

**ESTIMATES COMMITTEE
(1968-69)**

(FOURTH LOK SABHA)

EIGHTY-EIGHTH REPORT

**PUBLICATIONS OF SELECTED MINISTRIES
OF THE
GOVERNMENT OF INDIA**



**LOK SABHA SECRETARIAT
NEW DELHI**

April, 1969/Vaisakha, 1891 (Saka)

Price : Rs. 1.90

6.395A

**LIST OF AUTHORISED AGENTS FOR THE SALE OF LOK SABHA
SECRETARIAT PUBLICATIONS**

Sl. No.	Name of Agent	Agency No.	Sl. No.	Name of Agent	Agency No.
ANDHRA PRADESH					
1.	Andh University General Cooperative Stores Ltd., Waltair(Visakhapatnam).	8	12.	Charles Lambert & Company, 101, Mahatma Gandhi Road, Opposite Clock Tower, Fort, Bombay.	30
2.	G.R.Lakshmipathy Chetty and Sons, General Merchants and News Agents, Newpet, Chandragiri, Chittoor District.	94	13.	The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-1.	60
ASSAM					
3.	Western Book Depot, Pan Bazar, Gauhati.	7	14.	Deccan Book Stall, Ferguson College Road, Poona-4.	65
BIHAR					
4.	Amar Kitab Ghar, Post Box 78, Digonal Road, Jamshedpur.	37	MYSORE		
GUJARAT					
5.	Vijay Stores, Station Road, Anand.	35	16.	M/s. Peoples Book House, Opp. Jaganmohan Palace, Mysore-1.	16
6.	The New Order Book Company, Ellis Bridge, Ahmedabad-6.	63	RAJASTHAN		
HARYANA					
7.	M/s. Prabhu Book Service. Nai Subzimandi, Gurgaon, (Haryana).	14	17.	Information Centre, Government of Rajasthan, Tripolia, Jaipur City.	38
MADHYA PRADESH					
8.	Modern Book House, Shiv Vilas Palace, Indore City.	13	UTTAR PRADESH		
MAHARASHTRA					
9.	M/s Sunderdas Gianchand, 601, Girgaum Road, Near Princess Street, Bombay-2.	6	18.	Swastik Industrial Works, 59, Holi Street, Meerut City.	2
10.	The International Book House (Private) Limited, 9, Ash Lane Mahatma Gandhi Road, Bombay-1.	22	19.	Law Book Company, Sardar Patel Marg, Allahabad-1.	48
11.	The International Book Service, Deccan Gymkhan, Poona-4.	26	WEST BENGAL		
			20.	Granthaloka, 5/1, Ambica Mookherjee Road, Belgharia, 24 Parganas.	10
			21.	W. Newman & Company Ltd., 3, Old Court House Street, Calcutta.	44
			22.	Firma K.L. Mukhopadhyay, 6/1A, Banchharam Akur Lane, Calcutta-12.	82
			23.	M/s. Mukherji Book House, 8B, Duff Lane, Calcutta-6.	2

C O R R I G E N D A

To

Eighty-Eighth Report of Estimates Committee
(Fourth Lok Sabha) on the Publications of
Selected Ministries of the Government of
India.

Page	para	line	for	read
(iii)	-	10	Shri Tridip Chaudhuri	Shri Tridib Chaudhuri
(v)	-	4	Ministers	Ministries
5	2.5	2	and inter-type	an inter-type
7.	2.11	23	'measures	measure
17	2.38	10	in	an
		13	Indias'	India's
20	2.48	1	asked	asked about
	2.49	3	topically	topicality
26	3.10	3	Understand	understand
		7	Cultural	Central
27	3.12	6	read	read with
35	3.17	2	Branch	Branch should
		15	publish	publication
44	3.46	1	officers	offices
57	4.1	8	Directors	Directorate
123	7.25	3	Police	Public
145	-	22	diffrent	different
154	-	18	26,000	30,000
	-	21	was	has
	-			

CONTENTS

	PAGE
COMPOSITION OF THE COMMITTEE	(iii)
INTRODUCTION	(v)
CHAPTER I. INTRODUCTORY	1
CHAPTER II. MINISTRY OF EXTERNAL AFFAIRS	4
CHAPTER III. MINISTRY OF INFORMATION & BROADCASTING :	
(i) Publications Division	22
(ii) All India Radio	43
CHAPTER IV. MINISTRY OF FOREIGN TRADE AND SUPPLY—DIRECTORATE OF COMMERCIAL PUBLICITY	57
CHAPTER V. MINISTRY OF DEFENCE :	
(i) Department of Defence	70
(ii) Department of Defence Production	81
CHAPTER VI. MINISTRY OF RAILWAYS (RAILWAY BOARD)	
CHAPTER VII. MINISTRY OF COMMUNICATIONS (P&T BOARD)	90
APPENDICES :	
I. Statement showing printing and distribution of publications of Publications Division during 1967-68	127
II. Statement showing the publications brought out by the Department of Defence	132
III. List of publications printed during the period from 1-4-65 to 31-3-68 (Directorate of Military Regulations and Forms)	136
IV. List of publications showing their cost and percentage of unsold copies (Historical Section)	139
V. Statement showing the receipt and expenditure of Dak-Tar	141
VI. Statement showing the Summary of Recommendations/Conclusions contained in the Report	144
VII. Analysis of Recommendations/Conclusions contained in the Report	155

ESTIMATES COMMITTEE
(1968-69)

CHAIRMAN

Shri P. Venkatasubbaiah

MEMBERS

2. **Shri B. Anjanappa**
3. **Shri R. S. Arumugam**
4. **Shri Panna Lal Barupal**
5. **Shri Onkar Lal Berwa**
6. **Shri Tridip Chaudhuri**
7. **Shri Ganesh Ghosh**
8. **Shri Hardayal Devgun**
9. **Shri Y. Gadilingana Goud**
10. **Shri J. M. Imam**
11. **Shri Tulsidas Jadhav**
12. **Shri C. Janardhanan**
13. **Shri S. Kandappan**
14. **Shri Yashwant Singh Kushwah**
15. **Shri K. Lakkappa**
16. **Shri J. M. Lobo Prabhu**
17. **Shri Inder J. Malhotra**
18. **Shri Yamuna Prasad Mandal**
19. **Shri Bibhuti Mishra**
20. **Shri F. H. Mohsin**
21. **Shri Kartik Oraon**
22. **Shri Chintamani Panigrahi**
23. **Shri Gajraj Singh Rao**
24. **Shri Erasmo de Sequeria**
25. **Shrimati Jayaben Shah**
26. **Shri Shantilal Shah**

27. Shri Rajdeo Singh
28. Shri Arangil Sreedharan
29. Shri K. Subravelu
30. Shri Tula Ram

SECRETARIAT

Shri B. K. Mukherjee—*Deputy Secretary.*

Shri K. D. Chatterjee—*Under Secretary.*

INTRODUCTION

1. the Chairman Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Eighty-Eighth Report on the Publications of Selected Ministers of the Government of India.

2. The Committee took evidence of the representatives of the Ministries of External Affairs, Information and Broadcasting, Foreign Trade and Supply, Defence, Railways (Railway Board), Communications (P&T Board), and Health and Family Planning and Works, Housing and Urban Development on the 23rd and 24th January, 1969. The Committee wish to express their thanks to the Foreign Secretary, Ministry of External Affairs; Secretary, Ministry of Information and Broadcasting; Director, Commercial Publicity, Ministry of Foreign Trade and Supply; Additional Member (Commercial), Ministry of Railways (Railway Board); Senior Member (Posts), Ministry of Communications; and Chief Controller of Printing and Stationery, Ministry of Health and Family Planning and Works, Housing and Urban Development for placing before them the material and information they wanted in connection with the examination of the estimates.

3. The Report was considered and adopted by the Committee on the 25th April, 1969.

4. A statement showing the analysis of recommendations contained in the Report is also appended to the Report (Appendix VII)

NEW DELHI;
April 28, 1969. .

P. VENKATASUBBIAH,
Chairman,
Estimates Committee.

Vaisakha 8, 1891 (Saka)

CHAPTER I

INTRODUCTORY

1.1. The Estimates Committee in their 83rd Report on the Ministry of Health and Family Planning and Works, Housing and Urban Development—Printing and Stationery Department (Printing Wing) have already referred to the growing volume of Government printing work since Independence due to the expanding activities, in many fields, particularly developmental, educational and social. They have noted that this demand is likely to increase further because of the need of printing in different languages. Before Independence, the Printing and Stationery Department was almost exclusively responsible for the formulation of policy and regulation of Government Printing. This is not the position now. There are several Departments of the Government who have set up organisations for planning their printing requirements. Some of the more important of these Departments are the Ministry of Education, the Ministry of Information and Broadcasting, the Ministry of Foreign Trade and Supply, etc. To enable the indentors to have their emergent requirements printed certain powers have been delegated to the Ministries/Departments, etc. and within these limits they are free to have the work done without obtaining the approval of the Chief Controller of Printing and Stationery.

1.2. There are certain paying indentors who have separate special appropriations under contingencies for printing and publishing through private agencies. Defence, Posts and Telegraphs and Publications Division are the major indentors of this category. Because of the inadequacy of printing resources, larger powers have been delegated to them so that they can have their urgent work done through private presses. Recently, the Director of Publications Division has been given full powers to have all printing done in Hindi and regional languages under his own arrangements.

1.3. The value of publications work which is at present printed

through the Government of India presses and through private presses is indicated below:

*Value of printing jobs done by Government of India presses and by private presses in 1964-65**

Value of work done in Government of India presses excluding paper; and binding materials	Rs. 305 lakhs
Printing jobs done through private presses	Rs. 131.99 lakhs
	Rs. 436.99 lakhs.

1.4. The Estimates Committee in paras 2.53 and 2.54 of their 83rd Report have already stressed the need for maintaining a check on over printing by Ministries and Departments in regard to printing of publications, etc.

1.5. The Public Accounts Committee also in their 34th Report (Fourth Lok Sabha) have expressed their unhappiness "over the alarming extent of the needless over-printing and the consequent heavy infructuous and wasteful expenditure on Government publications." That Committee have felt that "Government can effect substantial savings if the various Ministries and Departments are made to place their print orders on a realistic and conservative basis."

1.6. The Estimates Committee have, therefore, felt that the Publication activities of the Ministries and Departments of the Government of India require detailed study in relation to their organisation, budgeting, and printing of various publications. The Committee have selected the following Ministries for the purpose of such a study:

1. Ministry of External Affairs.
2. Ministry of Information and Broadcasting (Publications Division and All India Radio).
3. Ministry of Commerce (now Ministry of Foreign Trade and Supply)—Directorate of commercial Publicity.

* Audited figures of only upto 1964-65 are available.

4. **Ministry of Defence (Departments of Defence and Defence Production).**
5. *Ministry of Railways* (Railway Board)
6. **Ministry of Communications (Posts and Telegraphs Board).**

1.7. The results of the study made by the Committee and their views in regard to the publications activities of the Ministries|Departments selected for examination are discussed in the succeeding Chapters.

CHAPTER II

MINISTRY OF EXTERNAL AFFAIRS

2.1. The work relating to external publicity was transferred from the Ministry of Information and Broadcasting to the Ministry of External Affairs in 1948. Ever since its inception the External Publicity Division has been producing its own publications on a progressive scale. The number of publications produced during 1967-68 was 17 compared to a mere two during 1949-50. In addition the Division procures publications produced by other sources—Government Departments as well as private organisations. In appropriate cases private individuals and organisations are encouraged to bring out publications on specific subjects.

2.2. While the bulk of the work relating to publications is handled by the External Publicity Division (XP Division) of the Ministry the Protocol Division, the Administrative Division, the Consular Division and occasionally the Territorial Divisions bring out publications concerning their own work. The publications brought out by the Protocol, Consular and Territorial Divisions are largely meant for distribution while those brought out by the Administrative Division, with the exception of the Annual Report of the Ministry, are meant for the official use of the Ministry and the Indian Missions abroad. The publications issued by the External Publicity Division are—

1. Foreign Affairs Record—monthly
2. Indian and Foreign Review—fortnightly
3. Courier de l' Inde (French edition of the above)—fortnightly.
4. The Haj Guide (Urdu, Hindi and Bengali and Malayalam)—annual
5. World Press Review (a mimeographed digest of world press opinion)—daily
6. *Ad hoc* pamphlets on various subjects of national and international importance.

7. Foreign language editions of some of the above pamphlets produced by Indian Missions abroad.
8. Photo-Features (containing 6-7 photographs on a particular topic and a brief write-up)—*ad hoc* normally one in two months.
9. Feature articles (mostly mimeographed but some printed)—*ad hoc*.
10. Press releases (mimeographed)—*ad hoc*.

'Indian and Foreign Review', mentioned at 2 above, is produced by the Publications Division Ministry of Information and Broadcasting at the instance of the Ministry of External Affairs. The latter buys copies for its use. Presently 12,500 copies are bought.

2.3. According to information furnished to the Committee, 63 Indian Missions abroad publish about 130 periodicals in English and other languages.

2.4. The work in the External Publicity Division is handled in XM Section which like all other sections in the Publicity Division is under the overall charge of a Director. The Branch Officer is a Deputy Secretary or an Under Secretary but at present an Information officer is holding charge of the section assisted by an Attache, a Research Officer, Publicity Officer and a Section Officer. The Section has a strength of Assistants, U.D.Cs, L.D.Cs. etc. The work relating to the production of publications, feature articles, publicity material etc., is, among other things, handled by the Attache, the Research Officer and two Assistants. Work relating to the publication of the 'World Press Review' is handled solely by the Attache himself with the help of a steno-typist.

2.5. The external Publicity Division has a Press, which has an automatic and a small handoperated machine, and inter-type machine and other accessories. Most of the pamphlets produced by the Division are printed in this Press. More involved work is, however, entrusted to the private printers either directly or through the Director of Advertising and Visual Publicity and Director of Publications.

2.6. In the course of evidence the representative of the Ministry of External Affairs has informed the Committee that the small press had been set up for bringing out publications of urgent character.

The bulk of the printing work is, however, sent to the Ministry of Health, Family Planning, Works, Housing and Urban Development. It has further been stated that the total cost of the printing press is about Rs. 22,000 per annum which is considered to be a small amount as compared to the amount of work turned out. The Committee has further been informed in a written note that the press was set up in consultation with the Ministry of Works, Housing and Supply in 1953. An automatic machine was also purchased in 1963 with the prior concurrence of that Ministry accorded in October, 1960. The Press has a staff strength of 10 persons including a Foreman.

2.7. In reply to a question whether the Ministry has considered the desirability of centralising all publication activities of the Ministry in one Division so as to achieve economy and ensure centralised supervision, the Ministry has stated in a written note, "The Centralising of all publication activities of this Ministry in one Division is not possible as the material for each publication (depending on the nature of publication) is collected and processed by the divisions concerned and the other divisions are not in a position to handle/process the same suitably."

2.8. The representative of the Ministry has stated in evidence that "each territorial division is responsible for bringing out any special publications that they may think necessary. The XP Division is in a way co-ordinating all the publications that are of general interest." He has added that total centralisation is, however, not possible and the centralised supervision with regard to production, technique, and urgency is being done by the XP Division.

2.9. The Committee are glad to learn that though the total centralisation of publication work is not possible within the External Affairs Ministry, the External Publicity Division functions as the co-ordinating agency in respect of the publications that are of general interest. The Committee hope that this co-ordination will be further intensified with a view to achieve possible economy and avoid possible overlapping and duplication of work.

2.10. The Committee trust that the capacity in the External Publicity Division Press is fully utilised and that only items of work which cannot be produced in this Press are entrusted to private printers either directly or through other agencies of the Ministry of Information and Broadcasting.

2.11. With regard to dissemination of literature on India, the Ministry has stated in a written note that—

“There has been an increasing demand all over the world for literature on India on various aspects of Indian life and culture. As there are obvious limitations in meeting this demand entirely through publications produced in India, our missions abroad produce their own periodicals and pamphlets (this is generally cyclostyled material but in some cases also printed)—as far as possible in the languages of the countries concerned—in addition to distributing the material received from India. The Missions are regularly fed with material for their publications through a wide teleprinter network twice a day and through the Diplomatic Bag service. In addition to producing their own publications, the Missions bring out local language cyclostyled editions of important publications produced at headquarters or, alternatively, encourage local publishers to do so. Thus an Arabic edition of an important book on Kashmir and a Spanish edition of another came out during 1967-68. Prominent newspapers and journals abroad are also encouraged to bring out supplement on India on special occasions.

These steps have contributed in no small measures to the increasing appreciation abroad of our policies and a sympathetic interest in our efforts to build a modern, socialist society under a truly democratic set-up.

While these publications thus attempt to acquaint foreigners about developments in India, the World Press Review containing a digest of World Press opinion published daily in mimeographed form, acquaints policy makers and others in India of World reaction to such developments. Matter for the World Press Review is compiled from reports received from our Missions abroad through press cables and the airmail service.”

2.12. When asked to state the present arrangements for dissemination of literature depicting various facets of Indian life and culture to readers in foreign countries through Indian Missions, the representative of the Ministry replied that the needful was being done through various publications, maps, etc. by displaying them in libraries in Missions abroad, distribution to various educational institutions, press Members of Parliament, leaders of public opinion, and holding exhibitions of Indian books etc.

2.13. It was stated by the representative of the Ministry of Information and Broadcasting that in regard to making the information available to persons who form opinion in the different countries, it was recently decided in consultation with the Ministry of External Affairs to draw up a list of about 250 addresses each in 15 to 20 important countries to whom our publicity material produced by the D.A.V.P. and the Publications Division in the matter of Indian culture, Indian industries and export etc. would be sent regularly.

2.14. In reply to a question the representative of the Ministry of External Affairs has stated in evidence that although they "suffered a lot from paucity of funds" in regard to propaganda through films, they did not suffer to that extent so far as printing material is concerned. But if more funds were available to secure art paper and paper of fine quality, they would be able to make more effective propaganda.

2.15. The Committee note that according to a recent decision a list would be drawn up of 250 addresses of leaders who form public opinion (in 15 to 20 important countries each) to whom publicity material relating to Indian culture, industry, export, etc. would be sent regularly. They would like the Ministry to review the list periodically with a view to making additions|alterations to it.

Co-ordination between External Affairs Ministry and other Ministries.

2.16. With regard to co-ordination between the Ministry of External Affairs and the other Ministries in so far as production of publications for external publicity is concerned, the representative of the Ministry of External Affairs has stated in evidence that the other Departments such as the Ministry of Information and Broadcasting or Directorate of Advertising and Visual Publicity or other Ministries produce publications, not necessarily in each case at the request of the Ministry of External Affairs. As soon as these are produced, the Ministry of External Affairs, where necessary, obtains them on purchase basis and distributes them through the Indian Missions abroad. If the Ministry want a particular material to be produced, they address their request to the proper Ministry concerned. The Secretary of the Ministry has added that recently they had set up a Publicity Board consisting of officers of the Information and Broadcasting Ministry and the Ministry of External Affairs. They had also formed a Committee of the Information Secretary, the Foreign Secretary and the Secretary of the Ministry concerned who

meet informally and discuss these matters. The Board and the Committee were set up about two months back. The Secretary, Ministry of Information and Broadcasting has explained that apart from the formal Secretary Level Committee, which has been set up recently, constant consultations go on between the Director of the Publications Division and the Director of External Publicity in the matter of selection of publicity material for the use of the Ministry of External Affairs. All planning with regard to art books, history books and explaining of culture of India, which are meant for foreign consumption, is done in consultation with the Director of Publicity. In the matter of priced and non-priced publications "what is to be projected, how to be projected, what is the quantum to be brought out, how the written word should be projected, in what languages they should be translated and all that, there is consultation at the level of Director of Publications Division and the Director of External Publicity. Asked to state the necessity of setting up the Committee recently, the Secretary Ministry of External Affairs has stated, "While there has been a machinery for operation it was not very effective and in order to make it more effective this Committee was set up."

2.17. The Committee note that the machinery that existed for co-ordination between the Ministry of External Affairs and other Ministries in so far as production of publications for external publicity is concerned, had not been very effective and a committee of Information Secretary, Foreign Secretary and Secretary of the Ministry concerned has been set up to effect improvements in this direction. The Committee hope that the new committee will achieve the purpose for which it has been set up.

2.18. According to the information furnished to the Committee by the Ministry of External Affairs, 37 Indian Missions abroad published regularly 58 periodicals in the language of the country concerned. The foreign languages covered besides English were French, Portugese, German, Italian, Swedish, Russian, Flemish, Rumanian, Spanish, Serbo-Croatian, Burmese, Persian, Arabic, Turkish, Indonesian, Japanese, Nepali, Tibetan, Thai, Chinese, Malaya, Sinhalese, Swahili etc.

2.19. The Committee have further been informed that the expenditure incurred during the last three years on production of bulletins in Indian Missions abroad has been as follows:—

1965-66	—	Rs. 17,93,000
1966-67	—	Rs. 25,56,100
1967-68	—	Rs. 24,89,500

2.20. The Committee wanted to know if it was not desirable that the Indian Missions instead of producing their own publications should rely on the publications produced by the Ministry of External Affairs or other agencies of the Government of India. The Ministry have stated in a written note that, "Indian Missions distribute a very large number of Directorate of Advertising and Visual Publicity, Director, Publications Division, External Publicity Divisions publications. Over and above that they do need some publications with their imprint which are suitable only in their own particular country of accreditation. The question of language is also there. English language publications will hardly be welcome in non-English speaking countries."

2.21. As regards facilities available with the Indian Missions abroad for bringing out their own publications and pamphlets, the Ministry have stated, "There are 50 Indian Missions where there are information set ups. These are headed by PROs/IOs/AIOs. They are helped by required number of Translators, Editors, PAs, Assistants, etc. Quantum of help is determined by the importance of the post/country. They are regularly fed with publications, newspapers etc. from headquarters and by daily morse code of important day to day events which they receive on teleprinters. Over and above, any particular help they specifically ask for is supplied from headquarters, not only in shape of material but also with personnel". It has further been stated that "the Missions have arrangements for translating material into local languages".

2.22. In the course of evidence the representative of the Ministry has stated that, "The expenditure for printing in India is Rs. 10 lakhs and Rs. 27 lakhs abroad of all the Missions together. So far as the publications of the External Affairs Ministry at the headquarters are concerned, they are done entirely in India. The number of Missions is very large". In reply to a further question as to whether this expenditure of Rs. 27 lakhs was motivated or influenced in terms of better type of printing outside India, the representative of the Ministry has stated, "There are a number of factors. One is better quality printing. In many cases it is the urgency, the time factor that is involved; and thirdly, it is the corrections of proofs. Perhaps some expert advice about the production, get up, lay out can be better done in foreign countries."

2.23. In reply to a question about the desirability of printing publications in India the representative of the Ministry has stated, "I agree that all the printing work by the Ministry should be got done within the country. But, our experience has been that, so far as English publications are concerned, there are two or three issues,

very important issues—the time factor, the quality factor and the transport charges involved in sending them outside India if they are printed here. The advantage lies in printing them locally but we could examine this in the case of some Missions whose quality of printing may not be so good and it may be possible perhaps to print them in India. For instance, in the case of U.K. Mission, it might be more economical and better also to have the printing of the annual publications done here.”

2.24. In reply to a further question regarding amount of foreign exchange involved, the representative of the Ministry has stated, “We receive budget estimates from all our Missions for the year. We examine the items objectively and the sanction is given with the concurrence of the Finance Ministry after very careful scrutiny. But, as I have already said, we will examine the question again whether there is any possibility of printing some of these publications in India and thereby saving foreign exchange even though we may have to incur greater expenditure on transport”.

2.25. Asked to state whether adequate facilities were available to bring out publicity material intended for various countries in the languages of those countries, the representative of the Ministry has stated, “If we are prepared to allow our Missions abroad to engage the local staff, then we will have adequate facilities. By and large I would say we have a Translator or Editor in most of the bigger Missions. In some of the Missions we do not have adequate staff. I frankly admit that the staff particularly for translation and editing will have to be enhanced in some of the Missions”.

2.26. In reply to a question as regards other difficulties, if any, in publishing the material in the language of the countries concerned, the representative of the Ministry has stated in evidence, “Want of funds. Certain foreign countries spend in India on publicity much more than our total publicity budget for the whole world. So want of funds is the main difficulty”. Asked to state if there was any difficulty with regard to obtaining funds from the Ministry of Finance, the representative has stated, “My experience with the Finance is that if you are honest and frank with them, more often than not, they see your point.”

2.27. The Committee suggest that the Ministry of External Affairs may again examine, as promised by their representative in the course of evidence, whether there is any possibility of printing in India some of the publications which are at present brought out in foreign countries and thereby saving foreign exchange to some

extent. However, they would like to emphasise that it is very necessary to bring out pamphlets, bulletins and material in the languages of the countries concerned so that a better projection of the image of India is made in all those countries. For this purpose they would suggest that the Foreign Service Inspectorate may review the work load etc. of the various Missions abroad to determine the deficiencies, if any, and to suggest ways and means to effect improvements with regard to staff and other ancillary matters.

2.28. The Committee have been informed that the total print order of the fortnightly 'Indian and Foreign Review' is fixed at 14,425. The Ministry of External Affairs purchase 12,630 copies of the periodical and distribute 12,214 copies to Missions and individual leaders of public opinion abroad. 71 copies to Heads of Missions in India and retain 345 copies. The Publications Division of the Ministry of Information and Broadcasting retain 1,795 copies for sale/distribution. The Committee have also been informed that 2,600 copies per issue of the "Foreign Affairs Record" (monthly) are issued by the Ministry.

2.29. In the course of evidence the representative of the Ministry was asked if the number of copies printed was not on the high side. The representative of the Ministry has stated that the print order is given on the basis of minimum requirements in each case and that "there is a case for increasing the number of copies rather than reducing it". He has added that the distribution list has already been drastically pruned and supplies are being made on a very restrictive basis. The Ministry have a surplus of 10 copies only.

2.30. In reply to a question whether it is not desirable to amalgamate 'Indian and Foreign Review' and 'Foreign Affairs Record', the representative of the Ministry has stated, "They meet two different requirements. 'Foreign Affairs' contains mainly official communiques, documents and statements which are mainly for purposes of record. 'Indian and Foreign Review' contains articles on culture, history, politics etc."

2.31. In reply to a question whether the 'Indian and Foreign Review' is published in English language only, the representative of the Ministry has stated, "We have a French publication here."

2.32. He has further stated that there is need for publishing this periodical in other languages also as very great interest is shown in the articles of the journal. They have an idea of publishing it in

the languages of the various countries also but the limited resources do not permit this. The representative of the Ministry of Information and Broadcasting has stated that they would very much like to increase the print order of the copies of the 'Indian and Foreign Review' to some thing like 20—22 thousand. Some discussions were held in this matter and a suggestion was made that compilations from the 'Indian and Foreign Review' and the journal 'Yojana' should be brought out once a year in the five languages that the United Nations deal with. Asked to state whether improvements could be made in the contents and quality of the journal, of the articles etc., the representative of the Ministry of Information and Broadcasting has stated that the two cover pages could contain coloured illustrations, the printing could be further improved and better quality of articles could be obtained if funds were available for making suitable payments.

2.33. The Committee desired to be furnished with a detailed note showing how the quality of the journal, 'Indian and Foreign Review' has improved and with what results. The Ministry have stated in a written note: "The magazine is now printed on very fine quality Rice paper manufactured in India. The fine quality of the paper used makes the magazine more attractive, saves on postage, and also *inter alia* advertises the technical ability of India to produce fine quality consumer goods.

Tenders for printing the magazine are called only from top-class printers, and contract for printing is awarded only to printers with proved ability to turn out really first-class jobs. This has greatly improved the quality of the magazine.

The contents, i.e. editorials, news features, pictorial matter, special features like 'Glimpses of India' sketches, cartoons etc.,—have greatly improved in quality.

Judged purely from the point of view of get-up, contents, printing and paper, the magazine is a first-class publication, and is appreciated more and more by people all over the world, as would be apparent from the increase in its print order as shown below:

1963	—	8,000	—	Copies per issue
1964	—	9,000	—	—do—
1965	—	10,642	—	—do—
1966	—	10,821	—	—do—
1967	—	11,715	—	—do—
1968	—	12,630	—	—do—

The popularity the magazine enjoys abroad may be seen from the increased supply asked for by several Indian Missions abroad as under:—

S. No.	Mission	Previous Quota	Increased Quota
(1)	Manila	10	30
(2)	Ankara	2	25
(3)	Peking	Nil.	15
(4)	Djakarta	100	400
(5)	Conakry	25	50
(6)	Damascus	30	50
(7)	Ottawa	25	35
(8)	Warsaw	Nil.	50
(9)	Stockholm	10	100
(10)	Tunis	10	50
(11)	Oslo	200	225

2.34. The Committee have also been informed that "The journal is distributed in 89 countries either through the Indian Missions or direct."

2.35. The Committee note that it is not possible to amalgamate the 'Indian and Foreign Review' and the 'Foreign Affairs Record' as they meet two different requirements and their contents are also different.

2.36. The Committee further note that there is a continuous rise in the demand for the journal 'Indian and Foreign Review' with the result that the number of copies printed is constantly going up. The Ministry have also expressed the feeling that, "There is a case for increasing the number of copies rather than reducing it" and that "There is need for publishing the journal in other languages also." The Committee suggest that the position may be reviewed in consultation with the Ministry of Information and Broadcasting and suitable action taken towards this end. They trust that while increasing the number of copies or bringing out the journal in other international languages, the demands will be assessed realistically.

2.37. At the instance of the Committee the Ministry have furnished the following extracts of Paras 212—216 of Chapter V of the Report of the Committee on the Indian Foreign Service (Pillai Committee):

“Pamphlets and Brochures

212. We have heard much comment on the indifferent quality, and delay in distribution, of our printed material. At the same time, a number of exceptions have also been cited to emphasise what might be achieved if the approach was more imaginative and dynamic. The persons in charge of the organs moulding public opinion are busy people and they are flooded with literature from a variety of sources. If our publicity is to make any impression in such a highly competitive world, it is necessary to ensure that the literature we put out is as good as the best produced elsewhere, so that it can arrest the attention of the reader and tell him what we have to say succinctly.
213. Our discussions with the officers concerned in the Ministry of External Affairs has led us to believe that there is, in fact, sufficient awareness of these aspects and that the production unit of the X.P. Division is paying increasing attention to all of them. The pamphlets and brochures on subjects of interest to the Ministry of External Affairs or matters related to foreign policy produced by the Ministry of Information and Broadcasting are also prepared in close consultation with the Ministry of External Affairs and bearing in mind the requirements of external publicity. Every effort is made to secure the services of top class writers for the scripts. More attention is also being devoted to the lay out, get up and presentation.
214. It was, however, pointed out to us that more impressive results cannot be achieved without additional resources. A good brochure, written well and attractive produced on good paper, costs very much more than what we are usually able or willing to spend. It may perhaps be possible for the Minister to prune the number of publications and the number of copies produced and spend a little more on each of them in improving the quality. It is obvious, however, that there is a minimum limit set by the course of current events on the number of such publications,

which it may be unwise to reduce. Therefore, the conclusion is inescapable that the Government should spend very much more on printed publicity, if we are to secure more impressive results.

