
**MINISTRY OF INFORMATION
AND BROADCASTING**

FILMS DIVISION

**ESTIMATES COMMITTEE
1988-89**

EIGHTH LOK SABHA

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**LOK SABHA SECRETARIAT
NEW DELHI**

**EIGHTY-THIRD REPORT
ESTIMATES COMMITTEE
(1988-89)**

(EIGHTH LOK SABHA)

MINISTRY OF INFORMATION AND BROADCASTING

FILMS DIVISION

(Presented to Lok Sabha on 28th April, 1989)

**LOK SABHA SECRETARIAT
NEW DELHI**

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CORRIGENDA

Eighty-Third Report of the EC(1988-89) on
the Ministry of Information & Broadcasting-
Films Division.

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(1988-89)

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INTRODUCTION

I, the Chairman of Estimates Committee having been authorised by the Committee to submit the Report on their behalf, present this 83rd Report on the Ministry of Information and Broadcasting—Films Division which was referred to the Committee by the Speaker, Lok Sabha, under rule 310 of the Rules of Procedure and Conduct of Business in Lok Sabha.

2. The Estimates Committee (1988-89) took the evidence of the representatives of the Ministry of Information and Broadcasting on 3rd March, 1989. The Committee wish to express their thanks to the Secretary, Ministry of Information and Broadcasting and other officers of the Ministry for placing before them the material and information which they desired in connection with the examination of the subject and for giving evidence before the Committee.

3. The Report was considered and adopted by the Estimates Committee (1988-89) on 25th April, 1989.

4. The Committee have desired that Ministry should assess the extent of inadequacy of infrastructure in the regional centres of Films Division and take appropriate measures to strengthen them. The Ministry should also explore the feasibility of setting up of more regional centres in the country for production of rural oriented films.

5. The Committee have found that the studies conducted by different agencies indicate that the productions of the Film Division are not always upto the expectations. They have, therefore, desired that necessary steps should be taken by the Ministry to qualitatively improve the production standards so that the avowed aims of information, education and motivation are fully realised. They have also noted with dismay that no scientific study has been carried out about the relative impact of films produced by the Films Division and outsiders. It is imperative that a review to assess the impact of documentaries produced by the Films Division and outsiders is conducted periodically with a view to know their effectiveness on the community as also the shortcomings, if any. This will also enable the Films Division to constantly improve its performance. The Committee have desired to be apprised of steps taken in this regard.

Regarding the criteria for selection of themes, the Ministry has stated that the proposals received are scrutinised thoroughly and only suitable ones

are accepted for production programme. However, in view of the observations of the various study groups regarding lack of lively and fresh approach in treatment and presentation of themes, the Committee have desired that these aspects should always be kept in view so that the films produced are of social relevance and carry the message in a fortnight, interesting and presentable way which is easily comprehended by the masses. The Committee have desired that the Ministry to seek help/advice of experts in the field of mass communication and take necessary remedial action accordingly. Constant efforts should be made to improve the quality of films which should be brought to the level of professional excellence so as to make them more lively, interesting and educative.

The Committee have been dismayed to note that the Ministry has done precious little to evaluate the working of the Films Division through a Committee or a Working Group. They have felt that periodical assessment of every Organisation is a must in order to make necessary changes to rectify shortcomings/deficiencies in the system. This is all the more important in case of media units like the Films Division because due to the very nature of their work they are constantly in the glare of public scrutiny. The Committee have therefore, desired that a mechanism should be evolved to have periodic assessments of the overall working of the Films Division in order to make it more suitable for achieving the goals for which it has been established.

The Committee have taken note of the commendable role of the Films Division in dissemination of the message of family planning as a means of population control. The Committee have appreciated that the Division is playing a pioneering role in conveying the message of family planning to remote and far flung areas. They have, however, desired that there is still a need for qualitative improvement in the films produced by the Division on this subject. While making films for rural population, extra care needs to be taken so that the message reaches them in an interesting and convincing way. Involvement of well known personalities from different fields such as politics, films, sports, TV serials in the making of documentaries would go a long way in making the message more presentable to rural audience.

The Committee have felt that the existing arrangements regarding the screening of films supplied by the Films Division needs to be reviewed. They have endorsed the suggestion of the Study Group that the agreement made by the Films Division with the exhibitors needs to be re-examined in view of the general unhappy feelings of the exhibitors in regard to over-head charges, payment of local taxes, and security deposits in particular. A concession might help the exhibitors to develop a more favourable attitude towards these films and lead to better exhibition.

The Committee have expressed an apprehension that news magazines and documentaries are not generally shown by the cinema houses and there is a tendency either not to show them or switch over to feature films after showing

a part of it. Deterrant steps are indeed called for to stop this undesirable practice which if not checked, will totally negate the effort of the Films Division. State Government Administration and Union Territories should be asked to exercise meticulous care in conducting prescribed checks and resort to surprise inspection also to stop this undesirable practice.

As per the information supplied by the Ministry of Information and Broadcasting, the 7th Five Year Plan outlay of the Films Division has been Rs. 14 crores. The Committee, have viewed that Rs. 14 crores is too meagre an amount to ensure proper functioning of such an institution which has a vital role in educating and motivating the people towards enlisting their active support and participation in the implementation of national programme, projecting the image of the land, and fostering the growth of documentary film movement. They have recommended that this media unit should be provided with more funds so that it is in a position to achieve the lofty goals set for it by the Ministry in an effective manner.

They have felt that there are a variety of themes such as flora and fauna of the country, its natural beauty, indigenous cottage industry, etc., on which documentary films in colour, if properly made could not only fetch enough revenue for the media unit but also help it achieve its goals better. Indeed competent exploitation of such themes would enable the film division to enhance the image of the country and also to attract foreign tourist to the country. This is an area which needs immediate exploitation in the interest of the Films Division as well as the country.

The Committee have found that awards/appreciations which are a reflection on the quality of films are not in proportion to the increased level of participation in festival abroad by the Division. The Committee have desired that while considering invitations for International Festivals due thought should be given to the standards of film being selected for display abroad and the standard of the Festival itself. The Committee have the opined that though international exposure is necessary for improvement in quality and standards of films produced by the Division, it is not worthwhile to send films abroad for the sake of participation only.

The Committee have noted with appreciation that Films Division has been honoured at some of the most important International Film Festivals and have felt that these will provide necessary impetus to the Division to strive for further excellence.

While films like "Chehere" which may provide scope for good instances of self-introspection so that social and economic conditions in the country could improve, the Committee have found no justification whatsoever in showing such films abroad as they bring bad name to the country and may even act as a negative force for prospective foreign visitors to India. Already, the usual image of the country is that of snake charmers, beggars, filth and squalor and

presentation of such films will only add to the existing adverse image of the country. It is imperative that meticulous care is taken in selecting such films and the endeavour should be to depict India as developing country where technological and social changes are taking place at a tremendous pace and which has spectacular natural spectacle to offer to foreign tourists. Winning of awards is not as important as enhancing the image of the country and there should not be any compromise on this score.

For facility of reference, the recommendations/observations of the Committee have been printed in thick type in the body of the Report and have also been reproduced in a consolidated form in Appendix to the Report.

NEW DELHI:

April 25, 1989
Vaisakha 5, 1911 (S)

ASUTOSH LAW

Chairman,
Estimates Committee.

CHAPTER I

ORGANISATIONAL SET-UP

A. Aims and Objectives

1.1 The Films Division is the central film producing organisation of the Government of India under the Ministry of Information and Broadcasting. Its role pertains mainly to projecting schemes and plans relating to nation-building efforts and recording events for documentation of the march of time for the posterity.

1.2 According to a note furnished by the Ministry, the main aims and objectives of the Films Division are as under :—

- (i) educating and motivating the people towards enlisting their active support and participation in the implementation of national programme.
- (ii) projecting the image of the land, the people and the heritage of India for international appreciation. (In order to achieve this objective the External Publicity Division of the Ministry of External Affairs selects suitable films from Films Division and distributes them to all the Indian Missions abroad).
- (iii) Fostering the growth of the documentary film movement—an immense significance to India in the field of national information, communication and integration which is achieved by harnessing the energies and talents from all over the country, for production of documentary films.

B. Organisational Set-up

1.3 As per the note submitted by the Ministry, the organisation of the Films Division can be broadly divided into three wings, viz.

- (1) Production Wing;
- (2) Administration Wing;
- (3) Distribution Wing.

1.4 Each of these wings has units and sections functioning under it. The Films Division is headed by a Chief Producer. The various units and sections under the above mentioned Wings include :

(i) *Production* :—According to the Ministry, production of document a rise is carried out in the following two ways :

(a) The Films Division produces through its own directors and producers most of the films in the annual production schedule.

The documentaries range in theme and topic from agriculture to art and architecture; industry to the international scene, from food to festivals; health-care to housing; science and technology to sports; from trade and commerce, transport, tribal welfare to community development and co-operation—in short in all directions of human activity and endeavour.

(b) Normally, the Films Division reserves some films for allotment to independent film makers in various centres to encourage individual talent and, thus, promote documentary film movement in the country.

1.5 Asked as to what was the method adopted for getting films produced by independent producers, the Ministry has stated that it has delegated power to the Chief Producer to assign production of films to independent producers in the following manner :

- (i) By inviting general tender from the independent producers on the approved panel of the Films Division;
- (ii) By limited tender in the case of selected films;
- (iii) On negotiation basis, where subject requires specialised handling.

The Chief Producer while executing these responsibilities is assisted by a Committee consisting of :

1. Chairman, Central Board of Film Certification, Bombay.
2. Managing Director, National Film Development Corporation, Bombay
3. Joint Chief Producer
4. Producer-in-charge of independent producers
5. Internal Financial Advisor
6. Deputy Director (Costs)
7. Assistant Administrative Officer-in-Charge of FDP Section.

In case of assignment of films on negotiation basis, the power to take a decision has been vested with the Chief Producer. He is assisted by the Producer-in-Charge of outside productions.

(i) *News Magazines*

1.6 The Newsreel Wing is headed by a Joint Chief Producer, assisted by several directors, newsreel officers and assistant newsreel officers—forming a network embracing main cities and towns, including State and Union Territory capitals. The material collected goes into the making of the fortnightly news magazines and also in the compilation of archival material.

ii) *Cartoon Films*

The Cartoon Film Unit, formed at the Films Division headquarters in 1957, has gained individual distinction through a steady output of animation films. The Unit also prepares animation sequences for the documentaries and news magazines and is now equipped for production of puppet films.

(iii) *Commentary Section*

The Section looks after the dubbing of films and news magazines into 14 Indian languages from basic version (English or Hindi). Whenever required, films are also dubbed in foreign languages.

(iv) *Supporting Wings*

The Camera Section, fully equipped with needed accessories, meets production requirements with a well-designed studio and preview theatres.

Recording theatres for sound, commentary and music, along with re-recording theatres, look after the audio-side of production.

The Film Library preserves negatives and prints as also unused material in fine condition, with a ready reference record.

The Music Department has in stock a vast collection and updates its store-house with fresh recordings.

Laboratory Supervisors and maintenance section complete the complement of the services of the supporting wings on the production side.

(v) *Production Unit—New Delhi :*

1.7 The New Delhi Unit of the Films Division produces instructional and motivational films for the Ministry of Food and Agriculture and for the Department of Family Planning.

The Defence Film Wing of the Films Division attends solely to the demands of production of defence training films.

The New Delhi Unit of the Films Division is equipped with an auditorium-cum-film library, a preview theatre, a sound recording theatre and black and white films processing laboratory.

16 MM Rural oriented films :

1.8 Towards the end of the Sixth Five Year Plan the Films Division set up its regional centres in Calcutta and Bangalore for the production of rural oriented featurettes in 16 mm of around an hour's duration. These films revolve around a story-line for spreading messages on national issues of concern such as family-welfare, evils of dowry, bonded labour, untouchability and the like.

1.9 In a subsequent note, the Ministry has stated that there is no proposal to open more regional centres in the 7th Plan. Both the Regional Production Centres at Calcutta and Bangalore have been partially equipped with the infrastructure like cameras, editing machines and Recording facilities. The facilities will be augmented during the VIII Plan period.

1.10 (ii) The Administration Wing, including the cost-accounting section, provides the necessary facilities for personnel, factory management, stores and equipment.

