

**PUBLIC ACCOUNTS COMMITTEE**  
**(1971-72)**

(FIFTH LOK SABHA)

**THIRTY-NINTH REPORT**

**[Paragraph 75 of the Report of the Comptroller and Auditor General of India for the year 1969-70, Central Government (Civil) relating to All India Radio.]**



**LOK SABHA SECRETARIAT**  
**NEW DELHI**

*April, 1972/Chaitra 1894 (Saka)*

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CORRIGENDA TO THE 39TH REPORT OF THE PUBLIC  
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 ON THE 27TH APRIL, 1972.

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Minutes of the sittings of the Public Accounts Committee  
held on the 31st August, 1971. (PN)  
the 12th April 1972 (A.N.)

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(1971-72)

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Shri B. B. Tewari—*Deputy Secretary.*

Shri T. R. Krishnamachari—*Under Secretary.*

\*Ceased to be Member of the Committee w.e.f. 3-4-72

## INTRODUCTION

1. I, the Chairman of the Public Accounts Committee as authorised by the Committee, do present on their behalf this Thirty-Ninth Report (Fifth Lok Sabha) on paragraph 75 of the Report of the Comptroller and Auditor General of India for the year 1969-70, Central Government (Civil) relating to All India Radio.

2. The Report of the Comptroller and Auditor General of India for the year 1969-70, Central Government (Civil) was laid on the Table of the House on the 22nd June, 1971. The Committee examined the paragraph relating to All India Radio at their sitting held on the 31st August, 1971 (FN). The Committee considered and finalised this Report at their sitting held on the 12th April, 1972. Minutes of the sittings form Part II\* of the Report.

3. A statement showing the summary of the main conclusions/ recommendations of the Committee is appended to the Report (Appendix). For facility of reference these have been printed in thick type in the body of the Report.

4. The Committee place on record their appreciation of the assistance rendered to them in the examination of this paragraph by the Comptroller and Auditor General of India.

5. The Committee would also like to express their thanks to the officers of the Ministry of Information and Broadcasting for the cooperation extended by them in giving information to the Committee.

ERA SEZHIYAN  
Chairman,

NEW DELHI:

April 12, 1972.

Public Accounts Committee.

Chaitra 23, 1894(S).

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\*Not printed. (One cyclostyled copy laid on the Table of the House and five copies placed in the Parliament Library).

## MINISTRY OF INFORMATION & BROADCASTING

### ALL INDIA RADIO (INCLUDING RADIO PUBLICATIONS)

#### (1) Introduction

##### *Audit Paragraph*

1.1. All India Radio is being managed as a department of the Government of India. In its report submitted in April, 1966, the Committee on Broadcasting and Information Media recommended that the broadcasting services should be entrusted to an autonomous corporation to be set up under an Act of Parliament. This recommendation was not accepted by Government.

1.2. The working of the All India Radio was last reviewed in Section XXVI of Audit Report (Commercial), 1967 and was discussed by the Public Accounts Committee, vide paras 1.22 to 1.52 of their 27th Report (Fourth Lok Sabha—April, 1963). The action taken by Government on the Committee's recommendations is available in their 82nd Report (Fourth Lok Sabha—April, 1969).

[Para 75(1), Report of the Comptroller & Auditor General of India for the year 1969-70 Central Government (Civil)].

1.3. The Committee on Broadcasting and Information Media *inter alia* made the following recommendation regarding the reorganisation of the All India Radio:

- (i) All India Radio's failures arise from organisational deficiencies and inadequate financial resources. Its functioning as an Attached Office of the Government of India creates several difficulties for the organisation. It is over-centralised. The powers delegated to the Director General are quite inadequate administratively and financially to allow him to function efficiently and the stations of AIR are similarly handicapped. All executive levels should have administrative and financial authority commensurate with their responsibilities.

- (ii) It is not possible to enlarge the Director General's powers to the extent necessary in a Government organisation.
- (iii) Agencies such as the Railway Board, the Atomic Energy Commission, the Council of Scientific and Industrial Research are also not suitable models for a broadcasting service for various reasons.
- (iv) The corporate form successfully adopted by broadcasting organisations in other countries has been accepted for various State industrial enterprises in India. A similar form for All India Radio would provide it with the freedom to evolve its own methods of recruitment, regulate scales of pay and conditions of service according to its needs, and devise a financial and accounting system appropriate to its creative activity.
- (v) It must have administrative freedom which a Government department cannot enjoy. It should have flexibility in recruitment and the authority to weed out unsuitable staff from time to time.
- (vi) The Corporation should be set up by an Act of Parliament laying down clearly its objectives; the scope of Government authority should be defined; the right to require the Corporation to broadcast certain programmes and the right to veto broadcasts in the national interest should be reserved to Government; the Act should lay down the authority and powers of the Governors. Parliament should ensure that these safeguards are invoked when necessary.

1.4. In a note the Ministry of Information and Broadcasting have stated, "Government have examined the question in detail and decided that this recommendation should not be accepted and AIR should not be converted into an autonomous statutory corporation for the present."

1.5. During evidence the Secretary, Ministry of Information and Broadcasting stated that "—It is not merely my view but my Minister has said in Parliament that we do not agree with the Chanda Committee's report that this should be made into a corporation. In my opinion, there are some very serious and good reasons why it should not be made into a corporation. But I think we should dele-



gate a lot more of administrative powers to the AIR than we do and create a board like the P&T Board or the Railway Board. The Railway Board is not autonomous; it is a part of Government. The P&T Board is also a part of Government. But there is a board. There is a Finance representative on the Board and the decision taken collectively by the Board prevails. There is no further reference back either to the Ministry or to the Finance Ministry. I would like and this is what the Minister has also said in Parliament—a reorganisation of the All India Radio on this basis. There should be a board on which there should be a Finance man and there should be others also. It is no use just saying that Finance man should be given the powers. If anything goes wrong, somebody must be held responsible. In this view, the Board collectively must take that responsibility. This is the line on which we are working at present."

1.6. The Committee desired to be furnished with a detailed note on the contemplated future set up of the All India Radio and when the reorganisation is likely to be completed.

1.7. The requisite information is still awaited.

1.8. The Committee note that Government have not accepted the recommendation of the Committee on Broadcasting and Information Media that broadcasting services should be entrusted to an autonomous corporation to be set up under an Act of Parliament. The Committee desire that early decision should be taken about the future organisational set up of All India Radio and the Committee advised in due course. They hope that the reorganisation of the broadcasting services would result in delegation of more administrative and financial powers to the organisation to enable it to function more efficiently.

## **(2) Delay in Installation of Imported Equipments and Commissioning of Transmitters**

### *Audit Paragraph*

1.9. (a) There was delay ranging between 23 months and 40 months in the issue of certain imported transmitters, studio equipments, etc., worth Rs. 90.15 lakhs. According to the supply orders, the above equipments were guaranteed for one year from the date of their receipt. The period of guarantee had expired even before these equipments were issued for installation.

1.10. (b) Similarly, delay ranging between 5 months and 36 months was noticed between the date of installation and the date of inauguration of certain transmitters worth Rs. 98.22 lakhs, resulting in blocking up of funds.

[Para 75 (2), Report of the Comptroller & Auditor General of India for the year 1969-70. Central Government (Civil)].

1.11. The position of issue of imported transmitters, studio equipments, etc. referred to in Sub-para (a) as at the end of July, 1970 as intimated by Audit is shown below:—

Sl. No.	Name of the Station	Description of equipment	Date of receipt	Date of issue to site R.F.	Period of delay in months	Value (Rs. in lakhs)
1	Simla	100 KW-MW transmitter	24-12-67	11/69	23	14.55
2	Imphal	50—Do.	13-9-67	11-3-70	30	12.33
2	Alleppey	100 Do.	28-7-67	4/70	32	14.55
4	Gorakhpur	100 Do.	20-3-67	Not issued	40 (upto July, 1970)	14.30
5	Kumaon	Studio equipment and Mast Studio equipment Transmitter and studio. Studio equipment	July 1967	Do.	37 (upto July, 1970)	34.42
6	Himachal Pradesh					
7	Kohima					
8	N.E.F.A.					
9	Nagaland	Do.				
10	Dibrugarh					

1.12. In a note submitted in advance of the evidence, the Ministry have indicated the present position of the issue of equipments/materials:—

“Equipment worth Rs. 74.25 lakhs, particulars of which are given below, has been issued:—

Equipment issued	Cost
	Rs. lakhs
(i) 100 kw mw Transmitter for Simla . . . . .	14.56
(ii) 50 kw mw Transmitter for Imphal . . . . .	12.33
(iii) 100 kw mw Transmitter, Alleppey . . . . .	14.55
(iv) 100 kw mw Transmitter for Gorakhpur . . . . .	14.30*
(v) Mast Gorakhpur . . . . .	2.61
(vi) Studio equipment for various studio projects . . . . .	15.90**
	74.25

Equipment worth Rs. 15.90 lakhs still remains to be issued. Most of it will be issued during the course of this year (1971) for Kohima and Imphal Projects."

According to a further note submitted by the Ministry the dates of issue/receipt at site of the shipment mentioned against (iv) to (vi) are as follows:—

\* (iv) The Gorakhpur transmitter was despatched in eight trucks from Calcutta, commencing on 26th May, 1971.

\*\* (v) The Kumaon mast (Rs. 2.61 lakhs) was diverted to Gorakhpur 100 KW installation on 24th September, 1971 by road transport.

\*\* (vi) As regards the issue of items of studio equipment worth Rs. 15.90 lakhs during the period between the date of review by Audit and the date of evidence before the Public Accounts Committee, such issues comprised a very large number of sundry items of equipment despatched to various priority projects of All India Radio from time to time spread over the entire period, commencing from August 1970 to August 1971.

\*As per local Audit Verification transmitters Valves (Value not known) included in this figure had not been issued upto January 1972.

\*\*According to local Audit Verification equipment worth Rs. 49,426 only had actually been issued upto 20-10-71.

1.13. In regard to the latest position of utilisation of the balance equipment of Rs. 15.90 lakhs remaining in the stocks of R.E. (East), All India Radio, Calcutta, it has been intimated by that officer to All India Radio Directorate on 30th November, 1971 that a further Rs. 0.77 lakhs worth of sundry items of equipment have been issued, resulting in a reduced stock value of Rs. 15.13 lakhs with him as on 30th November, 1971.

1.14. The following were the transmitters referred to in sub-para (b) of the Audit para where delay occurred between the date of installation and the date of inauguration:—

Sl. No.	Name of the station	Cost (Rs. in lakhs)	Date of installation	Date of inauguration	Remarks
1	100 KW-MW Calcutta.	27.20	Nov. 1967	21-7-1968	Lack of programme arrangements.
2	100 MW-KW Jullundur	28.28	Aug., 1967	21-4-1968	The transmitter was being used for radiating the programmes of the 50 KW transmitter, which was being shifted to the permanent building.
3	1 KW-MW Jullundur	0.70	Mar. 1965	1-3-1968	Lack of funds under recurring grant.
4	1 KW-MW Ranchi	0.71	Aug., 1967	1-3-1968	Lack of funds under recurring grant.
5	100 KW-MW Dibrugarh	41.33	Sept., 1968	15-2-1969	Staff for manning the station could not be positioned earlier.

1.15. The Committee desired to know the reasons for the inordinate delay ranging between 23 months and 40 months in the issue of certain imported transmitters, studio equipments etc. and delay ranging between 5 months and 36 months between date of installation and date of inauguration of certain transmitters. The Secretary, Ministry of Information and Broadcasting stated during evidence:

“.....The reason for the time-lag between the purchase and the erection was that the purchases were done before any definite time-schedule had been worked out for installation. The reason for making the purchase at that stage and not a little later as should really have been done after

the time-schedule had been worked out was that there was at that time an offer from the Japanese firm, the NEC, who were at that time collaborating with our BEL and who were prepared to offer these transmitters on an average at about 25 per cent less than the current market price at that time. So, it was in order to take advantage of this offer and also to make sure that we could, to the extent possible, other things being not unfavourable in this case, they were very favourable... get them that it was decided that we should get our transmitters from the NEC, because they were collaborating with the BEL, and the spare parts for these transmitters will be, as they are now being, manufactured by BEL—it was felt that it would be easier to get these spare parts, because they would on the basis of this collaboration be manufactured in our country.

For these two reasons, Government were at that time keen on concluding this purchase transaction with the NEC of Japan. Admittedly, it was done without waiting for definite time-schedules to be drawn up and waiting for deciding exactly what the correct moment for such purchase would be. This is the reason, as I have gathered from all the papers available with me.

On the second point, I am afraid I cannot give any very strong reasons, that is, regarding the delay in commissioning the transmitters after they were erected. I am afraid that there was a lack of coordination as far as I can see. While the hardware as they are called were being erected, there were not at the same time corresponding steps taken to go ahead with the drawing up of the programmes. I think there has been delay and it would not serve any purpose our trying to explain a delay which should not really have occurred."

1.16. In reply to a question as to why the purchases were made without any definite time schedule, the Secretary stated, ".....The purchases were made against specific clauses. Not that some lump sum purchases were made without the Government or the AIR knowing where and how they would use it. They were made against certain specific projects. But in implementing a project, a good deal of time-lag has to be allowed. For instance, in some cases, implementation involves land acquisition; first, there has to be the selection of sites. Secondly, after the selection of sites, after the area has

been selected, there comes the question of land acquisition. Land acquisition involves legal procedures which entail a great deal of delay, especially in cases where the people go to court or stop us from taking possession of the land and so on. Then there are various other preparations like preparing the estimates, sanction of the estimates, getting the estimates vetted, etc. All these procedures do take a certain amount of time. What should normally have been done was to allow for this time and synchronise the purchase with the completion of these formalities. That is what normally should have been done. But in this case, because of this offer, Government felt that even if they expect a normal delay of two years and a half in the implementation of the project after going through all these formalities like land acquisition and so on, instead of ordering this equipment a year or 18 months later when this offer would not be available, it would be better to go ahead and order immediately. I do not think there has been any loss on account of this decision."