215. This is even more true of the production of material for different areas in foreign languages. Printing facilities within India for this purpose are inadequate or unavailable. Good translators are also difficult to secure. Such material can be best produced abroad and the higher cost, in foreign exchange, must be accepted as inevitable.
216. Suggested improvements—For convenience, we recapitulate the lines along which we think improvements should be made:
- (i) The production programme for the whole year should be prepared on a tentative basis so that budget resources are properly allocated; adjustments can always be made later to meet urgent and unforeseen needs. This will enable better planning of production and distribution and avoid improvisation at the eleventh hour;
 - (ii) More attention should be given to quality even if this means a reduction in quantitative output;
 - (iii) the X.P. Division should maintain a panel of high class script writers on whose service it can draw as occasion demands and pay them well; services of good script writers in foreign languages should also be secured;
 - (iv) production should be diversified and oriented to suit the needs of different areas; and
 - (v) pamphlets in foreign languages should be produced at selected centres abroad where the best facilities are available."

238. The Committee wanted to know the various steps taken for improving the quality and contents of periodicals and other publications brought out for publicity purposes since 1947 and to modulate them to new conditions with special reference to the journal "March of India". The Ministry have stated in a written note:

"Steps taken to improve the quality and contents of the various periodicals and publications brought out by the Divi-

sion and Missions abroad have been aimed at making them more presentable and readable and a more effective medium of publicity and mass communication. For this purpose better production methods and better quality of printing material and illustrations and more impressive layout and get-up have been progressively used. In order to enable these publications to reach increasingly larger sections of the local population, publications are now brought out in various foreign languages of the world, besides English.

At the same time, there has been in increasing diversification of the scope and contents of the publications. They now cover a wider range of subjects so as to present the various facets of India's multisided progress. Publications brought out by the Division and Missions abroad deal with political, economic, social and cultural subjects.

Almost all the Missions abroad have brought out a handbook on India in the language of their accreditation for wide circulation. The aim of our publications now is to reach as wide a cross-section of the local population and opinion forming elements as possible—children, students, university professors, educationists, publicists, intellectuals, representatives of the different professions and leaders in various walks of life.

The magazine 'March of India'—which used to be brought out by the Ministry of Information and Broadcasting—is now defunct. The magazine was well received abroad and the Division used to buy about 46,800 copies per year for distribution abroad. Arrangements are, however, under way to bring out another prestigious pictorial magazine—even better than the 'March of India'—by the Ministry of Information and Broadcasting. The division has agreed to buy about 36,000 copies per year of the magazine for distribution abroad and has made a budget provision of Rs. 50,000 for the next financial year for the purpose."

2.39. The Committee note the recommendations made by Pillai Committee for improvements in the production of pamphlets and brochures brought out for the Ministry of External Affairs. They further note the steps taken by the Ministry since 1947 to improve the quality and contents of the various periodicals and publications brought out by the External Publicity Division and the Indian Missions abroad which have been aimed at making them more present-

able, readable, and a more effective medium of publicity and mass communication. They note that arrangements are under way to bring out a prestigious pictorial magazine, even better than the 'March of India' by the Ministry of Information and Broadcasting of which 36,000 copies per year will be purchased by the External Publicity Division for distribution abroad.

2.40. The Committee would, however, like to stress that every effort should be made to continue the process of improvement on the lines suggested by the Pillai Committee.

2.41. The Public Accounts Committee in their 34th Report (Fourth Lok Sabha) have observed: "The various Ministries and Departments are not required, under the existing rules, to bear the expenditure on their publications and the expenditure on publications is not shown in their respective budgets. This tends to encourage them to place their print orders in excess of requirements for the various publications with a lack of responsibility." The Committee referred to those observations and wanted to know if it would not be desirable to provide specific amount in the budget of the respective Ministries for the publications work and the concerned Ministries made responsible for the expenditure on their publications. The Ministry has stated in a written reply:

"So far as this Ministry is concerned, publications intended for publicity purposes are already being paid for from this Ministry's budget-grant, wherein a specific provision is made for the purpose. In case of other departmental publications for which no payment is made at present this Ministry has no objection to provide a specific amount in the budget if other Ministries are also asked to do likewise as a matter of new policy. In fact pursuant to the recommendations of the Public Accounts Committee a provision of Rs. five lakhs has already been made in Budget Estimates 1969-70 (from which year this Ministry will be a paying department)."

2.42. In the course of evidence the Committee wanted to know how the Ministry got their stationery for the publications. The representative of the Ministry has stated in evidence:

"So far we have been getting it from the Controller of Printing and Stationery. From this year onwards we have accepted the guidance of the Committee (Public Accounts Committee) that we should meet the expenditure ourselves

and provide for it in the budget. We hope that this procedure will perhaps produce greater results and also economy". Asked whether they would prefer to have all their publications produced and printed in their own Ministry, the representative has stated, "I would hesitate to say 'Yes' because unless we try it out and it proves a success, I would not like to enlarge our set up. Until we can be sure that we can cope with it particularly in the production of quality publications, I cannot say any thing definite. I don't think we are better qualified than some of the printing presses. I would hesitate to ask for greater allotment so that all our printing may be done by the External Publicity Division. I think we should continue to get our works done through the centralised machinery."

2.43. The Committee note that pursuant to the recommendations of the Public Accounts Committee a provision of Rs. 5 lakhs has already been made in the budget estimates of the Ministry for 1969-70, from which year the Ministry of External Affairs will be a paying department.

2.44. The Committee hope that the procedure now introduced will result in economy and better control over expenditure on publications of the Ministry.

2.45. The Committee referred to the following observations of the Public Accounts Committee in their 34th Report (Fourth Lok Sabha):

"There is a general tendency in the Ministries and departments to pitch their print orders on inordinately high estimates which are sometimes grossly in excess of their requirements without exercising due caution in assessing their own requirements and the likely public demand for their publications. This results, in most cases, in the accumulation of heavy stocks, the blocking of substantial public funds and the heavy weeding out of surplus copies in the end", and wanted to know what checks are exercised by the Ministry of External Affairs, etc on the printing of the various publications with a view to see that:

- (i) they are not in excess of the actual requirements;
- (ii) heavy stocks are not allowed to be accumulated and weeded out subsequently as obsolete publications.

2.46. The Ministry have stated in a written note:

“The immediate and future requirements are carefully calculated before placing an order for print thereof in respect of each publication issued by this Ministry.

As the number of copies required is carefully calculated in respect of each publication before the print order is placed the balance generally left over after initial distribution is negligible except publications in respect of which it is essential to make provision for future requirements in order to avoid extra expenditure on the reprinting on subsequent occasion.”

2.47. In the course of evidence the representative of the Ministry has stated that the print orders for publications of the Ministry are very carefully scrutinized before placing orders for publications and that the problem mentioned by the Public Accounts Committee has not arisen in their Ministry. Care is being taken for future also to ensure that very small stocks of publications are left over.

2.48. When asked the criterion laid down in the Ministry to assess their requirements in the beginning of each financial year, the representative of the Ministry has replied that they base their requirements for certain publications on the past year's experience. The Ministry have regular mailing lists but on occasions they have to bring out certain publications on urgent topics which could not be foreseen in advance, for instance, the White Paper on China. Therefore, the estimates are based on previous year's experience and urgent requirements that might arise in the course of the year.

2.49. Asked to state the considerations that are kept in view while fixing the print orders, the representative of the Ministry has stated in evidence that “the main thing is the topically and the regional requirements. These are the main considerations. Machinery in the Ministry exists for such work.”

2.50. The Committee also desired to know the arrangements made for stocking and distribution of the publications. The Ministry have stated in a written note that “All publications brought out by the External Publicity Division, Protocol Division and the Territorial Division are distributed immediately on production. No special arrangements for stocking them have, therefore, been made. Only a few copies thereof are kept for future reference and record in the Sections concerned in the Ministry. The publications brought out by the Administration, which are meant for official use in the Ministry

and the Missions abroad, are stocked in the almirahs/cup-boards provided for the purpose to them. Their proper account is kept and the same are issued to the various Sections in the Ministry and the Missions abroad on receipt of demands therefore from them (after the same have been scrutinised by the Administration Division)."

2.51. The Committee wanted to know if it is not desirable to conduct a review of the periodicals and pamphlets issued by each Indian Mission abroad in order to see that they are purposeful and are also produced economically. The Ministry have stated, "Periodical reviews are already undertaken by the External Publicity Division of this Ministry."

2.52. The Committee are glad to note that the number of copies of a publication required is very carefully calculated in respect of each publication by the Ministry of External Affairs before the print order is placed and that the balance generally left over after initial distribution is negligible. The Committee hope that as promised by the representative of the Ministry in the course of evidence care will be taken to ensure that very small stocks of publications are left over after distribution.

2.53. The Committee further note that the main objectives of the External Publicity Division's publications are to make known Government's policy on issues of national and international importance, the development within the country in the economic, social political and other fields and to counter anti-Indian propaganda. With this end in view decisions are taken for bringing out each publication by the Ministry. The Committee trust that a periodical review of the periodicals and pamphlets issued by the Ministry will continue to be made in order to see that they are produced economically and achieve the objective for which they are brought out.

CHAPTER III

MINISTRY OF INFORMATION AND BROADCASTING

(i) Publications Divisions

3.1. The Publications Division came into existence in January 1941, (then known as Foreign Branch of the Bureau of Public Information) as part of the Home Department. The need for such an office arose during the Second World War as the British Government found it difficult to disseminate their propaganda material in the Middle East countries from Britain. Subsequently, as the nomenclature did not convey the correct idea of the functions performed by the office, it was renamed as Information Office (Foreign), and transferred to the External Affairs Department in April 1941. Later, in August, the organization came to be known as Publicity Office (Foreign). Its main function then was to produce and distribute printed publicity material as well as films in West Asia and Afghanistan and to exercise policy control over the Middle East Broadcasts from All India Radio. In October 1943, the office was transferred to the Department of Information and Broadcasting as an attached office and was redesignated, in December 1944, as the Publications Division. After the termination of the war, the main objectives of the Division's activities were redefined and from anti-Axis propaganda in countries abroad the organization switched over to constructive Government publicity through the written word.

3.2. After the attainment of freedom in 1947, the Division was reorganized to streamline its publicity work, both external and internal, but soon after, as a measure of economy in 1950, some of its journals were discontinued and the staff retrenched as a result of the recommendations of the Economy Committee.

3.3 The Division had its own press known as United Press up to June 30, 1952. Its control was passed on to the Chief Controller of Printing and Stationery with effect from July 1, 1952.

3.4. With the assumption of the responsibility for popularizing the Five Year Plan, in October 1953, under the Integrated Publicity Programme, the activities of the Division again expanded. In April 1955, the Division undertook the production and distribution of tourist publicity literature and a separate wing was added. This

work was, however, transferred to the Department of Tourism with effect from November 1966. In 1955, the control of the office of the Indian Listener, Awaz and Sarang was also transferred to the Division from All India Radio.

3.5. In February 1966, the activities of the Division were further expanded by adding to it a separate wing for the compilation and publication of Gandhiji's writings under the series "The Collected Works of Mahatma Gandhi". On April 1, 1964, the control of the Akashvani Unit handling Indian Listener, Awaz and Sarang was transferred back to Directorate General, All India Radio.

3.6. Until recently all the publications of the Division were got printed through the Chief Controller of Printing and Stationery. Over a year ago, in order to expedite the printing of regional language publications, powers were delegated to the Director, Publications Division to arrange for the printing of regional language publications. The new arrangement came into vogue from November 1966. Recently, it was decided to enlarge these powers to include the Hindi Publications also. This arrangement has still to be given effect to.

3.7. The publications brought out by the Division can broadly be divided into the following categories:

I. Books, Albums and Pamphlets

- (1) Publicity pamphlets on the subject of planning and development (examples: "Towards A Better Life" series, "Approach to the Fourth Plan", "Land Reforms", "The New Food Strategy", "The People's Programme—Community Development in Cartoons"; national emergency (examples: "The Plan and the Emergency", "Sino-Indian Dispute-Questions & Answers", "A Nation Prepares", "India's Answer to Chinese Aggression", "Pakistan's Aggression in Kutch", "Pakistan's New Attempt to Grab Kashmir", "Who is the Aggressor?", "Paradox of India-Pakistan Relations" etc. and national integration (examples: "Facets of Indian Unity", "Cultural Unity of India," etc).
- (2) Pamphlets dealing with the general publicity e.g. "why Devaluation", "Devaluation—Some Implications", "Why Export", "Facilities and Incentives for Export", "Social change in India since Independence", "Hindu Law Reform", "Our Democracy", "Twenty Years of Freedom", "Fair and Free Elections", "1947-1967: An Era of Rapid Change", etc.

The publications at categories (1) and (2) are usually brought out in Hindi, English and other Indian languages. Many of these are for mass distribution (about four lakh assorted copies in all languages per publication).

- (3) General publications of cultural, informative and educative value e.g. "India—A Reference Annual", "Facts About India", "Our Constitution", "Our Flag", "National Anthem", etc.
- (4) Publications of national significance e.g. "Collected Works of Mahatma Gandhi", "Builders of Modern India series", "History of Freedom Movement", "1857", "States of the Indian Union", "Cultural Leaders of India".
- (5) Publications containing speeches of National leaders such as those of the President, the Vice-President, the Prime Minister, and Netaji Subhash Chandra Bose.
- (6) Pictorial Albums like "Pictorial Survey of India", "Face of New India", "Fifteen Years of Planning", "Children of India", "Our India", "Kangra Valley Paintings", "Basohli Paintings".
- (7) Children's literature e.g. "Children's History of India", "Children's Ramayana", "Better Citizenship", "Children's Vivekananda", "Children's Tagore" and more than 50 titles in Hindi like "Bharat Ke Gaurav" (in 5 volumes), "Gyan Sarovar", "Bharat Ki Lok Kathan".

The publicity literature brought out by the Division is largely distributed free to targets which are carefully considered on the merits of each case. In the case of pamphlets meant for mass distribution, such as those for emergency and planning and development, nearly four lakh copies of each pamphlet in different languages are distributed all over the country. In many cases a small proportion of the publicity pamphlets are also priced in order to make them available to people who cannot be reached through freed distribution.

The pamphlets meant for general publicity are either priced at cost or up to hundred per cent above the direct cost of production. Books and pamphlets of informative and cultural interest are priced at 100 to 300 per cent above the direct cost of production.

II. Journals

The Division publishes the following journals. The language and periodicity is indicated against each:—

Name of the Journal		Sponsoring Ministry	Language	periodicity
1.	Ajkal Publicity-cum-cultural journal	I & B Ministry	Hindi	Monthly
2.	Ajkal do.	do.	Urdu	do.
3.	Bal Bharati Children's Magazine.	I & B Ministry	Hindi	Monthly
4.	Indian & Foreign Review Journal for presentation of Indian and world events from the Indian point of view.	External Affairs Ministry	English	Fort-nightly
5.	Yojana Journal of planning and development.	Planning Commission.	do.	do.
6.	Yojana do.	do.	Hindi	do.
7.	Kurukshetra Journal for discussion and the philosophy and achievements of community development Co-operation and Panchayati Raj. movement.	Ministry of Food, Agr. CD&C	do.	monthly
8.	Kurkshetra [do.]	do.	English	do.
9.	Panchayati Raj do.	do.	do.	do.
10.	Bhagirath Journal of irrigation and power development.	Irrigation and Power Ministry.	do.	Quarterly

3.8. The work of the Publications Division which is an Attached Office of the Ministry of Information and Broadcasting is organized functionally into four main wings: the Editorial, Production, Business and Administration. The Division is under the charge of a Director who has been declared as Head of a Department. He is

assisted by one Deputy Director each for Editorial, Production, Hindi and Administration Wings and 3 Chief Editors, one each for 'Indian and Foreign Review' 'Yojana' and the 'Collected Works of Mahatma Gandhi', The Business Wing at the Headquarters is assisted by 3 Regional Distribution Offices in Calcutta, Bombay and Madras for pushing up the sales of the publications brought out by the Division.

3.9. It has been stated by the Ministry that "The Economy Committee of 1950 had recommended that this Division should be the Centralised publishing house for bringing out literature of non-technical and non-scientific character for the Union Government. With the growth of activities of the Union Government, publishing units have, however, been set up in many of the Central Ministries."

3.10. The Estimates Committee in para 74 of their Eleventh Report, had made the following recommendation in this connection:

"The Committee were given to Understand that from the year 1951-52 onwards, there had been a gradual increase in the number of publications issued by other Ministries and that in fact, the Publications Division has gradually ceased to be the "Cultural Publishing House" for all the Ministries of the Government. The Committee are of the view that the existence of a "Central Publishing House" for the Government has many advantages, in that besides concentration at one place the work relating to preparation, printing and distribution of publications, it also enables the Central authorities to see that a uniform policy is adopted in publicity matter. Thus duplication is avoided, expenditure is kept to the minimum and technical advice as to the lay-out, presentation of matter and photographic arrangement is common and uniform. The Committee note, that it would not be possible for such a "Central Publishing House" to produce publications on technical matters such as those relating to research journals issued by the ICAR, the Council of Scientific and Industrial Research. The Forest Research Institute and such other bodies. With the exception of such technical material, the production of all other publications should in the view of the Committee, be concentrated in the Publication Division as a "Central Publishing House" of the Government, and that the position which has developed in recent years of the various Ministries issuing their own publications on non-technical matters should cease."

3.11. The Estimates Committee of 1956-57 were informed by the Ministry, that this recommendation has been taken up for implementation and Ministries have been addressed for that purpose". (Sixty-Sixth Report).

3.12. To a question as to what were the difficulties in the way of implementation of the above recommendation of the Economy Committee, the Ministry have furnished the following written information:

"The recommendation of the Economy Committee of 1948-49 read para 74 of the 11th Report (1953-54) of the Estimates Committee envisaged that the Publications Division should be the centralised publishing house for bringing out literature of non-technical character of the Union Government.

With the growth in the activities of the various Ministries they considered it necessary to bring out literature of specialised character which they felt could only be brought out under their direct control and supervision. To this category belongs literature brought out by the Directorate of Extension, Ministry of Food and Agriculture and that brought out by the Ministry of Commerce through the Directorate of Commercial Publicity. On our side we thought that centralisation of all publishing work under the Ministry of Information and Broadcasting would increase enormously the budgetary allocation of the Information and Broadcasting Ministry. Moreover, the publications Division did not have at its disposal of the facility of a printing press without which it was impossible to bring out publications in time for different Ministries of the Government."

3.13. During the course of official evidence the representative of the Ministry of Information and Broadcasting has stated:

"Just as the Chief Controller of Printing and Stationery is the central agency for conducting all printing work of Government, it would probably be better for the Government to have an institution which controls and co-ordinates all the publications. The Publications Division of the Ministry of Information and Broadcasting was intended to do that. *** I would submit that the functions of the various Ministries have to be diversified and even are technical. The Commerce Ministry has over-emphasised

one point of economics. As a matter of fact, I think their functions in the particular Ministries have become very very specialised. I had an opportunity to serve in some Ministries. Some Ministries have the opportunity of publishing technical and scientific material particularly commercial one. Publications Division should keep an account of what is happening in other Ministries so that it can go on indexing and they should have an account of what has been published in each Ministry and they should tell us what the Ministries are publishing. But Publications Division does not know what Education, Commerce and other Ministries have published.

In my opinion the publications should be controlled by the Publications Division. The Ministries should have consultation with the Publications Division. The Ministries should inform the Publications Division what they are publishing. Indexing should be in the hands of the Publications Division.***

The work of the Government of India in all its branches has increased tremendously and so this role of the Publications Division is necessary."

3.14. The Secretary, Ministry of Information and Broadcasting in suggesting collaboration with the Commerce Ministry's Office has stated:

"I think biennial conference with the Commerce Ministry's Office and Directorate of Trade should be able to resolve many of the problems of coordination and collaboration. Publications Division should know the sphere of these. Commerce Ministry should know what they will publish. At the same time the Publications Division should keep an index of the Commerce Ministry publications. This indexing is very necessary i.e. the Publications Division should know what is actually being published by the Government of India."

3.15. In the course of evidence the representative of the Ministry of Commerce (Director, Commercial Publicity) has stated:

"The coordinational leadership of the Publications Division in this particular sphere of work should not merely be acknowledged but should be fostered.The point which the Information Secretary has just made about the central indexing authority is a very important one and we whole-heartedly agree with that. We will appreciate if

the machinery is set up and we will give our whole-hearted co-operation in this.....The discussion I had with the Information and Broadcasting Secretary leads me to believe that our understanding is identical; (1) D.P.D. will be the Central indexing agency. (2) D.P.D. and the Information and Broadcasting Ministry will have the right (a) to be consulted, and (b) to be kept thoroughly informed. When we have any problems concerning the kind of generalised information which we might sometimes conceivably have to disseminate we will consult them on a more thorough basis."

3.16. At the instance of the Committee, the then Secretary, Ministry of Information and Broadcasting, (Shri A. Mitra) submitted a note on the desirability of one authority, viz. Publications Division under the Ministry of Information and Broadcasting coordinating the activities regarding publications of the various Ministries/Departments. He has stated:

"The Chief Controller of Printing and Stationery is the authority which controls and coordinates all Government printing. In the same way, it is desirable that there should be an authority which will coordinate all Government publishing. The Director of Publications Division in the Ministry of Information and Broadcasting is well suited to assume this role which has been acknowledged in the past by the Government and the Estimates Committee (1953-54).

It has been acknowledged as a principle that the Publications Division in the Ministry of Information and Broadcasting will publish on behalf of all the Ministries and arms of the Central Government all literature except those which are scientific and technical. In the intervening period, owing to expansion of the activities of the Government and the special target audiences that some branches of certain Ministries had to address in a specialised manner, several Ministries of the Government found themselves legitimately called upon to prepare, print and publish material for the specific and narrow purposes which they can handle probably better than the Director of Publications Division. It will be advantageous to the business of the Government to recognise this development. Yet, the reason for having a Central Coordinator of all Government publishing has by no means disappeared; if anything, it has deepened. There should be an agency which

will keep track of what publications the Government are undertaking in its various Ministries of scientific, technical and specialised nature for special audiences and what are being published for more general or enlightened reading. It is, therefore, argued on behalf of the Ministry of Information and Broadcasting that the Director of Publications Division should in addition to being a publisher to all Ministries on all subjects which would interest an accomplished reader seeking knowledge and information retain the role of a Coordinator by which any Ministry, which wishes to publish literature of a scientific, technical or instructional nature, or for particular purposes suited for particular audiences, on their own, in addition to the literature of a general type which should be published by the Director of Publications Division on behalf of that Ministry, should approach through its Technical Director of Publications the Director of Publications Division in the Ministry of Information and Broadcasting and discuss the entire programme of publications with it at convenient intervals, preferably twice a year. Between the particular Ministry and the Director of Publications Division a judgement can be taken what material should be published by the Ministry itself and what on that Ministry's behalf by the Director of Publications Division. After this judgement has been taken, the Director of Publications Division will be provided with a complete list of the intended and accomplished programme of that Ministry which will form part of the central inventory of publications of the Government as a whole to be maintained by the Director of Publications Division.

The Director of Publications Division in coordinating this division of responsibility will but exercise the minimum desirable control over publications of the Government as a whole and, at the same time, will build up a full index of all Government publications which under the present system is lacking, along with being a general publisher to all Ministries of Government.

The printing budget of each Ministry should also be discussed at the same time with the Director of Publications Division so that he is enabled to obtain an idea of the way the budget is being shared between a particular Ministry and the Director of Publications Division. At these meetings

it will also be decided how the responsibility for distribution and sale of the various publications of the Ministry will be shared as between the Ministry and the Director of Publications Division."

3.17. On this note the comments of the Ministry of Health and Family Planning and Works, Housing and Urban Development (Department of Works, Housing and Urban Development) (Chief Controller of Printing and Stationery) were invited by the Committee. The Comments received are as follows:

"In the note furnished by the Secretary, Ministry of Information and Broadcasting, it has been stated that "the Chief Controller of Printing and Stationery is the authority which controls and coordinates all Government printing. In the same way, it is desirable that there should be an authority which will coordinate all Government publishing. The Director of Publications Division in the Ministry of Information and Broadcasting is well suited to assume this role which has been acknowledged in the past by the Government and the Estimates Committee (1953-54)". In our view this is no longer a correct assumption as explained in the succeeding paragraphs.

This is rather a counter proposal to the one made earlier to merge the Publications Division of the Ministry of Information and Broadcasting with the Publications Branch under the Printing and Stationery Department. In this connection, para 97 of the Eleventh Report of the Estimates Committee on the Ministry of Information and Broadcasting, reproduced below, may be seen.

"Para 97. The Committee do not appreciate the need for such special and elaborate arrangements for the sale of the publications of the Division. They note that a Central Government agency already exists for the sale of Government publications under the Ministry of Works, Housing and Supply. They consider, therefore, that the question of transferring the entire work of distribution and sale of the publications of the Division to the Central Publications Branch under the Ministry of Works, Housing and Supply should be considered. Besides avoiding duplication of efforts, there would thus be a considerable

reduction of expenditure on account of staff in the Publications Division. The posts of Business Manager, Assistant Business Manager and two Assistants in-charge at least should be retrenched in the Division. The Committee expected that the Manager of Publications will take all possible and necessary steps to push up the sales by directly selling the publications in the stalls or by appointing agents at all places where there is a likelihood of these publications being sold."

The above recommendation of the Estimate Committee was considered at a meeting held in the Ministry of Information and Broadcasting on the 24th March, 1958. The view expressed at the meeting was that centralisation of the work, recommended by the Estimates Committee, was not feasible because of the basic difference of the types of publications handled by the two organisations, i.e., the Publications Division and the Publication Branch. It was emphasised at the meeting that the literature handled by the Manager of Publications had to be read by many whether they liked it or not while the Publications Division dealt with literature that needed a special effort for selling them. (The Manager of Publications deals with Government Reports, Manuals, Blue Books, Gazettes, Acts and such other allied literature).

The representatives of the Ministry of Information and Broadcasting further expressed the view that it would hardly bring any economy in amalgamating the two organizations and, even if some economy could be effected, it would prove in the long run a false economy because there was a positive danger of the sale of publications, then being handled by the Publications Division, going down on such amalgamation. It was further agreed at the meeting that since the Ministry of Information and Broadcasting had already accepted the recommendation in para 74 of the Estimates Committee's report that all non-technical matters of publicity value should be published by the Director of Publications Division, it would generally be presumed that, if a requisition for printing was received by the Ministry of W.H. & S. direct from any Ministry, the publication would be deemed to be a technical publication, the distribution and sale of which would be handled by the Manager of Publications.

The question of relationship between the Publications Division and the Publication Branch was also examined by the Special Re-organisation Unit in 1962, which came to the conclusion that since the functions of the Business Wing of the Publications Division and of the Publication Branch were similar, there would be obvious advantages in amalgamating the two and thus having one organization looking after the stocking and distribution of all Government publications. Under such arrangement, the Director of the Publications Division would remain responsible for publishing books, pamphlets and journals on behalf of the Ministry of Information and Broadcasting. Thereafter, the printed copies were to be made over to the Manager of Publications for subsequent stocking, sale and distribution. This recommendation was, however, not agreed to by the Ministry of Information and Broadcasting for the following reasons:

- (1) The Manager of Publications' organization deals with Government reports, Manuals, Blue Books, gazettes and the like which do not require any special sale drive whereas the Division has to deal with literature which needs special efforts for sales promotion.
- (2) There is a likelihood of the quality of production of the publications produced by the Publications Division suffering if the Division is not directly connected with sales. The Standard of production of the Division's publications, as compared to the publications of the Manager of Publications has to be kept high as the Division has to sell its products in the open market along with other competitive products from other publishing organisations in the country.
- (3) There is a fundamental difference between the work and responsibility of the Manager of Publications and the Publications Division and it would be impracticable and undesirable to merge these two into one unit merely for reasons of economy.
- (4) One of the main outlets of publicity of Government policies etc., is through the sale of publications produced by the Divisions. Any merger is likely to dilute the impact as far as this aspect is concerned.

- (5) The pricing policy in respect of the publications brought out by the two Departments is entirely different. Whereas in the Publication Branch prices are fixed according to a rigid formula, which has no bearing whatsoever on the market value of similar publications, the Publications Division's prices are controlled not merely by the cost of production but also by sale-ability, publicity and other angles. Also, for publications which have no direct publicity value, the pricing policy conforms more or less to the standards put forth by the private sector so that there is no complaint that the Government is under-selling publications of a similar nature.
- (6) The last but the most important point wherein the difference between the two organizations is very apparent is in the targets of free distribution. The Manager of Publications supplies the publications mainly to Government departments who demand them as of right and to those departments who have monetary allotments for the purpose. In the case of the Publications Division's publications, the chief aim is publicity through distribution to a wide range of effective targets. This cannot be made at all by a department which is not accustomed to that type of work.

The Ministry of Works, Housing and Supply agreed to the above view and the matter was closed. The reasons given above for not merging the Publications Division of the Ministry of Information and Broadcasting with the Publication Branch under the Chief Controller of Printing and Stationery still hold good.

The Manager of Publications is the publisher of the official gazette, Army Orders and certain other publications. He is at present handling more than 33,000 titles, including Gazettes. This number is many times more than the number of publications handled by the Publications Division, and is likely to increase with the increasing tempo of Governmental activities. Most of these titles are printed at the Government of India Presses controlled by the Printing and Stationery Department and this requires a great deal of planning and coordination between the Publication Branch and the printing organization of this Department

for proper and timely publication. For administrative reasons, therefore, it is necessary that the Publications Branch not be merged with the Publications Division, whose functions and role are different. If, as is now suggested, it is desired that there should be one authority which should coordinate all Government publications, it would be more appropriate if this role is assigned to the Publication Branch of the Printing and Stationery Department. However, it may be mentioned that the other Ministries of the Government of India such as the Ministry of Commerce, Ministry of Education, etc., have also got their own publicity cells and their views will have to be obtained before taking a final decision on the question whether all the activities can be brought under one agency.

