

ESTIMATES COMMITTEE 1961-62

HUNDRED AND SIXTIETH REPORT

(SECOND LOK SABHA)

MINISTRY OF INFORMATION AND BROADCASTING PART III

- I. Office of the Registrar of Newspapers for India**
- II. Research and Reference Division**
- III. Photo Division**



**LOK SABHA SECRETARIAT
NEW DELHI**

March, 1962/Phalguna, 1883 (Saka)

Price : 0.60 n.P.

LIST OF AUTHORISED AGENTS OF LOK SABHA SECRETARIAT

ANDHRA PRADESH

1. G. R. Lakshminipathy Chetty & Sons, General Merchants & News Agents, Newpet, Chandragiri, Chittoor District (Andhra Pradesh).
2. Hindustan Diary Publishers, Market Street, Secunderabad.
3. Hyderabad Book Depot, Abid Road (Gun Foundry), Hyderabad.
4. International Consultants Corporation, 48, C. Marredpally, (East), Secunderabad-3.
5. K. J. Asservadam and Sons, Cloughpet, P.O. Ongole, Guntur District (Andhra Pradesh).
6. M.S.R. Murthy & Company, Visakhapatnam.

BIHAR

9. Amar Kitab Ghar, Diagonal Road, Jamshedpur-1.
10. Book Centre, Opposite Patna College, Patna.
11. 'Jagriti,' Bhagalpur-2.

GUJARAT

12. Chanderkant Chiman Lal Vora, Law Publishers and Law Book Sellers, P.B. No. 163, 57/2, Ghandi Road, Ahmedabad.
13. Gandhi Samiriti Trust, Bhavnagar.
14. Lok Milap, District Court Road, Bhavnagar.
15. The New Order Book Company, Ellis Bridge, Ahmedabad-6.
16. Swadeshi Vastu Bhandar, Booksellers etc., Jamnagar.

KERALA

17. C. V. Venkitachala Iyer, Near Railway Station, Chalakudi.
18. International Book House, Main Road, Trivandrum.
- 18a. M. Mukanda Krishna. Nayak, Manjeshwar S.K., Cannore Distt., Kerala State.

MADHYA PRADESH

19. Modern Book House, 286, Jawahar Ganj, Jabalpur-1.
20. The National Law House, Near Indore Library, Opposite Old High Court Building, Indore.

MADRAS

21. H. M. Gopalkrishna Kone, (Shri Gopal Mahal), North Chitral Street, Madras.
22. The Kalpana Publishers, Booksellers, Trichinopoly-3.
23. The Presidency Book Supplies, 8-C, Pycroft's Road, Triplicane, Madras-5.
24. S. Krishnaswami and Company, P.O. Teppakulam, Tiruchirappalli-2.
25. (Vacant)

MAHARASHTRA

26. Charles Lambert & Company, 101, Mahatma Gandhi Road, Opposite Clock Tower, Fort, Bombay.
27. The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-1.
28. D. B. Taraporevala & Sons, Co., (P) Limited, 210, Dr. Naoroji Road, Bombay-1.
29. Deccan Book Stall, Fergusson College Road, Poona-4.

30. The Good Companions, Rasputra, Baroda.

31. The Imperial Book Depot, 266, Mahatma Gandhi Road, Poona.

32. The International Book House, Private Ltd., 9, Ash Lane, Mahatma Gandhi Road, Bombay-1.

33. The International Book Service, Deccan Gymkhana, Poona-4.

34. Minerva Book Shop, Shop No. 1/80, Netaji Subhash Road, Marine Drive, Bombay-2.

35. The New Book Company (P) Limited, Kitab Mahal, 188-90, Dr. Dadabhai Naoroji Road, Bombay.

36. The New Book Depot, Modi No. 3, Nagpur.

37. The Popular Book Depot (Registered), Lamington Road, Bombay-7.

38. Sahitya Sangam, Booksellers, 44, Lok Manyu Vastu Bhandar, Dadar, Bombay-28.

MYSORE

39. H. Venkataramiah & Sons, Vidyandhi Book Depot, New Statue Circle, Mysore.

40. Makkalapustaka Press, Balamandira, Gandhi Nagar, Bangalore-9.

41. People's Book House, Opp. Jaganmohan Palace, Mysore-1.

42. Pervaje's Book House, Koppikar Road, Hubli.

43. The S. S. Book Emporium, 'Mount Joy' Road, Basavangudi, Bangalore-4.

ORISSA

44. The Cuttack Law Times Office, Cuttack-2.

- 44a. Ekamra Vidyababan, Eastern Tower Room No.3 Bhuvanechwar-3, Orissa.

PUNJAB

45. The English Book Depot, 78, Jhoke Road, Ferozepore Cantt.
46. The Krishna Book Depot, Publishers, Booksellers, Stationery and News Agents, Main Bazar, Pathankot.
47. Minerva Book Shop, The Mall, Simla-1.
48. The New Book Depot, 76, The Mall, Simla-1.
49. (Vacant)
62. Shalig Ram & Sons, Booksellers, Madar Gate, Aligarh.
63. Universal Book Company, 20, Mahatma Gandhi Marg, Allahabad.

WEST BENGAL

64. Firma K. L. Mukhopadhyay, 6/1A, Banchharam Akur Lane, Calcutta-12.
65. M. C. Sarkar & Sons (Private) Limited, 14, Bankim Chatterjee Street, Calcutta-12.
66. Thacker Spink & Company (1933) Private Ltd., 3, Esplanade East Calcutta-1.
67. W. Newman & Company Limited, 3, Old Court House Street, Calcutta.

RAJASTHAN

50. "Bookland", 663, Madar Gate, Ajmer (Rajasthan).
K. M. Agarwal & Sons, Railway Book Stall, Udaipur.
- 51a. Information Centre, Govt. of Rajasthan, Tripolia, Jaipur City, Rajasthan.

UTTAR PRADESH

52. A.H. Wheeler & Company, Private Limited, 15, Elgin Road, Allahabad.

- British Book Depot, 84, Hazaratganj, Lucknow.
- B.S. Jain & Company, 71, Abupura, Muzaffarnagar.
5. Friends Book House, M.U., Aligarh.
6. Goel Traders, 100-C, New Mandi, Muzaffarnagar.
57. Kitabistan, 17-A, Kamla Nehru Road, Allahabad.
58. Law Book Company, Sardar Patel Marg, Allahabad.
59. Laxmi Narain Agarwal, Hospital Road, Agra.
60. The Loyal Book Depot, Chhipi Tank, Meerut.
61. Mittal & Company, 85-C, New Mandi, Muzaffarnagar.

JAMMU AND KASHMIR

68. The Kashmir Book Shop, Residency Road, Srinagar, Kashmir.
69. Students Stores, Raghunath Bazar, Jammu-Tawi.

DELHI

70. Atma Ram & Sons, Kashmere Gate, Delhi-6.
71. Bahri Brothers, 188, Lajpat Rai Market, Delhi-6.
72. Bookwell, 4, Sant Naran-kari Colony, Kingsway Camp, Delhi-9.
73. The Central News Agency, 23/90, Connaught Circus, New Delhi.
74. City Book Sellers, Sohanganj Street, Delhi.
75. Dhanwantra Medical & Law Book House, 1522, Lajpat Rai Market, Delhi-6.
76. The English Book Shop, 7-L, Connaught Circus, New Delhi.
77. Freeland Publications Private Limited, II-A/16, Lajpat Nagar, New Delhi.
78. Hind Book House, 82, Jan Path, New Delhi.

79. The Imperial Publishing Company, 3, Faiz Bazar, Daryaganj, Delhi-6.

80. Jayana Book Depot, Chapparwala Kuan, Karol Bagh, New Delhi.
81. Jain Book Agency, Connaught Place, New Delhi.
82. J. M. Jaina & Brothers, Mori Gate, Delhi-6.
83. Lakshmi Book Store, 42 M.M. Janpath, New Delhi.
84. Mehra Brothers, 50-G, Kalkaji, New Delhi-19.
85. M. Gulab Singh & Sons Private Limited, Press Area, Mathura Road, New Delhi.
86. The New Book Depot, P. O. Box No. 96, Connaught Place, New Delhi.

87. Oxford Book & Stationery Company, Scindia House, Connaught Place, New Delhi-1.
88. People's Publishing House, Rani Jhansi Road, New Delhi-1.
89. Rama Krishna & Sons, 16-B, Connaught Place, New Delhi.