1.17. The witness added, "...As regards the purchase, Government took decision to make the purchases in April, 1965. Actually, the purchase order was placed on the 14th February, 1966."

1.18. The Committee enquired why selection of sites, acquisition of land and the procedures involved in it which were the main reasons for the delay were not attended to during the period of 32 months between the date of taking a decision to place the order and the date of the receipt of the equipment even though in some cases the transmitting stations were already there and only needed strengthening and the question of land acquisition did not arise.

1.19. The representative of the Ministry (Chief Engineer AIR) stated: "You referred to four cases—Simla, Imphal, Alleppey and Gorakhpur. You know very well that in the case of Alleppey and Gorakhpur, there were no radio stations functioning at that time when we decided about these transmitters. No doubt, in the case of Imphal and Simla, we had radio stations. Simla had a very low-power shortwave station which was functioning, and we wanted to put up a medium wave transmitter of 100 kw. there. We had to survey a fresh site. The site used for the transmitter there, could not be used for a 100 kw. transmitter and a site about 20 to 40 acres is required for such purposes. We had, therefore, to undertake an extensive survey and select a suitable site.

Similar is the case with Imphal. It has got only a one kilowatt medium wave transmitter. We have installed a 50 kw transmitter away from the town. So was the case with Alleppey. As you know,

there was no transmitter there, and we had to do a fresh survey for the selection of a site. So is the case with Gorakhpur. In these cases, it meant a new installation and new requirements. Even though the equipment was ordered in 1966, at that time none of these projects had been sanctioned. They were sanctioned later on. Again, for procurement of the equipment in advance, in view of the prevailing situation in the country, action was taken subject to the condition that the normal procedures of the Expenditure Finance Committee were gone through and the project reports are all approved by the Government."

1.20. The witness stated further, "Normally, a project of this nature takes nearly three to five years to materialise. We did take action simultaneously for the survey of sites; selection of sites and the preparation of the estimates, going to the CPWD for construction and so on. There was the question of tenders etc., and all these things take time. But, as the Secretary has pointed out, we had the advantage of the cost. If we had gone at that time for procurement of the equipment, we would have certainly gone in for a higher cost, but we had some of this type of equipment already in use in the AIR. We knew that they would work very well. There was no loss at all."

1.21. When pointed out that the loss in this connection is loss exactly in terms of money but also for the country because it is equipment required for the country for the purpose of broadcasting to the people, the Secretary explained, "I made that statement that there was no loss. I should like to explain that. We are fully aware that when the capital is locked up, you can calculate losses on various accounts, loss of interest, loss on account of deterioration or depreciation and so on. But as against that if we accept the fact that the time-lag between the decision and the actual installation might have been about 3 or 4 years in view of the various formalities to be completed, that was unavoidable. Then, the only alternative before us would have been either to place orders at the time they were placed or to place orders a couple of years later. By placing the orders when they were placed, we were able to get these transmitters at the price which prevailed in 1961 even though the orders were placed in 1967 which normally we should have done. Then we have had to pay 25 per cent more. Therefore, the saving of this 25 per cent both in foreign exchange and in rupee terms exceeds, in my opinion, the loss of interest, etc. that occurred."

1.22. In a subsequent note furnished by the Ministry, they elucidated this point further thus:

"M/s. BEL, had, in this case, offered to supply the transmitters at the same price at which they had supplied similar transmitters to A.I.R. about 5 years earlier i.e., in 1960-61. Considering that there had been a tremendous rise (not less than about 25 per cent) in the world market prices of transmitters and other electronic equipment between the years 1960-61 and 1965-66, B.E.L.'s offer for supplying these transmitters at the rates prevailing in 1960-61 was considered quite attractive. [An actual budgetary survey conducted by A.I.R. of the world market prices of transmitters in 1965 actually revealed for instance, that as against the cost of Rs. 4.51 lakhs F.O.B., indicated by M/s. BEL for a 100 kw. transmitter of their supply (under NEC collaboration), the world market prices for transmitters of the same power ranged between Rs. 5.85 lakhs F.O.B. and Rs. 15.60 lakhs F.O.B.]

In view of the fear of the non-availability of the equipment urgently needed by us to cover our border areas and the singularly fortunate and profitable offer given to us by B.E.L., it was decided that the equipment offered by B.E.L. must be accepted. The further advantage that the placement of order on B.E.L. would ensure the availability of spares and valves indigenously from that source in the near future was also a weighty consideration.

The total interest lost on the capital due to equipment remaining in storage for various periods till its issue to the project site for utilization has been worked out at the borrowing rate of 4 per cent and this would amount to roughly Rs. 11.8 lakhs. As against this, the savings effected due to the purchase of the transmitter at approximate 25 per cent lower prices than world market prices prevailing at the time of contract is estimated at Rs. 13.2 lakhs. From this, it will be seen that the advance procurement has resulted in an overall gain to the Government. As regards depreciation, the equipment under consideration are electronic items and for them, depreciation comes into picture only after the equipment has been put into actual use. There is no depreciation during storage."



1.23. In reply to a question whether the guarantee period of one year given for all the equipments which had been supplied had been extended or the Department lost by not utilising that guarantee period, the witness stated, "The guarantee is in two parts, (i) the equipment is guaranteed for performance for one year. Normally, this is guaranteed against manufacturing defects. Certainly, we could not avail of this offer because we installed it after the period of one year was over. But having installed the equipment, we have found no defects and there is no loss due to that. The performance has been all right.

Secondly, there are items which are of consumable nature like transmitting valves etc. which have a guarantee of 40 months. Unless we avail of that guarantee, we will loose if there is any manufacturing defect. We opened all the packages and checked the equipment. We removed the transmitting valves and, we used them on other circuits so that the guarantee was fully availed of. So, we have not lost as such due to the guarantee being expired before the transmitters were installed."

1.24. At the instance of the Committee, the Ministry have furnished the following statement showing the dates on which the equipments were installed at various places or are likely to be installed.

100 KW MW Transmitter, Simla	Commissioned into service on 25-1-71
100 KW MW Transmitter, Imphal	Commissioned into service on 2-10-71
100 KW MW Transmitter, Alleppey	Commissioned into service on 17-1-71
100 KW MW Transmitter, Gorakhpur	Installation commenced in May 1971. Likely to be commissioned by March, 1972.

As regards the various small items of studio equipments issued to a large number of projects from time to time, the actual date of installation are not available in AIR Directorate headquarters. However, since these items are such that do not need any elaborate installation for their immediate utilization, a record of their utilization dates would closely following the record of their dates of despatch from Calcutta."

1.25. The Committee enquired how much time did it normally take from the time of taking a decision to the date of commissioning a transmitter. The Secretary stated: "It is not the installation that

takes very much time, but there are a lot of other formalities. From the date of conceiving a project to completing the erection, it is anything from four to five years."

1.26. Asked to give the break up of these four to five years, the Secretary stated: "I think the break up can best be illustrated from some of the past cases and I shall give the case history of Alleppey. The site survey was started in April 1967; administrative approval to the project was given in September 1967 and the site was finally selected in September 1967. Acquisition started in September 1967 but the site was taken over in April 1969. This is a big time lag which is needed for the acquisition proceedings. That depends to a large extent on the State Government and the land acquisition collector."

1.27. When pointed out that delays like lack of programme arrangement, lack of funds under recurring grants, staff for manning the station could not be positioned, could have been avoided, the Secretary stated: "These were the immediate reasons but there can be no justification for those reasons."

1.28. The Committee enquired as to what steps the Ministry proposed to take to see that the Department are in a position to instal the equipment within the warranty period so that if there was any major manufacturing defect, they were in a position to invoke the warranty clause. In reply, the Secretary stated: "In this case this risk that things will not turn out all right and the guarantee would not be enforceable, this risk was deliberately taken because of the very attractive price offer. But, normally, such thing should not have been done. We must have a time schedule and see that as soon as the equipment is delivered within a month or two you can start installation and for that all that is necessary is to have a proper schedule to which we should rigidly adhere."

1.29. The Committee pointed out that the Report of the Committee on Broadcasting and Information Media had made an observation regarding procurement of transmitters (page 33, para 91) as under:—

"A more serious lacuna is that AIR has not been able to place orders on Bharat Electronics Ltd. for the production of transmitters for which it is now fully organised."

1.30. The Committee enquired as to what was the lacuna that had prevented the Ministry from placing orders with Bharat Electronics even though they had the capacity to indigenously produce trans-

mitters. The witness stated: "The Bharat Electronics has entered into collaboration for manufacturing this equipment. But they were not ready at the time when this equipment was required. Before placing an order for the equipment, we had discussion with the Managing Director of the Bharat Electronics asking him whether this equipment could be produced. They said that the time required to produce this equipment would be 3-4 years. Previously, prior to their collaboration, we have been getting the equipment through the Bharat Electronics for the supply of transmitters."

1.31. The witness added that "Even this order was placed through Bharat Electronics for getting the equipment from the collaborators with whom they have already entered into an agreement, and the transmitters are now under production."

1.32. In reply to another query, the witness stated: "Even to Bharat Electronics we have to give the foreign exchange. In the initial period they have to import in kit form and assemble. Indigenous components will go on increasing. Even now the equipment has not been supplied by them."

1.33. The Secretary added: "I do not think we agree with that remark of the Chanda Committee. It has been our practice to place orders on Bharat Electronics, but not necessarily to wait for them to manufacture. They have imported certain items from collaborators which they would produce in future. I do not think there is very much difference in foreign exchange either, because in any case even the so-called production in the first two years would have been based largely on foreign components which would have been merely assembled. So, it was not worth while to wait for four or five years only to get them to produce this."

1.34. Asked as to when the All India Radio started placing orders on B.E.L. the witness stated: "The first orders for indigenous transmitters were placed on them in 1968-69. Till that time they were not ready to entertain any orders. The equipment has not been delivered till now, though they promised to give in 18 months. These are 110 and 100 kw. medium wave transmitters for which they have entered into collaboration."

1.35. The Committee pointed out that the Chanda Committee Report has said that a variety of transmitters pose many problems of maintenance and spare. The Committee desired to know how the Department propose to deal with the difficult problem of the spare parts. The Secretary stated: "They only answer to that problem

in our opinion is standardisation of equipment. All the equipment should be standardised so that spare parts are inter-changeable. But there are certain difficulties, particularly, in our country where the source of foreign exchange has to vary according to the situation. The moment we get foreign exchange from payment country, we are bound to it. May be the Soviet Union or some East European Country. Sometimes we are bound down to Yen — Japan. There we may have to sacrifice standardisation. Nevertheless, standardisation is something which has been kept very much in mind and if you permit us, I think the Chief Engineer will tell what work has been done standardisation and how much it has been effective."

1.36. The Chief Engineer, A.I.R. explained: "We have been having various types of equipment right from the beginning in the AIR as Secretary pointed out and we have given certain amount of thought and considering the indigenous production of electronic components in the country and wherever it is possible, we are trying to improvise the components that are available in the country to the extent possible. But, so far as the transmitting equipment is concerned, we were using various types of powers -- 250 watts, 500 watts, 1 kw, 2 kw, 10, 20, 50 and 100 kw. Now since the Bharat Electronics has entered into collaboration for the manufacture of medium equipment and we have to standardise on 1 kw, 10 kw, and 100 kw. We are now achieving some sort of standardisation as far as medium transmitters are concerned. They have also got a special section dealing with transmitters valves which consumes foreign exchange. In the new transmitters that we are going to have, the corresponding valves will be manufactured in this country.

Regarding other components, we have to wait for some time till the electronics components industry is developed. Whatever is available in this country, we are using it to the maximum extent in our organisation."

1.37. The Committee drew the attention of the witness to the following observations made by the Chanda Committee at page 33 of their Report:—

**"We have found that neither the location of transmitters nor their procurement is always determined on technical considerations. Regional pressures for transmitters have often led to the choice of unsuitable locations for the coverage intended. Similarly political considerations have intervened in the selection of sources of supply."**

1.38. The Committee enquired how far the All India Radio or the Ministry have combated these undesirable pressures. The Secretary stated: "Pressures are certainly there and if I may say so they are bound to be there not only in our country but in all democratic countries in the world. But I will tell you the criteria on the basis of which we normally formulate our plans. May be some times we have to deviate to some extent. But the main criteria are: first comes the border areas. Secondly, the tribal areas and thirdly to ensure an even spread of the radio net work in all parts of the country. In some parts of our country nearly 80% coverage is there whereas in certain areas they have exceeded that. Tamilnadu is 94 per cent whereas Madhya Pradesh is very badly covered at the moment. Therefore, in the next plan, apart from tribal and border considerations, of course, we will have to try to even out this average. This is the criteria on which we draw up our plans. This is due to historical reasons and we are aware of the fact that MP average is not as much as in the other areas."

1.39. The Committee enquired what Government propose to do in the light of experience about delay in acquisition of land and construction of buildings. The Secretary stated: "..... I think there are two main reasons for these delays. Firstly, a part of the implementation is not in our hands but in the hands of other agencies. For instance, construction work has to be done by the CPWD. For this we have decided, and government have agreed, that instead of going to CPWD we shall have a civil engineering wing in the Ministry of Information and Broadcasting itself, who will be directly responsible for construction. I think personally that we shall be in a better position to influence and convey our urgency to our own organisation rather than be in the queue in the CPWD.

