

SEVENTH REPORT

ESTIMATES COMMITTEE (1985-86)

(EIGHTH LOK SABHA)

MINISTRY OF INFORMATION AND BROADCASTING—
BROADCASTING

Action taken on the Seventy-third Report
(Seventh Lok Sabha)

Presented to Lok Sabha on

23 AUG 1985



सत्यमेव जयते

LOK SABHA SECRETARIAT
NEW DELHI

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(1985-86)

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(1985-86)

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INTRODUCTION

1, the Chairman of the Estimates Committee having been authorised by the Committee to submit, the Report on their behalf, present this Seventh Report on Action Taken by Government on the recommendations contained in the Seventy-third Report of Estimates Committee (7th Lok Sabha) on the Ministry of Information & Broadcasting—Broadcasting.

2. The 73rd Report was presented to Lok Sabha on 18 April, 1984. Government furnished their replies indicating action taken on the recommendations contained in that Report by 16 November, 1984. The replies were examined by Study Group on Action Taken Reports of Estimates Committee at their sitting held on 17 July, 1985. The draft Report was adopted by the Committee on 22 July, 1985.

3. The Report has been divided into the following Chapters:

I. Report

II. Recommendations/Observations that have been accepted by Government.

III. Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies.

IV. Recommendations/Observations in respect of which replies of Government have not been accepted by the Committee.

V. Recommendations/Observations in respect of which replies of Government are awaited.

4. An analysis of action taken by Government on the recommendations contained in the 73rd Report of the Committee is given in the Appendix. It would be observed therefrom that out of 33 recommendations made in the Report 24 recommendations, i.e. about 73 per cent have been accepted by Government. Committee do not desire to pursue 4 recommendations, i.e., about 12 per cent in view of Government replies. Replies of Government in respect of 4 recommendations, i.e., about 12 per cent have not been accepted by the Committee. Final reply of Government in respect of 1 recommendation, i.e., about 3 per cent is still awaited.

NEW DELHI;

July 29, 1985

Sravana 7, 1907 (Saka)

CHINTAMANI PANIGRAHI,

Chairman

Estimates Committee.

CHAPTER I

REPORT

This Report of the Estimates Committee deals with action taken by Government on recommendations contained in their 73rd Report (7th Lok Sabha) on the Ministry of Information & Broadcasting—Broadcasting which was presented to Lok Sabha on 18 April, 1984.

1.2 Action taken notes have been received in respect of all the 33 recommendations contained in the Report.

1.3 Action taken notes on the recommendations of the Committee have been categorised as follows:—

(i) Recommendations|observations which have been accepted by Government—Chapter II:

Sl. Nos. 3, 4, 5, 6, 9, 10, 12, 14, 15, 16, 17, 18, 19, 20, 21, 22, 25, 26, 28, 29, 30, 31, 32 and 33.

(Total 24—Ch. II)

(ii) Recommendations|observations which the Committee do not desire to pursue in view of Government's replies:

Sl. Nos. 7, 8, 11, 27.

(Total 4—Ch. III)

(iii) Recommendations|observations in respect of which Government's replies have not been accepted by the Committee:

Sl. Nos. 1, 2, 13, 23.

(Total 4—Ch. IV)

(iv) Recommendations|observations in respect of which replies of Government are awaited:

S. No. 24.

(Total 1—Ch. V)

1.4 The Committee will now deal with action taken by Government on some of the recommendations.

National Broadcasting Policy

Recommendation S. No. 1 (Para 1.6)

1.5 The Estimates Committee had in paragraph 1.6 of the 73rd Report (7th Lok Sabha) made the following observation and suggestion:

“Mass Media serve the purpose of informing, educating and entertaining people. In a developing situation the media ought to lay more emphasis on informing the people in a balanced manner and educating them. The Committee note that Government have issued detailed, if not comprehensive, guidelines to the official media units. Nevertheless the Committee feel that a time has come to evolve a national policy on Broadcasting. Accordingly they suggest that Government should come up before Parliament with such a policy as early as possible.”

1.6 The Ministry have in their reply to the recommendation stated as follows:

“Detailed policy guidelines issued to official media for creating awareness among the people for economic development and social change and mobilising them for building an egalitarian society are considered adequate policy framework for Broadcasting media.”

1.7 The Committee had made the recommendation for evolving a national policy on Broadcasting and placing it before Parliament after due consideration of the Guidelines for Media units issued by the Ministry and also the supplications of the representative of the Ministry before the Committee during evidence. They do not agree with the view of the Government that the ‘detailed policy Guidelines’ are adequate and therefore no national policy on Broadcasting is necessary. The Committee, on reconsideration, still feel that drawing up of the national policy on Broadcasting and placing it before Parliament would make available to the concerned officials as well as the general public a basic understanding of the policy framework, in pursuance whereof Guidelines could be issued by the Ministry to the Media units in regard to various aspects of their functioning. The Committee therefore reiterate their recommendation made in paragraph 1.6 of the Original Report and hope that Government would come up before Parliament with a national policy on Broadcasting as early as possible.

Evaluation of Media Performance

Recommendation Sl. No. 2 (Para 1.7)

1.8 The Committee recommending, in paragraph 1.7 of their Original Report, the setting up of a scientific system for the evaluation of each Media unit had observed as follows:—

“1.7 The revised guidelines issued by Government in July 1980 *inter alia* provide that ‘Each Media Unit should have adequate systems for continuous evaluation and re-assessment of its performance in the context of its specific objectives, resources and schedules.’ The Committee, however, find that though three years have elapsed since the issue of the guidelines no institutionalised system has been devised in this regard. Scientific evaluation system backed by suitable institutional arrangement should be evolved so that necessary adjustments could be made from time to time to achieve the objectives underlying the broadcasting media better and still better.”

1.9 Replying to the above recommendation the Ministry of Information & Broadcasting have stated as follows:

“One of the specific terms of reference of the High level Advisory Committee of the Ministry of Information and Broadcasting consisting of Media experts is to advise the Government on:

‘Structural changes in the different media organisations under the Ministry of Information & Broadcasting and, if necessary, in the Ministry itself to bring about greater professional efficiency and improvement in the quality of performance of the media in response to wide-ranging national requirements and aspirations.’

2. The Advisory Committee has, accordingly, been making several useful studies and recommendations after evaluating and assessing the performance and methods followed by media units. Guidelines for the news policy by the broadcast media, introduction of colour T.V., publishing policy of the Publications Division, broadcast objectives of the External services Division are some of the topics considered and reported upon by the Advisory Committee. The recommendations on the news policy guidelines have been accepted and are being followed. Similarly, the recommendations regarding Publications Division have also been accepted and in the proposals for the

introduction of colour TV, the recommendations of the Committee were fully taken into account. Action is also on for implementing the recommendations regarding the External Services Division.

3. In addition to the activities of the above mentioned Advisory Committee, the Evaluation Department of the Indian Institute of Mass Communication also conducts field investigations on the activities of all the Media Units under the Ministry of Information & Broadcasting, including the broadcast media and specifically evaluates the impact, reach, effectiveness, utility, etc. of the various programmes and activities.
4. The Directorate of Audience Research of All India Radio and Doordarshan also conducts surveys and makes the evaluation on the effectiveness of the specific type of broadcasts in the context of the diversification of the programmes content and format. The Audience Research Infrastructure has also been strengthened suitably."

1.10 The Committee would recall that during evidence they desired to know if, as provided for in the guidelines, each made unit i.e. AIR and Doordarshan had evolved any mechanism for continuous evaluation and reassessment of their performance, the representative of the Ministry stated as under:—

"We have no institutionalised system for such periodical review of the performance of each AIR station. We do hold continuous meetings with DG, AIR and his officials regarding their performance of various AIR stations. During our tours also we visit various Stations and discuss various problems with the Station Director and staff, and conduct a review of their performance, but an institutional system to this effect has not been created".

This had led the Committee to make the recommendation, as they did in paragraph 1.7 of the Original Report. The Ministry have, in their Action Taken reply, come out with new information not previously given to the Committee either in writing or during evidence that there is a high level Advisory Committee in the Ministry of Information & Broadcasting consisting of media experts to advise the Government on structural changes in the different media organisations 'to bring about greater professional efficiency and improvement in the quality of performance of the media in response to wide ranging national recommendations and aspirations'. The Committee are also now being informed that this Advisory Committee has made several useful studies and recommendations after evaluat-

ing and assessing performance and methods followed by media units. The Committee are also told, at this stage, that the Evaluation Department of the Indian Institute of Mass Communication as well as Directorate of Audience Research of All India Radio and Doordarshan also conduct field investigations and surveys and specifically evaluate the impact, reach, effectiveness, utility etc. of the various programmes and activities and make recommendations on diversification of programme content and format. Had the information given at the Action Taken stage been made available to the Committee at the time of examination of the subject, they would have had an opportunity to examine the adequacy of the existing evaluation mechanism and the efficacy of the reports submitted by the various bodies so far. The Committee hope that the representatives of the Ministry appearing before the Committee for evidence would come better prepared and exercise more care and caution in their answers to questions from the Committee. Where relevant information is not available with the officials at the time of giving evidence, the Committee always give the latitude to the officials to send the information in writing after the evidence.

1.11 At this stage the Committee would only suggest that instead of having a single high level Advisory Committee to evaluate and advise on various aspects of the functioning of all the media units, the Ministry should have an Advisory Committee for each of the media units—one for the AIR and a separate one for Doordarshan. For ensuring co-ordination between the two Advisory Committees, two or three nominees on both the Committee may be the same persons.

Language lesson Broadcasts

Recommendation Sl. No. 13, (Para 2.57)

1.12 The Estimates Committee had in paragraph 2.57 of their 73rd Report (Seventh Lok Sabha), felt that educational broadcasts could be a very effective medium to bring about National Integration. With this end in view, the Committee had suggested that AIR Stations/Doordarshan Kendras should start a programme for teaching of other regional languages in addition to the languages of the area.

1.13 In regard to this recommendation, the Ministry of Information & Broadcasting have stated that language lessons are already being broadcast from a number of AIR Stations (a list of which is attached). However, the recommendations of the Estimates Committee have been brought to the notice of all AIR Stations for necessary action subject to the availability of broadcasting time. So far as Doordarshan is concerned, the Ministry have stated that the

telecast of language lesson programmes may not be possible until there is an increase in the total telecast time and also in the number of channels for each Kendras.

1.14 The Committee note from the statement furnished along with the reply to the recommendation that, of the 49 Radio Stations broadcasting language lessons, as many as 42 Stations are broadcasting language lessons in Hindi, Sanskrit or Bengali, or or a combination of them. Among the languages which are not being taught from any of the Stations are Punjabi, Gujarati, Malayalam, Oriya and Assamese. There are Radio Stations which are broadcasting lessons of language of the area only, such as Kohima broadcasting lessons only in English and Madras only in Tamil. The Committee are unaware as to how each station selects the language for broadcasting lessons. They trust that in doing so the views of the State Government and of the public in the area catered for by the Radio Station are being ascertained by the AIR/Radio Station concerned.

1.15 So far as the Radio Stations which, at present, are not broadcasting language lessons are concerned, the Ministry have stated that the recommendations of the Committee have been brought to the notice of all AIR Stations for necessary action 'subject to the availability of broadcasting time'. The Committee would like the Ministry to be more positive and clearly enjoin upon such Radio Stations as are at present not broadcasting language lessons to find time to commence broadcasting such lessons.

1.16 The Committee are also aware that Doordarshan is telecasting lessons in various subjects. It should not therefore be impossible for Doordarshan to introduce language lesson programme also. In any case, the need for such programmes being imperative, the Committee expect Government to keep this in mind while taking a decision on the question of increasing the total telecast time.

Selection of Feature Films for Telecasting

Recommendation Sl. No. 23, (Para 3.51)

1.17 In paragraph 3.51 of their Original Report the Committee had expressed unhappiness with the present system of selection of Feature Films for being telecast on Doordarshan. The observations and recommendations of the Committee were as follows:—

“3.51. The Committee are not happy with the present system of selection of Feature Films for being telecast on Doordarshan. Films are being selected indiscriminately and very often films which are vulgar and offer cheap enter-

tainment are shown. The Secretary, I&B pointed out in evidence that the difficulty was that the requirement of films for being telecast on TV was 104 films whereas film industry in the country produced about 100 films in a year, a number of which were not very good. The Committee are not convinced with this argument. Doordarshan can, instead of going in only for currently produced films, draw upon the Film Archives which has a large collection of films of excellent value."