(iii) Distribution Wing

1.11 The Distribution Wing of the Films Division plans its spread of branch offices in the ratio of one branch to 1,500 cinema houses. With the steady growth of theatres and touring cinemas, the distribution wing has also expanded to contain at present 10 branch offices—Bombay, Nagpur, Lucknow, Calcutta, Madras, Hyderabad, Vijaya wads, Bangalore, Madurai and Trivandrum, with two more branch offices marking further expansion in distribution reach. The growth of exhibition outlets for the Films Division on the theatre circuit can be estimated by the rise in the number of cinema houses and touring cinemas from 3,348 in 1952 to 13,183 in 1988.

Theatrical and non-theatrical

1.12 Inside the country, the distribution can be classified as theatrical and non-theatrical. Every week 906 prints in 15 languages are scheduled for release in the theatres. Under the non-theatrical distribution, Films Division supplied around 20,000 prints of the films to the mobile units of the Central and State Governments annually.

1.13 A Table indicating the different categories of employees in the various Wings of the Film Division, their sanctioned strength actual strength (as on 20.2.89), as furnished by the Ministry is given below :—

Name of Wing	Group 'A' Sanctioned Strength	Officers Actual Strength	Group 'B' Sanctioned Strength	Officers Actual Strength	Group 'C'		Group 'D'	
					Sanctioned Strength	Actual Strength	Sanctioned Strength	Actual Strength
Production Wing	58	40	132*	99@	288	197	110	87
Distribution Wing	1	—	12	10	241	220	126	95
Administration Wing	7	3	27	23	225	191	103	80
Total :	66	43	171	132	754	608	339	262

*Includes 20 staff Artists such as Commentary Speakers, Musicians, & Title Artists.

@Includes 19 staff artists.

1.14 From the above statement it may be seen that the shortage in staff strength is more pronounced in Production Wing. Asked about the reasons for shortage of staff in Films Division in general, and vacancies of 18 Group 'A' officers (Total 58), 33 Group 'B' officers (Total 132), 91 Group 'C' officers (Total 288) and 23 Group 'D' officers (Total 110) in Production Wing in particular, the Ministry has stated that major factors contributing to the shortage of staff in Production Wing are as under :—

- (i) The vacancies in Films Division could not be filled because of (a) a general ban on filling up of vacant posts imposed by the Govt. w.e.f. 1.1.84 and (b) the review of the activities of Films Division undertaken by the Ministry at the instance of Cabinet Secretariat. After the completion of the review exercise culminating with the abolition of 90 posts w.e.f. 1.1.88, the ban was lifted.
- (ii) Out of the total vacant posts of 18 Group 'A' 32 (not 33) Group 'B' and 91 Group 'C' posts, 8 posts of Group 'A' Officers, 14 posts of Group 'B' officers and 30 posts of Group 'C' officers belong to Regional Production Centres at Calcutta and Bangalore. These posts remained vacant as the continuance or otherwise of Regional Production Centres at Calcutta and Bangalore was under consideration of the Government. It was only recently i.e. in March, 1989 that

Government finally decided to continue these Centres. Action to fill these posts has been initiated.

- (iii) In regard to two posts of Group 'A' officers, 1 post of Group 'B' Officer and 4 posts of Group 'C' officers in Production Wing of the Agricultural Unit, the ban is still in operation as the Ministry of Agriculture has not yet completed the review of the functioning of this unit as they were required to do at the end of 1987-88.

1.15 Asked whether the staff strength was in proportion to the work-load, and if not, what steps were being taken to augment it, the Ministry has stated that the sanctioned strength is in proportion to the work load. However, the strength is augmented by hiring people from outside on job basis. Whenever it is not possible to get the manpower on *ad-hoc* basis, vacancies exist.

1.16 Asked further about the norms fixed in this regard and whether they were considered adequate, the Ministry has stated that specific work norms were laid down by the Staff Inspection Unit of the Ministry of Finance in the year 1972 in respect of a few areas like Directorial Unit (Producers, Directors, Deputy Directors), Cameramen (Photography), Commentary Writing/Speaking/Recording. In all other cases, Staff Strength was determined on the basis of work-load, span of control and general work norms prescribed by the Staff Inspection Unit. For the present work-load the existing staff is adequate.

1.17 About the action taken/being taken to fill-up the vacancies, the Ministry has stated that during the last one month 16 posts have been filled in Production Wing. A detailed statement furnished by the Ministry in this regard is placed at Annexure I of the Report.

1.18 When asked as to what effect the shortage of man-power was having on the working of Films Division, the Ministry has stated that quality of production has not been affected because it is ensured that talent is hired from the open market. However, sometimes this process results in delay in the completion of the project.

Asked about the criteria of selection of technical staff on *ad-hoc* basis and also about the requirement of technical and other staff on *ad hoc* basis, the Ministry has replied that freelance technicians such as Commentary Writers, Commentary Speakers, Artists etc. are engaged on *ad-hoc* basis per-film assignment or at times per-day assignment. These categories of technicians are not available on the sanctioned strength of Films Division. The Division maintains regular panels of these technicians and the selection of individuals, for placing on the panel is done by the duly constituted committee. The Committee also includes outside members eminent in their specific fields.

It has been further stated that occasionally, the work of script writing, direction and photography of films on per-film basis, is also given to outsiders.

A regular panel of such qualified and experienced technicians is maintained. Such assignments are given either in cases where the outside technician is a specialist on that particular subject or when our own staff is busy and is not available for the assignment, or the post is vacant. Except Defence subjects which are classified in nature, assignments for all other subjects are given to freelance technicians whenever required.

1.19 The Committee note that the Films Division is engaged in the work of educating and motivating the people for enlisting their support and participation in the implementation of national programmes, projecting the image of the land, the people and the heritage of India, and also fostering the growth of documentary film movement in the country. For achievement of the aforesaid objectives, it is essential that the Films Division has an efficient and modern infrastructure. The Committee, however, note that the Films Division, which has been divided into three Wings, viz; Production Wing, Administration Wing and the Distribution Wing, has not been fully equipped as such. The regional centres of the Films Division in Calcutta and Bangalore set up for the production of rural-oriented featurettes, are stated to be partially equipped with the infrastructure like cameras, editing machines and recording facilities. The Ministry has stated that the facilities will be augmented during the VII Plan period. The Committee desire that Ministry should assess the extent of inadequacy of infrastructure in these centres and take appropriate measures to strengthen them. The Ministry should also explore the feasibility of setting up of more regional centres in the country for production of rural oriented films.

1.20 The Committee note with dismay the wide disparities between the sanctioned and actual strength of officers in respect of Group 'A', 'B', 'C' & 'D' categories in three Wings of the Films Division. The Committee feel that due to shortage of manpower, it may not be possible for the Films Division to discharge its functions. The major factor contributing to the shortage of staff in Production Wing is stated to be the general ban imposed by the Government on filling up of vacant posts.

1.21 The Committee find that 8 posts of Group 'A' officers, 14 posts of Group 'B' officers and 30 posts of Group 'C' officers could not be filled up as the continuance or otherwise of Regional Production Centres at Calcutta and Bangalore remained under consideration of the Government till March, 1989 when it was finally decided to continue with these Centres. The Committee deprecate the unusual delay in deciding the issue. The Committee deplore the lackadaisical attitude of the Ministry in dealing with this issue of important nature and desire that the Ministry should take urgent steps to fill up the vacancies at the Regional Centres.

CHAPTER II

PRODUCTION

2.1 The Committee have been informed that the primary responsibility of the Films Division is to produce and distribute films of scientific, educational, social and cultural value for purposes of information, education and motivation.

2.2 When asked to dilate further in this regard, the Ministry has stated that the Films Division is responsible for :—

- (i) Production of documentaries (live action and cartoon) which range in theme and topic from agriculture to art and architecture; industry to the international scene; from food to festivals, health-care to housing, science and technology to sports, from trade and commerce, transport, tribal welfare to community development and cooperation in short in all directions of human activity and endeavour;
- (ii) production of newsreel which underwent a change in format in 1984-85 and became a fortnightly news magazine. News Magazines concentrate on compact coverages of major topics relating to current affairs;
- (iii) production of 16 mm featurettes specially designed for rural audience;
- (iv) Regulating distribution of approved films of specified length not exceeding 20 minutes duration.

2.3 About the exclusive and concurrent responsibility of the Ministry in regard to Films Division, it has been stated that the Films Division is one of the Media Unit under the administrative control. The Ministry discharges the following functions in administering this Media Unit :—

- (i) Laying down of broad policy guidelines for documentary film production;
- (ii) Ensuring that these guidelines are adhered to;
- (iii) providing necessary administrative and infrastructural support for the Division in carrying out its obligations and responsibilities;

- (iv) Establishing co-ordination with other Media Units of the Ministry of Information and Broadcasting, Ministries and Public Sector Organisations of the Government of India.

2.4 When asked to elaborate the guidelines for production of documentaries and new magazines, the Ministry has stated that broadly these are as follows :—

- (i) The news magazines should present a pictorial and in-depth review of current events in a factual and objective manner.
- (ii) The news magazines should avoid featuring events or presenting them in a way that may :
 - (a) embarrass relations of the Government of India with foreign countries.
 - (b) Encourage linguistic or regional fanaticism or Untouchability.
 - (c) Create discord, ill-feeling, hatred and enmity between different classes of people.
 - (d) Promote disorder or violence or breach of law or public tranquillity.
 - (e) Activities of recognised political parties are covered objectively.
 - (h) Demonstrations and agitations with news value are reflected and presented in a cool and objective manner.

2.5 As per the information submitted by the Ministry several studies conducted by different agencies to evaluate various aspects of films and news reels produced by the Films Division have indicated that the Films/Newsreels suffer from several drawbacks. Some of these are mentioned below :—

1. The audience feel in good proportions that most of these films are nothing but propaganda.
2. Newsreels need a more lively and fresh approach in treatment and presentation of routine events.
3. Too much information is packed in the form of facts and figures due to which problems in perception and comprehension arise.
4. Some times the film information is too theoretical to have any perceptible impact

5. Visual presentation of a particular commentary might have failed to convey coherently the intended message because the words were not correlated to the pictures. Dubbing might not have been exact. Low comprehension due to commentary being fast or interpressed with uncommon words.
6. Though the documentary films can have a marked effect in changing attitudes and diffusing purposeful messages among the rural masses in the country, the frequency of screening of films in rural areas is extremely low.
7. Lack of various approaches for conveying the same message in different areas.
8. Short duration of films necessitates screening of five or more films in each show, resulting in crowding of messages and reduction comprehension.
9. Lack of reorientation of the production process to cater to the needs of specific areas rather than the country as whole.
10. Lack of repeated screening to effect a change in attitude or to motivate rural illiterates to adopt innovations.
11. Lack of continuous assessment of films produced by Films Division.

2.6 Asked if besides the control jurisdiction of the Ministry, were there any other institutional safeguards to keep a check on the Films Division, the Ministry has stated that all the documentaries and news magazines produced by Films Division for public exhibition are subject to the approval of the Central Board of Film Certification (CBFC). Besides, these are also subject to approval by the film Advisory Board (FAB) under the provisions of the Cinematograph Act, 1952. These two serve as institutional safeguards for carrying out the general policy norms in respect of production of documentaries/news magazines and to ensure against their misuse.

2.7 The Ministry, when asked about the parameters to which it adheres to while laying down policy guidelines and when were they framed, has stated that the main parameters to which the Ministry adheres to while laying down broad policy guidelines for production of documentary films, are the very basic needs for which the Films Division was created forty years ago and which are relevant today also. These needs are :

1. To bring about enlightened participation in the affairs of the nation; objective appreciation of facts, events and personalities through the dynamic medium of documentary films.
2. To project an objective image of the country.

3. To assist the growth and development of documentary films as a medium of education and communication.

2.8. Asked further if there had been a review of these guidelines, and if so with what results, the Ministry has started that from time to time reviews have been done. As a result of one such review in 1983 the format and the periodicity of the 'Indian News Review' was changed. In 1984 newsreel was substituted by newsmagazine.

