

**ESTIMATES COMMITTEE
1961-62**

HUNDRED AND FIFTY-NINTH REPORT

(SECOND LOK SABHA)

**MINISTRY OF INFORMATION AND BROADCASTING
PART II**

F I L M S



सत्यमेव जयते

**LOK SABHA SECRETARIAT
NEW DELHI**

March, 1962/Phalguna 1883 (Saka)

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C O R R I G E N D A

Hundred and Fifty-ninth Report of the
Estimates Committee on the Ministry of
I & B Part II - Films.

- Page 9, line 3 after 'films' add 'during'
Page 9, line 10 for ', ' after Censors read '.'
Page 18, para 41, line 2, for 'prinsipally' read
'principally'
Page 18, para 42 line 19, for 'children's' read
'children's'
Page 21, para 50, line 10, after 'later' add
'stages'
Page 24, para 54, line 13, for 'follor-up' read
'follow-up'
Page 30, para 73, first marginal heading for
'coopration rom Misfions' read 'cooperation
from Missions'
Page 32, line 10 from bottom, for 'crimina' read
'criminal'
Page 33, line 8, from bottom for 'entrused' read
'entrusted'
Page 34, line 3 from bottom, for 'enem' read 'enemy'
Page 37, line 28, for 'prin' read 'print'
Page 38, para 4, line 1, for 'tha' read 'that'
Page 48, line 4 from bottom for 'matte' read 'matter'
Page 57, Serial No. 44, Col. 3, for 'Internatione'
read 'International'

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(1961-62)

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Shri K. Ranganadham—*Under Secretary.*

INTRODUCTION

1, the Chairman, Estimates Committee, having been authorised by the Committee to submit the report on their behalf present this Hundred and Fifty-ninth Report on the Ministry of Information and Broadcasting—Part-II—Films.

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

3. The Committee wish to express their thanks to the Secretary of the Ministry of Information and Broadcasting and other officers of the Ministry for placing before them the material and information that they wanted in connection with the examination of the estimates. They also wish to thank the General Secretary of the Children's Film Society, New Delhi for giving evidence before the Committee.

They further wish to thank the representatives of the Amateur Cine Society of India, Bombay, Association for Moral and Social Hygiene in India, New Delhi, Bengal Motion Picture Association, Calcutta, Film Federation of India, Bombay, Film Producers' Guild of India Ltd., Bombay and Indian Motion Picture Producers' Association, Bombay for giving evidence and making valuable suggestions to the Committee.

NEW DELHI-1.

March 17, 1962.

Phalguna 26, 1883 (*Saka*).

H. C. DASAPPA,

Chairman,

Estimates Committee.

CENTRAL BOARD OF FILM CENSORS

A. Constitution and Functions

The Central Board of Film Censors is a statutory body set up under the Cinematograph Act, 1952 for sanctioning films for public exhibition. For the purpose of enabling the Board to efficiently discharge its functions, Advisory Panels have been constituted at Bombay, Calcutta and Madras. At these centres, Regional Officers have been appointed to assist the Board. The Headquarters of the Board is located at Bombay. Constitution of the Board.

The constitution of the Board is regulated by Section 3 of the Cinematograph Act, 1952 as subsequently amended by the Cinematograph (Amendment) Act, 1959 which lays down that the Board shall consist of a Chairman and not more than nine other members appointed by the Central Government. The Board at present consists of a Chairman who is a whole-time officer and seven non-official members who work part-time in an honorary capacity.

The Committee regret to observe that though the present strength of the Board is in conformity with the Cinematograph Act, it offends the provisions of Rule 3 of the Cinematograph (Censorship) Rules, 1958 which lays down that the Board shall consist of a Chairman and six other members. It was stated in evidence by the representative of the Ministry that necessary action to amend the rules was being taken. The Committee feel that Government should have amended the relevant rules simultaneously or immediately after the amendment of Section 3 of the Cinematograph Act, 1952 in 1959.

2. The Committee understand that a Regional Officer has been acting as Chairman of the Central Board of Film Censors since the 2nd December, 1960. The two previous incumbents of this post were understood to be senior Indian Civil Service Officers. It was represented to the Committee by a leading film producers' association that the Chairman of the Central Board of Film Censors should have judicial background and be a person of liberal outlook. Chairman of the Board.

It was stated in evidence by the representative of the Ministry that for appointment as Chairman of the Board of

Film Censors, a person should be tactful and show capacity for exercising judgment. In this context, it may be mentioned that the Film Enquiry Committee had in their Report (1951) recommended the setting up of a statutory Film Council, as the central authority to superintend and regulate the film industry. The Film Enquiry Committee had also recommended that the Chairman of the Film Council should be "preferably a person of high judicial status commanding an eminent public position and possessing a depth of cultural background".

On the analogy of the recommendation of the Film Enquiry Committee in respect of the Chairman of the Film Council and considering the qualifications and experience of the previous incumbents of this office and the high responsibilities devolving on the officer, the Committee suggest that Government may lay down that for appointment as Chairman of the Board of Film Censors, the person should be of a high judicial status commanding an eminent public position and possessing a depth of cultural background.

Representative of the Industry on the Board.

3. *The Committee note that there is at present one member on the Central Board of Film Censors drawn from the film industry who is nominated by the Government. To give the industry a feeling of participation, the Committee feel that the representative could well be nominated by the Government out of a panel of names to be submitted by the premier organisation of the film industry.*

Duties of the Board.

4. The following are some of the main duties assigned to the Board:—

- (i) to issue directives to Regional Officers and members of the Advisory Panels regarding the principles to be observed in determining whether a film is or is not suitable for public exhibition or is suitable for unrestricted public exhibition or for public exhibition restricted to adults.
- (ii) to review the work of regional officers and members of the Advisory Panels;
- (iii) to submit an annual report to the Central Government reviewing the work done by the Board during the preceding financial year; and
- (iv) to prescribe the manner in which the registers, records and accounts of the Board shall be kept.

5. The Committee were informed that the members of the Advisory Panels at Bombay, Calcutta and Madras were appointed for a term of two years by the Central Government. The members were selected from amongst members of the public noted for their literary and cultural background, wide general knowledge and balanced judgment. The strength of the Advisory Panels as prescribed by Government and the actual strength as on 30th November, 1961 is shown below:—

	<i>Authorised</i>	<i>Actual</i>
Advisory Panel, Bombay	35	28
Advisory Panel, Calcutta	20	18
Advisory Panel, Madras	30	29

6. *The Committee note from the information furnished by the Ministry showing the position of vacancies in the Advisory Panels since 1st January, 1960 that vacancies have in some cases existed for as long as twelve months.*

The reasons for the delay in filling vacancies are stated by the Ministry to be one or more of the following:—

- (i) Late receipt of recommendations from Station Directors of All India Radio/Deputy Principal Information Officers.
- (ii) Late receipt of complete information from Chairman, Central Board of Film Censors regarding names referred to him for his views on the suitability of the persons concerned for appointment.
- (iii) Names recommended by Station Directors/Deputy Principal Information Officers not being considered suitable for appointment necessitating invitation of names afresh.
- (iv) Late receipt of acceptance of offers made to selected persons.
- (v) Declination by persons selected involving repetition of the whole selection process *de novo*.
- (vi) Delay in obtaining clearance from State Governments concerned in respect of State employees.

- (vii) Time taken in getting approval of the Department of Parliamentary Affairs in the cases of M.Ps. selected for appointment.

The Committee cannot but regard these reasons for delay as extremely unsatisfactory. As delay in the filling up of vacancies undoubtedly handicaps the censorship work, action should be taken to select and announce the names of new members well in advance of the actual dates of relinquishment of office by the old members.

Need for reinforcing Bombay Panel with Hindi Litterateurs.

7. The following table gives the break-up of Indian feature films presented for censorship at the three regional centres during 1960-61:—

Bombay		Madras		Calcutta	
Hindi	123	Tamil	69	Bengali	36
Marathi	13	Telugu	52	Oriya	3
Punjabi	6	Kanada	12	Hindi	1
Urdu	3	Malayalam	8		
Gujarati	2	Hindi	9		
English	1				
Sindhi	1				
	<hr/> 149		<hr/> 150		<hr/> 40

The Committee note that although 83 per cent. of the Indian feature films presented for censorship at Bombay are in Hindi language, the number of members on the Bombay Advisory Panel stated to have proficiency in this language is only about seven or eight out of the authorised strength of thirty-five. *They consider that there is a strong case for reinforcing the Bombay Advisory Panel with Hindi Litterateurs.*

B. Finance

8. The Board derives its income from the fees which are charged from censoring films. The following table gives the revenue receipts of the Board for the last three years and the budget estimates for the current year:—

	1958-59 Rs.	1959-60 Rs.	1960-61 Rs.	1961-62 Estimates Rs.
Receipts	3,49,500	3,57,623	3,69,333	3,64,000
Refunds	4,268	2,632	3,137	5,100

The actual expenditure of the Board for the last three years and the estimated expenditure for the current year are given below:—

1958-59	1959-60	1960-61	Estimates 1961-62
Rs.	Rs.	Rs.	Rs.
3,80,650	3,72,803	3,88,149	4,15,000

Thus the Board is more or less a self-supporting organisation.

C. Examination and Certification of Films

9. A copy of the directions issued by Government to the Board of Film Censors setting out the principles to guide them in sanctioning films for public exhibition is placed at Appendix I. Uniformity in standard of examination.

It was stated in evidence by representatives of the film industry that uniformity and common standard of censorship were not being maintained between one Indian film and another Indian film and that individual and personal interpretations were being given in censoring films.

While a certain degree of varying and subjective judgment is inevitable, it should be the constant endeavour to work towards attaining uniform standard in the examination of films. The Committee are of the opinion that to facilitate this desirable end, the directions issued by Government to the Central Board of Film Censors for their guidance in sanctioning films for public exhibition need to be further clarified with a view to dispelling doubts expressed by producers. The Committee note that the question of revision of the directions was under consideration of the Government.

10. The following statement shows the number of Indian and foreign films (features, trailers and shorts) presented for censorship (region-wise) during the last three years:— Films presented for Censorship.

	1958-59			1959-60			1960-61		
	Indian	Fore-ign	Total	Indian	Fore-ign	Total	Indian	Fore-ign	Total
Bombay	2044	1911	3955	2240	1847	4087	2743	1881	4624
Madras	148	9	157	225	18	243	301	36	337
Calcutta	128	89	217	177	52	229	255	88	343
	2320	2009	4329	2642	1917	4559	3299	2005	5304

Disposal of applications for certification.

11. The time taken in the disposal of applications for certification during the last three years is indicated in the following table:—

Year	Regional Office	Total	Disposal Within a month	Disposal between one and two months	Disposal after two months
1958-59	Bombay .	2,813	2,471	214	128
	Calcutta	217	208	6	3
	Madras .	158	158
		3,188*	2,837	220	131
1959-60	Bombay .	2,833	2,408	299	126
	Calcutta	217	238	3	2
	Madras	228	227	1	—
		3,304*	2,873	303	128
1960-61	Bombay .	2,913	2,070	450	393
	Calcutta .	358	345	7	6
	Madras .	339	337	2	—
		3,610*	2,752	459	399
TOTAL .		10,102*	8,462	982	658
			(83.8%)	(9.7%)	(6.5%)

It will be seen that 83.8 per cent of the applications for certification have been disposed of by the Board, on the average, within one month and 9.7 per cent between one and two months while 6.5 per cent of the applications have taken more than 2 months for disposal.

Delay in certification.

12. It was represented to the Committee by certain representatives of the film industry that considerable difficulty was being experienced in obtaining certificates for Hindi feature films at Bombay as compared to feature films produced in other regional languages and that in some cases†

*The total number of applications given above excludes such language versions which were disposed of on the basis of examination reports in respect of their original versions.