1.18 Replying to the Recommendation, the Ministry of Information and Broadcasting have stated as follows:—

'It has always been the endeavour of Doordarshan to telecast feature films which provide healthy entertainment to its viewers. Due to copyright requirements, Doordarshan can telecast only such films as are offered by the producer, in whom the rights to permit such telecast vest. Committees have been constituted at Doordarshan Kendras for selection of films in regional languages for telecast by the Kendras concerned. A Central Selection Committee constituted at the Directorate General, Doordarshan selects Hindi feature films to be telecast on the National network as well as from Delhi and its satellite-linked relay transmitters. The Committee scrutinise each and every feature film on offer and also preview them before telecast. One of the important factors for selection of a film for telecast is its fitness for family viewing. Objectionable portions of a film are deleted, without breaking the film's continuity, to the extent practicable. Besides, Doordarshan has so far telecast only such films which have been certified as 'U' by the Central Board of Films Certification. Feature films telecast on Doordarshan enjoy immense popularity. The average viewership mostly likes to see the more recent feature films. Keeping this in view, Doordarshan has to keep a balance between recent films and old classics. The films with National Film Archives are meant for preservation or for limited non-commercial circulation among the Film Societies and select gatherings. The commercial rights of these films are not available with the National Films Archives. Thus, unless the producers concerned offer such films, they cannot be telecast by Doordarshan. Doordarshan tries to obtain old classics also from producers for telecast."

1.19 The Committee had observed in paragraph 3.51 of the Original Report that very often films which were vulgar and offer cheap entertainment were telecast on Doordarshan. In their reply the Ministry have indicated the following safeguards being observed in the matter of selection of films for telecasting:

- (i) only such films as are certified as 'U' by the Central Board of Film Certification are being telecast;
- (ii) Selection Committees have been constituted at Doordarshan Kendras for selection of films in regional language and a Central Selection Committee constituted at the Directorate General, Doordarshan for selection of Hindi Feature Films to be telecast on the national network as well as from Delhi and its satellite-linked relay transmitters; and
- (iii) objectionable portions of a film are deleted to the extent practicable to make it fit for family viewing.

Despite these checks the fact remains that one every now and then comes across portions of televised films which either offer cheap entertainment or depict cruelty, violence and vulgarity to such an extent as to be definitely not fit for family viewing. The Committee would like the Selection Committees at the Doordarshan Kendras as well as the Central Selection Committee to be given definite Guidelines for selection of a film and the Selection Committees themselves to be more careful in making selection. They would also like the films, as edited for telecasting, to be pre-viewed by the Selection Committees before these are released for telecasting.

1.20 The Committee would like to emphasise that they attach the greatest importance to the implementation of the recommendations accepted by Government. They would, therefore, urge that Government should ensure expeditious implementation of recommendations accepted by them. In case it is not possible to implement a recommendation in letter and spirit for any reason, the matter should be reported to the Committee in time with reasons for non-implementation.

1.21 The Committee also desire that the final reply in respect of the recommendation contained in Chapter V of this Report may be furnished to the Committee expeditiously.

CHAPTER II

RECOMMENDATIONS|OBSERVATION'S THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation Sl. No. 3 (Para 1.16)

The functions of the AIR and Doordarshan though Government owned, are essentially commercial in nature and there ought to be a highly professionalised management. Bureaucratic management as of any other attached office of Government would not be in the interest of their efficiency. The Committee have been informed that the question of converting these media units into autonomous corporation had been considered and that it was felt that the existing system was adequate for the present. According to the Secretary, Information and Broadcasting, the units already enjoyed a very substantial amount of autonomy and the degree of autonomy depended on the extent to which the larger sections of our population were able to articulate their needs and the totality of our cultural ethos. The Committee appreciate the step by step approach to the grant of autonomy but feel that even at present and within the existing structure there is scope for greater autonomy. They desire that while evolving the national policy on broadcasting as recommended earlier, Government should take this scope into account.

Reply of Government

AIR and Doordarshan are Government Departments and their functions are not completely commercial in nature. They are not functioning to maximise profits nor the operational costs are met by internal generation of resources. However, Government are one with the Committee on the point that AIR and Doordarshan should be managed in a highly professional manner. Government wish to assure the Committee that though AIR and Doordarshan are Departments of the Central Government, they enjoy full freedom and autonomy in all professional matters.

2. The observations of the Committee in the concluding portion of the para above have also been noted for taking suitable action at the appropriate time.

[O.M. No. 3/2/84-B(P) dated 16-4-1984]

Recommendation Serial No. 4 (Para 2.11)

At the time of Independence AIR had only a small net-work of 6 broadcasting centres and it has since grown to 86 broadcasting centres. The present net-work covers 89 per cent of the population and 79 per cent of the total area of the country. The Committee, however, find that the population coverage in various States has not been uniform. While population coverage achieved is as high as 95 per cent or more in the States of Manipur (99 per cent), Gujarat (98 per cent), Haryana and Punjab (97 per cent), Tripura (96 per cent) and Uttar Pradesh (95 per cent), it is as low as 75 per cent or less in the State of Himachal Pradesh (75 per cent), Sikkim (74 per cent) and Meghalaya (40 per cent). Again, while the population coverage in Union Territories of Chandigarh, Delhi, Goa, Daman and Diu, Pondicherry, Mizoram, Laccadive and Minicoy Islands, Dadar and Nagar Haveli is 99 per cent, the coverage in the Union Territory of Arunachal Pradesh is only 75 per cent. The Committee would like to stress that a balanced coverage in all the regions should be ensured as early as possible. The Committee further find that whereas the States of Madhya Pradesh has 9 broadcasting centres, Maharashtra and Uttar Pradesh have 8 each, Rajasthan and Karnataka 6 each, Andhra Pradesh, Bihar, Gujarat, Kerala and Tamil Nadu 4 each, Jammu & Kashmir, Assam, Orissa and West Bengal 3 each, the States of Haryana, Himachal Pradesh, Manipur, Meghalaya, Nagaland, Punjab, Sikkim, Tripura have one centre each. Such disparity does not appear to be entirely in proportion to the size of the respective States. While conceding some regional imbalance in the existing AIR net-work and its coverage of population, the Secretary, Ministry of Information and Broadcasting assured the Committee that by the end of the Sixth Plan when on the whole 95 per cent of population would be covered this imbalance would get automatically wiped out. The Committee hope that his assurance will be fulfilled.

Reply of Government

All India Radio's objective is to provide primary grade broadcast to the entire population of India through medium-wave propagation, on at least one channel. Since the Radio has to communicate in the language, which is widely spoken and understood in the service area concerned, a suitable programme composition for conveying informative, educative and entertainment items in the relevant language is aimed at.

2. The table attached showing the percentage of area and population covered refers to the programmes broadcast by individual

Stations on the medium-wave and covering the population in the service area concerned on the basis of such programme formats. The table does not take into account the programmes, which might be available to the people concerned through the Short-wave propagation of the Stations in the net-work. Such transmissions carry common items like news, commentaries, etc., they may not carry the programmes in the language relevant to the service area, this being not the aim in such a short-wave service.

3. Moreover, in States like Jammu & Kashmir, Himachal Pradesh, Sikkim, etc., there may be large parts which may be sparsely populated. Since the population to be covered may be thinly distributed over an area, it becomes difficult to justify the establishment of separate Radio Stations for providing exclusive coverage to such areas. The resources are also not unlimited; therefore, in the matter of coverage, higher priority is given to providing coverage to a larger and closely knit section of the uncovered population.

4. Since the country is very vast and the satisfaction of coverage is generally on the basis of the availability of broadcasts in the relevant dialects and languages, it may be appreciated, it will be difficult to achieve such an exclusive coverage uniformly in all the States in one sweep. However, the aim is to achieve this in a time span. What the Committee has stress has been made a note of for compliance.

5. When the Sixth Plan schemes are completed, the population covered in the 6 States and 2 Union Territories viz. Assam, Himachal Pradesh, Jammu and Kashmir, Meghalaya, Sikkim and Andaman and Nicobar Islands and Mizoram will have less than the over-all national coverage for population of the country namely, 95 per cent. (In the States of Karnataka and Madhya Pradesh the coverage is only marginally less than the national level being at 92 per cent). At the beginning of the Sixth Plan, 4 States of Madhya Pradesh, Maharashtra, Rajasthan and Meghalaya were also getting coverage below their national level coverage. However, in these States, the coverage will be on par on more than the national coverage figures on the completion of the Sixth Plan schemes. Similarly, in the aforesaid 8 States and 2 Union Territories, the coverage will be brought upto the national level in the course of the next Five Year Plan.

6. Incidentally, the coverage achieved is not directly related to the number of Stations. Given a favourable land features topography, it will be possible to achieve a satisfactory level of coverage

in these States with a limited number of stations of appropriate power. But in practice the topographical features like mountainous terrain, mineral bearing areas, the geographical contours of individual States, areas with thick population indicate the need for a specific optimum number of Stations.

7. Government would like to assure the Committee that the aim of the AIR is to achieve a balanced and adequate coverage for the population in the different States and Union Territories in a specific time span.

State-wise coverage of area and population by Air on Completion of Sixth Plan (1980-85) Schemes

S. No.	Name of State/ Union Territory.	No. of Broadcasting Centres	Percen- tage Area	Coverage Popul- ation
1	2	3	4	5
1	Andhra Pradesh	5	93	95
2	Assam	4	87	86
3	Bihar	5	99	99
4	Gujarat	4	98	98
5	Haryana	1	96	97
6	Himachal Pradesh	1	45	75
7	Jammu & Kashmir	3	30	85
8	Karnataka	6	92	92
9	Kerala	4	80	85
10	Madhya Pradesh	9	89	92
11	Maharashtra	8	97	97
12	Manipur	1	99	99
13	Meghalaya	2	96	96
14	Nagaland	1	95	95
15	Orissa	4	80	88
16	Punjab	1	97	97
17	Rajasthan	7	81	94
18	Sikkim	1	70	80
19	Tamil Nadu	6	96	97
20	Tripura	1	95	96
21	Uttar Pradesh	10	87	96
22	West Bengal	3	99	99

1	2	3	4	5
<i>Union Territories</i>				
1	A & N Islands	1	80	80
2	Andhra Pradesh	4	98	98
3	Chandigarh	1	99	99
4	Dadra & Nagar Haveli		99	99
5	Delhi	1	99	99
6	Goa, Daman & Diu	1	99	99
7	Lakshadweep & Minicoy		99	99
8	Mizoram	1	82	82
9	Pondicherry	1	99	99
National Coverage		98	86	95

Recommendation Serial No. 5 (Para 2.12)

The location of broadcasting centres is reportedly determined on the basis of "geo-cultural" factors like whether the place is a border area or has concentration of industrial population, or has some cultural or historical importance. The Committee are not sure whether these factors are given due consideration. The border areas like Jaisalmer and Barmer districts of Rajasthan do not have any broadcasting centre. The number of transmitters in the country's north-eastern region is not adequate. Tirupati which is a place of great cultural importance and attracts people from all parts of the country has not been provided with even one transmitter. In certain hill areas, as for example Kulu and Manali, radio broadcasts are not audible. The Secretary, I & B assured the Committee that directional antenna for the transmitters would be installed in border areas of Rajasthan in 1984. As regards the question of installation of a transmitter at Tirupati, he said that the proposal would be examined. The Committee would await the developments in this regard.

Reply of Government

As explained in the reply to recommendation No. 4, AIR Stations broadcast programmes taking into account the requirements of the people in the relevant service area in the language/dialect, which are widely spoken and understood.

2. It is confirmed that while drawing plans for setting up new AIR Stations, geo-cultural factors, the needs of the particular population groups, which are not getting primary grade coverage in the language/dialect of choice, are indeed taken into account.

3. While plans are no doubt made on the basis of these considerations, since resources are not available to an unlimited extent, it becomes necessary sometimes to defer certain schemes though found justified, to a subsequent Plan period.