90. Sikh Publishing House Private Limited, 7-C, Connaught Place, New Delhi.

91. The United Book Agency, 48, Amrit Kaur Market, Paharganj, New Delhi.

- 91a. Kitab Mahal (W.D.) Private Ltd. 28, Faiz Bazar, Delhi.

MANIPUR

92. Shri N. Chaoba Singh, Newspaper Agent, Ramlal Paul High School, Annexe, Imphal, Manipur.

AGENTS IN FOREIGN COUNTRIES

U.K.

93. The Secretary, Establishment Department, The High Commission of India, India House, Aldwych, LONDON, W.C. 2.

CONTENTS

	PAGE
COMPOSITION OF THE COMMITTEE	(ii)
INTRODUCTION	(iii)
I. OFFICE OF THE REGISTRAR OF NEWSPAPERS FOR INDIA	
A. Organisation	1
B. Functions	1
II. RESEARCH AND REFERENCE DIVISION	
A. Introductory	9
B. Functions	9
C. Budget and Expenditure	9
D. Organisational set up	10
E. India—A Reference Annual	10
F. Evaluation of Five Year Plan Publicity	11
III. PHOTO DIVISION	
A. Introductory	13
B. Functions	13
C. Volume of Work	13
D. Budget and Expenditure	14
E. <i>Ad-hoc</i> Survey	15
F. Charges levied	16
G. Research in photography	17
APPENDICES:	
I. Organisational chart showing the distribution of the sanctioned strength and functions of the Office of Registrar of Newspapers for India	18
II. Statement showing the action taken against the publishers who did not submit annual statements for the years 1959 and 1960 to the Press Registrar	20
III. List of newspapers whose circulation claims were investigated by the Press Registrar	22
IV. Functions of the Research and Reference Division	26
V. Chart showing the organisational set up and the sanctioned staff strength of the Research and Reference Division	27
VI. Statement showing the number of copies of India—A reference Annual printed, sold, cost of production and income from sales and advertisements during the years 1956 to 1961	28
VII. Summary of recommendations/conclusions	29
VIII. Analysis of recommendations	34

ESTIMATES COMMITTEE
(1961-62)

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SECRETARIAT

Shri Avtar Singh Rikhy—*Deputy Secretary.*
Shri K. Ranganadham—*Under Secretary.*

INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee to submit the report on their behalf, present this Hundred and Sixtieth Report on the Ministry of Information and Broadcasting (Part III) on the subjects 'Registrar of Newspapers for India', 'Research and Reference Division' and the 'Photo Division'.

2. A statement showing the analysis of recommendations contained in this Report is also appended to the Report (Appendix VIII).

3. The Committee wish to express their thanks to the Secretary of the Ministry of Information and Broadcasting and other officers of the Ministry for placing before them the material and information that they wanted in connection with the examination of the estimates. The Committee also wish to express their thanks to the representatives of the All India Newspaper Editors Conference, New Delhi, the Indian and Eastern Newspaper Society, New Delhi and the Indian Federation of Working Journalists, New Delhi for giving evidence and making valuable suggestions to the Committee.

H. C. DASAPPA,
Chairman,
Estimates Committee.

NEW DELHI-1;
March 19, 1962/Phalgun 28, 1883 (Saka)

OFFICE OF THE REGISTRAR OF NEWSPAPERS FOR INDIA

A. Organisation

The Office of Registrar of Newspapers for India came into existence on the 1st July, 1956 pursuant to the amendment made in 1956 to the Press and Registration of Books Act, 1867 on the recommendations of the Press Commission. Its status as an attached or a subordinate office has not yet been determined pending a work study to be undertaken by the Special Reorganisation Unit of the Ministry of Finance. Meanwhile, this office is functioning directly under the Ministry of Information and Broadcasting participating in the Central Secretariat Service Scheme so far as administrative and ministerial posts are concerned. The journalistic posts in this organisation are included in the Central Information Service. An organisational chart showing the distribution of the sanctioned strength of the organisation as on 1st April, 1961 is given in Appendix I.

2. The Registrar of Newspapers (also known as the Press Registrar) is the head of the organisation. He is an officer of the Senior Administrative Grade (Rs. 1600—100—1800) of the Central Information Service and exercises the powers of a 'Head of Office'.

The Committee were informed that since 15th May, 1961, the Press Registrar had been performing the functions of the Principal Information Officer in addition to his own duties. A representative of a leading Newspapers Conference stated in evidence before the Committee that the duties of the Principal Information Officer were totally different from those of the Press Registrar. He further stated that while as a Principal Information Officer he had to get things published on behalf of the Government, as a Press Registrar he had at his command "a great deal of patronage". The representative of the Ministry who appeared before the Committee, admitted that the dual functioning was not desirable. Government were alive to this combination of appointments which was made purely as a temporary measure due to certain administrative difficulties. The Committee hope that Government will resolve the administrative difficulties at an early date and terminate the arrangement.

B. Functions

3. The functions of the Press Registrar are given in Appendix I. Broadly speaking, he is required to maintain a register of newspapers and for that purpose to obtain from the publishers such returns and statistics as might be necessary, issue certificate of registration to newspapers, keep

a watch on their regularity of publication and submit an Annual Report to the Government with particular reference to circulation trends in different categories of newspapers and trends in the direction of common ownership of more than one newspaper.

The Press Registrar has also been entrusted with the responsibility of advising the Ministry of Commerce and Industry on (a) allocation of newsprint, imported and indigenous, to newspapers on the basis of their circulation, size, number of pages and regularity of publication and in procuring supplies of newsprint from foreign countries; and (b) issue of import licences for printing machinery for use by newspapers and quality printers.

Annual Statements.

4. Under Section 19D of the Press and Registration of Books Act read with Rule 6 of the Registration of Newspapers (Central) Rules, 1956 as amended in 1960, it is the duty of the publisher of every newspaper to furnish to the Press Registrar an annual statement relating to each calendar year containing particulars about the title, language, periodicity, average circulation, the details of ownership, etc., so as to reach the Press Registrar on or before the last day of February of the following year. These form the basis of the Press Registrar's study of statistics about the Press in India and in particular circulation trends in different categories of newspapers and the trends in the direction of common ownership of more than one newspaper.

5. The following table shows the number of papers on the Press Registrar's record, the number of annual statements received by the due date, the number of annual statements received after the submission of the Report for the year for which annual statements were called for and the percentage of the annual statements received, to the total number of papers:—

RECEIPT OF ANNUAL STATEMENTS

Year	Total No. of newspapers on Press Registrar's record	Total No. of Annual Statements received before compilation of the Report		Annual Statements received after compilation of Report		Defaulting new papers	
		No.	Percentage of total	No.	Percentage of total	No.	Percentage of total
1957	5,932	3,059	51.6	1,058	17.8	1,815	30.6
1958	6,918	4,199	60.7	1,093	15.8	1,626	23.5
1959	7,651	5,232	68.4	551	7.2	1,868	24.4
1960	8,026	5,371	66.9				

The Committee note with concern that the percentage of the defaulting newspapers which did not submit the annual statements is quite high and that the instances of late submission of the statements after the compilation of the Report have also been considerable.

6. Under Section 19K of the Press and Registration of Books Act, a publisher who fails to supply the annual statement is punishable with a fine which may extend to Rs. 500. The Committee were informed that "show cause" notices were issued to the defaulting publishers who failed to submit the annual statements. It is, however, seen from the note (Appendix II) furnished by the Ministry stating the action taken against the defaulters for the years 1959 and 1960 that some questions raised regarding the procedure for the issue of "show cause" notices held up the matter and that under the procedure finally settled in January, 1961 the Press Registrar is to issue these notices to the defaulters. The Committee learnt that the notices in respect of newspapers which defaulted for both the years, 1959 and 1960 were issued as late as between the 26th June, 1961 and the 1st September, 1961. The notices in respect of defaulters for the year 1960 were also stated to have since been issued. *The Committee consider that the issue of "show cause" notices has been unduly delayed and suggest that the Press Registrar may ensure that the notices are issued to the publishers who fail to submit the annual statements by the due date as soon as possible thereafter but not later than, say three months, after the due date. The Committee also see no reason why the penalty provisions in the Act should not be invoked in the case of persistent defaulters who fail to send the annual statement in time without adequate reasons.*

7. Under Rule 6 of the Registration of Newspapers (Central) Rules, 1956 every publisher has to submit to the Press Registrar an annual statement about circulation giving separately (a) the average number of copies printed per publishing day, (b) the average number of copies sold per publishing day, and (c) the average number of copies distributed free per publishing day (including complimentary, voucher, exchange, bonus, sample and office copies). In respect of newspapers where the average number of copies printed per publishing day exceeds 2,000 the statement of the publisher has to be countersigned by a chartered accountant or a qualified auditor. The small newspapers with a circulation of less than 2,000 are exempted from submitting chartered accountant's certificates for their circulation. A similar exemption has been given in the case of publications issued by educational institutions, charitable societies or associations which publish newspapers generally for the use of their members and not for sale.