†Dr. Shaitan; Night Bird; Warrant; First Love; Karorepati, and Gunga Jumna.

inordinate delay had taken place in the censoring of Hindi films. The representative of the Ministry in evidence denied that such delays occurred. In a written note furnished to the Committee (Appendix II) the Ministry gave particulars of the different stages that these films had to go through in censorship and pointed out that the producers were themselves responsible for delays in complying with the rules, directions of the examining panel etc. The Committee have in para 20 recommended the constitution of a Central Consultative Committee for effecting co-ordination between the Ministry of Information and Broadcasting and the film industry. *They suggest that complaints of delay in the issue of certificates may be investigated by the Central Consultative Committee.*

It would also be desirable to prescribe a time schedule for dealing with applications for the issue of certificates for public exhibition of films.

13. *The Committee find that there have been several instances of delay running into months in the issue of certificates for a number of imported short films because of the applicant's late compliance with the provision of Rule 27 of the Cinematograph (Censorship) Rules, 1958. Under this rule after the film is examined by the Examining Committee and the certificate for public exhibition is signed by the Regional Officer or the Chairman, a copy of the film as certified by the Board in 35mm or 16mm or a shooting script thereof is required to be deposited with the Board for the purpose of record. The Chairman or Regional Officer where he is satisfied that the applicant, for reasons beyond his control, is unable to deposit such copy or script prior to the delivery or despatch of the certificate, is however authorised, to deliver the certificate on the applicant's giving an undertaking that he would deposit the said copy or script within such time not exceeding 60 days as may be specified. The Committee feel from the titles of these short films* that many of them are likely to be useful and desirable and may even be unexceptionable from the point of view of censorship. They suggest that a study may be made of the causes that lead to the late compliance with rule 27 and steps taken to cut out all delays. In deserving cases, the Chairman or the Regional Officer, could for example exercise his powers of delivering the certificate on obtaining*

Delay in issue of certificates of imported short films.

*"Office Etiquette"; "You and your work"; "Working Safely In the Shop".

an undertaking that the copy of the film or script will be deposited within the time-limit specified.

Delay in
Examination
by Special
Revising
Committee.

14. *The Committee note that there has been delay of nearly three months or even more in the examination of certain films* by the Special Revising Committee during 1960-61. They were informed that the delay was due to the fact that the Special Revising Committee could not be constituted because of the inability of the Chairman of the Central Board of Film Censors to see the films on account of his continued illness. Under Rule 25(3) of the Cinematograph (Censorship) Rules, 1958, if the Chairman is unable to attend a meeting of the Special Revising Committee, he can nominate a member of the Advisory Panel to preside. To obviate similar delays in future, recourse may be had to this enabling provision.*

Appeals.

15. *Section 5C of the Cinematograph Act, 1952 provides for appeals against the decision of the Board. The revisional powers of the Central Government are provided under Section 6 of the Act. Under both these Sections, before decision is arrived at the Central Government may make such enquiry into the matter as it considers necessary. The Committee were informed that for the purpose of such enquiries, an Advisory Committee consisting of (late) Dr. N. K. Sidhanta, Dr. H. R. Bachchan Shri Gopi Nath Aman had been constituted. Two more members were also likely to be added. The advice rendered by these members on any film was recommendatory. The average time taken to dispose of an appeal was stated to be two to three months. The number of appeals preferred to Government during 1959-60, 1960-61 and 1961-62 (upto 7-12-1961) was 15, 12, and 11 respectively. The Committee were surprised to note that one of the members of the Advisory Committee was a member of the Central Board of Film Censors. They are of the opinion that it is not desirable to appoint a member of the Central Board of Film Censors on the Advisory Committee whose function is to advise the Government in the matter of appeals against the decisions of the Board.*

Plea for
stricter cen-
sorship

16. *It was stated in evidence by a representative of the Association for Moral and Social Hygiene in India that the censorship policy of the Government was too lax and needed to be more effective and stricter.*

The Committee were informed by the Ministry that the Central Government in exercise of their revisional powers

*"Queen of Outer Space"; "Watusi"; "Where the Hot Wind Blows."

under Section 6 of the Cinematograph Act, 1952 had revised the decisions of the Central Board of Film Censors in the case of ten films the last three years.

The Committee feel that Associations like the Association for Moral and Social Hygiene in India, All India Women's Council, Federation of University Women, could, with advantage, have an organised arrangement to look into complaints from public, etc. about alleged laxity in censorship of films and represent the matter, where necessary, to the Central Board of Film Censors, Rule 33 of the Cinematograph (Censorship) Rules, 1958 makes a clear provision for consideration of such representations by the Board of Film Censors and Government. The Committee consider that this rule deserves to be better known and publicised amongst the public and more specially amongst social bodies who are interested in public morals.

D. Pre-censorship of Scripts

17. The Committee understand that though there is no provision in the Cinematograph Act or Rules made thereunder, the Board with a view to minimising difficulties at a later stage gives informal advice to producers who voluntarily submit scripts of films for pre-censorship before undertaking production of films. The number of scripts received by the Board for informal pre-censorship advice during 1958-59, 1959-60 and 1960-61 was 24, 41 and 31 respectively. *The Committee recommend that film producers may be encouraged to have recourse to pre-censorship advice in their own interests to avoid infructuous expenditure being incurred on production of films which may hardly have any chance of obtaining certification.*

E. Role of the Film Industry

18. The Film Enquiry Committee in their report submitted to Government in 1951 recommended that early steps should be taken to set up a statutory Film Council of India as the central authority to superintend and regulate the film industry, to act as its guide, friend and philosopher and to advise the Central and State Governments in regard to various matters connected with the production, distribution and exhibition of films. The Council and its subordinate organisations, estimated to cost about Rs. 60 lakhs, were to be financed mainly by a diversion of 5 per cent to 10 per cent of the proceeds of the Entertainment Tax. The Council was to be a tripartite organisation representing the State, the industry and the public. The conclusion reached by Government in respect of this recommendation as

embodied in the statement laid on the Table of the Lok Sabha on 19th May, 1954 is as under:—

“It is felt that, in the present state of the industry with its disparate elements in different stages of development and with the attendant difficulty of reconciling several interests, it would not be advisable to make a beginning in organisation by a representative statutory Council at the top. It is apprehended that such a Council would not, at this stage, be an effective instrument for wielding authority and taking responsibility for shaping the affairs of the industry. If a Council dealing with the diverse activities in the field of film production, distribution and exhibition is at all to be useful eventually, it would be necessary first to develop the various functional units. The working of such units would provide opportunities for co-operative endeavour and would give experience which would be useful for the emergence of a Council in future. Besides, there is no prospect at present of State Governments agreeing to any diversion of the revenues from Entertainment Tax for financing a Council as suggested by the Committee. It is, therefore, proposed to concentrate attention on the development of basic and functional units like Production Bureau, Film Institute etc. It has accordingly been decided that the proposal for a statutory Council on the lines suggested by the Committee need not be pursued for the present. Government would, however, be prepared to encourage any move on the part of the film industry itself, to form a Film Council for voluntary co-operation on the part of the industry.”

Setting up
of Film
Council.

19. *The Film Industry has come to occupy a position of importance in the country's economy, India being the third largest producer of feature films after Japan and U.S.A. In the Committee's view the film industry has come of age and should be able to play a constructive role in raising its standards by constituting a Film Council. There is a growing tendency to put the profit motive higher than artistic excellence. The Committee hope that the Indian film producers will not succumb to that temptation. The industry should devote itself in all earnestness to the task of making film "a useful and healthy instrument of both entertainment and education—a means of uplift and progress rather than of degeneration and decay."*

Central
Consultative
Committee
for Films.

20. It was stated in evidence by a representative of the film industry that there was hardly any effective liaison between the Ministry of Information and Broadcasting and the film industry. *The Committee feel that there is room*

for greater co-ordination and consultation between the Ministry of Information and Broadcasting and the film industry. The Committee suggest that Government may consider the desirability of setting up a Central Consultative Committee in this behalf.

F. The Indian Cinematograph Act

21. The Committee understand that as the law stands at present, no private individual can show his family films to his own circle of friends in his own home (a) without having the film censored, and (b) without having the place of showing licensed. There may have been justification for the latter provision when film was made from inflammable stock, but now that films have a safety non-inflammable acetate base, the Committee feel that the above provisions of the law are unnecessarily irksome and suggest that the law may be suitably modified.

II

CHILDREN'S FILM SOCIETY

A. Historical Background

22. The films have a triple appeal to the heart, eyes and ears and it is, therefore, only natural that they should exercise a great influence on the impressionable mind of a child. While a healthy film would leave a wholesome impression on the child's mind, a warped film may do immeasurable harm by giving the child wrong notions, distorted and unbalanced view of life and a false sense of values.

23. The Film Enquiry Committee set up by Government in 1949 examined the question of production of children's films and observed in its report that in India there was no producer with resources large enough to undertake production of such films nor was there any net-work of cinemas under a unified control which could undertake their exhibition at special shows exclusively intended for children. The Committee, therefore, suggested that Films Division should undertake production of special films for children. The suggestion was not accepted by Government. It was decided to set up a separate society registered under the Societies Registration Act so that, subject to general control by Government, the public are associated in the formulation and implementation of the programme of children's films. The Children's Film Society was set up in May, 1955.

The actual expenditure and receipts of the Society during 1958-59, 1959-60 and 1960-61 are given below:

	1958-59	1959-60	1960-61
	Rs.	Rs.	Rs.
Expenditure	5,09,991.77	8,40,565.36	11,30,910.41
Receipts :			
(a) Grants-in-aid from the Government of India . . .	3,62,876.82	6,00,526.32	9,25,000.00
(b) Receipts from other sources . . .	1,40,305.84	1,77,668.21	1,90,997.37
TOTAL . . .	5,03,182.66	7,78,194.53	11,15,997.37

A provision of Rs. 10,50,000 has been made for grant-in-aid to the Society for 1961-62.

B. Organisation and Functions

24. The activities of the Children's Film Society are controlled by an Executive Council which consists of the following members nominated by the Government of India: Executive Council.

- (a) President.
- (b) Vice-Presidents not exceeding two.
- (c) Three representatives of the Government.
- (d) Not more than three persons with the knowledge of films.
- (e) Not more than seven other persons eminent in such fields as education, art, child psychology and child welfare.

The composition of the Executive Council as on 31st August 1961 is given in Appendix III. The Executive Council has appointed a Standing Committee and a Production Committee. While the former helps the President in conducting the day to day affairs of the Society, the latter concerns itself with the execution of the production programme as formulated by the Executive Council. A General Secretary has been appointed by the Executive Council as a full time officer to execute the policies of the Society under the directions of the President.

25. *The Committee learnt that there were four vacancies on the Executive Council of the Children's Film Society. Two of them occurred on the 28th May, 1961 and the other two on the 28th July, 1961. The Committee consider that action should have been taken to nominate new members before the old members relinquished their offices on completion of their term.* Vacancies in Executive Council.

26. The membership of the Society is divided into two categories: Membership of Society.

- (i) State Members, which include the Governments of States and Union Territories and Centrally administered areas and local bodies.
- (ii) Associate Members, which include associations, schools, educational and other institutions, trusts and corporate bodies.

It was stated in evidence that the States of Assam, Jammu & Kashmir, Kerala and the Union Territories had not yet become members of the Children's Film Society. The Committee suggest that efforts may be made to enlist

these States and particularly the Union Territories as members of the Children's Film Society so that the films produced by the Society could with advantage be shown in those States and Union Territories also.

Rates of Subscription.