The other major change introduced in the year 1984 was the reduction in the number of groups for release of Films Division films. Earlier the Films Division used to release two documentaries and one Newsreel every week in the theatres grouped in three circuits. With a view to giving wider exposure to every individual film (documentary or News Magazine), the Films Division started releasing only one film (Documentary or News Magazine, alternately) every week. This resulted in reduction of the number of documentaries and News Magazines produced for theatrical release every year. i.e. the number of News Magazines came down from 52 to 26 and the number of documentaries came down from 104 to 26.

2.9 Asked as to how the Ministry ensured adherence to these guidelines, it has been stated that in order to ensure adherence to the guidelines, the criteria fixed by the Ministry are as follows :—

- (i) Before a film is taken up for production it has to be included in the production programme of the Films Division for the particular year with the approval of the Ministry. The Chief Producer is also authorised production of fifteen number of films in his discretion, but the Ministry has to be kept informed about the inclusion of such films in the annual production programmes.
- (ii) Films Division has to keep the Ministry informed about their release schedule of films (documentary or newsmagazine) every week.
- (iii) By the end of every month the Films Division has to submit a statement giving details of films produced/released during the month, awards or any recognition received, revenue earned or any other achievements during the month.

2.10 Asked about the criteria for selection of themes for the films, the Ministry has stated that whenever requests/suggestions are received from the Ministries/Departments of the Government of India or by various organisations (Government and Public Sector) for production of films, such requests/suggestions are thoroughly scrutinized and only when found suitable/ worthwhile are accepted on the production programme of the Films Division with the approval of the Ministry.

The Chief Producer (Head of the organisation) is also authorised by the Government to undertake production of short films upto 15 films in a year on subjects of topical and human interest, by keeping the Ministry duly informed.

2.11 The Ministry, when asked about the procedure and mechanism prescribed for making estimates for each of the film projects, has stated that whenever a film is proposed to be included in the production programme and the sponsors seek information regarding the cost, the same is estimated on the basis of statistical indices of cost of production per metre built up from past performance duly modified for known variable factors.

2.12 The films are produced by Films Division in the following two ways :—

- (i) In House: through regular employees of the Films Division and through some technical staff engaged on ad-hoc basis for particular films.
- (ii) Through outside agencies on contract basis for each film.

I. *In House :*

As soon as a film is assigned to the departmental officer, the requirements of man-hours in different Departments, expenditure on various items like raw-stock, facilities, travel expenses, material required for shooting etc. is worked out and a rough estimate is prepared. This is prepared by the Director and Producer of the Film and scrutinised by the Internal Financial Advisor and Joint Chief Producer before undertaking production. In exceptional cases where there is a possibility of exceeding the usual norms, such cases are put up before the Chief Producer.

II. *Through Outside Agencies:*

The following procedure is observed for assignment of films to independent producers :

- (a) For subjects which do not require specialised handling, tenders are invited from all producers on the panel.
- (b) For subjects which are intricate and require specialised handling, tenders are invited from a few selected Producers in the panel. (Not less than 5 and not more than 10 except in case of animation films where the minimum is lower).

In the first two categories, quotations are invited from the producers on the approved panel of Films Division giving a brief write-up/Line of approach on the subject matter of the film. The Independent producer then submits a treatment of the film along with estimated cost of production. Thereafter, the

Tender Committee consisting of senior technical officers and the Internal financial Advisor examines the treatment of the film for its thematic content and imaginative approach and the reasonableness of the budget estimated to achieve the desired goal. After this exercise the proposal is put up to the Chief Producer for approval and issue of the assignment letter.

- (c) In special circumstances films are assigned on negotiation basis to a selected Producer whether in the panel or not, keeping in view his aptitude, standing, etc.

2.13 Asked about the reasons for allotting some films to outside producers the Ministry has stated that one of the aims and objectives of the Films Division is to help the growth and development of documentary film movement in the country. In order to fulfil this objective, the Films Division, on a regular basis, assigns some films to independent film-makers every year.

2.14 Asked if outside parties are hired to produce films on behalf of the Films Division, the Ministry has stated that in addition to outright assignment of films to independent film makers, the Films Division also engages some independent technicians (Directors, Cameraman, Writers etc.) on ad-hoc basis for a particular assignment. Their remuneration is paid according to the rates approved by the Ministry.

2.15. The number of films produced by the Films Division through its own inhouse facilities and through outside agencies on contract basis are as follows :—

Year of Production	Number of films produced through independent producers	Films produced through inhouse staff and facilities.
1985-86	29	73
1986-87	25	85
1987-88	31	383
		(inclusive of 331 quickies on Family Welfare).

By and large the inhouse production compares favourably with production by Independent Film Makers.

In certain categories of films such as films on agriculture, animation, and family welfare training films, Films Division has gained specialization.

No specific study has been carried out about the relative impact of films produced by outsider, and, in-house producers of the Films Division. However during the past three years while films produced through independent pro-

ducers have won 8 national awards, inhouse productions of Films Division have won 15 national awards.

2.16. About the comparative cost analysis of films produced by the Films Division and outside producers, the Ministry have stated that the Films Division produces films both through its in-house facilities and through assignment to outside independent producers.

Films Division is having a regular costing system. Under the costing system the cost of production upto basic version of each film produced through in-house facilities is determined on the basis of actual input factors like deployment of production personnel of each production department, direct expenses like travelling expenses of production units, professional payments etc. and consumption of raw stock and processing charges, etc. Overhead charges on accounts of production administration and general administration are recovered in proportion of input hours of production personnel.

2.17 Cost of production of films through outside producers is based on actual payments agreed to with the outside producers. Cost of supervision by Films Division is added at a rate per metre arrived at from year to year on costing principles.

Average costs of production per metre under the two main categories for 1984-85 are given below :—

Category	Average cost in Films Division Rs.	Rupees per metre outside producer Rs.
35mm B&W	349.58	211.20
35mm Colour	457.59	450.33

These figures are statistical averages based on the total cost of production and total length of production under each category in respect of films completed during 1984-85 and are incorporated in the Performance Budget of the Ministry for 1987-88. Figures for subsequent years are under compilation.

2.18 The statistical averages taken by themselves are likely to be misleading. Cost of production of films can vary widely depending on various factors like length of the film, theme, treatment, requirements of sync shooting, shooting days, number of locations, characters, songs, dance scenes etc. One of the reasons for the wide variation in the figures of average cost under 35mm B&W is the limited number of production through outside producers (4 films) on comparatively plain themes and inclusion of some films on specialised topics in the production by the Films Division.

2.19 An attempt has been made to identify some pairs of films by Films Division and through outside producers which are comparable from the point of view of theme, treatment etc. Details of title, length, cost etc. of such films are given in the statement given below. It may be seen that costs of production of Films Division's production are generally quite favourable.

*Details of Films of Comparable Nature produced by Films Division
and Through outside Producers*

FILMS BY FILMS DIVISION					FILMS THROUGH OUTSIDE PRODUCERS				
Sl. No.	Title	Length in Mts.	Cost in Rs.	Cost Per Mt. Rs.	Title	Length in Mts.	Cost in Rs.	Cost per Mt. Rs.	
35 MM B&W									
1.	Election procedure for POs.	791	1,01,118.40	127.83	Floating Bank	318	67,652.00	212.74	
2.	Books for children	347	1,05,362.65	303.63	Der Aaye Durast Aaye.	368	89,834.00	244.11	
35 MM COLOUR									
3.	Our Gallant Sons	602	2,13,403.41	354.49	Assam Rifles	454	2,39,962.17	528.55	
4.	Memories of Madhya Pradesh	458	1,67,635.72	366.01	The Challenge of Change.	463	1,90,362.00	411.41	
5.	The Roof	405	1,08,410.62	267.68	Beyond the Stars.	304	87,269.00	287.15	

2.20 Asked about the machinery available with the Ministry to monitor the films produced so as to ensure the compliance of guidelines, the Ministry has stated that under Pre-Production Monitoring, Themes/subjects are approved by the Ministry of Information and Broadcasting or the sponsoring agencies/Ministries. The script is approved by the sponsoring agencies through a Consultant/Subject matter specialist appointed for this purpose. Even after the film is shot, the rough-cuts are previewed by the Consultants/Specialists before making the final print.

As regards the post-production monitoring, the Ministry has stated that immediately after the completion, the documentary/news magazine is subjected to certification by the Central Board of Film Certification and approved by the Film Advisory Board for exhibition in theatrical circuits. This is one channel of monitoring to ensure proper implementation of policy guidelines.

2.21 Asked whether any committee/working group had been appointed to examine the working of the Films Division, the Ministry has stated that no Committee/Working Group has been appointed to examine the working of Films Division during recent years. However, in 1986, an Expert Group was set up under the Chairmanship of Shri V. S. Jafa, the then Joint Secretary (Films), Ministry of Information and Broadcasting, to evaluate the usefulness of the work of two Production Units based in Delhi for production of films on Agricultural and Family Welfare themes.

2.22 About the role of the Division in the context of social problems like population control etc. the Ministry has stated that the Films Division produces and exhibits films which constitute a vital audio-visual publicity support for the policies, plans and programmes of the Government for economic development and social change. The Films Division has been giving media support to Family Welfare Campaign etc. by producing and releasing films on these subjects. During the year 1987-88 the Division completed and released more than 300 quickies on immunisation/family welfare in a record time of about three months. Most of these films have also been released in theatrical circuits. Similarly, Films on Family Welfare are taken up for production on subjects suggested/approved by the Ministry of Health and Family Welfare, and the scripts/rough-cuts are approved by the nominated consultants of the Ministry. Since the documentaries are required to be shown in all cinema theatres including to the touring cinemas and the 16 mm mobile units of the Central and State Government Departments, large segments of the population particularly the rural population is exposed to these films which otherwise would not be available to them through any other source.

2.23 Asked how did the Films Division establish coordination with other media units and organisations, the Ministry has informed the Committee that in order to establish contact/coordination the Films Division circulates copies of the release schedules of films (Documentaries/News Magazines) to all the media units of the Ministry of Information and Broadcasting every week.

Since the Directorate of Field Publicity is a significant user of Films Division's documentaries/News Magazines and short feature films for non-theatrical exhibition in the rural areas, regular shows of such films are organised for them for selection of suitable films.

In addition, Director, DFP, and Chief Producer, Films Division along-with their officers get together to discuss the kind of films suited/required for the rural audience. This helps the Films Division in selection of subjects/themes for the films for the Directorate of Field Publicity.

A Committee has been set up by the Ministry to effect coordination in the production of programme by Doordarshan, All India Radio, Films Division and National Film Development Corporation with the objective that interesting and educative programmes produced by all India Radio, Films Division and National Film Development Corporation are suitably fitted into the programme structure of Doordarshan. The Committee was set up in May, 1988.

In its first meeting, the Committee reviewed the Coordination mechanism between these media. Also a group under the Chairmanship of Secretary, I&B was set up with a view to deciding publicity strategies of the Directorate of Field Publicity and effect necessary coordination between concerned media units. The group is named Central Group on Communication Strategies. Chief Producer, Films Division is a member of this group.

2.24 The Ministry, when asked about the categories and number of films made each year on an average, has stated that the Annual target of production of documentary/short films and news magazines is about 143. These films can be broadly divided into the following five categories :—

- (i) (a) documentary films upto a maximum duration of 20 minutes for release in cinema theatres every alternate week and also for release through other avenues.
- (b) documentary films of longer length for non-theatrical distribution (for release through the mobile units of the Directorate of Field Publicity and other Central and State Government Departments, for release on Doordarshan and for instructional/educational purposes).
- (c) Animation/cartoon films for release in cinema theatres or for release through other avenues.
- (ii) (a) News Magazines upto a maximum duration of 20 minutes for release in cinema theatres every alternate week.
- (b) Featurettes upto a maximum duration of 90 minutes for release through the mobile units of the Directorate of Field Publicity

and other Central and State Government Departments and also on Doordarshan.

2.25 About the number of films in each category produced every year, the Ministry has stated that every year 26 documentaries are produced and released in the cinema theatres, one every alternate week. The languages in which these films are produced and released are : English, Hindi, Tamil, Telgu, Kannada, Malayalam, Bengali, Assamese, Oriya, Punjabi, Kashmiri, Urdu, Sindhi, Marathi and Gujarati. Similarly 75 documentaries are produced and released in the languages specified by the sponsoring authorities in non-theatrical circuits. Besides 16 featurttes are produced and released in the languages/dialects of the Eastern and Southern Regions of the country.