The other is, I am afraid, a question of procedure. I personally feel that our procedures at various stages are extremely dilatory and it takes a lot of time to sanction an expenditure. Why? Because the type of scrutiny which goes into the expenditure is not relevant. A lot of time is spent on detailed scrutiny which ultimately does not save any money but in many cases helps in increasing our expenditure because delay always means that prices go up and so it will always mean some additional expenditure. I cannot say this view has been accepted but I have certainly put up a detailed note on this subject and have suggested a change at least to my Ministry."

1.40. The Committee are given to understand that the suggestions made by the Secretary, Information and Broadcasting have been referred to the finance for examination.

1.41. The Committee enquired when the decision to create a civil engineering wing in the Ministry of Information and Broadcasting who would be directly responsible for construction, was taken. The Ministry, in a note, have stated as under:

“The proposal for the establishment of a Civil Construction Wing in All India Radio was approved by the Cabinet in principle on the 28th October, 1970. Thereafter, the proposal was submitted to the Ministry of Finance on the 15th March, 1971, for obtaining the approval of the Expenditure Finance Committee. The approval was received on the 30th July, 1971.

The necessary staff for Headquarters, Divisional and Sub-divisional offices has since been sanctioned. The Chief Engineer and some other officers have already joined and action is now under way to recruit the remaining supporting staff.”

1.42. The Committee note that the delay in the issue of the imported transmitters occurred because Government wanted to avail of the offer from the N.E.C.—a Japanese firm who were at that time collaborating with B.E.L. and were prepared to sell at about 25 per cent less than the market price current at that time. The Committee have been informed that although the purchases were made without any definite time schedule, the advance procurement has resulted in an overall gain to the Government even after allowing for interest lost on the capital due to the equipment remaining in storage for long periods. They are also given to understand that the equipments were found free from manufacturing defects and that Government did not lose even though the guarantee period had expired when they were actually put to use.

The Committee have been informed that even in a normal case it takes anything from four to five years from the time of taking a decision to instal a transmitter to the time it is actually commissioned. A good deal of delay is attributed to the dilatory and cumbersome procedure for according expenditure sanction at various stages which is the prime reason for holding up implementation of plan projects. The suggestions put forward by the Ministry of Information and Broadcasting for rationalising the procedure in this regard, are stated to be under examination in the Ministry of Finance. The Committee hope that expeditious action will be taken by Government on the aforesaid proposals in the interest of speedy implementation of Plan projects.

1.43. The Committee have been informed that a Civil Engineering Wing has recently been created in the All India Radio which

will be directly responsible for the construction work. The Committee hope that this should eliminate delay on this score.

1.44. The Committee are concerned to note that the A.I.R. has a variety of transmitters and other equipments leading to serious problems of maintenance and spares. Now that B.E.L., is in a position to supply most of the electronic equipments including transmitters the Committee desire that the All India Radio should make earnest efforts to standardise the equipments and obtain them from indigenous sources to the maximum extent possible.

1.45. While there may be justification for the delay that occurred in the issue of imported transmitters and studio equipments, the Committee do not find any justification whatsoever in the delay ranging from 5 to 36 months in the commissioning of transmitters after their installation. According to the representative of the Ministry "there was a lack of coordination, while the hardware as they are called were being erected, there were not at the same time corresponding steps taken to go ahead with the drawing up of the programme. It would not serve any purpose our trying to explain a delay which should not have occurred."

1.46. The Committee expect that effective steps will be taken by Government to eliminate such unwarranted delays which arise due to lack of coordination and advance planning for commissioning of transmitters after their installation.

### **Commercial Broadcasting Service**

#### *Audit Paragraph*

1.47. Consequent on the acceptance of the recommendation made by the Committee on Broadcasting and Information Media, a Pilot project scheme for commercial broadcasting service was inaugurated on 1st November, 1967 for Bombay-Nagpur-Poona sector, with the object of gaining experience in the line and to prepare an infrastructure for extension of the service to other parts of the country. The service was extended to Calcutta on 15th October, 1968, Delhi on 1st April, 1969, Madras-Trichy on 13th April, 1969, Chandigarh-Jullundur on 4th October, 1970, Bangalore-Dharwar on 18th October, 1970, Ahmedabad-Rajkot on 29th November, 1970 and Kanpur-Lucknow-Allahabad on 27th December, 1970.

(a) *Procurement of business*

1.48. Advertisements are accepted either direct from advertisers or through agents who fall under these categories viz., 'Accredited', 'Recognised' and 'Canvassers'. Accredited and recognised agents get a commission of 15 per cent. of the gross-business secured by them while the commission to canvassers is restricted to 6½ per cent the gross business. ..

1.49. Out of the total business of Rs. 331.27 lakhs secured by the Department up to 31st March, 1970, business worth Rs. 324 lakhs (97.8 per cent) was secured through agents and the balance direct from the advertisers; a commission of Rs. 48.19 lakhs was paid to the agents for securing the business.

1.50. Accredited agents are allowed credit facilities for 45 days calculated from the first day of the month following the month in which the broadcast is made.

1.51. The following table shows the position of outstanding dues from accredited agents during the last three years:—

(Rs. in lakhs)

	1967-68	1968-69	1969-70
Gross revenue earned through accredited agents	15.47	67.35	185.20
Amount due from accredited agents at the end of the year	6.21	16.41	31.95
Percentage of outstanding to gross revenue	40.1	24.4	17.3

1.52. On an average, an amount equivalent to two months' sales always remains outstanding against the accredited agents.

1.53. It is understood that advertising agencies who procure advertisements for Radio Ceylon, Radio Pakistan and most of the commercial net-works in U.S.A., are required to make payment in advance.

(b) *Fixation of advertisement rates*

1.54. The advertisement rates are fixed by a Rate Committee comprising of the representatives of advertisers, agents and the Depart-



ment. The Rate Committee laid down the following guidelines for determining the rate per 1000 tuned-in receivers:—

- (i) In most developed countries there was a close relationship between the mille rate of newspapers and radio rates. Normally the radio rates were 7 to 8 times of newspaper rates. In India the mille rate of the first six widely circulated newspapers was 10 paise per 1000 copies sold. The Committee felt that on this basis 75 paise 1000 tuned-in receiver for 'peak' hours, 70 paise for 'semi-peak' hours and 65 paise for 'off-peak' hours was a very reasonable rate.
- (ii) 30 seconds and 15 seconds spots should be charged proportionately higher at 20 per cent. and 40 per cent. respectively more than one minute rate.

1.55. In addition, the following factors are also taken into consideration while preparing the rate cards:—

- (i) Number of Radio licences in the service area,
- (ii) the popularity of the Vividh Bharati service in the region; and
- (iii) the market potential of the region.

1.56. The rates calculated and approved for the Commercial Broadcasts at different centres are as follows:—

		(figures in rupees)																	
		Bombay-Poona-Nagpur and Calcutta						Delhi						Madras-Trichy and other sectors.					
		Sunday			Week days			Sunday			Week days			Sunday			Week days		
		A.	B.	C.	A.	B.	C.	A.	B.	C.	A.	B.	C.	A.	B.	C.	A.	B.	C.
7 sec.		55	40	25	40	25	20	40	30	20	30	20	15	35	25	20	25	20	15
15 sec.		90	55	25	55	28	20	65	45	20	45	20	15	60	40	25	40	25	15
30 sec.		150	100	35	100	48	35	115	75	35	75	40	30	100	65	45	65	35	30
60 secs.		250	160	65	160	80	45	190	120	55	120	60	40	165	110	55	110	55	40

A— Peak hour.

B—Semi-peak hour.

C—Off -peak hour.

1.57. An examination of the papers available in the departmental files indicated the following position:—

(i) *Bombay-Poona-Nagpur sector and Madras-Trichy sector*

The rates for Bombay-Poona-Nagpur sector and Madras-Trichy sector were fixed in July, 1967 and January, 1969 respectively. The rates for Bombay-Poona-Nagpur sector were revised in June, 1968 (effective from 1st September, 1968); no revision of the rates applicable to Madras-Trichy sector has been made so far (December, 1970).

(ii) *Calcutta-sector*

1.58. The rates applicable to Bombay-Poona-Nagpur sector were made applicable to Calcutta sector without making any detailed calculations on the basis of the number of radio sets and the popularity of the programme. The number of B.R. licences and the population in Bombay-Poona-Nagpur sector vis-a-vis Calcutta are given below:—

	Bombay Poona Nagpur	Calcutta
No. of B.R. Licences (December, 1967) . . . . .	6,68,866	9,11,779
Population (1961) . . . . .	60,21,776	1,46,21,885

1.59. These rates have not been revised so far (December, 1970). The Ministry have stated (January, 1971) as follows:—

"On-the-spot study of Vividh Bharati Commercials was conducted in March, 1969. The results did not justify even the existing rates. The question of raising the rates was, therefore, not taken up. Even now it is with great difficulty that the entire time available for Commercial Broadcasting is sold."

(iii) *Delhi sector*

1.60. As already mentioned, the Commercial Broadcasting Service was extended to Delhi on 1st April, 1969. In the absence of any authentic data, the percentage of popularity of Vividh Bharati programme was taken at par with Bombay sector and on the basis of the number of B. R. licences on 31st December, 1967, the rates were fixed in August, 1968 without taking into account the expected increase in the number of B.R. licences in future, as was done while fixing the rates for the Bombay-Poona-Nagpur sector. Although the

number of B. R. licences as on 31st December, 1968 was available with the Department before the extension of the Commercial Broadcasting Service to Delhi, the rates already fixed were not modified.

1.61. The number of B. R. Licences as on 31st December, 1967 and 31st December, 1968 are given below:—

Particulars	As on 31st December, 1967	As on 31st December, 1968
Union territory of Delhi, Rohtak and Gurgaon districts of Haryana and Meerut and Bulandshahar district of U.P.	5,24,956	6,30,950

1.62. Leaving aside the popularity of Vividh Bharati programme, if the number of B. R. licences as on 31st December, 1968 had been adopted for the calculation of rates, the existing rates would have been increased by Rs. 23.85 per minute, resulting in an additional revenue of about Rs. 1,908 per day or a gross revenue of Rs. 6.96 lakhs per annum.

1.63. The Rate Committee in their meeting held on 13th August, 1968 emphasised the need for a comprehensive listener research for the commercial broadcasting service in order to find out the regions where the charges could be enhanced. It was also suggested that a part of the income from this service should be earmarked for the comprehensive listener research service.

1.64. The Department has conducted three surveys during August, 1969, March, 1970 and October November, 1970 in different sectors. but the rates for the Commercial Broadcasting Service have not been revised (December, 1970) in any of the sectors on the basis of these surveys.

1.65. In this connection, the Ministry have stated (January, 1971) as follows:—

“In a period when the Commercial Service is continuously extending to new centres, frequent changes in the rate structure would impair the business considerably. As it is, enough business is not forthcoming at the new centres; the position of Calcutta and Madras is also weak. It is only after the Commercial Service is fully developed and has covered the entire Indian Markets the time for re-organising the rates in the light of experience would come. At present the rate structure of the Commercial Service is maximum that the traffic can bear”.

[Para 75 (3), Report of the Comptroller & Auditor General of India for the year 1969-70, Central Government (Civil)].

### Commercial Broadcasting Service

1.66. In a note submitted to the Committee, the Ministry indicated the programme for the extension of the Commercial Broadcasting Service to other parts of the country as under:—

“Provision was made in the Fourth Five Year Plan for the introduction of commercials from 28 centres of Vividh Bharati. In the first two phases, commercials were introduced from 18 Centres of All India Radio *viz.*, Bombay, Poona-Nagpur, Ahmedabad-Rajkot, Madras-Tiruchi, Bangalore-Dharwar, Hyderabad-Vijayawada, Calcutta, Kanpur, Lucknow-Allahabad, Delhi, Chandigarh-Jullundur. The following six units comprising 10 stations are being taken up for introduction of commercials:

- (i) Jaipur-Jodhpur
- (ii) Patna-Ranchi
- (iii) Trivandrum-Calicut
- (iv) Bhopal-Indore
- (v) Cuttack
- (vi) Srinagar.

Listeners' surveys are being made to find out the feasibility of the proposal. Introduction of commercial service from these centres also depends on procurement of additional studio equipment which has to be obtained from abroad.

Since 27th December, 1970, commercial service has been introduced from one station *viz.*, Hyderabad (from 21st March, 1971”).

#### (a) Procurement of business

1.67. The Committee desired to know as to why All India Radio could not procure business from Government Departments and Public Undertakings etc. directly instead of their coming through Agents and Canvassers. The Secretary, Ministry of Information and Broadcasting stated: “There is nothing to prevent Government or Public Undertakings coming direct without the intervention of canvassers' agents, etc. Quite a lot of them in fact do. For example family planning comes direct through DAVP, similarly the Unit Trust also come direct.” The witness added: “We are advertisers; we say, you are welcome to come to us direct. In fact, so far as the Government departments are concerned, they in fact, do not go to agents, they come to us direct, through our Directorate, the DAVP. The Directorate gets that 15 per cent commission.”