Under Rule 7(3) of the Registration of Newspapers (Central) Rules, 1956, the Press Registrar may make such verification of the statements furnished to him by newspapers as he may consider necessary before making entries relating thereto in the Register. Also, under Section 19-F of the Press and Registration of Books Act, he has the power to inspect records of papers and make enquiries regarding any claim made by a publisher.

8. It was stated in evidence that it was only in 1960 that it was decided to take up the work of verifying the claims of circulation of newspapers. The work was entrusted to an officer of the Office of the Press Registrar, helped by a part-time Controller drawn from the establishment of the Chief Controller of Imports and Exports. They had so far conducted investigations into the circulation claims of 151 newspapers (Appendix III) which represented a cross section of papers, out of nearly 8,000 newspapers in the country. The result of the investigations was as follows:—

Newspapers regarding which major discrepancies were noticed	77
Newspapers regarding which major discrepancies were not noticed	35
Newspapers whose circulation had been checked but not yet finalised	31
Newspapers which were found to have ceased publication	8
	<hr/>
	151

In all those cases where enquiries revealed that the circulation claim of the publisher was exaggerated, newsprint quotas were revised on the basis of the circulation figures as verified and the excess earlier authorised adjusted. In cases where the enquiry did not reveal any major discrepancy, allotment of newsprint was confirmed. In such cases where there was sufficient evidence of misuse of newsprint, the Ministry of Commerce and Industry were requested to take necessary action under the Import Trade Control Regulations. It is understood that action was initiated by the Ministry of Commerce and Industry under these regulations in seventy seven cases. Simultaneously, the Directorate of Advertising and Visual Publicity was informed of correct circulation figures so that they might be taken into consideration before placing Government's advertisements. The Committee learnt that in the case of 18 newspapers, advertisements had been suspended pending settlement of revised rates on the basis of circulation figures now established. In the case of 2 newspapers, advertisements had been stopped as their circulation, as verified, was below 1000. In the case of 15 newspapers, the quantum of advertisements had been reduced by 75%.

The cases of 14 papers were still under examination. The remaining 28 newspapers were not being used for Government advertisements.

It was also stated that the circulation claims of the 151 newspapers checked, had an element of exaggeration to the extent of 4,51,000 copies per issue which meant a saving of 2,200 tons of newsprint per year, roughly accounting for Rs. 17 lakhs of foreign exchange.

9. The result of the investigations shows that in nearly 50% of the cases there were major discrepancies in the circulation figures. Such investigations, if carried out on a larger scale and in time would not only bring out a truer picture of the circulation of newspapers but are also likely to result in considerable saving in foreign exchange by reduction in the allocation of newsprint to conform to verified figures of circulation. With a view to rectify the position, the Committee recommend that action may be taken on the following lines:

(a) The Press Registrar may consider the question of publishing in his annual report the names of papers whose circulation claims are investigated together with figures of circulation originally claimed and the figures duly verified, as such publicity is bound to have a salutary effect.

(b) Newspapers which are proved to have given palpably false statistics about circulation may be prosecuted under Section 14 of the Press and Registration of Books Act.

(c) There should be close co-ordination between the Registrar of Newspapers and the Directorate of Advertising and Visual Publicity so that verified figures of circulation are immediately transmitted to the Directorate and the insertion of Government advertisements, etc. regulated in the light thereof.

(d) It may also be useful to indicate against the circulation figures of various papers included in the Report a remark to the effect whether the figures have been verified by the Registrar or certified by Chartered Accountant or Audit Bureau of Circulation, etc.

(e) The desirability of taking due action against the Chartered Accountants and qualified auditors whose certificates have been found to give exaggerated figures of circulation, may be considered.

(f) The Government may consider the desirability of constituting a small committee to go into the question of misuse of newsprint by the newspapers out of the quota allotted to them, assess the extent of the problem and to suggest remedial measures.

**Ownership
Study.**

10. The Committee note that the Press Registrar's study of trends in the direction of common ownership of newspapers relating to the year 1960 shows that there was an increase during 1960 in the concentration of newspapers under common ownership as represented by chains, groups and multiple units and the circulation commanded by them. The following table shows the number of chains, groups and multiple units in 1959 and 1960, the number of papers controlled by them together with their circulation:

	Chains			Groups			Multiple Units		
	No.	News- papers	Circu- lation	No.	News- papers	Circu- lation	No.	News- papers	Circu- lation
1959	14	101	23.23 lakhs (12.5%)*	36	99	15.26 lakhs (8.3%)*	23	63	11.38 lakhs (6.1%)*
1960	17	103	25.01 lakhs (13.7%)*	42	115	17.51 lakhs (9.6%)*	23	60	12.35 lakhs (6.8%)*

In 1960, there were ten owners, representing five chains (Express Newspapers, Times of India Publications, Hindustan Times and Allied Publications, Amrit Bazar Patrika and Jugantar and Ananda Bazar Patrika), three groups (Malayala Manorama, Free Press Journal and Hindu) and two multiple units (Thanthi and Statesman), which published 37 dailies with a circulation of 18.11 lakhs and thus controlled 39.3 per cent. of the circulation of daily newspapers in the country.

The representative of the Ministry stated during evidence that the Government were alive to the problem of concentration of ownership and other monopolistic trends in the newspaper world and that certain proposals to meet the problem were being formulated. The Committee note that the malady is not peculiar to this country and it is prevalent in several other countries. The Committee would suggest that suitable remedial measures may be taken to check these tendencies lest they should assume unhealthy proportions.

11. While admittedly the annual reports of the Press Registrar are giving more and more useful information regarding the number and circulation of newspapers, etc., there has been a constant demand that it should contain more information about the organisational and financial aspects of the Press. The Committee note that a beginning has been made by the Press Registrar in undertaking an organisational study of the daily newspapers and that in the Report for the year 1961 some useful information such as the number of journalists employed, type of machinery used, technical equipment and so on has been furnished.

*Percentage in terms of the total circulation of all papers in the country. The circulation is in respect of papers for which data was available with the Press Registrar.

It was stated in evidence that detailed information on the financial side of the Press could not be collected and furnished in the Reports since it required calling of certain information which was not enjoined in the Press and Registration of Books Act and the Rules framed thereunder. Even so, the Committee suggest that continuous efforts should be made to include in the Report more information which would be of interest and use to the industry and public and which could be collected without having to resort to amendment of the Statute. For instance, in addition to giving information about the types of printing machinery used by the newspapers, the reports could draw attention to the latest advances made in the field of machinery and techniques of printing in the more advanced countries.

12. It was stated in evidence that the Ministry of Commerce and Industry had formed an informal committee consisting of seven members, four representing big newspapers and three representing small newspapers, to advise Government in the matter of supply of newsprint, printing machinery, etc. Newsprint.

The Committee suggest that Government may consider the desirability of constituting a regular committee consisting of representatives of various interests to advise on allocation of newsprint, import of printing machinery and other cognate matters.

13. Presently, two urgent problems appear to exercise the mind of the Newspaper world, viz., timely supply of newsprint and availability of printing machinery. The Committee understand that at present about 10 to 15 per cent. of the country's requirement of the newsprint is met by the production of NEPA Mills and the balance costing about Rs. 7 crores is being imported. Newspapers are permitted to import by themselves their entire quota of newsprint. As a facility to smaller newspapers, the S.T.C. imports newsprint in bulk on their behalf and distributes it to them. In addition, a small quantity of newsprint is imported by the S.T.C. to be kept as buffer stock for the purpose of allocation in times of need to the bigger newspapers. The aim is to have five to ten thousand tons of newsprint available in the country at all times but at present there was little balance in the buffer stock. A delegation has been sent abroad to explore ways and means of assuring supply of newsprint. The Committee hope that satisfactory arrangements will be devised for regular supply of newsprint and that buffer stock will be maintained to meet unforeseen shortfalls in supplies.

The Committee would also stress the need for making the country self-sufficient as early as possible in newsprint. Special care should be taken to see that the newsprint is of good quality and that the prices compare favourably with those being paid at present for imported newsprint.