Every year like documentaries, 26 News Magazines are produced and released in 15 languages in the cinema theatres every alternate week.

2.26 Regarding Family Welfare film production unit, the Ministry has stated that the Department of Family Welfare earlier had a Film Production Unit of its own located in Red Cross Building. The Unit was equipped to produce some news items and T.V. coverages. Since the requirement of motivational films was quite large the Department of Family Welfare decided in September, 1979 to hand over this Unit to Films Division, alongwith all its staff (4 officials in different posts), equipment and accommodation so that the Films Division could expand it and produce more motivational films on Family Welfare subjects. The Unit was physically handed over in December, 1979. Quite a few items of equipment were in non-working condition or virtually junk. The scheme for expansion of the Unit with an annual target of 24 reels (to be achieved in a phased manner) was approved by the Department of Family Welfare in May, 1980 with an outlay of Rs. 97 lakhs for remaining 3 years of the Sixth Five Year Plan... The Ministry of Information and Broadcasting sanctioned in all 46 posts in various categories including 4 posts for absorbing the staff transferred by the Department of Family Welfare. Subsequently, the Internal Work Study Unit of the Ministry abolished two posts, bringing down the sanctioned strength to 44 posts. Of this, 13 posts are presently lying vacant (some of these are key posts) which the Unit has not been able to fill up because of the present Government ban on recruitment.

2.27 It has been further stated that some of the items of the equipment, which were initially received in non-working condition or virtually in the shape of junk, were repaired by Films Division, Maintenance staff and put to use. The items which could not be retrieved have been earmarked for condemnation. The Family Welfare Unit is naturally handicapped for want of good reliable cinematographic equipment. To carry on the work of production Films Division is using equipment available under other schemes. In order to equip the unit with the desired film production equipment a scheme has been prepared which is under consideration between Films Division and the Department of

Family Welfare. The import of this equipment would involve a total cost of approximately Rs. 50 lakhs, with a foreign exchange component of roughly Rs. 25 lakhs.

2.28 As regards vacancies of 13 posts out of 44 sanctioned posts, the Ministry has stated that out of these 13 posts, 7 posts (2 posts of Director, 1 post of Editor, 2 posts of Assistant Editor Grade-I, 1 post each of Assistant Editor Grade-II and Unit Manager) had been lying vacant right from inception of the scheme and the remaining 6 from subsequent dates. After the general ban on recruitment was lifted by the Government and the review of the Films Division posts was carried out and the Committee of Secretaries directed the vacant posts can be filled, the question of filling up the vacant posts was taken up with the concerned authorities and action for recruitment was initiated by the Films Division. The details of action for recruitment taken and its stage is given in Annexure I. Although the number of vacancies under the scheme is still 13 as on date, 4 vacancies reported earlier have since been filled but 4 new vacancies have been added due to retirement/promotion of earlier incumbents. Action for recruitment in respect of all these 13 vacancies is in progress.

The Film Production Unit achieved the physical target of producing 3 films (7 reels) and 66 quickies during the year 1987-88 by utilising staff meant for other schemes and by using non-directorial staff, such as, Script Writers, Chief Cameraman, Chief Editor, Chief Recordists, etc. for direction of films.

2.29 Asked whether any study was carried out by the Ministry of Information and Broadcasting to review the working of the Films Division in recent years and the salient conclusions of this study and steps taken to implement the major recommendations, the Ministry has informed the Committee that although no formal study as such has been carried out in the recent years but as a result of inter-action between the Ministry and the Films Division from time to time some changes have also taken place in programme format etc.

One of the most significant recommendations, which was implemented in the year 1982, was the concept of short feature films specially designed for the rural population of India. This resulted in creation of two regional production centres at Calcutta and Bangalore for production of rural based short feature films in the regional languages of South and East. These films have proved to be very popular with the rural population due to their regional flavour of culture and language.

In the year 1986, an Expert Group was appointed by the Ministry of Information & Broadcasting to evaluate the utility of the Agricultural and Family Welfare Film Production Units in the Films Division. While giving their views on the general performance, the Committee stated that "the Unit

(Agricultural) has generally performed very well. It has produced excellent training and instructional films and has won laurels within country and abroad. The record of the Unit in winning national and international awards is very impressive. It has bagged 120 awards since 1970. Even in the recent National Film Festival of India, 1986, two of its documentary films—"Cash in Cashew Cultivation" and "Safety Measures in Handling Agricultural Machinery" have won Best Film awards under different categories of films, bagging Rajat Kamal and cash award of Rs. 10,000/- to Producer and Director of each film. In short the, films are lucid, intelligible, communicate well and are effective".

Subsequent to the recommendations of the Expert Group, Ministry of Health & Family Welfare has been exercising close supervision on script and treatment of family welfare themes selected for making films by the Films Division. Family Welfare Department also approves the roughcuts before the final print is made.

Family Welfare documentaries/quickies are being regularly shown on Doordarshan and by their regional centres as well.

2.30 The Committee note that the primary responsibility of the Films Division is production and distribution of films of scientific, educational, social and cultural value for purposes of information, education and motivation. However, the Committee find that the studies conducted by different agencies indicate that the productions of the Films Division are not always upto the expectations in this regard. The Committee, therefore, desire that necessary steps should be taken by the Ministry to qualitatively improve the production standards so that the avowed aims of information, education, and motivation are fully realised.

2.31 They also note with dismay that no scientific study has been carried out about the relative impact of films produced by the Films Division and outsiders. It is imperative that a review to assess the impact of documentaries produced by the Films Division and outsiders is conducted periodically with a view to know their effectiveness on the community as also the shortcomings, if any. This will also enable the Films Division to constantly improve its performance. The Committee would like to be apprised of steps taken in this regard.

2.32 The Committee have observed that while earlier the Films Division used to release two documentaries and one newsreel every week in theatres grouped in three circuits, with a view to giving wider exposure to every individual film, it started releasing only one documentary or news magazine every week. Thus, the number of news magazines and documentaries released annually dropped from 52 and 104 respectively to 26 each.

2.33 The Committee have been informed that the above reduction has been made to ensure that wider exposure is given to every individual film (documentary or newsmagazine). They hope that copies of such films are produced in sufficient

numbers so as to ensure that by the time their release is completed in all parts of the country these do not become out-dated and have no relevance, thereby resulting in total loss of resources and time of audience. They are of the view that such a situation should not be allowed to exist. While increasing the number of prints of such films to be made, it seems desirable that at least one news magazine and one documentary are released every week so that the contents of news do not become outdated and audience gets more material of socio-economic nature, thereby providing them value-based entertainment. The Committee would like to be apprised of the steps taken in this direction.

2.34 Regarding the criteria for selection of themes, the Ministry has stated that the proposals received are scrutinised thoroughly and only suitable ones are accepted for production programme. However, in view of the observations of the various study groups regarding lack of lively and fresh approach in treatment and presentation of themes, the Committee desire that these aspects should always be kept in view so that the films produced are of social relevance and carry the message in a forthright, interesting and presentable way which is easily comprehended by the masses. The Committee would like the Ministry to seek help/advice of experts in the field of mass communication and take necessary remedial action accordingly. Constant efforts should be made to improve the quality of films which should be brought to the level of professional excellence so as to make them more lively, interesting and educative.

2.35 The Committee note that in 1984-85 the average cost of production per metre in case of films made by the Films Division itself and those made by outside producers was Rs. 349.58 and Rs. 211.20 respectively for 35 mm Black & White Films, and Rs. 457.59 and Rs. 450.33 respectively for 35 mm colour films. The Ministry has attributed several reasons (like difference in length of film, theme, etc.) for wide variation in the figures of average cost of films produced by the Films Division and those produced by outside producers. However, as per the figures provided by the Ministry with regard to films of these two categories having the same set of variables also indicate that generally the cost of production of Black and White films produced by outside producers is on a substantially lower side. The Committee desire the Ministry to go into the reasons for these wide variations in the cost of production of films and take necessary action to make the costs incurred by the Films Division on production of its films comparable with those of outside film producers.

2.36 The Committee are dismayed to note that the Ministry has done precious little to evaluate the working of the Films Division through a Committee or a Working Group. They feel that periodical assessment of every Organisation is a must in order to make necessary changes to rectify shortcomings/deficiencies in the system. This is all the more important in case of media units like the Films Division because due to the very nature of their work they are constantly in the glare of public scrutiny. The Committee, therefore, desire that a mechanism should be evolved to have periodic assessments of the overall working of the Films Division in order to make it more suitable for achieving the goals for which it has been established.

2.37 The Committee take note of the commendable role of the Films Division in dissemination of the message of family planning as a means of population control. The Committee appreciate that the Division is playing a pioneering role in conveying the message of family planning to remote and far flung areas. They, however, desire that there is still a need for qualitative improvement in the films produced by the Division on this subject. While making films for rural population, extra care needs to be taken so that the message reaches them in an interesting and convincing way. Involvement of well known personalities from different fields such as politics, films, sports, TV serials in the making of documentaries would go a long way in making the message more presentable to rural audience.

CHAPTER III

DISTRIBUTION NETWORK & INFRASTRUCTURE

3.1 Regarding infrastructure owned/managed by the Films Division for production of films and its adequacy, the Committee have been informed that the Films Division produces documentary films, news magazines, short films through its own Directors and Producers as well as by independent film makers in various centres to encourage individual talent and thus help promote documentary film movement in the country.

The Films Division has got all the required facilities for production and distribution of films. These include essential camera, recording, editing and re-recording facilities. However, it does not have a Film Processing Laboratory of its own for processing of its films. There is, however, a small laboratory in Delhi which caters to the needs of defence training films which can handle only processing work of B&W films.

3.2 About steps being taken by the Ministry to set up a film processing laboratory for processing of films it has been stated that there is no proposal to have a colour laboratory in Films Division during the VII Five Year Plan.

3.3 Asked further if the Ministry was contemplating at least of creating facilities for processing of coloured films in Delhi laboratory, the Ministry has stated that though the need for adding colour facilities in this laboratory has been felt, no funds were available for this purpose during the 7th Five Year Plan period.

3.4 The Expert Group set by the Ministry to go into the working of Films Division has observed with regards to this aspect as under :

“The time lag between production of agricultural films and their print supply to the Directorate of Extension, Ministry of Agriculture is unusually long. According to information made available to the Group, it normally takes about a year or a year and half before prints are supplied. (including time required) and required for censoring of films and dubbing of films in various languages). The main reason for this delay is reported to be time taken by private laboratories at Bombay or elsewhere whom the work of making prints is assigned by the Films Division.”

3.5 Asked whether the Films Division has taken the question of these delays with the parties concerned it has been stated that although Films Division has taken up the matter of reducing the time lag between the production of the films and print supply with the private laboratories on several occasions and at time has deputed its own officers to have the things expedited, the success in reducing the time lag has not really been substantial. In order to cut down delays, we have also streamlined the procedures and have started giving print supply work of the Ministry of Agriculture both in 16 mm and Super 8 mm to only one laboratory so that the delays in transferring of the negative material, including sound negatives, from one laboratory to another is eliminated. However, the real solution to the problem lies in having our own laboratory.

3.6 Asked what action the Ministry was taking to solve this problem, it has been stated that though earlier there was a proposal to add some additional equipment in the existing laboratory at Delhi to have colour processing facility also. For this purpose, we had requested the Ministry of Agriculture to provide funds but due to budgetary constraints, the proposal did not come through.

3.7 Asked about the screening network owned and/or utilised by the Films Division, the area and number of people covered by them with particular reference to rural/border areas as such far-flung areas as Andaman and Nicobar Islands and Lakshadweep, the Ministry has stated that the Films Division does not own any network for its screening of the Films to the public. However, the network and exhibition facilities utilised by the Films Division are as follows.

Under the Cinematograph Rules of the State Governments every cinema is granted licence on the condition that the cinema house exhibits in every film show an 'approved film' of a length not exceeding 609.60 meters. Taking advantage of this facility for the past forty years, Films Division has been regularly releasing its documentaries and newsreels every week in all the cinema theatres in the country. The number of cinema theatres covered by the Films Division in the year 1952-53 was 3,348 and it has risen to 13,183 in the year 1987-88. Films Division today releases 906 prints of its film (documentary or news magazine) in 15 languages every week. These films keep shifting from one theatre to the other after being exhibited for one week in each theatre till the time that all the 13,183 theatres in the country are covered. It is estimated that these films through the theatres reach an audience of approximately 9 to 10 crores every week. Out of these, the estimated audience in the border areas and such far-flung areas as the Union Territories of Andaman and Nicobar Islands and Lakshadweep is about 5 to 6 lakhs every week.