4. Government are fully conscious of the needs to provide coverage to the border areas in Rajasthan like the districts of Jaisalmer and Barmer. This matter was taken up with the Planning Commission after September, 1983, when oral evidence was submitted to Committee. The Planning Commission has approved that AIR may take action to set up a Station in Barmer subject to the stipulation that the expenditure will be incurred under the provision to be allotted in the Seventh Plan.

5. It may be mentioned, however, that looking to the essentiality of AIR's coverage in these border areas and to the fact that these places are prone to get powerful signals from transmitters across the border, AIR has accorded special priority for new Stations not only in Barmer and Jaisalmer in Rajasthan but also in Assam, Himachal Pradesh, hills of U.P. and J & K and has included suitable schemes in its draft 7th Plan formulations.

6. So far as Tirupati is concerned, it may be pointed out that the town contains a large number of floating population who are pilgrims coming from all parts of India. The pilgrim centre is well within the service range of the AIR Station at Cuddapah also situated in Andhra Pradesh at a distance of about 120 kilometers from Tirupati. This Station's power was upgraded in 1983 to 100 K.W.M.W and the upgraded transmitter is providing effective service.

7. The coverage to places like Kulu and Manali in Himachal Pradesh have been aimed at in the proposals under consideration for implementation in the Seventh Plan.

[O.M. No. 3/2/84-B(P) dated 16-11-1984]

Recommendation Serial No. 6 (Para No. 2.13)

There is a need to improve the coverage of our broadcast. The Committee have been informed that steps are being taken *inter-alia* to hire (satellite) space so as to have repeaters or relay centres, as

part of perspective plan and expected to be approved in the Seventh Plan. The Committee recommend that these should be accorded deserved priority.

Reply of Government

All India Radio's coverages in the Home Service and in the External Services are sought to be achieved through different propagation systems. The Home Service is carried on through broadcasts on the medium-wave from the different AIR Stations situated in different States and Union Territories. Each station has a designated service area and it aims to serve the people in that area by broadcasting programmes in language(s) or dialect(s) widely spoken and understood in that area. Some Stations do make transmissions on short-wave but such transmissions are only intended to provide support for the medium-wave propagation.

2. On the other hand, AIR's broadcasts on the External Services are mostly on the short-wave. The transmissions on the short-wave have shorter wave length and higher frequencies and because of these characteristics afford clearer reception and stronger signals. Not only AIR but also broadcasting organisations of the world reach the foreign countries only through broadcasts on the short-wave.

3. The reference to repeaters or relay centres in the course of the oral evidence was made to such short-wave broadcasts from India in the context of the remark that signals from the Voice of America and BBC clearly cover whole States/regions. It was conveyed to the Committee that such broadcasting organisations of the developed countries achieve a wider coverage through relay centres sited geographically in other friendly countries nearer the desired target area. It is also mentioned that India also proposed to extend its External Services broadcasts to areas presently not covered like Latin America, U.S.A. and Canada through such relay centres located in other friendly countries.

It may be conveyed for the information of the Committee that hardware proposals in this respect have been included in AIR's draft proposals for the next Five Year Plan.

So far as Home Service is concerned, Government wish to inform the Committee that after the completion of the schemes undertaken in the Sixth Five Year Plan, the national coverage will be to the

extent of 95 per cent of the population, though in some 3 States the coverage will be 92-94 per cent and in 6 others 75-88 per cent. As explained in reply to the observation of the Committee in para 2.11, the aim of AIR is to provide balanced coverage to all the States and regions and to achieve this objective in a time span, specific schemes for particular regions have been proposed in the draft outlined in the draft schemes for the next Five Year Plan.

So far as taking help from the satellite is concerned, there is an approved scheme for net-working all the existing and future stations of the AIR through the INSAT. Under this scheme, programmes can be beamed to the satellite through the upward link from any of the four Stations at Madras, Bombay, Calcutta and Delhi and can be received by all the other Stations in the net-work. This net-working has also been implemented partially and 28 Stations are receiving signals via a INSAT. The required facilities at the remaining Stations are likely to be installed and commissioned by the end of the current year. Such links via the satellite will provide a clear and interference free signals eliminating the noise and disturbances when the linkage is achieved either through the short-wave beam or through terrestrial P&T links.

[O.M. No. 3|2|84-B(P) dated 16-11-1984]

Recommendation Serial No. 9 (Para 2.53)

The Committee have been informed that as many as 70 news bulletins including regional news bulletins are broadcast daily from All India Radio, Delhi. News policy enunciated by Government for the guidance of Broadcast media stipulates, *inter alia*, that reporting of news has to be "factual, accurate and objective". While exhorting the media units to give prominence to Ministerial statements on policy, it has been provided that "due representation of different view points" should also be given. "It is also necessary", says the policy document, that "views critical of official policies and the manner of their implementation should find adequate time." Despite the steps stated to have been taken to implement the policy, the fact remains that complaints in regard to violation of the guidelines are often voiced in different quarters and in Parliament particularly. The Committee desires that extreme care and vigilance should be exercised at the level of the DG to ensure that the policy guidelines are adhered to in letter and spirit.

Reply of Government

Government have noted the observations of the Committee and have brought them to the notice of the Director-General of AIR for compliance.

2. Government are aware that complaints are voiced in different quarters and in Parliament regarding alleged inadequate coverage to some points of view. Government wish to assure that AIR makes every effort to implement the news policy guidelines in letter and spirit. View points of Opposition parties and leaders get covered in news bulletins. Critical appreciation of Government's policies, programmes and achievements also find a place in appropriate programme formats like discussions, etc.

[O.M. No. 3/2/84-B(P) dated 16-11-1984]

Recommendation Serial No. 10 (Para 2.54)

The Committee find that in programmes like "Today in Parliament", "Sansad Sameeksha" and "Week in Parliament" names of M.Ps. who speak on a subject are mentioned but these reviews do not bring out the constructive points made by Members. The Committee recommend that in order to make these programmes meaningful, subject to time constraints, views expressed by members on a matter discussed in the House should also be given in the programme. They also feel that in order to make these programmes lively, moments of wit and humour in Parliament should also be gleaned and made a part of the programme.

Reply of Government

Government have made a note of the observations and the suggestions made by the Committee, for compliance. AIR has been requested to make a note of these observations and also bring it to the notice of all concerned including the scriptwriters who are outside journalists and ensure compliance.

[O.M. No. 3/2/84-B(P) dated 16-11-1984]

Recommendation Serial No. 12 (Para 2.56)

As many as 15,000 programmes are designed by the AIR specially for the audience in schools. The Committee are however, surprised to learn that only 73,000 out of a total of five lakhs schools in the country have been provided with Radio sets by the State Governments to listen to AIR's school broadcasts with the result that utilisation of programmes designed for schools is limited. The Secretary, Ministry of Information and Broadcasting was frank enough to admit that not much thinking has been done in this area. It is hardly necessary to point out that special programmes designed and broadcast should reach the intended audience; else the efforts

and expenditure involved would go waste. The Committee recommend that the Ministry of Education, the University Grants Commission and the Education Departments of State Governments should prepare a phased time bound programme for providing Radio and Television sets in schools which do not have these facilities at present. It should also be thought of as to what arrangements are possible for repairing the Radio/T.V. sets given to schools when they develop any defect.

Reply of Government

The observations of the Committee that efforts should be taken so that special programmes design and broadcast indeed reach the intended audience, have been noted for compliance action.

2. The subject matter, namely, making arrangements for the supply of Radio|TV sets in the schools in the concern of the Ministry of Education and the State Governments/Union Territories concerned. The position has been ascertained from the Ministry of Education. According to the latest available information, the number of Radio sets in the schools all over the country is about 1,20,000. The question of providing Radio|TV sets has been given careful consideration by a Working Group on Educational Technology and Distance Learning in the context of the 7th Five Year Plan. The Ministry of Education has informed that this Working Group has made the following recommendations:

- (a) All primary/secondary institutions should be equipped with Radio sets in the course of the Seventh Plan.
- (b) TV sets should be provided to those schools which have electricity. The coverage to be aimed at should be at least 60 per cent.
- (c) Each State/Union Territory should set up a maintenance Cell to take care of proper maintenance of the sets. It may be desirable to arrange for the repairs to be entrusted to local commercial agencies which is preferable to the necessity of the Maintenance Cells having Units at the district level.

3. The Seventh Five Year Plan is under formulation. It is difficult to indicate, at present, in a definite manner as to what would be approved in the final document regarding the extent of coverage,

the pattern of financing, etc. The Ministry of Education has, however, assured that it will pursue its efforts to encourage the provision and the proper maintenance of listening facilities in the schools.

[O.M. No. 3/2/84-B(P) dated 16-11-1984]

Recommendation Serial No. 14 (Para 2.58)

In regard to a variety of special Audience Programmes the Committee learn that there is no regular system of undertaking survey to ascertain the response and invite suggestions for improvement. The Committee regard this as a lacuna in the system. They desire that periodic surveys should be organised in concert with the related Ministries and on the basis of the findings the programmes should be progressively improved to serve the intended purpose fully. In regard to the rest of the Programmes the existing system of Audience Research needs to be streamlined and strengthened to improve the quality and content.

Reply of Government

The Committee's observations and recommendations have been noted for taking appropriate action.

[O.M. No. 3/2/84-B(P) dated 16-11-1984]

Recommendation Serial No. 15 (Para 2.59)

The Committee note that AIR had introduced a "Commercial Service", in November, 1967. This service is now backed by two production centres at Bombay and Madras and 28 commercial broadcasting centres. Advertisement content of broadcast for this service is not to exceed 10 per cent of the total daily programme output. During the last 3 years (1979-80 to 1981-82) the net annual earnings (after allowing commission and discount) ranged between Rs. 8.65 and 12.93 crores. The Committee find that Director (Sales) who is incharge of booking advertisements for AIR's commercial service is based at Bombay. Only a small percentage (10 per cent) of saleable time can be booked by the local AIR Stations. The Committee feel that this ceiling on bookings by local stations needs a review on the basis of public as well as administrative convenience.

Reply of Government

Government have noted and accepted the recommendations of the Committee.

2. The Stations of Commercial Broadcasting Service have already been told that they are free to book more time than the locally allotted quota by suitably coordinating such bookings with the CSU at Bombay.

3. It may be explained that a large number of advertisements booked are mainly from national advertisers concentrated in Bombay. The centralised booking system has obvious advantage and cannot be dispensed with altogether.

[O.M. No. 3|2|84-B(P) dated 16-11-1984].

Recommendation Serial No. 16 (Para 2.60)

The Committee note that External Service Division of AIR puts out broadcasts round the clock daily in 25 languages—17 foreign languages and 8 Indian languages for a total duration of 56 hours and 45 minutes. These broadcasts cover 54 countries. The Ministry of I & B has conceded that “there is hardly any feedback on the various components of the programme fare such as talks, interviews of discussions and features, not to speak of the news bulletins and commentaries on current affairs.” The Committee were informed that the question of having a regular feedback from listeners abroad through our Embassies/High Commissions has already been taken up with the Ministry of External Affairs at a high level. The Committee recommend that this matter should be pursued with the Ministry and a suitable system of feedback on External Service Programmes devised without any further delay.

Reply of Government

Government have noted the observations of the Committee regarding evolving of a suitable feedback of External Services programmes for compliance.

2. As a result of the letter sent by Foreign Secretary to Missions abroad, AIR has received basic information on the strength, etc. of the External Services broadcasts to the different areas and the countries. This information will be useful for designing and strengthening the hardware.

3. All India Radio has also started the system of analysing the information/suggestions in the numerous letters received from the listeners and codifying the data on a monthly basis. A study of the data so analysed area-wise helps in designing improvement,

mounting of specific types of programmes, etc. This practice of codifying and closely examining on a monthly basis of the resume of listeners' reaction will be continued.