1.68. On being pointed out that the Government would save 15 per cent if they got the advertisements directly from the public undertakings the Secretary stated: "The party which advertises does need a certain amount of expert advice in placing advertisements, how to present them and so on. There are organisations for this purpose. Our DAVP is an expert organisation in this field. We would very much like not only Government departments but the public undertakings also to come through the DAVP. In fact, a number of public sector undertakings like the LIC do come through the DAVP." To a question whether it was possible to get the advertisements from Government Departments and Public Undertakings only through DAVP, the witness replied: "We certainly accept advertisements, and we encourage advertisements through the DAVP. What we have not done is to say that we shall not take an advertisement from a public sector undertaking if it comes through any other source." The witness added: "In fact, in the case of newspaper advertisements, we are taking it up with the Bureau of Public Enterprises and asking them to issue a directive on the policy of advertisements, namely to what extent small newspapers should be encouraged and so on. Similarly in this case we would very much like that as much of advertisement as possible from the public sector undertakings is finalised through the DAVP. It is open to Government to do it, but as a Ministry, it is not within our jurisdiction to pass orders on public sector projects. That is not within our jurisdiction."

1.69. With regard to the suggestion that the Ministry should move either the Finance Ministry or the Bureau of Public Enterprises to issue the kind of directive that except where there are any special reasons to exempt, they should use the services of DAVP, the Secretary stated: "Yes, we can take it up with the Bureau, but what I was saying was that it was not within our jurisdiction to issue an order like that".

1.70. The Committee enquired whether advertising agencies who procure advertisements for Radio Ceylon were required to make payments in advance as stated in the audit paragraph. The Ministry have informed the Committee in writing that "though many years ago the Radio Ceylon used to allow 90 days credit to advertisers, this practice has now been stopped and that they insist on the advance payment on all their contracts, except in cases where bank guarantee is provided, in which case, they give credit only upto the limit guaranteed by the bank".

1.71. At the instance of the Committee the Ministry have indicated the year-wise break up of business procured from Government Departments and Public Undertakings directly and through agents for the period 1967-68 to 1970-71 and the commission paid to the Agents in this regard.

*Revenue received from Government Departments and Public Sector Undertakings*

1967-68	Gross Business		Commission
	Direct	Agencies	
	Rs.	Rs.	Rs.
1. Central Government	..	..	..
2. State Government	..	..	..
3. State Bank of India	..	9,810.00	1,472.00
4. Public Sector Undertakings	..	43,014.00	6,452.00
		52,824.00	7,924.00
<b>1968-69</b>			
1. Central Government	..	1,790.00	269
2. State Government	..	..	..
3. State Bank of India	..	39,948.00	5,992.00
4. Public Sector Undertakings	..	86,374.00	12,956.00
		1,28,112.00	19,217.00
<b>1969-70</b>			
1. Central Government	..	1,25,500.00	18,825.00
2. State Government	55,389.00	20,505.00	3,076.00
3. State Bank of India and other Nationalised Banks	..	4,47,043.00	67,056.00
4. Public Sector Undertakings	3,344.00	3,88,691.00	58,304.00
	58,733.00	9,81,739.00	1,47,261.00

1970-71

1. Central Government . . . . .	5,840.00	9,70,475.00	1,45,571.00
2. State Government . . . . .	34,663.00	53,135.00	7,970.00
3. State Bank of India and other Nationalised Banks . . . . .	..	5,07,905.00	76,186.00
4. Public Sector Undertakings . . . . .	23,761.00	5,75,686.00	86,353.00
	64,264.00	21,07,201.00	3,16,080.00

1.72. Asked as to how the commission paid to the agents in India compared with those obtaining in other countries, the Secretary stated: "In Ceylon it is 20 per cent, in Australia 30 per cent, in America 15 per cent. The recognised and accredited agencies are really experts. We wanted to encourage new advertising agencies to come in, and that is why we introduced a new class of canvassers. We have, first of all, to teach them how to do it and we are giving them 6½ per cent commission." The witness added: "The canvassers are individuals. The other two types are societies or companies. There is an Accreditation Committee which takes into account their past experience their financial standing etc. The difference between the first two categories is not in the percentage of Commission. The accredited agent gets a credit of 45 days whereas the recognised agent has to make prior payment. That means we trust the accredited agents. So their financial position has to be gone into and we have to be satisfied that they can be trusted for credit for 45 days."

1.73. The Ministry have also furnished a note indicating year-wise break\*\* up of the total amount of business procured by each of the three categories of agents—Accredited, Recognized and Canvassers—for the period 1967-68 to 1970-71:—

(In lakhs)

Year	Accredited	Recognised	Canvassers*	Direct	Total
1967-68 . . . . .	15.47	3.31	..	0.29	19.07
1968-69 . . . . .	67.35	12.68	..	2.20	82.23
1969-70 . . . . .	185.20	35.48	4.51	4.78	229.97
1970-71 . . . . .	247.33	39.13	1.67	7.86	295.99
	515.35	90.60	6.18	15.13	627.26

\* This category was introduced in 1969.

\*\* According to Audit the figures are tentative as the proforma accounts have not been finalised and audited.

1.74. Asked to clarify the statement that Department gave 45 days credit facilities to the Accredited agents, the Secretary stated: "Actually it is 45 days plus. Supposing the advertisement is on the 10th of September. We expect the payment on the 1st of October. We count the 45 days from the 1st of October. He must make his payment by the 15th of November". The witness added: "If he does not pay within 45 days a higher rate of interest is charged on that outstanding amount; 12 per cent interest and until he clears up no further business is given to him."

1.75. The Committee pointed out that out of Rs. 324 lakhs business procured through the Agents, the amount of Rs. 48 lakhs representing 15 per cent commission had already been paid while dues were still outstanding against them and enquired why the department paid the commission first. The Secretary replied: "when we advertise, we are supposed to get money from the advertisers. For payment of that money, the agents are responsible because they have taken the responsibility. They are given 45 days' time within which they have to make the payment after the advertisement has already appeared over the radio". The witness added: "The recognised agencies have to pay in advance to us. The accredited agencies are given 45 days' time."

1.76. The Committee are at a loss to understand why the All India Radio are not able to procure business from Government Departments (Central or State), Nationalised Banks and Public Undertakings directly instead of their coming through Agents. While Committee note the stand of the All India Radio that as commercial advertisers they have to accept business from whatever source it comes to them, they consider that the Bureau of Public Enterprises (Ministry of Finance) should issue necessary directions to the Public Undertakings to the effect that except where there are any exceptional circumstances they should use the services of D.A.V.P., in the matter of commercial advertising. There should normally be no question of the Government department, using any other agency except D.A.V.P., for routing their advertisements for commercial Broadcasting. The Committee trust that appropriate action will be taken by Government in this regard and express the hope that more and more of commercial advertisements from Nationalised Banks and Public Undertakings would be channelised through the D.A.V.P. The Committee have no doubt that D.A.V.P., would try to continuously improve its quality and range of service so as to attract all commercial advertisements from Public Undertakings.

1.77. The Committee note that accredited Agents are given 45 day's time within which they have to make the payment after the advertisement has already appeared over the radio with the result



that on an average an amount equivalent to two months sale always remains outstanding against them. With a view to resolve this problem of outstandings with the inherent risk of loss of money to the Government the Committee would like that as in some other foreign countries, the All India Radio should also insist on advance payment before the matter is put on the air.

(b) *Fixation of advertisement rates*

1.78. It was pointed out by the Committee that the Rate Committee on Commercial Broadcasting had in its meeting on the 13th August, 1968 emphasised the need for a comprehensive listener research on commercial broadcasting in order to find out the regions where charges could be raised and enquired whether this suggestion had been accepted and if so, what portion of the income from the Commercial Broadcasting had been ear-marked for comprehensive listener research. The witness stated: "A certain amount of research is being done by the Listeners' Research Division of AIR but the suggestion of the Rate Committee, I am afraid, is not being implemented. Personally, I would like the system to change. Today the procedure is that every income, whether it is from radio licence or advertisement, is credited to the consolidated revenue of the Government and every item of expenditure has to be sanctioned by the Government. I have recommended to the Government that AIR should be made financially self-supporting by allowing them to use their income and asking them to give a certain return on the money invested rather than take all their income and give sanction for every petty expenditure. But that is purely my view or my recommendation. The recommendation of the Rate Committee has not been accepted and now the entire proceeds of commercial advertising are credited to the Consolidated Fund."

1.79. In reply to a question as to why the Department could not allocate a small amount for listener research within their budget, the Secretary stated: "Some allocation is made every year for listener research but I agree that it has not received that importance which the hon. Member, if I may say so, perhaps rightly gives to it. In actual practice, except for Delhi and Bombay, where I think, all the time is fully booked and there may be some scope for increasing the rates, I do not think there is really much scope for increasing the rates in other stations because the available time has not been fully booked yet. Listener research is useful and as a long-term measure it should certainly be there, but we have fairly good guide in the shape of demand and supply".

1.80. The Committee pointed out that it would be desirable to have an inbuilt system for review of rates and what the listeners expect from All India Radio. This would enable the department to know what is the peak period, what public expect during peak periods not only for the regular news but for commercial programme also so that the department could adjust the rates and put material of national importance like family planning on the air. The Secretary stated "As I said Listener Research has not received the importance that it deserves. That is true."

1.81. At the instance of the Committee, the Ministry furnished the two statement showing the amount allotted in the Budget Estimates and the amount spent for the purpose of Listener Research during the years 1969-70 and 1970-71:

1.82. From the two statements furnished by the Ministry it is seen that only 20 units out of 92 had made a budget provision of Rs. 1,27,800 for Listener Research during 1969-70 and incurred expenditure of Rs. 1,50,900. Similarly during 1970-71 24 units out of 100 had made a budget provision of Rs. 2,56,100 and incurred expenditure of Rs. 1,41,500.

1.83. The Committee have now been informed that since 1970, three surveys during February, 1971 and March 1971 in different sectors have been conducted. The details of the surveys are as under:—

Sl. No.	Name of Survey	Month	Place	Aim
1	2	3	4	5
1.	Survey of listening to Vividh Bharati Programmes.	February, 1971	Hyderabad Vijayawada	To check audience size of Vividh Bharati Programmes.
2.	Survey on Reception cum-quantum of listening to Vividh Bharati Programmes	March 1971	Midnapur Durgapur Bankura Berhampur Purulia Suri	To ascertain the quality of reception to the commercial Broadcasting Service, AIR, Calcutta and assess the quantum of listening to the commercial channel.

1	2	3	4	5
3	Survey of listening to CBS	March, 1971	Ahmedabad	To estimate the quantity of listening Vividh Bharati Programmes from A.I.R. Ahmedabad.

1.84. The Committee have observed that Listener Research has not so far received the importance and encouragement that it deserves. In order that advertisement rates are fixed on a rational and scientific basis it is essential that there should be a comprehensive listener research on commercial broadcasting. At present, however, a very meagre amount is allocated and spent for listener research by the various units of the All India Radio at their discretion. The Committee feel that there is need for strengthening the listener research and desire that listener research should be provided with necessary financial resources and that periodical surveys are carried out on a regular and planned basis. They trust that the data furnished by such surveys will enable the Government to identify promptly the regions where the advertisement rates need to be enhanced.

#### External Services (Publicity Journals)

##### *Audit Paragraph*

1.85. The external services bring out a monthly English Programme Journal "India Calling" and quarterly folders in 10 foreign languages, viz., Arabic, Persian, Pushtu, Burmese, Indonesian, Swahili, French, Chinese, Nepali and Tibetan. The 'Journal' and the 'folders' are printed at Government Presses and are despatched to individual listeners who are on the mailing list and the Indian Missions for free circulation.

1.83. A review of the time taken by the press in printing the Journal for the months of January, 1969 to December, 1969 revealed that it ranged between 1-3/4 months and 2-3/4 months. The printed copies were received towards the close of the first week—third week or even a few days before the close of the month preceding the month to which the Journal pertained.

1.87. The 'India Calling' journal is sent to the foreign countries by sea which takes a period of 3 to 4 weeks from the date of despatch to reach the listeners. From the data given above, it is clear that the Journal would not have reached the listeners on or before

the first day of the month to which the programme pertained. It is doubtful whether the purpose for which the journal is being printed, was served to the desired extent. An expenditure of Rs. 1,45,230 was incurred on the printing of 'India Calling' journal and the folders during 1967-68, 1968-69 and 1969-70.

1.88. The Department decided in March, 1970 to get the 'India Calling' journal printed at a good private press. The work has, however, not been awarded to any press so far (December, 1970).

1.89. The Ministry have stated (January, 1971) that from October, 1970 air-lifting of the copies of the journal has been started in the case of 3,500 addressees in European countries and United States besides 800 copies which are being sent by diplomatic bag.

[Para 75(4), Report of the Comptroller & Auditor General of India for the 1969-70, Central Government (Civil)].

1.90. In a note furnished in advance of evidence by the Ministry, it has been stated that:—

“The number of copies of 'India Calling' and folders printed and despatched to foreign listeners during the years 1967-68 to 1970-71 are as under:—

INDIA CALLING (MONTHLY)

Year	No. of copies printed	No. of copies despatched to foreign listeners
1967-68	1,14,400	1,13,356
1968-69	1,19,500	1,18,811
1969-70	1,20,400	1,19,255
1970-71	1,18,975	1,16,189
FOLDERS ( in 10 foreign languages viz., Arabic, Burmese, Chinese, French, Indonesian, Na'alese, Persian, Pushtu, Swahili and Tibetan) (Quarterly).		
1967-68	45,400	44,201
1968-69	46,200	44,786
1969-70	45,440	44,237
1970-71	47,700	45,783

1.91. As regards the publicity journals brought out by the external services, the Secretary, Ministry of Information and Broadcasting stated during evidence "In judging the journals, I think, we should remember that it has a public relations aspect. They are not commercial in the sense that a journal must give a return. In fact, even outside India, with the exception of the Radio Times, I believe, of the United States, very few journals anywhere in the world independently give a favourable return. It is an expenditure on publicity. So, if there is no direct return by a journal, I do not think we should necessarily take the view that it is a failure."