As regards non-theatrical exhibition of our films, the main sources are the 16 mm mobile units of the Directorate of Field Publicity (261 units) and such

other mobile units of the Departments of Central as well as State Governments. The number of such mobile units may run into thousands. On a very rough basis, the audience covered by these units is estimated to be around four to five crores every week.

In addition to the above channels, the documentary films of the Films Division are being shown on the national as well as regional networks of Doordarshan. During the year 1987-88 alone 210 films produced by Films Division were released on Doordarshan.

The educational institutions and many other social organisations all over the country borrow films of Films Division from the libraries maintained in all the ten Distribution Branch Offices of the Films Division.

3.8 It has been further stated that the Films Division is responsible for regulating distribution of approved films of specified length not exceeding 20 minutes duration to cinema theatres all over the country in accordance with the Cinema (Regulations) Acts of different States for compulsory exhibition of approved films.

3.9 Asked whether the Ministry were satisfied with the existing legal provisions with regard to compulsory exhibition of approved films in the States and whether there had been some instances where problems had cropped up due to some lacunae in the Acts of some States, the Ministry has stated that there has been no problem in providing documentaries to theatres for exhibiting in terms of the legal provisions under the Cinematograph Act, 1952, and rules made under Cinema (Regulations) Acts of various State Governments. However, exhibition sector of the Film Industry has been seeking exemption from compulsory exhibition of approved films.

3.10 The main reasons why the Film Industry is seeking such an exemption, as brought out in a Study commissioned by the Films Division itself, have been as follows :—

1. The newsreels are exhibited in addition to these films. This causes resentment among the exhibitors, as their exhibition time schedule is disturbed. It also causes unfavourable attitude among the audiences for these films. This requires the distribution in a coordinated manner and might call for some sorting out of problems with the State Governments.
2. The length of documentaries/newsreels varies too much and proves a problem to maintain the time schedule of exhibition when the feature films are also lengthy.

3.11 When asked about the arrangements existing for showing films to foreign audience, the Ministry has stated that as regards foreign audience, the External Publicity Division of the Ministry of External Affairs selects Films Division films and distributes their prints to the Indian Missions abroad.

Future Projects

3.12 The Ministry has informed the Committee that at present the construction of second phase building at Peddar Road, Bombay, is underway. The work schedule as per the Ministry is as follows :

Sl. No.	Details of work	Amount sanctioned (Rs. in lakhs)	Date of sanction	Period of completion after award of works
1.	Civil works (excluding air-conditioning and stand by diesel generator but including limited accoustic treatment of studios).	153.02	23.8.83	30 months
2.	Fire fighting, electrical services and diesel generator set.	20.49	8.10.86	14 months
3.	Provision of air-conditioning.	65.84	15.5.87	18 months
4.	Additional expenditure for accoustic treatment of studios.	28.92	19.10.88	6 months
		268.27		

3.13 Asked if "Civil Works" referred to in Column 1 of the above statement had since been completed, the Ministry has stated that the work at Sl. No. 1 was awarded on 11.10.1984 after obtaining approval of the municipal authorities to the construction of the building, the approval could be obtained only in Sept., 1984. There was a further delay of about 10 months due to non-availability of site in use by Films Division (8 months) and appearance of rocky strata at the site necessitating revision of foundation design (2 months). The temporary structures on the site in use had to be demolished to make the site available to the contractor by shifting the occupants to alter-

native accommodation. The period of completion of the Civil works, taking into account the above hindrances, works out to February 1988 (period of completion being 30 months). As against the above date of completion, the first floor of the building was handed over in May 1987 for occupation and the remaining portion of the building was completed functionally by March, 1988. Thus, there was no delay in completion of the building referred to at Sl. No. 1 above, functional areas were constructed according to schedule. External electrification and diesel generating set have been provided as per schedule.

Air conditioning works in the functional areas were awarded in December, 1987 on the basis of designs submitted by a private consultant engaged for the work. These would be completed by March, 1989. There is no delay in this.

The work of designing accoustic treatment in the studios has been taken in hand by a private consultant and tenders are being invited for this work. These are expected to be completed by September, 1989.

The cost of the project has gone up from Rs. 153.02 lakhs in the 6th Plan to Rs. 268.27 lakhs essentially due to sanction of additional works referred to at Sl. Nos. 2 & 3 above and changes in the scope of work relating to accoustic treatment referred to at Sl. No. 4 above. The accoustic treatment being provided to the studios is of a highly specialised nature. Out of the cost of Rs. 268.27 lakhs, an amount of 18.47 lakhs was spent in the 6th Plan and an amount of about Rs. 250.00 lakhs is expected to be spent in the 7th Plan. The outlay for the scheme for the 7th Plan was raised from Rs. 146.00 lakhs through internal adjustments to Rs. 250.00 lakhs.

3.14 Asked whether Rs. 268.27 lakhs shown as total sanctioned amount had under gone any revisions, the Ministry has stated that this is a continuing scheme from the 6th Plan. SFC had approved this project with a provision of Rs. 153.02 lakhs. However, an expenditure of Rs. 18.47 lakhs only was incurred during the 6th Plan in respect of the Scheme relating to the construction of 2nd phase of the Films Division building, the outlay under the 7th Plan has gone up from Rs. 146/- lakhs to Rs. 250.00 lakhs.

3.15 About the reasons for gross underutilisation during Sixth Plan the Ministry has stated that after sanction of the estimates of Rs. 1.53 crores in March 1983, immediate action was taken to prepare the detailed estimates and call of tenders. Parallel action was taken to submit the plans to Bombay Municipal Corporation and Chief Fire Officer. The approval of plans by Bombay Municipal Corporation was, however, received in September, 1984 and the work was awarded in October, 1984. The approval from the Chief Fire Officer was obtained in February, 1985. Parallel action was taken to shift the staff occupying the temporary structures existing on the site elsewhere before taking up the physical execution. Therefore, only the preliminary building construction work could be undertaken before March, 1985 i.e. by the end of

6th Five Year Plan. This resulted in an expenditure only of Rs. 18.47 lakhs in the 6th Five Year Plan.

3.16 As regards the revision of outlay for construction of second phase of Films Division building, the Ministry, in a subsequent note, has stated that there was a provision of Rs. 146.00 lakhs for this project during the 7th Plan. However, this outlay was revised, keeping in view the need to provide A/C arrangements in the building. It was also necessary to provide fire alarm and fire fighting system a mandatory—requirement in the building. Subsequently, special acoustic conditions were also required to be created for the studios to be set up in the building. There was an escalation in the cost in respect of electrical works and power supply arrangements. It also became necessary to provide stand by diesel generating sets. In the circumstances the cost of the project went upto Rs. 268.27 lakhs of which about Rs. 250.00 lakhs is to be spent in the 7th Five Year Plan.

3.17 Asked as to why provisions for A/C arrangements, fire alarms, fire fighting system, special acoustic conditions, etc. were not included in the scheme at the time of finalisation of budget allocation, the Ministry has stated that a provision of Rs. 1.00 crore had been allocated in the 6th Plan for construction of a new building with 36000 sq. ft. of plinth area for Films Division at Paddar Road, Bombay in its outlay of Rs. 8.80 crores. CCW, the Construction agency, however, submitted estimates amounting to Rs. 2.06 crores for Government sanction in January 1983. This involved construction of plinth area of 45,000 sq. ft. based on the permissible FSI and the area actually becoming available for construction. The Master Plan of the complex provides for construction of 1.16 lakhs sq. ft. ultimately. The estimates were examined and it was found that resources of the magnitude of Rs. 2.06 crores would not be available in the 6th Plan of the Films Division for the project. The scope of the project was accordingly revised and diesel generating sets and air-conditioning was deleted. It was decided that these items may be provided in the 7th Plan after the super-structure is ready. The estimates of Rs. 1.53 crores was sanctioned in March, 1983. Some provision considered necessary at that time for fire fighting system and acoustic treatment were, however, retained. These requirements went up steeply thereafter on account of the mandatory requirements stipulated by the Chief Fire Officer and reassessment of acoustics specification by the Films Division necessitating revision in the cost estimates of the project. Requirements of Films Division for sound recording and dubbing studios were re-assessed and were revised on the advice of a Consultant keeping in view the local conditions at the highly specialised nature of requirements of Films Division. In the original estimates, only a nominal provision of Rs. 5.60 lakhs had been kept in the estimates. On the advice of the Consultant the matter was reconsidered and an additional estimate of Rs. 28.92 lakhs has been sanctioned for acoustic treatment.

The cost of the project has gone up from Rs. 1.53 crores sanctioned in March 1983 to Rs. 2.69 crores. Expenditure in 7th Plan has gone up from

Rs. 1.46 crores to Rs. 2.50 crores. The additional expenditure in the 7th Plan is being met by internal adjustments. This has been done by deferring or going slow on the scheme relating to setting up of archives.

Subsequently, the Ministry has stated that air-conditioning installations have been completed and are under testing.

As regards accoustic treatment, detailed designing of specialised accoustic treatment has been done and tenders have been invited. The work is likely to be awarded in March, 1989.

3.18 The Committee note that the Films Division does not have a Film processing laboratory of its own for processing of its films. There is only a small laboratory in Delhi which caters to the needs of defence training films which can handle only processing work of B&W Films. The expert group set up by the Ministry to go into the working of the Agriculture and Family Welfare Film Production Units in the Films Division has observed that the time lag between production of agricultural films and their print supply to the Directorate of Extension was unusually long from about 12 to 18 months. This has been mainly due to the considerable time taken by the private laboratories to whom the work of making prints was assigned by the Films Division. The Committee, therefore, feel that in order to avoid the delays taking place in the supply of prints, the Films Division should set up its own coloured laboratory for the processing of films with due expedition.

3.19 While on the one hand the Ministry says that it is satisfied with the existing legal provisions with regard to compulsory exhibition of approved films in States, it has also pointed out that the exhibition sector of the Films Industry has been seeking exemption from compulsory exhibition of approved films. The Committee feel that the existing arrangements regarding the screening of films supplied by the Films Division needs to be reviewed. They endorse the suggestion of the Study Group that the agreement made by the Films Division with the exhibitors needs to be re-examined in view of general unhappy feelings of the exhibitors in regard to over-head charges, payment of local taxes, and security deposits in particular. A concession might help the exhibitors to develop a more favourable attitude towards these films and lead to better exhibition.

The Committee have an apprehension that news magazines and documentaries are not generally shown by the cinema houses and there is a tendency either not to show them or switch over to feature films after showing a part of it. Deterrant steps are indeed called for to stop this undesirable practice which, if not checked, will totally negates that effort of the Films Division. State Government and Union Territories Administration should be asked to exercise meticulous care in conducting prescribed checks and resort to surprise inspection also to stop this undesirable practice.

3.20 The Committee note that there was a proposal for construction of Films Division Phase II building for which a sum of Rs. 1.53 crores was allocated during the 6th Plan. The Committee, however, note that the work of construction of the said building has not been completed so far due to non-provision of Air conditioning arrangements, Fire Alarm & Fire-fighting System etc. at the outset. The Committee deplore that the provision for these arrangements was not made at the time of finalisation of the project and allocation of funds for this purpose, which has not only led to the delay in the completion of the project, but also in the escalation of its cost upto Rs. 268.27 lakhs as against an original estimate of Rs. 153.02 lakhs.

3.21 The Committee have been informed that all the work of construction of the building has been completed excepting air conditioning which was scheduled to be completed by March, 1989 and the acoustical treatment of two studios, which is expected to be completed by Sept., 1989. The Committee desire that the Films Division should monitor the progress of work regularly so that there is no further delay in this regard. They would like to be apprised of the further action taken in the matter.

CHAPTER IV

FINANCE

4.1 As regards the 7th Five Year Plan outlay and yearly Plan outlay in respect of the Films Division, the Ministry has supplied the following information.

7th Plan outlay of the Films Division is Rs. 1400.00 lakhs.