[O.M. No. 3|2|84-B(P) dated 16-11-1984]

Recommendation Serial No. 17 (Para 2.68)

The Committee find that even though All India Radio has on its roll 3,000 staff members for planning, production and presentation of programmes or to assist in these tasks, casual Artists have to be engaged off and on to avoid break down of services. Besides, large number of persons are engaged by AIR on "Contract basis" for giving individual performances like music, plays, etc. Journalists are also invited by AIR to participate in various programmes and talks by individuals, arranged on payment. The Secretary (I & B) conceded in evidence that "there is scope for considerable discretion and favouritism in the matter of booking people for light music programmes and for delivering talks". He promised to ensure that the same people are not booked again and again. The Committee find that whereas there is a limit to the number of engagements of a casual artist there is no such ceiling in the case of those on 'contract basis' for individual programmes and those invited to deliver or participate in various programmes. The Committee recommend that some ceiling may be fixed so as to reduce scope for favouritism and to have equitable distribution encouraging new talents both in AIR and Doordarshan.

Reply of Government

The programmes broadcast from AIR can be broadly divided into the following categories:—

- (1) Music
- (2) Drama
- (3) Spokenword (including talks, interviews, discussions, features etc.).

The work involved in the Planning and Production of these categories is detailed below:—

1. MUSIC: The music programmes of AIR form a major portion of the entertainment programmes of AIR. The staff employed for this purpose consists of programme officers in charge of planning, administration and production, music composers and musicians who provide accompaniment. The planning and production of music programmes involves selection and scheduling of musical talent available in the country who are duly approved and graded by AIR, and

getting the best performance from these artists for broadcast by providing them the necessary facilities in the form of accompaniment, good balancing and recording. This is besides various specially produced programmes like musical features, operas, invited audience programmes etc. for which production talent is required.

The majority of musical talent required for broadcasts comes from outside AIR. Not all that talent need be on the staff nor is it possible to employ all these talent on the staff. This is true not only of AIR but all broadcasting organisations in the world. While the staff provide the minimum basic structure for producing the programmes, the majority of talent to participate in these programmes comes from outside AIR in the form of casual artists who are on the approved lists of AIR. The frequency of booking depends on the grading of the artist and his current quality of performance.

It may be clarified that each station maintains its own register of such graded artists and invite such artists for programmes on the basis of rotation. Since the number of artists in 'B' grade would be very large, their opportunity for participation would come after longer time. However, artists in B-High and 'A' grades would be relatively in lesser number and they would get slightly more frequent opportunities for broadcast. By and large, a 'B-High' grade music artists in the register of Metropolitan Stations or a big Station would get opportunity once in 4 to 5 months whereas 'A' grade artist might get such an opportunity in 2 to 3 months.

2. DRAMA:—Planning is done on a quarterly basis. It involves selection of scripts for broadcast in a quarter and selection of suitable voices (artists) for playing the different roles occurring in the plays. Production work comprises vetting the script, conducting rehearsals, recording the dialogue portion, selection of appropriate sound effects and mixing them and final editing. Because of the specialised nature of the work involved, Planning and Production is usually looked-after by the concerned staff members. Occasionally, however, eminent outside producers are engaged for production work for variety. Scripts are mostly by outsiders though staff members having the required talent are also called upon to contribute scripts for broadcast. The drama voices for playing the different roles are selected from among the casual artists who have been auditioned and graded by a duly constituted audition committee. Unapproved voices, be they outsiders or staffers, are not allowed to participate. The choice of a casual artist for participation in a play depends entirely on the nature of the role and his/her ability to do justice to it. Here

it may so happen that a particular grade Drama Voice would be more suitable for particular types of role requiring a stentorian voice etc. This is entirely dependent on the nature of the character of the play chosen for broadcast since this is not being done on the basis of the grade Drama Voice available. It is entirely an accident if a particular Drama Voice participates in AIR programmes more frequently.

3. TALKS:—In this area, while planning involves selection of topics and the talkers to speak on them, production activity consists of vetting the script, rehearsing the talker and finally recording his talk and editing it, if necessary, to bring it to the required duration.

Booking of talkers depends on their knowledge of the subject and ability to deal with it in a Radiogenic manner.

Each Station maintains a list of such talkers indicating the specialisation of each. The talkers are chosen consistent with the needs of the programmes and care is taken to see that there is no excess booking of any particular person. A good broadcasting voice is a *sine qua non* but this qualification is waived wherever the talk has a personality value.

It will be seen from the above that the programmes broadcast from AIR require varied talent, skill and knowledge of a vast range of subjects. Not all this talent can and need be on the staff of AIR. Hence it is essential in the interest of programme quality and variety to involve outside talent in the programmes of AIR.

It may be submitted that AIR has an in-built system of checks and balances for keeping a watch over the booking of artists and avoid any excess bookings of any particular artist|person. A financial ceiling also operates. This Station-wise ceiling is Rs. 1500 per month per artist (including T.A. if payable) and again subject to a further annual ceiling for that artist of Rs. 5,000. If these limits are required to be crossed, in the interest of the programme requirements, the booking of the artists cannot be done unless the prior approval of the Directorate.

As regards Doordarshan, generally similar guidelines about booking of casual artists|scouting of fresh talent operate. But due to the relatively limited scope for booking| as compared to AIR, financial ceilings have not been fixed for TV Kendras.

In view of the above position and safeguards, it is felt that there is no need to impose a further specific ceiling in the matter of booking of casual artists.

The Directorate has been requested to maintain a closer watch over the activities in the Station and also ask the Station Director concerned to pay personal attention to such matters. The Committee's observations have also been brought to the notice of the authorities in All India Radio.

[O.M. No. 3|2|84-B(P) dated 16-11-1984].

Recommendation Sl. No. 18 (Para 3.12)

Launched in India in 1959, the Television network has grown to 22 Doordarshan Kendras. The Committee however, find that at present, TV Covers only 19 percent of the population and less than 7 percent of the area of country. This obviously is inadequate. A perspective plan (1985—2000 AD) for Doordarshan, which was to be executed in three phases at an estimated cost of Rs. 680 crores to cover 75 per cent of the country's population was prepared in 1982. The Secretary, Ministry of I&B clarified in evidence that it was in the nature of only a futuristic projection and consisted of a shelf of projects. However, a special Expansion Plan was approved by Government in July, 1983 to instal by 1984-85 itself as many as 139 TV transmitters at a total cost of Rs. 68 crores to cover 70 percent of the country's population. Though earlier it was envisaged to set up new production centres, the Special Expansion plan aims at only putting up relay centres with no augmented studio facilities for production of different regional programmes. In other words, the people served by these centres will have to see whatever programmes are already produced by the existing production centres. This could hardly be regarded as an expansion of a facility in a multilingual and diverse milieu of the population of our country. Nevertheless the Committee hope that the relay centres would be useful in the context of future expansion of production network and that such an expansion would be taken up early and completed by 2000 AD.

Reply of Government

The 15 year perspective plan (1985—2000) prepared by Doordarshan, was in the nature of only a futuristic projection indicative of the directions in which Television development was proposed. Due

to constraints of resources this plan could not be implemented as envisaged. A special TV expansion Plan was approved by the Government in July, 1983, at an outlay of Rs. 68 crores, to extend TV Coverage of 70 per cent population of the country in a short time. This scheme envisaged setting up of a network of TV Transmitters consisting of 118 Low Power and 13 High Power Transmitters during 1984-85. Apart from the seven major studio centres already functioning, the VI Plan included setting up of studio centres for production of TV programmes in colour at Ahmedabad, Bangalore, Trivandrum & Gauhati. These schemes are under implementation. Studio centres are also being set up at Jaipur and Hyderabad. Production facilities are also being provided at the four INSAT centres viz. Nagpur, Ranchi, Gorakhpur and Rajkot apart from existing 2 centres at Cuttack and Hyderabad. These centres would prepare educational as well as area-specific programmes in the regional languages. Mobile ENG equipment has been provided at all Kendras to augment programme production facilities and facilitate production of programmes in the field. More and more such equipment is being inducted.

A massive plan for expansion of TV service in the North East Region has been approved by the Government, at an outlay of Rs. 36.43 crores. The plan envisages setting up of 3 numbers of 10 KW TV Transmitters, 5 numbers of 1 KW TV transmitters and 6 Low Power Transmitters. Limited Programmes production facilities are proposed to be provided at all 10 KW and 1 KW Transmitting Centres included in the Plan. An additional programme production and feeding centre is being set up at Gauhati under the North East Scheme.

TV Studio centres at Capitals of the remaining major States/UTS and some other important towns will be taken up in the VII Plan subject to availability of resources. Limited programme production and insertion facilities are also proposed to be provided at all high power transmitting centres.

The perspective plan of Doordarshan envisages telecast of a Regional Service emanating from the Capital in the State language, local programmes produced at the respective centres and National Service relayed from Delhi by all the Centres in the Country. It is also proposed to gradually provide programme production and play back facilities at the relay centres depending upon availability of resources.

[O.M. No. 3/2/84-B(P) dated 16th November, 1984]

Recommendation Sl. No. 19 (Para 3.13)

Another step the Committee would commend is the provision of a Second Channel in a phased manner. After all, the viewers ought to have a choice. To begin with the Second Channel could be for sponsored programmes under commercial service. It could be made to pay its way and contribute to the future expansion of TV as a whole. The Committee would await the results of the examination of this suggestion.

Reply of Government

A Second Channel has been commissioned at Delhi with effect from September, 17, 1984. To start with, this channel provides evening service for two hours and puts out programmes of entertainment as well as education and information. Sponsored programmes as well as spot advertisements are also telecast to earn revenue. Subject to availability of resources and equipment, the question of providing Second Channel at other major metropolitan cities would also be considered in view of the Committee's recommendation.

[O.M. No. 3|2|84-B(P) dated 16-11-1984].

Recommendation Sl. No. 20 (Para 3.48)

The underlying objective in launching a one and half hour "National Programme" on Doordarshan network from 15th August, 1982 was to promote National Integration and improve the quality of programmes. At present, all that this programme contains two News Bulletins one each in Hindi and English, and a few selected items produced by regional Doordarshan Kendra on music dance, current affairs, sports, etc. In the opinion of the Committee there is a lot to be done to stress the unity in diversity of our nation and to instil in the mind of the viewers throughout the country the values of patriotism and tolerance through this programme. The Committee recommend that the programmes should be so modified as to include *inter alia* features on the country's struggle for independence, progress made in Science & Technology, Agriculture and Industry, endeavours to improve the lot of weaker sections of society, rich linguistic and cultural heritage of the country, places of tourist and other interests, contributions by men distinguished in various walks of life which enriched the nation; inspiring words of the Father of the Nation and other national leaders etc. In short the programmes should project all that is best in our country to develop a pride of belonging in our citizens. Such a modification should be made in consultation with the state Governments|Union Territories.

Reply of Government

The 'National Programme' of Doordarshan was introduced with effect from 15th August, 1982 to promote national integration and improve the quality of programmes. Ever since, it has been the constant endeavour of Doordarshan to upgrade the quality of various segments of this Programme keeping in view the unexceptionable objectives referred to by the Committee. Thus during the very first year since its commencement, the National Programme carried serial programmes on the rich variety of handicrafts in various regions of the country, important places of pilgrimage and tourist interest, etc. A serial programme highlighting communal harmony and unity in diversity in the country was also telecast in the National Programme during this period.

During the past few months, several new series/programmes have been introduced in the National Programme. A bi-weekly serial titled "Hum Log", designed to emphasise the need for small families and depict vividly the ill-effects of several social customs and institutions is being put out in the National Programme. Similarly, a series of programmes on freedom struggle, including films produced on this theme by the Films Division, is being telecast. To inform the masses about the role of Science and Technology in every day life, a Science Quiz programme has been introduced. Several new series of programmes for communicating science and technology to the people are being planned. Programmes on the activities and achievements of various Government Departments, Public-Sector Undertakings, etc., in the fields of agriculture, industry, rural development, education, etc., have either been telecast or are in the making. Through the National Programme of dance and music, the rich cultural heritage of different parts of the country are projected regularly. Programme based on choral singing on the themes of national integration, religious tolerance, etc., have also been included in the National Programme. The news bulletins telecast in the National Programme seek to give adequate coverage to important events taking place in various parts of the country with suitable visual support. Different elements in the National Programme are produced by different Doordarshan Kendras so as to ensure involvement of the local talents of different parts of the country.

Right from the beginning, the format and content of the National Programme have been discussed in suitable forums with the representatives of State Governments and Union Territories. Modifications have been introduced from time to time keeping in view the

suggestions received from them. In addition, the reactions of individuals as well as groups of viewers to the National Programme are regularly ascertained and analysed through Audience Research with a view to introducing necessary modifications in the programme.