Shri Mitra has proposed that the publish activities of all the Ministries of the Government of India be brought under one agency. He has not explained how this will be an improvement on the present arrangements. He has also suggested some work of publishing be left to individual Ministries. A corollary could be that all the activities of printing be brought under one central agency, in that event organizations under the Ministry of Information and Broadcasting, such as the Directorate of Advertising and Visual publicity and the Directorate of Publications Division engaged on printing activities, should be merged with the Printing and Stationery Department.”

3.18. The Committee note the suggestion made by the then Secretary, Ministry of Information and Broadcasting that the Publications Division of the Information and Broadcasting Ministry should act as a co-ordinator for publications of all Ministries of the Government of India and the programmes of the Ministries including those relating to literature of scientific, technical or instructional nature, may be discussed with the Director, Publications Division at suitable intervals and agreed decisions taken.

3.19. The Committee feel that it would be desirable to entrust the task of coordinating the publication activities other than those of scientific and technical nature to one Ministry. They also feel that the Publications Division of the Information and Broadcasting Ministry because of their long experience can undertake this task of co-ordination. As, however, there are other Ministries of the Government of India such as the Ministries of Education, Foreign Trade

and Supply, External Affairs, etc., which have also got their own publicity cells, it would be desirable to obtain their views before taking a final decision on this question.

3.20. The Committee suggest that a Study Team consisting of representatives of the selected Ministries, including the Ministry of Health and Family Planning and Works, Housing and Urban Development, may be constituted to discuss and settle this question of co-ordination for all Government publications. In any case, the Committee are of the view that Publications Division should maintain a Central inventory of publications of the Government as a whole and build-up a full index of all Government publications. The Committee hope that the Ministry of Information and Broadcasting will take the initiative in this matter at an early date.

3.21. With regard to sale|distribution arrangements of the publications brought out by the Division it has been stated in a note that sales are effected through approximately 3,000 wholesale and retail booksellers in India and in countries abroad including a chain of railway bookstall agents. Sales are also effected through State Government Sales Depots, Information Centres and the Division's Regional Distribution Offices in Bombay, Calcutta and Madras and local bookstalls in the North Block, the Yojana Bhavan and Patiala House. Orders are also received from *ad hoc* customers and educational institutions direct. There are about 30,000 addresses on the mailing lists for promotional literature. Periodicals are also sent to about 45,000 regular annual subscribers of the various magazines.

3.22. Besides sales of about 20 lakh copies of assorted publications every year, another about 40 lakh copies of unpriced pamphlets and magazines are distributed free to approximately 35,000 addresses direct from the Division.

3.23. Activities for promoting sales of the Division are undertaken in conformity with the practices followed in private publishing trade. The usual steps include reviews in leading journals of the country, press advertising, show cases and exhibition stalls, touring sales representatives, direct mailing of descriptive folders, price-lists, leaflets, etc.

3.24. For the packing and despatch of publications, the Division employs its own staff of clerks, packers, mazdoors, addressograph operators, franking machine operators, carpenters, etc.

3.25. Despatches include consignments by post, by air, by ship, by rail and in the case of local delivery by the Division's transport.

3.26. Sales effected through trade channels are subject to the customary trade discounts which vary in India from 25 per cent to 33-1/3 per cent and outside India from 45 per cent to 60 per cent (foreign price of publications is fixed keeping this higher rate of discount in mind).

3.27. Asked to state the percentage of unsold copies in relation to the original print orders, the Ministry in a written note have stated: "Publications of the Division are of such a varied nature that the period of sale for each differs very considerably.

For instance, there are publications purely on art and culture, like the Basohli Painting which are of a permanent nature and sales of a single edition might extend to even more than 10 years. There are other publications like Speeches and Writings of national leaders and informative publications like "Facts About India", "Children's History of India", "An Outline History of the Indian People", "Eighteen Fifty Seven", "The Last of Annapuranas" and other publications on Himalayan expeditions, etc., each edition of which takes about 3 to 5 years to sell. There are yet others which have a very fast sale like the "India-A Reference Annual" and children's literature each edition of which sells out in less than a year.

In the circumstances, it would not be practicable to give any precise information on the percentage of unsold stocks in relation to the original print orders at any given time. Information in this regard in relation to publications printed, say, 5 years ago in one particular year may be useful for assessing the sales potential of the Division's publications. For this purpose, therefore, the financial year 1963-64 has been taken as an example and the position as on 1-4-1968 of unsold copies of publications released in this year in relation to their print orders is as follows:—

(a) Total number of priced titles produced during the year	99
(b) Number of titles which have been almost completely sold out.	28
(c) Number of titles of which more than 75% copies have been sold out.	20
(d) Number of titles of which between 50% to 75% copies have been sold out.	24
(e) Number of titles of which between 25% to 50% copies have been sold out.	10
(f) Number of titles of which less than 25% copies have been sold out.	17

Print orders of publications under categories (b), (c) and (d) would appear to be justified.

Out of the 27 publications under categories (e) and (f), 3 are accounted for by the Collected Works of Mahatma Gandhi. Three titles pertain to the National Book Trust and were printed at their instance. Six titles are those which are purely publicity pamphlets, like 'India's Fight for Territorial Integrity' and 'Chinese Aggression in Maps' which were normally priced to make publicity more effective. Since these pamphlets were also distributed free, the scope for sales was naturally limited. A proposal for the free distribution of unsold balance of these publicity pamphlets in the interest of publicity is under consideration. Out of a total of 27 titles under these two categories, 5 were re-prints; they had a good demand earlier and there is every likelihood of their selling out gradually. Eight more titles like 'Bharat 1963—A reference Annual' 'Better Citizenship' and 'Bharat Ke Gaurav' were published in Indian languages as a matter of policy in order to provide basic healthy literature of national value in spite of low sales potential.

Only 2 more titles remain, namely, 'Bharat Vani' and 'Samaj Vignyan' in Hindi in which case the Division's estimate of demand for sales was on the high side." . . .

3.28. Asked to state the number of copies of publications distributed on a complimentary basis the Ministry have given the following figures:

"1965	.	.	23.93	Lakh Copies
1966	.	.	20.15	" "
1967	.	.	54.66	" "

The above figures refer to mostly unpriced publications. A small proportion of priced publications are also distributed free; these are largely for sales promotion and for utilisation as complimentary copies to authors and for official use."

3.29. The approximate volume of obsolete publications held at the moment and the approximate storage space occupied by them as furnished by the Ministry, is given below:

"(a) No. of titles of obsolete publications	225
(b) No. of copies of assorted obsolete publications	1,00,000
(c) Storage space occupied	500 sq. ft.

Many of these are small quantities of shop-soiled publications rendered unsalable in handling. There are standard weeding out rules of out-of-date publications, and disposal is undertaken from time to time. Weeding out of periodicals is being done regularly."

3.30. The Committee have been furnished with statements relating to the print orders, copies sold, copies distributed and percentage of unsold copies of the publications brought out by the Publications Division. The figures for 1967-68 have been shown in Appendix I.

3.31. The Committee referred to the general observation of the Public Accounts Committee (referred to in an earlier chapter) about the tendency in the Ministries and Departments to pitch their print orders at inordinately high estimates. The representative of the Ministry of Information and Broadcasting has stated:

"I would like to submit that I have been here for about three years in this Ministry and I have had an occasion to look into large number of print orders of some of the publications of the various ministries as well as my ministry in which I serve. I would like to submit that consistent with the largeness of the country, its population and even illiterate sections of the people who are willing to know of the activities that are carried on by Government and so on and so forth, I do not think that in the actual scheme of things the print order has been in excess of the likely demands. But, I think there is another sphere in which we did not come up to the expectations. Our distributing machinery was not really ready in the sense that we had not been able to get any distributing machinery. In other parts of the world, mailing is by far much quicker by way of direct mailing. Most of the commercial organisations work on direct mailing. They all expect us to send to them the mailing list of addresses so as to enable them to send the magazines to the individual addresses. But, we make it a point to send these magazines to the head offices or to the branch offices of the companies expecting those people to distribute them. But very often we find that these Ministries are saying that we have not been able to distribute them properly. Consistent with the vastness of our country, as I said, we did not print even enough, far less in excess.

The other thing is that as a matter of fact on the priced publications too, the main incentive that we give to the book-sellers is by way of discount. For instance, we supply them even to the commercial institutions. Our binding etc. take a little time. All the accumulated surpluses have been allowed to be stored in godowns and it takes a little time to clear them.

If we can supply the first bulk properly, then the other bulks too would have been sold without difficulty. Even though a book gets delayed by three or six months, on that account, the sales are not lower. In fact they are higher. Probably the discount that we give to the book-sellers is not attractive enough. The books that are supplied sometimes are delayed by various reasons. This is not always within our control. In the matter of unpriced publications, I think most of them really get distributed in the ultimate end and in proper time."

3.32. The Committee observed that in the case of XIV Volume of the 'Collected Works of Mahatma Gandhi' brought out by the Publications Division, the percentage of unsold copies was very high in the case of English edition it was nearly 61 per cent and in the case of Hindi edition it was nearly 85 per cent. The representative of the Ministry has stated in evidence, "In the case of language publications, particularly Hindi, the sale is very low. It is the experience of standard literature publishing houses that whenever there are series of publications, particularly of serious content, unless it is an individual volume, the sale suffers".

3.33. The Committee wanted to know if the position with regard to the number of copies printed and sold in respect of Volume I of the 'Collected Works of Mahatma Gandhi' was taken into consideration when giving print orders of Vol. II and subsequent volumes. The representative of the Ministry has stated, "Until a year ago we were printing 3,000 copies of the popular edition and 2,000 copies of the standard edition (bound edition). We are now printing 3,000 copies of standard edition and 2,000 copies of popular edition. We made a study of the sale figures and discovered that the 'Collected Works of Mahatma Gandhi' are being a work of reference, copies were purchased largely by institutions in the bound edition. On the

basis of this study we increased the proportion of the bound edition in the print order". He has added that, "As far as the print orders of the 'Collected Works of Mahatma Gandhi' is concerned, the decision has been taken by a High Power Committee. This Committee is headed by the Deputy Prime Minister and this Committee has decided that, "As far as the print orders of the 'Collected Works of Mahatma Gandhi' is concerned, the decision has been taken by a High Power Committee. This Committee is headed by the Deputy Prime Minister and this Committee has decided that the Government should take into account the requirements for this work over a period of 25 years. On that basis they fixed the print order at 5,000 for it."

3.34. The Committee were further informed that upto Vol. III of the 'Collected Works of Mahatma Gandhi', the print order was of the order of 8,000. Then after Vol. III, an assessment of the sales potential was made and it was felt that a slightly lower print order was called for. But when "the suggestion was put up to the Advisory Board it decided on a print order of 5,000 copies for the English edition. Recently the Board again considered the question of print order. It felt and overwhelmingly felt that this should not be reduced further. The work being of national importance, it was felt that even if people did not buy it, it might be given to educational institutions free." The representative of the Ministry has further stated that the sales in such cases "pick up only when the last few volumes are remaining. We expect the sales to pick up when we are nearing the completion of this series."

3.35. Asked to state whether any concessional price for the volumes has been fixed, the representative of the Ministry has stated that "We are offering a concessional set price for the sale of the volumes. In your personal capacity you pay about 23 per cent less on the marked price. Instead of Rs. 431 you will pay only Rs. 325 for the first 30 volumes".

Since this project was to be completed in about 25 years, the Committee desired to know whether steps had been taken for proper arrangements for storing them and ensuring that the paper would remain good for so many years. The representative of the Ministry has stated that the "records of sales show that we have sold all the copies in the last 3 years except one of the two volumes. Volumes will get sold out in about 8 to 10 years time."

The Committee referred to the high percentage of unsold copies of some pamphlets, brochures, bulletins etc., and wanted to know reasons therefor. The representative of the Ministry has stated in evidence:

“I do not know whether it lies in my mouth to say so but I think various Ministries in Government are not oriented to the commercial type of activity. The Commercial book-seller or salesman in a private firm gets certain discount for pushing up sales or canvassing for sales. In our case the salesman gets only his daily allowance conforming to rules applying to that particular class of officer which does not even meet his needs. The discount system is not there.....In printing we have to have clearance of the Chief Controller of Printing and Stationery. There is a time lag between actual proposal and work done. Sometimes the topicality of the thing ceases during the delay; in printing presses delays occur. Sometimes we are not able to supply paper, binding material etc., in time.”

3.38. The Committee note that the print order relating to the ‘Collected Works of Mahatma Gandhi’ has been decided by a High Powered Committee and the Ministry expects that within 8 to 10 years after the last volume of the series is brought out, all the copies of the various volumes will be sold out. The Committee are of the view, however, that it would be better if at least during the centenary year of Mahatma Gandhi’s birth, special efforts are made to devise ways and means to popularise the ‘Collected Works of Mahatma Gandhi’ by making it cheaper and widely publicising this publication. This would result in a much larger section of the population being in possession of such a valuable collection.

3.39. As regards other publications brought out by the Publications Division in the Ministry, the Committee suggest that a special review of the position be made early in order to see what improvements can be made in the administration, sales promotion, offering of discounts and reduction in the number of print orders in future so as to improve sales of publications and reduce expenditure. The Committee hope that there would be no excessive stock of various publications which might deteriorate by passage of time.

They would like to stress that special care should be taken to see that the present unsold stock of the 'Collected Works of Mahatma Gandhi' as well as other valuable publications does not deteriorate in storage.

(ii) All India Radio

3.40. The Office of the Editor, 'The Indian Listener' and the Hindi journal 'Akashvani' and the urdu journal 'Awaz', now designated as the office of the Editor, Akashvani Group of Journals is a separate office of the All India Radio manned by staff specially selected for editorial and managerial work consisting of clerical staff drawn from AIR's cadre of ministerial establishment.

3.41. These radio journals were brought into existence by the Government ever since the very beginning of the organized broadcasting in this country. To-day's Akashvani began its career as the Indian Radio Times in 1927. The name was changed to Indian Listener in December, 1935 and to Akashvani in January, 1958.

3.42. The other two journals 'Akashvani' (Hindi) and 'Awaz' (Urdu) were started as a single fortnightly bilingual journal 'Awaz' in January, 1936 and bifurcated into 'Awaz' (Urdu) and 'Sarang' (Hindi) in July, 1938.

3.43. The objective of these journals is to publicise AIR programmes and to give advance information regarding programmes and to assist listeners in selecting those items that specially appealed to them.

3.44. The Office of the Editor, Akashvani Group of Journals is also responsible for the publication of the journals of 'India Calling Group'. The India Calling Group of journals consists of one monthly and 10 quarterlies and these journals are brought out and distributed to listeners abroad by this office on behalf of the External Services of All India Radio since 1959. They were being distributed to External Services Division of All India Radio themselves before 1959.

3.45. The periodicity, language and sale price (in respect of priced periodicals) of the Akashvani Group of Journals are given below :

S. No.	Title	Language	Periodicity	Price per copy
1.	Akashvani . . .	English	Weekly	30 paise
2.	Akashvani . . .	Hindi	Fortnightly	25 paise
3.	Awaz . . .	Urdu	Do.	25 paise
<i>Unpriced periodicals (India Calling Group of Journals)</i>				
1.	India Calling . . .	English	Monthly	Unpriced
2.	Azzat Amom-Ul-Hindi . . .	Arabic	Quarterly	Do.
3.	Lay Layi Athan . . .	Burmese	Do.	Do.
4.	Sadai Hind . . .	Persian	Do.	Do.
5.	Yinidze Sheng . . .	Chinese	Quarterly	Unpriced
6.	Gya Gar-Gi Dra Tan . . .	Tibetan	Do.	Do.
7.	D-Hind Awaz . . .	Pushto	Do.	Do.
8.	Sura Penghubung . . .	Indonesian	Do.	Do.
9.	L. 'Inde Vous Parle . . .	French	Do.	Do.
10.	Sautiya—India . . .	Swahili	Do.	Do.
11.	Bharat Ko Vani . . .	Nepali	Do.	Do.

3.46. There are subordinate officers at AIR, Calcutta, Madras etc. The Editor, Betar Jagat, A.I.R., Calcutta, is the Editor of both the journals, 'Betar Jagat' (Bengali) and 'Akashi' (Assamese). There are two Sub-editors—one each for Betar Jagat and Akashi—who are in the immediate charge of the journals. A translator is also provided for Betar Jagat. An Administrative Officer, an Accountant, a Sales Assistant and other office staff have also been provided. The Editor is responsible for editing and prompt publication of both the journals.

3.47. A.I.R., Ahmedabad is responsible only for the publication of the fortnightly Gujarati Programme Journal 'Nabhovani'. The Station Director is the Editor/Publisher of the journal. He is assisted

by the Sub-Editor who is primarily responsible for the editing and printing of the journal. His duties include translation and arrangement of programme details of the Ahmedabad-Baroda Station, and those received from A.I.R. Bombay, Rajkot, Bhuj and the External Services, and paging of the printing material. He is also responsible for getting the blocks made of the publicity photographs received from the stations and for attending to the work connected with the inclusion of advertisements in the journal.

3.48. 'Vanoli', a fortnightly A.I.R. programme journal (Tamil) is published by the Station Director, A.I.R. Madras. There is an Assistant Editor for the Journal besides other non-gazetted staff, viz., translator, accountant and clerks etc.

3.49. 'Vani', another fortnightly A.I.R. Programme Journal (Telugu) is also published by the Station Director, A.I.R., Madras. For this Journal also there is an Assistant Editor besides other non-gazetted establishment, viz., translator, clerks etc.

3.50. The Chanda Committee appointed by the Government in the year 1964, which examined the various Media Units of the Ministry of Information and Broadcasting, has in its report observed:—

“The staffing of the office (of the Akashvani Group of Journals) has been unrealistic, even amateurish. For example, a single Editor is expected to supervise the publication of the weekly Akashvani English, the Hindi and the Urdu fortnightly and a dozen external service journals in various languages.”

3.51. When asked whether the staffing of the Akashvani is adequate the Ministry have stated in a written note as follows:—

“After the Chanda Committee Report, three new posts of Revisers, one each for Akashvani English, Akashvani Hindi and Awaz Urdu have been created. These posts have not been filled up so far, but the Editor, Akashvani, has been provided with three heads from other units as a stop-gap arrangement. There are proposals for creation of the posts of a stenographer for Editor, a steno-typist for Assistant Business Manager who looks after the sales advertisements etc., and a few Sales Assistants for pushing up the sales of these journals. These are under examination.”

3.52. The cost of production of these Journals for the years 1965-66, 1966-67 and 1967-68 is as follows:

Year	Total Cost of production	Revenue Earned
<i>Akashvani (English)</i>		
	Rs.	Rs.
1965-66	2,57,192	80,083
1966-67	3,10,939	88,177
1967-68	3,21,848	
<i>Akashvani (Hindi)</i>		
1965-66	75,937	19,967
1966-67	1,02,177	23,109
1967-68	1,00,590	
<i>Awaz (Urdu)</i>		
1965-66	46,155	4,910
1966-67	53,625	5,881
1967-68	51,406	

3.53. In respect of India Calling Group of Journals consisting of one monthly in English and ten quarterlies in various foreign languages which are printed in the Government of India Presses, the cost of production is not available separately for each journal as the expenditure is stated to be booked Department-wise and not job-wise by the Government Presses. However, total figures are available for the whole Group and these figures are given for the past three years as under:—

Year	Total Cost of Production
<i>India Calling Journals</i>	
	Rs.
1964-65	1,09,671
1965-66	1,05,394
1966-67	1,01,505

3.54. A statement showing the cost of publications and the revenue earned by the various All India Radio stations which publish radio journals is given below:—

Nabhovani (Gujarat)
(All India Radio, Ahmedabad)

Year	Total cost of production per year	Income through sales and advertisements.
		Rs.
1965-66	24,655	16,525
1966-67	29,312	13,471
1967-68	30,231	11,696

Vanoli (Tamil)
(All India Radio, Madras)

1965-66	2,26,431	2,87,898
1966-67	2,96,527	2,89,037
1967-68	3,36,918	3,13,343
	(not yet audited)	

Vani (Telugu)
(All India Radio, Madras)

1965-66	87,544	1,05,426
1966-67	1,01,141	1,00,498
1967-68	1,04,076	98,850
	(Not yet audited)	

Betar Jagat (Bengali) & Akashi (Assami)
(All India Radio, Calcutta)

1965-66	8,61,016	8,36,517
1966-67	9,50,664	8,64,095
1967-68	8,69,368	8,83,562

3.55. The Committee desired to know the views of the Ministry on the suggestions of Chanda Committee that the publication of the programme journals should be organized on commercial lines and that it would be necessary to constitute an autonomous unit with necessary administrative and financial powers. The Ministry have stated in a written note:

“The Chanda Committee recommended that the publication of the Radio Journals be organized on commercial basis and that an autonomous unit should be set up with necessary administrative and financial powers to decide which language journals should continue and which should stop publication. The recommendation was considered and again put to detailed analysis and examination. With a view to improving the working of the radio journals, it was proposed:—

- (i) that Akashvani (English) be reorganized for publishing selected talks together with all the English programmes of all Stations and a selection of National hook-up programmes including more in Hindi and in any other language as may be required.
- (ii) that the Akashvani (English) be published through a private publisher;
- (iii) that more details of programme of Hindi Stations and summaries of non-Hindi Stations be included in the Akashvani (Hindi).
- (iv) that details of programmes of interest to readers be published in other AIR programme journals.

The implementation of the above proposals is receiving attention of Government.”

“Betar Jagat” AIR, Calcutta

3.56. In the course of their visit to All India Radio, Calcutta the Study Group of Estimates Committee have been informed that:

“Betar Jagat was originally published in 1929 to publicise and popularise the programme of A.I.R. Calcutta and to enable the listening public to plan their listening programme in advance. But shortly after its publication Betar Jagat made a mark for good reading material and its circulation and popularity registered rapid increase. Today, it is

regarded as the most popular periodical in Bengal for its contents of educative information and cultural value.

In addition to select broadcast materials, the usual issues now also contain some writings from reputed writers on subjects of popular interest—not broadcast over the radio. Recently they started inviting men of literary eminence to contribute original articles on literature, book review, biographies of great men and saints of India (particularly on the occasion of their birth and death anniversaries), reminiscence and on other subjects of popular interest with the view of widening the perspective and scope of the journal so as to enable it to compete with the other journals of Calcutta whose scope is unlimited.

As a result of this policy initiated recently *Betar Jagat* is receiving appreciation from readers and men of letters and its circulation and advertisement revenue are showing increase in spite of economic depression."

3.57. The Chanda Committee in para No. 542 of their Report have observed as follows:

"*Betar Jagat* earns advertisement revenue of the order of Rs. 3,70,000 a year and commands the highest circulation and advertisement business among all periodicals in Eastern India. With experienced staff for pushing circulation and obtaining advertisements and adequate editorial assist the journal to do much better and earn larger profits. The Editor is confident that given facilities..... advertisement revenue could be increased to Rs. 6,00,000 and the circulation could be increased substantially. The journal has to compete with some of the best in India and it can meet the challenge successfully if it is provided with competent staff for editorial, production and managerial functions."

3.58. Commenting on the observation, the Editor, *Betar Jagat*, has stated, "This hope (that given sufficient staff, advertisement revenue could be increased to Rs. 6,00,000 and circulation increased substantially) was expressed in the early sixties when abundant money was circulating in the market and the general economic situation was much brighter than at present. Today the country, especially Bengal, is faced with a serious economic recession and therefore it will be pretty difficult to achieve the objective set in those good days.

But by strenuous and unceasing efforts, however, remarkable progress is sure to be achieved, it is hoped that the revenue curve will touch the Rs. 5 lakhs figures (advertisement alone) given the facilities" like financial powers, staff, etc.

3.59. It has also been stated that the "Advertisement rates of Betar Jagat are highest amongst all periodicals published in West Bengal. The following table gives the rates of the important journals:

	<i>Casual Rate</i>	<i>Contract Rate</i>
Betar Jagat	Rs. 9·20 per centimetre	Rs. 8·00 per centimetre.
Desh	Rs. 8·00 per centimetre	Rs. 6·50 per centimetre.
Amrita	Rs. 3·00 per centimetre	Rs. 2·50 per centimetre.

(For one insertion on cover page Betar Jagat charges Rs. 1,000. For special position in inside pages there is extra charge varying between 10 per cent to 100 per cent. The other periodicals of the town also charge extra for special positions but this is not as high as that of Betar Jagat)."

3.60. The Committee desired to know whether in order to promote the sale of Radio journals, the prices could be fixed at a low level. The representative of the Ministry has stated during evidence that the price of the journals was not high and people are far more willing to give a higher price, "but", he added, "I think we will have to improve the journals."

3.61. The Committee pointed out that the journal "Betar Jagat" issued by All India Radio, Calcutta had made progress with regard to the technique of advertisement and articles etc. and wanted to know why this could not be followed by the other Akashvani journals. The Secretary of the Ministry has stated:

"We have been seriously concerned over this. As a matter of fact we feel ashamed to say that the quality of our journals in various languages varies enormously. When we publish in the Tamil language, the advertisement looks not only very cheap but rather unappetizing..... The Tamil journal should be immediately improved not only in the cover page but also in the matter of printing

inside..... I think that with certain improvements in the look and the attractiveness the advertisements are bound to pick up". As regards publishing the All India Radio programmes, the representative has stated, "An attempt should be made to present the AIR programmes of day to day rather than in the bradshaw form. Here the first thing we would want to attempt is to transmit the programmes in various languages. For instance when we are going to broadcast children's programmes, we make it a point that there are 8 to 9 pages of children's programmes. In addition, we also have programmes for women which include family planning, cosmetics etc. Considering the programmes involved in the A.I.R., there is no other institution in the world which can be compared to our A.I.R. with 66 centres and so many languages of broadcasting with such a composition culture. However, we should make a further attempt in our programmes by way of national integration, the theme being one AIR, one Nation".

3.62. Asked whether the advertisement rates of the radio journals were not higher than the market rates, the representative of the Ministry has stated, "As a matter of fact I admit that our fixing the advertisement rates is not very sensitive to the market rate. Our policy is to have uniform rates and we stick to them. We cannot immediately change our advertisement rates. I think our rates are a little higher but compared to others, our rates are lower and competitive. Even to enter into competition in the market, we must have a certain standard or else we must not enter into competition at all". Asked to state whether attempt should not be made for improving the quality of the journal and securing more advertisements as the ultimate aim should be that the journals should not only be useful but purposeful also, the representative of the Ministry has stated, "In many of the public sector undertakings many of them have their own journals but they have certain funds at their disposal for entertainment purposes. For want of these funds our salesmanship suffers. A little money, however, small it is, for entertainment expenses especially where sale of publications is involved will go a long way in improving our salesmanship."

3.63. The Committee have also been informed that the AIR had written to the All India Radio Merchants' Association for a list of radio dealers in the country and these people were approached that the copies of the journals should be displaced in their shops and shown to the customers. This is being done all over the country.

It has been added that at present a 12½ per cent of commission is given per copy to those who sold the journals but at the moment it seems that it is not good enough".

3.64. The Committee pointed out that "Betar Jagat", the radio journal published by AIR Calcutta, had taken a lead in certain matters as they were publishing some articles also and they had canvassed lot of circulation and wanted to know why the same type of endeavour was not being made with regard to other journals, for example, having a separate Editor for other magazines. The representative of the Ministry has stated that this is what they are proposing to do. They want to reorientate the journals with the presentation of best lectures or talks given in the week or fortnight and also to present the programmes in such a manner that they are more amenable to consultation and for use. They could publish photographs of some of the prominent artists and they propose to press their features more intelligibly and more attractively together with more worthwhile features and useful talks.

3.65. The Committee referred to the observation of the Chanda Committee that "the seniormost officer in charge of these journals in the Directorate-General complained that AIR had not been able to persuade Government that these journals should be run on business lines. As soon as a loss was incurred, expenditure was reduced which only led to further losses", and desired to know the reactions of the Ministry. The Secretary of the Ministry has stated, "I think we would beg to disagree with the Chanda Committee's observation that this journal should be run on business lines in the sense that it should make a profit."

3.66. The Committee note that with a view to improving the working of the Radio journals 'Akashvani' etc. certain proposals have been made and these are receiving the attention of Government. They hope final decision in the matter will be taken early.

3.67. While appreciating that the objective of the Radio journals is to publicise All India Radio Programmes and to give advance information regarding programmes, the Committee would like to stress that there is scope for improving the get-up, contents and the quality of the Radio journals to a great extent, as has been admitted by the representative of the Ministry of Information and Broadcasting in the course of evidence.

3.68. The Committee suggest that the Ministry may examine this matter thoroughly in order to see what improvements can be brought about in the various Radio journals and make efforts to attract more advertisements and push up the sales.

3.69. The Study Group of the Estimates Committee which visited All India Radio, Calcutta in January, 1969 desired to know the reasons for publishing "Akashi" (Radio Journal in Assamese) from Calcutta. It has been stated in a written note that: "The programmes of Gauhati Station were being published in the Betar-Jagat since the starting of the Shillong-Gauhati Station of All India Radio. Soon, however, it becomes apparent that publication of the detailed programmes of Gauhati in the Betar Jagat occupied as much as eight full pages in every issue. This again tended to increase further when the Gauhati 'B' Service was introduced. As the circulation of Betar Jagat was very high and was further increasing, publication of Assamese programmes which are not of much interest to the Bengali speaking deal readers of Betar Jagat was involving a great of expenditure in the cost of paper and printing. So it was decided by the Government to publish a separate Assamese programme journal for the Assamese speaking subscribers of Betar Jagat. Though its contents, get-up and cover design are good, this journal is still languishing and incurs considerable financial loss."

3.70. The Editor, Betar Jagat also supervises the printing and publication of "Akashi". Asked for suggestions to increase the circulation of this publication (Akashi) so as to augment the income, it has been stated, "The journal Akashi is published in Assamese language containing full programmes of Calcutta and Delhi for listeners in Assam. It has been observed from day to day experience that copies of Akashi despatched from Calcutta take considerable time to reach to the subscribers and agents at far-flung places in Assam due to geographical situation and lack of quick transport facilities. If the copies are not reached in time, obviously the circulation falls. Quality publication and efforts at improvement of the content are also hampered due to non-availability of qualified Assamese staff in Calcutta; nor there is any sanction by Government for such editorial staff except the single post of Sub-Editor. Since last 5 years it has not been possible for this office to recruit an experienced Sub-Editor for the journal Akashi within the age-limit of 22 years. If the journal could be published from Gauhati the difficulties mentioned above could be eliminated and circulation increased. Moreover, the advertisement from local trade might considerably increase the revenue of the journal. In addition, with the rise in circulation the income from the sales of the journal will automatically increase."

3.71. The Committee are of the view that the question of publishing 'Akashi' (now published in Assamese from Calcutta) from Gauhati should be seriously considered by the Ministry. This will

have the advantage of enabling the Radio listeners and the readers of the journal to get their copies in time. Difficulties of staff would be eliminated, advertisements from local trade are likely to increase and as a result there would be rise in circulation of the journal and in the income derived from sale and advertisement. They hope an early decision in the matter will be taken.

