number. Their advertisement revenue is not much. The elasticity of demand for these periodicals is poor. Their future is not bright. In the present circumstances, an average Weekly or other periodical would not be in a position to bear any extra burden on its revenue. These are the reasons for my minute of dissent contained in paras 1, 2 and 3 above.

Even as regards the daily papers, in view of the present economic conditions, one should attach the highest importance to their capacity to pay. I am anxious that our decisions should not result in crippling the finances of the newspaper industry. Viewed in this light, I am of the opinion that, generally speaking, the scales of pay (taking into consideration also the span of service and the maximum pay) are on the high side. The employees in the newspaper industry may not expect special consideration, other things remaining the same. In other words, the wage level in the general industry should be the guiding consideration for the fixation of emoluments in a particular industry, subject to special considerations, if any, on merits.

(Sd) P. BRAHMAYYA

Member.

ANNEXURE I

Statement showing the meetings of the Wage Board for Working Journalists and Attendance

Names	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	
Bombay December 1963																									
Bombay February 1964																									
New Delhi August 1964																									
Bombay September 1964																									
New Delhi October 1965																									
New Delhi March 1965																									
Bombay June 1965																									
Ahmedabad July 1965																									
Indore July 1965																									
Bombay August 1965																									
New Delhi October 1965																									
Calcutta November 1965																									
Patna December 1965																									
Hyderabad January 1966																									
Madras February 1966																									
New Delhi April 1966																									
Poona June 1966																									
Bombay July 1966																									
New Delhi August 1966																									
Indore September 1966																									
Bombay October 1966																									
Indore April 1966																									
Bombay May 1967																									
Bombay June 1967																									

Chairman

Shri G. K. Shinde	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P
-------------------	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---

Members

Shri Sidheshwar Prasad	..	P	P	A	P	P	P	P	P	P	P	A	A	P	A	P	P	P	P	P	P	P	P	P	A
Shri P. Brahmaya	..	P	A	P	P	P	P	A	A	P	P	A	A	P	P	A	A	A	P	P	P	P	P	P	P
Shri P. K. Roy	..	P	P		Resigned	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..

Shri K. A. Netta kallappa ..	A	A	P	P	A	P	P	P	P	P	P	P	P	P	A	P	P	P	P	P	P	P	P	P
Shri L. Meenakshi Sundaram ..	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P
Shri Kedar Ghosh	P	P	P	P	P	A	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	Resigned	
Shri Upendra Acha- rya			P	P	P	P	P	P	P	P	P	P	P	P	P	A	P	P	P	P	Resigned			
Shri K. M. Mathew ..																						P	P	P
Shri S. B. Kolpe ..																							P	P
<i>Secretary</i>																								
Shri V. R. Kulkar- ni	P	P	P	P	P	P	P	P	P	A	P	P	P	P	P	P	P	P	P	P	P	P	P	P

2

ANNEXURE II

List of Parties who gave Evidence before the Board

Serial No.	Name of establishment	Date of evidence	Party appeared	Designation
1	2	3	4	5
<i>Maharashtra</i>				
1	Bennet Colmn and Co.	7-6-65	Sri P. K. Roy	General Manager
2	Nagpur Times, Nagpur	8-6-65	Shri M. G. Saraf	Asstt. Manager
3	Current Weekly, Bombay	8-6-65	Shri D. F. Karaka	Editor
4	Kesari, Poona	8-6-65	Shri S. B. Nagarkar	Manager
5	The Hitvada Nagpur and Bhopal	8-6-65	Shri A. Subramaniam	General Manager
6	Blitz, Bombay	9-6-65	Shri Homy Mistry	Acting Accountant
7	Sakal, Poona	9-6-65	Shri G. G. Sathe	Officiating Manager
8	Pradeep Goa	10-6-65	Shri A. J. Shinkare	Manager
9	Jeevan Madhuri, Bombay	10-6-65	Shri Mohanlal Mehta	Editor
10	Navneet Prakashan Ltd., Bombay	10-6-65	Shri H. A. Nevatia	Chief Executive
11	Newspaper Employees Association, Nagpur	11-6-65	Shri V. S. Bhope	Secretary
12	Amrit (Marathi) Monthly and weekly Nashik	11-6-65	Shri A. D. Potnis Bapalal	Publisher
13	States People Pvt. Ltd., (Janmabhumi group) Bombay	11-6-65	Shri K. Doshi	Director in charge