As regards printing machinery, there is need for developing manufacture of printing machinery, particularly rotary presses in the country at an early date. In making these observations, the Committee are aware that the Press Registrar does not have any direct responsibility in the matter, but the fact also remains that he is actively associated with the Ministry of Commerce and Industry in the discharge of these functions.

II

RESEARCH AND REFERENCE DIVISION

A. Introductory

14. The Research and Reference Division came into existence in May, 1945 as a result of the amalgamation of the Foreign Publicity Planning Office and the Counter Propaganda Directorate. It was abolished in April, 1946 following an adverse vote on a cut motion in the Legislative Assembly. On the recommendations of the Standing Finance Committee, the Assembly in the following year approved in principle the proposal of the Ministry of Information and Broadcasting for the revival of the Division. Although formal financial sanction was accorded in January, 1948 it was not till August 8, 1950 that the Division was actually revived. This delay was caused by Government's decision to bifurcate publicity into internal and external and to divert part of the sanctioned staff to the newly set up Historical Division in the Ministry of External Affairs.

B. Functions

15. The Research and Reference Division is a subordinate office directly under the Ministry of Information and Broadcasting. Its functions are given in Appendix IV. The more important of these are:—

- (i) Compilation of "INDIA—A Reference Annual", a standard and authoritative work of reference on India, which provides information on the diverse aspects of national life and activities.
- (ii) To furnish reference material and background notes for publicity purposes to the Ministry of Information and Broadcasting and the media units under it.
- (iii) Evaluation of Five Year Plan publicity through questionnaire to assess public reactions to programmes of publicity for the Plan undertaken by the various media units of the Ministry of Information and Broadcasting.

C. Budget and Expenditure

16. The table below indicates the budget estimates and actual expenditure of the Research and Reference Division

for the last three years together with the estimates, for 1961-62:—

(in Rupees)

Sub-Head	1958-59		1959-60		1960-61		1961-62
	B.E.	Actuals	B.E.	Actuals	B.E.	Actuals	B.E.
Pay of Officers.	50,000	47,605	51,000	48,212	52,600	50,581	60,600
Pay of Establishment	43,000	46,460	51,000	47,554	51,000	54,163	70,400
Allowances, Honoraria, etc.	31,000	32,714	36,000	33,300	33,600	29,196	12,200
Other Charges	20,000	26,356	27,000	33,128	34,800	36,381	33,800
TOTAL	1,44,000	1,53,135	1,65,000	1,62,194	1,72,000	1,70,321	1,77,000

D. Organisational set up

17. A chart showing the organisational set up and the work allotted to various officers is reproduced at Appendix V. The Committee understand that the Division, besides compiling *dossiers* on important subjects, has been carrying out *ad hoc* assignments, about 60 per year, for different Ministries including the media units of the Ministry of Information and Broadcasting. It was also proposed to revive two bulletins "Background to the News" and "Bulletin on Films" which were discontinued in 1960.

The Committee were informed that when the scheme was originally conceived, the staff strength was envisaged to be fixed in two stages, but that the officer strength had not been increased beyond the first stage since 1950. There was no proposal to increase the strength for research and reference purposes.

E. "INDIA—A Reference Annual"

Staff employed.

18. The Committee were informed that the following staff devoted approximately 60 per cent. of their time for three months in a year in bringing up-to-date the Reference Annual:—

Deputy Director	..	1
Research Officers	..	2
Assistant Research Officers	..	3
Research Assistants	..	3

A statement showing the number of copies of 'INDIA—A Reference Annual' printed, sold, cost of production and

income from sales and advertisements during the four years from 1958-1961 is given as Appendix VI.

19. The Committee find that the profit margin in the production and sale of the Annual has been appreciable and in 1960 was as high as 85 per cent. even after taking into account the estimated cost of reference work done in its preparation besides the cost of printing material, etc. The Committee find the publication useful and informative and would like the Government to examine the question of reducing its price with a view to making it more popular.

Profit Margin.

20. The Committee further suggest that the feasibility of bringing out an international edition of the Reference Annual on tissue paper may be considered so as to popularise it in foreign countries. A limited number of copies may be printed on tissue paper in the first instance and the number increased in accordance with the requirements.

International and Pocket Editions to be prepared.

The question of bringing out a handy pocket edition of the Annual on thin India paper may also be examined by the Ministry.

F. Evaluation of Five Year Plan Publicity

21. During the Second Plan period, the Research and Reference Division, conducted in two phases, a survey, through a mail questionnaire, to assess public reactions to programmes of publicity for the plan undertaken by the various media units of the Ministry. The survey was of a general nature, intended to determine broadly the nature and extent of the impact created by the different media and was confined to the States of Uttar Pradesh, West Bengal and Madras.

General survey in Second Plan.

22. The Committee understand that a proposal is under consideration of the Government to entrust the Division with the work of continuous evaluation of plan publicity done by the media units of the Ministry. While only a small regular staff is to be employed, help of University teachers and students, research scholars and Institutes of Social Sciences would be taken for carrying out ad hoc field surveys. The anticipated expenditure on the scheme is stated to be Rs. 3 lakhs for the Third Plan period.

Continuous evaluation in Third Plan.

The Committee understand that the functions of the Programme Evaluation Organisation in the Planning Commission have since been widened to include all fields of rural development and that it has a field organisation of its own to assist in such evaluation. Since Plan publicity is sought to be done mostly in the rural areas, the Committee consider that it should be possible for the Programme Evaluation Organisation to undertake this work and that it should not be necessary to have duplicate machinery for this purpose in the Research and Reference Division.

Entrusting the work to Programme Evaluation Organisation.

Besides economy, this would have two distinct advantages: first, the Programme Evaluation Organisation has a field organisation which the Research and Reference Division does not possess and secondly, it would ensure assessment by an organisation which is in no way subordinate to the Ministry of Information and Broadcasting under whom the various media units engaged in plan publicity are working.

**Other
Surveys.**

23. The Committee were informed that a survey to elicit "on the spot" reactions to specific programmes organised by the Song and Drama Division during the period October 1960 to March 1961 was taken up by the Division as an experimental investigation in the last quarter of 1960. The Committee were further informed in December, 1961 that the data had been processed and tabulated but the final drafting of the Report was held up because information from certain field officers about the number of questionnaire distributed had not been received. *It is a matter of surprise that the collection of information should have taken such a long time. The Committee consider that if such surveys are to serve any useful purpose, to give point and direction to publicity measures, to rectify the shortcomings and to make the appeal really popular and effective, it is essential that they are finalised expeditiously.*

III

PHOTO DIVISION

A. Introductory

24. The Integrated Photo Unit (presently designated as Photo Division) was set up as a subordinate office in October, 1959 with the amalgamation of the photographic units of the Press Information Bureau, the Publications Division and the Directorate of Advertising and Visual Publicity.

B. Functions

25. The functions of the Photo Division are mainly as follows:

- (a) coverage of news and feature assignments;
- (b) production of news, feature and exhibition photographs of cultural, educational, developmental, tourist and scenic interest to meet the various pictorial needs of the media units of the Ministry of Information and Broadcasting in particular and Government publicity in general; and
- (c) research and experimental work in colour and other fields of photography.

C. Volume of Work

26. The following table shows the volume of work done by the Photo Division since its inception:

	1959-60 (October 6, 1959 to March 31, 1960)	1960-61	1961-62 (1st April to 31st Dec. 1961)
1. No. of assignments covered (news and features)	936	1,858	1,286
2. No. of negatives handled by darkrooms	35,129	63,103	72,365
3. Prints turned out (Black and White)	1,43,717	2,68,189	3,17,866
4. (a) Prints turned out (Black and White from colour nega- tives)	330	1,188	438
(b) Duplication of transparency to transparency, transparency to colour negative, transparency to Black and White negative and negative to Black and White positive	424
5. Colour Prints	111	722	932

D. Budget and Expenditure

27. The expenditure incurred on the Photo Division since its setting up is as follows:—

Sub-Head	(in Rs.)			
	1959-60*	1960-61		1961-62
	(6-10-59 to 31-3-60)	B.E.	Actuals	B.E.
Pay of Officers	29,870	88,000	84,255	1,05,500
Pay of Establishment.	36,858	1,01,000	1,00,146	1,63,300
Allowances, Honoraria etc.	36,732	1,06,000	90,174	52,300
Other Charges	53,831	2,40,000	1,73,174	3,28,900
TOTAL	1,57,291	5,35,000	4,47,749	6,50,000

Increase in
Expenditure.