Print Orders—Complimentary copies

3.72. The number of copies of each periodical published by AIR Delhi during the years 1965-66, 1966-67 and 1967-68 is given below:

	Akashvani (English)	Akashvani (Hindi)	Awaz (Urdu)
1965-66	2,74,402	90,339	25,200
1966-67	2,85,418	91,133	25,553
1967-68	3,09,700	89,082	24,000

3.73. Complimentary copies distributed during the last three years are given (in yearly figures) below separately for each journal:

Year	No. of complimentary copies.		Total
	sent to advertisers/ advertising agencies for securing advertise- ments	sent to others	
<i>Akashvani (English)</i>			
1964-65	6,750	5,235	11,795
1965-66	6,543	4,921	11,454
1966-67	7,024	4,545	11,559
<i>Akashvani (Hindi)</i>			
1954-55	842	1,144	1,935
1955-55	807	1,234	2,041
1956-67	929	1,207	2,136
<i>Awaz (Urdu)</i>			
1964-65	826	837	1,653
1965-66	814	911	1,725
1966-67	872	843	1,715

3.74. In the case of India Calling Group of Journals consisting of one monthly in English and 10 quarterlies in foreign languages, the entire print order is distributed free.

3.75. Percentage of unsold copies to the total print order for the last three years is given below:

Akashvani (English)	3%
Akashvani (Hindi)	0.4%
Awaz (Urdu)	11%

3.76. India Calling journals are distributed direct to overseas listeners by us and these are unpriced journals. There are no returns.

3.77. These publications are disposed of as waste paper on the basis of competitive tenders.

Volume of obsolete publications held (upto March 1968)

Akashvani (English)	5,518	copies.
Akashvani (Hindi)	2,542	copies.
Awaz (Urdu)	2,658	copies.

3.78. With regard to the print order of the various Radio journals, number of complimentary copies and unsold copies, the Committee have been informed in written note as follows:—

Betar Jagat (Bengali)

3.79. The percentage of unsold copies to the total print order in a year is approximately .0067 per cent. About 25 or more copies per issue are distributed on a complimentary basis and there is no volume of obsolete publications held in stock.

Nabhovani (Gujarati)

Sr. No.	Year	Print order (24 issues)	Sold copies	Complimentary copies	Unsold copies	% of unsold copies to the print order
1.	1965-66	43,800	42,276	599	925	2.11%
2.	1966-67	38,414	36,952	658	804	2.9%
3.	1967-68	34,450	32,098	687	1665	4.8%

Vanoli (Tamil)

3.80. The percentage of unsold copies would be less than 0.2 per cent (or negligible), say for 55,000 copies, the balance was less than 40. About 200 copies in each issue are distributed as complimentary copies, show case copies for purposes of enhancing advertisement revenue and for increasing the circulation.

Vani (Telugu)

3.81. The percentage of unsold copies/obsolete copies would be less than 0.02 per cent (or negligible).

3.82. About 100 copies in each issue are distributed as complimentary copies and for putting up in show cases of A.I.R. stations for wide publicity and for increasing the sales of the journal.

3.83. The Committee note that the number of complimentary copies of the various Radio journals distributed during the last three years indicates that the position varies from journal to journal. While only 25 or more copies per issue of 'Betar Jagat' (Bengali) are distributed as complimentary copies, the number of complimentary copies of 'Nabhovani' (Gujarati) comes to about 600 per annum (consisting of 24 issues per year), in the case of 'Vanoli' (Tamil) about 200 copies of each issue are distributed as complimentary copies and in the case of 'Vani' (Telugu) the figure is 100 copies per issue. As against this, the total number of complimentary copies of 'Akashvani' (English) distributed per annum comes to more than 11,000 copies on an average. The Committee are of the view that this number is rather too high and efforts should be made to reduce this number of complimentary copies to the extent possible. At the same time efforts should be made to fix the print orders on a realistic basis so as to obviate the necessity of stocking a large number of unsold copies and render them obsolete as has been the case with the Radio journals published from Delhi.

CHAPTER IV

MINISTRY OF FOREIGN TRADE AND SUPPLY (DIRECTORATE OF COMMERCIAL PUBLICITY)

4.1. The Directorate of Commercial Publicity was started in April, 1946. In the beginning, the Directorate was issuing two weekly cyclo-styled publications "Indian Market Review" and "Foreign Market Review" and a fortnightly bulletin entitled "Indian Trade Bulletin." The Directorate was also preparing various Notes/Memoranda on commodities and foreign trade. The Chambers of Commerce and other trading organizations in India were supplied with commercial information useful for promoting exports. The Commercial Posts abroad (small in number at that time) were also supplied with relevant background material and publications for conducting publicity.

4.2. In 1951, the two cyclo-styled publications and the fortnightly Bulletin were replaced by a monthly journal entitled "The Journal of Industry and Trade". The work relating to editing and publicity of the annual reports of our Trade Commissioners was also taken up. The other functions remained intact.

4.3. Two years later (1953), the issue of a Hindi Journal "Udyog Vyapar Patrika" was taken up. In the same year, as it was felt that the spot commercial information relating to industry and trade should reach the growing commercial posts abroad expeditiously, a twice daily transmission of News and a Weekly Commercial News were started.

4.4. Later the volume of work relating to the writing and publishing of annual reports of trade Commissioners increased to a vast extent. The editing of the Market Surveys and issuing them as Supplements to the Journal of Industry and Trade was also taken up. In the next two|three years, additional publications such as "Handbook of Export Promotion" "Guide for Exporters" and "India's Trade Agreements" were taken up. In 1959, publicity through the media of documentary films and external broadcasts through All India Radio was also started.

4.5. As there were a number of Export Promotion Councils and Commodity Boards conducting export publicity, it became neces-

sary to coordinate manifold publicity activities. To impart coherence to the various programmes of publicity through different media, it also became necessary to plan and programme these activities. Side by side, the administration work of the Directorate also expanded. To assist the Director in Planning, programming and execution and to keep liaison with other organizations, a post of Deputy Director was created.

4.6. As promotion of exports became of paramount importance to our economy, the publicity was further strengthened. A special Souvenir "India 1961" was brought out. To project an image of industrialization of India and her growing export potential, a new monthly journal entitled "Foreign Trade of India", profusely illustrated in colour and printed on art paper, was instituted in April, 1963. Each issue of this Journal is devoted to a specific group of industries/commodities that are exported or have export potential. Its copies are distributed free to foreign Government industrial and trade departments, Chambers of Commerce, trading organizations, etc. Issue of folders/pamphlets for use as publicity material at our wholly Indian Exhibitions was also taken up. Publication of pamphlets and brochures for export publicity was taken up. To help the brand publicity abroad, a new quarterly Bulletin "India Exports" was instituted. To disseminate speedily information regarding tenders, trade enquiries, etc., issued by foreign Governments and export opportunities abroad, a weekly *Export Service Bulletin* was started.

4.7. As a measure of economy during the emergency created by Indo-Pakistan War in 1965, the monthly Hindi Journal was discontinued and the staff thereof was surrendered. It has been stated by the Ministry that as the emergency has now been lifted, the question of revival of the Journal has been taken up with the Finance Ministry.

4.8. To give strong support to export promotion, publicity activities of the Directorate have been enlarged very much. Production of documentaries both for creating export consciousness within the country and for conducting publicity abroad has been stepped up considerably. Similarly, publicity through external broadcasts has also been strengthened extensively. Issue of foreign languages pamphlets has been taken. Sponsoring of Supplementaries by Indian/foreign Newspapers and Journals has been another new feature.

4.9. To apprise the consumers of the various measures taken by the Government to impart stability to the prices and ease supply position of essential commodities, a fortnightly bilingual "Consumer Service Bulletin" was instituted nearly a year back.

4.10. To project abroad an image of modernising and industrialising of India against the background of her history, culture, art and rich heritage, a pictorial publication, "NEW INDIA" has been brought out. Copies of this publication were given out to the Delegations which attended the UNCTAD II recently held in New Delhi. They were also distributed to the foreign Embassies and Commercial houses in India as well as the Chambers of Commerce, trading organizations, etc., abroad through our Indian Government Commercial Representatives.

4.11. The Directorate of Commercial Publicity is headed by a Director assisted by a Deputy Director, three Editors, one Feature-inter-cum-Production Incharge, two Assistant Editors, five Assistant Directors and a Section Officer, with supporting subordinate staff. There is a small Art Cell consisting of one Art Executive, Senior Artist and two Commercial Artists for designing and preparing cover designs and doing lay-out work in respect of publications brought out by the Ministry. The Cell also prepares charts| diagrams relating to industry and trade.

4.12. The functions of the Directorate regarding publications work are briefly outlined below:

- (1) Preparation and publication of the following journals and bulletins:—
 - (i) Journal of Industry and Trade (Monthly).
 - (ii) Foreign Trade of India (Monthly).
 - (iii) India Exports (Quarterly).
 - (iv) Indian Export Service Bulletin (Weekly).
 - (v) Consumer Service Bulletin (fortnightly).
- (2) Preparation and publication of *ad hoc* publications like Reports, Pamphlets, Folders, Brochures, etc. Some of them are Annual Reports of Commercial Representatives abroad, Directories of Importers of Indian products in foreign countries, Handbook of Export Promotion, Guide for Exporters, Trade Agreements, Market survey Reports, Reports of Indian Delegations visiting foreign countries, publicity pamphlets and folders, Annual Report of the Ministry (both in English and Hindi), *Ad hoc* publications including posters, etc.
- (3) Arranging publications of Special Supplements in newspapers and journals in India and abroad on special occasions.

4.13. In reply to a question about the role of the Publications Division *vis-a-vis* the publications of the Ministry of Commerce, the

Secretary, Ministry of Information and Broadcasting has stated in evidence:

"In my opinion the publication should be controlled by the Publications Division. The Ministry should have consultation with the Publications Division. The Ministry should inform the Publications Division what they are publishing. Indexing should be in the hands of the Publications Division. . . . Some Ministries have the opportunity of publishing technical and scientific material and particularly commercial one. Publications Division should keep an account of what is happening in other Ministries".

4.14. The representative of the Ministry has stated in evidence in this connection:

"My function is that of the Chief Salesman in the matter of publicity for India's exports which brings into picture our Missions abroad as well as I have the unenviable task of coordinating the private Industry and Public Sector industry effort in this respect. This takes me to the economics part of our publicity work and a certain amount of coordinational role wherein various other authorities including the Chief Controller of Imports and Exports come in. I have to co-ordinate with D.G. Shipping, Industry Ministry with Economic Advisers, with Ministry of Petroleum, with Steel and so on. I would be very surprised if Director, Publications Division or the Information and Broadcasting Secretary would ever wish to assume that role. On that basis, I entirely agree on behalf of my Ministry and welcome the suggestion and shall co-operate."

4.15. The details of print orders, complimentary copies, etc. relating to the regular publications of the Directorate of Commercial Publicity have been stated to be as follows:—

(i) **Journal of Industry and Trade (monthly)**

Copies printed	..	..	4,000
Copies sold	..	..	2,000
Copies distributed free		..	1,950

Copies are distributed free not only to the relevant commercial organisations in India and abroad but also to Government organisations which are connected with industry and trade in India and to commercial and Information Services of India posts abroad.

(ii) Foreign Trade of India (monthly) for external publicity

Number of copies printed	..	..	3,000
Copies sold in India	..	..	500
Copies distributed free	..	..	250

About 2200 copies are distributed abroad to foreign Government Departments, Industry and Trade Organisations, Chambers of Commerce, etc.

(iii) India Exports (Quarterly) for helping brand publicity

Total print order is 10,000 copies. 9800 copies are distributed abroad to departmental stores, foreign government departments, principal importers, Chambers of Commerce, etc. 100 copies are given to advertisers as Voucher copies and also for canvassing advertisements.

(iv) Indian Export Service Bulletin (Weekly)

Total print order is 2,000. 1500 copies are sold, 400 copies are distributed to main Ministry, Government offices and organisations like State Trading Corporation, Minerals and Metals Trading Corporation and other public sector Corporations. About 60 copies are sent to Indian Government Commercial Representatives abroad. The balance of 40 copies is used as specimen for canvassing sales.

(v) Consumer Service Bulletin (Fortnightly) (Bilingual)

Total Print Order is 1500. All copies are distributed free.

(vi) Reports on Economic and Commercial Conditions Abroad

Total print order is 700. 500 copies distributed free and 200 copies sold through Manager of Publications.

(vii) Reports on Market Surveys

Total print order is 500. 300 Copies are distributed and 200 copies are sold through Manager of Publications.

(viii) Other Publications

	Print Order	Sale	Distributed Free
(a) Handbook of Export Promotion	7000	6000	1000
(b) Trade Agreements	3200	2700	500
(c) Guide for Exporters.	6000	5000	1000
(d) Credit Facilities for Exporters.	3500	3000	500
(e) Directories of Importers of Indian Products.	500	300	200
(f) Hints to Businessmen Visiting Abroad.	500	300	200

(ix) Other ad hoc publications for dissemination of information

Print order depends on the type of subject of publications and they are distributed free in India and to Indian Government Commercial Representatives.

(x) Pamphlets and Folders for External Publicity

Total print order is 3000 copies. All copies are distributed free abroad through the I. G/C/Rs. Information Services of India, and at various Exhibitions and Fairs participated by India.

(xi) Pictorial Publication "NEW INDIA"

Total print order is 5980 copies. Copies are given to all foreign Embassies, Commercial Posts Delegations, UNCTAD, Trade Delegations visiting India and are sent to Government Departments and organisations abroad which are interested in economic conditions of India. Distribution and sales are still going on.

New India

4.16. The Ministry brought out the pictorial publication entitled 'New India' during 1967-68 at an estimated cost of Rs. 3,60,000, including paper, blocks, photographs, honorarium to writers and printing charges. The foreign exchange of Rs. 78,000 was spent for importing proven art paper for this publication. The total print order was for Rs. 5,980 copies and the price per copy was Rs. 50. The gross advertisement revenue was Rs. 2,92,000.

4.17. Asked to state about the actual expenditure on this publication and the revenue from sale and advertisements, it has been stated by the Ministry: "The printing charges are yet to be finalised as the bills are under scrutiny with the Chief Controller of Printing and Stationery. The total amount of printing bills submitted by the Press is Rs. 2,31,960.00. The following bills relating to 'NEW INDIA', other than printing, have been passed for payment:

	Rs.
(i) Cost of paper	80,200.00*
(ii) Cost of Blocks	73,720.00
(iii) Cost of Photographs	9,920.00
(iv) Cost of special Binding, plastic jackets.	22,894.00
(v) Honorarium	5,950.00
	1,92,684.00

(*This includes the cost of Rs. 2200 towards Hand-made paper used in this publication purchased indigenously.)

4.18. The gross revenue from advertisement and sale is Rs. 3,56,100.00 (Advertisement Rs. 2,92,000.00 Plus Sale Rs. 64,100.00.)"

4.19. As regards the figures of sale and free distribution of copies of this publication it has been stated by the Ministry in a note: "Copies of this publication have been distributed free to the Ministries, Secretaries and other V.I.Ps. Copies have also been given free to the advertising agencies according to the existing commercial practice. Copies of 'New India' have been sent to the Organisations which supplied basic material for write-ups free of cost. Copies were distributed free to the foreign journals those who came for UNCTAD-II Meeting and to those who are resident in India, Foreign Government Embassies, Commercial Secretaries, and through them to the Head and Ministers of Overseas Governments and representatives of world trade organisations. In overseas countries, copies were supplied through our Trade Posts, Consulates and Embassies to prominent industrialists, traders and other prominent businessmen.

4.20. The detailed information in respect of distribution is furnished below:—

(i) No. of copies distributed free:—

(a) Supplied to Indian Govt. Commercial Representatives Trade Mission abroad.	1838 Copies.
(b) Delegates of UNCTAD-II, Representatives of Foreign Governments, World Bank, International Monetary Fund.	889 copies.
(c) Foreign Press and Foreign Government representative in India and to their Governments through them.	1146 copies.
(d) Advertising Agencies and Government Departments, V.I.Ps. in India.	500 copies.
(ii) No. of copies sold	1328 copies.
(iii) No. of copies in stock.	225 copies.

4.21. The Committee note that against the total cost of Rs. 3,60,000 incurred on the pictorial publication 'New India', the Ministry have already earned a gross revenue from advertisement and sale amounting to Rs. 3,56,100 (advertisement Rs. 2,92,000+Sale Rs. 64,109) and expect to sell another 150 copies thereof earning a further revenue of Rs. 7,500.

4.22. In the course of evidence the Committee desired to know if the Ministry had examined the feasibility of introducing economy in the publication of periodicals at any time in the past. In reply the representative of the Ministry has stated, "The broad answer is basically in the negative. I am trying to expand rather than reduce.

Amalgamation is not possible because each of these periodical journals is directed to a different audience". Asked to state if the restriction of free supply of copies was considered at any stage, the representative of the Ministry has stated, "I consider myself the chief salesman. This is by way of advertisement of my goods and services. We reached an export of Rs. 1,198 crores in 1967-68, the highest ever. I have been trying to reach an ever-expanding audience especially in the Middle East and Africa where I used to be selling only traditional goods, jute and tea, but I am at present selling engineering goods, pumps, pipes etc."

4.23. In a written note subsequently submitted to the Committee, the Ministry have stated:

"The representative of the Ministry of Commerce explained in his evidence before the Estimates Committee on January 23, 1969, that it would neither be possible to reduce the number of periodicals nor is amalgamation feasible as each of its journals fulfils a distinct and separate need and is meant for a different audience. The demands of effective export publicity are related to expanding export trade of India. It was explained to the Committee that the present is the time when India should think in terms of increasing the number of periodicals and other publications of commercial publicity, rather than reducing them.

2. It may however, be mentioned that the monthly journal "The Journal of Industry and Trade" is for disseminating industrial and commercial information to the industry and trade. The Weekly "Indian Export Service Bulletin" contains overseas tender notices and export opportunities, trade enquiries, etc., for use of Indian exporters. The monthly journal "Foreign Trade of India" reviews the progress of industries/group of industries with export potential for external publicity. As there is no duplication of effort, and these have been started to meet the special requirements of industrial and trade publicity, the question of reducing the number of periodicals or their amalgamation does not arise.
3. In regard to the number of copies, the print order in respect of the Journal of Industry and Trade and the Indian Export Service Bulletin is adjusted according to an active subscription list. In respect of "Foreign Trade of India", the print order is regulated according to the requirements of the India Government Commercial Representatives abroad and

the requirements of the Directorate of Exhibitions and the Indian Council of Trade, Fairs and Exhibitions for use at the fairs and exhibitions abroad.

- 4 The periodicity of the publications has been fixed in a way to ensure their fullest possible utility.
5. Immediately after the Pakistan Aggression in 1965, the Secretaries Committee suggested a second look at these publications. The print order of the Journal of Industry and Trade was then cut down as a measure of emergency economy, and the Hindi monthly journal "Udyog Vyapar Patrika" was suspended temporarily. There is a proposal again to re-commence the publication of this Hindi Journal."

4.24. The Committee note that it is not possible for the Ministry to amalgamate some of the periodicals and journals as they are directed to a different audience and that instead of restricting distribution of the various journals and periodicals the Ministry have to try to expand as they have to reach an ever-expanding audience specially in the Middle East and Africa. The Committee trust that while fixing the print order in respect of each journal care is taken to ensure that the number is kept to the minimum that is considered essential and there is no overprinting resulting in unnecessary accumulation of stocks.

4.25. The Committee then referred to the expenditure on pay of officers, establishment and allowances etc. and on charges of publications and films which has been as follows:—

	1965-55	1955-67	1967-68
Pay of officers, establishment allowances. . .	4,05,746	3,52,517	3,76,973
Charges on publication and films.	2,54,123	3,93,075	4,94,461

4.26. The Committee desired to know if the Ministry did not consider the expenditure on pay of officers, establishment etc. on the high side as compared to charge on publication and films. The representative of the Ministry has stated, "Internationally it is accepted that if the establishment and operational expenses of an agency are in the proportion respectively of 30-40 per cent and 60-70 per cent, it is considered a good agency. I find, however, that this aspect is not entirely satisfactory. I am spending 47 per cent on my staff and I have a feeling that with a little reorganisation I can bring it down to 40 but I will have to expand my operational expenditure."

4.27. The Committee then wanted to know whether the revenue expenditure on periodical 'Foreign Trade of India' during the last few years included expenditure on staff also. The representative replied in the negative and added, "I am trying to do it by going into the performance budget rather than by the budgetary method we have so far adopted. I personally disagree with that and I am trying to change it."

4.28. Asked about the details of the performance budget proposed the representative of the Ministry has stated, "I am trying to put it on the same basis as any commercial publishing-cum-advertisement-public relation firm does." He added that "This will imply also an expansion of my operational side. I want to expand the free distribution of a lot of material abroad and that will probably involve a far larger sum than is at present envisaged."

4.29. In a written note, however, subsequently furnished to the Committee it has been stated: "The expenditure on pay of officers and establishment is not on the high side according to the yardstick in the Government. It may be mentioned that recently the Staff Inspection Unit (SIU) examined the strength of the Directorate in relation to the work done. After thorough examination, it cut down one post of Deputy Director (Films), one post of Assistant Editor, one post of Investigator, one post of Upper Division Clerk, three posts of Lower Division Clerks, one post of Steno-Typist and two posts of Peons.

4.30. It may also be mentioned that apart from publications and films for which separate budget provision is made, the staff of the Directorate is engaged in the following activities:

- (1) (i) Preparation and issue of the monthly journal "Journal of Industry and Trade";
- (ii) Handbook of Export Promotion;
- (iii) Trade Agreements (with other countries);
- (iv) Guide for Exporters;
- (v) Reports on Economic and Commercial conditions;
- (vi) Market Survey Reports;
- (vii) Directories of Importers of Indian Products;
- (viii) Hints to Businessmen visiting foreign countries;
- (ix) Reports of various Committees;
- (x) Ministry's Annual Report etc.

4.31. The value of the publications brought out through the Government of India Presses is estimated at Rs. 3,10,000.

- (2) Sponsoring of Special Supplements on India in overseas countries on important occasions. The effort behind the issue of these Supplements in momentary terms works out to Rs. 7-8 lakhs a year.
- (3) Sponsoring special supplements on Export Promotion in newspapers/journals in India for creating export climate.
- (4) Supplying feature articles and write-ups to Government of India Missions abroad as well as to the journals--Indian and foreign.
- (5) Supplying material for All India Radio for their weekly feature "Export Front" and for the external broadcasts under the series "Made in India".
- (6) Preparation and issue of daily wireless transmissions on important spot commercial news through the External Publicity Division, for use of our Trade Missions abroad.
- (7) Preparation of articles and messages for the use of Ministers and senior officers.
- (8) Preparation and issue of cyclostyled weekly bulletin "Indian Commercial News" to our Trade Missions abroad.

In view of the position explained above, the budget figures for the publications do not reflect completely the activities of the Directorate and the effort put out in furtherance of export promotion".

The details of the revenue and expenditure on each of the regular periodicals of the Directorate of commercial
Publicity during the last three years are furnished below:—

	1965-66		1966-67		1967-68		(Rs.)
	Revenue Expenditure		Revenue Expenditure		Revenue Expenditure		
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
Foreign Trade of India	1,31,235	1,29,610 (+) 1625	1,54,237	1,54,209 (+) 028	1,02,237	1,46,340 (-) 44,103	
Journal of Industry & Trade	88,389	1,45,336 (-) 56,947	81,197	1,22,334 (-) 41,137	78,784	1,28,006 (-) 49,222	8
“India Exports”	—	—	26,800	35,850 (-) 9,050	1,09,300	1,08,950 (+) 350	
Export Service Bulletin	11,924	40,718 (-) 28,894	35,085	59,467 (-) 24,382	38,674	63,928 (-) 25,254	

4.32. In the course of evidence the Committee wanted to know the steps proposed to be taken by the Ministry of Commerce to make good the shortfall in revenue from advertisements and sale with a view to make the publications self-supporting. The representative of the Ministry has stated, "With the permission of the other relevant Ministries especially the Ministry of Finance and the Ministry of Law, I am trying to take rather an unusual step of giving a kind of contract for Rs. 2,50,000 to a private firm for securing advertisements in both the monthly journals—'The Journal of Industry and Trade' and 'Foreign Trade of India' because that will give me an opportunity of diverting one Assistant Director and other ancillary staff to more productive work. My revenue in this field has never gone above Rs. 2 lakhs per annum. I will, as an experimental measure, give the contract for Rs. 2½ lakhs and leave to him how much profit he can make. He will not receive any support from me."

4.33. The Committee would like the Ministry to examine whether, as stated by the representative of the Ministry in the course of evidence, the percentage of expenditure on staff could not be reduced from 47 as at present to 40.

4.34. The Committee would also like to know the final outcome of the proposal to give a contract to a private firm for securing advertisements and thereby diverting some surplus staff to more productive work.

CHAPTER V

MINISTRY OF DEFENCE

(i) Department of Defence

5.1. In the Department of Defence there is no separate organisation for publication work. The work is being carried out by the branches of the Services Headquarters and Sections of the Ministry with the help of members of staff concerned in addition to their own normal duties. A list of publications (including periodicals) brought out by the Department is at Appendix II. Publication activities of the Department are mostly concentrated in the following organisations:

(1) *Directorate of Military Regulations and Forms:*

In addition to his various other duties the Director of Military Regulations and Forms in the Ministry of Defence, controls the printing and distribution of the following publications:

- (1) Basic Books of Regulations for use by the three Services;
- (2) Army Instructions;
- (3) Special Army Instructions;
- (4) Corrigenda to Army Instructions;
- (5) Indices to Army Instructions;
- (6) Annual Army List; and
- (7) Annual Army Staff List.

Requisitions for printing of these publications are placed by the Director of Military Regulations and Forms on the Chief Controller of Printing and Stationery, who places print orders on the various Government of India presses.

A separate section (Army List Section) exists in the organisation of the Director of Military Regulations and Forms for the purpose of compilation of the Annual Army List and the Annual Army

Staff List. These are periodical publications, as their names indicate. The previous publication is brought up-to-date by the Section on the basis of the information received from the various sources and a revised issue thereof is published every year. Annual Army List is a pre-audited document, while the Annual Army Staff List is a departmental publication in which information is given Corps-wise for departmental referencing only, with the advent of British rule in India, Army List was issued by Government, Province-wise. After some time, with the expansion of British authority in the country, a combined list called Indian Army List, was introduced, which was published monthly. From 1911, the Indian Army List began to be published quarterly. It became a half-yearly publication in 1942. In 1948, the publication was named as "Army List" and it began to be published in two parts. Part I was called half yearly Army List, which was not pre-audited, while Part II was called Annual Army List, which was pre-audited. In 1960, Part I of the Army List, which was previously published half-yearly, was converted into annual publication and was named Annual Army Staff List. Since 1960, the Army List Section have been publishing the two publications *viz.*, the Annual Army List and the Annual Army Staff List.

Army List Section came under the administrative control of the Director of Military Regulations and Forms in 1942.

Collating and printing of Army Instructions, special Army Instructions, Corrigenda to Army Instructions and Indices to Army Instructions is also the responsible of the Army List Section, while their distribution is controlled by another Section in the Directorate of Military Regulations and Forms.

The details of posts sanctioned for the Army List Section are given below:—

Name of the Post	No. of posts
1. Compiler, Army List.	1
2. Assistant	1
3. U.D.Cs.	4*
4 L.D. Cs.	5

*One UDC in another Section in the Organisation is looking after the work relating to printing of Basic Books of Regulations and amendments there-to.

A list of Publications brought out during the last three years with their cost of production, percentage of unsold copies etc. is at Appendix III.

(2) *Historical Section*

Soon after the Independence of the country, a Combined Inter-Service Historical Section (India and Pakistan) was created by a decision of the Joint Defence Council to produce a 24 volume official history of the Indian Armed Forces in World War II 1939-45. The CIS Historical Section was a joint venture of India and Pakistan, and expenditure on it was to be shared by both in the ratio of 70:30. It ceased to exist with effect from 1st July, 1963. It had by then published the following 19 books in the above series:—

General War History

1. Retreat from Burma 1941-42.
2. The Reconquest of Burma 1942-45 Vol. I.
3. The Reconquest of Burma 1944-45 Vol. II.
4. Campaign in South-East Asia, 1941-42 (Hong Kong, Malaya, Sarawak & Borneo).
5. North African Campaign 1940-43.
6. Campaign in Western Asia (including Iran, Iraq, Syria and Pariforce).
7. Expansion of the Armed Forces and Defence Organisation.
8. Post War Occupation Forces; Japan and South East Asia.
9. Campaign in Italy.
10. History of the Indian Air Force.
11. Technical Services, Ordnance and IEME.
12. Indian War Economy.
13. The Arakan Operations.

Medical History of War

14. Administration of Medical Services.
15. Medicine, Surgery and Pathology.
16. Medical Aspects of the Campaign in the Western Theatre.
17. Preventive Medicine, Malaria Control and Nutrition.
18. Medical Statistics.
19. Medical Stores and Equipment.

The late Combined Inter-Services Historical Section also published in 1951-52 nineteen monographs of the A.G.'s Branch and nine monographs of the MGO's Branch, bound in 2 separate volumes. They deal with the different aspects (Discipline, Supplies etc.) of the Services during World War II. The printing of these monographs was done by the Government of India Press, Simla with the exception of 4/5 monographs which were entrusted by the Chief Controller of Printing and Stationery, Government of India, New Delhi for printing to some private presses. The total cost of paper, binding material, printing and binding came to approximately over Rupees Fifteen thousand.

Necessity was felt for a permanent Historical Section (India) and it was created with effect from 26th October, 1953 with the following charter of duties:—

- (i) Writing histories of military operations;
- (ii) Assistance to units of all the services in writing up their military histories;
- (iii) Study from historical angle of records which the units would send to the Historical Section in accordance with the existing orders;
- (iv) Assistant in the historical aspect of Battle Honours to be awarded to units of the Armed Forces;
- (v) Assisting the Ministry of Defence as well as the three Services with any military historical data that may be required from time to time; and
- (vi) Advising on military heraldic work.

The residuary work of the late Combined Inter-Service Historical Section was also taken over by the Historical Section (India) when the former was wound up on 30th June, 1963. This involved the finalisation and printing of the five unpublished volumes, namely the following:—

- (i) East African Campaign 1940-41.
- (ii) Defence of India: Policy and Plans.
- (iii) History of the Royal Indian Army.
- (iv) Medical Aspects of Campaign in the Eastern Theatre.
- (v) India and the War (a general survey).