<u>Annual Outlays</u>	<u>Rs. (in lakhs)</u>
1985-86	133.06
1986-87	221.27
1987-88	295.00
1988-89	414.50

4.2 The information regarding grant-wise and major head-wise annual budget and actual expenditure on the Films Division, since the commencement of the 7th Plan period is indicated below :

Demand No. 54—Ministry of Information & Broadcasting

Major Head 2220—Information & Publicity

Major Head 4220—Capital Outlay on Information and Publicity.
(Rupees in lakhs)

<u>Year</u>	<u>Allocation (SBG)</u>	<u>Actual Expenditure</u>
Plan		
1985-86	133.06	182.25
1986-87	221.27	193.38
1987-88	295.00	232.36
1988-89	414.50	410.65 (anticipated)
Non-Plan		
1985-86	826.03	821.79
1986-87	915.92	1083.71
1987-88	1022.00	1018.25
1988-89	1022.00	1104.72 (anticipated)

4.3 About perspective planning it has been stated that the Ministry has no Respective Plan so far as Films Division is concerned. Growth and development takes place under 5-year Plans by making allocation for different schemes.

4.4 When asked about the sources of Revenue, the Ministry has stated that sources of revenue of the Films Division are :—

1. Rentals from theatres.
2. Sale of prints, stock-shots and royalties, etc.
3. Other receipts such as sale proceeds of waste films, hiring of equipments etc.

4.5 Revenue earned by the Films Division during last three years is indicated below :

	1985-86	1986-87	1987-88
	(Rupees in thousands)		
(i) Rentals from theatres	55,867	58,583	63,074
(ii) Sale of prints stock-shots, royalties etc.	13,397	7,844	9,832
(iii) Other receipts	1,264	2,025	2,364
TOTAL :	70,528	68,452	75,270

4.6 About the procedure and mechanism of pricing of Films by the Films Division, it has been stated that Films Division does not sell films outright to anybody. However, pricing is involved in the following areas viz. :—

- (i) Sale of copies of films in 35 mm and 16 mm format and in video format.
- (ii) Sale of filmic material like stock-shots, sound effects, music, and recorded speeches with or without visuals.
- (iii) Hiring of Films Division's equipments, personnel and facilities.
- (iv) Sale of rights of films in film/video format for commercial release in restricted territories.

In respect of items (i), (ii) and (iii) above, it has been mentioned that pricing is on the broad and general principle that Films Division will charge the highest of the following :—

- (a) Estimated cost computed on cost accounting basis.
- (b) The approved rates as approved by the Ministry of Information and Broadcasting in consultation with the Ministry of Finance.
- (c) Market rates wherever available as ascertained from outsiders.

These rates are approved generally on annual basis and are reviewed and revised whenever found necessary. In respect of item (iv) prices are fixed after ascertaining market rates generally prevailing at that time and after negotiation with party taking into account the quality of the film and its sale value etc.

4.7 As per the information supplied by the Ministry of Information and Broadcasting, the 7th Five Year Plan outlay of the Films Division has been Rs. 14 crores. In the estimation of the Committee, Rs. 14 crores is too meagre an amount to ensure proper functioning of such an institution which has a vital role in educating and motivating the people towards enlisting their active support and participation in the implementation of national programmes, projecting the image of the land, and fostering the growth of documentary film movement. They recommend that this media unit should be provided with more funds so that it is in a position to achieve the lofty goals set for it by the Ministry in an effective manner.

4.8 The Committee appreciate the revenue earned by the Films Division during each of the last three years and hope that the commercial potentialities of the films made by the Media Unit, which are stated to have won a number of awards at National and International Film Festivals, would continue to be advantageously exploited in the financial interests of the Government.

4.9 The Committee are, of course, aware that films on such themes as national integration, foreign visits of Indian dignitaries etc. may not be able to attract buyers. They, however, feel that there are a variety of other themes such as flora and fauna of the country, its natural beauty, indigenous cottage industry, etc., on which documentary films in colour, if properly made could not only fetch enough revenue for the Media Unit but also help it achieve its goals better. Indeed competent exploitation of such themes would enable the Films Division to enhance the image of the country and also to attract foreign tourist to the country. This is an area which needs immediate exploitation in the interest of the Films Division as well as the country.

CHAPTER V

INTERNATIONAL PARTICIPATION

5.1 The Ministry has furnished the details of Films Division's participation in International/National Film Festivals during the last three years as under :—

Year	Number of Festivals for which invitation received	Number of Festivals participated	Number of National Awards received	Number of International Awards received
1986	45	37	11	33
1987	48	44	12	9
1988	43	45	11	13

5.2 When asked to furnish the details of collaboration in production and distribution of films with foreign films media units and programme exchange arrangements with them, the Ministry has stated that in the recent years, the Films Division has undertaken a number of co-productions with foreign countries. To name a few are :

- (i) "NEHRU"—produced under the Indo-Soviet Cultural Exchange Programme.
- (ii) "EQUAL PARTNERS"—Indo-EEC Co-production.
- (iii) "MONGOLIA—FRIENDLY MONGOLIA"—produced under the Indo-Mongolian Cultural Exchange Programme.
- (iv) "THE SAGA OF INDIAN IMMIGRATION TO MAURITIUS"
- (v) "ANTONATE CELEBRATIONS—150th Anniversary of Indian Immigration from 27th August to 2nd September 1984"

Films Division has also taken up production of a film on Chukha Hydro-Electric Project in Bhutan (a long term project). The film has been just completed.

There is also a proposal for production of two films under the Cultural Exchange Programme with China for the year 1988-89 viz. : "Famous Chinese

Buddist Scholar Xuang Zhuang" and "Budhadharma and Kumarajeeva". Films Division has expressed its willingness to take up these films on co-production basis.

5.3 The Ministry when asked about its performance in the international arena, has stated that during the year 1988 one of the world's most prestigious International Festival of Documentary and short Films, Leipzig (East Germany) honoured India by organising a special retrospective of Indian Documentary films. Out of the 60 films included in the retrospective, 54 films were Films Division productions.

During the year 1988, 'CINE' (Council on Non-theatrical Events) of U.S.A. recognised India's contribution in the field of documentary and educational films by organising a special function called "Salute India" and honoured the Chief Producer, Films Division, as their distinguished speaker on the occasion.

5.4 During the course of examination of the Ministry, the Committee viewed some of the select documentaries and news magazines produced by the Films Division. One such film '*Faces*' depicted the elements of poverty, child delinquency, etc. The Committee were informed that the film was also shown abroad and had won award as well.

5.5 In this connection, the Committee asked the Ministry the following questions :—

- (a) How many films of this kind depicting 'social reality of India' produced/commissioned by the Films Division have been shown abroad in the last five years and the basis of selection of such films ?
- (b) Although during the evidence the representative of the Ministry agreed that "anything which is an ugly side of our life should not be shown outside," what prompted the Films Division to show such films abroad—the lure of award or love for the self-imposed duty to paint a true picture of the socio-economic realities of the country abroad ?

5.6 In its reply, the Ministry has stated as follows :—

- (a) During the last 5 years, no film produced by the Films Division pointedly depicting social evils of India has been sent abroad for public exhibition. Particular care is taken to ensure that national image and our social values are not allowed to be presented in any degrading or ugly manner. However, the film entitled "EK AUR ITHIHAS" depicting the plight of gas victims in Bhopal was specially made to create proper awareness and gain sympathy of the audience

abroad. The film was sponsored by the Ministry of Petroleum and Chemicals for this purpose. Another film 'Kalank' depicting the struggle of women in a predominantly male dominated society was selected by the External Publicity Division of the Ministry of External Affairs and supplied to the Indian Missions abroad. Normally the External Publicity Division of the Ministry of External Affairs see our films suitable for foreign exhibition periodically and requisition required number of selected films for supply to the Indian Missions abroad. Orders received directly from Embassies/Indian Missions are forwarded to the Ministry of External Affairs for approval before supply of prints. Besides exhibition rights of those films including Video and T.V. rights, commercial and/or non-commercial which are cleared by the Ministry of External Affairs are sold to the foreign parties. Some outstanding films with excellent aesthetic treatment having potential to compete in International Documentary Film Festivals for their high technical quality and challenging themes are also sent abroad but they are restricted to exhibition only during the Festivals. Encounter with Faces was one such film. However, films depicting the social realities crudely are discouraged from being sent even to any festival abroad.

- (b) Films are entered as per the motto of the festival. Films Division has never entered any film for lure of award. However, Films Division had entered the following films in the International film festival. These do not tarnish the image of the country but are in conformity with the theme of the festival :

1985

- | | |
|-----------------------------|--|
| (i) An Encounter with Faces | International Festival of Short Film, Murcia, Spain. Got Diploma in Participation. |
|-----------------------------|--|

1987

- | | |
|--|--|
| (i) News Magazine No. 77
(Nation's struggle against the natural calamity 'draught') | 9th International Contest of Agrarian Cinema of Zaragoza, Spain.
XVIIth Tampere International Short Film Festival, Finland.
13th International Film Festival of Santarém, Portugal.
24th International Festival of Short Films, Cracow, Poland. |
| (ii) Who Are We ?
(depicting human values and anti-violence) | 30th International Leipzig Doc. & Short Film Festival for Cinema & T.V. Leipzig. |

1988

- (i) Ek Aur Ithihas
(depicting human values
of gas victims in Bhopal)

15th International Festival of
Environmental Film & T.V.
Programme Ekofilm Czechoslo-
vakia.

5.7 The Committee note with satisfaction that the Films Division is increasingly participating in more and more International Festivals. However, the Committee find that awards/appreciations which are reflection of the quality of films are not in proportion to the increased level of participation in festivals abroad by the Division. The Committee desire that while considering invitations for International Festivals due thought should be given to the standards of films being selected for display abroad and the standard of the Festival itself. The Committee are of the opinion that though international exposure is necessary for improvement in quality and standards of films produced by the Division, it is not worthwhile to send films abroad for the sake of participation only.

5.8 The Committee note with appreciation that Films Division has been honoured at some of the most important international Film Festivals and feel that these will provide necessary impetus to the Division to strive for further excellence.

While films like "Chhere" which may provide a good instance of self-inspection so that social and economic conditions in the country could improve, they find no justification whatsoever in showing such films abroad as they bring bad name to the country and may even act as a negative force for prospective foreign visitors to India. Already, the usual image of the country is that of snake charmers, beggars, and filth and squalor, presentation of such films will only add to the existing adverse image of the country. It is imperative that meticulous care is taken in selecting such films and the endeavour should be to depict India as a developing country where technological and social changes are taking place at a tremendous pace and which has spectacular natural spectacle to offer to foreign tourists. Winning of awards is not as important as enhancing the image of the country and there should not be any compromise on this score.

ANNEXURE I

Action taken by the Ministry to fill up vacancies in Films Division

S. No.	Name of Post	No. of vacant posts	Since when vacant	Steps taken to fill up the post
1	2	3	4	5
GROUP 'A'				
1.	Jt. Chief Producer	1	1.12.88	D.P.C. held on 22.12.88. Appointment order issued on 3.1.89. Post filled on 6.3.89.
2.	Jt. Chief Producer (NR)	1	23.3.85	Ban orders lifted on 1.1.88. Requisition sent to Ministry on 4.2.88. Ministry informed that pending finalisation of R/Rs requisition can not be sent. R/Rs were notified on 27.5.89. Requisition sent to Ministry on 16.6.88. Vacancy advertised by UPSC on 10.9.88. Selection is not to be made by UPSC.
3.	Dy. Chief Producer	2	13.12.85 1.12.84	These posts are meant for the Regional Production Centres at Calcutta and Bangalore. The posts remained vacant as the continuance or otherwise of the Regional Production Centres at Calcutta and Bangalore was under consideration of the Govt. It was only recently i.e. in March 1989 that Govt. finally decided to continue these centres. Action to fill these posts has been initiated.
4.	Producer	1	1.7.85	-op-
5.	Director	8	25.8.84 26.12.84 29.12.85 1.3.83 16.6.83 29.8.83 4.12.83	op- Ban orders lifted on 1.1.88 Requisition sent to Ministry on 17.6.88 after notification of revised R/Rs on 27.5.88. 10.9.88. advertised on fixed by UPSC for 4th to 6th April, 89.