27. The annual membership subscription for the State Governments and Union Territories is Rs. 10,000 and Rs. 5,000 respectively. The Committee note that the rates of subscription have not yet been prescribed for local bodies and Associate members. *They suggest that the rates of subscription for local bodies and Associate members may be prescribed without further delay and that concerted efforts may be made to enlist local bodies, schools, educational and other institutions, trusts and corporate bodies as members of the Children's Film Society.*

Functions.

28. The Society has a comprehensive set of objectives (see Appendix IV) to guide its work. Some of the more important objectives are mentioned below:

- (a) to advance education and culture through the medium of films, more especially amongst children and adolescents;
- (b) to create and develop amongst the children and adolescents an appreciation of films for purposes of healthy entertainments;
- (c) to undertake, aid, sponsor, promote and co-ordinate the production, distribution and exhibition of films especially suited to or of special interest to children and adolescents; and
- (d) to exchange children's films with similar organisations in other countries.

C. Production

29. The Committee understand that the programme of production of the Children's Film Society is formulated by its Executive Council and executed by the Production Committee. Films are produced by the Society through its own production unit located in Bombay.

In this context, the Committee were informed that the Children's Film Society addressed about 800 film producers in 1955 to ascertain whether they were interested in producing children's films but the response received was very poor. The Society got its first film produced in 1956 by a commercial firm on contract basis after approving the script. The experience was not a happy one and the Society felt that to ensure better quality, it should organise its own technical unit. A production unit was accordingly set up in 1956-57.

30. The Committee understand that the Society has been borrowing the services of noted film directors and artistes from the film world for the production of its films.

The Committee note that in Britain, the Children's Film Foundation which has interested itself in making films for children concerns itself with the selection of scripts and planning of children's programmes, while it uses the agency of private producers for production of children's films. They find that two of the children's films produced in India by private producers viz. "Phool Aur Kaliyan" and "Hum Panchi Ek Dal Ke" have won the Prime Minister's award for the best children's films.

The Committee suggest that the possibilities of farming out production of children's films to private producers who are evincing keen interest in the field may be investigated as this would assure a competent standard of film production. There is also no gainsaying the fact that the children's films which are commercially produced and distributed would reach a larger audience.

31. The Committee are also of the view that Government would do well to encourage the private producers to undertake production of children's films by giving preference in the matter of grant of loans by the Film Finance Corporation, exemption from excise duty and entertainment tax etc.

Encouragement to Private Producers.

32. The Committee understand that for the purpose of State awards, the length of a children's film has been prescribed as 2500 metres in 35mm and 1,000 metres in 16mm. It was stated in evidence by a representative of film industry that the foregoing restrictions should be removed to enable private producers to attempt production of children's films, which would not only be acceptable for commercial showing but would also not be barred from competing for State awards for children's films. The Committee would urge the Government to consider the suggestion sympathetically.

Length of Children's Film.

33. The Committee note with interest the experiment being made in West Bengal of sharing of total cost of production between the West Bengal Children's Film Society and private producers. The arrangement is understood to be that on the money collected the first charge is of the producers to the extent of their contribution, while the next share goes to the film society to the extent of money contributed by it. Whatever is left after meeting the cost is then shared equally between the private producers and the West Bengal Children's Film Society. The Committee suggest

Sharing of Production Cost.

that the result of the experiment may be watched and if it proves a success it may be emulated with advantage by the Children's Film Society, New Delhi.

Production
of Child-
ren's Films
by Films
Division.

34. The Committee understand that Miss Mary Field formerly of the Children's Film Foundation, London who had been consulted by the Government of India in 1954 had expressed the opinion that the Films Division could easily undertake the work of producing children's films. *The Committee suggest that this possibility may be seriously investigated particularly with reference to the production of animated Cartoon films which are bound to have special appeal for child audiences.*

In any case, the Committee feel that persons having a fund of experience of film production should be closely associated with the production programme of the Children's Film Society.

Production
targets dur-
ing Second
and Third
Plans.

35. During the Second Plan, the Children's Film Society was expected to produce two feature films of about 6000 ft. each and two short films of about 2000 ft. each every year against the Plan provision of Rs. 20 lakhs for grant-in-aid to the Society for production of children's films. During the latter part of the Plan, the target for the remaining two years of the Plan was raised to three feature films and three short films per year. The allocation for the Plan was raised to Rs. 31 lakhs. The actual performance of the Society during the Second Plan period, however, was seven feature films, eleven short films and Hindi versions of eight British and Russian children's films. At the end of the Plan period, six films were under production. The actual expenditure during the Second Plan was Rs. 26·7 lakhs. During the Third Plan period, the total allocation recommended as grant-in-aid to the Society for the production of four feature films and eight short films per year and versions in twelve languages was Rs. 75 lakhs.

36. A statement showing the particulars of films produced and adapted by the Society is given in Appendix V. The programme of work for 1961-62 was understood to be as under:—

- (a) original production of films—23,000 ft.
- (b) adaptation of documentaries—12,000 ft.
- (c) versions (in 12 languages)—24,000 ft.

Production
Cost.

37. The Committee observe that the cost per foot of the films produced by the Society varies between Rs. 13 and Rs. 50. The cost per foot of the films, 'Hero' (Rs. 50),

‘Meera’ (Rs. 39) and ‘Chetak’ (Rs. 39) is very much more than for some other films and appears to be excessive. The Committee are of opinion that Government should keep a constant watch on the cost of production of films produced by the Society to ensure that quality for quality it does not compare unfavourably with shorts and features produced by the Films Division. They suggest that the Children’s Film Society on its part should take energetic steps to keep down the cost without sacrificing the quality.

38. A view has been expressed before the Committee that the films produced by the Children’s Film Society are “morose, sad and artificially moralising” and that the approach to the production of films by the Society is that of the adults. The Committee suggest that the Children’s Film Society should pay special attention to its production programme to ensure that it best serves and entertains the child audience. In this context, they would like to bring to the notice of the Society the recent restatement of aims by the Children’s Film Foundation in U.K.:—

Quality of
Films.

“The Annual Production Programme of the Foundation must be related as closely as possible to the needs of child audience as interpreted by exhibitors, theatre managers and other reliable observers. The themes and story treatments must have the following clearly defined objectives:

- (a) to entertain by providing healthy recreation for children of the age group attending special performances organised by exhibitors;
- (b) to set as high a standard of taste and behaviour as possible by appealing to children’s intelligence and love of adventure;
- (c) to employ the art of cinematography and its technical qualities at the highest level consistent with the telling of a good clear story.”

The Committee are of the view that there is need for conducting research on the effect of the films on children’s minds so as to ensure that the production programme is fully orientated to serve their requirements.

39. The Committee understand that the Children’s Film Foundation in Britain produce a film magazine which consists of shorts of 2 to 2½ minutes’ duration relating to children’s activities such as games, sports etc. The Committee suggest that the Children’s Film Society may examine the desirability of bringing out a similar film magazine on subjects of interest to children.

Production of
Film
Magazines.

**Exchange of
Films.**

40. The Committee find that no films have been exchanged so far by the Society with similar organisations in foreign countries even though exchange of such films is included in its objectives. *The Committee suggest that the Society should explore the possibilities of establishing exchange arrangements so that it is possible to show our quality children's films in other lands and in exchange screen their films for widening the mental horizon of the children of this country.*

D. Distribution and Exhibition

**Channels of
Exhibition.**

41. Films of the Society are shown through various channels, principally:—

- (i) By State Governments through their Information, Publicity, Block Development and Public Relations Departments.
- (ii) In commercial cinema houses in morning shows where children are brought directly from schools.
- (iii) By educational institutions having projection facilities. The schools borrow films from various agencies who have acquired prints of the Society's films as well as from the Society directly.

42. The Committee understand that the total number of cinemas which have been persuaded to show children's films produced by the Children's Film Society is 250 out of nearly 4812 cinemas operating in the country. A view was expressed by the representative of the film industry that the arrangements for the distribution and exhibition of films produced by the Children's Film Society were not satisfactory. The Society were not able to furnish precise figures regarding the number of children who had been shown children's films in the cinema houses. It was estimated, however, roughly by the Society that about 2 crores of children and adults had been shown the films through the State Government agencies, educational institutions, cinema houses, etc. It is of vital importance that the films produced by the Society are systematically shown to those for whom they are intended as otherwise there will be little point in producing these films. *The Committee recommend that the Children's Film Society should make concerted efforts to persuade cinema houses not only to show children's films but make them a regular feature and develop, if possible, children's film clubs to rouse and sustain their interest. The Society may also consider the possibilities of exhibiting children's films through touring talkies.*

The Committee would like a record to be maintained of the number of children who are shown children's films. The Government may in this behalf prescribe a suitable pro forma which may be required to be furnished, say, once a month by the Society indicating inter alia the number of children who have been shown the Society's films.

43. Under Section 12(4) of the Cinematograph Act, 1952, Government have the power to direct that films intended for educational purposes etc. may be compulsorily shown.

Distribution
of Films
through
Films Division.

The Committee suggest that the possibility of including children's films (shorts) for such compulsory showing, with a view to bringing home the existence and message of children's films to the general audience, may be considered. The distribution of children's films for this purpose may be appropriately done through the Films Division.

The Government also have special arrangements for screening of newsreels, documentaries etc. at a nominal admission rate in Films Division Auditorium and other halls. The children's films could, with advantage, be included in such programmes.

44. *The Committee would also like to make the following suggestions to ensure showing of children's films as widely as possible:*

- (i) Educational institutions in the country may be encouraged to equip themselves with a 16 mm projector, which may be made a desirable part of school equipment;
- (ii) Use may be made of the mobile vans of the Field Publicity Organisation for showing children's films in remote villages, industrial and slum areas and children's recreation centres etc.

III

FILM INSTITUTE OF INDIA

A. *Introductory*

45. The Film Enquiry Committee (1949) in their report recommended to the Government of India the setting up of two institutes, one for providing technical training and the other for training artistes. In 1953, Government decided to establish a combined film institute for the training of technicians as well as artistes in the film industry, which, however was mainly to concern itself with the development of the technical side of the film industry. A Working Party was constituted in 1955 which examined the facilities available in the country and made recommendations regarding the various aspects of the proposed institute. After taking into consideration these recommendations, the Government proposed to set up the Institute as a constituent unit of the National Film Board. A bill for setting up the National Film Board with the Film Institute as one of its constituent units, was introduced in the Rajya Sabha in December, 1956. However, on grounds of economy and other considerations, Government did not proceed with the proposal for the establishment of the National Film Board and withdrew the bill from the Parliament in August, 1957. Government, however, decided that the Film Institute might be set up as a separate unit and this proposal was approved by the Expenditure Finance Committee in March, 1958. Further action on the setting up of the Institute was held up owing to the non-availability of accommodation to house the Institute. In April, 1960, the former Prabhat Studio in Poona was acquired for the purpose at a cost of Rs. 11.20 lakhs and the Film Institute of India was set up.

B. *Organisation*

46. The Film Institute of India is headed by a Principal, who is assisted by a complement of teaching, technical and administrative staff. There are 138 posts including 14 gazetted, in the Institute.

Advisory Committee.

47. An Advisory Committee consisting of eminent persons connected with films, education and other fields has been set up by the Government of India to advise the Ministry of Information and Broadcasting on all matters of policy pertaining to the Film Institute. It is composed of 11 members with the Minister of Information and Broadcasting as

Chairman. The members are nominated by the Ministry of Information and Broadcasting for a term of two years.

48. The Committee understand that all the financial and administrative powers of the Institute are at present exercised by the Controller of the Films Division who has been declared as Head of the Department for the Film Institute also. There is an Officer on Special Duty in the Film Institute in the scale of Rs. 900-50-1200 who exercises the powers of the Head of Office in respect of the Institute. The representative of the Ministry in his evidence stated that the Principal who was drawn from the industry was not acquainted with the work of Government administration. He added that at the initial stages, it was necessary to have a senior officer to perform administrative functions. Even so, *it seems anomalous to the Committee that the powers of the Head of the Institute should be vested in the Officer on Special Duty who is in the scale of Rs. 900-50-1200 whereas the functional head of the Institute is the Principal who besides is in the higher scale of Rs. 1300-60-1600. The Committee suggest that this anomaly may be rectified early.*

Financial and Administrative Arrangements.