Besides, the Historical Section (India) has been assigned the task of printing the book entitled "The History of Corps of Engineers" the draft of which was prepared by an Engineer Officer of the E-in-C's Branch under the guidance of the Director of Historical Section. This narrative is now in the press and proofs are awaited. The book is meant for open sale.

All the remaining five volumes of the World War II history have since been published and put on open sale. The History of the Military Evacuation Organisation, 1947-48, has also been published as a restricted reference book for official use only.

Apart from the publications already made, the Historical Section has collected considerable material and arranged the same in some shape so as to be readily usable for purposes of future publication.

The details of its existing sanctioned establishment are as under:

Designation I	No. of posts 2
Director	1
Narrator	1
Heraldic Officer	1
Junior Research Officers.	2
Research Assistants	3
Heraldic Assistant	1
Stenographer	1
Draughtsman	1
Clerks	9*

*(Assistants 2) (UDC 2 LDC 5)

1	2
Daftries	2
Peons.	2

A list of publications showing their cost and percentage of unsold copies is at Appendix IV.

(3) *Directorate of Public Relations:*

SAINIK SAMACHAR

Sainik Samachar was previously known as Fauji Akhabar and started publication in 1909. Its present designation of Sainik Samachar was introduced on 4th April 1954.

The first edition appeared on January 2, 1909 in Urdu language with limited circulation among the Armed Forces. On June 5, 1909 the Hindi edition was started, followed by the Punjabi edition on October 2, 1909.

After another 14 years, with the steady growth in its popularity, Fauji Akhabar made its first appearance in English on February 3, 1923. This was followed by the Roman Urdu edition in 1926. On March 27, 1945 the Tamil edition was started and on April 1, 1950 three more editions in regional languages were introduced, viz., Gorkhali, Marathi and Telugu.

In 1962 the Roman Urdu edition was discontinued and in 1964 the Malayam edition was introduced.

Sainik Samachar is the only pictorial weekly of the Armed Forces of India, which through the medium of nine different language editions, English, Hindi, Urdu, Panjabi, Marathi, Gorkhali, Tamil, Telugu, and Malayalam is endeavouring to educate and entertain the members of the Armed Forces and their families for whom this journal is primarily intended. The extent of success achieved in this field can be gauged by the growth in its circulation over the years.

The Sainik Samachar Cell of the Directorate of Public Relations, Ministry of Defence is responsible for publishing a weekly journal called 'Sainik Samachar' in 9 languages.

The details of sanction posts of the organisation are given below:

Post	No. of Posts
Editor-in-Chief	1
Editor	1
Assistant Editor	2
Sub-Editor	10
Assistant Journalists	22
Translators	3
Layout Expert	1
Manager (Advt.)	1
Superintendent	1
Stenographer	2
Clerks (Asstt/UDC/LDC)	15
Accounts Assistant	1
Daftry	2
Peon	7

The Cost of Production of Sainik Samachar excluding cost of establishment during the last 3 years has been stated to be as follows:

Year	Cost
	Rs.
1965-66	4,83,600 approx.
1966-67	5,85,600 „
1967-68	8,40,000 „

Approximately 20,000 copies in nine languages are printed every week by the Union Printers Co-operative Industrial Society Ltd., New Delhi with whom the Government have executed a contract.

The income from the sale of the publications during the last three years and the anticipated sales for the current financial year have been stated to be as follows:—

Year	Income	Gross income from Advertisements published in the Journal.
	Rs.	
1965-66	1,97,782	About Rs. 1 lakh
1966-67	1,56,171	Do.
1967-68	1,36,523	Do.
1968-69	1,20,000	(Estimated) Do.

It has been stated by the Ministry that Sainik Samachar is a subsidised publication of the Ministry of Defence and the rates of subscription are fixed from time to time in consultation with the Ministries of Defence and Finance (Defence).

The number of copies printed is limited to the actual known requirements and are distributed to the subscribers etc. on receipt from the printers. As such, there are no unsold copies.

It has also been stated that every week about 60 copies are being distributed on a complimentary basis to the Chiefs of Staff, Senior Service Officers, Editors of major dailies, news agencies etc. and about 400 distributed free of cost for sales promotion for advertisement, voucher copies to contributors and advertisers, exchange copies, record copies to Registrar of Newspapers, the printers etc. as well as copies for internal use.

The volume of obsolete publications held and the total storage space occupied by such publications and the arrangements made for their disposal has been stated to be 'Nil', as Sainik Samachar is printed to meet the actual known requirements only.

An *ad hoc* publication entitled 'RAKSHA PRADARSHANI' was issued by the Directorate of Public Relations on the occasion of the inauguration of the Exhibition Trains Project. No separate organi-

zation or staff was sanctioned for the publication. In all 10,000 copies of this publication were printed in English and the actual cost of production was Rs. 25,600.

It has been stated that an income of about Rs. 25,000 has been derived from advertisements published in the brochure. Sales are still in progress. It is anticipated that the income from sale would be to the extent of Rs. 1,875.00 for 7,500 copies at the rate of Rs. 0.25 per copy. (2,500 copies equivalent to 25 per cent of the total number of 10,000 are to be distributed as complimentary copies).

(4) *Technical Publication Wing—HQ Technical Group EME (MGO Branch).*

Technical Publications Wing which was set up in July, 1959 is responsible for, editing, proof reading, printing, translation from English to Hindi, Provisioning, storage and distribution of technical literature pertaining to Army equipment for which the maintenance operation, and repairs responsibility is vested in the Corps of EME.

Since this wing forms a part of HQ Technical Group EME, no staff has been authorised specifically for this wing. However the following personnel against the PE of HQ Technical Group EME, are employed to perform the various duties involved in carrying out the above work:

Name of Post	No. of Posts
Major	1
Head Clerk (Grade II)	1
JCO	1
NCO's	4
Jr. Hindi Translator	2
Proof Readers	6
U.D.Cs.	2
L.D. Cs.	5
JCO Storeman (Tech.)	1
Storemen (Tech.)	4
Civ. Asstt. Store Keepers	2
Sr. Gestetner Operator	1
Jr. Gestetner Operators	2

Broad categories of the publications issued (Reports, periodicals, and other publications including those issued on an *ad hoc* basis) are indicated below:

<i>Category of Publications</i>	<i>Periodicity</i>
(a) Electrical and Mechanical Engineering Regulations.	{ As and when need arises these publications are prepared and keep flowing in for printing as a sequel of (a) Introduction of new equipments into service (b) Modifications and approved methods of repairs (c) Devising techniques of repair and recovery
(b) Maintenance/Overhaul Scales/SMS/WMS.	
(c) Technical Notes/Briefs	
(d) Technical Manuals	

The actual cost of production of each publication and the total cost involved in printing the publications during the last three years are as under:

- | | |
|-----------------------------------|---|
| (i) For item at (a) above | . Rs. 20,000 |
| (ii) For items at (b) & (c) above | . . . These publications are produced locally by cyclostyling on duplicating paper. As such no extra cost of printing is incurred except manpower and stationery. |
| (iii) For item at (d) above | . . . Rs. 16,000/-. |

5.2. In the course of evidence the representative of the Ministry of Defence (Department of Defence) has explained the position with regard to restricting the print orders of their publications. He has stated:

“On the main Defence Ministry’s side, there are four categories of publications. One is what is done by the Director of Regulations and Forms. They are in the nature of regulation books and forms. Regulation books are also to be distributed only to the authorised persons, units and formation. Certain copies are kept extra which are meant

to be given to those who are appearing for the examinations. A few extra copies are printed for them and sold to them.

The next category is in the Ministry of Defence, Historical Section. Here again certain publications are brought out and they are of historical interest and are on various topics. You will appreciate that it is very difficult to assess the exact number required because these are publications which have to last for a long time. The demands are not only immediate, but they are coming from time to time as and when people come to know of these publications. The left-overs are not very large considering the interest that is there, except in the Medical Section where the number is large. But as more and more people come to know of these, they will buy them.

Then there is the EME technical literature pertaining to army equipment. They are meant for the authorised persons, units and formations. We print only as many copies as are needed and there is no wastage. One publication is 'Sainik Samachar' which is sent out for the recreation and guidance of the troops and this is published in 9 languages. These are priced publications. Obviously, some copies are sent out free. It has been making some money, but the total expenditure on this publication is more than the returns that come in—returns by way of advertisements and sale proceeds. Complimentary copies are only 60 or so and 400 copies are sent out free of cost to various people."

5.3. The Committee find from the list of publications brought out by the Directorate of Military Regulations and Forms that the percentage of unsold publications in the case of Pension Regulations for the Air Force, Parts I and II and Language Regulations is 100 and in the case of some other publications and regulations the percentage of unsold publications varies between 55 and 63. The Committee feel that a review should be made to find out the reasons for the same and take necessary remedial measures.

5.4. As regards the list of publications brought out by the Historical Section, the Committee find, as admitted by the representative of the Ministry in the course of evidence, that in the Medical Section the percentage of unsold books is rather high. In the case of the book 'India and the War' also the percentage of unsold books is 100.

The Committee would urge that proper publicity to these books should be given in appropriate quarters so as to improve the position to the extent possible.

5.5. The Committee further desire that in the case of 'Sainik Samachar' efforts should be made to improve the sales so that the position of returns as against the expenditure may improve. The Committee suggest that economy may be effected in the printing of the journal by reducing over-heads.

(ii) Department of Defence Production

5.6. The Scientific Information Bureau was created in the Defence Science Laboratory *vide* Ministry of Defence Letter No. 1576|RD-27| 8269-A|GG (Admin), dated 7 Sep., 1960. The Scientific Information Bureau had the following charter of duties:—

- (a) Collection, collation and dissemination of scientific and technical information expeditiously on all aspects of defence problems;
- (b) assisting the scientists requiring technical literature/information on specific subjects connected with research and development work;
- (c) stimulating research work by co-ordination with other institutions engaged in scientific research;
- (d) acting as repository centre for all technical and research reports of Foreign and Indian origin, particularly those connected with defence problems;
- (e) to bring out authorised R & D publications.

5.7. In 1967 the existing Scientific Information Bureau which formed a part of the DSL was required to expand its activities to cover up the full Research & Development Organisation and was, therefore, made into a bigger unit. The new name given to this is Defence Scientific Information & Documentation Centre. The following are the charter of duties for DESIDOC:—

- (a) To function as Scientific Information and Documentation Centre and cater to the needs of Head-quarters and all R & D Establishments.
- (b) To collect, collate and disseminate scientific and technical information on all aspects of Defence Science to those entitled to receive such information.

- (c) To act as reposit for all technical and research reports of foreign/Indian origin, particularly those connected with Defence Science.
- (d) To maintain close liaison with INSDOC.
- (e) To translate literature and reports from foreign languages.
- (f) To bring out authorised R&D Publications.

Publications Division

5.8. This Division is primarily responsible for collation, editing, publication and dissemination of scientific information regarding R&D achievements as well as new developments in the country abroad.

5.9. The Publication Division was part of the Scientific Information Bureau formed on 7th September, 1960, and has been responsible for bringing out authorised publications and *ad hoc* reports. In the initial stages difficulty was experienced in bringing out the respective publications in time but difficulties have been surmounted recently by close liaison with the different Government of India Presses. However, the work turned out by the Government of India Presses is far from satisfactory. This question has been separately taken up with the Scientific Adviser so that the publications may be brought out by the Private Presses. However, this has not been finally yet decided. A resume of the activities in regard to various publications is given below:—

Defence Science Journal: In 1949, the Defence Science Policy Board approved the publications of a journal devoted exclusively to defence science. In pursuance of this, the Defence Science Journal was started and it is being published every quarter. It contains original research papers in all disciplines of science having a bearing on defence problems. From 1960 onwards, two supplements to the journal, devoted entirely to review articles, are being published every year. It has been decided to discontinue the publication of Supplement to Defence Science Journal from October, 1968.

In July 1964, the Journal was priced *vide* Government of India letter No. 86882/2/RD-81/4252/D(R&D), dated 7 May, 1964 with a view to supplement a part of its cost of production.

An Editorial Board consisting of renowned scientists was formed in 1965, in order to achieve expeditious publication of the Journal and Conform it to the international standards. The Journal has now

been stabilised as standard research periodical. Its layout and presentation has been considerably improved and it is sent to international abstracting journals.

R&D Digest: The first issue of the R&D Digest was brought out in September, 1959. Till 1963, it was published as a quarterly. Subsequently in 1964 its frequency was raised to appear as a bimonthly.

It is an open publication of the R&D Organisation. It presents to the Defence Forces, the work and achievements of R&D Labs/Estts. and their application to problems of defence. It also keeps them abreast of the current developments, in India and abroad, in such fields of science and technology which have a bearing on defence.

R&D Bulletin : R&D Bulletin is dedicated to the furtherance of soldier-scientist comradeship. The information therein keeps the Services abreast of the R & D efforts carried out in Laboratories/Establishments to promote the efficiency and battle worthiness of Defence Services.

The first issue of Bulletin was brought out in 1960. Till 1966 Bulletin which is SECRET was published annually. Because of the increase in research efforts of the R & D Labs/Estts and to highlight the achievements in various disciplines, it is published in following four parts from 1967: (i) Electronics; (ii) Engineering, Aeronautics & Vehicles; (iii) Armaments; and (iv) General Sciences.

R&D News: It was started as a newsletter of the Defence Scientific Information & Documentation Centre after its formation in May, 1967. The first issue appeared in June. Its scope has since been increased to include the activities and achievements of all the Laboratories/Establishments under the R & D Organization. From 1968 it has been made a bimonthly publication and its name has been changed to 'R & D News'.

Abstracts of R&D Projects: The publication of the R&D Abstracts was started in 1959. It reports progress on all projects undertaken by the R&D Laboratories/Establishments for the benefit of user Services.

It is published in two volumes (i) Main issue (ii) Supplement. The Main issue gives progress on Major and Minor projects. It also includes the progress of sponsored projects at universities and other technical institutions. The Supplement gives the progress on the Major projects during the six months after the publication of the Main issue.

Farmed Out Research: This annual publication has been started from 1967. It gives the progress of research projects being undertaken under the grants-in-aid schemes at the universities and technical institutions at the instance of the R&D Organisation. Previously this progress was reported as a part of main issue of the Abstracts of the R&D Projects.

In addition, certain *ad hoc* publications are also brought out.

Popular Science and Technology Journals (PST)

At the request of the Chiefs of Staff it was decided that a Popular Science & Technology Journal be brought out by the Research and Development Organization on topics of interests to the Defence Services. This publication was brought out by the Electronics Research and Development Establishment, Bangalore, earlier and subsequently the Defence Scientific Information and Documentation Centre has been entrusted with the responsibility for bringing out PST. So far this journal has been published on an experimental basis and efforts are in hand to make it regular.

Polygraphy & Printing Division

During the year under review, 56 major jobs (annual reports, deputation reports, project reports, technical reports, proceedings of conference, etc.) were completed in addition to about 250 major jobs. Facilities are now available for making halftone blocks in addition to the existing facilities for making line-blocks. With the increased activities of the R&D Organisation, the printing load in the Polygraphy and Printing Division has been steadily increasing and efforts are being made to create more facilities to cope with the work-load.

The present organisational set up for the Publication Division is as under:—

Publications Group Printing Technology—I— JSO Polygraphy Cell

SSO I	.			
JSO	.	3	Photographic Assistant	1
SSA	.	1	Lithographer	1
JSA	.	2	Copy holder	3
			Draughtsman Grade II	2
			Typists	5
			Steno-typist	1
			Vartype Operator	2
			Rotaprint Operator	1

The annual approximate cost of production for the priced/un-priced publications and the income from the three priced publications is as follows:—

Name of Publication	1965-66		1966-67		1967-68	
	Cost	Income	Cost	Income	Cost	Income
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
(i) Defence Science Journal	21,200	1,090	18,500	860	20,000	1,544
(ii) Supplement to Defence Science Journal	9,200	Nil	8,000	323	5,500	427
(iii) Popular Science & Technology	..	1,422.98	..	1,417.77	..	2,813
(iv) P & D Digest	2,2000		23,000	..	23,000	
(v) R&D Bulletin	16,000		17,000	..	17,000	..
(vi) Abstracts of R&D Projects	11,000		12,000	..	12,000	
(vii) Farmed Out Research	2,000	..	2,100	..	2,200	..
(viii) R & D News	1,000	..	1,000	..	1,000	..

In addition to the regular publications mentioned earlier the Documentation Division prepares some publications for the benefit of the Top Management, the working scientists and the Service Officers.

The Committee have been informed that the number of copies of the publications brought out by the Research and Development Organisation of the Department is as follows:

Title of Publication	No. of copies printed
1	2
1. Defence Science Journal	350
2. Supplement to Defence Science Journal	350 Discontinued from Oct. 1968

*In the case of publication Popular Science and Technology since it has been taken on an experimental basis and is being brought out with the existing facilities already available no costing has so far been done.

1	2
3. R&D Digest	1,500
4. Popular Science and Technology	5,000
5. R&D Bulletin	450
6. Abstracts of R & D Projects	400
7. Farmed Out Research	750
8. R&D News	600

Out of the eight publications being printed, the Defence Science Journal is the one which is priced and so the number of copies printed are retained by Government of India Press and distributed according to list of subscribers. On a bulk scale 80 copies are received by the Defence Scientific Information and Documentation Centre and complimentary copies to the top management, R&D establishments and others in the Ministry of Defence and the three Services are distributed. In the case of other publications like R&D Digest, R&D Bulletin, Abstracts of R&D Projects, Farmed Out Research and R&D News, the number of copies are all distributed by the Defence Scientific Information and Documentation Centre. The number of copies printed for Popular Science and Technology is 5,000 and subscribers and officials receiving complimentary copies come upto a total of 4,000. 1000 Copies are left over and are being sold to persons demanding them. The percentage of unsold copies in the case of 'Popular Science and Technology' is 20.

5.10. The details with regard to publications brought by other organisations under the Department of Defence Production have been stated as follows:—

(1) *The Institute of Armament Technology* publishes a technical journal known as the I.A.T., Journal. The journal started publication during 1961 on a quarterly basis upto 1967, there being one issue in 1967 due to shift of the Institute. From 1968 onwards the journal is being published bi-annually.

(2) *The Directorate General of Inspection*, in addition to its other functions, carries out compilation/revision of technical publications such as Ordnance, Engineer, M.T. Catalogues, Rate Lists,

Parts/Identification Lists, User Handbooks, CES. (Complete Equipment Schedules), and certain range of EMERS (Electrical and Mechanical Engineering Regulations). This organisation is also responsible for publication of the afore-mentioned catalogues, Parts/Identification Lists/User handbooks, and Range Tables.

The Cataloguing Coordination Section at D.G.I. Headquarters. *inter alia* undertakes editing and publishing of certain catalogues etc.

(3) *DGOF Organisation*: The publication of the journal "The Ordnance Factory News" was first sanctioned in 1960. It was stipulated that the total expenditure involved on its printing and publication including the salaries paid to staff, should not exceed the ceiling of Rs. 45,000/- per annum. The ceiling was raised to Rs. 50,000/- per annum with effect from September, 1965 upto August 1969 when a review of the financial working of the journal would be carried out. No separate budget provision is made for the publication of the journal in the annual budget of the Ordnance Factories Organisation. The expenditure is met from overall estimate for incidental and miscellaneous expenditure against DGOF Headquarters and Factories concerned.

Only one staff member in the Grade of Assistant Editor (Scale of pay Rs. 210—10—270—15—300—EB—15—450—EB—20—530, is employed for the above work.

5.11. In the course of evidence the representative of the Ministry has stated, "As far as Department of Defence Production is concerned, our publications are really in four parts. The first part is the journal that we publish for the workers of the ordnance factories. Here the print order is carefully considered as to how many copies are to be printed, how to be distributed and the distribution list is prepared in advance. We serve nearly 1,30,000 workers and total print order is only for 13,000 and not a single copy is left out. All the copies printed are utilised.

The second category of publications concerns the Director-General, Inspection. Most of his publications are really in the nature of catalogues or lists. They are carefully assessed and depending on the requirements of the Defence services, the numbr of copies actually required is only printed. Some of them are printed only as and when required. We have a list of 12 and out of that 8 are printed as and when required and the remaining four are amendments which are brought out every month to keep things upto-date. There

is again a carefully prepared list of distribution and copies are sent only to authorised persons, units and formations. There is no question of their surplus. We print only as many as are needed.

The third category relates to the Research and Development Organisation and here two are priced publications and the rest are again of the nature departmental publications only enumerating the activities or what we are doing both in the Department of Defence Production as also in collaboration with the various universities and other institutions of research. In the case of two priced publications, Defence Science Journals and Popular Science and Technology journals, we have noted that in the past some copies were left unsold. There is an internal screening committee in the Ministry. Firstly, the organisation itself prepares a very careful estimate of the requirements. Thereafter, the screening committee goes into the list and thereafter the actual printing is done. The steps that we have taken in the last two-three years have produced good results and the number of copies left over are very few. The difficulties are that there are certain complimentary copies to be sent out to various people. Of course, we keep their number very small. Some copies are kept for exchange purposes. The third is actual sale. Here also a few extra copies are printed. We propagate these journals to various universities and centres of research in order to create interest in them for participating more and more in the research efforts of the country."

5.12. In reply to a question regarding the number of priced publications left unsold, the representative of the Ministry has stated, "In 1965, 1800 copies were printed of Defence Science journal out of which 452 were left over and this works out to 25 per cent. 628 copies were actually sold, 152 copies were for sale promotion, 390 copies were complimentary distribution and 178 were given in exchange.

In 1966 out of 2,100 copies printed only 411 were left over and this comes only to 20 per cent. In 1967 out of 2,260 copies printed, the left over copies were only 252 i.e. 11 per cent."

5.13. The Committee note the position with regard to the print orders and unsold copies of the priced publications brought out by the Defence Research and Development Organisation. While appreciating that the position of copies left over has been showing an improvement from year to year, the Committee hope that efforts would be made to popularise these journals amongst universities

and scientific organisations so that the sales could be improved.. At the same time efforts may be made to attract advertisements to cover the expenditure on production to the extent possible.

5.14. Asked to state the latest position of sale of the Popular Science and Technology Journal, the representative of the Ministry has stated, "3 per cent copies of 1965 January issue were unsold, in June, 1966 the number was 50 per cent, in December, 1966 the number was 25 per cent, in June, 1967 the number was 33 per cent and in December, 1967 it was 12.5 per cent."

5.15. In reply to a question whether the Popular Science and Technology Journal was sold at Railway stalls, the representative of the Ministry has stated, "This was started with the idea of popularising science mainly among Service officers so that they will understand what changes are taking place in science and technology. We are popularising it not to that extent as to put in various civil forums and books stalls". The representative of the Ministry, however, promised to examine the position whether they could increase their sales by doing so.

5.16. The Committee were supplied with a few specimen copies of the Popular Science and Technology Journal. It has also been stated in evidence that this journal in booklet form has been started as an experimental measure. Every issue contains a subject which is of interest to Services and gives them a lot of scientific information in non-technical language, e.g. Optics and Defence, Jawan at 10,000' and above and Minus 40°, the Story of Projectiles etc.

5.17. The Committee feel that the "Popular Science and Technology Journal is likely to be popular if given wider publicity because of the scientific knowledge disseminated in simple non-technical language. They hope that with a view to increasing the sale of the journal the Ministry will examine the desirability of popularising this journal amongst students, N.C.C. units and other sections of the civil population. The Committee suggest that the question of publishing this journal on a regular basis may be considered by the Ministry.

CHAPTER VI

MINISTRY OF RAILWAYS (RAILWAY BOARD)

6.1. The Railway Board publishes two monthly magazines, namely, (i) Indian Railways (English), (ii) Bhartiya Rail (Hindi). In addition, certain annual reports and *ad hoc* publications are issued. The Sections in charge of the two monthly magazines are part of the Public Relations Directorate of the Railway Board's Office. The magazine 'Indian Railways' is being published since April, 1956 and the 'Bharatiya Rail' (Hindi) since August, 1960.

6.2. The Research, Design and Standards Organisation at Lucknow functions as the technical adviser to the Railway Board and the publication of technical papers, monographs and research reports on behalf of the Railway Board is handled by the Documentation and Publication Sections of that Office.

6.3. Periodical publications, apart from the two monthly magazines issued by the Railway Board, are stated below:

1. All India Railway Time Table (English and Hindi)—Once in six months.
2. Annual Report of the Railway Board on Indian Railways—English and Hindi.
3. Indian Railways (Annual) English & Hindi.
4. Classified list of gazetted establishment of Indian Railways (Annual)—English.
5. History of Indian Railways—issued once in six years—English.

Ad Hoc Publications

6.4. The Public Relations Directorate issues pamphlets, brochures etc. on special occasions for publicising the activities of the Indian Railways, in India and abroad. These are distributed free.

6.5. For use as reference books in the day-to-day working of the various departments, certain technical publications as also depart-

mental codes are issued and re-printed from time to time. A limited number of copies of these is also made available for sale.

Railway Staff College, Baroda

6.6. Prints some technical books and pamphlets for the use of railway staff undergoing training.

Railway Rates Tribunal, Madras

6.7. Prints the judgments delivered by the Tribunal and also the judgments of the Madras High Court or the Supreme Court on the appeals arising out of the decisions of the Tribunal. These are printed in English only.

6.8. The expenditure on printing and income from sales during the last three years is given below:

Indian Railways (English)

	Production cost	Total cost including salaries of staff	Advertisement avenue	Income from sales
	Rs.	Rs.	Rs.	Rs.
1965-66	70,410	1,36,430		6,763
1966-67	70,913	1,38,046		7,275
1967-68	78,505	1,48,505	98,503	6,151

Bharatiya Rail (Hindi)

1965-66	15,543	39,599		1,354
1966-67	19,470	45,869		2,341
1967-68	20,988	45,095	3,702	1,080

All India Railway Time Table (English & Hindi) Cost of Production

1965-66	2,07,475			1,24,112
1966-67	2,31,389			1,32,357
1967-68	2,50,202		3,265	1,15,941

Annual Report of the Railway Board on Indian Railways (English)

1964-65	. . .	9,383	522
1965-66	. . .	8,775	405
1966-67	. . .	6,817	220

Annual Report of the Railway Board on Indian Railways (Hindi)

This Report is printed by the Government of India Press. In the case of publications which are not intended for sale, the Government of India Press do not furnish particulars of the cost of individual publications (not a priced publication).

Indian Railways (Annual English)

Cost of Production		Income from Sales	
1964-65	. . .	16,913	250
1965-66	. . .	25,227	255
1966-67	. . .	21,254	95

The Reports for 1964-65 and 1965-66 were printed in the Government of India Press. The cost of production is not available. The 1966-67 Report was printed at a private Press and the cost of production was Rs. 2,828.

Classified list of Gazetted Establishment of Indian Railways (Annual).

Cost of Production		Income from Sales	
1964-65	. . .	14,784	227
1965-66	. . .	10,570	37
1966-67	. . .	16,711	Nil

History of Indian Railways

One issue was published during 1966-67 and the cost of production was Rs. 12,375	1,380
--	-------

Publicity Brochures and Pamphlets

(1) Indian Railways	English	4,503
Do.	Hindi	5,786
(2) Indian Railways	English & German combined	18,840
(3) Indian Railways—The Nations' Life line (English)		4,944
(4) Towards Better Conditions of Travel	English	3,548
	Hindi	803
		38,458

1966-67

(5) <i>Men who keep the wheels moving :</i>		
English and French		11,171

1967-68

(6) <i>Indian Railways : Life Line of the Nation</i>		
English & French		68,732
(7) <i>Strides towards self-sufficiency :</i>		
English		8,164
		77,096

R.D.S.O. Lucknow

Cost of Production*	Total cost (incl. salaries of staff)	Income from Sales
1965-66	75,759·00	1,93,059·00
1966-67	1,04,184·00	2,21,484·00
9167-68	1,48,832·00	2,90,732·00
		7,880

*This covers the cost of all regular as well as occasional publications of various types.

6.9. With regard to the percentage of unsold copies to the total print order, the Ministry have indicated as follows:

The two monthly magazines Indian Railways and Bharatiya Rail are despatched by book post (under certificate of posting) immediately they are received from the press. Copies of the English magazines are also sent to Indian Missions abroad through the diplomatic bag. Copies of the Annual Number are sent by Registered Post.

The percentage of unsold copies to the total print order is as under:

Indian Railways	..	4.6
Bharatiya Rail	..	3.8

All India Railway Time Table:

Copies are distributed quickly to major stations|railway offices and local addressees by special messengers and by railway free service to various railway stations. The percentage of unsold copies to the total print order was 1.8.

(i) *Annual Report of the Railway Board on Indian Railways (English and Hindi).*

(ii) *Indian Railways (Annual) English and Hindi.*

(iii) *History of Indian Railways.*

Copies are distributed to various offices, Parliament, State Governments and other Ministries of the Government of India, Libraries, foreign railways etc., according to the fixed mailing list.

	Percentage of unsold copies ^a to the total print order
Annual Report of the Railway Board on Indian Railways	2.76
Indian Railways	2.80
History of Indian Railways	13.1*

*The edition published during 1966-67 will remain current for a period of six years.

Copies are distributed to the Railways directly by the Press. A limited number of copies is sent to the Publication Branch for sale. The percentage of unsold copies to the total print order is 2.6 per cent.

R.D.S.O.

6.10. The Publication Section stocks and distributes the priced as well as unpriced publications. A limited number of copies is sent to the Manager, Publications for sale. Roughly about 15 per cent of the priced publications remain unsold.

6.11. The volume of publications which are distributed on a complimentary basis have been stated to be as follows:

Name of Publication	No. distributed on a complimentary basis
Indian Railways (monthly Magazine)	400 copies
Bharatiya Rail	150 copies
All Indian Railway Time Table (English and Hindi)	1450 copies
Annual Report of the Railway Board on Indian Railways.	(English) 1170 copies
Do.	(Hindi) (all the copies)
Indian Railways	1660 copies
Indian Railways (Hindi)	900 copies (all the copies)
History of Indian Railways	160 copies
Classified List of Gazetted Establishment of Indian Railways.	900 copies

R.D.S.O., Lucknow

Annual Report	69
Indian Railway Technical Bulletin	292 (232 copies sent abroad)
Documentation Notes	70
Other Priced Publications	10

Note: These are mainly distributed to Members of Parliament, Heads of Foreign Railways, Indian Missions abroad, libraries, other Ministries and Offices of the Central Government, State Governments and Zonal Railways etc.