[O.M. No. 3|2|84-B(P) dated 16-11-1984].

Recommendation Sl. No. 21 (Para 3.49)

Doordarshan had been devoting considerable transmission time to programmes of dance, drama and music. A non official has however, pointed out to the Committee that "there is a tendency to limit the choice of participants to the few known; enough effort is not made to broaden the area of the choice..." The Committee recommend that instead of limit in the choice to few celebrated Artist of classical music and dances, efforts should be made to search for new talent and afford greater opportunity to young and budding artists. In this connection the Committee commend the "Aarohi" programme produced by the Bombay production centre, precisely with this end in view.

Reply of Government

It has always been the endeavour of Doordarshan to bring in new talents in the production of its programmes, not only for affording opportunities to young artists but also to add variety and colour to the programmes. The Committee have already commended "Aarohi" programme in this connection. Doordarshan telecasts several programmes for youth and children where young and new talents are invited to participate so long as their performance meets the basic standards of broadcast-worthiness. Besides these programmes, Doordarshan has recently started putting out plays recorded by theatre groups using new and young talent. The programme, "Aap Ke Liye" telecast from Doordarshan Kendra Delhi and carried by a large number of transmitter, regularly bring in fresh performers who are not professionals but have talents in the fields of music.

2. In order to promote new talents in the National Programme, the earlier decision to book only top grade artists has been revised to also include 'A', 'B High' and 'B' grade artists. Several less-known artists have also been engaged by Doordarshan to give dance performances,

3. The recommendation of the Committee to give opportunities to young and budding artists has been noted and efforts will accordingly be continued.

[O.M. No. 3/2/84-B(P) dated 16-11-1984].

Recommendation Sl. No. 22 (Para No. 3.50)

The Committee cannot resist the impression that Doordarshan instead of devising its own programmes to educate, inform and entertain the people has become just another outlet for film industry. Hindi feature films are telecast from each Doordarshan Kendra once a week except Doordarshan Jullunder and Delhi where frequency is twice a week. Delhi Doordarshan also telecasts one regional film in a week. Other film based programmes are "Chitrahaar", "Chitramala", "Baten Filmo Ki", interviews with people engaged in film industry, etc. The Committee feel that it is not desirable to lay undue emphasis on films and film based programmes.

Reply of Government

Production of new programmes as well as improving the quality of on-going programmes is a continuous process and Doordarshan constantly attempts to do so, keeping in view its broad objectives to educate, inform and entertain the people. Feature films and film-based programmes constitute only a part of Doordarshan's programme output, the major portion of which consists of programmes of news and current affairs; plays; music and dance (classical, semi-classical as well as folk); serials on various socially relevant themes; programme on agriculture, rural development, health and family welfare, science and technology; interview-based programmes; TV documentaries; etc. etc. Thus Doordarshan's own programmes account for a very high percentage of the total number of programmes telecast. In terms of duration also, the percentage of transmission time is preponderantly high in favour of Doordarshan's own programmes. Thus, for example, during 1984, only 107 per cent of the total programmes telecast, on an average during a month, by Doordarshan Kendra, Delhi related to film-based programmes. During this year several new programmes have either been introduced or are in the pipeline. Apart from producing more programmes in its own studios, Doordarshan has also taken steps for getting quality programmes produced through outside producers including eminent film directors as well as new talents in this field. Through the second TV channel at Delhi, attempts are being made to provide attractive programmes as

an alternative to the feature films being telecast on the primary channel. As and when it becomes possible to increase the transmission timings, it would facilitate induction of more programmes which are not film-based. Committee's recommendations have been noted and will be kept in view in determining programme formats for telecast.

[O.M. No. 3|2|84-B(P) dated 16th November, 1984]

Recommendation Sl. No. 25 (para 3.53)

The Committee are glad to note that Doordarshan had commissioned the production of few short duration films from eminent film producers e.g. "Sadgati" by Shri Satyajit Ray, Films Division has also been producing short duration films. The Committee would like the Ministry to continue their efforts in this direction.

Reply of Government

In the recent past Doordarshan has been successful in accelerating the pace of production of short TV films by eminent film directors and producers. Apart from 'Sadgati', Doordarshan has already telecast films titled 'Season's Memories' by Shri Buddhadev Das Gupta; 'Dharati Akash' and 'Teri Meri Kahani' by Shri B. R. Chopra; "Ranjanwar" by Ms. Sai Paranjape and 'Tasveer Apni Apni' by Shri Mrinal Sen. Many more short TV films have been assigned for production by S|Shri Gajanan Jagirdar, Gulzar, K. A. Abbas, Kewal P. Kashyap, Basu Bhattacharya, Ali Sardar Jafri, Muzaffar Ali, Tapan Sinha etc., for telecast by Doordarshan. This is a continuous process and Doordarshan will continue to promote and make best possible use of this channel of programme production.

[O.M. No. 3|2|84-B(P) dated 16th November, 1984]

Recommendation Sl. No. 26 (Para 3.53-A)

The Committee find that Doordarshan had been telecasting foreign feature films mainly from USA, UK, West Germany, USSR, France, Italy, Japan, Cuba, Poland etc. The Committee recommend that Doordarshan should diversify this and obtain films from third world countries also.

Reply of Government

Doordarshan normally obtain foreign feature films for telecast from the National Film Development Corporation (NFDC), the later being the main canalising agency. Only such foreign films

for which NFDC have the Indian TV rights can be telecast by Doordarshan. For this, payment is made by Doordarshan in accordance with the commercial terms and conditions on which NFDC are able to obtain the films from foreign producers. Availability of feature films from third world countries is quite limited because not many countries in the third world produce quality feature films. Doordarshan have, however, been in touch with the Embassies of several third world countries and have thus obtained some films from the Embassy of Republic of Korea and the Embassy of China which were telecast. The suggestion of the Committee has, however, been noted and Doordarshan will continue its efforts in this regard.

[O.M. No. 3|2|84-B(P) dated 16th November, 1984]

Recommendation Sl. No. 28 (Para 3.55)

The Committee find that earlier for telecast of song and dance sequence Doordarshan used to pay to the Distributor charges at the rate of Rs. 250 per 15 minutes sequence from a feature film in a days transmission but now a decision has been taken to have the song and dance sequences from Hindi feature films only from the producers for All India Telecast at a basic royalty of Rs. 3,000 per song sequence of 7½ minutes and fee of Rs. 25 per song sequence for telecast from each transmitter. There are 41 transmitters at present. Under the earlier rate structure the total expenditure amounted to Rs. 5000 but under the new dispensation it will be Rs. 4025. The Secretary admitted in evidence that the new rate structure is not economical one because when 139 new transmitters are installed, the total expenditure for one song sequence would jump up to Rs. 7,500. The Committee recommend that Doordarshan should re-negotiate the rate at an appropriate stage.

Reply of Government

Ever since the introduction of such programmes on Doordarshan, the rate of payment for telecast of song and dance sequences were revised for the first time in January, 1983. The need for revision thus arose from the cost escalation due to long passage of time since the first fixation of rates for song and dance sequences and the fact that from August, 1982, Doordarshan went in for colour telecasts. The revised rates provide for payment of a basic royalty of Rs. 3,000 per song and dance sequence of 7½ minutes and a telecast fee of Rs. 25 per song sequence for telecast from each transmitter. The royalty is paid only for the first telecast and the telecast fee alone is paid for subsequent telecasts, if any. Doordarshan has a

right to use each song and dance sequence for a period of 3 years. A song and dance sequence is generally used two to three times during this period. Thus, the average cost for each song and dance sequence of 7-12 minute duration gets reduced over this period of time. While re-negotiating the rate of payment for song and dance sequences, the recommendations of the Committee will be kept in view alongwith all other relevant factor like increasing TV viewership and possibilities of earning more commercial revenue based on Chitrahari-type programmes.

[O.M. No. 3|2|84-B(P) dated 16th November, 1984]

Recommendation Serial No. 29 (Para 3.56) .

In a country of continental proportions such as ours where diverse weather patterns are obtaining and where the economy still largely depends on weather, it is but absolutely necessary to inform all concerned of weather conditions from time to time daily. Unfortunately until recently there has been no regular broadcast or telecast in this regard. The Committee recommend that all News Bulletins, both of AIR and Doordarshan, should invariably carry a weather bulletin for the benefit of farmers and other people. The weather Bulletins should be made attractive and really useful for all concerned.

Reply of Government

Government accept the observation of the Committee.

2. Action has been taken to see that major bulletins in the morning and in the evening carry the weather forecasts. Besides forecasts regarding impending cyclones, floods or storms, cold or hot wave condition or possibility of unusual rain are also announced and repeated in order to attract the attention of the listeners to AIR bulletins. Language bulletins also carry the news on weather. The other recommendations of the Committee in this regard have been noted.

3. Doordarshan have started telecasting weather bulletins alongwith the news bulletins being put out in the National Programme. These weather reports are telecast alongwith various charts and cloud pictures taken by INSAT IB. The maximum and minimum temperatures recorded in the metropolitan cities and other important details like possibility of storms, rains, etc., in different parts of the country are included in the weather bulletins.

4. Besides, rural programmes like Krishi Darshan, put out by various Doordarshan Kendras for the benefit of farmers, carry special weather reports with reference to different crops.

[O.M. No. 3|2|84-B(P) dated 16th November, 1984]

Recommendation Sl. No. 30 (Para 3.57)

In December, 1982 Government had constituted a working group on Software policy under the Chairmanship of Dr. P. C. Joshi. This step, the Committee have been informed, was taken because Doordarshan had been facing a problem as to how to devise software policy to meet the demands of rural and urban audience their language preference, interest in wide variety of subjects taking into consideration availability of only one channel. The Committee trust that Doordarshan will evolve a sound software policy in the light of recommendations made in this Report as well as the report of the Working Group.

Reply of Government

The Working Group constituted under the chairmanship of Dr. P. C. Joshi to prepare a software plan for Doordarshan has submitted its report. The report is being considered by the Media Advisory Committee of the Ministry of Information and Broadcasting and their recommendations are awaited. In the meanwhile, to ease the demands on Telecast Time for different types of programmes on Doordarshan Kendra, Delhi, a second TV channel has been started at Delhi with effect from 17th September, 1984.

[O.M. No. 3|2|84-B(P) dated 16-11-1984]

Recommendation Serial No. 31 (Para 3.59)

It is indeed surprising that as against the requirement of 7 lakh TV sets for community viewing in villages, duly 8,000 sets are available in villages at present. The committee feel that in order of exploit the full development potential of Doordarshan medium the need for massive augmentation of community viewing sets may be impressed on the State Government and a phased programme drawn up for this purpose.

Reply of Government

Under the scheme for TV utilisation of INSAT during the VI Five Year Plan, 4000 community viewing TV sets (2000 DRS and 2000 VHF) are being installed in selected villages of three-district clusters in each of the 6 States of Andhra Pradesh, Orissa, Maharashtra, Gujarat, Uttar Pradesh and Bihar. These are in addition to the sets provided during the previous plan periods. The State Government's have also been advised to urgently augment the number

of community viewing sets out of their resources. Many States have begun deployment of additional community viewing TV sets during 1984-85 and also, drawn up plans for phased increase in their number during the 7th Plan period. State Governments have also been requested to approach the Planning Commission for necessary allocation in the States' Plans for this purpose.

[O.M. No. 3/2/84-B(P) dated the 16 November, 1984.]

Recommendation Sl. No. 32 (Para 4.6)

The Committee have been informed that many stations both of AIR and Doordarshan have to use out moded machinery. Recording facilities in AIR stations are not upto the mark with the result that high class musician insist on their performance being recorded on outside studios. According to the Ministry of Information and Broadcasting funds to the extent of Rs. 61.90 crores are needed for replacement of old machinery and equipment in AIR during the period 1985—95. The Planning Commission has been approached for allocating Rs. 50 crores which could ensure a fairly upto-date equipment at least on the TV side. The Committee hope that it would be possible to allocate adequate funds on the basis of a phased programme for replacement of out-moded machinery and equipment of AIR and Doordarshan. In any case adequate funds should be available for replacement of machinery and equipment which are not only outmoded but also outlived their lives already.