They also feel that now that the Institute has functioned for nearly a year, it would be more appropriate if the post of Registrar (Rs. 500-30-710) which was held in abeyance on the creation of the post of Officer on Special Duty (Rs. 900-50-1200) is revived and the latter post abolished.

49. It was stated in evidence that one Class I post and four Class II posts borne on the teaching cadre of the Film Institute were lying vacant for want of suitable persons. *The Committee suggest that vigorous efforts may be made to fill up the vacancies in the teaching staff of the Institute.*

Vacancies in Teaching Staff.

50. The Film Enquiry Committee, 1951 had recommended that the Institute should be located in Bombay so that for the purposes of basic and field training, the resources of the Films Division, Bombay could be made available to the students of the Institute. The Working Party (1955) who had gone in detail into the question had also suggested that the Institute should be located at the same place as the Films Division so that it was possible to arrange for practical training of students in the Films Division studio. It was also envisaged that students at later of training could be given independent assignments in the Films Division by way of certain coverage for newsreels, etc.

Location of the Institute.

A leading body connected with the film industry in their memorandum to the Committee stated that the location of

the Institute at Poona had greatly reduced its usefulness, for the students would not get a chance to study production methods and techniques in the big studios which were situated in Bombay. The Institute could not readily avail of the services of the leading directors and technicians who were working in Bombay for delivering extension lectures.

Considering the earlier official pronouncements and the non-official view on the subject, the Committee were surprised that the Film Institute should have been located in Poona where admittedly all the facilities that obtain in Bombay or even a significant portion of them did not exist. In his evidence, the representative of the Ministry stated that no suitable accommodation and studio facilities could be secured in Bombay. He stated that several buildings in Bombay were considered for locating the Film Institute but for one reason or another, none was found suitable for the purpose. In his view, the facilities in the Films Division, Bombay would not have been adequate for the Institute. As regards the difficulty of practical training he stated that it was proposed to take the students to Bombay every now and then for the purpose. Further, a studio at Poona was being hired by the Institute for production of pictures. *Now that the Institute has started functioning at Poona and it may not be easily possible to shift it to Bombay, the Committee would like the Government to take all the necessary steps to ensure that the training of students at Poona does not lag in any respect.*

C. Functions

51. The Film Institute of India is intended to provide technical training in the production of films and to undertake research in different fields connected with films. The main functions of the Institute are to—

- (a) impart training in the following aspects of film making and other allied subjects:
1. Film Direction
 2. Film Production
 3. Script Writing
 4. Motion Picture Photography
 5. Sound Recording and Sound Engineering
 6. Film Editing
 7. Animation
 8. Art Direction
 9. Costume Designing
 10. Make-up
 11. Film Processing.

- 12. Film Publicity and Public Relations
- 13. Film Appreciation
- 14. Film Distribution and Exhibition;
 - (b) grant Diplomas and Certificates to successful trainees who have completed the prescribed courses;
 - (c) co-ordinate the activities for training of film technicians in India;
 - (d) maintain a library of important films produced in India and abroad; and
 - (e) encourage the growth of film society movement in India.

The Institute offers regular courses in film direction, motion picture photography, sound recording and sound engineering, film editing and script writing. The Institute also offers refresher courses of three months' duration in motion picture photography, sound recording and film editing for persons already employed in the industry.

52. It was stated in evidence by a representative of the film industry that a significant omission in the curricula of the Film Institute of India was the absence of provision for training in histrionics. He expressed the view that as there was dearth of talented star character artistes, training in histrionics should have been included in the curricula of the Institute and accorded priority. The representative of the Ministry stated that it might be desirable to include histrionics but in view of the difficulties being experienced in getting the teaching staff for the existing courses, Government proposed to consider it later.

Training in Histrionics.

53. The Committee understand that as against 30 students proposed to be admitted to the first refresher course which started in March, 1961, only 17 students were admitted. With regard to the regular courses, which started in August, 1961, as against 50 students proposed to be admitted, about 41 were actually admitted. The representative of the Ministry stated that apart from the natural hesitation to send persons for a new course, there were difficulties in sparing technicians for the duration of the course. Some producers also feared that the technicians after completing refresher courses might demand higher emoluments. *The Committee cannot over-emphasise the importance of filling seats in the refresher and regular courses to the full capacity available so that the training facilities*

Maximum Utilisation of Training Facilities.

provided at considerable cost may be made use of to the maximum extent. They suggest that suitable steps may be taken in conjunction with industry to achieve this end.

**Follow-up
of trainees.**

54. The Committee were informed by some representatives of the film industry that at present there were plenty of unemployed technicians in the industry though they had not the benefit of a regular course of training, and that the setting up of the Institute would greatly accentuate the problem of unemployment. The representative of the Ministry in his evidence admitted that the potentialities of trained persons finding suitable employment had not been worked out. Needless to say that the utility of the training and of the outlay of substantial amounts thereon can be measured ultimately only in terms of the success of the trainees in finding proper placements in the industry. *The Committee suggest that a follow-up of the trainees who pass out of the Institute may be kept in order to see if they are able to get proper placements after training. Suitable mention may also be made in the Annual Report of the Film Institute about the number of trainees who after completion of training have found employment.*

**Scholarships/
Fellowships
Scheme.**

55. The Committee understand that scholarships are awarded on merit to students in indigent circumstances to the extent of 10 per cent of the total number of students in each course. Each scholarship is of the value of Rs. 75 per mensem. It was stated by the Ministry that there was at present no scheme for the provision of scholarships by film interests for the different courses of the Institute. *The Committee suggest that Government may consider the desirability of instituting scholarships/fellowships scheme in conjunction with the film industry to give encouragement to deserving students.*

**Coordination
with other
Institutions.**

56. *The Committee understand that the Jayanchamarajendra Occupational Institute, Bangalore and the Institute of Technology, Madras run courses of study in cinematography and sound engineering. They suggest that the possibilities of maintaining coordination between the Film Institute and these institutions may be explored.*

D. Estimates and Expenditure

57. The actual expenditure incurred on the Film Institute during 1959-60 and 1960-61 was Rs. 2.0 lakhs and Rs. 1.64 lakhs respectively. The budget grant for Institute for 1961-62 is Rs. 5.70 lakhs.

IV

MISCELLANEOUS

A. Grant of Facilities to Amateur Cine-Makers

58. It was represented by the Amateur Cine Society of India that Government should give facilities for making amateur films by encouraging indigenous manufacture of 8 mm and 16 mm films. They also desired that film appreciation movement should be fostered by enabling the amateur film societies to screen good films. It is understood that amateur film movement is popular in a number of countries. *Considering that Satyajit Ray's film "Pather Panchali" which has won a number of State and international awards was originally an amateur enterprise, the Committee feel that the amateur cine-makers deserve encouragement.* They have already referred to the desirability of doing away with unnecessary and irksome provisions in the existing law relating to private exhibition of one's own film and recommend that Government may examine what other facilities could be given to them.

B. State Awards for Films

59. The Government of India have instituted State Awards for Films. The object of the State Awards for Films is to encourage the production of films of high aesthetic and technical standard and of educational or cultural value. The Committee note that under the existing rules, the State Awards are given only to the producer and director of the three best films in each of the categories: feature, documentary, educational and children's films and film strips. *To encourage advancement in the technicalities of film production, the Committee suggest that the desirability of instituting awards for best cine photography, sound recording, etc. may also be considered.*

Extension
of State
Awards.

60. It was stated in evidence by the representative of the Ministry that no criteria had been laid down for the guidance of members of the Selection Committees appointed by Government for the purpose of making recommendations as regards selection of films for State awards. *The Committee suggest that the desirability of laying down suitable criteria in this regard may be examined by Government.*

Criteria for
selection.

C. International Film Festivals

61. International Film Festivals started in 1932 and have since been organised in almost all important countries. India has been taking fairly active interest in the International Film Festivals. The Committee understand that about 40 films were entered in these Festivals since 1959.

Procedure for Selection.

62. It was represented to the Committee by certain representatives of the film industry that the selection of films for International Film Festivals was arbitrary and that even the films selected were not given proper publicity before their examination by the International body for granting awards with the result that they did not create the necessary background to enable them to win the awards. While other countries spent liberally on publicity and public relations at such festivals, the Indian Government sanctioned only meagre amounts for the purpose.

The representative of the Ministry stated in evidence that there had been no systematic procedure for the selection of films for sending entries in International Film Festivals and that *ad hoc* selections had been made. He added that the Film Federation of India was asked to send its suggestions but often it had no suggestions to make. He informed the Committee that it had now been decided to constitute a committee for this purpose and the composition of that committee was under Government's consideration. *The Committee are of the view that Government should have constituted a committee for this purpose much earlier and there should be no further delay in the matter. They would also like to emphasize that proper publicity should be arranged for films that are entered in the International Film Festivals so that they do not suffer on this account.*

Delay in Selection of Film.

63. *The Committee learnt with regret that there had been delay in the selection of the film "Anuradha" for the International Film Festival held at Cannes in 1961 with the result that the film could not be entered. They suggest that the reasons for the delay in this case may be investigated and steps taken to avoid recurrence. They would like to emphasise that films for International Film Festivals should be selected well in advance to enable dubbing, sub-titling etc. to be done in time.*

Film Delegations.

64. *The Committee are surprised to note that the Indian delegations sponsored by Government to the International Film Festivals in the past few years consisted exclusively of officials. They consider that such delegations should normally consist of leading representatives of the film industry as is understood to be generally the case with foreign delegations.*

65. An International Film Festival was held in India in October-November, 1961. The Committee were informed that the object of arranging the festival was (a) to show to the film producers and the artistes the advance which had taken place in the art and technique of film production and (b) to provide a forum for the film industrialists and the artistes of different countries to meet together. The festival was open to all countries and was non-competitive. Each country was entitled to enter two feature films and two short films. Besides, each participating country was invited to send a delegation consisting of not more than two persons, one of them an artist and the other to be chosen by the respective government, to attend the festival. Thirty-six foreign countries participated in this festival. The estimated expenditure on the festival was Rs. 5 lakhs.

International
Film Festival
in India.

66. It was stated in evidence that though a good number of countries sent their entries and the number of pictures entered was also comparatively large, the best pictures were not entered. The representative of the Ministry stated that it could be due to:

- (i) the restrictions on taking out money from the country; and
- (ii) the non-competitive nature of the festival.

The Committee are not happy that the festival held at considerable expense could not attract the best and most significant entries from foreign countries. They suggest that the Government may carefully analyse the reasons for this shortcoming so that suitable steps could be taken to ensure that the future international film festivals held in the country attract the best films.

D. Export Promotion Committee for Films

67. Indian films have been exhibited in foreign countries during the past few years. Unlike several other commodities exported, where separate export promotion councils function under the Ministry of Commerce and Industry, an export promotion committee has been set up under the Ministry of Information and Broadcasting to consider the ways and means of promoting the export of films.

Introduction.

68. The Export Promotion Committee for Films consists of the following:

Organisation.

Minister of Information and Broadcasting—
Chairman.