28. The amalgamation of Photo Sections in the different Divisions of the Ministry of Information and Broadcasting was recommended by the Estimates Committee (First Lok Sabha) in their 11th Report (1953-54) to avoid duplication and overlapping of functions and to effect economy which was then estimated at Rs. 39,000 in respect of staff and equipment.

The Committee were informed that in the initial stages of integration, the following economies in staff were envisaged:

Photographers	2
Bromide Printers	3
Dark-Room Assistants	6
Peons	2
Store Keeper	1

The Ministry stated that these economies could not be effected as the Unit was called upon to undertake several additional activities, such as the supply of a large number of prints and mounted photographs for Information Centres of the Ministry of Community Development, production of picture postcards, production of giant size photographs for exhibition both in India and abroad, supply of photographs and translights for tourist publicity and photographic coverage for the increasing number of VIPs including Heads of foreign States visiting India, etc.

A representative of the All India Newspaper Editors' Conference stated before the Committee that the Photo Division had grown beyond proportions and was spending

(*No separate Budget Grant was sanctioned for the year since the Photo Division was set up only with effect from 6-10-59].

far too much money and that there was considerable amount of wastage because photographs were being supplied irrespective of want of newspapers.

The Committee note that instead of the integration of Units resulting in economy, the budget estimates for 1961-62 have been placed at Rs. 6,50,000 as compared to the budget estimates of Rs. 5,35,000 for the previous year. The Committee would like the Government to take effective steps to check the increase in expenditure on this Service Department.

E. Ad Hoc Survey

29. It was stated in evidence that an *ad hoc* survey made in June 1961 by the Press Information Bureau showed that there was greater wastage of photographs supplied to newspapers which focused attention on personalities etc. attending meetings and functions. In a note furnished to the Committee, the Ministry have stated that the sample survey was conducted from the 1st June to 15th June 1961, and was limited in its scope. Only English newspapers, totalling 29, which were being received at the headquarters of the Bureau were analysed to ascertain the extent of publicity achieved by 20 pictures issued during this period. The analysis showed that 60 per cent of the pictures had been published in one or the other of the daily English newspapers scrutinised. It also showed that pictures with official publicity slant did not find favour with the newspapers and that photographs of State interest got the widest publicity.

Utilisation
of Photo-
graphs.

As a result of the survey, the Bureau proposed to take the following action:

- (i) to cut down severely to the minimum pictures of official personality interest;
- (ii) to curtail severely the coverage of periodical departmental meetings;
- (iii) to discourage the coverage of routine departures and arrivals of Ministers, Deputy Ministers and Secretaries;
- (iv) to give extensive coverage to trade and commercial agreements; and
- (v) to give preference to hard news and development pictures.

The Committee are one with the view that over-emphasis on publicity with personal slant which does not find favour with the Press should be discouraged. While they welcome the steps taken, they suggest that the Ministry may keep a constant watch in the matter and undertake periodical studies as regards the extent of utilisation of the material produced so that necessary and timely correctives can be applied and wastage avoided.

Feature coverages.

30. As feature coverages are a popular medium of publicity and have an educational value, the Committee suggest that the Photo Division should devote its attention more and more to their production, particularly for the use of the regional and language papers. These should be planned in advance in consultation with the Regional Officers, Five Year Plan Publicity and the Information Officers of the Press Information Bureau who would no doubt ascertain the requirements of the Press so that these find a ready use and are not wasted.

F. Charges levied

31. The Committee were informed that for supply of photographs for publicity, no charges were levied but for other photographs supplied on request to Government Departments and private organisations etc., a charge was levied as per pricing scheme which was started as an experimental measure in 1953. The charges fixed in 1953 for prints were based on the rates of Government Photo Litho Press keeping in view the market rates for similar prints. A review of the rates was made in 1960 and it was found that the rates in all cases, except in one or two, were at par or compared favourably with the rates charged for similar prints by commercial firms and, therefore, no change in rates was made.

It was added that where it was agreed to cover a function, not essential for publicity purposes, on behalf of a Government Department, the Division charged an assignment fee of Rs. 15/- per photograph selected in addition to the cost of prints.

An additional reproduction fee of Rs. 5/- per photograph (Rs. 25/- for colour transparencies) in books, etc. and Rs. 15/- per photograph (Rs. 35/- for colour transparencies) for reproduction in calendars, posters, trade folders, commercial literature, etc. was charged. The photographs and colour transparencies were made available for reproduction in calendars, posters, trade folders and other commercial literature, etc. only to those commercial houses which were directly or indirectly engaged in development activities connected with the Five Year Plan. The charges realised from the sale of photographs during the years 1960 and 1961 were as under:

	1960	Jan. to Nov 1961
	Rs.	Rs.
(i) Cash sales	17,828	78,828
(ii) By book debit (Govt. depts.)	2,478	8,269
TOTAL	20,306	47,097

G. Research in photography

One of the functions of the Photo Division is to conduct research and experimental work in colour and other fields of photography. The Committee were informed that since the artificial light type film required for duplication of colour transparencies was not available in the market, the Photo Division had recently evolved a method of making duplicate transparencies using daylight type of film which, though imported, was available in India. The Photo Division had also succeeded in making from small negatives, huge enlargements of upto 30' x 20' which, it was stated, was not done anywhere else in the country. *The Committee hope that continuous efforts would be made to improve the quality of prints, reduce the costs and to substitute as far as possible indigenous material for imported items.*

H. C. DASAPPA,

Chairman,

Estimates Committee.

NEW DELHI—1

March 19, 1962/Phalgun 28 1883 (Saka)

APPENDIX I

(Vide PARAS I & 3)

Organisational chart showing the distribution of the sanctioned strength and functions of the Office of the Registrar of Newspapers for India

PRESS REGISTRAR (1600—100—1800)	Stenographer (210—530)	—1 for Press Registrar
	Stenographer (210—530)	—1 for Assistant Registrar
ASSISTANT PRESS REGISTRAR (820—40—1100)	Daftry	—1 (75—95)

Registration Sections

CIS Grade III Officer (350—25—500—30—590—EB—30—800)	1	These sections deal with the maintenance of records of newspapers and the study of data relating to circulation, ownership and other particulars prescribed under the Press and Registration of Books Act.
Section Officer (350—900)	1	
Registration Assistants (270—485)	2	
Assistants (210—530)	6	
Upper Division Clerks (130—280)	2	
Lower Division Clerks (110—180—SG-240)	6	
Steno-typist (110—180+20 SP)	1	
Daftry (75—95)	1	
Peons (70—85)	1	

Newspapers Section

Librarian (210—425)	1	Maintenance of records of regularity of newspapers received from all over the country.
Upper Division Clerk (130—280)	1	
Lower Division Clerks (110—180—SG-240)	8	
Peon (70—85)	1	

Verification Section

Section Officer
(350—900)
Registration Assistants
(270—485)
Assistant
(210—530)
Upper Division Clerks
(130—280)
Lower Division Clerks
(110—180—SG—240)

1 } Deals with verification of
3 } titles and reference from
1 } District Magistrates
2 } under the proviso to
6 } Section 6 of the Press and
Registration of Books Act
and maintains records of
declarations filed in
respect of papers by
printers and publishers.

Co-ordination Section

Senior Investigator.
(325—575)
Registration Assistants
(270—485)
Lower Division Clerk
(110—180—SG—240)

1 } Preparation of Annual Re-
2 } port, deals with ques-
1 } tions of interpretation
of the Press and Re-
gistration of Books Act
etc.

Newsprint Cell

Section Officer
(350—900)
Registration Assistant
(270—485)
Upper Division Clerks
(130—280)
Lower Division Clerks
(110—180—SG—240)

1 } To advise C & I Minis-
1 } try in the matter of al-
3 } location of newsprint,
3 } both imported and
indigenous to news-
papers on the basis of
circulation, size, no. of
pages and regularity of
publications.

Administration Section

Upper Division Clerks .
(130—280)
Lower Division Clerks
(110—180—SG—240)
Daftry
(75—95)
Peons
(70—85)
Sweeper
(70—85)

3 } General administration work
7 } relating to the office and
1 } staff.
4 }
1 }

APPENDIX II

(vide para 6)

Statement showing the action taken against the publishers who did not submit Annual Statements for the years 1959 & 1960 to the Press Registrar.