Reply of Government

Government wish to assure the Committee that although the equipments and machinery may be old, the efficient service is being obtained from them through proper maintenance and care. Music programmes both of AIR and Doordarshan are invariably recorded in the studios.

2. Government are, however, alive to the need for updating and modernising the equipment in these media. So far as AIR is concerned, an inter-Ministry Group has made a thorough study of the various kinds of studio equipments and machinery and has made a number of recommendations for modernisation and renewal of equipments involving capital of Rs. 110.00 crores. A note has been taken of these recommendations and high priority and appropriate provision have been proposed in the draft proposals for the Seventh Five Year Plan.

3. Similarly, the requirements of Doordarshan for replacement upto 1990 have been assessed as around Rs. 97.00 crores. The requirements of Doordarshan were also studied by a separate Inter-Ministerial Group and the above requirements have been worked out on the basis of the recommendations of the norms suggested by the Group and after taking into account that all the studio centres and base production units excepting Jullundur had been set up before 1975 and the large number of TV transmitters would become due for replacement in phases till 1990.

4. Doordarshan has also included a suitable provision in its draft proposals for the Seventh Five Year Plan.

[O.M. No. 3|2|84-B(P) dated 16-11-1984]

Recommendation Serial No. 33 (Para 4.11)

The Committee are surprised to find that the proforma accounts of All India Radio and Doordarshan are ready upto the year 1975-76 only. A representative of the Ministry of I&B explained during evidence that separation of Doordarshan from AIR in April, 1976 had posed the problem of division of the assets which has since been sorted out. The Committee cannot but deplore the inordinate delay of six years to sort out the problem of division of assets and desire that the proforma accounts should be brought upto-date within a year.

Reply of Government

Government would wish to assure the Committee that earnest and sustained attention is being given to the question of finalising of the Proforma Accounts of AIR and Doordarshan. As a result of these efforts, considerable progress has also been achieved to clear up the backlog.

2. It may be clarified that so far as AIR is concerned, 3 sets of proforma Accounts are required to be prepared annually separately covering:

- (a) Radio Journals having 8 units;
- (b) Commercial Broadcasting Centres consisting of 29 units;
and
- (c) All India Radio Stations|Office constituting 100 units.
(137 units from 1982-83 and 136 in the previous years)

3. The process involves the following steps:

- (i) Preparation of the proforma accounts by each of these units;
- (ii) Their submission to and their approval by DG:AIR.
- (iii) Checking of such approved accounts by the respective audit party;
- (iv) Consolidation of audit party checked accounts.
- (v) Their Certification by Audit.

4. Thus, it will be appreciated that the finalisation of proforma accounts is a lengthy process and consolidation sometimes gets held up should the accounts of even a single unit is not properly checked

5. The present position in respect of the year-wise accounts is given in the table below:

ALL INDIA RADIO

1976-77 All the individual accounts of all the units of AIR have been finalised and consolidated. The certification of audit has been completed in respect of Radio Journals Units and Commercial Broadcasting Service Centres. Similar certificate in respect of AIR Stations/Offices is expected to be completed shortly.

1977-78 The Accounts of Radio Publications and the Commercial Broadcasting Centres have been consolidated and also certified by Audit. Accounts of 3 AIR Stations are pending and on their receipt, the proforma Accounts for all the AIR Stations would be finalised. Instructions have been given to have this expedited.

1978-79 The accounts from all the 136 units have been received and also 125 of them cleared by Audit. The remaining 11 accounts are pending re-conciliation either with the Audit or with the individual units. After this is completed and consolidated, the finalised accounts will be submitted for Audit certification.

The accounts in respect of 1979-80 and onwards are in various stages of checking and finalisation as per details below:

Year of Account	Total No. of Accounts	No. of individual P/cs finalised in the Directorate	Out of col. 3 pending with Audit.	Out of col. 2 pending with the Un
1	2	3	4	5
1979-80 .	136	122	18	14
1980-81 .	136	85	23	51
1981-82	136	49	14	87
1982-83 .	137	24	12	113

DOORDARSHAN

The organisation came into existence as an independent Media Unit from 1-4-1976. The proforma accounts are required to be prepared from that date. The bifurcation of the assets and liability between AIR and Doordarshan has been holding back the compilation and consolidation work. This has been sorted out. The units/offices have been advised to complete all the accounts in one or two months.

Government wish to assure the Committee that every endeavour will be made to make this work up-to-date within the time limit specified by the Committee.

[O.M. No. 32/84-B(P) dated 16th November, 1984]

CHAPTER III

RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE, TO PURSUE IN VIEW OF GOVERNMENT'S REPLY

Recommendation Serial No. 7 (Para 2.18)

The Committee regret to note that as against the 6th Plan outlay of Rs. 122.38 crores for the AIR, an estimated expenditure of Rs. 32.84 crores *i.e.*, 19 per cent of the Plan outlay has been incurred so far during the first 3 years of the Plan. This gross under utilisation of Plan outlay is highly deplorable. In this connection the Ministry of I.&B. has reported that 3 continuing schemes of the Perspective Plan (i) scheme for a radio station at Itanagar with 100 KW medium-wave transmitter, (ii) scheme for a Broadcasting House for external services division/News Services Division in Delhi, and (iii) scheme for multi-purpose studios and staff quarters at Pauri/Srinagar (U.P.) are likely to spill over to the next Plan. These are reportedly held up owing to non-availability of suitable sites. This betrays lack of micro planning. The Committee wonder how plan provision could be made without firm proposals. The Committee desire that the project planning machinery of the AIR should be improved. The Committee would await the steps taken in this regard.

Reply of Government

The Committee's observations that the project planning machinery of AIR should be suitably equipped for undertaking and completing various projects as per targets have been noted. It may be mentioned for the kind information of the Committee that the AIR's planning unit is headed by an officer of the rank of Chief Engineer and it consists of senior and experienced officers at other levels to assist him. For these headquarters level posts, officers are carefully chosen on the basis of their wide experience, proven aptitude, drive, etc. To strengthen the Project Implementation Cell, in respect of scheme financed out of the Non-Lapseable Fund, and additional post of Chief Engineer has also been created. Thus the manpower infrastructure is quite suitable and adequate.

2. The Committee may be informed that as against the Sixth Plan outlay of Rs. 122.38 crores, the likely expenditure by the end of 6th Plan period expected to be incurred, would be as per details below:

(Rs. in crores)			
Year	Allocation asked for	Allocation made	Expenditure incurred
1930-31	12.84	7.79	6.70
1931-32	16.33	13.60	12.45
1932-33	15.20	13.78	12.66
1933-34	30.50	20.03	18.24
1934-35	41.57	30.00	30.00 likely to be fully utilised
	116.49	85.20	80.05
(Utilisation 94.1%)			

The comparison of utilisation of Plan allocations is really proper with reference to the funds allocated on yearly basis rather than with reference to overall Plan allocation is made in the beginning of the Plan.

3. It may be mentioned that the execution of AIR projects involves the following steps:—

- (a) Planning Commission's approval of the scheme.
- (b) PIB/EFC approval
- (c) Acquisition of sites
- (d) Estimates and sanctions for civil works.
- (e) Award of contracts for buildings.
- (f) Procurement of equipment and erection of towers.
- (g) Provision of power supply and telecom facilities.
- (h) Execution of departmental works, equipment installation and testing.
- (i) Commissionings.

4. While items (e) and (h) are matters totally within the control of AIR, item (d) would involve AIR, the Ministry of I&B and other Ministries like Ministry of Finance, Works and Housing, etc. In all the other cases, there are several authorities/agencies who are required to be consulted for obtaining concurrence. This is an important factor which has a bearing on the execution of the project and the time taken thereof.

5. Under the Government procedures, AIR cannot offer any commitment or firm indication for a particular site or for procuring a particular equipment unless all the approval formalities for investment etc. are completed. These formalities do not end with the more inclusion in the Five Year Plan, of such schemes. Each scheme with its financial outlay and break-up have to be approved by the appropriate bodies like Expenditure Finance Committee, PIB, Cabinet, etc. In the case of equipment, the orders have to be placed with the indigenous suppliers or on the foreign suppliers, as the case may be, depending upon the indigenous availability, etc. in which process, by Electronic Department, DGTD, DGS&D, etc. are involved.

6. Similarly, in respect of a site, although AIR is broadly aware where and to what extent the sites should be required, it is not in a position to offer any firm indication to the concerned state Government/local authorities unless the scheme is financially approved. AIR accords the matter the highest priority as soon as the schemes are included in the Five Year Plan document. AIR officers undertake technical evaluation of the different sites in the different localities and then submit a firm requisition to the concerned authorities.

7. AIR's schemes for new stations/transmitters involve acquisition of transmitters, studio equipment, sites for the studios and for the transmitters, buildings, for the transmitters studios, etc. Each case requires investment decisions, the competent authorities being inter-departmental bodies like SFC, EFC, PIB, etc. In such cases, the practice is to prepare an EFC memo with a project report regarding the objectives and scope of the work, estimated expenditure, foreign exchange aspects, etc. for obtaining the approval of these bodies. Thereafter, further priorities are settled for allocating the provision for implementing the schemes in the successive Annual Plan periods.

8. It may be mentioned that during the Sixth Plan period, new Stations/projects, including construction of staff quarters were contemplated at nearly 70 different locations spread throughout the

country. Out of these very large numbers of projects some delays occurred due to the unavoidable reasons in respect of few of them. The Government would like to assure the Committee that all such cases were carefully monitored in monthly internal financial review meetings and also in quarterly/half-yearly inter media meetings. The relevant cases are also brought to the notice of the Minister, and some cases are taken up at his level with the concerned Minister/Chief Minister of the State concerned.

It is not therefore, fair to suggest that micro planning detail are not being attended to.

9. In the three cases referred to by the Committee, the delays have occurred despite all efforts of AIR and the Ministry.

10. In the case of Itanagar project, due to the remoteness of the region, lack of adequate road communication and steady power source to the TV system area, the selection of a suitable site did not become possible. It is only in February, 1980 that a clear indication of the availability of an acceptable site was made known to AIR. The present position is that whereas the site for studios receiving facilities and staff quarters has already been selected and taken over, the site for the transmitter was got cleared after round of consultations and discussions with the authorities concerned like Civil Aviation, Army, Air Force, Standing Advisory Committee for Frequency Allocation, etc. Minister's good offices were also used and his intervention with the Minister of Civil Aviation paved the way for clearance of the site. In order, however, to provide for Radio facilities to this remote area, on urgent basis, an interim set up is presently under installation. This is likely to be commissioned in the 6th Plan period itself, i.e. by March, 1985.

11. The delay in the scheme for the construction of a new building for News Service Division, External Services Division, New Delhi was because the site lies in the heart of the town immediately behind the Broadcasting House. Before vacant possession of the site could be obtained, bungalows allotted to VIPs had to be got vacated and also got demolished by the CPWD. In this matter Minister himself has had to write letters to the Minister of Works and Housing and it has thereafter been possible to obtain vacant possession of all the quarters after making suitable allotment to VIP concerned. In this project also, the matter had to be coordinated with a number of authorities like CPWD, NDMC, town planning and architecture authorities etc. The matter is being given close and high level attention constantly.

12. The hold-up of the project in Pauri is because of the State Government have been unable to make a final allotment of a site free from land slides etc. In view of the terrain, the site selection posed special problems. After the site was selected and requisition had also been filed, the State Government re-allotted the land to the local Housing Board. Efforts have, therefore, to be made afresh. Since this has not yielded any result, Minister has conveyed to the Chief Minister of Uttar Pradesh that the project is proposed to be sited at Dehradun since no suitable site is forthcoming from the State Government at Pauri.

13. The Committee's recommendations for taking appropriate steps for advance planning and constant monitoring have, however, been noted for careful consideration.