14	Indian Federation of Working Journalists Bombay.	12-6-65	Shri V. N. Bhushan Rao	..	Vice President
15	Ajintha Printing Press, Aurangabad ..	6-8-65	Shri K. N. Thipse	..	Manager
16	Proof Reader, Hindi Section, Times of India, Bombay.	6-8-65	Shri R. Upadhyaya	..	Secretary
17	Indian Express Newspaper (Bombay) Ltd., Bombay.	8-8-65	Shri G. M. Laud	..	Director
18	Shri N. S. Session	10-8-65	Shri N. S. Session	..	..
19	Bombay Samachar Bombay Pvt. Ltd. ..	10-8-65	Shri M. N. Cama	..	Managing Director
20	Rashtriya Vidharbha Kamgar Sangh, Nagpur.	11-8-65	Shri S. W. Dhabe	..	President
21	Up-country Newspaper Representative Association, Bombay.	11-8-65	Shri C. H. Ramnath	..	President
22	Nagpur Kamgar Sangh, Nagpur ..	12-4-66	Shri Chauthmal Sripad Anant	..	..
<i>Gujarat</i>					
23	Sandesh Limited Group, Ahmedabad ..	13-7-65	Shri Chimanbhai Patel	..	Managing Director
24	Lok Prakashan Ltd., Ahmedabad ..	13-7-65	Shri Shantilal Shah	..	Managing Agent
25	Gujarat Mitra Tatha Gujarat Darpan, Surat.	14-7-65	Shri Praveenkant Reshamvala	..	Proprietor
26	Chakram Ahmedabad	14-7-65	Shri Trikamlal Dave	..	Accountant
27	New Prabhat Publicity Co. Ahmedabad	14-7-65	Shri G. K. Kothari	..	Partner
28	Press Kamgar Sangh, Ahmedabad ..	15-7-65	Shri D. M. Sant	..	President
29	Gujarat Journalists Union representing Saurashtra Union of Journalists Ahmedabad.	15-7-65	Shri Vasudeo Mehta	..	Member Executive
30	Jansatta Ahmedabad	10-8-65	Shri R. C. Seth	..	Partner

1	2	3	4	5
<i>Madhya Pradesh</i>				
31	Saptahik Mazdoor Sandesh, Indore ..	17-7-65	Shri Bansilal Vaid	.. Prabandhak
32	Nai Dunia, Indore	17-7-65	Shri Labhchandji	.. Partner
33	Yugdharna, Nagpur, Jabalpur, Raipur	19-7-65	Shri D. S. Gore	.. General Manager
34	Raipur News, Raipur	19-7-65	Shri Kisorilal Misra	.. Editor and Publisher
35	Indore Samachar, Indore	20-7-65	Lakhmichand Naneria	.. Partner
36	Bhopal Union of Working Journalists, Bhopal.	20-7-65	Shri D. V. Lele	.. President
37	Shramjivi Patrakar Sangh, Indore ..	20-7-65	Shri M. S. Gupta	.. President
38	Chronicle Employees Union, Bhopal ..	20-7-65	Shri B. M. Bharti	.. President
<i>Delhi</i>				
39	Hindustan Times Employees Union, New Delhi	14-10-65	Shri P. C. Batra	.. Vice President
40	Vir Arjun and Pratap Press Employees Union, New Delhi	14-10-65	Shri Surajbhan	.. General Secretary
41	Asiatic Press Clipping Service New Delhi	15-10-65	Shri Loknath	.. Proprietor
42	Hindustan Times, New Delhi ..	16-10-65	Shri G. N. Sahi	.. General Manager
43	Daily Pratap and Daily Vir Arjun, New Delhi	18-10-65	Shri K. N. Narendra	.. Proprietor