After submission of the Annual Report of the Registrar of Newspapers for India 1960, it was found that publishers of 2,419 newspapers did not furnish the annual statements for the year 1959 as required under section 19-D of the Press and Registration of Books Act, 1867. The break-up of these newspapers is as follows :—

(i) newspapers published by the Central Government, State Governments and Embassies and those which submitted the annual statements after the preparation of the Annual Report	474
(ii) Others	1,945
	<hr/> 2,419 <hr/>

(2) To the publishers of Central Government, State Governments, Embassies' publications reminders were issued and many of them submitted the annual statements subsequently.

(3) As regards the other 1,945 newspapers, districtwise lists of defaulters were drawn up and sent to the District Magistrates concerned with the request that they might issue notices to the publishers of these newspapers to show cause why action could not be taken against them under section 19-K of the Press and Registration of Books Act, 1867. In consequence

- 603 newspapers submitted the annual statements and expressed regret ;
- 533 newspapers informed that their papers had ceased publication and their names should be removed ;
- 106 Newspapers could not be served with the show cause notices as the publishers could not be traced at their known addresses ; and
- 703 newspapers did not submit the annual statements nor did they give any explanation.

1,945

(4) In the meantime, one District Magistrate raised certain legal points in regard to the penal action to be taken against the defaulting publishers under Section 19-K of the Press and Registration of Books Act, 1867. Further action against the 703 publishers could not be taken pending a decision

on the points raised by the District Magistrate. The general question of the procedure to be followed and the form of complaint had to be considered in consultation with the Ministry of Law, Department of Company Law Administration and the Public Prosecutor, Delhi. This was finalised in January, 1961. By this time, the Press Registrar was busy with the compilation of the Annual Report, 1961 and it was, therefore, decided that action against the defaulting publishers who did not submit the annual statements for the year 1959 should be taken in conjunction with the defaulters in respect of the year 1960.

(5) After submission of the Press Registrar's Annual Report, 1961, which contains information relating to the year 1960, the list of defaulters for 1959 was scrutinised and those who submitted the annual statements and those which had since ceased publication were removed from the list. Thereafter a list was prepared of publishers who failed to submit the annual statements both for 1959 and 1960 and show cause notices were issued to them by the Press Registrar directly, in accordance with the advice of the Ministry of Law. Their number came to 636.

(6) Another list was also prepared of the publishers who failed to submit the annual statements for the year 1960 only. The total number of defaulters for the year 1960 is 2,655. Show cause notices to these publishers are under issue.

APPENDIX III

(vide para 8)]

List of newspapers whose circulation claims were investigated by the Press Registrar.

1. Lokmitra, Marathi Daily, Bombay.
2. Biswin Sadi, Delhi, Urdu Monthly.
3. Rashtrdoot, Jaipur, Hindi Daily.
4. Lokwani, Jaipur, Hindi Daily.
5. Cine Chitra, Calcutta, Hindi Weekly.
6. Cine Chitra, Calcutta, Hindi Monthly.
7. Chitra Bharati, Calcutta, Hindi Weekly.
8. Chitra Bharati, Calcutta, Hindi Monthly.
9. Nyaya, Ajmer, Multi-Lingual Weekly.
10. Amar Jyoti, Jaipur, Hindi Weekly.
11. Angarey, Hyderabad, Urdu Daily.
12. Yugadharma, Nagpur, Hindi Daily.
13. Tarun Bharat, Nagpur, Marathi Daily.
14. Darbar, Ajmer, Hindi Daily.
15. Darbar, Ajmer, Hindi Weekly.
16. Hindu, Ajmer, Sindhi Daily.
17. Rajasthan Patrika, Jaipur, Hindi Daily.
18. Jwala, Ajmer, Hindi Weekly.
19. Janavani, Bangalore, Kannada Daily.
20. Deccan Chronical, Secunderabad, English Daily.
21. Andhra Bhoomi, Secunderabad, Telegu Daily.
22. Prajamata, Bangalore, Telegu Weekly.
23. Prajamata, Bangalore, Kannada Weekly.
24. Sadiq, Hyderabad, Urdu Weekly.
25. Vishwamitra, Calcutta, Patna, Kanpur & Bombay, Hindi Daily.
26. Cine Advance, Calcutta, English Weekly.
27. Sansar, Varanasi, Hindi Bi-weekly.
28. Hyderabad, Hyderabad, Urdu Bi-weekly.
29. Miran, Ajmer, Hindi Weekly.
30. Navyug, Jaipur, Hindi Daily.
31. Astana, Delhi, Urdu Monthly.
32. Amar Bharat, Hyderabad, Urdu Daily.

33. Payam-e-Zindagi, Urdu Tri-weekly, Hyderabad.
34. Prajatantra, Bombay, Gujarat, Daily.
35. Nai Dunya, Delhi, Urdu Daily.
36. Prajamitra, Bombay, Marathy Daily.
37. Andhra Janatha, Hyderabad, Telegu Daily.
38. Vishwa Karnataka, Bangalore, Kannada Weekly.
39. Lokmanya, Nagpur, Hindi Daily.
40. Jagaran, Kanpur, Hindi Daily.
41. Bundelkhand, Jhansi, Hindi Daily.
42. Paigham, Kanpur, Urdu Daily.
43. Pragathi, Bangalore, Kannada Weekly.
44. Sakthi, Tuticorin, Madras, Tamil Monthly.
45. Simmakural, Tuticorin, Tamil Monthly.
46. Citizen, Kanpur, English Weekly.
47. Nathigam, Madras, Tamil Weekly.
48. Himachal Times, Mussorie, Hindi Weekly.
49. Yugavani, Dehradun, Hindi Weekly.
50. Gujarat Kesari, Baroda, Gujarati Daily.
51. Tai Nadu, Bangalore, Kannada Daily.
52. Sadaqat-e-Deccan, Hyderabad Urdu, Daily.
53. Maharashtra, Nagpur, Marathi Daily.
54. Pratap, Kanpur, Hindi Daily.
55. Jai Bharat, Kanpur, Hindi Daily.
56. Vir Bharat, Kanpur, Hindi Daily.
57. Siyasat Jadid, Kanpur, Urdu Daily.
58. Mashal, Jaipur, Hindi Daily.
59. Adhikar, Jaipur, Hindi Weekly.
60. Alwar Patrika, Jaipur, Hindi Weekly.
61. Jwala, Jaipur Hindi, Weekly.
62. Lahar, Ajmer Hindi Monthly.
63. Jansewak, Calcutta, Bengali, Daily.
64. Jagat, Delhi Urdu Weekly.
65. Jagar, Delhi Hindi Monthly.
66. Dainik, Bhaskar, Jhansi, Bhopal Ujjain, Hindi Daily..
67. Jagaran Bhopal and Rewa, Hindi Daily.
68. Nava Jyoti, Ajmer and Jaipur, Hindi Daily.
69. Bedagh, Delhi, Urdu Weekly.
70. Azad, Ajmer, Bilingual Weekly.
71. Azad, Bangalore, Urdu Daily.
72. Pasban Bangalore, Urdu Daily.
73. Caravan, Bangalore, Urdu Weekly.
74. Janapriya, Bangalore, Kannada Daily.

75. Cinema, Bangalore, Kannada Fortnightly.
76. Bangalore Mail, Bangalore, Kannada Daily.
77. Hamara Iqdam, Hyderabad, Urdu Daily.
78. Times of India, English daily, Delhi.
79. Hindustan Times, English Daily, Delhi.
80. Indian Express, English Daily, Delhi.
81. Shashi, Marathi monthly, Bombay.
82. Onlooker, English fortnightly, Bombay.
83. Times of India, English daily, Bombay.
84. Lokatantra, Marathi daily, Bombay.
85. Blitz, English weekly, Bombay.
86. Current, English weekly, Bombay
87. Eve's Weekly, English weekly, Bombay
88. Indian Express, English daily, Bombay
89. Free Press Journal, English daily, Bombay
90. Chitralekha, Hindi monthly, Delhi.
91. Bombay Samachar, Gujarati Daily, Bombay.
92. Maratha, Marathi daily, Bombay.
93. Milap, Urdu daily, Delhi.
94. Pratap, Urdu daily, Delhi.
95. Shama, Urdu monthly, Delhi.
96. Hindustan Standard, English, daily, Delhi.
97. Hitavada, English daily, Bhopal.
98. Aaj, Hindi daily, Varanasi.
99. Gundiva, Hindi daily, Varanasi.
100. Raja Beta, Hindi monthly, Varanasi.
101. Railwayman, Hindi weekly, Ajmer.
102. Nagpur Times, English daily, Nagpur.
103. Hitavada, English daily, Nagpur.
104. Samyuktha Karnataka, Kannada daily, Bangalore.
105. Rehnuma-e-Deccan, Urdu daily, Hyderabad.
106. Siasat, Urdu daily, Hyderabad.
107. Banaras, Hindi daily, Varanasi.
108. Astana, Bengali Bi-weekly, Ajmer.
109. Azad, Urdu daily, Varanasi.
110. Jugantar, Bengali daily, Calcutta.
111. Statesman, English daily, Calcutta.
112. Jana Pragathi, Kannada weekly, Bangalore.
113. Nava Prabhat, Hindi daily, Bhopal.
114. Nava Bharat, Hindi daily, Bhopal.
115. Madhya Pradesh Chronicle, English daily, Bhopal.
116. Sanmarg, Hindi daily, Varanasi.