6.12. The Committee note that almost in all cases of publications brought out by the Ministry of Railways including Research, Deve-

lopment and Standards Organisation, Lucknow, there is a wide gap between the total cost of production and the income from sales and advertisements except in the case of All India Railway Time Table. The Committee have dealt with the publications 'Indian Railways' (English) and 'Bharatiya Rail' (Hindi) and All India Railway Time Table (English and Hindi) and some other publications in the following paragraphs. They would like to stress, however, that serious efforts are needed in the case of priced publications to augment the sales to the extent possible and to attract more advertisements so as to reduce the gap between the cost of production and revenue.

'Indian Railways' and 'Bhartiya Rail'

6.13. The Committee wanted to know what was the specific budget provision for the two sections of the Public Relations Directorate responsible for the publication of the Railway Board's monthly journals during 1965-66, 1966-67 and 1967-68. It has been stated that the specific budget provision for the two monthly journals during the three years was as follows:

	Indian Railways (English)	Bharatiya Rail (Hindi)	Total
1965-66	136	39	175
1966-67	138	41	179
1967-68	143	40	183

6.14. Asked if any watch is kept by the Railway Board on the expenditure incurred on the publication of the regular periodicals, the ad hoc pamphlets departmental publications and the publicity literature, the Railway Board have stated:

"Railway Board: The expenditure incurred on the monthly publications, namely, Indian Railways and Bharatiya Rail is periodically reviewed. Apart from the normal rise in the cost of staff, there was practically no increase in the production expenditure of the two magazines in 1966-67 over 1965-66. A small rise in the production cost in 1967-68 was due primarily to the general rise in the cost of paper and in printing charges.

Economy is effected in departmental publications, by reducing the size of the publication as far as possible and limiting

the number of copies printed to the minimum required. In respect of *ad hoc* pamphlets and publicity literature, the size of the publications and the quality of production has to be regulated with reference to the occasion for their publication."

6.15. It has also been stated that "to make Indian Railways and Bharatiya Rail financially self-supporting, vigorous efforts are being made to augment their advertising revenues. It has been decided to utilise the services of an officer of the Public Relations Directorate to tour metropolitan centres and other potential advertising areas to canvass advertising for the two magazines. Simultaneously, a campaign is being launched to enlist more subscribers for the two magazines. With the emphasis on the new role of the two magazines as the effective mouth-piece of the Railways for reporting their achievements to the general public as well as for establishing the closest liaison with staff, the contents have, of late, been reoriented and it is hoped that it would now be possible to enlist the support of more subscribers and thus build up greater readership and sales."

6.16. The Committee wanted to know the broad objectives of the magazines INDIAN RAILWAYS (English) and BHARATIYA RAIL (Hindi) and whether the Ministry examined the cost structure as well as the utility of these house journals. The Ministry have stated in a written note:

"The broad objectives of INDIAN RAILWAYS (English) and BHARATIYA RAIL (Hindi) are to build the image of Indian Railways amongst rail users on the one hand and to serve as a bridge between the administration and the staff on the other.

The cost structure of INDIAN RAILWAYS (English) and BHARATIYA RAIL (Hindi) which are the house journals brought out by the Ministry of Railways is constantly kept under review with the object of ensuring that the staff employed for bringing them out is not excessive and the cost of paper and printing is kept to the minimum. The number of copies to be printed is also reviewed from time to time to ensure that excessive copies are not brought out.

The utility of these house journals is also reviewed when occasion demands. A recent review was made when it was decided to re-orient the contents of these magazines so as to enhance their popularity among staff."

6.17. Asked to state whether the Zonal Railways also bring out their house journals, the Ministry have in a written note stated:

“On the Zonal Railways, Zonal Railways magazines are brought out and they are supposed to be monthly magazines although on occasions issues of two or three months are combined in a single copy. These magazines are, however, not official magazines financed from public revenues. They cannot, therefore, be called house journals. What may be called house journals brought out by the Zonal Railways are staff bulletins and news-letters issued for free distribution amongst the staff in the first case and among the rail-users in the second case. These staff bulletins and news-letters are also issued monthly. The list of Zonal Railway magazines (which are non-official publications), the news-letters and the staff bulletins issued by the various railways, is given below.

Statement showing particulars of Magazines, News letter and Staff Bulletin published by the Zonal Railways & other Railway Administrations

Name of the Railway	Name of Publication	Periodicity
1	2	3
Western	1. Western Railway Magazine, English and Hindi combined	Monthly
	2. Western Railway News Letter, English	„
	3. Paschim Railway Samachar Patrak, Hindi	„
Eastern	1. Eastern Railway Magazine, English	Monthly
	2. Life Line (Staff Bulletin), English	„
	3. Jivan Marg (Staff Bulletin), Hindi	„
	4. Jogayog (Staff Bulletin), Bengali	„
	5. News Letter (for rail users), English	„
South-Eastern	1. South Eastern Railway Magazine, English	„
	2. Welfare (Staff Bulletin), English	„
	3. Kalyan (Staff Bulletin), Hindi	„
	4. Sankshyaman (Staff Bulletin), Bengali	„
	5. Kalyan (Staff Bulletin), Telugu	„
	6. Kalyan (Staff Bulletin), Oriya	„
	7. News Letter (For rail users), English	„

1	2	3
North Eastern	1. North Eastern Railway Magazine, English and Hindi combined 2. News Letter, English 3. Purvattar Railway Samayiki, Hindi	Monthly " "
North-East Frontier	1. Northeast Frontier Railway Magazine, English 2. News Letter, English	" "
Central	1. Central Railway Magazine, English 2. Central Railway News Letter, English 3. Central Railway News Letter, Hindi	" " "
Southern	1. Southrail News, English Magazine 2. News Letter, English 3. News Letter, Tamil 4. News Letter, Hindi 5. News Letter, Telugu 6. News Letter, Malayalam	" " " " " "
Northern	1. Northern Railway Magazine, English and Hindi combined 2. Northrail (Staff Bulletin), English 3. Northrail (Staff Bulletin), Hindi 4. Northrail (Staff Bulletin), Gurumukhi 5. Newsletter, English	" " " " "
South Central	1. South Central Railway Magazine, English 2. News Letter, English	" " "
Chittaranjan Loco. Works	1. Chittaranjan, English	"
Integral Coach Factory	1. News Letter, English	"

6.18. Asked for the reasons for the increase in the cost of production of the journal 'Indian Railways' during 1967-68, the Railway Board have stated:

"The cost of production of INDIAN RAILWAYS (English) in 1967-68 according to the revised proforma account was Rs. 1,53,548. The increase of Rs. 15,000 as compared to the cost of production in 1966-67 was due mainly to enhanced dearness allowance and annual increments of staff

(Rs. 7,000) and increased cost of paper and printing (8,000)." As regards fall in the cost of production in 1967-68 of Bharatiya Rail, it has been stated that it was due to economy measures. The economy measures taken was a reduction in the number of copies to be printed. The number of copies printed in the year 1966-67 was 1,000 and in 1967-68, 700.

6.19. Asked about the reasons for the fall in income from the sale of Indian Railways and Bharatiya Rail, it has been stated by the Railway Board that "The subscription money realised from the sale of INDIAN RAILWAYS (English) was Rs. 5,018 in 1963-64, Rs. 5,826 in 1964-65, Rs. 6,763 in 1965-66, Rs. 7,275 in 1966-67 and Rs. 6,151 in 1967-68. It will be seen from these figures that there was a continuing increasing trend in subscription realisation from 1963-64 to 1966-67 and the unfavourable trend has appeared only in 1967-68. Apparently this fall in subscription realisation is due to economic factors which railway staff are facing but the reasons for this fall are under study so that remedial measures may be taken.

The subscription realised from the sale of BHARATIYA RAIL (Hindi) was Rs. 1,576 in 1964-65, Rs. 1,353 in 1965-66, Rs. 2,341 in 1966-67 and Rs. 1,080 in 1967-68. These figures show that there was a spurt in subscription realisation in 1966-67 which has not been maintained in 1967-68. One of the big factors for decrease in 1967-68 is the non-renewal of a bulk order of 200 copies by the Bihar Government."

6.20. Asked what reasons are contemplated to augment the sale of these two periodicals it has been stated by the Railway Board: "Firstly, a review was recently undertaken to re-orient the contents of the magazines so that their reader appeal may increase. Secondly, the Railway Book stall contractors have also been alerted to arrange prominent display of these magazines and push up their sales. Educational institutions, libraries etc. are also being addressed to enroll subscribers. A proposal is also under consideration to arrange the sale of these magazines in dining cars."

6.21. With regard to steps being taken to attract more advertisements for these journals so that they become self-supporting, it has been stated that "Constant endeavours are made to secure more and more advertisements revenue for these magazines. A special campaign has already been started in this connection recently."

6.22. In the course of evidence the representative of the Railway Board has stated, "The broad objectives of both these magazines are to present the Railways to the Railway users and also to be a bridge between the Railway Administration and the Railway staff. It is partly functioning as a house journal and partly as a public relations journal." The Committee wanted to know if the desirability of publicising in these journals the functions of non-officials, the behaviour of crowds at Railway stations, the indiscipline etc. had been considered so as to educate the people in the matter. The representative of the Railway Board has stated, "We do publish with regard to meetings of the National Railway Users' Consultative Council, Zonal Railway Users' Consultative Committees etc. The other suggestion of yours is very valuable and we will try to focus through these magazines the undesirable occurrences which take place at railway stations."

6.23. Asked to state whether these magazines were kept for sale in the Railway stalls, the representative of the Railway Board has replied in the affirmative and added, "The saleability of these magazines is limited. It is to be appreciated that half the purpose of these magazines is to function as house magazines and other half is public relations work. We have to distribute a lot of complimentary copies because it is we who are interested in transmitting to the users what the Railways are doing. Staff can get these at a concessional rate. Out of about 1200 or 1300 copies that we print, we sell about 700 copies of the 'Indian Railways' (English) and we print about 600 copies of 'Bharatiya Rail' (Hindi)."

6.24. Explaining the position of the Hindi journal 'Bharatiya Rail' the representative of the Railway Board has added, "When these journals were originally started 1000 copies were printed but since we found that a fairly large number remain undistributed, we have progressively reduced the print order. In fact we reduced that to 750 and then we brought it down to 650 and at present the figure is 600."

6.25. The Committee desired to know whether the Hindi magazine was recognised by some of the State Governments for their schools and colleges. The representative of the Railway Board has stated in evidence:

"You yourself mentioned that the State Government—Bihar Government had placed an order of 200 copies with us. They were paying for it, not complimentary, but they

have withdrawn the order. They have not renewed the order this year. One of the reasons why we have reduced this number is this bulk order having been withdrawn. We are trying to popularise it among our staff by distributing it to institutes and colleges of the Railways the number of which is limited..... We will be glad to increase the print order if we find that interest is developing and more and more subscribers are coming forward because we have to keep the question of expenses also into account."

6.26. Asked to state what effective steps the Railway Administration has taken to popularise the magazines among the public, the representative of the Railway Board has stated, "We took the step of not only arranging the sale of these magazines through Wheelers' Bookstalls but also put these magazines at our Reservation Offices for sale so that people who come to the Reservation Offices might be attracted towards them and might buy them. Our experience has been that we have not been able to effect much sale." Asked if they were to perform a particular obligation assigned to them irrespective of the cost involved, the representative has stated, "It is not that we are doing it irrespective of the cost involved. If we were not concerned about the cost, we would not be constantly reviewing this. We have also taken a decision some time ago to re-orient the contents of this magazine. We have also taken the decision to use the cheaper paper instead of art paper. All this is under constant review. We did not go in for bigger expenditure than is justified by the distribution which we are able to secure with our efforts."

6.27. Asked about the total expenditure in bringing out the English journal, the representative of the Railway Board has stated, "In 1963-64 the cost for 1100 copies per month came to Rs. 1,07,815 (12 issues per annum). As regards Hindi Journal, the cost in 1964-65 was Rs. 38,000 for the number of copies printed per month being 500".

6.28. The representative of the Railway Board has also stated that the English journal was self-supporting in the year 1963-64 when the total income was Rs. 1,17,000 against the total expenditure of Rs. 1,07,000. Asked if there was any unutilised capacity of the staff the representative has stated, "We won't go in for additional staff if the circulation increases".

6.29. As regards the advertisements the Committee wanted to know why there was a big gap between the incomes from advertisements in English and Hindi. The representative of the Railway Board has stated, "Most of the advertisements for these magazines are from industries which are connected with the Railways. Somehow they prefer to give their advertisements in English. We have been constantly trying to get Hindi advertisements because we ourselves realise that there is very great disparity between the advertisement income from English magazines and advertisement income from Hindi magazines. We have recently again started a campaign for securing more advertisements in Hindi but we do not get general sort of advertisements regarding consumer articles."

6.30. The Committee pointed out that most of the articles published in the Journal 'Indian Railways' were not interesting. The representative of the Railway Board has stated, "You will be glad to know that we gave considerable thought to this very matter 3 or 4 months ago. We observed that most of the articles coming out in this magazine were of a technical or semi-technical nature which could not interest the rail users. We took a decision to make the contents more general, reader-oriented and we have reconstituted the Editorial Board with that directive." The representative of the Railway Board has also agreed that the size of the journal should be made more attractive and the journal itself made more illustrative and instructive.

6.31. The Committee are of the opinion that the monthly journals 'Indian Railways' (English) and 'Bharatiya Rail' (Hindi) can be made much more attractive than they are at present. They are glad to know that a reorientation in this respect is being contemplated. They suggest that efforts should be made to include in the journal articles which will be of interest not only to the Railway workers but also contain articles showing what the Railway Administration and their staff are doing to eradicate corruption, ticketless travel, alarm chain pulling and prevent accidents etc. and should also instruct the public as to what co-operation the Administration desires from them. Side by side, stories and other interesting articles with illustrations etc. should be included in the journals and their get-up and size made more attractive.

6.32. The Committee hope that if all-round improvements are made in these two journals and efforts are made to attract more advertisements not only from the industry who are connected with the Railways but also from others, the sales will automatically pick up

and it would be possible to reduce the gap between expenditure and income on these two journals. The Committee are also of the view that it is necessary to make efforts to reduce the cost of production of these journals which at present is rather high in both the cases.

(ii) *All India Railway Time Table (English and Hindi)*

6.33. The Committee noted that the cost of production of the All India Railway Time Table (English and Hindi) for 1967-68 was Rs. 2,50,202 whereas the income from the sale of the publication was 1,15,941. They wanted to know what steps have been taken by the Railway Board to step up the sale of the All India Railway Time Table so as to make the publication self-supporting. The Ministry have stated in a written note:

“The question of minimising the loss incurred in the publication of the All India Time Table (English and Hindi) and to make this publication self-supporting has been engaging the attention of this Ministry. Every effort has been made to increase the sale of the publication by making it freely available to bookstalls at railway stations, booking offices etc. Since, however, the All India Time Table is a utility publication, the scope for increasing its sale is rather limited.

Other steps have also been taken to reduce the loss incurred in the publication of the All India Time Table. The price of the All India English Time Table was raised from Rs. 2 to Rs. 2.50 from 1st April, 1961 and to Rs. 3 from 1st April, 1967 to keep pace with the increasing costs of production and paper.

Efforts are also being made to increase the advertisement revenue from the publication of the All India Time Table in order to reduce the gap between the earnings and expenditure.

Efforts have been made to compress the matter in the All India English Time Table by using a smaller type of printing and rearrangement of the basic material. As a result of this effort, the total number of pages in the All India English Time Table was reduced from 854 in October, 1967 to 815 in April, 1968 and to 669 in October, 1968. This has also resulted in a saving of about Rs. 20,000 for the two issues of April and October, 1968 as compared to the two issues April, 1969 and October, 1969, next year, the

saving is expected to be still higher since all the Zonal Railways were not able to complete the printing of the October, 1968 issue in the revised and compressed form.

A saving of Rs. 300 has also been effected in the printing of maps for the October, 1968 Time Table by using an alternative quality of paper.

From the October 1968 issue, a saving of about Rs. 9,000 has been effected by discontinuing the publication of the All India Hindi Railway Time Table, which was not a saleable publication and was only required for free distribution for official purposes in the Railways and to Members of Parliament, Members of the NRUCC etc. This limited number of copies is now being obtained on purchase from M|s. Railway Time Table Office, Varanasi. The saving of Rs. 9,000 in respect of the All India Hindi Time Table has thus been brought about by eliminating the high cost of production of a limited number of copies of this publication."

6.34. It has been stated by the Ministry that "162 copies of October, 1968 issue of All India Hindi Time Table have been purchased at a price of Rs. 3 per copy.

It is only from the issue dated 1st October, 1968 that the publication of the Hindi edition of the All India Time Table by the Railway Board has been discontinued. The arrangements with the M|s. Railway Time Table Office, Varanasi are that Zonal Railways furnish copies of their time tables drawn up in English and therefrom M|s. Railway Time Table Office, Varanasi, prepare the Hindi edition of the All India Railway Time Table at their own cost. No charge is recovered from M|s. Railway Time Table Office, Varanasi for the supply of the English time table to them.

The Railway Board are not receiving any commission from M|s. Railway Time Table Office, Varanasi."

6.35. In the course of evidence the Committee desired to know what has been the effect of the sale drive launched by the Ministry of Railways to increase the sales of the All India Railway Time Table. The representative of the Railway Board has stated, "The total number of copies printed in 1965-66 was 60,805. This relates to two issues, one every 6 months. So each has got 30,000 copies. In 1966-67 it was 68,4000, in 1967-68, 68,104. Total number sold was

53,822 in 1965-66, 60,418 in 1966-67, 59,525 in 1967-68. Total complimentary copies supplied were 2579 in 1965-66, 2750 in 1966-67, 2748 in 1967-68. The number kept for distribution to various official agencies: 2747 in 1965-66, 2832 in 1966-67 and 2876 in 1967-68.... The price was increased from Rs. 2:50 to Rs. 3, the number sold has not materially altered." Asked for the reasons for the same, the representative of the Railway Board has stated, "Travelling public generally purchase only the Zonal Railway Time Tables because they are mainly interested in zonal railway travelling. It is only big industrial houses, Government Departments or people whose activities spread all over India who go in for the All India Railway Time Table."

6.36. The Committee pointed out that in connection with the study visit of Study Group of the Estimates Committee to South in January, 1969, they were told by the representatives of the Tourist Department of Government of India that the All India Time Table was confusing and it was very difficult with the help of that time Table to prepare an itinerary for the foreign tourists because it was very difficult to find out the connecting trains and junctions and other relevant particulars. The representative of the Railway Board has stated, "At the end of each page we give the connecting trains and on each Railway we have the Time Table Consultative Committee. Whatever suggestions come from the users, they are given effect to. We try to make the Time Table as intelligible as possible and as useful as possible and the Tourist Department nowhere has presented its difficulty to us. I will now contact the Tourist Department and see what is the difficulty. We will certainly remove any difficulty which exists."

6.37. Asked about the number of times a review is made for the purposes of making improvement in the Time Table of the Railways, the representative of the Railway Board has stated, "We review the format of the Time Table. There is no periodicity laid down for this but we quite often review the format of the Time Table. As a matter of fact one year ago we revised the format of the Time Table completely and whatever complaints we can get from the public about the presentation in the Time Table, whatever suggestion we get from the Users Committees about the Time Table, we implement them in the Time Tables. The other thing which guides us in the review of the format etc. is how we can reduce the paper consumption on it and how we could extract and take out any useless materials and repetitions".

6.38. The Committee wanted to know if at any time it was examined whether it would be possible to issue the Time Table once only and issue corrections thereto from time to time. The representative of the Railway Board has stated, "This proposal is already on the anvil. We are already considering this proposal".

6.39. As regards advertisements, the representative of the Railway Board has stated: "The advertisement revenue which we are able to secure is, however, very limited". He added, "The publication is only 30,000 at a time. I agree that it is a large number which should get more advertisement revenue than it is getting. I accept that the advertisement revenue which has been collected is very small. We use the agency of the Zonal Commercial Publicity Officers to secure advertisements for this. These people have also to secure advertisements for their Zonal Time Tables. To whomsoever they go, they are not able to get advertisements for both. Since the Zonal Railway Time Tables have a large circulation then those people preferably give their advertisements to the Zonal Time Table. From the Railway Board we are now endeavouring to see if we can start a campaign and get more advertisement revenue for this Time Table". Pointing out that the problem of advertisement is not a new one, the Committee wanted to know what efforts had been made in the past to look into this question. The representative of the Railway Board has stated, "Nothing worth mentioning, I must confess".

6.40. Asked about the All India Railway Time Table (Hindi) the representative of the Railway Board while explaining the background has stated, "When it was decided to print the All India Time Table in Hindi also, the organization of Varanasi had approached the Railway Ministry to take on the venture of publishing the All India Railway Time Table in Hindi and that venture was encouraged. They started taking out this time table. In the context of the statutory obligation the Railways were also publishing an edition of the All India Railway Time Table in Hindi for their own use and they were distributing it among Members of Parliament and for departmental use, but they were not making public sale of it. Only a year and a half ago I happened to know of this arrangement and I found that the expenditure involved in the Railways bringing out a limited number of copies of the Hindi Time Table was large. I asked when this organization is publishing the All India Railway Time Table already in Hindi, why should we not buy this limited number of copies at Rs. 3 a copy and distribute them. That arrangement has been started."

6.41. The Committee note that efforts have been made by the Railway authorities to increase the sale of the All India Railway Time Table, to increase the advertisement revenue and to compress the matter in the Time Table by using a smaller type of printing and re-arrangement of basic material. Savings are also stated to have been effected by using an alternative quality of paper in printing of maps and by discontinuing the publication of the All India Railway Time Table in Hindi by the Railway Board and purchasing it from M/s. Railway Time Table Office, Varanasi.

6.42. The Committee feel, however, that there is enough scope for increasing the advertisement revenue earned from the Railway Time Tables as about 33,000 copies of each issue are published twice a year. They regret, however, that no efforts worth mentioning had been made in the past to look into the aspect of advertisement. The Committee feel that with serious efforts the Railway Administration are likely to attract many more advertisements for insertion in the Time Table from the business people. They desire, therefore, that concerted efforts towards this end should be made.

6.43. As regards the difficulties experienced in finding out the connecting trains and making the All India Railway Time Table more intelligible and easy to follow, the Committee desire that the Railway Board may discuss the matter with the Union Department of Tourism and see what improvements can be made in this regard.

(iii) (a) *Indian Railways (Annual)*
(English & Hindi)

(b) *History of Indian Railways*

6.44. The Committee referred to the two annual publications Indian Railways (Annual) both in English and Hindi and wanted to know how many copies of these annual numbers are printed, how many are distributed free and how many are put out for sale. The Committee have been informed in a written note that:

“The annual Publication “INDIAN RAILWAYS” is a Government publication brought out by the Statistical Directorate of the Railway Board and distributed to Members of Parliament along with the Budget documents. The Hindi version of this Government publication is “BHAR-

TIYA RAIL". This annual publication is an abridged version in a popular form of the bigger publication "Report by the Railway Board on Indian Railways" and presents facts and figures relating to the activities of the Indian Railways covering the year of the Report. Further, quite a few of the statistical data given in this publication cover a longer period than the current year and the previous year which is the pattern of the annual report of the Board. The Publication of 'Indian Railways' was started pursuant to recommendation No. 172 of the Indian Railway Enquiry Committee 1947, which is reproduced below:

"We suggest that a popular edition containing the more important statistics should be compiled and made available to the public. This would disseminate accurate information among the public."

The first edition of the "Indian Railways—1949-50" was brought out in February, 1951 and since then this publication has been brought out regularly every year. The Estimates Committee in its 26th Report 1955-56 (Recommendation No. 35, para 123) expressed the view that "Publication of a popular edition of the report of Railway is a step in the right direction". The Committee also suggested that "these popular editions might be published in Hindi also,....."

These two are quite distinct from the monthly magazines brought out by the Public Relations Directorate of the Railway Board which also have the same title viz., "Indian Railways" and "Bhartiya Rail". They also bring out an annual number bearing the same title.....

4,000 copies in English and 900 in Hindi of the popular publication of "Indian Railways" (1966-67) were printed at a cost of Rs. 20,614.63 (revised) and Rs. 3,275.80 (revised) respectively. About 1,150 copies of the English edition and 640 of the Hindi edition were given to members of Parliament and the Parliament Library. Only 150 copies of the English edition were put on sale in February, 1968, and the remaining copies were for departmental use and distribution on a complimentary basis. Upto 18th June, 1968 the same proceeds were Rs. 95, but the latest position is that only 28 copies out of the 150 put on sale remain to be sold and the sale proceeds amount to Rs. 305.

The publication is brought out primarily not for sale but to disseminate in a popular form factual information about the working of Indian Railways. Over the years, there has been an increasing demand for complimentary copies of this publication both from inside and outside the country. Enquiries are made of the Manager of Publications regarding the actual sale effected out of the copies put out for sale in order to see if the copies could be increased. As the sale price is much lower than the cost, sales promotional efforts through other agencies may naturally result in extra expenditure."

6.45. In the course of evidence the representative of the Railway Board has stated that the annual publications 'India n Railways' (English & Hindi) "are abridged edition of the Annual Report of the Railway Board on Indian Railways". Asked whether the publication of the Annual suggested by the Kunzru Committee and the Estimates Committee has been justified, the representative of the Railway Board has stated, "I think the interest which is shown in these books makes us feel that the publication is justified. It gives useful material about the Railways in a handy form".

6.46. The Committee have also been informed that the History of Indian Railways was brought out during 1966-67 at a cost of Rs. 12,375. Out of the total of 1,000 copies, 800 were meant for departmental use and 200 copies were for sale to the public. Out of these 76 copies had been sold and 124 remained in stock.

6.47. In the course of evidence the representative of the Railway Board has stated that, "The History of the Indian Railways is a document which records the growth of the Indian Railways from the beginning. It is an important document regarding progressive development of the Railways which is used by Railway people and those who do research on Railways. Outside bodies also use it. It is for the purpose of maintaining of record of the growth of the Railways from the beginning that this publication is taken out. Changes keep on taking place on the Railways and, therefore, the decision that this will be brought up-to-date every 6 years and a new edition would be published every 6 years". The representative of the Railway Board has added, "I examined the sale of the previous issue—1958 issue. At that time 115 copies were put out for sale and we have now found that only 3 copies remain unsold. When we were considering the reprint of 1964, we went into this question as to how many copies we should have for sale. Seeing that the pro-

gress of sale of the earlier issue was quite satisfactory and that greater interest was being taken in transport matters etc. we increased the sale figure to 200. Of course, the sale will take a long time. For instance, the last copy of the 1958 issue was sold only in February, 1968."

6.48. The Committee note that the annual 'Indian Railways' in English and Hindi are being published as suggested by the Kunzru Committee in 1957 and the Estimates Committee in 1955-56. They are glad to be told that the interest which is shown in these books makes the Railway Board feel that the publication is justified.

6.49. The Committee note that out of the 115 copies of the 1958 issue of the document, "History of the Indian Railways" only 3 copies remain unsold and that there is a greater interest evinced on this publication. The Committee also note that in view of the nature of the publication copies of which are generally purchased by research institutions and research scholars, the sale of all the copies will take a long time.

(iv) *Publications of Research, Design and Standard Organisation*

6.50. It has been stated by the Ministry of Railways that the publications of the Research, Design and Standard Organisation are mostly research reports and technical reports, etc., meant for immediate use by the Zonal Railways and Production Units, and also within the RDSO itself. Apart from the distribution required in the context of the above, some copies have to be kept for future reference. The number of copies required of each such publication is constantly reviewed and distribution lists prepared before taking up the actual printing, so that just the number of copies needed are in fact printed. As the work forms essentially a technical service to the Indian Railways, it is not possible to quantify the economies effected.

6.51. The Research, Design and Standard Organisation also prints a limited number of publications for sale; even in this case an approved list exists for distribution of free copies for official use. A review was made in 1967 to cut down the number of copies distributed free of cost and it has been possible to economise to the extent of 700 copies of each issue of the "Indian Railway Technical Bulletin" and 400 copies of each issue of "Documentation Notes". Both these publications are issued quarterly.

6.52. The Ministry have further stated that the Research, Design and Standard Organisation, prints its publications through the agen-

cy of private presses. The Ministry of Works, Housing and Supply (Chief Controller of Printing and Stationery) are already aware of the necessity for governmental scientific organisations to get their scientific publications printed through private presses.

6.53. The Committee pointed out that the cost of production of all regular as well as occasional publications of various types in the Research, Design and Standard Organisation Lucknow comes to Rs. 2,90,732 (including salaries of staff) whereas the income from the sale of the publications during the last three years comes to only Rs. 7830 and wanted to know whether the Railway Board considered the desirability of effecting economies in the printing of various publications by Research, Design and Standard Organisation, Lucknow. The Ministry have stated in reply in a written note that "publications of the RDSO do not serve the purposes of publicity nor are they meant essentially for dissemination of information to the public. The chief purpose of the Research, Design and Standard Organisation's publications is to achieve economy in the operation and maintenance of the Zonal Railways and Production Units because while the RDSO act as technical consultants, the actual implementation necessarily devolves on the Zonal Railways and Production Units. It becomes therefore essential that publications of the Research, Design and Standard Organisation are circulated to the Zonal Railways and Production Units with utmost expedition.

6.54. Economies are continually sought to be achieved through a deliberate review of the number of copies printed of each of the Research Design and Standard Organisation's publications. Reduction in the number of copies printed of the Indian Railway Technical Bulletins and the Documentation Notes will result in an annual saving of Rs. 7750 (Approx.)."

6.55. The Committee wanted to know if the Railway Board analysed the reasons for the large number of unsold copies (roughly 15 per cent) in the Publication Section of the RDSO. The Railway Board have stated in reply: "The percentage of unsold copies is in respect of publications printed in the past. With the system of constant review that has been introduced, it is anticipated that the extent of unsold copies will drop to a marginal percentage which would just about cover the requirements of occasional issue in the future and for the purposes of future reference."

6.56. The Committee have been furnished with a statement showing the total cost of art paper used in the publications of the RDSO

and source of supply of the same which is reproduced below:

	<i>Cost of Art paper</i>
(i) Real foreign art paper	Rs. 1,800
(ii) Indian art card	Rs. 6,000
(iii) Indian coated art paper	Rs. 11,300

Paper for the publications was supplied by the press.

6.57. In the course of evidence the Committee wanted to know whether some of the publications of the RDSO could not be made saleable so as to reduce their cost of production. The representative of the Railway Board has suggested, "On investigation and study reports of the RDSO, which are for internal use, they are being issued in mimeographed form, but the research reports, which have to be distributed over a large area and which have a lot of background and charts and which would be more costly to mimeograph, they are printed. Some publications are already saleable." Asked about the progress in the increase of circulation, the representative of the Railway Board has stated, "We have been distributing these on a complimentary and exchange basis so as to disseminate and make the information known more and more. With that end in view we are trying to see if more and more people can be interested in it so that their saleability is increased..... It is to be appreciated that most of our research publications have limited Railway interest".