- | | |
|--|------------------|
| Two representatives of the Ministry of Commerce and Industry. | } <i>Members</i> |
| Two representatives of the Ministry of Information and Broadcasting. | |
| One representative of the Ministry of External Affairs. | |
| Five representatives of the film industry. | |

Functions. 69. The functions of the Committee are to support, protect, maintain, increase and promote the export of Indian films and with this end in view to take or support such steps as—

- (a) undertaking of market surveys in foreign countries;
- (b) sending out trade missions to foreign countries, participation in foreign festivals and exhibitions and sending of delegations thereto;
- (c) appointment of representatives, agents, etc. in foreign countries;
- (d) conducting of extensive publicity for Indian films in foreign markets through pamphlets, booklets, sample prints of films and their trailers etc.;
- (e) collecting information about the rules and regulations governing the import of films in other countries and those governing the remittance of films imported as they affect the export of Indian films;
- (f) acting as a clearing house for information in respect of Indian film industry on the one hand and the distributors of Indian films in foreign countries on the other; and
- (g) holding of festivals of Indian films in foreign countries.

Meetings of the Committee.

70. The Committee note that it has been provided in the procedure of work of the Export Promotion Committee for Films that it may meet once in a quarter. They learnt with regret that the Committee had met only once a year since its inception in 1958. *It is desirable that the Committee should meet once in a quarter to review the position and pursue actively implementation of its recommendations.*

71. A note furnished by the Ministry showing the action taken on the recommendations made by the Export Promotion Committee in its three meetings held on 20th July, 1959, 9th January, 1960 and 17th January, 1961 is given in Appendix VI. Some of the important measures recommended by the Export Promotion Committee at its second meeting held on 20th July, 1959 were as follows:

Recommendations.

- (i) Provision of adequate sub-titling facilities in the country.
- (ii) Supply of sample prints to Indian Missions abroad for exhibition to prospective customers.
- (iii) Publication of articles on Indian films in foreign press.

The Committee were informed by the representative of the Ministry, during evidence that the Films Division were considering the question of providing sub-titling facilities in the absence of adequate response from the industry.

As regards the supply of sample prints to Indian Missions abroad, the Export Promotion Committee had decided to bear the expenditure on the freight of prints while the Ministry of External Affairs would undertake publicity and other work. It has also been decided to exempt such films from duty.

As regards publication of articles on Indian films in foreign press, the articles were stated to be awaited from the Indian Films Exporters' Association and the Film Federation of India.

Judging by the halting manner of implementation of the recommendations, the Committee feel that the Export Promotion Committee has failed to enthuse the film industry. They see no reason why a simple thing like the collection of articles on Indian films for publication in the foreign press should linger on for over two years without any result. The Export Promotion Committee should ginger up its activities so that it is able to play an effective part in boosting up export of Indian films to earn valuable foreign exchange.

72. The Committee note that a souvenir on Indian films has recently been prepared by the Ministry of Information and Broadcasting and copies thereof would be distributed among others to the Indian Missions abroad. *The Committee suggest that reactions to the souvenir may be gathered so that publicity material on export of films can be effectively improved.*

Souvenir on Indian Films.

Plea for greater co-operation from Missions abroad.

73. It has been represented to the Committee that the Indian Missions abroad are not very helpful in the promotion of export of Indian films. The Committee suggest that suitable steps may be taken by the Government to remove this feeling and to ensure that the Missions abroad render all the necessary assistance in stepping up our exports.

Sending of Film Trade Delegations abroad.

74. The Committee note that a non-official delegation comprising five artistes and two businessmen was sent to Indonesia in 1961. It has been stated that as a result of their visit, export of some Indian films had been made. The Committee suggest that the desirability of sending more such delegations abroad where there is good prospect of export of Indian films may be examined. To reap full benefit, there should be adequate follow-up action.

Foreign Exchange earned.

75. The foreign exchange earned from the export of films since 1957 (year-wise) is as follows:—

Year	Foreign exchange earned
	Rs.
1957	1,28,17,000
1958	1,13,09,000
1959	1,53,79,000
1960	1,75,89,000
1961	93,08,000
(upto June)	

Steps taken to expand foreign market for films.

76. It was stated in evidence that the following steps had been taken to expand the foreign market for Indian films:

- (i) A pamphlet entitled "Markets For Your Films" had been prepared and circulated to various film trade associations and exporters of films.
- (ii) Circulation of information received from Indian Missions abroad about export of films to Indian film exporters.
- (iii) Grant of facilities to exporters under the Export Promotion Scheme of the Ministry of Commerce and Industry. These facilities included licences for import of cinematograph films and where necessary, also import of studio equipment upto a percentage of the face value of the licences granted.

- (iv) The Ministry of Commerce and Industry and the Ministry of Finance had removed all restrictions on the export of Indian films to foreign countries.

The Committee recommend that a careful study may be made to assess the impact of the measures taken to expand the market for Indian films so that further measures as necessary may be taken accordingly.

77. *The Committee would urge the industry to come forward and fulfil its role in producing pictures or their adaptations which would appeal to the cinegoers abroad. While all possible facilities for exports should no doubt be provided by Government, they cannot yield any results without the efforts willingly put in by the industry. The Indian film producers should realise that there is a growing demand in the world to understand the culture and heritage of diverse countries and that language is ceasing to be an insurmountable barrier. What is required is that a motion picture instead of being a cheap imitation of West should be true to the genius and culture of India so as to catch human interest by its authenticity. Films can be employed for the purpose of national integration and world solidarity. The Indian producers should distinguish their products by a dignified treatment of themes and a sensitive and refined approach. Indian pictures would then not only be able to bring in valuable foreign exchange but also earn goodwill and forge links of understanding. The Committee expect that the industry whose needs and utilisation of foreign exchange for raw material etc. are quite substantial will not hesitate to do its part, though it finds local markets profitable and attractive and would, if necessary, subject itself to reasonable extra strains in order to maintain and foster an assured and growing foreign market.*

Film Industry's responsibility.

NEW DELHI;
 March 17, 1962.
 Phalguna 26, 1883 (Saka).

H. C. DASAPPA,
 Chairman,
 Estimates Committee.

APPENDIX I

(Vide para 9)

Directions to the Board of Film Censors setting out the Principles which shall guide the Board in sanctioning the Films for Public Exhibition

GENERAL PRINCIPLES

1. No picture shall be certified for public exhibition which will lower the moral standards of those who see it.

2. Hence the sympathy of the audience shall not be thrown on the side of crime, wrong-doing, evil or sin.

3. Standards of life, having regard to the standards of the country and the people to which the story relates, shall not be so portrayed as to deprave the morality of the audience.

4. The prevailing laws shall not be so ridiculed as to create sympathy for violation of such laws.

APPLICATION OF GENERAL PRINCIPLES

As it is desirable that there shall, as far as possible, be a uniform standard for determining whether a film is suitable or not for unrestricted public exhibition or for public exhibition restricted to adults, the Central Government prescribes the following rules for the guidance of the Board.

1. It is not desirable that a film shall be certified as suitable for public exhibition, either unrestricted or restricted to adults which :

(A) deals with crime in such a manner as to :

- (i) extenuate criminal acts ;
- (ii) depict the *modus operandi* of criminals ;
- (iii) throw the glamour of romance and heroism over criminal characters ;
- (iv) enlist the sympathy or admiration of the audience for criminal characters ;
- (v) hold up to contempt those responsible for, or engaged in the prevention, detection or punishment of criminals ;
- (vi) create the impression that crime pays or is a normal incident of ordinary life and not to be reprobated.

[N.B.—The mere fact that the picture shows the criminal as being punished for his crime shall not, by itself, be regarded as a good reason for certifying a picture if the general impression created by the picture is such as to incite people to crime].

(B) deals with vice or immorality in such a manner as to :

- (i) extenuate vicious or immoral acts ;
- (ii) undermine the accepted canons of decency ;
- (iii) depict vice or immorality as attractive ;
- (iv) cast a halo of success or glory round the vicious or immoral ;
- (v) enlist the sympathy or admiration of the audience for vicious or immoral characters ;
- (vi) suggest that the attainment of a laudable end is justified by vicious or immoral means or improper motives ;
- (vii) create the impression that vice and immorality are not to be reprobated.

[N.B.—The mere fact that the picture shows a vicious or immoral person as suffering the consequences of his vice or immorality shall not, by itself, be regarded as a good reason for certifying a picture].

(C) deals with the relations between the sexes in such a manner as to :

- (i) lower the sacredness of the institution of marriage ;
- (ii) suggest that illicit sexual relations are ordinary incidents of life and not to be reprobated ;
- (iii) depict :
 - (a) rape, premeditated seduction, or criminal assault on women ;
 - (b) immoral traffic in women ;
 - (c) soliciting, prostitution or procuration ;
 - (d) illicit sexual relations ;
 - (e) excessively passionate love scenes ;
 - (f) indelicate sexual situations ;
 - (g) scenes suggestive of immorality ;

(D) exhibits the human form, actually or in shadowgraphs :

- (i) in a state of nudity ; or
- (ii) indecorously or suggestively clothed ;
- (iii) indecorous or sensuous posture ;

(E) brings into contempt the armed forces, or the public services or persons entrusted with the administration of law and order.

(F) is intended or likely to :

- (i) wound the susceptibilities of any foreign nation or any community or the followers of any religion ;
- (ii) foment social unrest or discontent to such an extent as to incite people to crime ;
- (iii) promote disorder, violence, a breach of the law or disaffection or resistance to Government.

EXPLANATION TO CLAUSES (E) AND (F)

First : The following types of films shall be considered unsuitable for public exhibition :

- (i) A film which is likely to arouse disrespect of a foreign country or is liable to be looked upon by a foreign country as derogatory to itself, or which is liable to embarrass the relations of the Government of India with any foreign Government ;
- (ii) A film which preaches or is liable to incite people to acts of violence or which tends to encourage subversive activity with a view to overthrowing established authority or institution.

Second : In particular, the following matters shall be regarded as objectionable :

- (i) Disparaging references to the people of a foreign country or the head of a foreign State ;
- (ii) Picturisation of subversive methods or of guerilla technique.

II. In addition to the matters dealt with generally in Section I, the following subjects may be objectionable in a context in which either they amount to indecency, immorality, illegality or incitement to commit a breach of the law :

- (i) confinements ;
- (ii) details of surgical operations ;
- (iii) venereal disease or other loathsome disease such as leprosy or sores ;
- (iv) suicide or genocide ;
- (v) the unnecessary exhibition of feminine under-clothing ;
- (vi) indecorous dancing ;
- (vii) indecent dress, conduct, speech, song or theme, or indecent portrayal of national institutions, traditions, customs or culture ;
- (viii) importunation of women ;
- (ix) cruelty to children ;
- (x) torture of adults ;
- (xi) brutal fighting, gruesome murders or scenes of strangulations ;
- (xii) executions ;
- (xiii) excessive bleeding or mutilation ;
- (xiv) cruelty to animals ;
- (xv) drunkenness or drinking that is not essential to the theme of the story ;
- (xvi) traffic in drugs and the use of drugs ;
- (xvii) accentuation of class distinctions or stimulation of class hatred ;
- (xviii) realistic horrors of warfare ;
- (xix) horror as a predominant element ;
- (xx) scenes and incidents likely to afford information to the enemy in time of war ;
- (xxi) exploitation of tragic incidents of war ;

- (xxii) blackmail associated with immorality ;
- (xxiii) intimate biological studies ;
- (xxiv) crippled limbs or malformations ;
- (xxv) gross travesties of the administration of justice ;
- (xxvi) defamation of any living person.

III. It is not proposed that certification of a film should be refused altogether, or that it should be certified as suitable for adult audiences only, where the deletion of a part or parts, will render it suitable for unrestricted public exhibition or for exhibition restricted to adults, and such deletion is made, unless the film is such as to deprave the morality of the audience and even excisions will not cure the defects.

IV. It is undesirable that a certificate for unrestricted public exhibition shall be granted in respect of a film depicting a story, or containing incidents unsuitable for young persons.