1.92. When it was pointed out that sometimes the "India Calling Journals" reached the listeners in foreign countries only when India had already called, the witness stated: "I cannot explain and I will not try to explain why "India Calling" sometimes reaches after India has already called. That is certainly a failure. I think, this has happened mainly because of heavy congestion of work in the Government Press. Since we have not been able to get in printed very quickly, we have now decided to have it printed in a private press. The printing time is 2½ months and now they have promised to give us in 2 weeks."

1.93. In a subsequent note furnished by the Ministry, the position has been clarified thus: "The printing of 'India Calling' Journal has been entrusted to a private press with effect from the issue of February, 1972. The material was sent to Press on 2-12-1971 printed copies have been received on 24-12-1971 and are being despatched to listeners. The time lag between despatch of material to press and receipt of copies is rather large in this case because it is the first issue being printed by the printers. It is expected that in the case of future issues the time gap will be reduced to 10 days and that it would be possible to despatch copies to addressees a month and a half in advance of the commencement of the programmes covered therein."

1.94. Asked as to whether the copies of the journal are now received in time by the foreign listeners, the Ministry have intimated that "Since the printing of journal has been entrusted to the private press only recently, the actual position can be known only after a few issues are printed by the press. However, according to present expectations, copies of the journal will be received well in time by the foreign listeners."

1.95. The Committee desired to know the average circulation per issue of each of the External Services Publications during the years

1966-67 to 1970-71. The Ministry have furnished the following statement:—

*External Services Publications*

Sl. No.	Name of the Publication	Periodicity	1966-67	67-68	68-69	69-70	70-71
1	India Calling (Eng.)	Monthly	9025	9446	9901	9960	9683
2	Azaat-Amon (Arabic)	Quarterly	2446	2449	2384	2378	2350
3	Lay-Daiga Athan (Burmese)	Do.	2342	2390	2444	2636	2765
4	Yindize Shang (Chinese)	Do.	1584	1586	1529	1535	1561
5	Li-Indevous-Parlie (French)	Do.	634	628	627	645	623
6	Suara-Parghaburg (Indonesian)	Do.	823	893	922	950	920
7	Bharato Ko-vani (Nepali)	Do.	561	561	553	570	476
8	Sadai-Hind (Persian)	Do.	759	672	710	715	680
9	Santiya India (Swahili)	Do.	647	638	631	629	617
10	Gya-Gar-Gi Dratan (Tibetan)	Do.	864	942	1148	1147	1170
11	D. Hind-Awaz (Pushto)	Do.	222	220	248	253	273

1.96. The Committee are unhappy to observe the delay which occurred in the past in the printing of the monthly English Programme Journal, "India Calling". It was admitted by the representative of the Ministry during evidence that due to delay in printing and the time taken in despatching the same by sea, the Journal many a time reached the listeners in foreign countries after India had already called. The Committee note that a certain number of copies of the journal are now being airlifted with effect from October, 1979. They have been informed that the printing of the Journal has been entrusted to a private press w.e.f. the issue of February, 1972 and that the time of printing is expected to be reduced to 10 days, thus making it possible for the listeners to receive the journal well ahead of the commencement of the programme covered. The Committee trust that Government will keep a special watch over the printing and despatch of the Journal with a view to ensure that these are actually received by foreign listeners in time.

**Working results**

*Audit paragraph*

1.97. The All India Radio was running at a loss up to 31st March, 1964; the accumulated loss on that date amounted to Ra. 2.02636 lakhs

From 1964-65 it started making profit on account of increase in the number of radio licences and the commencement of commercial broadcasting service (1st November, 1967).

1.98. The following table indicates the working results for the two years ending 31st March, 1967. Simplified proforma accounts (including those of Radio Publications referred in para 6) are annexed as Appendix IX, to the Report of the C&AG (Civil) 1969-70.

	1965-66 Rs.	1966-67 Rs.
1. Revenue from licence fee and misc. receipts . . . . .	8,89,49,307	9,38,70,448
2. Expenditure . . . . .	8,35,53,846	902,57,990
3. Net surplus . . . . .	37,04,486	13,10,143
4. Number of programme hours (excluding external services) . . . . .	2,45,310	2,16,888
5. Average cost of performance per hour . . . . .	341	416

1.99. It will seen that the average cost of programme hour increased during 1966-67 as compared with 1965-66, mainly due to increase in expenditure and decrease in the number of programme hours.

1.100. In a note submitted in advance of evidence, the Ministry have given the following information about the working results of All India Radio for the year 1967-68:

	1967-68 (Un-audited)
1. Revenue from B. R. Licences a . . . . .	10,86,51,644
2. Expenditure a . . . . .	9,97,62,533
3. Net Surplus . . . . .	66,48,548
4. No. of programme hours . . . . .	2,87,354
5. Average cost of programme per hour . . . . .	347

NOTE—(1) The proforma accounts for 1967-68 were made available to Audit in November, 1970. As a result of scrutiny the Department has been advised to revise these accounts. The proforma accounts for 1968-69 and 1969-70 have not been prepared by the Department so far (December, 1970).

(a) The figures given in item a exclude expenditure on external services and Five Year Plan Publicity Programmes amounting to Rs. 16,90,975 and Rs. 21,00,315 for 1965-66 and 1966-67 respectively.

[Para 75 (4) Report of the Comptroller and Auditor General of India for the year 1969-70 Central Government (Civil)]

1.101. Information in respect of 1968-69, 1969-70 and 1970-71 is stated to be not readily available.

1.102. The Committee desired to be furnished with a copy of the simplified proforma accounts (including those of the radio publications for the year 1967-68 in such details as are given in Appendix IX to the Report of the C. & A.G. 1969-70). The Ministry of Information and Broadcasting intimated:—

“Consolidated Proforma Accounts for 1967-68 are being audited by the Audit Party who is currently on visit to Directorate General, All India Radio. A copy of the Audited Accounts will be forwarded to Lok Sabha Secretariat.”

1.103. In a note giving the replies to the points raised by the Study Group of the P.A.C. during their visit to the All India Radio Station, Bombay in September, 1971, the Ministry had stated that the cost per programme hour during 1966-67 calculated and shown as Rs. 416\* in the Audit Report was not correct and the cost had been worked out as Rs. 324/-.\* Asked as to how the discrepancy in the Audit Report was allowed to remain uncorrected, the Ministry have submitted a note and explained the position as under:—

“The number of programme hours (excluding External Services Division) during 1966-67 and expenditure per programme hour were as under:—

	Rupees
(a) (i) Total expenditure side of Income and Expenditure Account (excluding expenditure of External Services Division and F. Y. P. P.)	9,02,57,990
(ii) Number of programme hours (excluding External Services Division)	2,78,805
(iii) Cost per programme hour	324
b) <i>Broadcasting on behalf of other Ministries</i>	
(i) Expenditure on Industrial Programmes (hours 3627 X Rs. 324)	11,75,148
(ii) Expenditure on Educational Broadcast (33767 hours X Rs. 324)	12,20,508
(iii) Expenditure on troops broadcast (4103 hours X 324)	13,29,372
(iv) Expenditure on Rural Broadcast (12489 hours X Rs. 324)	40,46,436
(v) Expenditure on ESD	22,27,191
(vi) Expenditure on Five Year Plan Publicity	75,124
Total National value programmes Broadcast on behalf of other Ministries	1,00,73,779
Excess of Income over Expenditure as per General Balance Sheet	13,10,143
<b>TOTAL PROFIT</b>	<b>1,13,83,923</b>

\* The figures in the Audit Report are based on the Financial Review prepared by the Department and attached to the proforma Accounts for 1966-67. The revised figures are still under verification by the Director of Commercial Audit, New Delhi.



The mistake was detected at the time of preparation of briefs for Public Accounts Committee on the Report of C.&A.G. of India for the year 1969-70. Audit Party has been requested to audit the revised figures."

1104. The Committee desired to know (i) the break up of the amount of Rs. 1.14 crores shown in the Revenue Account for the year 1966-67 as "collection charges on licence fee and charges for anti-piracy work paid to P&T Department during 1966-67" and (ii) the nature of anti-piracy work. The Ministry of Information and Broadcasting in their note have this to say:—

"According to the information furnished by the Accountant General, Posts & Telegraphs, Delhi, the break up of Rs. 1,14,30,178 paid to the P&T Department during 1966-67 is as follows:—

	Rupees
(1) Charges for service rendered by the P & T Department for issue and renewal of licences . . . . .	28,57,542
(2) Antipiracy work . . . . .	85,72,626

1105. As regards the nature of anti-piracy work done by the P&T, the DGP&T have stated that the "duties and responsibilities of the Antipiracy Organisation have been very elaborately mentioned in Chapter 7 (pages 101—116) of the Wireless Licencing Manual 1967 Edition". The P&T Department have added that 'they have strict control over the stock and the records of radio dealers and according to the statutory rules, these dealers are required to obtain the licences for sets sold by them to their customers within 7 days from the date of the sale. The Wireless Inspectors are required to inspect the stock and the records of the radio dealers once in a quarter, in order to ensure that they are obtaining the licences for the sets sold by them to their customers within the stipulated period'. All efforts are made by them (P&T Department) to settle the cases of unlicensed sets detected, on recovery of due licence fee and surcharges. The parties who fail to obtain the licences are also taken to the Court of Law. The number of persons prosecuted by P&T Department in such cases during the last three years is as given below:—

Year	
1968 . . . . .	4091
1969 . . . . .	3800
1970 . . . . .	3268**

1.106. During evidence the Committee suggested that if measures were taken to licence all the holders of Radio sets that would increase the revenue. The Secretary replied: "What the percentage or number of unlicensed sets is in the country is, I am afraid, a matter of guess. One cannot be sure". The Committee enquired whether there was any spurt in the number of licences during the extra period sometimes allowed by the Department during which anybody could take out a licence and whether this had any impact. The witness replied: "that during the amnesty periods there had been some increase in the number of licences."

1.107. In a note subsequently furnished the Ministry have stated: "During the last ten years, amnesty for unlicensed sets was declared for a period of three months each i.e. from 1st February to 30th April in 1969 and 1970. The number of unlicensed sets licensed during these two amnesty periods was as under:—

Year	No. of unlicensed sets licensed	
	Radio	Television
1969 . . . . .	3,47,143	..
1970 . . . . .	3,82,163	2,091 "

1.108. The Ministry have intimated that the growth in the number of BR licences in the country from year to year during 1966 to 1970 has been as under:

Year	B. R. Licenses in force on 31st December
1966 . . . . .	64,83,896
1967 . . . . .	75,79,468
1968 . . . . .	92,82,349
1969 . . . . .	1,05,08,112
1970 . . . . .	1,17,46,500

1.109. Asked if any sample survey had been conducted to assess the extent of unlicensed BR sets in the country, the Ministry have stated: "The P&T. Department have informed that no sample survey has been conducted by them to assess the extent of unlicensed receiver sets in the country, because they have got a full-fledged whole

time Antipiracy Organisation consisting of gazetted officers and various Inspectors spread over throughout the country. The anti-piracy machinery of the P&T Department has detected unlicensed sets during the last three years as under:—

Year	
1968 . . . . .	1.17 lakhs
1969 . . . . .	1.50 lakhs
1970 . . . . .	1.75 lakhs

1.110. The Committee regret to note that the proforma accounts for the years 1968-69, 1969-70 and 1970-71 have not been finalised so far. Even the proforma accounts for 1967-68 were made available to Audit in November, 1970 only. The importance of timely preparation and finalisation of accounts cannot be over-emphasised. In this connection, the Committee would like to recall the observations made in para 1.24 of the 27th Report of the Public Accounts Committee (Fourth Lok Sabha) presented to the Parliament in April, 1968 regarding delay in the finalization of proforma accounts. They cannot help feeling that the situation instead of improving has since deteriorated.

1.111. The Committee feel that timely preparation of proforma accounts is essential in order to provide the authorities with factual data for taking remedial measures in the interest of improving service and effecting economy. The Committee see no reason why it should not have been possible all these years to settle the basis for preparation of proforma accounts in consultation with Finance and Audit. They desire that this should be done without further delay.

The Committee would like to be supplied copies of the proforma accounts for the years from 1967-68 upto 1970-71 after these have been audited. Now that there is a proposal to give enlarged powers to the All India Radio on the analogy of the powers enjoyed by the Railway Board and the P&T Board, there is all the more reason that the preparation and maintenance of accounts should receive urgent attention. The Committee need hardly stress that the accounts should be so organised as to provide timely factual data and pointers to the management for action in the interest of improving the service, enhancing efficiency and effecting economy.

1.112. The Committee find that there has definitely been a spurt in the number of B.R. Licenses as a result of declaration of the two

amensty periods lasting for 3 months on each occasion during 1968 and 1970. The very large number of unlicensed sets voluntarily declared during amensty as compared to the number of unlicensed sets detected and the number of prosecutions launched for failure to obtain licenses is indicative of the fact that the antipiracy measures at present taken by the P&T Department are inadequate and need to be tightened up. The Committee note that very substantial amounts are being paid by the All India Radio to the P&T Department for the Antipiracy work and they would like to observe that it should be possible for the P&T Department to have effective check on unlicensed radio sets. They would stress that the P&T Department should have better coordination with the Customs Department regarding sets particularly Television sets and transistors brought in by individuals/parties from abroad and in the matter of more intensive checking of sales done by the dealers.