1	2	3	4	5
			13.12.88	Requisition sent to Ministry on 13.1.89.
6.	Dy. Director	2	1.12.88 6.12.88	Requisition sent to Ministry on 1.12.88 Vacancies advertised by UPSC on 4.2.89. Selection is yet to be made by UPSC.
7.	Chief Sound Engineer	1	1.10.86	Proposals were sent to Ministry for revision of R/Rs on 20.5.87. Ministry informed pending notification of revised R/Rs for Group 'A' posts proposals cannot be considered. Revised R/Rs were notified on 27.4.1988. Proposals were again sent to Ministry for revision of R/Rs for this post on 5.7.88. The proposal is under consideration and pending revision of R/Rs the post has not been filled.
8.	Sr. Script Writer	2	13.12.82 8.12.82	Remarks as at S. No. 3

GROUP 'B'

9.	In-between-Animator	1	17.2.87	Requisition was sent to UPSC on 20.1.88 after the ban orders were lifted on 1.1.88. The requisition was returned by UPSC with the request to send the same after the revised R/Rs for Group 'B' posts are notified which is under process between UPSC and Ministry.
10.	Newsreel Officer	3	15.10.85 21.4.85 25.1.88	-do-
11.	Asstt. Newsreel Officer	3	21.10.85 12.9.86 29.9.87	D.P.C. for filling up the vacant post by promotion was held on 6.5.87. None of the selected official was willing to accept promotion. No eligible candidate was also available. In the meanwhile R/Rs for this post are being revised making these posts to be filled by direct recruitment. Revised R/Rs are under process between UPSC and Ministry.

1	2	3	4	5
12.	Chief Cameraman	1	1.11.87	D.P.C. meeting was first held on 21.3.88. The selected candidate declined promotion. Another panel was drawn on 6.10.88. Two officials placed on the panel declined the promotion. Meeting of third D.P.C. was held on 18.3.89. The Committee desired that latest Crs of the eligible officials should be provided to them. The DPC will meet in April, 89.
13.	Commentary Writer	2	1.2.89 24.1.89	These posts are borne on CIS cadre. CIS section of the Ministry has been requested to fill up these vacancies. One vacancy has been filled on 23.2.89.
14.	Maintenance Engineer	1	13.12.82	Remarks as at S. No. 3.
15.	Art Director	2	13.12.82 13.12.82	Remarks as at S. No. 3.
16.	Asstt. Director	3	13.12.82 13.12.82 13.12.82	-do-
17.	Labour Supervisor	1	14.4.88	-do-
18.	Cameraman	7	8.6.81 1.9.87 27.3.85 8.4.85 29.4.85 6.6.86	-do- Ban orders lifted on 1.1.88 Requisition sent to UPSC on 15.6.88. Vacancies were advertised by UPSC on 3.9.88. Selection is yet to be made by UPSC.
			13.2.89	To be filled by promotion. Action to convene D. P. C. meeting is under progress.
19.	Recordist	8	8.6.81 13.12.82 13.12.82 13.12.82	Remarks as at S. No. 3.

1	2	3	4	5
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1.3.87 Remarks as at S. No. 3.

7.10.87 D.P.C. was held on 6.12.88.

16.9.88 Orders for two officials were issued on 10.1.89. The officials are yet to join the post.

1.3.88 Requisition sent to UPSC on 14.6.88 for filling the post by direct recruitment. Advertisement issued by UPSC on 3.9.88. Selection is yet to be made by UPSC.

GROUP 'C'

20.	Asst. Layout Artist	1	1.11.88	Panel for filling up the post by promotion was drawn on 19.12.88. De-reservation proposal for filling up the vacancy by unreserved candidate sent to Ministry on 13.1.89. Ministry has conveyed their approval and post filled on 9.3.89.
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21.	Artist Grade-I	4	26.7.84	After lifting the ban on direct recruitment on 1.1.88 the requisition to surplus cell was sent on 18.1.88 N.A.C. was received from surplus cell on 9.2.88. The vacancy was notified to Central Employment Exchange for advertising the vacancy on 6.4.88. Vacancy advertised on 30.4.88. No application from ST candidates for which this vacancy was reserved was received. As such requisition was again sent to surplus cell on 25.11.88. They have nominated a candidates for appointment on 9.1.89. Candidate is not found suitable for the post and hence the matter is under correspondence with surplus cell.
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30.9.88 Requisition was sent to surplus cell on 5.10.88 NAC. received on 1.11.88. The vacancy is to be notified to Central Employment Exchange after knowing the position regarding the candidate nomi-

1	2	3	4	5
				nated by surplus cell against the vacancy dated 26.7.84 mentioned above.
			3.9.79 25.6.83	These posts are required to be filled by direct recruitment. One post of Agrifap Unit was not filled under the instructions of Ministry of Agriculture. The other post being reserved for S/C category could not be filled for want of suitable S/C candidates these vacancies have now been notified to Surplus Cell and their clearance is awaited.
22.	Asatt. Cameraman	14	8.6.81 13.12.82 15.2.82 30.5.84 10.4.85 1.5.85	Remarks same as at S. No. 3. Remarks as at S. No. 3. A select list was drawn for other vacancies. More candidates are available on the select list. The case is under examination for considering the candidates available on the select list.
			25.2.85 24.10.85 20.3.86 21.8.86 21.8.86 29.6.87 30.6.87	Four posts have already been filled. Remaining three posts will also be filled as soon as C.A. verification reports are received.
3.	Editor	9	16.7.85 1.2.85 9.7.85 1.3.88 1.10.88	After lifting of the ban on direct recruitment on 1.1.88 the action for recruitment was initiated. Since the scale of pay attached to the posts had been upgraded, need for revising the recruitment rules had been felt. Action to re-notify the recruitment rules is in progress in the Ministry and UPSC. Vacancies can be filled only after R/Rs are re-notified.
			8.6.81 13.12.82 10.3.85	Remarks as at S. No. 3.

1	2	3	4	5
4.	Asstt. Editor Gr. I	9	8.6.81 8.6.81 13.12.82 13.12.82 30.5.83 30.5.83 30.5.83 24.9.86 28.11.86.	Remarks as at S.No. 3 After the ban on recruitment was lifted on 1.1.88 action for filling of these vacancies was initiated and the panel for selection of the candidates was drawn on 6.10.88. Dereservation proposal for three reserved vacancies was sent to Ministry on 24.10.88. Approval for dereservation was received on 22.12.88 Order of appointment have been issued in January/February 1989. Four officials have already joined. The fifth official is on deputation to Doordarshan Kendra, Gorakhpur. They have been requested to relieve him immediately.
5.	Asstt. Editor (Gr. II)	6	31.5.86	After lifting of ban on direct recruitment by Govt. on 1.1.88 requisition to the surplus cell was sent on 7.3.88. NAC was received on 4.4.88. Vacancy was notified to Employment Exchange on 15.4.88 and reminders were sent on 5.5.88, 6.7.88 and 14.7.88. Since no sufficient names were provided by local Employment Exchange vacancy was notified to Central Employment Exchange on 9.8.88. Advertisement was issued on 24.9.88. Candidates were made available on 30.10.88. Interview was held on 7.12.88. The selected candidate provided to be relative of an employee of Films Division. Hence approval of the Ministry for appointment was sought and received on 5.1.89. The C.A. verification of the selected candidate was completed and has been appointed on 13.3.89. 5.12.88 Action to fill these vacancies by direct 5.12.88 recruitment has been initiated in Feb-

1	2	3	4	5
			5.12.88 14.12.88 24.1.89	ruary, 1989 and clearance from surplus call is awaited.
26.	Asstt. Recordist	10	8.6.81 13.12.82 13.12.82 13.12.82	Remarks same as at S.No. 3
			1.4.82	This post is on fee basis. A proposal was sent to Ministry for converting it into a regular post. Ministry did not agree to this proposal in view of ban on creation of posts under non-plan.
			2.9.78 1.7.86	Two vacancies are in Agrifap Unit which could not be filled due to restriction imposed by Ministry of Agriculture.
			27.10.80 12.3.88	These have been notified to surplus cell clearance from them is awaited.
27.	Projection Room Operator	2	13.12.82	Remarks same as at S.No. 3
			1.6.88	This post is to be filled by promotion. Panel was drawn on 6.10.88. The official placed on the panel declined promotion as it involved his transfer. Second official placed on the panel also declined the promotion for the same reason. Meeting of another DPC was fixed for 28.2.89 but it was postponed to 7.3.89. It was again postponed to 20.3.89. The meeting took place on 20.3.89 and necessary action is being taken on the minutes of the meeting.
28.	Asstt. Projection	6	13.12.82 1.7.88 1.12.88	Remarks same as at S.No. 3 After completing the formalities of clearance from surplus cell and nomination from Employment Exchange two candidates have been selected for

1	2	3	4	5
				appointment against these vacancies in January, 1989. The candidates have since been appointed.
		29.10.80		List of names for one post has been received from Employment Exchange and the case in process. Clearance from surplus cell is awaited for remaining two posts.
		1.1.82		
		13.9.88		
29.	Carpenter	2	13.12.82 13.12.82	Remarks same as at S.No. 3
30.	Painter	1	13.12.82	Remarks same as at S.No. 3
31.	Unit Manager	5	1.8.84 18.3.87	After the ban on direct recruitment was lifted by the Govt. on 1.1.88 requisition to surplus cell was sent in January, 1988 and after completing the formalities like obtaining NAC from surplus cell, notification to Central Employment Exchange, advertisement in the Newspaper, selection of applications and their scrutiny, interviews were held on 24.10.88. One of the selected candidates happened to be relative of an employee of Films Division. Ministry's approval was sought and received in Feb., 89. the case has been referred for CA verification. One candidate has already been appointed and CA verification report in respect of other candidate is awaited.
		15.6.82		Two of these posts were notified to Central Employment Exchange on 27.10.84
		31.5.85		17.2.89 who have advertised them on 18.3.89. The last date for receipt of applications is 3.4.89. Incumbent of third post is on deputation. Recruitment action will be taken after his lien is terminated.
32.	Laboratory Asstt.	3	13.12.82 13.12.82	Remarks same as at S.No. 3

1	2	3	4	5
			10.1.89	Recruitment action has been initiated. Surplus cell has been approached for issue of NAC. NAC from surplus cell has been received and the post is being advertised through Central Employment Exchange.
33.	Library Asstt.	2	4.4.86	The regular incumbent has been appointed as Publicity Assistant on ad-hoc deputation basis in CIS cadre. It is not possible to fill up this vacancy regularly as the incumbent is expected to get reversion any time.
			1.8.88	After completing the formalities of clearance from surplus cell employment exchange has been requested to sponsor candidates for selection. Employment Exchange have been reminded on 28.2.89.
34.	Driver	4	13.12.82 13.12.82	Remarks same as at S.No. 3
			18.3.88 29.10.80	After the ban orders were lifted by the Govt. the surplus cell was approached for issue of NAC. The surplus cell nominated candidates who did not accept the offer. The vacancies are to be filled by transfer from Gr. D employees of the Films Division who fulfil the qualifications. A circular calling for the applications from the Gr. D employees has been issued. Applications received from two candidates are in process.
35.	Asstt. Maintenance Engineer	2	19.3.85	Applications received through Central Employment Exchange have been scrutinised and case in process.
			23.1.89	The surplus cell has been requested to nominate candidate or to issue NAC.

1	2	3	4	5
				Clearance from surplus cell have been received and the case is in process.
36.	Chief Electrician	1	1.3.88	Vacancy was notified to surplus cell on 18.4.88. Surplus cell nominated a candidate on 13.5.88. Selected candidate was reemployed elsewhere and hence central surplus cell issued NAC on 26.8.88. Panel for filling up the post was drawn on 4.11.88. Five officials placed on panel declined promotion. Vacancy being reserved for S/C deservation proposal has been sent to Ministry on 27.1.89. On receipt of Ministry's approval to deservation of vacancy, appointment has been made on 8.3.89.
37.	Electrician	2	13.12.82 13.12.82	Remarks same as at S.No. 3
38.	Make up-cum-Dressman	4	13.12.82 13.12.82 13.12.82 13.12.82	Remarks same as at S.No. 3
39.	Printing Machine Operator	2	13.12.79 13.12.79	These two vacancies were to be filled by promotion. A panel for filling up the vacancies from the feeder cadre of projection from operator was drawn in 1982 but the selected candidates declined the offer. It was therefore decided to fill the vacancies by the alternate method of direct recruitment. However, by that time Govt. imposed ban on direct recruitment. After the ban orders were lifted by the Govt. in January, 1988 action was initiated to fill up the vacancies by promotion again. After completing the formalities a panel has been drawn and offers have been issued to selected candidates in Jan/Feb. 89. The candidates placed on the panel have declined to accept promotion. Further

1	2	3	4	5
				action is being taken to fill up the vacancies by direct recruitment.
40.	Asstt. Dark Room Operator	1	13.12.79	The vacancy/reserved for S/C category but it could not be filled due to non-availability of suitable candidates. It has been renotified to surplus cell on 28.2.89.
41.	Dubbing Asstt.	1	16.1.86	The vacancy has been notified to surplus cell on 16.2.89.