6.58. The Committee were informed with regard to publications of the RDSO that, "Whenever printing has to be done by the private presses, they invite tenders. If the work is of a special nature, only a few presses can deal with. Then they invite limited tenders. On the basis of the tenders received they give orders." Asked to state which is the authority to place orders for private printing, the representative of the Railway Board has stated, "I may state that in the case of our Research, Design and Standard Organisation, there has been a failure in observing the laid down orders. The orders laid down are that whatever publications we have to bring out first we must ask the Chief Controller of Printing and Stationery whether he can undertake the work and only when he says that he is unable to do it that we must call for tenders and the tenders are to be sent to Chief Controller of Printing and Stationery for his advice." He has added, "The existence of this irregularity has been detected by me only a few days ago."

6.59. In a written note subsequently furnished to the Committee, the Ministry of Railway have explained the circumstances under

which the publications of the Research, Design and Standard Organisation were printed in private presses:

“It is regretted that the permission of the Ministry of Works, Housing and Supply was not obtained for printing work done in private presses. The Research, Designs & Standards Organisation was formed in the year 1959 by merging the then Central Standards Office (CSO) and the Railway Testing and Research Centre (RTRC). The organisation was then considerably expanded, and the Director General who is the Head of the Organisation, was given all the powers of the General Manager of a Railway in 1963 as recommended *vide* Recommendation 176 by the Railway Accidents Enquiry Committee, commonly known as the Kunzru Committee, in the year 1962. Since then the organisation has been functioning like one of the zonal railways, and its printing work is got done on the same lines as by any zonal railway. It may also be submitted that, although the permission of the Ministry of Works, Housing and Supply was not obtained, the work, in any case, would have ultimately been entrusted to the private press, had such permission been sought, because Government presses are not equipped for printing scientific publications or research material.

However, the circumstances under which the RDSO has resorted to its present practice of distributing the printing workload among Railway and private presses are given below.

The RDSO has no Printing Press of its own. Therefore, some of the RDSO's publications, such as the Indian Railway Technical Bulletin (IRTB) were got printed by the Eastern Railway Press, and Indian Railway Standard Specifications (IRSS) by the Railway Press at Secunderbad. Due to inability of the Railway Presses to undertake RDSO's jobs, which require quality printing, some of the publications had been and continue to be printed through the agency of private presses. Even in the case of IRTB, it was RDSO's experience that there had been much delay and that quality of the printing was also not good, when it was executed by the Eastern Railway Press, and RDSO was forced to go in for printing in private presses early in 1965. However, the IRS Specifications are still being

printed by the Railway Press at Gorakhpur, as the Railway Press at Secunderabad had expressed its inability to undertake RDSO's printing work.

In respect of miscellaneous publications like research reports, technical papers, monographs, Standards Committee reports, etc. the practice followed by the RDSO was to get them printed through private presses located at Lucknow. These reports comprise, for the most part, of technical expressions, complex mathematical formulae and substantial quantity of tabulated data as well as figures and charts. These special features necessitate a very close liaison to be maintained between the RDSO and the printers, for which reason it is imperative for the RDSO to print these jobs through local printers. Handing over such reports to presses in various cities in the country would have resulted in loss of time, reduce contact between the technical officers of the RDSO and the presses, wastage of technical man-hours and useless expenditure on the movements of personnel, in addition to the quality suffering. Besides, these miscellaneous publications are of considerable importance to the Zonal Railways and Production Units. They require study and discussion by technicians on the Railways, the production units and the Railway Board before decision can be given by the Railway Board for implementation. The subjects being of topical interest, there should be no avoidable loss of time between preparation of a report and its publication. The utility of the RDSO can be maximised only by cutting down the time-lag that inevitably occurs between the formulation of RDSO's thinking and the Board's orders thereon. In the absence of an independent printing press with RDSO and lack of facilities for the timely and quality printing of the RDSO's technical material in railway presses, there was no other alternative for the RDSO but to get the publications printed through the agency of private presses capable of undertaking in time quality printing to the requisite standard of the RDSO's work, after all the formalities required under the tender system had been complied with and accepted by the competent authority."

6.60. The Committee desired to know whether the question of substituting the foreign art paper for the publications of the RDSO by indigenous paper had been examined. The representative of the

Railway Board has stated, "I entirely agree with you. This foreign art paper should not have been used. I have already given orders that no more foreign art paper should be used for this purpose."

6.61. The Committee desired to know the number of copies of (i) Indian Railway Technical Bulletin, (ii) Documentation Notes; and of the Research Designs, Standards Organisation, Lucknow—printed—supplied on complimentary basis and sold. The Ministry have stated in a written note subsequently submitted that "Number of copies printed per year, supplied on complimentary basis and sold per year are tabulated below:

	Printed	Supplied on complimentary basis	Sold
(i) Indian Railway Technical Bulletin	1500	292	800
(ii) Documentation Notes	750	70	350
(iii) Other <i>Ad Hoc</i> priced publications	500	10	300

6.62. The Committee note that the Ministry have stated that "reduction in the number of copies printed of the Indian Railways Technical Bulletins and the Documentation Note will result in an annual saving of Rs. 7,750 approximately" and that "economies are continually sought to be achieved through a deliberate review of the number of copies printed of each of the Research, Designs and Standards Organisation's publications."

6.63. The Committee are glad to note that orders have already been given that no more foreign art paper should be used for the publications of the Research, Design and Standards Organisation.

6.64. As regards the printing of RDSO publications in private presses, the Committee note the explanation furnished by the Railway Board. The Committee hope that R.D.S.O. will maintain close co-ordination with the Chief Controller of Printing and Stationery in regard to printing of their publications.

CHAPTER VII

MINISTRY OF COMMUNICATIONS (P & T BOARD)

7.1. There is no special organisation in the Ministry for publications work. Cases are dealt with in one of the regular Sections of the office along with other items of work. The Branch Officer is of the rank of Under Secretary.

7.2. The publications brought out by the P & T Board fall into the following categories:—

- (1) Publications for official use, *viz* Manuals, Financial Handbooks etc. These are published as and when required to replenish the stock.
- (2) Publications both for official use and sale *viz*. Post Office Guide (three parts), Telegraph Guide (two volumes), Pocket Guide.
- (3) Annual Report (detailed) and activities in brief.
- (4) Dak Tar (Monthly magazine).

P. & T. Guides etc.

7.3. It has been stated that the periodicity of publications of the various P & T Guides varies from one year to five years as indicated below:—

- | | |
|--|---|
| 1. Post Office Guide Pt. I | Every 5 years. |
| 2. Appendix to Post Office Guide Pt. I | Annually. |
| 3. Post Office Guide Pt. II. | Annually. |
| 4. Post Office Guide Pt. III. | Every 2 years. |
| 5. Telegraph Guide Vol. I } | Not fixed, but published once in 2/3 years. |
| Telegraph Guide Vol. II } | |
| 6. Pocket Guide | Annually. |

7.4. Asked whether the Department of P&T at any time examined the question of (i) reducing the number of publications at present printed; (ii) amalgamating some of the P & T Guides etc. which are

at present printed; and (iii) changing the periodicity of the publications, the Ministry (P&T) have stated in a written note:

- “(i) Number of publications at present printed are the minimum requirement as laid down in Appendix III of P & T Manual Vol. II;
- (ii) P & T Guide had been separated in 1959 into Post Office Guide Pt. I, II & III and Telegraph Guides Vol. I & II as per decision of the P & T Board and their periodicity fixed. Subsequently the question of amalgamation of Post Office Guide Pt. I & II was examined and it was decided not to amalgamate them for the present.
- (iii) Periodicity of old P & T Guide—Annually. The periodicity of present P & T Guides have been given above”.

7.5. It has also been stated:

“The P & T publications issued by the Directorate General, Posts & Telegraphs for sale to the public are issued from Head Post Offices, selected sub-Post Offices & Departmental Telegraph Offices as per rule 711 of P & T Manual Vol. II. There are various publications like P & T Manuals which are not sold to the public but are required by the departmental candidates for appearing in the departmental promotional examinations. These books are sold to them through the Postal Stores Depots”.

7.6 The following figures as furnished by the P & T Board give the total number of copies printed and held in stock in respect of the various publications brought out by the P&T Department:—

Sl. No.	Name of Publication	Total No. last printed and year of printing	No. of copies held in stock
1.	Post Office Guide Pt. I	35,000 1965	390
2.	Post Office Guide Pt. II	12,000 1966	1,030
3.	Post Office Guide Pt. III (A-K)	35,000 1966	13,973
4.	Post Office Guide Pt. III (L-Z)	35,000 1966	13,573
5.	Telegraph Guide Vol. I	25,000 1964	210
6.	Telegraph Guide Vol. II	25,000 1965	4,721
7.	Annual Report (English)	4,000 1966-67	777
8.	Annual Report (Hindi)	1,000 1966-67	..
9.	Pocket Guide	45,000 1966	837

7.7. With regard to the publications, Post Office Guide (three parts), Telegraph Guide (two volumes) and Pocket Guide, the Committee wanted to know the number of copies used for departmental use, the number of copies put out for sale and the income derived from the sale of the above publications during the last three years.

7.8. It has been stated by the Ministry of Communications (P & T Board) that—

“Mostly, these departmental publications are printed for official use only. From experience, it is seen that approximately 80 per cent of the publications printed is used for supply to departmental offices. Sale of publications to public on demand is usually limited only to Post Office Guides, Telegraph Guides and Pocket Guides.

The income from sale is as under:—

Year	Income
1965-66	Rs. 4,82,079
1966-67	Rs. 6,64,498
1967-68	Rs. 7,52,168
1968-69 (Upto November, 1968)	Rs. 3,69,168

The above figures are not exclusively in respect of income from sale of P & T publications but also includes income in respect of forms, civil publications, etc. Separate figures are not at present being maintained in regard to publications only *vide* Rule 191 of P&T Financial Handbook Volume I, but this is being examined”.

7.9. It has been further stated that, “The requirements of the various publications are assessed and worked out after ascertaining the position from the various circles and taking into consideration the prescribed distribution of the various publications to the different offices. The actual number of copies utilised in respect of the earlier editions of the publications are also kept in view while making assessment for the next print order”.

7.10. The Committee have been informed that the information regarding the income from the sales of the publications during the last 3 years and the anticipated sales during the current financial year is not available with the P & T Directorate. The representative of the P & T Board has stated in evidence, "Most of our publications are for departmental use though some are being sold to the public also. Under our system we do not have separate accounts for publications. There are some forms like M.O. Form, V.P. Form etc. which are also sold to the public.....This is a lacuna in our system that we do not have separate accounts for the publications. We are taking action to rectify it".

7.11. The Committee note that the requirements of the various publications of the P & T Department are assessed and worked out after ascertaining the position from the various circles, taking into consideration the prescribed distribution and the actual number of copies utilised, for the next print order.

7.12. The Committee would like to point out, however, that as against the total print order of 35,000 each in the case of Post Office Guide Part III (A—K) and Post Office Guide Part III (L—Z) in 1966, the number of copies now held in stock is 13,973 and 13,573 respectively. This, in the opinion of the Committee, is rather high being about 40 per cent especially in view of the fact that these publications have to be published every two years and the next issue is already overdue. The Committee hope that while printing the next issue of this publication care would be taken to ensure that the print order is given on a more realistic basis.

7.13. The Committee are glad to be told that action is being taken to rectify the lacuna in the system of the P&T Board that they do not have separate accounts for the publications. They hope this will be remedied early.

"Dak-Tar" Journal

7.14. The Magazine section in the P&T Board was created in 1956 and it started publication of a bilingual journal 'Dak Tar' from August 1956 issue. The journal was bifurcated into two separate journals—English and Hindi—from November 1961 issue. The section continues to look after the production, circulation and advertisement business of the journals.

7.15. Details of sanctioned posts for the Magazine 'Dak Tar' have been stated to be as follows:—

Designation	No. of sanctioned posts
Editor-cum-Public Relations Officer .	. One
Assistant .	. One
Sub-Editor .	. One
L D. Clerks (I)	. Two.
L D Clerk (II)	.

7.16. It has been stated by the Ministry that "The decision to publish Dak Tar was taken at the level of Minister of Communications. In reference to comments of the Public Accounts Committee, the entire question regarding the publication of the journal was reviewed in 1964 by the P&T Board. The P&T Board decided that the publications should continue. Minister of Communications was duly apprised of this. The Public Accounts Committee was also informed accordingly."

7.17. At the instance of the Committee, a statement of income and expenditure of the "Journal Dak-Tar" from August, 1956 when the publication was started, has been furnished by the Ministry (Appendix V).

7.18. Explaining the reasons for gap between Income and Expenditure figures the Ministry (P&T Board) have stated: "When the idea of bringing out the journal was mooted it was thought that a Board of Departmental Officers would be able to edit, produce, and manage the journal, and therefore, an amount of Rs. 8000 was considered sufficient to meet the cost of production. It was, however, found that for the various jobs connected with the magazine, it was essential to have an Editor, with some clerical assistance. To meet the cost of Editor, a further amount of Rs. 5,000 per annum was, therefore, sanctioned.

7.19. The gap between income and expenditure as shown in the proforma accounts has continued to exist, in spite of all efforts to improve its financial position for the obvious reason that as a house journal Dak Tar has a limited readership and cannot meet the various items shown under expenditure, e.g. (i) Establishment Charges;

(ii) Administrative Charges at the rate of 10 per cent of (i); (iii) Charges for printing inclusive of cost of paper and blocks; and (iv) other charges e.g. postage etc.

7.20. Moreover, **Dak Tar** as a house journal of the Department aims at improving staff relations, besides publicising the activities of the Department. Its results are, therefore, intangible. It builds an image of the P&T Services and creates rapport between the Administration and employees.

7.21. Practically every P&T Administration in other countries brings out such house journals and the Indian P&T Department keeps in conformity with the practice."

7.22. As regards cost of production, it has been stated by the P&T Board. "It has been found that the production charges for printing **Dak Tar** at Government of India Press, Faridabad, were exorbitant. For instance initially 4 issues (December, 1963 to March, 1964) were printed at the Government of India Press, Faridabad which cost the P&T Department Rs. 10,671.61 whereas the entire cost of production for all the 12 issues in 1962-63 was Rs. 12,457.41 only. Similarly the cost of production for 1965-66 was only Rs. 12,923.14. As all the expenditure has to be accounted for in the proforma accounts of Income and Expenditure, the Chief Controller of Printing and Stationery was asked in 1964 to revert to old practice of getting the work done through private printers. The figures of expenditure on printing in 1966-67 are Rs. 12,645.42"

7.23. It has been added: "Till 1966-67 the work of block-making used to be assigned by Chief Controller of Printing and Stationery to the printers themselves. The work was not satisfactory as also costly. Chief Controller of Printing and Stationery had, therefore, suggested the P&T Directorate to get the work done privately on competitive tender basis. The tenders were called for from local block-makers on the approved list of Government of India Press, New Delhi, and besides being economical, the work is done expeditiously and is satisfactory too."

7.24. In the course of evidence the Committee have been informed that 2250 English copies per month and about 1550 copies per month of the Hindi issue of the '**Dak Tar**' journal are published. The price is fixed at 25 Paise per copy. In 1967-68 the net expenditure on the journal was Rs. 43,502. Based on the number of copies it will come to about 95 Paise per issue. If the limited receipts that they have

from the sale and advertisement revenue is taken into account the price per copy would come to 66 Paise per copy.

7.25. The Committee have been further informed by the representative of the P&T Board with regard to the journal that, "We have brought it under review following the observation of the Police Accounts Committee some time back. At present we are spending about Rs. 43,502 and our income amounts to Rs. 13,383. We are suffering a net loss of about Rs. 30,000 per year. So far as unsold copies are concerned, we are having a system by which we can check the number of copies required every month and issue the print order accordingly. It is very very insignificant."

7.26. Asked if any remedial measures had been thought of. the representative of the P&T Board has stated, "We reviewed the staff employed and brought under reduction one L.D.C. and Steno-typist. We are concentrating on getting more advertisement revenue. We have instructed all the Post Masters General to take interest in this matter. We have also considered proposals to increase the subscription rate. The Directorate thought that if the subscription rate was increased, the circulation would go down." The representative of the P&T Board has added, "In this connection, I may be permitted to say that usually these house journals are not self-supporting. Even the Railway magazines with such a big organisation and getting such a large number of advertisements are not self-supporting". He promised, however, that, "We will try to make it as self-supporting as possible.... We have got an Editorial Board. We bring these accounts under review very frequently and we are seriously concerned with the observation of the Public Accounts Committee and your valuable observations made just now".

7.27. The Committee referred to the 14th Report of the Public Accounts Committee (3rd Lok Sabha) wherein it has been stated that, "The publication of the journal 'Dak Tar' was sanctioned by Government in 1954 at a cost not exceeding Rs. 8,000 for 12 consecutive monthly issues. It was then stated by the Department that the Journal would become self-supporting in the course of two years. However, even 6 years after the start of the journal the excess of expenditure over income during 1961-62 was Rs. 26,679". The representative of the P&T Board has stated, "The Finance Ministry have increased the allotment sanctioned for the publication of journals. We

We are fully seized of the problem and we want to make the journals as self-supporting as possible.....Unfortunately the anticipation has not been realised so far. We had expected at that time that it might break even. We were rather too ambitious in our expectation". The representative of the P&T Board has added that the number of subscribers for the English edition is about 2000 and for the Hindi edition it is about 1500. It varies from month to month.

7.28. The Committee desired to know the experience of the P&T Board in regard to the printing of the journal which has now been entrusted to private printers. The representative of the P&T Board has stated in evidence, "It is very much cheaper. We prefer the private printers. In fact we found that when the issue was printed in Faridabad, for 4 issues the cost of printing and paper came to Rs. 10,671. In the case of private printers for 12 issues the cost came to only Rs. 12,457." The Chief Controller of Printing and Stationery has stated in evidence in this connection, "Faridabad Press is a new press. New presses are costly because of our peculiar costing system. Each press has a different rate. They preferred Faridabad.The new costing team will look into all these things."

7.29. The Committee desired to know the total print orders for the Journals (Hindi and English) in April, 1962, 1965 and 1968 as also the number of special numbers of the journals (Hindi and English) brought out during the period 1961 to 1968 and the number of copies of each printed.

7.30. The Ministry (P&T Board) have stated in a written note: "The information about the total print order of Dak Tar (English and Hindi editions) in April, 1962, April 1965, April 1968 is furnished below:—

Year.	English	Hindi	Total
April 1962	1,200	400	1,600
April 1965	1,600	200	1,800
April 1968	2,250	1,550	3,800

7.31. Special Numbers of Dak Tar (English and Hindi) editions were brought out during 1961 to 1968 and the print order is furnished below:—

Year	Special Number	English	Hindi	Total
1961	Industries Fair December 1961.	2,000	750	2,750
1964	Foreign Post Feb. 1964 December 1964 P & T. Week .	1,500	250	1,750
1966	August 1966 Telecom. Develop- ment	1,800	200	2,000
1967	November 1967 P & T. Week .	1,900	1,200	3,100
1968	January-February, 1968 Philatelic Seminar.	2,100	1,200	3,300
1968	June 68 Hundred Thousandth Post Office.	2,150	1,550	3,700
	November-December P& T. Week	2,000	1,550	3,750

7.32. In the course of evidence the Committee wanted to have a note on the measures that the Department has taken to reduce the loss and the efforts that are being made to canvass for more advertisements so that the journal Dak Tar may be made self-supporting. The Ministry (P&T Board) have stated in a written note: The financial position is reviewed constantly and steps taken to reduce the loss. The following steps were taken in the past:—

- (i) The staff position was examined in August, 1961 and posts of two lower division clerks and one steno-typist were surrendered;
- (ii) In place of a combined English-Hindi edition, two separate editions in November, 1961 were started, which resulted in saving of paper and printing charges,
- (iii) White printing paper which is a cheaper quality of paper is being used since 1961 in place of imitation art or other costly paper,
- (iv) The question of postage was taken with A.G. P&T and it was reduced from 8 paise to 4 paise per copy from 1964-65,

- (v) The expenditure on photos and designs has been reduced,
- (vi) The block-making charges, consequent to the work being done directly by P&T Directorate instead of through Chief Controller of Printing and Stationery, have come down considerably,
- (vii) Less number of complimentary copies are being sent, the number was reduced in 1963 from 165 to 80.
- (viii) The print order is prepared every month after thorough examination of the demand. This has resulted in decreasing the number of surplus copies left in stock,
- (ix) The establishment charges have been brought down by entrusting the Editor, Dak Tar with other publicity work from August 1963.
- (x) Efforts have been made to reduce the gap between income and expenditure by increasing the circulation and advertisement revenue. Besides approaching advertisers through correspondence, assistance of the Heads of Circles and Administrative Officers is also availed."

7.33. The Committee note that despite remedial measures taken such as reduction in staff, saving of paper and printing charges, saving in postage, saving on photos and designs as well as block making charges, reduction in complimentary copies and reduction in print order, etc. the P. & T. Board are still suffering a net loss of about Rs. 30,000 per year" on the publication of the journal 'Dak Tar'.

7.34. The Committee feel that in view of the fact that no substantial improvement in the position has occurred despite the remedial measures taken, it is necessary to reorientate the get-up, outlook and contents of the journal 'Dak Tar' so as to make it more attractive and thereby attract more subscriptions and augment sales. Serious efforts should also be made to obtain more and more advertisements so that revenue from sale and advertisement could progressively increase thereby reducing the gap between expenditure and income to the extent possible.

APPENDIX I

(Vide para 3.30)

Statement showing printing and distribution of publications of Publications Division during 1967-68.

S.No.	Name of Publications	No. of copies printed	No. of copies sold	No. of copies distrib- uted free	Balance of copies in hand as on 1-10-68.	Percent- age of unsold copies to the print order
1	2	3	4	5	6	7
<i>English/General</i>						
1.	An outline History of the Indian People (3rd Edition)	5537	959	124	4454	81
2.	Handbook of India (7th Edition)	2497	21937	233	2804	11
3.	Problems of Leadership in India.	2785	653	253	1879	67
4.	Muslim in India (2nd Edition)	1000	41	108	851	85
5.	The Dance in India (3rd Edition).	5999	2210	52	7337	62
6.	Children's Ramayana	7500	5761	331	1408	19
7.	Indian Parliament (2nd Edition)	5000	1947	186	2867	57
8.	Musical Instruments in India (3rd Edition)	5000	1626	51	3323	66
9.	Shopping in India (2nd Edition)	10992	10270	124	598	5
10.	Archaeology in India (3rd Edition.)	3000	1058	146	1796	60
11.	Dancing Foot (Reprint) (2nd Edition)	3000	1221	39	1740	58
12.	Inscriptions of Ashoka (revised) (2nd Edition.)	3010	111	121	1778	59
13.	Scholarship for Students	2000	1069	100	831	42

1	2	3	4	5	6	7
14.	Social Development in India (2nd Edition.) .	3000	74	67	2859	95
15.	Nation's Health (2nd Edn.)	1950	1467	192	291	15
16.	Kurukshetra—A symposium (3rd Edition) . . .	986	161	..	835	84
17.	Towards a Better Life .	4920	825	779	3316	67
18.	AIR Miscellany Vol. VI .	975	216	286	473	49
19.	Twenty Years of Freedom	2000	1236	32	732	32
20.	Children's History of India (Reprint) of (5th Edn.) .	15,000	8635	260	6105	41
21.	Janglee and Backyard.(2nd Edition)	2000	253	8	1739	87
22.	Jawaharlal Nehru Speeches Vol. II (4th Edition) .	4532	1888	71	2573	57
23.	Exploration in Space .	3000	425	239	3236	78
24.	The C.W.M.C. Vol. 23 .	5000	1209	170	3621	72
25.	History of Freedom Movement in India Vol. II (2nd Edition)	4999	1093	228	3678	74
26.	Lure of Mountains .	3000	342	262	2396	80
27.	The C.W.M.G. Vol. 24 .	5021	1219	169	3633	72
28.	Indian's Constitution .	8000	4607	488	2905	36
29.	Facts about India (6th Edition)	4948	2086	409	2453	50
30.	Bharat Milap (Reprint) (2nd Edition.) . . .	3000	249	30	2721	91
31.	Mahatma Gandhi—An Indian Patriot in South Africa.	5000	1252	262	3486	70
32.	For a United India. . .	2032	590	153	1289	63
33.	Basis of Indian Unity .	3500	2964	184	352	10
34.	Basis of Indian Unity (2nd Edition).	3000	123	280	2597	87
35.	The C.W. M.G. Vol. 25 .	5036	1431	172	3433	68
36.	When the World was young (2nd Edition.) . . .	1998	266	19	1722	86

1	2	3	4	5	6	7
37.	Resettlement of Ex-serice- men	2898	2869	29	Nil.	Nil.
38.	Green Island in the Sea. . .	2510	616	261	1633	65
39.	Six Acres and a Half. . . .	1965	397	220	1348	68
40.	New Frontiers of Medicine in Surgery.	3000	438	265	2297	77
41.	Indian Army	5000	668	235	3097	8
42.	Story of Rehabilitation . . .	505	86	169	250	50
43.	Problems of National Edu- cation in India.	1988	370	189	1429	71
44.	C.W.M.G. Vol. 26	4921	1068	152	3702	75
45.	India A reference Annual, 1967	11000	10446	421	133	1
46.	Nandini	1600	440	226	924	58
47.	Alpana (2nd Edition)	2000	101	45	1854	93
48.	England's Debt. to India. . .	2996	255	190	2551	85
49.	C. Sankaran Nair.	2995	584	255	2156	72
<i>I. P. P.</i>						
50.	Fourth Five Year Plan- Programme in Targets (2nd Edition.)	5500	1355	126	4019	73
<i>Hindi|General</i>						
51.	C.W.M.G. Vol. 19	3000	265	88	2647	88
52.	C.W.M.G. Vol. 20	3036	204	87	2745	90
53.	Bharat, 1966	1499	570	202	727	48
54.	Bharat ke Gaurav Part II (2nd Edition)	3000	231	30	2739	91
55.	Gandhi Story | . . . . .	5987	3461	194	2332	39
56.	Til Kanya	5000	751	184	4065	81
57.	Gurudev Rabindra Nath . . .	2000	291	29	1680	84
58.	Nakal ka Nataija	5000	828	183	3989	80
59.	Tulsidas Ek Vishieshan (2nd Edn.)	3000	254	20	2726	91

1	2	3	4	5	6	7
60.	Bharat Aaj Aur Kal (4th Edition)	10000	8732	187	1081	11
61.	Gopal Krishna Gokhle	3000	79	156	2765	92
62.	Our National Emblem	2992	42	179	2771	92
63.	Aise Tha Nehruji	3000	1327	236	1437	48
64.	C.W.M.G. Vol. 21	3050	208	101	2741	90
65.	Hindu Law Reforms	2000	28	172	1800	90
66.	C.W.M.G. Vol. 22	2963	185	102	2676	89
67.	C.W.M.G. Vol. 23	2970	153	97	2720	91
68.	Bharat Ke Vanya Pashu	2476	67	135	2274	91
69.	Desh Mahan Hamara	3000	2448	83	378	13
<i>Bengali</i>						
70.	Gandhi Story	3994	462	106	376	86
<i>Gujarati</i>						
71.	Bharat Ke Gaurav PartII	1900	25	88	1787	94
72.	Gandhi Story	4004	2274	108	1622	45
73.	Our National Emblem	1500	..	9	1491	99
<i>Punjabi</i>						
74.	Gandhi Story	2000	132	96	1772	89
75.	Hindu Law Reform	1500	12	81	147	94
76.	Radhakrishnan on Nehru	500	16	17	467	93
<i>Malayalam</i>						
77.	India's Constituton (Re- vised) (2nd Edition)	1500	170	66	1264	84

1	2	3	4	5	6	7
78.	Children's History of India	3000	179	72	2749	92
79.	All are equal in the eyes of God	813	68	40	705	87
<i>Marathi</i>						
80.	Gandhi Story	2999	362	104	2533	84
81.	Lad Memorial Lectures	1495	31	11	1453	97
82.	Bharat Ke Gaurav Part IV	2000	35	98	1867	93
83.	Bharat Ke Gaurav Part II	2000	36	101	1863	93
84.	India's Constitution	1998	38	57	1903	95
85.	Our National Emblem	1999	12	97	1890	94
<i>Oriya</i>						
86.	Children's Vivekananda	300	Nil	73	227	76
87.	All are equal in the eyes of God	500	Nil	Nil	500	100
88.	Gandhi Story	2009	336	57	1616	88
89.	Facts about India	1500	61	28	1411	94
<i>Urdu</i>						
90.	Mosques in India	3000	7	151	2842	95
<i>IPP</i>						
91.	Fourth Five Year Plan Programme in Targets	500	Nil	38	462	92

APPENDIX II

(Vide para 5.1)

Statement showing the publications brought out by the Department of Defence

Name 1	Periodicity 2	Language 3	Stock and Distribution 4
1. Alize Aircraft first line servicing schedule § (Ad hoc Publication)	As and when required	English only	Nil—Free distribution for office use.
2. Instructions for the security of classified documents held in Indian Merchant ship (Ad hoc Publication)	Do.	Do.	Do.
3. Naval Despatch Periodical	Half yearly	Do.	Do.
4. Air Borne (Periodical)	Do.	Do.	Do.
5. Pamphlet on pension procedure (Ad hoc Publication)	Nil—Published in 1967	Do.]	Nil—Free distribution.
6. Policy Compendium G. S. Branch (Ad hoc Publication)	As and when required	Do.	Non-priced, departmental publication.
7. Charter of Duties Army Headquarters (Ad hoc publication)	Do.	Do.]	Do.

	(1)	(2)	(3)	(4)
8. Policy Compendium AG's Branch (<i>Ad hoc</i> Publication)	Do.	Do.	Do.	Do.
9. Departmental Security Instructions for Defence Headquarters' Offices in Delhi/New Delhi (<i>Ad hoc</i> publication)	Do.	Do.		Do. (a) Stocked by Security Office, Ministry of Defence, Scale of distribution. (b) One copy per Section/Office in service Headquarters and Inter Service Organisation.
10. Infantry Regimental Central Manual	Do.	Do.	Do.	Nil—Free issue Army Headquarters.
11. Pensionery and other benefits admissible to Defence Services personnel and their families (<i>Ad hoc</i> Publication)	Nil.— Published in March '66	English only	Less than 200.	More than 200 copies distributed to MP's and Ministries of Defence and Finance (Defence), Services HQrs. etc. free of cost for official use.
12. Pamphlet on pensionery awards to JCO's and ORs and NCs (E) (<i>Ad hoc</i> Publication)	As and when required	English only	Nil.—Free distribution to record offices and Army Units.	
13. Pamphlet on instructions for the guidance of Indian Military pensioners. (<i>Ad hoc</i> Publication)	Do.	English Roman Urdu, and Hindi	Do.	Do.