### Radio Publications

#### (a) Position of circulation

#### Audit Paragraph

1.113. The following table gives the programme journals brought out by the All India Radio in different languages and their circulation during the three years ending March, 1969:—

Sl. No.	Name of the journal	Circulation including free distribution		
		1966-67 Nos.	1967-68 Nos.	1968-69 Nos.
1	Akashvani (English)	2,77,125	3,02,111	2,91,998
2	Akashvani (Hindi)	87,062	85,396	84,448
3	Awaz (Urdu)	21,042	19,695	26,226
4	Betar Jagat (Bengali)	13,15,124	12,41,755	12,67,864
5	Akashi (Assamese)	14,876	14,327	12,802
6	Vanoli (Tamil)	11,02,351	11,65,500	13,63,880
7	Vani (Telugu)	3,55,039	3,50,665	3,52,007
8	Nabhovani (Gujarati)	37,610	32,785	31,392

1.114. The weekly circulated of the English journal came down from 24,900 in 1946 to 5,615 in 1968-69 although many new stations were opened during the period and the number of B.R. licences

increased from 54,00,000 in December, 1965 to 92,82,349 in December, 1968.

1.115. The average circulation per issue of all the journals and the percentage thereof to the number of licences is given below:—

Year	Total number of licence	Average circulation per issue	Percentage of circulation to total number of licences
1966-67	64,83,896	1,27,542	1.97
1967-68	75,79,468	1,27,065	1.68
1968-69	92,82,349	1,36,474	1.47

1.116. The Committee on Broadcasting and Information Media attributed the following reasons to the declining trend in circulation of these journals:—

- (1) The contents of the journals are unattractive;
- (2) The editorial and managerial functioning is unsatisfactory because of poor organisation and insufficient delegation of power;
- (3) The selection of printing presses is time-consuming and the procedure is such that does not allow the selection of the better ones; and
- (4) The paper used for the journals is either very poor in quality or it is uneconomic. The process of obtaining supplies is also cumbersome.

1.117. In this connection, the Ministry have stated (January, 1971) as follows:—

- (i) "As an experimental measure the format of the Akashvani (English) has been changed to make it more attractive and give more reading matter."
- (ii) "This has not been felt as a major handicap. However, the position is being reviewed in detail....."
- (iii) "It has now been decided to call for limited tenders from 'A' class presses for the printing of the journals...."

(iv) "Action has already been taken to use better quality paper.....".

[Para 75(6) a—Report of the Comptroller & Audit General of India for the year 1969-70. Central Government (Civil)]

1.118f The Ministry have intimated the total circulation of the copies of the journals including free distribution during 1969-70 and 1970-71 as below:—

Name of the Journal	Circulation	
	1969-70	1970-71
1 Akashvani (English) Weekly . . . . .	2,76,306	2,68,671
2 Akashvani (Hindi) Fortnightly . . . . .	81,169	66,908
3 Awaz (Urdu) Do. . . . .	27,246	25,710
4 Betar Jagat (Bengali) Do. . . . .	11,84,183	10,84,183
5 Akashi (Assamese) Do. . . . .	13,587	12,000
6 Vanoli (Tamil) Do. . . . .	11,65,156	10,74,000
7 Vani (Telgu) Do. . . . .	3,07,260	2,68,560
8 Nabhovani (Gujrati) Do. . . . .	26,415	22,560

1.119. Asked to indicate the reasons for the continuing decline in the circulation of the journals with particular reference to the Akashvani (Hindi), the Secretary replied that "The difficulty in the case of Hindi journal has been that the journal is not sufficiently attractive. We give the details of all the programmes of a large number of stations. But we do not give attractive reading material. The quality of printing and paper is not very attractive. The fact of the matter is that daily programmes are published not only in English newspapers but also in Hindi and language newspapers. In short, the competition from this source has been very considerable."

1.120. Elucidating the point further the witness added: "The basic point is that unless the journal gives you something much more attractive and much more worth-while material than what you get in the newspaper, you will not buy it. The fact of the matter is that whereas in the case of "Vanoli", "Betar Jagat" and "Vani" we have been able to give such an interesting material and the journal has been attractively got up and the circulation has been more, in the case of Hindi journal, we have not been able to do that."

1.121. The Committee enquired why the Ministry were not able to do it in the case of Akashvani. The Secretary stated: "While more conscious effort should be made to give attractive reading material, one reason is that English and Hindi versions cover practically all the stations, a large number of them. Most of the space is taken up by giving the programmes and very little of reading matter, articles, etc. is given there. Whereas, in other journals, only a few stations are covered and there is a lot of space left for interesting articles, stories and all that."

1.122. During evidence the official witness informed the Committee that Government might in order to step up the demand for the Journal consider the reduction of price of Akashvani (Hindi) from 25 to 20 paise. It was however pointed out to him that Vanoli (Tamil) (Price 35 paise) had a circulation of over 10 lakhs.

1.123. The Committee further enquired whether the number of copies circulated had any relation to the number of radio sets owned by the people and whether any study had been made on this aspect. The witness stated in reply "A good deal of research can certainly be done and I think we should do. I am talking of the journals as a whole."

1.124. At the instance of the Committee, the Ministry have furnished the following statement indicating the average circulation per issue of each of the Radio Publications during each of the years 1966-67 to 1970-71.

Sl. No.	Name of the Publication	Periodicity	1966-67	67-68	68-69	69-70	70-71
1	Akashvani (English)	Weekly	5489	5956	5711	5318	5171
2	Akashvani (Hindi)	Fortnightly	3801	3712	3621	3382	2788
3	Awaz (Urdu)	Do.	1065	1000	1183	1135	1071
4	Betar Jagat (Bengali)	Do.	55100	52100	53200	49500	42500
5	Akashi (Assamese)	Do.	650	650	548	585	516
6	Vanoli (Tamil)	Do.	46000	48700	57000	48600	44800
7	Vani (Telugu)	Do.	14900	14700	14700	12900	11200
8	Nabhovani (Gujarati)	Do.	1967	1366	1308	1100	939

1.125. The number of B.R. Licences circlewise for calendar years 1966 to 1970 as furnished by the Ministry of Information and Broadcasting is given below:—

Sl. No.	Name of Circle	Year (As on 31st December)				
		1966	1967	1968	1969	1970
1	Andhra . . . . .	4,47,375	5,86,536	10,43,981	10,87,258	11,19,254
2	Assam . . . . .	95,244	1,06,970	1,19,641	1,54,394	1,73,793
3	Bihar . . . . .	2,38,486	2,55,045	2,81,131	2,82,765	3,73,944
4	Delhi . . . . .	3,65,574	4,35,233	5,24,121	4,73,152	4,74,305
5	J & K . . . . .	61,178	75,031	1,04,391	1,23,025	1,39,684
6	Gujarat . . . . .	5,47,036	5,86,178	7,42,668	8,45,944	9,54,374
7	Kerala . . . . .	1,59,333	1,96,678	2,24,985	2,71,689	3,58,443
8	Madhya Pradesh . . . . .	2,76,472	3,19,166	3,41,864	4,59,896	4,44,546
9	Mysore . . . . .	3,13,397	3,63,034	4,65,841	5,74,867	6,97,765
10	Maharashtra . . . . .	9,38,045	10,23,050	12,52,671	13,55,230	16,71,926
11	Orissa . . . . .	95,998	1,18,686	1,30,815	1,67,841	2,09,374
12	Punjab . . . . .	5,99,718	6,91,057	8,91,118	10,40,655	11,78,647
13	Rajasthan . . . . .	1,83,361	2,30,114	2,84,644	3,28,343	3,64,734
14	Tamil Nadu . . . . .	6,08,632	6,94,598	9,18,778	10,04,696	11,73,534
15	Uttar Pradesh . . . . .	6,39,388	7,43,877	8,72,683	11,33,431	12,46,783
16	West Bengal . . . . .	8,82,360	10,92,973	10,02,654	11,10,557	10,82,653
17	A.P.S. (C.B.P.O.) . . . . .	32,299	61,242	80,413	94,368	82,844
	TOTAL . . . . .	64,83,866	75,79,468	92,82,349	1,05,08,112	1,17,26,660

1.126. The Committee desired to know how the average circulation per issue of Radio Journals and the total number of licensed sets in other countries compared with those in India. The Ministry have stated in a note that the figures relating to other countries were not available and as such it was not possible to prepare the comparative statement.

1.127. The Committee enquired when Government decided to call for limited tenders from 'A' Class Presses for the printing of the Journals and what further progress had been made in this regard. In a note furnished to the Committee, it has been stated that "The decision to get the journals printed by 'A' class printers was taken early in 1970. As per the decision, in the case of all the journals



except Akashvani (English), limited tenders were to be called for only after expiry of the then current contracts. In the case of Akashvani (English), limited tenders were called for in October, 1970 and an 'A' class printer was selected without waiting for the then existing contract to expire. However, the printing work has not yet been entrusted to the selected 'A' Class printer for want of funds to meet the additional expenditure involved.

As regards the other Journals, the printing work can be entrusted to 'A' class printers only when funds are available. (The printing charges for 'A' class printers are normally twice as much high as those of 'B' class printers and as such heavy additional expenditure will have to be incurred for getting all the Journals printed by 'A' class printers".

1.128. With regard to the recommendation of the Committee on Broadcasting and Information Media for the Constitution of an Autonomous Unit for the publication of All India Radio's radio Journals, the Ministry of Information and Broadcasting furnished a note stating:—

"Before entrusting the work to an autonomous body, it was felt that departmental action to improve the quality and contents of journals should be attempted. The English Akashvani has already been revamped. On the basis of public response to this, proposals in respect of other journals will also be considered. The number of complimentary copies has been drastically reduced. However, on an experimental basis, Government have permitted the publication of a new Marathi programme Journal by a private Trust."

1.129. The Committee are deeply concerned to note that the average circulation per issue of all the eight programme journals in English, Hindi, Urdu, Bengali, Assamese, Tamil, Telugu and Gujarati has generally been going down from year to year. The average circulation per issue of "Akashvani" (English) which was 5489 in 1966-67 has gone down to 5171 in 1970-71 while that of "Akashvani" (Hindi) has gone down from 3801 to 2788 during the same period. During the same period, the average circulation of "Betar Jagat" (Bengali) has gone down from 55100 to 42,500 in 1970-71 while that of "Vanoli" (Tamil) has dropped from 46,000 to 44,800. The disquieting feature of the phenomenon is that the drop in circulation has occurred despite the opening of additional stations, introduction of new pro-

grammes and almost double the increase of B.R. sets—from 64,83,896 in 1966 to 1,17,46,600 in 1970.

1.130. The Committee are particularly perturbed over the extremely poor circulation of the English and Hindi publications. It is really surprising that with such a vast region to cater to and tremendous growth in listenership the Akashvani (Hindi) should have a negligible circulation. Likewise, the average circulation of "Betar Jagat" (Bengali) has declined considerably in spite of substantial increase in the number of Receiver sets in the Bengal and Orissa area. The declining trend of the circulation of the All India Radio journals is indicative of the absence of concerted efforts to evaluate to plan and to improve the quality of service of this mass media.

1.131. The Committee on Broadcasting and Information Media attributed the declining trend in circulation of these journals amongst others, to their unattractive contents and poor quality of paper and printing done by low class presses. The Committee are informed that Government have as an experiment changed the format of the Akashvani (English) to make it more attractive and give more reading matter. It is understood that decision was taken early in 1970 to get the journals printed by 'A' class printers and tenders were invited for Akashvani (English) in October 1970. The printing work has not yet been entrusted to the selected printer for want of funds. Although more than 5 years have elapsed since the recommendations made by the Chanda Committee the steps taken by Government to remedy the state of affairs have been extremely halting and sluggish, with the result that the position has been deteriorating from year to year instead of improving.

1.132. Programme journals are intended to stimulate listening and create interests in radio programmes. Admittedly the sale of the programme journals is poor because contents need improvement. There should be no difficulty in effecting improvement in the All India Radio journals they can carry some of the most important talks and discussions. If, however, there is any difficulty on account of dearth of material, then this is a reflection on the quality of programmes which should be improved.

1.133. The Committee would further be interested to know how the average circulation per issue of Radio journals and the total number of B.R. sets in our country compare with those in some of the advanced countries like U.S.A., U.S.S.R., U.K., France etc. They would like this information to be gathered and communicated to them in due course.

(b) *Cost of production and sales realisation.***Audit Paragraph**

1.134. A review of the cost of production *vis-a-vis* the sales realisation of the various Journals during 1966-67 to 1968-69 indicated that except in the case of Vanoli (Tamil) the Department was incurring loss in all the Journals. It was further observed that:—

- (i) The cost of production and the loss per copy was the highest in the case of 'Awaz', the cost of production was the highest in respect of all the elements viz., paper, printing, establishment and miscellaneous expenditure.
- (ii) The cost of production per copy of 'Akashvani' (English) 'Akashvani' (Hindi) ; 'Hetari Jagat' and 'Akash' during 1968-69 was more than that in 1967-68, whereas the cost of production per copy of 'Awaz', 'Vanoli' and 'Nabhovani' was lower; the cost of production per copy of 'Vani' was the same as in 1967-68.
- (iii) The cost of production per copy of 'Vanoli' was less than that of 'Betar Jagat' and 'Akashi' put together, the circulation being almost the same.
- (iv) The cost of production per copy of 'Nabhovani', having lesser circulation, was less than that of 'Akashvani (Hindi)', which had a larger circulation.

1.135. The Committee on Broadcasting and Information Media recommended the constitution of an autonomous unit with the power to determine what publications should be continued and what new language journals introduced on the basis of the assessment of their viability. This recommendation was accepted by Government in October November, 1966 and it was decided to entrust the publication of 'Akashvani (English)' to a private publication on an experimental basis. The Station Directors at Bombay, Calcutta, Madras and Delhi were, however, asked only on 10th June, 1968 to find out informally whether any of the well-established publishers was interested in taking up the job. As there was no encouraging response, it was decided in February, 1969 to continue the publication of the Journal by the Department itself.