44	Nava Hindustan, New Delhi ..	18-10-65	Shri Jogendra Singh Anand ..	General Manager
45	'Patriot' Raisina Publications Private Ltd., New Delhi.	18-10-65	Shri Sitaram Gunthey ..	General Manager
46	Delhi Printing and Publishing Private Ltd., Delhi.	19-10-65	Shri P. N. Verma ..	P. A. to Managing Director
47	Delhi Union of Journalists, Delhi ..	9-4-66	Shri B. C. Saxena ..	Executive Member
48	United News of India Employees Union, All Milap Workers Union, Indian Express Employees Union and Bennet Coleman and Co. Employees Union, New Delhi.	11-4-66	Shri George Methew ..	..

West Bengal

49	Amrit Bazar Patrika Private Ltd., Calcutta.	23-11-65	Shri M. L. Ganguli ..	Joint Secretary and Advt. Manager.
50	Jugantar Private Ltd., Calcutta ..	24-11-65	Shri M. L. Ganguli ..	Public Relations Officer.
51	Amrita Publishers Pvt. Co. Ltd., Calcutta.	24-11-65	Shri M. L. Ganguli ..	Advt. Manager.
52	The Statesman Ltd., Calcutta ..	25-11-65	Shri P. T. Dastoor ..	Secretary
53	Basumati Pvt. Ltd., Calcutta ..	26-11-65	Shri D. P. Chakravarty ..	Director
54	Jan Sevak, Calcutta ..	26-11-65	Shri C. Das Gupta ..	Incharge
55	Anand Bazar Patrika Pvt. Ltd., Calcutta.	27-11-65	Shri P. N. Mukharjee ..	Industrial Relations Officer
56	Shrikrishna Sandesh Pvt. Ltd., (Sanmarg) Calcutta.	29-11-65	Shri Ramavatar Gupta ..	Director and Manager
57	Press Club, Calcutta ..	29-11-65	Shri Prasanta Sarkar ..	Secretary

1	2	3	4	5
58	Indian Journalists Association, Calcutta	29-11-65	Shri P. R. Ganguli ..	.. General Secretary
59	Anand Bazar Patrika, Hindustan Standard and Desh Employees Union, Calcutta, Statesman Clerical Staff Union, Calcutta, Statesman Employees Union, Calcutta and Statesman Employees Union, Delhi.	30-11-65	Shri T. M. Nagarajan	.. ..
60	Vishwamitra, Calcutta	2-12-65	Shri H. C. Agarwal ..	.. Partner
<i>Assam</i>				
61	Janmabhoomi and Janmabhoomi Press Jorhat	30-11-65	Shri B. Barsua ..	.. Manager
62	Assam Tribune Employees Union, Gauhati.	1-12-65	Shri G. K. Barthakur	.. Vice President
63	Assam Tribune and Assam Bani, Gauhati	1-12-65	Shri Jatindra Prasad Kata- kya.	Office Superintendent
64	Shillong Journalists Association, Shillong.	1-12-65	Shri K. C. Choudhary	.. Member
65	Assam Working Journalist Association.	5-12-65	Shri N. K. Dutta ..	.. General Secretary

Bihar

66	Asre Jadid, Patna	2-12-65	Shri Kazi Iqbal Ahmed	..	Manager
67	Jyotsana Monthly, Patna	5-12-65	Shri Shibindra Narayan	..	Proprietor
68	Sada-E-Aam, Patna	5-12-65	Shri S. Razid Haidar	..	Editor
69	Newspaper and Publications Pvt. Ltd., Patna.	6-12-65	Shri K. K. Zha ..	..	Secretary
70	Behar Journals Ltd., Patna	6-12-65	Shri Rajendra Sharma	..	Joint Manager
71	Behar Working Journalists Union, Newspaper and Publications Karmachari Union, and Behar Journals Ltd., Employees Union, Patna.	7-12-65	Shri Krishnakant Prasad	..	General Secretary