1	2	3	4
14. Instructions relating to Martial Law (<i>Ad hoc</i> Publication)	Do.	English only	Stocked by AG's Branch (PS-I)(Army HQrs(and distributed for official use only.
15. Rights of Soldiers when in arrest with an offence under the Army Act, 1950. (<i>Ad hoc</i> Publication)	Do.	English Roman Urdu. (Being also printed in Roman Hindi)	Do.
16. Safe custody of arms ammunition and explosives. (<i>Ad hoc</i> Publication)	Do.	English only	Do.
17. Notes on the prevention of fraud (<i>Ad hoc</i> Publication)	Do.	Do.	Do.
18. Information for Periodical Officers. (<i>Ad hoc</i> Publication)	Periodical	Four months	Publication Branch Min. of WH&UD and issued by them direct to all concerned.
19. Infantry Liaison Letter (Secret) (Periodical)	Yearly	English only	Nil.—Free distribution to Branches/ Dts. at Army Headquarters and Infantry Units/ formations only.
20. Annual Report of the Ministry of Defence (Report)	Do.	English and Hindi	Nil.—free distribution to MPs and all Ministries/ Departments of Government of India, State Government/ Union Territories Office of Defence Organisations Lib-

1	2	3	4
21. Hitkari Suchanaen (Periodical)	4 monthly	English only	<p>raries, Foreign Mis- sions and private individuals / orga- nisations in India and abroad.</p> <p>Nil.—Free issue to HQ Commands Corps, Divisions, Areas, Sub-Areas Brigades and Units.</p>

APPENDIX - III

[Vide para 5.1 (I)]

List of Publications printed during the Period 1-4-1965 to 31-3-1968 (Directorate of Military Regulations and Forms)

S. No.	Name of Publications	No. of printed copies	Actual cost of production	No. of copies issued on payment	No. of copies issued free of cost	No. of copies in hand as on 31-3-68	How stock- ed and area occupied	Income derived from the sale	The per- centage of unsold Publica- tion to the total print order
1	2	3	4	5	6	7	8	9	10

1. The approved list of Standard Army Forms & Books.

13,000 [10,422.81] 51 8427 3522 72 70.90 29.4

2. Financial Regulations, Pt. I.

135,000 62,297.72 4151 10936 19913 702 11830.35 56.9

3. Leave Rules, Pt. I

10,000 [5,845.86] 604 6773 2623 36 395.60 26

4. Mechanical Vehicle Re- gulations for the Army.

6,000 7,997.60 121 5101 778 24 20.90 5

5. Naval Dockyard Cost

[C.ft.

%

Accounting Instruction	200	729.27	..	90	110	648	--	55
6. Pay & Allowances Regulations for the Navy	1,200	3,221.70	..	631	569	36	..	57
7. Pension Regulations for the Air Ports sPt. I.	1,000	2,438.96	..	..	1000	36	..	100
8. Pension Regulations for the Air Force, Pt. II.	1,000	2,469.15	..	..	1000	36	..	100
9. Regulations for the Unit Allowances of the Army.	12,500	7,267.52	181	4479	7840	90	171.95	63
10. Store Accounting Instruction for the Army.	15,000	22,936.05	3801	6610	4589	120	9312.45	30.6
11. Language Regulations	2,500	Not communicated by Press.	..	..	2500	12	..	100
12. Regulations for the Army Ordnance Service, Pt. I.	8,000	10,696.65	42	5613	2345	72	84.00	29.3
13. Regulations for the Army Ordnance Service, Pt. II	8,000	10,035.75	2	5261	2737	72	3.75	34.2
14. Annual Army List, 1964	1,900	39,801.14	94	1803	3	12	3049.0	3/19
15. Annual Army List, 1965	2,096	66,793.94	71	1977	48	24	3621.00	38
16. Annual Army Staff List 1965	1,800	34,737.93	10	1783	7	12	310.00	131 7/18

1	2	3	4	5	6	7	8	9	10
17.	Annual Army Staff List, 1966	2,100	66,364.23		1961	139	24	..	$\frac{13}{6} = 2\frac{1}{2}$
TOTAL	. . . . .		4,28,371.00					29,078.90	

APPENDIX IV

[Vide para 5·1 (2)]

*List of Publications showing their cost and percentage of unsold copies
(Historical Official History of the Indian Armed Forces in World War-II)*

General War History	% of un- sold books	Year of Publica- tion	Cost of Production
1	2	3	4
			Rs.
1. Retreat from Burma 1941-42	1	1954	12975·00
1-A. Do. Do. (Reprint)	42	1959	12076·00
2. The Reconquest of Burma 1942-45 Vol. I	51	1958	18812·00
3. The Reconquest of Burma 1944-45 Vol. II	51	1959	19933·00
4. Campaign in South-East Asia, 1941-42 (Hong Kong, Malaya, Sarawak & Borneo)	18	1960	12501·00
5. North African Campaign 1940-43	10	1956	14623·00
6. Campaign in Western Asia (including Iran, Iraq, Syria & Paiforce)	25	1957	13448·00
7. Expansion of the Armed Forces and Defence Organization	13	1956	11577·00
8. Post War Occupation Forces : Japan & South East Asia	34	1958	9848·00
9. Campaign in Italy	27	1961	14512·00
10. History of the Indian Air Force	31	1961	10361·00
11. Technical Services, Ordnance & IEME	47	1962	16110·00
12. Indian War Economy	52	1962	12600·00
13. Defence of India-Policy & Plans	43	1963	9256·00
14. Campaign in East Africa 1940-41	56	1963	4590·00

1	2	3	4
15. History of the Royal Indian Navy	63	1964	6281.00
16. India & The War	100 (actually brought out in 1968)	1966	9771.00
17. The Arakan Operations 1943-45 .	Out of stock	1954	12186.00
<i>Medical History of War</i>			
18. Administration of Medical Services	34	1953	15123.00
19. Medicine, Surgery and Pathology	62	1955	19612.00
20. Medical Aspects of the Campaign in the Western Theatre	77	1958	17757.00
21. Preventive Medicine, Malarial Control and Nutrition	35	1961	14500.00
Pt. I Nutrition	96	1961	2635.00
Pt. II (Malaria control)	96	1961	2611.00
Pt. III (Prevention of Diseases)	96	1961	4054.00
22. Medical Statistics	87	1962	15194.00
23. Medical Stores and equipment	91	1963	8785.00
24. Medical Aspects of the Campaign in the Eastern Theatre	87	1964	12470.00
TOTAL			<u>334161.00</u>
<i>Unpriced and Restricted Publications</i>			
1. History of the Military Evacua- tion Organization	34	1961	9543.11
	(Restricted to Government Departments & Officials)		
2. Monographs of Ag's Branch	8	} 1951-52	15220.36
3. Monographs of MGO Branch	40		
TOTAL			<u>24763.47</u>

APPENDIX-V

(Vide para 7.17)

Statement showing Receipts and Expenditure of Dak Tar

RECEIPTS

	Aug-Jul 1956-57 I	Aug-Mar 1957-58 2	Apr-Mar 1958-59 3	Apr-Mar 1959-60 4	Apr-Mar 1960-61 5	Apr-Mar 1961-62 6
	Rs. P.	Rs. P.	Rs. P.	Rs. P.	Rs. P.	Rs. P.
Retail Sale	4280.18	3028.03	3243.59	3362.98	1890.00	1769.90
Subscription	992.00	843.40	1067.50	486.74	1305.90	1305.90
Advertisement	1645.00	676.00	761.00	1437.50	8603.20	8603.20
Miscellaneous	6917.18	3028.03	4762.99	5191.48	3814.24	12276.92
TOTAL	14276.92	14276.92	14276.92	14276.92	14276.92	14276.92
EXPENDITURE						
Establishment	22766.00	13264.82	21623.00	19994.00	14799.00	20265.28
Misc. Charges	2276.00	1326.48	2162.00	1999.45	1579.00	2026.53
Printing	10003.00	7617.73	14361.52	13371.14	12305.00	14938.52

Commission Agents.

	1	2	3	4	5	6
Commission on M.Os.		126.06	45.00	50.00	28.35	26.55
Postage		1093.00	581.00	890.56	672.24	953.66
Photos		50.00	250.00	937.24	680.00	745.50
TOTAL		36314.96	23085.03	37242.86	31063.59	38956.04
DIFFERENCE		29397.78	20057.00	32051.38	27256.35	26679.12

RECEIPTS

	Apr-Mar 1962-63	Apr-Mar 1963-64	Apr-Mar 1964-65	Apr-Mar 1965-66	Apr-Mar 1966-67	Apr-Mar 1967-68
	Rs. P.	Rs. P.	Rs. P.	Rs. P.	Rs. P.	Rs. P.
Retail Sale	1825.25	1333.50	2044.00	2429.20	1233.50	964.00
Subscription	1725.15	2056.54	2981.42	2597.33	3072.28	6347.28
Advertisement	1895.25	4988.75	6425.50	6112.75	4671.50	6072.50
Miscellaneous	40.00	..	..	361.65	1009.80	..
TOTAL	5485.65	8378.79	11450.92	11500.93	9987.08	13,383.78

I 2 3 4 5 6

EXPENDITURE

Establishment	17547.21	14791.14	14984.09	15802.88	18743.75	21,720.35
Misc. charges	1754.72	1479.11	1498.40	1580.28	1874.37	2,172.03
Printing	12457.41	17370.56	16672.85	12923.14	12645.12	17,969.10
Commission Agents	..	49.14	52.18	68.10	9.69	5.00
Commission on M.Os.	27.37	17.13	279.69	24.29	12.95	12.57
Postage	1120.00	1163.84	738.96	740.20	650.00	1,326.04
Photos	773.50	590.00	369.50	448.00	177.00	297.50
TOTAL	33680.21	35460.92	34343.67	31586.89	34113.18	43,502.59
DIFFERENCE	28194.56	2782.13	22892.75	20085.96	24126.10	30,118.81

APPENDIX VI

Summary of Recommendations/conclusions contained in the Report

S. No.	Reference to Para No. of the Report	Summary of Recommendations/Conclusions
1	2	3

MINISTRY OF EXTERNAL AFFAIRS

1. 2.9 The Committee are glad to learn that though the total centralisation of publication work is not possible within the External Affairs Ministry, the External Publicity Division functions as the co-ordinating agency in respect of publications that are of general interest. The Committee hope that this co-ordination will be further intensified with a view to achieve possible economy and avoid possible over-lapping and duplication of work.
2. 2.10 The Committee trust that the capacity in the External Publicity Division Press is fully utilised and that only items of work which cannot be produced in this Press are entrusted to private printers either directly or through other agencies of the Ministry of Information and Broadcasting.
3. 2.15 The Committee note that according to a recent decision a list would be drawn up of 250 addresses of leaders who form public opinion (in 15 to 20 important countries each) to whom the publicity material relating to Indian culture, industry, export etc. would be sent regularly. They would like the Ministry to review this list periodically with a view to making additions/alterations to it.
4. 2.17 The Committee note that the machinery that existed for co-ordination between the Ministry of External Affairs and other Ministries, in so far as production of publications for external publicity is concerned, had not been very effective and a committee of Information Secretary, Foreign Secretary and Secretary of the Ministry concerned has been set up to effect improvements in this direction. The

1

2

3

Committee hope that the new committee will achieve the purpose for which it has been set up.

5. 2.27 The Committee suggest that the Ministry of External Affairs may again examine, as promised by their representative in the course of evidence, whether there is any possibility of printing in India some of the publications which are at present brought out in foreign countries and thereby saving foreign exchange to some extent. However, they would like to emphasise that it is very necessary to bring out pamphlets, bulletins and material in the languages of the countries concerned so that a better projection of the image of India is made in all those countries. For this purpose they would suggest that the Foreign Service Inspectorate may review the work load, etc. of the various Missions abroad to determine the deficiencies, if any, and to suggest ways and means to effect improvements with regard to staff and other ancillary matters.
6. 2.35 The Committee note that it is not possible to amalgamate the 'Indian and Foreign Review' and the 'Foreign Affairs Record' as they meet two different requirements and their contents are also different.
- 2.36 The Committee further note that there is a continuous rise in the demand for the journal 'Indian and Foreign Review' with the result that the number of copies printed is constantly going up. The Ministry have also expressed the feeling that, "There is a case for increasing the number of copies rather than reducing it" and that "There is need for publishing the journal in other languages also." The Committee suggest that the position may be reviewed in consultation with the Ministry of Information and Broadcasting and suitable action taken towards this end. They trust that while increasing the number of copies or bringing out the journal in other international languages, the demands will be assessed realistically.
7. 2.39 The Committee note the recommendations made by Pillai Committee for improvements in the production of pamphlets and brochures brought out for the Ministry of External Affairs. They further note the steps taken by the Ministry since 1947 to improve the quality and contents of the various periodicals and publications brought out by the External Publicity Division and the Indian Missions abroad which have been aimed at making them more presentable, readable,

1	2	3
		and a more effective medium of publicity and mass communication. They note that arrangements are under way to bring out a prestigious pictorial magazine, even better than the 'March of India', by the Ministry of Information and Broadcasting of which 36,000 copies per year will be purchased by the External Publicity Division for distribution abroad.
8.	2.40	The Committee would, however, like to stress that every effort should be made to continue the process of improvement on the lines suggested by the Pillai Committee.
9.	2.43	The Committee note that pursuant to the recommendations of the Public Accounts Committee a provision of Rs. 5 lakhs has already been made in the budget estimates of the Ministry for 1969-70, from which year the Ministry of External Affairs will be a paying department.
10.	2.44	The Committee hope that the procedure now introduced will result in economy and better control over expenditure on publications of the Ministry.
11.	2.52	The Committee are glad to note that the number of copies of a publication required is very carefully calculated in respect of each publication by the Ministry of External Affairs before the print order is placed and that the balance generally left over after initial distribution is negligible. The Committee hope that as promised by the representative of the Ministry in the course of evidence care will be taken to ensure that very small stocks of publications are left over after distribution.
12.	2.53	The Committee further note that the main objectives of the External Publicity Division's publications are to make known Government's policy on issues of national and international importance, the development within the country in the economic, social, political and other fields and to counter anti-Indian propaganda. With this and in view decisions are taken for bringing out each publication by the Ministry. The Committee trust that a periodical review of the periodicals and pamphlets issued by the Ministry will continue to be made in order to see that they are produced economically and achieve the objective for which they are brought out.

1

2

3

MINISTRY OF INFORMATION AND BROADCASTING
(PUBLICATIONS DIVISION)

13. 2.18 The Committee note the suggestion made by the then Secretary, Ministry of Information and Broadcasting that the Publications Division of the Information and Broadcasting Ministry should act as a co-ordinator for publications of all ministries of the Government of India and the programmes of the Ministries including those relating to literature of scientific, technical or instructional nature, may be discussed with the Director Publications Division at suitable intervals and agreed decisions taken.
14. 3.19 The Committee feel that it would be desirable to entrust the task of co-ordinating the publication activities other than those of scientific and technical nature to one Ministry. They also feel that the Publications Division of the Information and Broadcasting Ministry because of their long experience can undertake this task of co-ordination. As, however, there are other Ministries of the Government of India such as the Ministries of Education, Foreign Trade and Supply, External Affairs, etc., which have also got their own publicity cells, it would be desirable to obtain their views before taking a final decision on this question.
15. 3.20 The Committee suggest that a Study Team consisting of representatives of the selected Ministries, including the Ministry of Health and Family Planning and Works, Housing and Urban Development, may be constituted to discuss and settle this question of co-ordination for all Government publications. In any case, the Committee are of the view that Publications Division should maintain a central inventory of publications of the Government as a whole and build-up a full index of all Government publications. The Committee hope that the Ministry of Information and Broadcasting will take the initiative in this matter at an early date.
16. 3.38 The Committee note that the print order relating to the 'Collected Works of Mahatma Gandhi' has been decided by a High Powered Committee and the Ministry expects that within 8 to 9 years after the last volume of the series is brought out, all the copies of the various volumes will be sold out. The Committee are of the view, however, that it would be better if at least during the centenary year of Mahatma Gandhi's birth, special efforts are made to devise ways and means to

- | 1 | 2 | 3 |
|-----|------|--|
| | | popularise the 'Collected Works of Mahatma Gandhi' by making it cheaper and widely publicising this publication. This would result in a much larger section of the population being in possession of such a valuable collection. |
| 17. | 3.39 | As regards other publications brought out by the Publications Division in the Ministry, the Committee suggest that a special review of the position be made early in order to see what improvements can be made in the administration, sales promotion, offering of discounts and reduction in the number of print orders in future so as to improve sales of publications and reduce expenditure. The Committee hope that there would be no excessive stock of various publications which might deteriorate by passage of time. They would like to stress that special care should be taken to see that the present unsold stock of the 'Collected Works of Mahatma Gandhi' as well as other valuable publications does not deteriorate in storage. |
| | | MINISTRY OF INFORMATION AND BROADCASTING
(ALL INDIA RADIO) |
| 18. | 3.66 | The Committee note that with a view to improving the working of the Radio journals 'Akashvani' etc. certain proposals have been made and these are receiving the attention of Government. They hope final decision in the matter will be taken early. |
| 19. | 3.67 | While appreciating that the objective of the Radio journals is to publicise All India Radio programmes and to give advance information regarding programmes, the Committee would like to stress that there is scope for improving the get-up, contents and the quality of the Radio journals to a great extent, as has been admitted by the representative of the Ministry of Information and Broadcasting in the course of evidence. |
| 20. | 3.68 | The Committee suggest that the Ministry may examine this matter (get-up etc.) thoroughly in order to see what improvements can be brought about in the various Radio journals and make efforts to attract more advertisements and push up the sales. |
| 21. | 3.71 | The Committee are of the view that the question of publishing 'Akashi' (now published in Assamese from Calcutta) from Gauhati should be seriously considered by the Ministry. This will have the advantage of enabling the Radio listeners and the readers of the journals to get their copies in time. Difficulties of staff would be eliminated, advertisements from |

- | 1 | 2 | 3 |
|-----|------|--|
| | | local trade are likely to increase and as a result there would be rise in circulation of the journal and in the income derived from sale and advertisement. They hope an early decision in the matter will be taken. |
| 22. | 3 83 | <p>The Committee note that the number of complimentary copies of the various Radio journals distributed during the last three years indicates that the position varies from journal to journal. While only 25 or more copies per issue of 'Betar Jagat' (Bengali) are distributed as complimentary copies, the number of complimentary copies of 'Nabhovani' (Gujarati) comes to about 600 per annum (consisting of 24 issues per year), in the case of 'Vanoli' (Tamil) about 200 copies of each issue are distributed as complimentary copies and in the case of 'Vani' (Telugu) the figure is 100 copies per issue. As against this, the total number of complimentary copies of 'Akashvani' (English) distributed per annum comes to more than 11,000 copies on an average. The Committee are of the view that this number is rather too high and efforts should be made to reduce this number of complimentary copies to the extent possible. At the same time efforts should be made to fix the print orders on a realistic basis so as to obviate the necessity of stocking a large number of unsold copies and render them obsolete as has been the case with the Radio journals published from Delhi.</p> |
| | | <p>MINISTRY OF FOREIGN TRADE AND SUPPLY (DIRECTORATE OF COMMERCIAL PUBLICITY)</p> |
| 23. | 4.2: | <p>The Committee note that against the total cost of Rs. 3,60,000 incurred on the pictorial publication 'New India', the Ministry have already earned a gross revenue from advertisement and sale amounting to Rs. 3,56,100 (advertisement Rs. 2,92,000 plus sale Rs. 64,100) and expect to sell another 150 copies thereof earning a further revenue of Rs. 7,500.</p> |
| 24. | 4.24 | <p>The Committee note that it is not possible for the Ministry to amalgamate some of the periodicals and journals as they are directed to a different audience and that instead of restricting distribution of the various journals and periodicals the Ministry have to try to expand as they have to reach an ever-expanding audience specially in the Middle East and Africa. The Committee trust that while fixing the print order in respect of each journal care is taken to ensure that the number is kept to the minimum that is considered essential and there is no overprinting resulting in unnecessary accumulation of stocks.</p> |

1	2	3
25	4.33	The Committee would like the Ministry to examine whether, as stated by the Director of Commercial Publicity in the course of evidence, the percentage of expenditure on staff could not be reduced from 47 as at present to 40.
26	4.34	The Committee would also like to know the final outcome of the proposal to give a contract to a private firm for securing advertisements and thereby diverting some surplus staff to more productive work.
MINISTRY OF DEFENCE (DEPARTMENT OF DEFENCE)		
27	5.3	The Committee find from the list of publications brought out by the Directorate of Military Regulations and Forms that the percentage of unsold publications in the case of Pension Regulations for the Air Force, Parts I and II and language Regulations is 100 and in the case of some other publications and regulations the percentage of unsold publications varies between 55 and 63. The Committee feel that a review should be made to find out the reasons for the same and take necessary remedial measures.
28	5.4	As regards the list of publications brought out by the Historical Section, the Committee find, as admitted by the representative of the Ministry in the course of evidence, that in the Medical Section the percentage of unsold books is rather high. In the case of the book 'India and the War' also the percentage of unsold books is 100. The Committee would urge that proper publicity of these books should be given in appropriate quarters so as to improve the position to the extent possible.
29	5.5	The Committee further desire that in the case of 'Sainik Samachar' efforts should be made to improve the sales so that the position of returns as against the expenditure may improve. The Committee suggest that economy may be effected in the printing of the journal by reducing overheads.
MINISTRY OF DEFENCE (DEPARTMENT OF DEFENCE PRODUCTION)		
30	5.13	The Committee note the position with regard to the print orders and unsold copies of the priced publications brought out by the Defence Research and Development Organisation. While appreciating that the position of copies left over has been showing an improvement from year to year, the Committee hope that efforts would be made to popularise these journals

amongst universities and scientific organisations so that the sales could be improved. At the same time efforts may be made to attract advertisements to cover the expenditure on production to the extent possible.

31 5.17

The Committee feel that the Popular Science and Technology journal is likely to be popular if given wider publicity because of the scientific knowledge disseminated in simple non-technical language. They hope that with a view to increasing the sale of the journal the Ministry will examine the desirability of popularising this journal amongst students, N.C.C., units and other sections of the civil population. The Committee suggest that the question of publishing this journal on a regular basis may be considered by the Ministry.

MINISTRY OF RAILWAYS (RAILWAY BOARD)

32 6.12

The Committee note that almost in all cases of publications brought out by the Ministry of Railways including Research, Development and Standards Organisation, Lucknow, there is a wide gap between the total cost of production and the income from sales and advertisements except in the case of All India Railway Time Table. The Committee have dealt with the publications 'Indian Rail' (English) and 'Bharatiya Railways' (Hindi) and All India Railway Time Table (English and Hindi) and some other publications in the subsequent paragraphs. They would like to stress however, that serious efforts are needed in the case of priced publications to augment the sales to the extent possible and to attract more advertisements so as to reduce the gap between the cost of production and revenue.

33 6.31

The Committee are of the opinion that monthly journals 'Indian Railways' (English) and 'Bharatiya Rail' (Hindi) can be made much more attractive than they are at present. They are glad to know that a reorientation in this respect is being contemplated. They suggest that efforts should be made to include in the journal articles which will be of interest not only to the Railway workers but also to the Railway users and the general public. The journals should also contain articles showing what the Railway Administration and their staff are doing to eradicate corruption, ticketless travel, alarm chain pulling and prevent accidents etc., and should also instruct the public as to what cooperation the Administration desires from them. Side by side, stories and other interesting articles with illustrations etc., should be included in the

- | 1 | 2 | 3 |
|----|------|---|
| | | journals and their get-up and size made more attractive. |
| 34 | 6.32 | The Committee hope that if all-round improvements are made in these two journals and efforts are made to attract more advertisements not only from the industry who are connected with the Railways but also from others, the sales will automatically pick up and it would be possible to reduce the gap between expenditure and income on these two journals. The Committee are also of the view that it is necessary to make efforts to reduce the cost of production of these journals which at present is rather high in both the cases. |
| 35 | 6.41 | The Committee note that efforts have been made by the Railway authorities to increase the sale of the All India Railway Time Table, to increase the advertisement revenue and to compress the matter in the Time Table by using a smaller type of printing and re-arrangement of basic material. Savings are also stated to have been effected by using an alternative quality of paper in printing of maps and by discontinuing the publication of the All India Railway Time Table in Hindi by the Railway Board and purchasing it from M/s. Railway Time Table Office, Varanasi. |
| 36 | 6.42 | The Committee feel that there is enough scope for increasing the advertisement revenue earned from the Railway Time Tables as about 33,000 copies of each issue are published twice a year. They regret, however, that no efforts worth mentioning had been made in the past to look into the aspect of advertisement. The Committee feel that with serious efforts the Railway Administration are likely to attract many more advertisements for insertion in the Time Table from the business people. They desire, therefore, that concerted efforts towards this end should be made. |
| 37 | 6.43 | As regards the difficulties experienced in finding out the connecting trains and making the All India Railway Time Table more intelligible and easy to follow, the Committee desire that the Railway Board may discuss the matter with the Union Department of Tourism and see what improvements can be made in this regard. |
| 38 | 6.48 | The Committee note that the annual 'Indian Railways' in English and Hindi are being published as suggest- |

1	2	3
		ed by the Kunzru Committee in 1957 and the Estimates Committee in 1955-56. They are glad to be told that the interest which is shown in these books makes the Railway Board feel that the publication is justified.
39	6.49	The Committee note that out of the 115 copies of the 1958 issue of the document, "History of the Indian Railways" only 3 copies remain unsold and that there is a greater interest evinced in this publication. The Committee also note that in view of the nature of the publication copies of which are generally purchased by research institutions and research scholars, the sale of all the copies will take a long time.
40	6.62	The Committee note that the Ministry have stated that "reduction in the number of copies printed of the Indian Railways Technical Bulletins and the Documentation Notes will result in an annual saving of Rs. 7,750 approximately" and that "economies are continually sought to be achieved through a deliberate review of the number of copies printed of each of the Research, Design and Standards Organization's publications."
41	6.63	The Committee are glad to note that orders have already been given that no more foreign art paper should be used for the publications of the Research, Designs, and Standards Organization.
42	6.64	As regards the printing of RDSO publications in private presses, the Committee note the explanation furnished by the Railway Board. The Committee hope that RDSO will maintain close co-ordination with CCP & S in regard to printing of their publications.
MINISTRY OF COMMUNICATIONS (P & T BOARD)		
43	7.11	The Committee note that the requirements of the various publications of the P & T Department are assessed and worked out after ascertaining the position from the various circles, taking into consideration the prescribed distribution and the actual number of copies utilised, for the next print order.
44	7.12	The Committee would like to point out, however, that as against the total print order of 35,000 each in the case of Post Office Guide Part III (A—K) and Post Office Guide Part III (L—Z) in 1966, the number of copies now held in stock is 13,973 and 12,573 respectively. This, in the opinion of the Committee, is

1

2

3

rather high being about 40 per cent especially in view of the fact that these publications have to be published every two years and the next issue is already overdue. The Committee hope that while printing the next issue of this publication care would be taken to ensure that the print order is given on a more realistic basis.

45

7.13

The Committee are glad to be told that action is being taken to rectify the lacuna in the system of the P & T Board that they do not have separate accounts for the publications. They hope this will be remedied early.

46

7.33

The Committee note that despite remedial measures taken such as reduction in staff, saving of paper and printing charges, saving in postage, saving on photos and designs as well as block making charges, reduction in complimentary copies and reduction in print order, etc., the P & T Board are still suffering a net loss of about Rs. 26,000 per year on the publication of the journal 'Dak Tar'.

47

7.34

The Committee feel that in view of the fact that no substantial improvement in the position was occurred despite the remedial measures taken, it is necessary to reorientate the get-up, outlook and contents of the journal 'Dak Tar' so as to make it more attractive and thereby attract more subscriptions and augment sales. Serious efforts should also be made to obtain more and more advertisements so that revenue from sale and advertisement could progressively increase thereby reducing the gap between expenditure and income to the extent possible.

APPENDIXVII

[Vide Introduction]

Analysis of Recommendations/Conclusions contained in the Report

CLASSIFICATION OF RECOMMENDATIONS

A. Recommendations for improving the Organisation and working :

Serial Nos. 3, 4, 6, 7, 8, 9, 13, 14, 15, 16, 18, 19, 23, 33, 37, 38, 39, 42 and 45.

B. Recommendations for effecting economy :

Serial Nos. 1, 2, 5, 10, 11, 12, 17, 20, 21, 22, 24, 25, 26, 27, 28, 29, 30, 31, 32, 34, 35, 36, 40, 41, 43, 44, 46 and 47.

Sl. No.	Name of Agent	Agency No.	Sl. No.	Name of Agent	Agency No
	DELHI		33.	Oxford Book & Stationery Company, Scindia House, Connaught Place, New Delhi—1.	68
24.	Jain Book Agency, Connaught Place, New Delhi.	11	34.	People's Publishing House, Rani Jhansi Road, New Delhi.	76
25.	Sat Narain & Sons, 3141, Mohd. Ali Bazar, Mori Gate, Delhi.	3	35.	The United Book Agency, 48, Amrit Kaur Market, Pahar Ganj, New Delhi.	88
26.	Atma Ram & Sons, Kashmere Gate, Delhi-6.	9	36.	Hind Book House, 82, Janpath, New Delhi.	95
27.	J. M. Jaina & Brothers, Mori Gate, Delhi.	11	37.	Bookwell, 4, Sant Narakari Colony, Kingsway Camp, Delhi-9	96
28.	The Central News Agency, 23/90, Connaught Place, New Delhi.	15		MANIPUR	
29.	The English Book Store, 7-L, Connaught Circus, New Delhi.	20	38.	Shri N. Chaoba Singh, News Agent, Ram Lal Paul High School Annexe, Imphal.	77
30.	Lakshmi Book Store, 42, Municipal Market, Janpath, New Delhi.	23		AGENTS IN FOREIGN COUNTRIES	
31.	Bahree Brothers, 188, Lajpatrai Market. Delhi-6.	27	39.	The Secretary, Establishment Department, The High Commission of India, India House, Aldwych, LONDON—W.C.—2.	59
32.	Jayana Book Depot, Chaparwala Kuan, Karol Bagh, New Delhi.	66			

(C) 1969 By THE LOK SABHA SECRETARIAT

PUBLISHED UNDER RULE 382 OF THE RULES OF PROCEDURE AND CONDUCT OF
BUSINESS IN LOK SABHA (FIFTH EDITION) AND PRINTED BY THE GENERAL
MANAGER, GOVERNMENT OF INDIA PRESS, MINTO ROAD, NEW DELHI.