1.136. Although 4 years have elapsed since the recommendation of the Committee on Broadcasting and Information Media was accepted, no decision has been taken so far (October, 1970) regarding the discontinuance of any the Journals.

The Ministry have stated (January, 1971) as follows:—

- (i) 'The production of these Journals forms an important public relations activity of A.I.R. and should, therefore,

be continued in various regional languages carrying the programmes of the stations of the respective languages."

- (ii) "The idea that A.I.R. programme Journals should be self sufficient or profit making is not the main or the only concept of radio Journals."
- (iii) "As an experimental measure, M|s..... have been permitted to bring out new programme Journal in Marathi. The publication of the Journal...has already been started in October, 1970. Depending on the success of the new Journal, the question of getting the existing Journals published through private publishers will be reconsidered."

[Para 75(6) to Report of the Comptroller and Auditor General of India for the year 1969-70 Central Government (Civil)].

b) Cost of production and sales realisation

1137 Audit have furnished the following data regarding cost of production and selling price per copy of the various journals, on which their observations contained in the Audit Paragraph were based.

Sl. No.	Journal	Selling price per copy	1966-67			1967-68			1968-69			
			Cost of production per copy	Loss per copy	Total Loss	Cost of production per copy	Loss per copy	Total Loss	Cost of production per copy	Loss per copy	Total loss	
1	2	3	4	5	6	7	8	9	10	11	12	
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
1	Akashvani (Eng.)	0.30	1.07	0.77	2,13,386	1.01	0.71	2,14,499	1.12	0.82	2,39,438	
2	Akashvani (Hindi)	0.25	1.07	0.82	71,391	1.07	0.82	70,025	1.14	0.89	75,159	
3	Awaz (Urdu)	0.25	2.05	1.80	37,876	2.08	1.83	36,042	1.87	1.62	42,486	
4	Betar Jagat (Ben.)	0.35	0.55	0.20	2,63,025	0.51	0.16	1,98,681	0.58	0.23	2,91,609	
5	Akaahi (Assamese)	0.25	0.55	0.30	4,463	0.51	0.26	3,725	0.58	0.33	4,225	
6	Vanoli (Tamil)	0.35	0.33	0.02 (Profit)	22,047 (Profit)	0.35	nil.	nil.	0.33	0.02 (Profit)	27,318 (Profit)	
7	Vani (Telugu)	0.35	0.39	0.04	14,202	0.41	0.06	21,040	0.41	0.06	21,120	
8	Nabhovani (Gujarati)	0.30	0.75	0.45	16,925	1.05	0.75	24,589	0.77	0.47	14,754	
<b>TOTAL</b>					<b>5,99,221</b>				<b>5,68,601</b>	<b>6,61,473</b>		

- NOTES:
1. The figures for the year 1968-69 have been calculated on the basis of the data compiled by the Management.
  2. The figures for the years 1966-67 and 1967-68 have been calculated on the basis of the *proforma* accounts for those years, as finalised by the Deptt.
  3. The figures of total loss for the years 1966-67 & 1967-68 do not tally with those given in the *proforma* accounts for the reasons that receipts from advertisements, miscellaneous receipts, commission on sales etc. and headquarters' share of expenses have not been taken into account in calculating the loss/profit per copy.

1138 The various components of the cost of production per copy of each journal during 1966-67, 1967-68 and 1968-69 are given below—

Sl. No.	Journal	(In paise)														
		Paper			Printing			Establishment			Misc. Expenses			Total cost of production per copy		
		66-67	67-68	68-69	66-67	67-68	68-69	66-67	67-68	68-69	66-67	67-68	68-69	66-67	67-68	68-69
1	Akashvani (English)	31	31	33	32	29	30	27	27	29	17	14	20	107	101	112
2	Akashvani (Hindi)	28	28	30	29	30	28	34	37	39	16	12	17	107	107	114
3	Awaz (Urdu)	32	33	31	88	87	74	60	70	60	25	18	22	205	208	187
4	Betar Jagat and Akashi	26	23	26	12	12	14	8	9	9	9	7	9	55	51	58
5	Varoli	91	21	19	7	7	8	4	4	4	3	3	2	33	35	33
6	Vani	19	20	18	8	8	9	8	8	9	4	5	5	39	41	41
7	Nabhovani	15	13	8	30	51	49	27	33	16	3	8	4	75	105	77

1.139. The Committee desired to know the reasons for the difference in the cost of paper per copy of 'Akashvani' (Hindi) during 1968-69 (30 paise as against only 19 paise of 'Vanoli'). The Ministry have stated in a note as under:

"The cost of paper per copy of Akashvani (Hindi) during 1968-69 was higher than that of Vanoli because of the difference in the number of pages of the two journals; Akashvani (Hindi) contained 76 pages per issue including cover as against the 52 pages (including cover) of Vanoli. Akashvani (Hindi) carries complete programmes of twelve stations in the northern region and highlights of three more stations besides detail of Delhi T.V. Programmes whereas Vanoli carries complete programmes of only four stations in the southern region besides the highlights of a few other stations in that region. Hence the difference in the number of pages and the cost of paper per copy of the two journals."

1.140. The Committee enquired why the suggestion made in 1969 by the Director General, All India Radio that the publication of journal unit 'Vani' should be shifted to Hyderabad from Madras could not be implemented. In a note furnished to the Committee it has been stated that "The suggestion to shift the publication unit of 'Vani' to Hyderabad was not pursued mainly because the estimates of expenditure showed that the printing charges of the journal at Hyderabad would be very much higher than that at Madras. The estimated expenditure on getting the journal printed at Hyderabad was found to be more than two times that at Madras."

A new proposal is now under examination to shift the Vani Unit to Vijayawada (instead of Hyderabad) and get the journal published from there."

1.141. The Committee are concerned to note that with the exception of one journal viz. Vanoli (Tamil) all the other seven journals are running at a loss. The total annual loss during the year 1968-69 on account of the publication of these programme journals came to about Rs. 6.61 lakhs, the major contributors to the loss being Akashvani (English)—Rs. 2.39 lakhs Akashvani (Hindi)—Rs. 0.75 lakh, Awaz (Urdu). Rs. 0.42 lakh and Betar Jagat Ra. 2.92 lakhs. The Betar Jagat (Bengali) and Vanoli (Tamil) have almost equal circulation and yet it is not clear why the cost of production of these two journals should vary so much being Re. 0.58 per copy for the former and Re. 0.33 for the latter during 1968-69. The Committee find that although there is a wide variation in the cost of production per copy of the various journals yet the selling

price has been fixed as ranging from Re. 0.25 to Re. 0.35 only. The Committee find it difficult to understand how Vanoli (Tamil) which contains less number of pages is priced at Re. 0.35 per copy while Akashvani (Hindi) containing more pages is priced at Re. 0.25 per copy.

1.142. From a perusal of the break-up of the cost of production per copy of the journals it is observed that the cost of establishment, printing and miscellaneous expenses are comparatively higher in the case of Akashvani (Hindi and English), Awaz (Urdu) and Nabho-vani (Gujrati).

1.143. The Committee desire that the reasons for variations in the cost of production may be examined and necessary economies made where possible. They would further like that the pricing of the publications is done on a rational basis and efforts made to make these journals self-supporting as far as possible.

#### (7) Stores

##### Audit Paragraph

1.144. In para 1.44 of their 27th Report (4th Lok Sabha—April, 1968) the Public Accounts Committee observed that the stock of spares held by the All India Radio was unduly heavy as compared with the annual consumption. The Committee suggested that Government should arrange for a careful review of the inventory position keeping in view the need for maintaining uninterrupted service as to effect all possible economy.

1.145. The table below indicates the position of stores at the close of the three years ending March, 1968:—

	Rupees in lakhs					
	1965-66		1966-67		1967-68	
	Re-curring Grant	Capital Grant	Re-curring Grant	Capital Grant	Re-curring Grant	Capital Grant
1. Closing balance of stores	151.30	11.09	169.69	9.22	171.24	9.19
2. Consumption during the year	22.14	3.69	18.94	2.55	31.52	1.62
3. Closing balance in terms of months' consumption	82.01	36.07	107.51	43.39	65.19	68.07

[Para 75(7) Report of the Comptroller and Auditor General of India for the year 1969-70, Central Government (Civil)].



1.146. The Ministry have intimated the position for the years 1968-69, 1969-70 and 1970-71 as follows:—

	(Rs. in lakh)			
	1968-69 (unaudited)		1969-70 (unaudited)	
	Recurring Grant	Capital Grant	Recurring Grant	Capital Grant
1 Closing Balance	*191.46	19.88	**	16.52
2 Consumption during the year	35.76	12.33	..	6.39
3 Closing balance in terms of month consumption.	65	19	..	31

1.147. Information in respect of 1970-71 is not readily available and can be supplied to the Public Accounts Committee Secretariat later.

1.148. The Committee drew the attention of the Ministry to the reply to para 1.44 of 27th Report of P.A.C. (Fourth Lok Sabha) on the unduly heavy stock of spares held by the All India Radio and desired to know the latest position of the Report of the Committee formed on 4-10-1968 to go into the entire question of stocking of spares. The Ministry of Information and Broadcasting have stated in a written note as under:

“The Committee’s report was received in this Ministry on 26-3-1969.

The findings of the Committee are summarised below: \*

The transmitter equipments installed in A.I.R. network are of different makes and origins. Since A.I.R. is committed to an uninterrupted service it is necessary to either stock spares for immediate replacement to avoid long breakdowns or to provide duplicate equipments. Out of these alternatives the cheaper of the two i.e. stocking of necessary spares, is being followed at present. As such, it is imperative that ready stock of essential components is held for replacing faulty components to ensure continuity of service, otherwise prolonged break-

\*The figures are subject to audit and revision after the revised proforma accounts for 1967-68 of T.V. Centre are received.

\*\*Figures not available as the audited proforma accounts are awaited.

down of service cannot be ruled out. It takes a very long period to procure imported components, it may be mentioned that because of the availability of spares purchased along with the Transmitters that A.I.R. has been able to keep in service Transmitters which were installed as far back as 1935 and as such has been able to extract maximum possible life from these equipments.

The Committee also mentioned that it might not be advisable to dispose of all the slow moving items so long as the main equipment was in operation because they felt that it might not be possible to procure a spare from the manufacturers at a later date. The Committee further added that due to advancement in the field of telecommunications these units might not then be under manufacture at all, and as such it would be necessary to procure those spares alongwith the equipments and to maintain the stock so long as the indigenous substitutes were not available."

1.149. The Department is stated to have taken the following action on the above Report:—

- “(i) Stores costing Rs. 79,000- had already been issued to the various stations by the 22nd March, 1969.
- (ii) It was proposed to distribute some spares to user stations and also to Regional Engineers who would be expected to hold them in stock for use at their regions for continuity of service. The stock of spares held was scrutinised carefully for this purpose and a list was drawn up.
- (iii) During the course of their review the Committee observed that there were certain spares for discrecording equipment and certain types of tape-recording spares pertaining to the equipments which had become obsolete in the process of development in the field of telecommunications and electronics. The Committee was of the opinion that those spares may not be useful and as such they could be declared surplus and could be disposed of as per rules. On the basis of these recommendations it was decided to circulate the list of such spares to all stations and after meeting requirements from stations the balance left should be disposed of as per rules.

- (iv) It was proposed that certain stores of general and essential nature may continue to be stocked centrally to serve in emergency, specially in cases where exact substitutes are not available. A list of such stores was drawn up and the stores were continued to be stocked."

1.150. In reply to the question whether a further review was conducted thereafter and if so with what result, the Ministry have stated:

"A further review was conducted in November, 1970.

Regarding stores held by the M.E. valued at Rs. 6.48 lakhs which had not been put to use since 1963, spares costing Rs. 1,49,000/- had by then been issued to the Stations. Since then further issues of Rs. 2,03,880/- have been made and stores worth Rs. 14,000 - are to be sent to Regional Engineers. These will be despatched before April, 1972. The value of stores issued to various stations upto 30-11-1971 is thus Rs. 3,52,880/-. Subsequently in October, 1971, sanction was accorded to Station Engineer, Central Stores to dispose of obsolete recording discs. It may be pointed out that adequate vigilance is exercised to ensure that no undue stocking of spares is made by A.I.R. Units. Although the Capital value of the equipment held rose from 925 lakhs in 1965-66 to 1429.35 lakhs in 1967-68, the cost of spares held rose from 151.30 lakhs to 171.24 lakhs only. Thus the percentage value of the spares held against Capital equipment installed has actually come down from 16.3 per cent in 1965-66 to 12 per cent in 1967-68.

As B.E.L. are now supplying the requirements of A.I.R. and they have also taken up manufacture of valves the percentage will come down further as variety of equipment would be reduced.

The stock of spares held is kept under constant review by Senior Officer of A.I.R. as suggested in the report and every effort is made to keep the value of stock held to the minimum consistent with an efficient and un-interrupted broadcast service."

1.151. The Committee note the slight improvement in the position of the inventory of the A.I.R. since they made their observation in this regard in the 27th Report of the P.A.C. presented to the Parliament in April, 1968. They have, however, no doubt in their mind that a lot is still left to be desired and that control over the inventories needs to be more effective. There should be detailed analysis

of spares requirements with reference to likely wastage, time taken in procurement and the rate of obsolescence. The Committee desire that there should be critical review every year to improve inventory control and speedily dispose of those spares for which the main equipment has already become obsolete.