Madras

72	Andhra Patrika M/s. Nageshwararao Estate Pvt. Ltd., Madras.	12-2-66	Shri M. Cunchithapathan	..	General Manager.
73	Kasturi and Sons Ltd., Madras	14-2-66	Shri C.G.K. Reddy ..	..	Business Manager.
74	Swadeshmitran Ltd., Madras	14-2-66	Shri Venugopalan ..	..	Dy. General Manager.
75	Anandvikatan, Madras	15-2-66	Shri Venkatraman ..	..	Secretary (Administrative)
76	Kumudam and Kalkandu, Madras	15-2-66	Shri P.V. Parthsarathi	..	Publisher
77	Kalaimgal, Manjari and Kanan, Madras	15-2-66	Shri N. Ramaratnam	..	Publisher.
78	Dinamani, Thozhilalar Sangam, Madurai, Madras Press Labour Union, Madras, Swadeshmitran Employees Union, Madras.	16-2-66	Shri S.C.C. Pillai ..	..
79	Madras Union of Journalists, Madras	16-2-66	Shri S. Ramanathan	..	President.
80	Indian Express (Madurai) Ltd., Madurai	17-2-66	Shri Rammath Goenka	..	Managing Director.

1	2	3	4	5
<i>Kerala</i>				
81	Mathrubhumi Printing and Publishing Co. Ltd., Calicut.	18-2-66	Shri M.V. Gopalkrishnan	.. Secretary.
82	Malayala Manorama, Kottayam ..	18-2-66	Shri K.M. Mathew ..	.. Managing Editor.
83	Malayala Rajyam Pvt. Ltd., Quilon ..	19-2-66	Shri M.K. Raghavan Pillai	.. Manager.
84	Kerala Union of Working Journalists, Trivendram.	20-2-66	Shri K.C. Madhavkurup	.. President.
<i>Punjab</i>				
85	Tribune Trust, Ambala Cantt. ..	11-4-66	Shri P.N. Verma ..	.. Secretary.
86	Preet Lari Preet Nagar	12-4-66	Shri Navtejsingh ..	.. Owner.
87	Punjab Working Journalists Union ..	12-4-66	Shri Harish Bhanot ..	.. President.
<i>Rajasthan</i>				
88	Navjyoti, Jaipur	12-4-66	Shri Durgaprasad Chaudhari	Manager.
89	Rashtriya Press Workers Karmachari Sangh, Jaipur.	12-4-66	Shri I.M. Bapna	
90	Rajasthan Working Journalists Union, Jaipur.	12-4-66	Shri I.M. Bapna ..	.. Member Executive.
<i>Uttar Pradesh</i>				
91	Mitra Prakashan Pvt. Ltd., Allahabad ..	13-4-66	Shri B.N. Ghosh ..	.. Managing Director.

92	Associated Journals Ltd., Lucknow ..	13-4-66	Shri Umashankar Dixit ..	Managing Director.
93	Newspaper Ltd., Allahabad ..	13-4-66	Shri B.R. Mehta ..	Acting Manager.
94	U.P. Working Journalists Union ..	14-4-66	Shri Upendra Vajpayi ..	Member of the Standing Committee.
95	Uttar Pradesh Samachar Patra Karma-chari Sangh, Allahabad.	14-4-66	Shri R. Shrivastava ..	President.

Orissa

96	All Orissa Newspaper Employees Association, Cuttack.	15-4-66	Shri D.C. Mahanty.	
97	The Uttkal Journalists Association, Cuttack.	15-4-66	Shri C.S. Mahapatra.	
98	The Samaj, Cuttack	15-4-66	Shri Fakirchand Das ..	General Manager.

Andhra Pradesh

99	Siasat Daily, Secunderabad	14-6-66	Shri Abid Ali Khan ..	Owner.
100	Deccan Chronicle and Andhra Bhumi Secunderabad.	13-6-66	Shri K.A. Govindraj ..	Partner.
101	Andhra Pradesh Union of Working Journalists, Hyderabad.	16-6-66	Shri G.S. Brahmchari ..	General Secretary.