[O.M. No. 3284-B(P) dated 16th November, 1984]

Recommendation Serial No. 8 (Para 2.19)

Three new major schemes which are also likely to spill over to the next Plan are (a) installation of a 1,000 KW Medium-wave transmitter at Nagpur for National Broadcasting Service (b) installation of 2 transmitters of 250 KW MW each at Aligarh and 2 transmitters of 500 KW MW each at Bangalore for consolidation and strengthening of External Services and (c) scheme for Radio stations at Agra and Jamshedpur, studios at Jabalpur, Bhadravati and Chandigarh. No specific reasons for the delay has been given. The Committee are surprised that such major schemes which were essential to promote development of National Broadcasting service and strengthening of External Broadcasting Service should spill over to the next Plan despite the availability of funds therefor in the 6th Plan itself. The Committee would like to know the dates by which these schemes were expected to be completed as per the Project reports and why they are not progressing as per schedule. There obviously is a serious laxity in the project implementation machinery. The matter requires investigation. The Committee would await the outcome and the action taken on the basis thereof.

Reply of Government

In respect of the high power medium-wave and short-wave transmitters at Nagpur, Aligarh and Bangalore as mentioned below, AIR had prepared as per usual practice a detailed project report covering all aspects of the projects commencement and implementation and laying down a target date for commissioning etc.

2. The target dates mentioned in the project report for the commissioning of these facilities has been indicated against each:

	Target date for completion, Installation and Commissioning
(i) Installation of 1000 KW MW transmitter, Nagpur	1985-86
(ii) Installation of 2x250 KW SW transmitter, Aligarh (Phase III)	1985-86
(iii) Installation of 2x500 KW SW transmitter, Bangalore	1986-87

3. These target dates have not been revised. As per the latest assessment of AIR the installation of these schemes will be completed and the commissioning also will be done as per the target date stipulated in the project report.

The Committee has wished to know about the reasons for the delay and why they have not been progressing as per the schedule. In reply to the recommendation No. 7, it was explained to the Committee how AIR has to deal with a number of authorities and go through several procedures and systems before actual work on a project could commence. So far as the schemes referred to in this recommendation are concerned, the position is explained in the following paragraphs.

Nagpur

4. So far as the Nagpur project is concerned, special clearance had to be obtained from the State Government because the site found suitable for the T.V. was a declared forest area and all the formalities for taking over forest land had to be gone through. Moreover, the transmitter equipment had to be acquired from abroad, indigenous manufacturers being not yet ready with such a high power, sophisticated type of equipment. The Project was approved in January, 1982 and the indent with complete specifications was placed with the D.G.S. & D. in April, 1982. After going through the various formalities like technical assessment, discussion, etc., the contract could be concluded by D.G.S. & D. in December, 1982. This has created a consequential lag in the civil construction work because the building to house the equipment could be designed only after definite information is available about the precise type of equipment, which is proposed to be supplied by the selected suppliers. However, since this has been settled, the building drawings have also been quickly finalised and sanctioned. The building is expected to be ready by November, 1985. All the de-

partmental activities have also been speeded up, so that the time schedule could be compressed and the target as mentioned in the project report could be achieved. As mentioned earlier, the commissioning of this project is likely in the very first year of the Seventh Plan.

Aligarh

5. As indicated above, the target date for completion of installation and commissioning of this twin-transmitters, has been scheduled for 1985-86, i.e. the first year of the Seventh Plan. While approving the EPC memo for this project, it was stipulated that orders for the 2 new transmitters required should be placed by undertaking a negotiation with some suppliers who had supplied the transmitters of similar capacity earlier also for Aligarh. Here also the foreign suppliers were involved because of the non-availability of the indigenous manufacturers. This was, therefore, undertaken through D.G.S. & D. Since the matter involved a repeat order for the equipment supplied earlier in 1979, the negotiations were necessarily prolonged. But the objective has been achieved and orders have been placed on the suppliers.

6. The transmitter equipments are expected to be received from the foreign suppliers very shortly in the current year itself 1984-85. AIR is hopeful and confident of completing the installation and commissioning the transmitter by the date mentioned in the original project report, namely, 1985-86.

Incidentally, the Committee may be informed that these transmitters are proposed to be located at Delhi in order to achieve the best possible use of the transmitter beam to the target area, taking into account the linkage aspects between the studies and the transmitters and the available aerial systems. This change of location will enable better utilisation of the aerial facilities and the programme schedules and will not involve any further delay because all the facilities required are available in Delhi. There is also no major construction work involved in this change over.

500 KW MW Transmitters at Bangalore

7. In this case also, the equipment had to be ordered from abroad through usual G.G.S. & D Procedure. D.G.S. & D had combined indent for this transmitter along with the high power medium-wave transmitter for Nagpur and orders were placed in December, 1983. Since the extent of land required was very vast viz. 642 acres, there was some delay in the completion of the acquisition proceedings

because not all the land belonged to Government. However, the formalities have been gone through and completed and action has been completed and the possession of the site is expected to be given to AIR very shortly. Despite these slippages, AIR's present assessment is that the transmitters are likely to be delivered by mid-1985 and the erection and commissioning will be completed by 1986-87 as per the original target date.

8. The Committee had also wished to know the reasons for the delays in respect of 5 specific projects, viz. new Radio Station at Agra, Jamshedpur and studios at Jabalpur, Bhadravati and Chandigarh. The reasons for the delay and the target dates for completion as per the present assessment are given below in the following paragraphs.

Agra

9. Since this is a new Station without any existing infra-structure facilities available with AIR, land had to be acquired afresh for the studios and for the transmitter. In the case of the site selected for the transmitter, there were standing crops and some owners also resorted to court action. In the case of the sites for studios and staff quarters, land was uneven and had to be got levelled and filled up by the Agra Development Authority. The Committee is, however, informed that the civil estimates for the studio building and the transmitter building have been sanctioned and the construction work is expected to be taken up shortly. Orders have been placed for the transmitter on the indigenous suppliers. The project is likely to be completed by March, 1986.

Jamshedpur

10. Even though the administrative approval and expenditure sanction was conveyed in September, 1980, the site selection has proved to be a serious problem. Although, the matter was taken up with the State Government at high level, including Minister's level, the site could be acquired only in June, 1983. Even thereafter, it has not been possible to carry on the work on the site because local people have prevented the contractor from carrying on the work and it is understood that the matter will be filed in the court. The position has been brought to the notice of the Chief Minister of Bihar by the Minister of state for Information and Broadcasting for resolving this problem quickly. The project has, therefore, necessarily to spill over to the next plan. If the local impediments are removed quickly, it would be possible to complete the project by 1986-87.

Studios at Jabalpur

11. The administrative approval was conveyed in February, 1980 and papers after evaluation were filed in September, 1981. The local authorities had agreed to hand over the site in October, 1983, but at the last moment, the owner of the land had obtained a stay order from a local court. Efforts are being made to vacate the stay order and settle the matter and get the vacant possession of the site. However, since the site has not yet been made available to AIR, this project has spill over to the Seventh Plan.

Bhadravati Studio

12. The administrative approval was conveyed in December, 1981 but the site for the project could be acquired in December, 1982. Meanwhile, the State Government had to be persuaded to accept AIR's assessment to locate the site in Bhadravati and not at Shimoga as suggested by them. The civil construction work is taken up but this project is likely to be completed by March, 1986.

Chandigarh Studio

13. This project was accorded low priority in the Fourth and Fifth Plans due to financial constraints. The 4th Plan contained a provision only for the acquisition of the site. This action was duly completed. However, construction work could not commence since the scheme proper was included only in the Sixth Plan. However, before the construction work could commence, the Chandigarh Administration insisted that the specifications for construction of high rise buildings in Chandigarh should be fully met in respect of height and other architectural requirements, though AIR was not in need of high rise buildings. Since this meant a construction of a high rise buildings far in excess of AIR's requirement, it became necessary for AIR to locate an alternate site where these architectural considerations were not applicable. This new site has been selected and also taken over in March, 1984. This project has, therefore, spilled over to the next Plan, it is likely to be completed in 1986-87.

14. From the above details, it may kindly be appreciated that delay in the completion of these projects was not due to any laxity on the part of the project executing authorities but due to factors beyond the control of AIR. However, the observations of the Committee for speeding up implementation have been noted. Every effort will be taken to ensure that the project planning and executive wings of AIR are properly manned and function efficiently.

[O.M. No. 3/284-BP dated 16th November, 1983]

Recommendation Serial No. 11 (Para 2.55)

The Committee are at a loss to discern any rationale in allocation of broadcasting time to various programmes put out from the All India Radio. While as much as 38 per cent of broadcasting time is devoted to Music including classical, folk, light, devotional and western, the programmes meant for special Audiences get only a small share of the broadcasting time. For example, "Farm and Home Programmes" which are meant for development of agriculture on which 80 per cent of our population depends is devoted 6.3 per cent of the broadcasting time, programmes for Troops who are responsible for the defence of the country are given 4.64 per cent of the time, education programmes get 3.11 per cent. programmes for women and children are given 1.58 per cent and 1.14 per cent, respectively. The time earmarked for programmes for industrial workers is negligible. The Committee recommend that Government should place the existing allocation of broadcasting time on a more rational footing after taking into consideration the importance of each programme on the basis of developmental and entertainment needs. In doing this, special emphasis should be given for the coverage of world scientific and technological developments to inform, educate and motivate people on modern lines. It is needless to add that this area has been neglected so far.

Reply of Government

Government have noted the observations of the Committee that in devising programme composition, developmental and entertainment needs should be taken into account and special emphasis also given for scientific and technological developments taking on a global level.

2. It may be submitted that such developments are invariably brought to the notice of the listeners either in the news bulletins or in special programmes like talks, discussions, reviews, etc. All India Radio Stations regularly invite the distinguished scientists, experts and professionals, including those who might be visiting from abroad and aim to inform the people about the latest developments through such interviews.

3. It may, however, be clarified that the percentage basis of evaluation is not perhaps the best method of gauging the adequacy of the programmes for special audience group. Such programmes are targeted for specific audiences like students, workers, women, farmers, etc. In order that the programmes are listened to and

benefit derived, they have to be broadcast during particular time/hours. For example, educational broadcast have to be scheduled during the Radio hours provided by the schools. Farmers prefer listening to agricultural programmes only during specific times of the day. Moreover, what is aimed in such programmes is the proper balancing of the needs of specific type of information and the capacity to absorb. The structure and content as well as the duration and presentation format of the programmes are decided on this basis. Effectiveness of such programmes is not necessarily linked indutitably with the duration of the programmes.

4. Music programmes of AIR are extremely popular programmes and, in fact, judging by the response to music competitions conducted by the AIR and the applications for gradations for participating in AIR programmes, it is not unreasonable to conclude that programmes, devoted to music are extremely popular and have, in fact, helped in the wider revival of the tradition and the deep involvement in such classical arts.

[O. M. No. 3/2/84-BP dated 16-11-1984]

Recommendation Sl. No. 27 (Para 3.54)

At present Doordarshan has to incur an annual expenditure of more than a crore of rupees on telecasting of about 100 feature films in a year. This is indeed a big drain on the exchequer. The Committee would like the Ministry to examine whether it is possible by statutory enactment or otherwise to enjoin upon the producer of a film to make available a print of his film free of cost to Government for being telecast on Doordarshan. The Committee recall that the Secretary (I&B) agreed in evidence before the Committee "*If we do so, it will be better*".

Reply of Government

Payment is made by Doordarshan to producers of feature films for acquisition of telecast rights. The legal position is that under the Cinematograph Act, 1952 provisions have been made for certification of cinematograph films for exhibition and neither the provisions of the Act nor the rules made thereunder enable Government to enjoin upon a producer of a film to give a print of the film to the Government, free of cost, for the purpose of telecast. Moreover, if a film is telecast by Doordarshan it cuts into the income to the producer from its exhibition in the cinema circuit. The payment to the producer by Doordarshan for telecast of a film is thus

in the nature of compensation to the producer. The main point is that the rights to exhibit a cinematograph film and earn revenue therefrom is a commercial right vested in the producer of the film and it is difficult to enjoin upon the holder of this right to share it with Doordarshan without any compensation, either by statutory provisions or otherwise as such a provision would be legally untenable. It may also be added that all the world over, TV networks pay for telecasting feature films produced by private producers.

[O.M. No. 3/2/84-B(P) dated 16th November, 1984]

CHAPTER IV

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation Sl. No. 1 (Para 1.6)

Mass Media serve the purpose of informing, educating and entertaining people. In a developing situation the media ought to lay more emphasis on informing the people in a balanced manner and educating them. The Committee note that Government have issued detailed, if not comprehensive, guidelines to the official media units. Nevertheless the Committee feel that a time has come to evolve a national policy on Broadcasting. Accordingly they suggest that Government should come up before Parliament with such a policy as early as possible.