In particular, under this head, the following subjects are objectionable :

- (i) anything which may strike terror in a young person, *e.g.*, scenes depicting ghosts, brutality, mutilations, torture, cruelty, etc. ;
- (ii) anything tending to disrupt domestic harmony or the confidence of a child in its parents, *e.g.*, scenes depicting parents quarrelling violently, or one of them striking the other, or one or both of them behaving immorally ;
- (iii) anything tending to make a person of tender years insensitive to cruelty to others or to animals.

APPENDIX II

(vide para 12)

Note indicating the time taken for issue of Certificates in respect of certain Films

DR. SHAITAN :

Application was received on 11-2-1960. The film was examined on 19-2-1960 ; the report of the Examining Committee was submitted the same day and the Board's provisional conclusion to refuse a certificate of public exhibition was issued on 22-2-1960. No representation was received from the applicant (and the provisional conclusion was confirmed and the applicant was informed of the final decision on 11-3-1960.)

It took the Board only 11 days to dispose of the application for the original version.

Revised version

The application for certification of the revised version which, in law, is to be treated as a separate film was received on 3-5-1960; the picture was examined on 9-5-60, the Examining Committee submitted its report the same day. The provisional conclusion of the Board was communicated to the applicant on 13-5-1960. Cuts were surrendered in batches on 19-5-1960, 21-5-1960, 23-5-1960 and 27-5-1960 ; they were examined on 27th May, 1960 and the Certificate was issued the same day.

The application as finally dealt with within 25 days, of which the delay on the part of the producer in surrendering cuts accounted for nine days.

NIGHT BIRD :

Though the application was received on 18-8-60, the print was ready for examination only on 28-1-1961. The film was examined on 2-2-1961 and the Board's letter, communicating the provisional conclusion was issued on 8-2-1961.

The applicant's representation was received on 15-2-1961 and he was heard in person by the Examining Committee at a meeting convened for the purpose on 21-2-1961. Final decision was conveyed on 1-3-1961, indicating the modifications approved in the cuts.

Cuts were surrendered in four lots on 14/3, 21/3, 31/3 and 4/4/1961. They had to be seen on the moviola six times and were found to be in order on 18-4-1961. The Certificate was issued on 20-4-1961.

The time-lag between the date on which the print was stated to be ready and the issue of the certificate was about 70 days; of which about 35 days accounted for the time taken by the applicant to surrender all the cuts.

WARRANT :

The application was received on 25-1-1961 with the request for examination on 4-2-1961. The film was examined on 7-2-1961. The Board's provisional conclusion was communicated on 15-2-1961.

The representation received on 16-2-1961 was considered at a meeting of the Examining Committee on 23-2-1961.

Applicant's request for a Revising Committee was received on 1-3-1961. A meeting of the Revising Committee was held on 9-3-1961. Personal hearing was given to him by the Revising Committee on 20-3-1961. Final decision was communicated on 29-3-1961.

Cuts were surrendered on 15-4-1961 and the Certificate was issued on the same day.

FIRST LOVE :

The application was received on 19-1-1961, requesting examination of the film on 27-1-1961. The film was viewed on 28-1-1961. Board's provisional conclusion was communicated on 14-2-1961. The applicant represented on 25-2-1961 and asked for a Revising Committee.

Revising Committee saw the film on 6-3-1961. The Board's provisional conclusion to grant an 'A' certificate with cuts, was issued on 9-3-1961. The applicant's representation was received on 14-3-1961 and a meeting of the Special Revising Committee was held on 18-3-1961 to hear the applicant in person.

Three reels were again seen by the Chairman on 22-3-1961 and the Board's final views were communicated on 27-3-1961. After examination of the cuts, surrendered on 1-4-1961, the Certificate was issued the same day.

All this process took 64 days from the date the print was ready.

KROREPATI:

Application was received on 9-2-1961 with the suggestion that the print might be seen on 16-2-1961. The film was examined on 20-2-1961.

Board's provisional conclusion was communicated to the applicant on 25-2-1961; his representation was received on 28-2-1961 and a meeting of the Examining Committee was held on 14-3-1961 and the final decision was taken on 15-3-1961.

Cuts were surrendered on 12-4-1961 and 15-4-1961. The cuts were found in order on 18-4-1961 and the Certificate was issued *the same day*.

The Certificate was issued within 62 days from the date the print was expected to be ready. The applicant took about 30 days to surrender the cuts.

GANGA JUMNA :

The application for certification of the film was received by the Board on 21-9-1960. The applicant indicated that the picture would be ready for viewing with sound effect only by 28th September, 1960. Till 5th May, 1961, no communication was received in spite of repeated telephonic reminders from the Board for delivery of the print of the film for examination.

In his letter dated 5-5-1961, the applicant requested the Chairman C.B.F.C. to examine the unmarried print of the film *i.e.*, at the stage when picture and sound were separate. The Board agreed, as a special case, to examine the film.

2. The film was examined by an Examining Committee of the Board on 27th May, 1961. The Examining Committee submitted its report to the Chairman on 1-6-1961. The Chairman passed orders on 12-6-1961 to refer to the Special Revising Committee under rule 25 of the Cinematograph (Censorship) Rules, 1958. The applicant was informed accordingly on the same day.

3. On 19th June, 1961, the applicant replied that he would make the print of the film available for preview by Special Revising Committee. The film was seen by the Special Revising Committee on 22-6-1961. The Special Revising Committee submitted the report on 26-6-1961. The provisional conclusion of the Board was conveyed to the applicant on 27-6-1961. The applicant called on the Chairman on 1st July and again on 6th July, 1961 to explain his case. The Special Revising Committee met on 18th July, 1961 to hear the applicant. The applicant also submitted a written representation on 18-7-1961. A further meeting of the Special Revising Committee was held on 20-7-1961 to consider the representation of the applicant; the applicant was not present. A meeting of the Special Revising Committee was again held on 11-8-1961 to consider the applicant's further representation. The final orders of the Board were passed on 12-8-1961 directing the applicant to surrender the cuts before a 'U' Certificate was issued.

4. On 13th October, 1961, the applicant informed the Board that the final married coloured print of the film could be made available for viewing. The print was examined on 20-10-1961. The cuts were surrendered by the applicant in two lots on 21-10-1961 and 24-10-1961. A print of the film as required under the Rules was deposited with the Board on 25-10-1961. The Certificate was issued on 26-10-1961.

APPENDIX III

(vide para 24)

*List of Members of the Executive Council of the Children's Film Society
as on 31-8-1961.*

President

Shri R. R. Diwakar

Vice-Presidents

1. Dr. V. S. Jha
2. Smt. Hansa Mehta.

Representatives of the Govt. of India

1. Shri Nawab Singh
2. Shri A. Krishnamurti
3. *Vacant*

Producer-members

1. The Producer-in-Charge, Films Division
2. Shri K. Subrahmanyam
3. *Vacant*

Other members

1. Shri Vijay Bhatt
2. Miss S. Telang
3. Mrs. Lila Majumdar
4. Shri R. K. Narayanan
5. Dr. K. C. Khanna
6. *Vacant*
7. *Vacant.*

APPENDIX IV

(vide para 28)

Objectives of the Children's Films Society, New Delhi

- (a) To advance education and culture through the medium of films, more especially amongst children and adolescents.
- (b) To create and develop amongst the children and adolescents an appreciation of films for purposes of healthy entertainment.
- (c) To undertake, aid, sponsor, promote and co-ordinate the production, distribution and exhibition of films specially suited to or of special interest to children and adolescents.
- (d) To import and adapt for use films for children produced in other countries.
- (e) To make arrangements for distribution and exhibition of children's films in India and abroad.
- (f) To exchange children's films with similar organisations in other countries.
- (g) To arrange lectures, demonstrations and symposia on subjects relating to children's films and maintain a library of children's films and books.
- (h) To collect statistics and information on all matters relating to children's films.
- (i) To organise children's film clubs.
- (j) To conduct research into the reaction of children to films.
- (k) To educate the general public in matters relating to children's films.
- (l) To act as a clearing house of information on all matters relating to children's films.
- (m) To publish books, monographs, periodicals, journals, reviews, papers, pamphlets, and other literature on children's films.
- (n) To establish contacts with other organisations with similar objects.
- (o) For the purposes of the Society to draw and accept, make and endorse, and discount and negotiate, promissory notes, bills of exchange, cheques or other negotiable instruments.
- (p) To invest the funds of, or money entrusted to the Society in such securities or in such manner as may from time to time be determined by the Executive Council and from time to time to sell or transpose such investments and to apply any income or profit so derived in furtherance of the objects of the Society.

(q) To purchase, take on lease, accept as a gift or otherwise acquire, any land or building or any movable property which may be necessary or convenient for the Society.

(r) To construct or alter any building which may be necessary for the Society.

(s) To sell, lease, exchange, and otherwise transfer all or any portion of the properties of the Society.

(t) To enter into contract with producers, distributors and exhibitors for production, distribution or exhibition of children's films in furtherance of the objects of the Society.

(u) In general, to do such things or undertake to do such other things from time to time as shall be deemed necessary for the promotion of the ideas and the attainment of the objects of the Society.

APPENDIX V

(Vide para 36)

Statement of particulars of the films produced by the Children's Film Society

Serial No.	Year	Nature of film	Name of the film	Length	Language	Director	Cost of Production	Versions made in other lang.	Cost per foot
1	2	3	(a) 4	(a) 5	(a) 6	(b) 7	(h) 8	(f) 9	(g) 10
1	1955-56 1956-57	Feature	CHAR DOST	6,500 ft.	Hindi	Nitin Bose	Rs. 1,19,392.83	One	Rs. 18
<p>(The film was produced on a contract basis. Consequently break-up figures are not available.)</p>									
2	1956-57	Feature	JALDEEP	8,340	Hindi	Kidar Sharma	1. 18,755.25 2. 42,246.06 3. 22,364.77 4. 50,341.50 5. 7,613.74 6. 6,902.17	Two	15
3	1957-58	Short	BACHCN BATEN	416	Hindi	Do.	1. 200.00 2. 4,268.73 3. Nil 4. Nil 5. Nil 6. 1,020.99	X	13
4	1957-58	Short	GANGA LAHREN.	1,530	Hindi	Kidar Sharma	5,489.72	One	36
							1. 3,750.00 2. 6,681.90 3. 13,544.49 4. 10,605.00 5. 2,000.00 6. 18,296.11		54,877.50

5	1957-58	Feature	. SCOUT CAMP .	8,102	Hindi	Kidar Sharma	One	18
							1. 27,701.00	
							2. 15,498.40	
							3. 35,025.91	
							4. 33,375.33	
							5. 4,617.83	
							6. 30,178.28	
							<u>1,46,396.75</u>	
6	1958-59	Do.	HARIA	5,898	Hindi	Rajendra Kumar	Two	24
							1. 20,925.00	
							2. 14,000.00	
							3. 747.75	
							4. 48,979.29	
							5. 12,628.96	
							6. 43,291.33	
							<u>1,40,572.33</u>	
7	1958-59	Short	. GULAB KA PHOOL .	1,532	Hindi	Kidar Sharma	One	30
							1. 5,040.00	
							2. 6,323.50	
							3. 2,400.00	
							4. 15,893.13	
							5. 2,214.19	
							6. 14,205.70	
							<u>46,076.52</u>	
8	1959-60	Short	. PANCHTANTRA KI EK KAHANI .	2,849	Hindi	Rajendra Sharma	Twelve	25
							1. 11,225.25	
							2. 10,549.46	
							3. NIL	
							4. 30,272.70	
							5. 2,062.80	
							6. 17,413.47	
							<u>71,523.68</u>	