117. Jeewan Shiksha, Hindi monthly, Varanasi.
118. Paigham, Urdu daily, Kanpur.
119. Nagin, Hindi monthly, Varanasi.
120. Chingari, Hindi monthly, Varanasi.
121. Satyamarg, Hindi daily, Kanpur.
122. Sanmarg, Hindi daily, Calcutta.
123. Basumati, Bengali daily, Calcutta.
124. Azad Hind, Urdu daily, Calcutta.
125. Paigham, Bengali Bi-weekly, Calcutta.
126. Mahamadi, Bengali weekly, Calcutta.
127. Jalsa, Bengali monthly, Calcutta.
128. Lokamanya, Hindi daily, Calcutta.
129. Alkalam, Urdu daily, Bangalore.
130. Jwala Mukhi, Kannada weekly, Bangalore.
131. Veera Kesari, Kannada weekly, Bangalore.
132. Hindunesan, Tamil/Telugu/Kannada weekly, Bangalore.
133. Aryavir, Urdu weekly, Hyderabad.
134. Saba, Urdu monthly, Hyderabad.
135. Sahifa, Urdu daily, Hyderabad.
136. Milap, Urdu daily, Hyderabad.
137. Milap, Hindi weekly, Hyderabad.
138. Deccan Herald, English daily, Bangalore.
139. Prajavani, Kannada daily, Bangalore.
140. Swadhinata, Bengali daily, Calcutta.
141. Navi Prabhat, Punjabi daily, Calcutta.
142. Akhawat, Urdu daily, Calcutta.
143. Vishwa Bandhu, Hindi daily, Calcutta.
144. Filmistan, Urdu weekly, Bombay.
145. Madhya Pradesh Herald, English Daily, Bhopal.
146. News Day, English Daily, Bombay.
147. Vartman, Hindi Daily, Kanpur.
148. Weekly News and Views English Weekly, Calcutta.
149. Rashtrdoot, Hindi daily, Nagpur.
150. Sudarshan, Hindi Daily, Nagpur.
151. Marwari Samachar, Hindi Weekly, Ajmer.

APPENDIX IV

(Vide para 15)

Functions of the Research and Reference Division

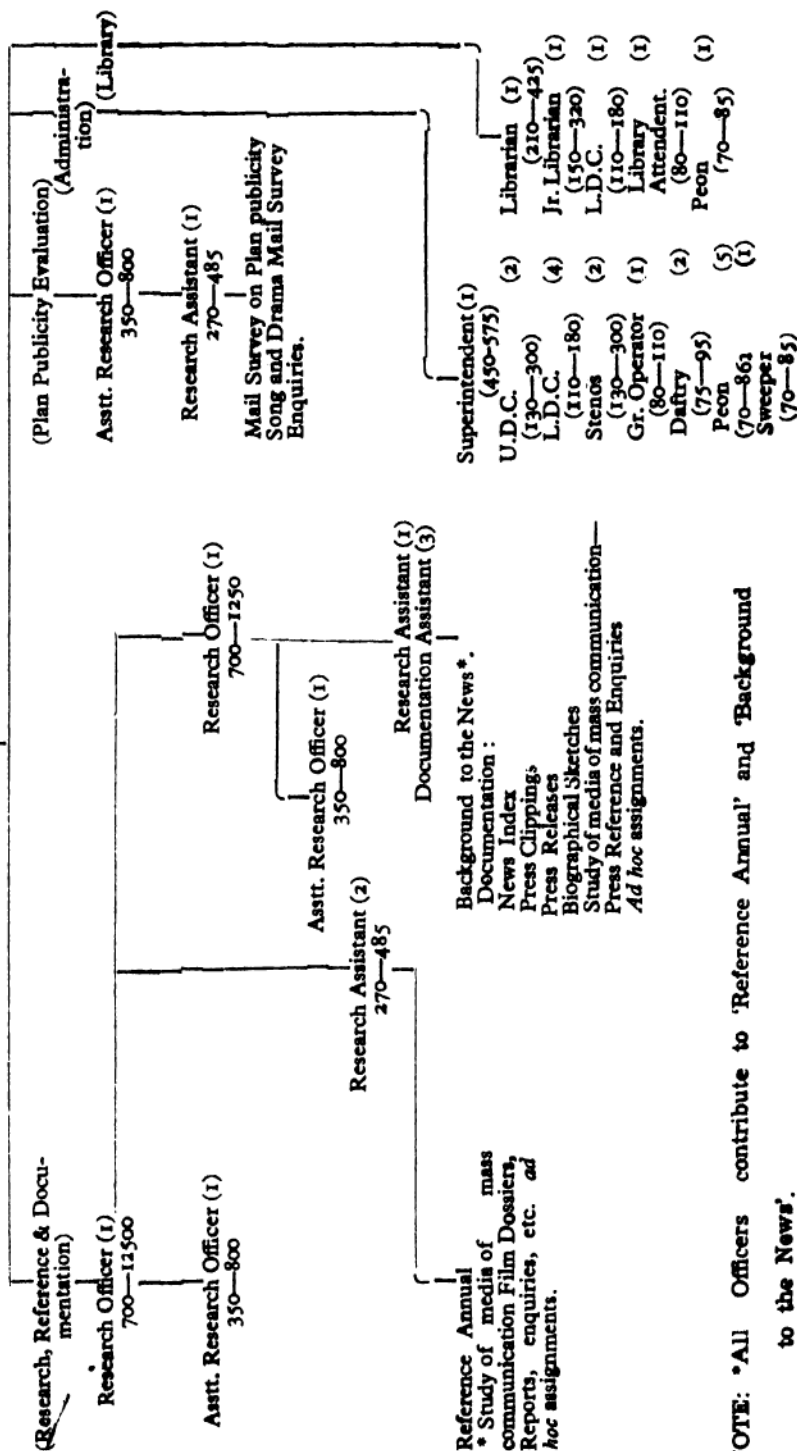
- (i) Compilation of India—'A reference Annual', a standard and authoritative work of reference on India which provides information on the diverse aspects of national life and activities.
- (ii) To furnish reference material and background notes for publicity purposes to the Ministry of Information and Broadcasting and the media units under it.
- (iii) To undertake continuous study of subjects of current and long term interest.
- (iv) To undertake investigations on various subjects referred to it from time to time by the Ministry of Information and Broadcasting and the media units under it and occasionally by other Ministries.
- (v) Issue of a bi-weekly service 'Background to the News' with the object of providing background to select news items of current and continuous interest including items relating to planning and development. (This Service has been discontinued since September 3, 1960, as a regular feature of the activities of the Division. Such notes are being prepared since that date at the specific requests from Government Departments and Ministries).
- (vi) Maintenance of an index of news items having a bearing on national and international affairs.
- (vii) Classification and maintenance of press clippings, official press releases and reports, etc. and maintenance of an index of articles.
- (viii) Maintenance of a Library of reference books to cater to the needs of the officers of the Division the Press Information Bureau, the Secretariat of the Ministry of Information and Broadcasting and the media units under it, as also the press correspondents accredited to the Government of India.
- (ix) Study of the media of mass communication and keeping track of significant trends in the field of mass communication.
- (x) Evaluation of Five Year Plan publicity through questionnaires to assess public reactions to programmes of publicity for the Plan undertaken by the various media units of the Ministry of Information and Broadcasting.

APPENDIX V (Vide Para 17)

CHART SHOWING THE ORGANISATIONAL SET UP OF THE RESEARCH AND REFERENCE DIVISION

Deputy Director (1)

1100—1300



NOTE: *All Officers contribute to 'Reference Annual' and 'Background to the News'.

APPENDIX VI

(Vide para 18)

Statement showing the number of copies of 'India—A Reference Annual' printed, sold, cost of production and income from sales and advertisements during the years 1958 to 1961.