Mysore

102	Lokshikshan Trust, Hubli	14-6-66	Shri V.S. Diwakar ..	Manager.
103	Daily Pasban Urdu Daily, Bangalore ..	15-6-66	Shri H.M. Ismail Tabish ..	General Manager.
104	The Mysore Printers Pvt. Ltd., Bangalore	15-6-66	Shri I.B. Thakur ..	Additional Secretary.
105	Bangalore Newspaper Employees Union, Bangalore.	17-6-66	Shri K. Subramanya ..	General Secretary.

1	2	3	4	5
106	Kerala Newspaper Employees Federation, Calicut.	16-6-66	Shri Anand Krishanan	.. General Secretary.
107	Mysore State Journalists Association, Bangalore now known as Karnatak Union of Working Journalists, Bangalore.	17-6-66	Shri R. Shamanna	.. President.
<i>News Agencies</i>				
108	Press Trust of India, Bombay	9-8-65	Shri K.S. Ramchandran	.. Manager.
109	Federation of P.T.I. Employees Union, Bombay.	11-8-65	Shri P.K. Menon	.. General Secretary.
110	India News and Feature Alliance Delhi	19-10-65	Shri Satyajit	.. Business Manager.
111	United News of India, New Delhi	9-4-66	Shri Kuldip Naiyar	.. General Manager.
112	Reuter, New Delhi	9-4-66	Shri Peter Jackson	.. Chief Area representative.
113	Near and Far East News (Asia) Ltd., Delhi.	9-4-66	Shri Howe	.. Chief representative.
<i>Organisations of Employers and Employees</i>				
114	All India Newspaper Employees Federation, Delhi.	20-6-66	Shri Madan Fadnis	.. Secretary.
115	I.L.N.A., Bombay	9-6-65	Shri Ratilal Seth	.. General Secretary.
116	I.E.N.S., New Delhi	16-6-66	Shri P.K. Roy	.. Executive Committee member.
117	I.F.W.J.	18-6-66	Shri S.C. Banerjee	.. President.

ANNEXURE III

Comparative Statement of Financial Burden of Tentative Proposals and Final Proposals on Newspaper Establishment for Journalist and non-Journalists

Serial No.	Name of the Establishment	Total arrears payable				Recurring burden			
		As per tentative proposals for Journalists upto 1-7-67	As per final proposals for Journalists upto 1-7-67	As per tentative proposals for Non-Journalists upto 1-7-67	As per final proposals for Non-Journalists upto 1-7-67	Monthly burden as per tentative proposals on Journalists from 1-7-67	Monthly final burden for Journalists from 1-7-67	Monthly burden for Non-Journalists as per tentative proposals from 1-7-67	Monthly burden for non-Journalists as per final proposals from 1-7-67 approximate
1	2	3	4	5	6	7	8	9	10
1	Bennet Colemn and Co. Bombay	95,103	31,703	21,25,854	7,08,618	5,283	No change	1,18,103	No change
2	Statesman Ltd., Calcutta	6,841	2,280	22,54,680	7,51,560	380	No change	1,25,260	No change
3	Kasturi and Sons Madras	1,56,570	52,190	8,07,390	2,69,130	8,700	No change	44,855	No change
4	Hindustan Times, New Delhi	2,70,575	90,191	10,97,166	3,65,722	15,321	No change	60,442	No change
5	Amrit Bazar Patrika, Pvt. Ltd., Calcutta ..	1,94,586	64,892	14,54,040	4,84,680	10,810	No change	80,780 [†]	No change