1	2	3	4	5	6	7	8	9	10
9	1959-60	Feature	YATRA	ft. 4,894	Hindi	Rajendra Sharma	Rs. 1. 10,865.00 2. 36,262.33 3. 39,713.44 4. 48,595.75 5. 6,196.20 6. 12,318.70 <hr/> 1,53,951.42	One	Rs. 31
10	1959-60	Short	26th JANUARY	2,150	Hindi	Do.	Rs. 1. 6,200.00 2. 14,989.50 3. 20,000.00 4. 13,566.70 5. 104.49 6. 4,701.44 <hr/> 59,562.33	X	28
11	1959-60	Short	ALLADIN & MA- GIC LAMP	1,903	Hindi	M. G. Rama Chandra	Rs. 1. 8,060.00 2. 11,189.77 3. 15,763.74 4. 13,550.97 5. 124.64 6. 3,375.59 <hr/> 52,064.71	One	27
12	1959-60	Short	EKATA	2,875	Hindi	Kidar Sharma j	Rs. 1. 9,110.00 2. 18,433.64 3. 5,000.00 4. 34,186.03 5. 2,231.57 6. 4,823.99 <hr/> 73,785.23	Twelve	26

13	1959-60	Feature	GURU BHAKTI	4,939	Hindi	Rajendra Sharma	Twelve
							1. 15,346.00
							2. 20,691.92
							3. Nil
							4. 56,221.30
							5. 7,955.34
							6. 24,687.52
							<u>1,24,902.08</u>

14	1959-60	Short	SARAL BISWAS	1,821	Hindi	Phani Mazumdar	Twelve
							1. 6,515.00
							2. 8,188.87
							3. Nil
							4. 21,502.62
							5. 1,539.76
							6. 8,479.33
							<u>46,225.58</u>

15	1960-61	Feature	DILLI KI KAHANI	5,809	Hindi	Rajendra Kumar	Three
							1. 25,122.67
							2. 36,338.28
							3. 956.53
							4. 62,333.59
							5. 7,810.16
							6. 32,938.77
							<u>1,65,499.00</u>

16	1960-61	Short	IDD MUBARAK	1,849	Hindi	Khawaja Ahmad Abbas	Twelve
							1. 6,115.00
							2. 9,731.12
							3. Nil
							4. 26,761.89
							5. 1,771.81
							6. 10,309.37
							<u>54,689.19</u>

1	2	3	4	5	6	7	8	9	10
17	1960-61	Short .	NYAYA	ft. 3,270	Hindi	Rajendra Kumar .	Rs. 1. 3,300.00 2. 8,230.99 3. Nil 4. 25,989.68 5. 480.52 6. 5,182.21 <hr/> 43,183.40	X	Rs. 13
18	1960-61	Short .	HERO	895	Hindi	Phani Mazumdar .	1. 8,306.50 2. 5,155.35 3. Nil 4. 17,879.77 5. 3,717.07 6. 9,978.32 <hr/> 45,037.01	Two	50
19	1960-61	Feature	MEERA	3,709	Hindi	Kidar Sharma	1. 24,049.27 2. 14,826.37 3. 20,062.14 4. 60,956.68 5. 2,381.89 6. 21,630.05 <hr/> 1,43,906.40	Twelve	39
20	1960-61	Short .	CHETAK	1,252	Hindi	Do . .	1. 5,122.83 2. 19,620.06 3. 12,206.61 4. 30,497.37 5. 1,678.10 6. 18,942.82 <hr/> 88,067.79	Twelve	39

Besides the above films produced by the Society, the following films were acquired and adapted in Hindi :—

(1) <i>British Films</i>	} Total cost of adaptation	Rs. 60,049-0-9	}	Total cost of adaptation	Rs. 33,635-03	}	Rs. 20,628-11-9
Bush Christmas							
To the Rescue			(2) <i>Russian Films</i>			(3) <i>Indian Films</i>	
Secret Cave			Chuk & Gek			Bal Ramayana	
Mardi & The Monkey			U Brothers			Ram Shashtra Ka	
Circus Boy			Crow & the Fox			Nyaya	Rs. 32-414-9-9

N.B.—Items under column No. 8 are represented in the following serial order :—

1. Studio Equipment hire etc.
2. Raw Stock & Processing etc.
3. Outdoor expenses (outside Bombay)
4. Remuneration to staff, artists ; technicians etc.
5. Travelling & conveyance.
6. Other Production & Related administrative expenses.

APPENDIX VI

(Vide para 71)

Statement showing the action taken on the recommendations made by the Export Promotion Committee for Films

Market Surveys

A pamphlet entitled "Markets for your Films" has been prepared and circulated to film trade associations, exporters of Indian films and to Indian Missions abroad. The pamphlet was prepared from the reports received from the Indian Missions regarding markets for Indian films in their regions.

Honorary Correspondents

In the second meeting of the Export Promotion Committee it was decided that Honorary Correspondents might be appointed in different countries to report about reaction of the audience about the Indian films in those countries. Indian Missions abroad who were addressed in the matter, however, intimated that it was not possible for them to appoint honorary correspondents. In the third meeting, it was, therefore, decided to appoint correspondents on a reasonable fee. The Ministry of Finance did not agree to this and instead suggested taking over of this work by our trade representatives abroad. The matter has been referred to the Ministry of C. & I

Publication of Articles on Indian films in foreign press

In the second meeting of the Export Promotion Committee, it was considered useful to issue illustrated articles for publication in the foreign newspapers and journals. The Indian Film Exporters Association and the Film Federation of India were accordingly requested to send articles written by competent persons which could be utilised for publication abroad. The Indian Film Exporters Association have replied that they are contacting their members in the matter. Reply from the Film Federation of India is still awaited. The matter is being pursued with them.

Sub-titling facilities in the country

In the second meeting of the Export Promotion Committee, it was felt that sub-titling facilities in the country were not adequate and as such it was considered that at least one sub-titling machine should be available at each of the three production centres. The Government promised to give favourable consideration if applications were received by them for installation of sub-titling equipment in the three production regions. It was, however, found that response from the industry was not encouraging and the Committee accordingly decided in the fourth meeting that Films Division might undertake this work. This matter is under examination.

Film Festivals

A Festival of Indian Films was held from the 5th to 12th August, 1961 at Djakarta and a non-official Delegation comprising of five artists and two

businessmen was also sent there. It is proposed to organise a Festival of Indian Films at Cairo during December 1961 or January 1962. The question of holding festivals of Indian Films at Bangkok and in West Africa is under consideration. Publicity material relating to films shown in the Festivals, including photographs of the main artistes, is supplied by the producers for publication and display on the occasion of the festivals.

India also participates in various International Film Festivals held in Europe and other foreign countries to which delegations from the Film industry are sent.

International Film Festival of India

In the second meeting of the Export Promotion Committee held on 20-7-1959, the Committee decided to hold an International Film Festival of India in 1960. The Festival is being held in New Delhi from 27th October to 2nd November, 1961.

Sending of a Film Trade Delegation

In the fourth meeting of the Committee, it was suggested that a five member delegation might be sent to study the market conditions in regard to Indian films in Iran, Turkey, Iraq, Jordan, Lebanon, U.A.R. and Sudan. The matter is under consideration in consultation with the Film Federation of India. That Delegation will also consider the question of unauthorised exploitation of Indian films in those countries.

Publication of a Souvenir on Indian Film Industry

A souvenir on Indian films has been prepared by this Ministry. About 3,000 copies in English have already been printed and 1,500 copies more are under print. Further, 2,500 copies in French, 2,000 copies in Spanish and 1,000 copies in Arabic are also being printed. These copies will be supplied to Indian Missions, exporters, etc. The Indian Missions would distribute copies to commercial distributors and other persons, institutions, etc. interested in importing Indian films for commercial or non-commercial exploitation abroad. Copies of the Souvenir will also be distributed to the Delegates and other foreign visitors on the occasion of the forthcoming international Film Festival in India.

Sample prints.

In the second meeting of the Committee, it was agreed that sample prints should be sent to the Indian Embassies abroad for exhibition to prospective customers in those countries. The Film Federation of India agreed to provide prints of suitable films for the purpose. It is proposed to supply a print each of 12 films per year, divided into four packets for circulation in various countries through Indian Missions abroad. The prints would be supplied free of charge by the film trade associations. Financial implications in respect of freight charges, hiring of halls for screening films, etc., are under consideration in consultation with the Ministry of External Affairs.

Appointment of Regional Committees for advising exporters.

The matter has been dropped as there is already a Council at Major ports, under an honorary Port Adviser to consider all matters affecting exports to which representatives of Film Trade have been coopted.

APPENDIX VII

Summary of Recommendations/Conclusions

Sl. No.	Reference to Para No.	Summary of recommendations/conclusions
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1	1	The Committee regret to observe that the present strength of the Central Board of Film Censors, which consists of a Chairman and seven non-official members, though in conformity with the Cinematograph Act, offends the provisions of Rule 3 of the Cinematograph (Censorship) Rules 1958 which lays down that the Board shall consist of a Chairman and six other members. They were informed by the Ministry during evidence that necessary action to amend the rules was being taken. The Committee feel that Government should have amended the relevant rules simultaneously or immediately after the amendment of section 3 of the Cinematograph Act, 1952 in 1959.
2	2	On the analogy of the recommendation of the Film Enquiry Committee in respect of the Chairman of the Film Council and considering the qualifications and experience of the previous incumbents of the office of the Chairman of the Board of Film Censors and the high responsibilities devolving on the incumbent of this office, the Committee suggest that Government may lay down that for appointment as Chairman of the Board of Film Censors, the person should be of a high judicial status commanding an eminent public position and possessing a depth of cultural background.
3	3	The Committee note that there is at present one member on the Central Board of Film Censors drawn from the film industry who is nominated by the Government. To give the industry a feeling of participation, the Committee feel that the representative could well be nominated by the Government out of a panel of names to be submitted by the premier organisation of the film industry.

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- 4 6 The Committee note from the information furnished by the Ministry showing the position of vacancies in the Advisory Panels since I.I.1960 that vacancies have in some cases existed for as long as twelve months. They cannot but regard the reasons given by the Ministry for the delay in filling vacancies in the Advisory Panels as extremely unsatisfactory. As delay in the filling up of vacancies undoubtedly handicaps the censorship work, action should be taken to select and announce the names of new members well in advance of the actual dates of relinquishment of office by the old members.
- 5 7 The Committee consider that there is a strong case for reinforcing the Bombay Advisory Panel with Hindi Litterateurs.
- 6 9 While a certain degree of varying and subjective judgment is inevitable, it should be the constant endeavour of the Board of Film Censors to work towards attaining uniform standard in the examination of films. The Committee are of the opinion that to facilitate this desirable end, the directions issued by Government to the Board of Film Censors for their guidance in sanctioning films for public exhibition need to be further clarified with a view to dispelling doubts expressed by producers.
- 7 12 The Committee suggest that complaints of delay in the issue of certificates may be investigated by the Central Consultative Committee, the setting up of which has been recommended in para 20.
- It would also be desirable to prescribe a time schedule for dealing with applications for the issue of certificates for public exhibition of films.
- 8 13 The Committee find that there have been several instances of delay running into months in the issue of certificates for a number of imported short films because of the applicant's late compliance with the provisions of rule 27 of the Cinematograph (Censorship) Rules, 1958. The Committee feel from the titles of these short films that many of them are likely to be useful and desirable and may even be unexceptionable from the point of view of censorship. They suggest that a study may be made of the causes that lead to the late compliance with rule 27 of the Cinematograph (Censorship) Rules, 1958 and steps taken to cut out all delays. In deserving cases, the Chairman or the Regional Officer could for example exercise his powers of delivering the certificate on
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		obtaining an undertaking that the copy of the film or script will be deposited within the time limit specified.	
9	14	The Committee note that there has been delay of nearly three months or even more in the examination of certain films by the Special Revising Committee as the Chairman of the Central Board of Film Censors was unable to see the films because of his continued illness. Under Rule 25(3) of the Cinematograph (Censorship) Rules, 1958 if the Chairman is unable to attend a meeting of the Special Revising Committee, he can nominate a member of the Advisory Panel to preside. To obviate similar delays in future, recourse may be had to this enabling provision.	
10	15	The Committee are of the opinion that it is not desirable to appoint a member of the Central Board of Film Censors on the Advisory Committee whose function is to advise the Government in the matter of appeals against the decisions of the Board.	
11	16	The Committee feel that Associations like the Association for Moral and Social Hygiene in India, All India Women's Council, Federation of University Women, could, with advantage, have an organised arrangement to look into complaints from public, etc. about alleged laxity in censorship of films and represent the matter, where necessary, to the Central Board of Film Censors. Rule 33 of the Cinematograph (Censorship) Rule, 1958 which makes a clear provision for consideration of such representations by the Board of Film Censors and Government deserves to be better known and publicised amongst the public and more specially amongst social bodies who are interested in public morals.	
12	17	The Committee recommend that film producers may be encouraged to have recourse to pre-censorship advice in their own interests to avoid infructuous expenditure being incurred on production of films which may hardly have any chance of obtaining certification.	
13	19	The Film Industry has come to occupy a position of importance in the country's economy, India being the third largest producer of feature films after Japan and U.S.A. In the Committee's view, the film industry has come of age and should be able to play a cons-	