1.152. Apart from the necessity of putting the procedure regarding provisioning of stores in the A.I.R. on a scientific footing the Committee would like to urge that all possible efforts should be made by Government to standardise the transmitters and other equipments so that the problem of multiplicity of spares is minimised. They desire that the advice and assistance of Bharat Electronics Limited may be sought in standardising the equipments and stores used by the All India Radio.

NEW DELHI:  
April 12, 1972  
Chaitra 23, 1894 (Saka)

ERA SEZHIYAN,  
Chairman,  
Public Accounts Committee.

## APPENDIX

### *Summary of main Recommendations Conclusions.*

S. No.	Para No.	Ministry Department concerned	Recommendations Conclusions
(1)	(2)	(3)	(4)
1	1 8	Information and Broadcasting	<p>The Committee note that Government have not accepted the recommendation of the Committee on Broadcasting and Information Media that broadcasting services should be entrusted to an autonomous corporation to be set up under an Act of Parliament. The Committee desire that early decision should be taken about the future organisational set up of All India Radio and the Committee advised in due course. They hope that the reorganisation of the broadcasting services would result in delegation of more administrative and financial powers to the organisation to enable it to function more efficiently.</p>
2	1 42	-do-	<p>The Committee note that the delay in the issue of the imported transmitters occurred because Government wanted to avail of the offer from the N.E.C.—a Japanese firm who were at that time collaborating with B.E.L. and were prepared to sell at about 25 per cent less than the market price current at that time. The Committee have been informed that although the purchases were made without any definite time schedule, the advance procurement has</p>

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resulted in an overall gain to the Government even after allowing for interest lost on the capital due to the equipment remaining in storage for long periods. They are also given to understand that the equipments were found free from manufacturing defects and that Government did not lose even though the guarantee period had expired when they were actually put to use.

The Committee have been informed that even in a normal case it takes anything from four to five years from the time of taking a decision to instal a transmitter to the time it is actually commissioned. A good deal of delay is attributed to the dilatory and cumbersome procedure for according expenditure sanction at various stages which is the prime reason for holding up implementation of plan projects. The suggestions put forward by the Ministry of Information and Broadcasting for rationalising the procedure in this regard, are stated to be under examination in the Ministry of Finance. The Committee hope that expeditious action will be taken by Government on the aforesaid proposals in the interest of speedy implementation of Plan projects.

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1-43

Information &  
Broadcasting

The Committee have been informed that a Civil Engineering Wing has recently been created in the All India Radio which will be directly responsible for the construction work. The Committee hope that this should eliminate delay on this score.

4 1 44 -do-

The Committee are concerned to note that the A.I.R. has a variety of transmitters and other equipments leading to serious problems of maintenance and spares. Now that B.E.L., is in a position to supply most of the electronic equipments including transmitters the Committee desire that the All India Radio should make earnest efforts to standardise the equipments and obtain them from indigenous sources to the maximum extent possible.

5 1 45 -do-

While there may be justification for the delay that occurred in the issue of imported transmitters and studio equipments, the Committee do not find any justification whatsoever in the delay ranging from 5 to 36 months in the commissioning of transmitters after their installation. According to the representative of the Ministry "there was a lack of coordination, while the hardware as they are called were being erected, there were not at the same time corresponding steps taken to go ahead with the drawing up of the programme. It would not serve any purpose our trying to explain a delay which should not have occurred."

6 1 46 -do-

The Committee expect that effective steps will be taken by Government to eliminate such unwarranted delays which arise due to lack of coordination and advance planning for commissioning of transmitters after their installation.

7 1 76 -do-

The Committee are at a loss to understand why the All India Radio are not able to procure business from Government Departments (Central or State), Nationalised Banks and Public Undertakings directly instead of their coming through Agents. While Committee note the stand of the All India Radio that as commercial advertisers

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they have to accept business from whatever source it comes to them, they consider that the Bureau of Public Enterprises (Ministry of Finance) should issue necessary directions to the Public Undertakings to the effect that except where there are any exceptional circumstances they should use the services of D.A.V.P., in the matter of commercial advertising. There should normally be no question of the Government Departments, using any other agency except D.A.V.P., for routing their advertisement for commercial Broadcasting. The Committee trust that appropriate action will be taken by Government in this regard and express the hope that more and more of commercial advertisements from Nationalised Banks and Public Undertakings would be channelised through the D.A.V.P. The Committee have no doubt that D.A.V.P., would try to continuously improve its quality and range of service so as to attract all commercial advertisements from Public Undertakings.

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1 77

Information &  
Broadcasting

The Committee note that accredited Agents are given 45 days' time within which they have to make the payment after the advertisement has already appeared over the radio with the result that on an average an amount equivalent to two months sale always remain outstanding against them. With a view to resolve this problem of outstandings with the inherent risk of lose of money to the Government the Committee would like that as in some other foreign countries, the All India Radio should also insist on advance payment before the matter is put on the air.



9 1.84

-do-

The Committee have observed that Listener Research has not so far received the importance and encouragement that it deserves. In order that advertisement rates are fixed on a rational and scientific basis it is essential that there should be a comprehensive listener research on commercial broadcasting. At present, however, a very meagre amount is allocated and spent for listener research by the various units of the All India Radio at their discretion. The Committee feel that there is need for strengthening the listener research and desire that listener research should be provided with necessary financial resources and that periodical surveys are carried out on a regular and planned basis. They trust that the data furnished by such surveys will enable the Government to identify promptly the regions where the advertisement rates need to be enhanced.

10 1.96

-do-

The Committee are unhappy to observe the delay which occurred in the past in the printing of the monthly English Programme Journal, "India Calling". It was admitted by the representative of the Ministry during evidence that due to delay in printing and the time taken in despatching the same by sea, the Journal many a time reached the listeners in foreign countries after India had already called. The Committee note that a certain number of copies of the journal are now being airlifted with effect from October, 1970. They have been informed that the printing of the Journal has been entrusted to a private press w.e.f. the issue of February, 1972 and that the time of printing is expected to be reduced to 10 days, thus making it possible for the listeners to receive the journal well ahead

(1)	(2)	(3)	(4)
			<p>of the commencement of the programme covered. The Committee trust that Government will keep a special watch over the printing and despatch of the Journal with a view to ensure that these are actually received by foreign listeners in time.</p>
11	I. 110	Information & Broadcasting	<p>The Committee regret to note that the proforma accounts for the years 1968-69, 1969-70 and 1970-71 have not been finalised so far. Even the proforma accounts for 1967-68 were made available to Audit in November, 1970 only. The importance of timely preparation and finalisation of accounts cannot be over-emphasised. In this connection, the Committee would like to recall the observations made in para 1.24 of the 27th Report of the Public Accounts Committee (Fourth Lok Sabha) presented to the Parliament in April, 1968 regarding delay in the finalization of proforma accounts. They cannot help feeling that the situation instead of improving has since deteriorated.</p>
12	I. 111	-do-	<p>The Committee feel that timely preparation of proforma accounts is essential in order to provide the authorities with factual data for taking remedial measures in the interest of improving service and effecting economy. The Committee see no reason why it should not have been possible all these years to settle the basis for preparation of proforma accounts in consultation with Finance and Audit. They desire that this should be done without further delay. The Committee would like to be supplied copies of the proforma</p>

accounts for the years from 1967-68 upto 1970-71 after these have been audited. Now that there is a proposal to give enlarged powers to the All India Radio on the analogy of the powers enjoyed by the Railway Board and the P&T Board, there is all the more reason that the preparation and maintenance of accounts should receive urgent attention. The Committee need hardly stress that the accounts should be so organised as to provide timely factual data and pointers to the management for action in the interest of improving the service, enhancing efficiency and effecting economy.

The Committee find that there has definitely been a spurt in the number of B.R. Licenses as a result of declaration of the two amnesty periods lasting for 3 months on each occasion during 1968 and 1970. The very large number of unlicensed sets voluntarily declared during amnesty as compared to the number of unlicensed sets detected and the number of prosecutions launched for failure to obtain licenses is indicative of the fact that the anti-piracy measures at present taken by the P&T Department are inadequate and need to be tightened up. The Committee note that very substantial amounts are being paid by the All India Radio to the P&T Department for the Antipiracy work and they would like to observe that it should be possible for the P&T Department to have effective check on unlicensed radio sets. They would stress that the P&T Department should have better coordination with the Customs Department regarding

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sets particularly Television sets and transistors brought in by individuals/parties from abroad and in the matter of more intensive checking of sales done by the dealers.

14 I 129

Information &  
Broadcasting

The Committee are deeply concerned to note that the average circulation per issue of all the eight programme journals in English, Hindi, Urdu, Bengali, Assamese, Tamil, Telugu and Gujarati has generally been going down from year to year. The average circulation per issue of "Akashvani" (English) which was 5489 in 1966-67 has gone down to 5171 in 1970-71 while that of "Akashvani" (Hindi) has gone down from 3801 to 2788 during the same period. During the same period, the average circulation of "Betar Jagat" (Bengali) has gone down from 55100 to 42,500 in 1970-71 while that of "Vanoli" (Tamil) has dropped from 46,000 to 44,800. The disquieting feature of the phenomenon is that the drop in circulation has occurred despite the opening of additional stations, introduction of new programmes and almost double the increase of B.R. sets—from 64,83,896 in 1966 to 1,17,46,600 in 1970.

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The Committee are particularly perturbed over the extremely poor circulation of the English and Hindi publications. It is really surprising that with such a vast region to cater to and tremendous growth in listenership the Akashvani (Hindi) should have a negligible circulation. Likewise, the average circulation of "Betar

Jagat" (Bengali) has declined considerably in spite of substantial increase in the number of Receiver sets in the Bengal and Orissa area. The declining trend of the circulation of the All India Radio journals is indicative of the absence of concerted efforts to evaluate to plan and to improve the quality of service of this mass media.

16 I. 131

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The Committee on Broadcasting and Information Media attributed the declining trend in circulation of these journals amongst others, to their unattractive contents and poor quality of paper and printing done by low class presses. The Committee are informed that Government have as an experiment changed the format of the Akashvani (English) to make it more attractive and give more reading matter. It is understood that decision was taken early in 1970 to get the journals printed by 'A' class printers and tenders were invited for Akashvani (English) in October 1970 the printing work has not yet been entrusted to the selected printer for want of funds. Although more than 5 years have elapsed since the recommendations made by the Chanda Committee the steps taken by Government to remedy the State of affairs have been extremely halting and sluggish, with the result that the position has been deteriorating from year to year instead of improving.

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17 I. 132

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Programme journals are intended to stimulate listening and create interests in radio programmes. Admittedly the sale of the programme journals is poor because contents need improvement. There should be no difficulty in effecting improvement for the All India Radio journals, they can carry some of the most important

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			<p>talks and discussions. If, however, there is any difficulty on account of dearth of material, then this is a reflection on the quality of programmes which should be improved.</p>
18	I. 133	Information & Broadcasting	<p>The Committee would further be interested to know how the average circulation per issue of Radio journals and the total number of B.R. sets in our country compare with those in some of the advanced countries like U.S.A., U.S.S.R., U.K., France etc. They would like this information to be gathered and communicated to them in due course.</p>
19	I. 141	-do-	<p>The Committee are concerned to note that with the exception of one journal viz. Vanoli (Tamil) all the other seven journals are running at a loss. The total annual loss during the year 1968-69 on account of the publication of these programme journals came to about Rs. 6.61 lakhs, the major Contributors to the loss being Akashvani (English)—Rs. 2.39 lakhs, Akashvani (Hindi)—Rs. 0.75 lakhs Awaz (Urdu)—Rs. 0.42 lakhs and Betar Jagat Rs. 2.92 lakhs. The Betar Jagat (Bengali) and Vanoli (Tamil 1) have almost equal circulation and yet it is not clear why the cost of production of these two journals should vary so much being Re. 0.58 per copy for the former and Re. 0.44 for the latter during 1968-69 the Committee find that although there is a wide variation in the cost of production per copy of the various journals yet the selling price has been fixed as rang-</p>

ing from Re. 0.25 to Re. 0.35 only. The Committee find it difficult to understand how Vanoli (Tamil) which contains less number of pages is priced at Re. 0.35 per copy while Akashvani (Hindi) containing more pages is priced at Re. 0.25 per copy.

- 20      1. 142      -do-      From a persual of the break-up of the cost of production per copy of the journals it is observed that the cost of establishment, printing and miscellaneous expenses are comparatively higher in the case of Akashvani (Hindi and English), Awaz (Urdu) and Nabho-vani (Gujrati).
- 21      1. 143      -do-      The Committee desire that the reasons for variations in the cost of production may be examined and necessary economies made where possible. They would further like that the pricing of the publications is done on a rational basis and efforts made to make these journals self-supporting as far as possible.
- 22      1. 151      -do-      The Committee note the slight improvement in the position of the inventory of the A.I.R. since they made their observation in this regard in the 27th Report of the P.A.C. presented to the Parliament in April, 1968. They have, however, no doubt in their mind that a lot is still left to be desired and that control over the inventories needs to be more effective. There should be detaild analysis of spares requirements with referenc to likely wastag, time taken in procurement and the rate of obsolescence. The Com-mittee desire that there should be critical review every year to

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723	1.152	Information & Broadcasting	<p>improve inventory control and speedily dispose of those spares for which the main equipment has already become obsolete.</p> <p>Apart from the necessity of putting the procedure regarding provisioning of stores in the A.I.R. on a scientific footing the Committee would like to urge that all possible efforts should be made by Government to standardise the transmitters and other equipments so that the problem of multiplicity of spares is minimised. They desire that the advice and assistance of Bharat Electronics Limited may be sought in standardising the equipments and stores used by the All India Radio.</p>