1	2	3	4	5	6	7	8	9	10
6	Anand Bazar Patrika, Pvt. Ltd., Calcutta ..	2,00,754	50,663	15,81,279	5,27,093	11,153	8,443	84,245	84,624
7	Indian Express Newspapers, Bombay, (including Lok Satta and Screen)	4,21,380	1,40,460	8,22,312	2,74,104	23,410	No change	45,609	No change
8	Indian Express, Delhi ..	1,09,753	36,586	4,53,690	1,51,230	6,097	No change	25,805	No change
9	Indian Express (Madurai) Ltd., Madurai. ..								
10	Indian Express Ltd., Bangalore								
11	Indian Express Ltd., Vijaywada.	39,000	Nil	3,88,944	Nil	6,500	No change	64,824	No change
12	Indian Express Ltd., Madras								
13	Andhra Prabha Ltd., Vijaywada	9,300	Nil	82,518	Nil	1,550	No change	13,753	No change
14	The Jugantar, Pvt. Ltd., Calcutta	1,50,855	50,285	7,43,046	2,47,692	8,331	No change	41,282	No change

15	Indian National Press, Bombay—									
	Free Press ..	96,750	32,250	4,37,204	1,27,952	14,567	11,049	24,289	No change	
	Navshakti ..	1,02,136	34,045							
	Janashakti ..	63,304	Nil							
		<u>2,62,210</u>	<u>66,295</u>							
16	The Tribune, Ambala ..	10,836	Nil	31,380	Nil	1,806	No change	5,230	No change	
17	Nageshwarrao Estate, Pvt. Ltd., Madras ..	9,630	Nil	55,608	Nil	1,605	No change	9,268	8,500	
18	The Printers (Mysore), Pvt. Ltd., Bangalore ..	28,686	Nil	1,74,342	Nil	4,781	No change	24,907	No change	
19	The Sandesh Ltd., Ahme- dabad	6,768	Nil	64,208	Nil	1,128	No change	10,678	No change	
20	Matrubhumi Printing & Publishing Ltd. ..	17,490	Nil	1,14,750	Nil	2,915	No change	19,125	No change	
21	The Newspapers and Publications Pvt. Ltd., Patna	21,756	Nil	68,400	Nil	..	..	..	..
22	Associated Journals Ltd.—									
	National Herald ..	8,634	Nil	2,61,492	Nil	1,439	2,630	43,582	31,270	
	Navjeevan ..	17,550	Nil		Nil	2,925	1,740			
	Quomi Awaz ..	15,720								
		<u>41,904</u>	<u>Nil</u>			<u>2,620</u>				

1	2	3	4	5	6	7	8	9	10
23	Saurashtra Trust Hubli	18,966		1,04,682		3,161	2,979	17,447	11,900
24	Allahabad Patrika, Pvt. Ltd., Allahabad ..	14,664	Nil	1,44,144	Nil	2,444	2,144	2,40,024	19,000
25	Lokshikshan Trust, Hubli	7,944	Nil	96,162	Nil	1,324	No change	16,027	15,270
26	K. P. Nandgopal and Others—								
	Andhra Bhumi Hyderabad	13,278	Nil	23,046	Nil	2,213	1,120	3,841	2,600
	Deccan Chronicle, Hyderabad	7,200	Nil	18,702	Nil	1,200	No change	3,117	2,900
27	Assam Tribune, As. D. Gauhati	3,432	Nil	57,690	Nil	572	Nil	9,615	7,000
28	Siyasat Urdu Daily, Hyderabad	1,098	Nil	9,000	Nil	183	No change	1,500	1,200
29	Malayala Manorama Co., Ltd., Kottayam ..	7,302	Nil	1,02,300	Nil	1,217	No change	17,050	16,175
30	The Daily Pratap, Delhi	4,044	Nil	11,392	Nil	674	No change	1,892	1,400
31	Vir Arjun, Delhi ..	2,208	Nil	1,410	Nil	368	No change	235	200
32	Rashtra Dharma Prakashan Ltd., Lucknow ..	5,466	Nil	50,538	Nil	911	No change	8,423	7,800