APPENDIX

Summary of observations/Recommendations

S. No.	Para	Observation/Recommendations
1	2	3

1. 1.19 The Committee note that the Films Division is engaged in the work of educating and motivating the people for enlisting their support and participation in the implementation of national programmes, projecting the image of the land, the people and the heritage of India, and also fostering the growth of documentary film movement in the country. For achievement of the aforesaid objectives, it is essential that the Films Division has an efficient and modern infrastructure. The Committee, however, note that the Films Division, which has been divided into three Wings, viz: Production Wing, Administration Wing and the Distribution Wing, has not been fully equipped as such. The regional centres of the Films Division in Calcutta and Bangalore set up for the production of rural-oriented featurettes, are stated to be partially equipped with the infrastructure like cameras, editing machines and recording facilities. The Ministry has stated that the facilities will be augmented during the VIIIth plan period. The Committee desire that Ministry should assess the extent of inadequacy of infrastructure in these centres and take appropriate measure to strengthen them. The Ministry should also explore the feasibility of setting up of more regional centres in the country for production of rural oriented films.

1 2

2. 1.21

The Committee note with dismay the wide disparities between the sanctioned and actual strength of officers in respect of Group 'A', 'B', 'C' & 'D' categories in three Wings of the Films Division. The Committee feel that due to shortage of manpower, it may not be possible for the Films Division to discharge its functions. The major factor contributing to the shortage of staff in Production Wing is stated to be the general ban imposed by the Government on filling up of vacant posts.

3. 1.22

The Committee find that 8 posts of Group 'A' officers, 14 posts of Group 'B' officers and 30 posts of Group 'C' officers could not be filled up as the continuance or otherwise of Regional Production Centres at Calcutta and Bangalore remained under consideration of the Government till March, 1989 when it was finally decided to continue with these Centres. The Committee deplore the deprecate the unusual delay in deciding the issue. The Committee deplore the lackadaisical attitude of the Ministry in dealing with this issue of important nature and desire that the Ministry should take urgent steps to fill up the vacancies at the Regional Centres.

4. 2.30

The Committee note that the primary responsibility of the Films Division is production and distribution of films of scientific, educational, social and cultural value for purposes of information, education and motivation. However, the Committee find that the studies conducted by different agencies indicate that the productions of the Film Division are not always upto the expectations in this regard. The Committee, therefore, desire that necessary steps should be taken by the Ministry to qualitatively improve the production standards so that the avowed aims of information, education and motivation are fully realised.

They also note with dismay that no scientific study has been carried out about the relative impact of films produced by the Films Division and outsiders. It is imperative that a review to assess the impact of documentaries produced by the Films Division and outsiders is conducted periodically with a view to know their effectiveness on the community as also the shortcomings, if any. This will also enable the Films Division to constantly improve its performance. The Committee would like to be apprised of steps taken in this regard.

The Committee have observed that while earlier the Films Division used to release two documentaries and one newsreel every week in theatres grouped in three circuits, with a view to giving wider exposure to every individual film, it started releasing only one documentary or news magazine every week. Thus, the number of news magazines and documentaries released annually dropped from 52 and 104 respectively to 26 each.

The Committee have been informed that the above reduction has been made to ensure that wider exposure is given to every individual film (documentary or news magazines). They hope that copies of such films are produced in sufficient numbers so as to ensure that by the time their release is completed in all parts of the country these do not become out-dated and have no relevance, thereby resulting in total loss of resources and time of audience. They are of the view that such a situation should not be allowed to exist. While increasing the number of prints of such films to be made, it seems desirable that at least one news magazine and one documentary are released every week so that the contents of news do not become outdated and audience gets more material of socio-economic nature, thereby providing them value-based entertainment. The Committee would like to be apprised of the step taken in this direction.

8. 2.34

Regarding the criteria for selection of themes, the Ministry has stated that the proposals received are scrutinised thoroughly and only suitable ones are accepted for production programme. However, in view of the observations of the various study groups regarding lack of lively and fresh approach in treatment and presentation of themes, the Committee desire that these aspects should always be kept in view so that the films produced are of social relevance and carry the message in a fortnightly, interesting and presentable way which is easily comprehended by the masses. The Committee would like the Ministry to seek help/advice of experts in the field of mass communication and take necessary remedial action accordingly. Constant efforts should be made to improve the quality of films which should be brought to the level of professional excellence so as to make them more lively, interesting and educative.

9. 2.35

The Committee note that in 1984-85 the average cost of production per meter in case of films made by the Films Division itself and those made by outside producers was Rs. 349.58 and Rs. 211.20 respectively for 35 mm Black & White films, Rs. 457.59 and Rs. 450.33 respectively for 35 mm colour films. The Ministry has attributed several reasons (like difference in length of film, theme, etc.) for wide variation in the figures of average cost of films produced by the Films Division and those produced by outside producers. However, as per the figures provided by the Ministry with regard to films of these two categories having the same set of variables also indicate that generally the cost of production of Black and White films produced by outside producers is on a substantially lower side. The Committee desire the Ministry to go into the reasons for these wide variations in the cost of production of films and take necessary action to make the costs incurred by the Films Division on production of its films comparable with those of outside film producers.

10. 2.36

The Committee are dismayed to note that the Ministry has done precious little to evaluate the working of the Films Division through a Committee or a Working Group. They feel that periodical assessment of every Organisation is a must in order to make necessary changes to rectify shortcomings/deficiencies in the system. This is all the more important in case of media units like the Films Division because due to the very nature of their work they are constantly in the glare of public scrutiny. The Committee, therefore, desire that a mechanism should be evolved to have periodic assessments of the overall working of the Films Division in order to make it more suitable for achieving the goals for which it has been established.

11. 2.37

The Committee take note of the commendable role of the Films Division in dissemination of the message of family planning as a means of population control. The Committee appreciate that the Division is playing a pioneering role in conveying the message of family planning to remote and far flung areas. They, however, desire that there is still a need for qualitative improvement in the films produced by the Division on this subject. While making films for rural population, extra care needs to be taken so that the message reaches them in an interesting and convincing way. Involvement of well known personalities from different fields such as politics, films, sports, TV serials in the making of documentaries would go a long way in making the message more presentable to rural audience.

12. 3.18

The Committee note that the Films Division does not have a Film processing laboratory of its own for processing of its films. There is only a small laboratory in Delhi which caters to the needs of defence training films which can handle only processing work of B & W Films. The expert group set up by the Ministry to go into the working of the Agriculture and Family

Welfare Film Production Units in the Films Division has observed that the time lag between production of agricultural films and their print supply to the Directorate of Extension was unusually long from about 12 to 18 months. This has been mainly due to the considerable time taken by the private laboratories to whom the work of making prints was assigned by the Films Division. The Committee, therefore, feel that in order to avoid the delays taking place in the supply of prints. The Films Division should set up its own coloured laboratory for the processing of films with due expedition.

While on the one hand the Ministry says that it is satisfied with the existing legal provisions with regard to compulsory exhibition of approved films in States, it has also pointed out that the exhibition sector of the Films Industry has been seeking exemption from compulsory exhibition of approved films. The Committee feel that the existing arrangements regarding the screening of films supplied by the Films Division needs to be reviewed. They endorse the suggestion of the Study Group that the agreement made by the Films Division with the exhibitors needs to be re-examined in view of the general unhappy feelings of the exhibitors in regard to over-head charges, payment of local taxes, and scriftiny deposits in particular. A concession might help the exhibitors to develop a more favourable attitude towards these films and lead to better exhibition.

The Committee have an apprehension that news magazines and documentaries are not generally shown by the cinema houses and there is a tendency either not to show them or switch over to feature films after showing a part of it. Deterrant steps are indeed called for to stop this undesirable practice which, if not checked, will totally negates the effort of the Films Division. State Govt. Administration and Union Territories should be asked

to exercise meticulous care in conducting prescribed checks and resort to surprise inspection, also to stop this undesirable practice.

14. 3.20

The Committee note that there was a proposal for construction of Films Division Phase II building for which a sum of Rs. 1.53 crores was allocated during the 6th Plan. The Committee, however, note that the work of construction of the said building has not been completed so far due to non-provision of Air conditioning arrangements, Fire Alarm & Fire-fighting System etc. at the outset. The Committee deplore that the provision for these arrangements was not made at the time of finalisation of the project and allocation of funds for this purpose, which has not only led to the delay in the completion of the project, but also in the escalation of its cost upto Rs. 268.27 lakhs as against an original estimate of Rs. 153.02 lakhs.

15. 3.21

The Committee have been informed that all the work of construction of the building has been completed excepting air conditioning which was scheduled to be completed by March, 1989 and the acoustic treatment of two studios, which is expected to be completed by Sept., 1989. The Committee desire that the Film Division should monitor the progress of work regularly so that there is no further delay in this regard. They would like to be apprised of the further action taken in the matter.

16. 4.7

As per the information supplied by the Ministry of Information and Broadcasting, the 7th Five Year Plan outlay of the Films Division has been Rs. 14 crores. In the estimation of the Committee, Rs. 14 crores is too meagre an amount to ensure proper functioning of such an institution which has a vital

role in educating and motivating the people towards enlisting their active support and participation in the implementation of national programme. projecting the image of the land, and fostering the growth of documentary film movement. They recommend that this media unit should be provided with more funds so that it is in a position to achieve the lofty goals set for it by the Ministry in an effective manner.

17.

4.8

The Committee appreciate the revenue earned by the Films Division during each of the last three years and hope that the commercial potentialities of the films made by the Media Unit, which are stated to have won a number of awards at national and international Films Festivals, would continue to be exploited in the financial interests of the Government.

4.9 The Committee are, of course, aware that films on such themes as national integration, foreign visits of Indian dignitaries etc. may not be able to attract buyers. They, however, feel that there are a variety of other themes such as flora and fauna of the country, its natural beauty, indigenous cottage industry, etc., on which documentary films in colour, if properly made could not only fetch enough revenue for the Media Unit but also help it achieve its goals better. Indeed competent exploitation of such themes would enable the film Division to enhance the image of the country and also to attract foreign tourist to the country. This is an area which needs immediate exploitation in the interests of the Films Division as well as the country.

18.

5.7

The Committee note with satisfaction that the Films Division is increasingly participating in more and more International Festivals. However, the Committee find that awards/appreciations which are reflection of the quality of films are not in production to the increased level of participation in festivals

abroad by the Division. The Committee desire that while considering invitation for International Festivals due thought should be given to the standards of films being selected for display abroad and the standards of the Festival itself. The Committee are of the opinion that though international exposure is necessary for improvement in quality and standards of films produced by the Division, it is not worthwhile to send films abroad for the sake of participation only.

19. 5.8

The Committee note with appreciation that Films Division has been honoured at some of the most important international Film Festivals and feel that these will provide necessary impetus to the Division to strive for further excellence.

While films like "Cheere" which may provide scope for good instance of self-introspection so that social and economic conditions in the country could improve, they find no justification whatsoever in showing such films abroad as they bring bad name to the country and may even act as a negative force for prospective foreign visitors to India. Already the usual image of the country is that of snake charmers, beggars, filth and squalor and the presentation of such films will only add to the existing adverse image of the country. It is imperative that meticulous care is taken in selecting such films and the endeavour should be to depict India as a developing country where technological and social changes are taking place at a tremendous pace and which has spectacular natural spectacle to offer to foreign tourists. Winning of awards is not as important as enhancing the image of the country and there should not be any compromise on this score.

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