Reply of Government

Detailed policy guidelines issued to official media for creating awareness among the people for economic development and social change and mobilizing them for building an egalitarian society are considered adequate policy framework for Broadcasting media.

[O.M. No. 3/2/84-B(P) dated 16th November, 1984]

Recommendation Serial No. 2 (Para 1.7)

The revised guidelines issued by Government in July, 1980 *inter alia* provide that "Each Media Unit should have adequate systems for continuous evaluation and reassessment of its performance in the context of its specific objectives, resources and schedules." The Committee, however, find that though three years have elapsed since the issue of the guideline no institutionalised system has been devised in this regard. Scientific evaluation system backed by suitable institutional arrangement should be evolved so that necessary adjustments could be made from time to time to achieve the objectives underlying the broadcasting media better and still better.

Reply of Government

One of the specific terms of reference of the High Level Advisory Committee of the Ministry of Information and Broad-

casting consisting of Media experts is to advise the Government on:

“Structural changes in the different media organisations under the Ministry of Information and Broadcasting and, if necessary, in the Ministry itself to bring about greater professional efficiency and improvement in the quality of performance of the media in response to wide-ranging national requirements and aspirations”.

2. The Advisory Committee has, accordingly, been making several useful studies and recommendations after evaluating and assessing the performance and methods followed by media units. Guidelines for the news policy by the broadcast media, introduction of colour TV, publishing policy of the Publications Division, broadcast objectives of the External Services Division are some of the topics considered and reported upon by the Advisory Committee. The recommendations on the news policy guidelines have been accepted and are being followed. Similarly, the recommendations regarding Publications Division have also been accepted and in the proposals for the introduction of colour TV, the recommendations of the Committee were fully taken into account. Action is also on for implementing the recommendations regarding the External Services Division.

3. In addition to the activities of the above mentioned Advisory Committee, the Evaluation Department of the Indian Institute of Mass Communication also conducts field investigations on the activities of all the Media Units under the Ministry of Information and Broadcasting, including the broadcast media and specifically evaluates the impact, reach, effectiveness, utility, etc. of the various programmes and activities.

4. The Directorate of Audience Research of All India Radio and Doordarshan also conducts surveys and makes the evaluation on the effectiveness of the specific type of broadcasts in the context of the diversification of the programmes content and format. The Audience Research infra-structure has also been strengthened suitably.

[O.M. No. 3/2/84-B(P) dated 16th November, 1984]

Recommendation Serial No. 13 (Para 2.57)

The Committee feel that educational broadcasts could be a very effective medium to bring about National Integration. With this end

in view, the Committee suggest that AIR Stations/Doordarshan Kendras should start a programme for teaching of other regional languages in addition to the languages of the area.

Reply of Government

Language Lessons are already being broadcast from a number of AIR Stations a list of which is attached. However, the recommendations of the Estimate Committee have been brought to the notice of all AIR Stations for necessary action subject to the availability of broadcasting time.

2. So far as Doordarshan is concerned, the telecast of language lesson programmes may not be possible until there is an increase in the total telecast time and also in the number of channels for each Kendra.

[O.M. No. 3/2/84-B(P) dated 16th November, 1984]

Statement of Language Lessons which are being broadcast from A.I.R. Stations

Sl. No.	Name of the Station	Name of the Language in which lessons are being broadcast	Duration	Frequency
1	2	3	4	5
1.	Ahmedabad	Hindi Sanskrit	15 mts. 15 mts.	Four times a week Twice a week
2.	Airawl	Hindi	10 mts.	Twice a week
3.	Allahabad	Sanskrit Kannad	15 mts. 15 mts.	Twice a week Twice a week
4.	Bangalore	Hindi Sanskrit Urdu	10 mts. 10 mts. 10 mts.	Thrice a week Once a week Once a week
5.	Bhopal	Bengali	—	Once a week
6.	Bhuji	Sanskrit Hindi	15 mts. 14 mts.	Twice a week Four times a week
7.	Bombay	Sanskrit	15 mts.	Once a week
8.	Calcutta	Hindi Sanskrit	15 mts. 15 mts.	Twice a week Twice a week
9.	Calicut	Hindi Sanskrit	15 mts. 15 mts.	Five times a week Once a week
10.	Cuttack	Hindi	15 mts.	Five times a week

1	2	3	4	5
11.	Dharwad	Hindi Urdu	10 mts. 10 mts.	Thrice in a week Once in a week
12.	Cauhati	Hindi	15 mts.	Twice in a week
13.	Gorakhpur	Telugu/Tamil Sanskrit	15 mts. 15 mts.	Twice in a week Twice in a week
14.	Gulbarga	Hindi	10 mts.	Thrice in a week
15.	Gwalior	Bengali	15 mts.	Twice in a week
16.	Hyderabad	Hindi	10 mts.	Four times in a week
17.	Imphal	Sanskrit	15 mts.	Once in a week
18.	Indore	Bengali	15 mts.	Once in a week
19.	Jabalpur	Bengali	15 mts.	Once in a week
20.	Jaipur	Bengali	15 to 18 minutes	Once in a week
21.	Jalgaon	Sanskrit	15 mts.	Once in a week
22.	Jeypore	Hindi	15 mts.	Five days in a week
23.	Jodhpur	Kannad	15 mts.	Twice in a week
24.	Kohima	English	12 to 15 minutes	Once in a week
25.	Kurseong	Nepali	20 mts.	Six days in a week
26.	Lucknow	Sanskrit Telugu Hindi	15 mts. 15 mts. 20 mts.	Twice in a week Twice in a week Once in a week
27.	Madras	Tamil	15 mts.	Once in a month
28.	Mangalore	Hindi	15 mts.	Twice in a week
29.	Mysore	Hindi Sanskrit Urdu	— — —	Thrice in a week Once in a week Once in a week
30.	Nagpur	Hindi/Marathi Sanskrit/Marathi	15 mts. 15 mts.	Five days in a week Once in a week
31.	Najibabad	Sanskrit Kannad	15 mts. 15 mts.	Once in a week Once in a week
32.	Panaji	Hindi/Konkani	15 mts.	Five days in a week
33.	Pondicherry	Hindi Tamil French	10 mts. 10 mts. 10 mts.	Twice in a week Once in a week Once in a week
34.	Pune	Hindi Sanskrit	10 mts. 15 mts.	Five days in a week Once in a week

1	2	3	4	5
35.	Port Blair	Marathi/ Sanskrit	15 mts.	Once in a week
3 6.	Raipur	Bangali Sanskrit	15 mts. 15 mts.	Once in a week Once in a week
37.	Rajkot	Hindi Snaskrit	15 mts. 15 mts.	Four times in a week Twice in a week
38.	Rampur	Sanskrit Bengali	15 mts. 15 mts.	Once in a week Once in a week
39.	Rewa	Bengali	15 mts.	Once in a week
40.	Ratnagiri	Sanskrit	15 mts.	Once in a week
41.	Sanmbalpur	Hindi	15 mts.	Five days in a week
42.	Sangli	Sanskrit Hindi	13 mts. 10 mts.	Once in a week Five days in a week
43.	Simla	Tamil	15 mts.	Once in a week
44.	Suratgarh	Marathi	15 mts.	Twice in a week
45.	Tiruchirapalli	Tamil	25 mts.	Once in a week
46.	Trichur	Hindi Sanskrit	15 mts. 15 mts.	Five days in a week Once in a week
47.	Trivandrum	Hindi Sanskrit	15 mts. 15 mts.	Five days in a week Once in a week
48.	Vijayawada	Sanskrit Hindi	15 mts. 15 mts.	Twice in a week Twice in a week
49.	Visakhapatnam	Hindi Sanskrit	15 mts. 15 mts.	Twice in a week Twice in a week

Recommendation Serial No. 23 (Para 3.51)

The Committee are not happy with the present system of selection of Feature Films for being telecast on Doordarshan. Films are being selected indiscriminately and very often films which are vulgar and offer cheap entertainment are shown. The Secretary I&B pointed out in evidence that the difficulty was that the requirement of film for being telecast on TV was 104 films whereas film industry produced about 100 films in a year, a number of which were not very good. The Committee are not convinced with this argument. Doordarshan can, instead of going in only for currently produced films, draw upon the film Archives which has a large collection of films of excellent value.

Reply of Government

It has always been the endeavour of Doordarshan to telecast feature films which provide healthy entertainment to its viewers. Due to copyright requirements, Doordarshan can telecast only such films as are offered by the producer, in whom the rights to permit such telecasts vest. Committees have been constituted at Doordarshan Kendras for selection of films in regional languages for telecast by the Kendras concerned. A Central Selection Committee constituted at the Directorate General, Doordarshan selects Hindi feature films to be telecast on the National network as well as from Delhi and its satellite-linked relay transmitters. The Committees scrutinise each and every feature film on offer and also preview them before telecast. One of the important factors for selection of a film for telecast is its fitness for family viewing. Objectionable portions of a film are deleted, without breaking the film's continuity, to the extent practicable. Besides, Doordarshan has so far telecast only such films which have been certified as 'U' by the Central Board of Films Certification. Feature films telecast on Doordarshan enjoy immense popularity. The average viewership mostly likes to see the more recent feature films. Keeping this in view, Doordarshan has to keep a balance between recent films and old classics. The films with National Film Archives are meant for preservation or for limited non-commercial circulation among the Film Societies and select gatherings. The commercial rights of these films are not available with the National Films Archives. Thus, unless the producers concerned offer such films, they cannot be telecast by Doordarshan. Doordarshan tries to obtain old classics also from producers for telecast.

[O.M. No. 3|2|84-B(P) dated 16th November, 1984]

CHAPTER V

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH FINAL REPLIES OF GOVERNMENT ARE AWAITED

Recommendation Sl. No. 24 (Para No. 3.52)

It transpired in evidence that Selection Committee which is responsible for selection of films consists only of officials of Doordarshan. The Committee feel that the delicate task of selection of films for telecasting on the basis of its thematic, cinematic and entertainment value cannot be left to official alone and recommend that the selection committee may be made broad-based by including in it a prominent social worker preferably a woman, a journalist and a film critic. In any case, telecast of films depicting crudity and violence should be avoided.

Reply of Government

It has always been the endeavour of Doordarshan to telecast feature films which provide healthy entertainment to its viewers. Committees, consisting of officials having experience of working in different media, have been set up at the Directorate General as well as various Doordarshan Kendras for selection of feature films for telecast. One of the important factors for selection of a film for telecast is its fitness for family viewing. Objectionable portions, if any, in a film are deleted to the extent possible, without breaking its continuity. Besides, Doordarshan telecasts only such films which have been certified as 'U' category by the Central Board of Films Certification. The matter regarding associating non-officials with the Committees for selection of feature films is under consideration.

[O.M. No. 3/2/84-B(P) dated 16th November, 1984]

CHINTAMANI PANIGRAHI,

NEW DELHI;
July 29, 1985/Sravana 7, 1907 (S)

Chairman,
Estimate Committee.

APPENDIX

(Vide Introduction)

Analysis of action taken by Government on the 73rd Report of the Estimates Committee (7th Lok Sabha)

I. Total number of Recommendations	33
II. Recommendations which have been accepted by Government (Sl. Nos. 3, 4, 5, 6, 9, 10, 12, 14, 15, 16, 17, 18, 19, 20, 21, 22, 25, 26, 28, 29, 30, 31, 32 and 33)	24
Percentage to total	73%
III. Recommendations which the Committee do not desire to pursue in view of Government's replies (Sl. Nos. 7, 8, 11, 27)	4
Percentage to total	12%
IV. Recommendations in respect of which replies of Government have not been accepted by Committee (Sl. Nos. 1, 2, 13, 23)	4
Percentage to total	12%
V. Recommendation in respect of which final reply of Government is still awaited (Sl. No. 24)	1
Percentage to total	3%

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		23.	Books India Corporation Publishers, Importers & Exporters, L-27, Shastri Nagar, Delhi-110052. (T. No. 269631) (T. No. 714465)

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