33	Shukrishna Sandesh Pvt. Ltd.	2,052	Nil	27,000	Nil	342	No change	4,500	4,000
34	Asre Jadid, Calcutta ..	Information not received.							
35	Nav Jyoti, Ajmer and Jaipur	Information not received.							
36	Servants of India Society, Poona—								
	Hitvad E.D., Nagpur	5,328	Nil	24,336	Nil	888	No change	4,056	3,356
	Hitvad E.D., Bhopal	3,462	Nil	12,756	Nil	577	No change	2,126	1,626
37	M/s. Nai Dunia, Indore	2,160	Nil	16,398	Nil	360	No change	2,733	2,433
38	Navneet, Bombay ..	198	Nil	5,094	Nil	33	No change	849	700
39	Kirloskar Press, Poona	600	Nil	19,500	Nil	100	No change	3,250	2,850
40	Asam Bani As. Weekly, Gauhati	480	Nil	1,974	Nil	80	No change	329	270
41	The Blitz Publications Pvt. Ltd.	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
42	The Current Publications, Pvt., Ltd.	210	Nil	1,974	Nil	40	No change	329	270
43	Chandamama Publications, Pvt. Ltd., Madras	3,120	Nil	11,730	Nil	520	No change	1,955	1,800
44	United News of India ..	7,680	Nil	21,030	Nil	1,280	No change	3,505	3,100
45	Press Trust of India ..	5,43,000	1,81,000	6,00,000	2,00,000	29,000	No change	30,000	27,500

ANNEXURE IV

Statement showing the position of replies to the questionnaire issued by the Board for Working Journalists (Before due date i.e. 30-9-64)

S. No.	Name of the State	Replies from			
		Newspaper Establishments	Union of Working Journalists	Individual parties	Govt. organisations
1	2	3	4	5	6
1	Maharashtra	1. The Bombay Samachar, Bombay 2. The Nagpur Times, Nagpur	1. Federation of Press Trust of India Employees Union, Bombay.	Proof Readers Hindi News Times of India, Bombay.	..
2	West Bengal	1. Gunadabi (Socialist Unity) Calcutta. 2. Amrita Publishers Pvt. Ltd., Calcutta. 3. The Jugantar, Calcutta. 4. The Amrita Bazar Patrika Pvt. Ltd., Calcutta. 5. The Statesman, Calcutta. 6. The Mandakini, Calcutta.	1. Indian Federation of Working Journalists, Calcutta. 2. The Press Club, Calcutta	..	..
3	Madras	1. The Associated Publishers (Madras) Pvt. Ltd., Madras. 2. The Anbu, Madurai.	1. Madras Union of Journalists, Madras.	..	..
4	Uttar Pradesh	1. The Daily Jagran, Kanpur 2. The Northern India Patrika, Allahabad. 3. Associated Journals, Lucknow.	..	..	..

		4. Sanskrit Saket, Ayodhya ..				
		5. Chhatti Gari, Rendi, U.P. ..				
5	Kerala	.. 1. The Malayala Manorama, Kottayam.	..	1. Kerala Union of Working Journalists, Trivendram.	1. Shri R. Dorai Swami, Palghat 2. Shri R. S. Mohamad, Palghat.	Labour Commissioner, Govt. of Kerala, Trivandram.
6	Punjab	.. 1. The Gandhiwad, Rohtak .. 2. The Tribune, Ambala	..	1. Punjab Field Correspondents Association, Jullundur. 2. Bihar Working Journalists Union, Patna.	..	Director, Labour Bureau, Simla.
7	Bihar	..	..	..	..	..
8	Mysore	1. Mysore Sahakar Patrika, Bangalore.	..	..	..	..
9	Gujrat	.. ..	..	1. Saurashtra Union of Journalists, Rajkot 2. Gujrat Journalist Union, Ahmedabad.	..	..
10	Rajasthan	.. ..	..	1. Rajasthan Working Journalist Union, Jaipur.	..	..
11	Andhra Pradesh	1. The Daily Milap, Hyderabad	..	..	..	..
12	Assam	.. ..	..	1. The Shillong Journalists Association, Shillong.	..	..
13	Delhi Territory	1. The Indian and Eastern Newspaper Society, New Delhi. 2. Hindustan Times, New Delhi.	..	..	..	..