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- tructive role in raising its standards by constituting a Film Council.
- 14 20 The Committee suggest that Government may consider the desirability of setting up a Central Consultative Committee for Films for effecting greater coordination and consultation between the Ministry and the film industry.
- 15 21 The Committee feel that the provisions in the existing law relating to private exhibition of one's own film are unnecessarily irksome and suggest that the law may be suitably modified.
- 16 25 The Committee learnt that there were four vacancies on the Executive Council of the Children's Film Society. Two of them occurred on the 28th May, 1961 and the other two on the 28th July, 1961. The Committee consider that action should have been taken to nominate new members before the old members relinquished their offices on completion of their terms.
- 17 26 The Committee suggest that efforts may be made to enlist the States of Assam, Jammu and Kashmir, Kerala and particularly the Union Territories who have not yet become members of the Children's Film Society as its members so that the films produced by the Society could with advantage be shown in those States and Union Territories.
- 18 27 Rates of subscription for local bodies and associate members may be prescribed without further delay. Concerted efforts may be made to enlist local bodies, schools, educational and other institutions, trusts and corporate bodies as members of the Children's Film Society.
- 19 30 The Committee suggest that the possibilities of farming out production of children's films to private producers who are evincing keen interest in the field may be investigated as this would ensure a competent standard of film production.
- 20 31 The Committee are of the view that Government would do well to encourage the private producers to undertake production of children's films by giving preference in the matter of grant of loans by the Film Finance Corporation, exemption from excise duty and entertainment tax etc.
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21	32	The Committee would urge the Government to give sympathetic consideration to the suggestion made by the film industry for the removal of restrictions on the length of children's film for the purpose of State Awards.	
22	33	The Committee suggest that the result of the experiment being made in West Bengal of sharing of total cost of production between the West Bengal Children's Film Society and private producers may be watched and if it proves a success it may be emulated with advantage by the Children's Film Society, New Delhi.	
23	34	The Committee suggest that the possibility of the Films Division undertaking the work of producing children's films may be seriously investigated particularly with reference to the production of animated Cartoon films which are bound to have special appeal for child audiences.	
		In any case, the Committee feel that persons having a fund of experience of film production should be closely associated with the production programme of the Children's Film Society.	
24	37	The Committee are of opinion that Government should keep a constant watch on the cost of production of films produced by the Society to ensure that quality for quality it does not compare unfavourably with shorts and features produced by the Films Division. They suggest that the Children's Film Society on its part should take energetic steps to keep down the cost without sacrificing the quality.	
25	38	(i) The Committee suggest that the Children's Film Society should pay special attention like the Children's Film Foundation in U.K. to their production programme to ensure that it best serves and entertains the child audience. (ii) The Committee are of the view that there is need for conducting research on the effect of the films on children's minds so as to ensure that the production programme is fully orientated to serve their requirements.	
26	39	The Committee suggest that the Children's Film Society may examine the desirability of bringing out film magazines consisting of shorts of 2 to 2 1/2 minutes' duration similar to those brought out by	

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		the Children's Film Foundation, London, on subjects of interest to children.
27	40	The Committee suggest that the Children's Film Society should explore the possibilities of establishing exchange arrangements with similar organisations in foreign countries.
28	42	The Committee recommend that the Children's Film Society should make concerted efforts to persuade cinema houses not only to show children's films but make them a regular feature and develop, if possible, children's film clubs to rouse and sustain their interest. The Society may also consider the possibilities of exhibiting children's films through touring talkies. The Committee would like a record to be maintained of the number of children who are shown children's films. The Government may in this behalf prescribe a suitable <i>pro forma</i> which may be required to be furnished, say, once a month by the Society indicating <i>inter alia</i> the number of children who have been shown the Society's films.
29	43	The Committee suggest that the possibility of treating children's films (shorts) for compulsory showing in the same way as educational films with a view to bringing home the existence and message of children's films to the general audience, may be considered. The distribution of children's films for this purpose may be appropriately done through the Films Division. The children's films could also, with advantage, be shown along with newsreels, documentaries, etc., at a nominal admission rate in Films Auditorium and other halls.
30	44	The Committee would also like to make the following suggestions to ensure showing of children's films as widely as possible :— (i) Educational institutions in the country may be encouraged to equip themselves with a 16 mm. projector, which may be made a desirable part of school equipment. (ii) Use may be made of the mobile vans of the Field Publicity Organisation for showing children's films in remote villages, industrial and slum areas and children's recreation centres, etc.

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- 31 48 It seems anomalous to the Committee that the powers of the Head of the Film Institute should be vested in the Officer on Special Duty who is in the scale of Rs. 900—50—1200 whereas the functional head of the Institute is the Principal who besides is in higher scale of Rs. 1300—60—1600. The Committee suggest that this anomaly may be rectified early.
- They also feel that now that the Institute has functioned for nearly a year, it would be more appropriate if the post of Registrar (Rs. 500—30—710) which was held in abeyance on the creation of the post of Officer on Special Duty (Rs. 900—50—1200) is revived and the latter post abolished.
- 32 49 The Committee suggest that vigorous efforts may be made to fill up the vacancies in the teaching staff of the Film Institute.
- 33 50 Now that the Film Institute has started functioning at Poona and it may not be easily possible to shift it to Bombay, the Committee would like the Government to take all the necessary steps to ensure that the training of students at Poona does not lag in any respect.
- 34 53 The Committee cannot over-emphasise the importance of filling seats in the refresher and regular courses of the Film Institute to the full capacity available so that the training facilities provided at considerable cost may be made use of to the maximum extent. They suggest that suitable steps may be taken in conjunction with industry to achieve this end.
- 35 54 The Committee suggest that a follow up of the trainees who pass out of the Film Institute may be kept in order to see if they are able to get proper placements after training. Suitable mention may also be made in the Annual Report of the Film Institute about the number of trainees who after completion of training have found employment.
- 36 55 The Committee suggest that Government may consider the desirability of instituting scholarships/fellowships scheme in conjunction with the film industry to give encouragement to deserving students of the Film Institute.
- 37 56 The Committee suggest that the possibilities of maintaining coordination between the Film Institute and

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- the Jayanchamarajendra Occupational Institute, Bangalore and the Institute of Technology, Madras which run courses of study in cinematography and sound engineering, may be explored.
- 38 58 Considering that Satyajit Ray's film "PATHER PANCHALI" which has won a number of State and International awards was originally an amateur enterprise, the Committee feel that the amateur cine makers deserve encouragement.
- 39 59 To encourage advancement in the technicalities of film production, the Committee suggest that the desirability of instituting awards for best cine photography, sound recording, etc., may also be considered.
- 40 60 The Committee suggest that the desirability of laying down suitable criteria for the guidance of members of the Selection Committees appointed by Government for the purpose of making recommendations as regards selection of films for State awards may be examined.
- 41 61 The Committee are of the view that Government should have constituted a committee for the purpose of selection of films for sending entries in International Film Festivals much earlier and there should be no further delay in the matter. They would also like to emphasise that adequate publicity should be arranged for films that are entered in the International Film Festivals so that they do not suffer on this account.
- 42 63 The Committee suggest that the reasons for the delay in the selection of the film "Anuradha" for the International Film Festival held at Cannes in 1961 may be investigated and steps taken to avoid recurrence. They would like to emphasise that films for International Film Festivals should be selected well in advance to enable dubbing, sub-titling, etc. to be done in time.
- 43 64 The Committee consider that Indian delegations sponsored by Government to the International Film Festivals should normally consist of leading representatives of the film industry as is understood to be generally the case with foreign delegations.
- 44 66 The Committee are not happy that the International Film Festival held in India in 1961 at considerable expense could not attract the best and most significant

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entries from foreign countries. They suggest that the Government may carefully analyse the reasons for this shortcoming so that suitable steps could be taken to ensure that the future international film festivals held in the country attract the best films.

- 45 70 It is desirable that the Export Promotion Committee for Films should in accordance with its procedure of work meet once in a quarter to review the position of its work and pursue actively implementation of its recommendations.
- 46 71 Judging by the halting manner of implementation of the recommendations, the Committee feel that the Export Promotion Committee has failed to enthuse the film industry. They see no reason why a simple thing like the collection of articles on Indian films for publication in the foreign press should linger on for over two years without any result. The Export Promotion Committee should ginger up its activities so that it is able to play an effective part in boosting up export of Indian films to earn valuable foreign exchange.
- 47 72 The Committee suggest that reactions to the souvenir on Indian films prepared by the Ministry and intended for distribution among others to the Indian Missions abroad may be gathered so that publicity material on export of films can be effectively improved.
- 48 73 The Committee suggest that suitable steps may be taken by the Government to remove the feeling in the minds of certain sections of the film industry that the Indian Missions abroad are not very helpful in the promotion of export of Indian films and to ensure that the Missions abroad render all the necessary assistance in stepping up our exports.
- 49 74 The Committee suggest that the desirability of sending more non-official delegations abroad where there is good prospect of export of Indian films may be examined. To reap benefit, there should be adequate follow up action.
- 50 76 The Committee recommend that a careful study may be made to assess the impact of the measures taken so far to expand the market for Indian films so that further measures as necessary may be taken accordingly.
- 51 77 The Indian film producers should realise that there is a growing demand in the world to understand the
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culture and heritage of diverse countries and that language is ceasing to be an insurmountable barrier. What is required is that a motion picture instead of being a cheap imitation of West should be true to the genius and culture of India so as to catch human interest by its authenticity. Films can be employed for the purpose of national integration and world solidarity. The Indian producers should distinguish their products by a dignified treatment of themes and a sensitive and refined approach. Indian pictures would then not only be able to bring in valuable foreign exchange but also earn goodwill and forge links of understanding.

APPENDIX VIII

Analysis of recommendations contained in the Report

I. CLASSIFICATION OF RECOMMENDATIONS

A. Recommendations for improving organisation and working

S. Nos. 1-12, 14-23, 25-30, 32-50.

B. Recommendations for effecting economy.

S. Nos. 24 and 31.

C. Miscellaneous

S. Nos. 13 and 51.

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

Serial No.	No. as per summary of recommendations	Particulars
1	2	3
1	24	Government should keep a constant watch on the cost of production of films produced by the Children's Film Society. The Society on its part should take energetic steps to keep down the cost without sacrificing the quality.
2	31	The post of Registrar (Rs. 500—30—710) which was held in abeyance on the creation of the post of Officer on Special Duty (Rs. 900—50—1200) in the Film Institute should be revived and the latter post abolished.