	Month of Issue	No. of copies printed			Number of copies		
		Popular Ed.	Deluxe Ed.	Total	Put on sale	Actually sold	Distributed free
India 1958	. . . May, 1958	11,497	3,465	14,962	14,428	13,419	594
India 1959	. . . May, 1959	12,465	2,501	14,966	14,114	13,636	911
India 1960	. . . April, 1960	12,426	2,491	14,917	13,688	13,351	948
India 1961	. . . May, 1961	13,500	2,000	15,500	14,490	13,659	705
		Net income (Rs.)			Notes		
		Expenditure incurred (Rs.)			*Composing, printing, paper, binding and blocks.		
		*Cost of production	†Estimate of reference work	†Sales	Advertisements	Total	
India 1958	. . . 59,592	10,283	69,875	60,021	12,615	72,636	
India 1959	. . . 59,316	11,549	70,865	70,342	20,760	91,102	
India 1960	. . . 35,876	11,855	47,731	68,706	20,690	89,396	
India 1961	. . . 40,294	11,294	51,588	67,722	29,721	97,443	
							†Estimated on the basis of expenditure on the pay and allowances of officers and staff deployed on the work for three months in a year.
							‡25% of printed price on an average has been deducted as commission allowed to agents etc.

APPENDIX VII

Summary of Recommendations/Conclusions

Sl. No.	Reference to Para No.	Summary of recommendations/conclusions
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OFFICE OF THE REGISTRAR OF NEWSPAPERS

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| 1 | 2 | The Committee hope that Government will resolve the administrative difficulties at any early date and terminate the arrangement under which the Press Registrar has been performing the functions of the Principal Information Officer in addition to his own duties. |
| 2 | 5 | The Committee note with concern that the percentage of the defaulting newspapers which did not submit the annual statements is quite high and that the instances of late submission of statements after the compilation of the Press Registrar's Report have also been considerable. |
| 3 | 6 | <p>(i) The Committee consider that the issue of show cause notices in respect of newspapers which defaulted for the years 1959 and 1960 has been unduly delayed and suggest that the Press Registrar may ensure that the notices are issued to the publishers who fail to submit the annual statements by the due date, as soon as possible thereafter but not later than, say three months, after the due date.</p> <p>(ii) The Committee also see no reason why the penalty provision in the Press and Registration of Books Act should not be invoked in the case of persistent defaulters who fail to send the annual statement in time without adequate reasons.</p> |
| 4 | 9 | <p>The Committee recommend that action may be taken on the following lines:—</p> <p>(a) The Press Registrar may consider the question of publishing in his annual report the names of papers whose circulation claims are investigated together with figures of circulation originally claimed and the figures duly verified, as such publicity is bound to have a salutary effect.</p> |

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- (b) Newspapers which are proved to have given palpably false statistics about circulation may be prosecuted under Section 14 of the Press and Registration of Books Act.
- (c) There should be close coordination between the Registrar of Newspapers and the Directorate of Advertising and Visual Publicity so that verified figures of circulation are immediately transmitted to the Directorate and the insertion of Government advertisements etc. regulated in the light thereof.
- (d) It may also be useful to indicate against the circulation figures of various papers included in the Report a remark to the effect whether the figures have been verified by the Registrar or certified by Chartered Accountant or Audit Bureau of Circulation etc.
- (e) The desirability of taking due action against the Chartered Accountants and qualified auditors whose certificates have been found to give exaggerated figures of circulation, may be considered.
- (f) The Government may consider the desirability of constituting a small committee to go into the question of misuse of newsprint by the newspapers out of the quota allotted to them, assess the extent of the problem and to suggest remedial measures.

- 5 10 The Committee suggest that suitable remedial measures may be taken to check growing tendencies towards concentration of ownership and other monopolistic trends in the newspaper world less they should assume unhealthy proportions.
- 6 11 The Committee suggest that continuous efforts should be made to include in the Report of the Press Registrar more information which would be of interest and use to the industry and public and which could be collected without having to resort to amendment of the Press & Registration of Books Act. For instance, in addition to giving information about the types of printing machinery used by the newspapers the reports could draw attention to the latest advances made in the field of machinery and techniques of printing in the more advanced countries.
- 7 12 The Committee suggest that Government may consider the desirability of constituting a regular committee consisting of representatives of various interests to advise on allocation of newsprint, import of printing machinery and other cognate matters.

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- 8 13 The Committee hope that satisfactory arrangements will be devised for regular supply of newsprint and that buffer stock of newsprint will be maintained to meet unforeseen shortfalls in supplies.

The Committee would stress the need for making the country self-sufficient as early as possible in newsprint. Special care should be taken to see that the newsprint is of good quality and that the prices compare favourably with those being paid at present for imported newsprint.

As regards printing machinery, there is need for developing manufacture of printing machinery, particularly rotary presses in the country at an early date.

RESEARCH & REFERENCE DIVISION

- 9 19 The Committee find that the profit margin in the production and sale of the Reference Annual has been appreciable and in 1960 was as high as 85% even after taking into account the estimated cost of reference work done in its preparation besides the cost of printing, material etc. The Committee find the publication useful and informative and would like the Government to examine the question of reducing its price with a view to making it more popular.

- 10 20 The Committee suggest that the feasibility of bringing out an international edition of the Reference Annual on tissue paper may be considered so as to popularise it in foreign countries. A limited number of copies may be printed on tissue paper in the first instance and the number increased in accordance with the requirements.

The question of bringing out a handy pocket edition of the Annual on thin India paper may also be examined by the Ministry.

- 11 22 The Committee understand that the functions of the Programme Evaluation Organisation in the Planning Commission have since been widened to include all fields of rural development and that it has a field organisation of its own to assist in such evaluation. Since Plan publicity is sought to be done mostly in the rural areas, the Committee consider that it should be possible for the Programme Evaluation Organisation to undertake the evaluation work and that it should not be necessary to have duplicate machinery for this purpose in the Research and Reference Division.

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Besides economy, this would have two distinct advantages: first, the Programme Evaluation Organisation has a field organisation which the Research and Reference Division does not possess and secondly, it would ensure assessment by an organisation which is in no way subordinate to the Ministry of Information and Broadcasting under whom the various media units engaged in plan publicity are working.

- 12 23 It is a matter of surprise that the collection of information in regard to the survey made to elicit "on the spot" reactions to specific programmes organised by the Song & Drama Division in the last quarter of 1960 should have taken such a long time. The Committee consider that if such surveys are to serve any useful purpose, to give point and direction to publicity measures, to rectify the shortcomings and to make the appeal really popular and effective, it is essential that they are finalised expeditiously.

PHOTO DIVISION

- 13 28 The Committee note that instead of the integration of the photo sections in the different divisions of the Ministry resulting in economy, the budget estimates for 1961-62 have been placed at Rs. 6,50,000 as compared to the budget estimates of Rs. 5,35,000 for the previous year. The Committee would like the Government to take effective steps to check the increase in expenditure on this Service Department.
- 14 29 The Committee are one with the view that over-emphasis on publicity with personal slant which does not find favour with the Press should be discouraged. While the Committee welcome the steps taken, they suggest that the Ministry may keep a constant watch in the matter and undertake periodical studies as regards the extent of utilisation of the material produced so that necessary and timely correctives can be applied and wastage avoided.

- 15 30 As feature coverages are a popular medium of publicity and have an educational value, the Committee suggest that the Photo Division should devote its attention. more and more to their production, particularly for the use of the regional and language papers. These should be planned in advance in consultation with the Regional Officers, Five Year Plan Publicity and the Information Officers of the Press Information Bureau who would no doubt ascertain the requirements of the press so that these find a ready use and are not wasted.
- 16 32 The Committee hope that continuous efforts would be made to improve the quality of prints, reduce the costs and to substitute as far as possible indigenous material for imported items.

APPENDIX VIII

Analysis of recommendations contained in the Report

I. CLASSIFICATION OF RECOMMENDATIONS

A. Recommendations for improving the organisation and working:

1-10, 12, 14-16.

B. Recommendations for effecting economy 11, 13.

II. ANALYSIS OF THE MORE IMPORTANT RECOMMENDATIONS DIRECTED TOWARDS ECONOMY.

S.No.	No. as per sum- mary of recommen- dations	Particulars
1	11	The work of evaluation of Five Year Plan Publicity may be entrusted to the Programme Evaluation Organisation of the Planning Commission instead of increasing the staff in the Research and Reference Division for the purpose.
2	13	Effective steps may be taken to check the increasing expenditure on the Photo Division.