ANNEXURE IV

Statement showing the position of replies to the questionnaire issued by the Board for Working Journalists (After due date 30-9-64)

S. No.	Name of the State	Replies from			
		Newspaper Establishment	Union of Working Journalists	Individual parties	Govt. organisations
1	2	3	4	5	6
1	Maharashtra	1. Press Trust of India Ltd., Bombay. 2. Jam-e-Jamshed, Bombay. 3. The Indian Language Newspapers Association, Bombay. 4. The Kesari, Poona. 5. The Indian Express Newspapers (Bombay) Pvt. Ltd., Bombay. 6. The Indian National Press, Bombay. 7. The Times of India, Bombay. 8. The Sakal, Poona.	Maharashtra Union of Working Journalists, Bombay.	..	..
2	West Bengal		The Indian Journalists Association, Calcutta.	..	..
3	Madras	1. The Swadesh Mitran Ltd., Madras 2. The Indian Express (Madurai) Ltd., Madurai. 3. Madras Law Journal, Madras 4. Kasturi and Sons Ltd., Madras	..	..	..

		5. The Publishers, Kumudam and Kalkandu, Madras.			
		6. The Kalaimangal Manjari and Kanan, Madras.			
4	Uttar Pradesh	1. Newspapers Ltd., Allahabad	..	..	Dy. Labour Sec- retary, Govt. of Uttar Pradesh, Lucknow.
5	Kerala	1. The Mathrubhoomi, Calicut	..	..	..
6	Bihar	1. Newspaper and Publications Pvt. Ltd., Patna.	..	..	..
		2. The Bihar Journals Ltd., Patna			
7	Mysore	The Printers (Mysore) Pvt. Ltd., Bangalore.	..	..	..
8	Gujrat	1. Phoolchhab, Rajkot	..	..	..
9	Andhra Pradesh	1. Andhra Pradesh Ltd., Vijaywada 2. The Deccan Chronicle, Secunder- abad. 3. The Andhra Bhumi, Secunderabad 4. Andhra Pradesh, Vijayawada	..	..	Andhra Pradesh Union of Working Journalists, Hyderabad.
10	Delhi	1. The Daily Pratap, New Delhi. 2. The Daily Vir Arjun, New Delhi 3. The Eastern Economist, New Delhi 4. The Indian Express, New Delhi.	..	..
11	Orissa	1. The Samaj, Cuttack 2. Prajatantra Prachar Samity, Cuttack	..	..

ANNEXURE V

WAGE BOARD SECRETARIAT

Research and Statistical Section

1. Shri B. L. Kothari, Investigator Gr. I.
2. Shri M. B. Lodaya, Investigator Gr. II.
3. Shri P. B. Gawarikar, Investigator Gr. II.

Office Staff

4. Shri J. M. Mujumdar, Office Superintendent.
5. Shri K. C. Sethi, Stenographer.
6. Shri P. B. Kshirsagar, Stenographer.
7. Shri G. V. Dandwate, U. D. C.
8. Shri K. L. Jain, U. D. C.
9. Shri V. N. Pareek, L. D. C.
10. Shri Mohan Jhurani, L. D. C.
11. Shri A. P. Deshpande, L. D. C.
12. Shri R. S. Kapoor, L. D. C.
13. Shri P. C. Wankar, L. D. C.

CLASS IV

GOVERNMENT SERVANTS

14. Shri Mohd. Ishaque, Daftary.
15. Shri Gopalrao, Peon.
16. Shri Ramlal, Peon.
17. Shri Manual, Peon.
18. Shri Ramesh Choube.
19. Shri Mubariq Hussain, Peon.

DL 421

2,000

Price: Inland Rs. 2.40 P.—Foreign 5sh. 8d. or 87 cents.

1968

PRINTED BY THE MANAGER GOVERNMENT OF INDIA PRESS
SIMLA FOR THE MANAGER OF PUBLICATIONS CIVIL LINES DELHI