

ESTIMATES COMMITTEE
(1969-70)

(FOURTH LOK SABHA)

NINETY-SEVENTH REPORT

MINISTRY OF INFORMATION AND BROADCASTING

Action taken by Government on the recommendations contained in the Second Report of the Estimates Committee (Fourth Lok Sabha) on the Ministry of Information & Broadcasting—Board of Film Censors, Bombay.



LOK SABHA SECRETARIAT
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CORRIGENDA
TO

Ninety-Seventh Report of
the Estimates Committee
(Fourth Lok Sabha) on the
Ministry of Information and
Broadcasting.

page 1, para 2, line 4, for
'Saba' read 'Sabha'

page 4, line 7 from below,
'for '19' read '18'

page 5, line 25, for 'there'
read 'three'

page 14, line 1, for 'dispute'
read 'disturb'

CONTENTS

	PAGE
COMPOSITION OF THE ESTIMATES COMMITTEE	(iii)
COMPOSITION OF THE STUDY GROUP 'F' OF ESTIMATES COMMITTEE	(v)
INTRODUCTION	(vii)
CHAPTER I Report	1
CHAPTER II Recommendations that have been accepted by Government	2
CHAPTER III Recommendations which the Committee do not desire to pursue in view of Government's reply	10
CHAPTER IV Recommendations in respect of which final replies of Government have not been accepted by the Committee	18
CHAPTER V Recommendations in respect of which final replies of Government are still awaited	19
APPENDIX Analysis of the action taken by Government on the recommendations contained in the Second Report of the Estimates Committee (Fourth Lok Sabha)	20

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(1969-70)

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(1968-69)

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INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Ninety-seventh Report on action taken by Government on the recommendations contained in the Second Report of the Estimates Committee (Fourth Lok Sabha) on the Ministry of Information and Broadcasting—Board of Film Censors, Bombay.

2. The Second Report of the Estimates Committee was presented to the Lok Sabha on the 26th June, 1967. Government furnished replies indicating action taken on the recommendations contained in the Report between 3rd September, 1968 and 13th January, 1969. The Study Group 'F' of the Estimates Committee (1968-69) considered the replies received from the Ministry of Information and Broadcasting at their sitting held on the 21st February, 1969. The draft Report was adopted by the Estimates Committee (1968-69) on the 25th April, 1969.

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

I. Report.

II. Recommendations that have been accepted by Government.

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

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

V. Recommendations in respect of which final replies of Government are still awaited.

4. An analysis of the action taken by Government on the recommendations contained in the Second Report of the Estimates Committee (Fourth Lok Sabha) is given in Appendix. It would be observed therefrom that out of 26 recommendations made in the Second Report, 13 recommendations, i.e. 50 per cent have been

(viii)

accepted by Government. The Committee do not desire to pursue 12 recommendations, i.e. 46 per cent in view of Government's reply. The final reply of Government in respect of 1 recommendation i.e. 4 per cent is still awaited.

NEW DELHI;

August 7, 1969.

Sravana 16, 1891 (Saka).

M. THIRUMALA RAO,

Chairman,

Estimates Committee.

CHAPTER I

REPORT

The Committee note that the recommendations contained in their Second Report (Fourth Lok Sabha) on the Ministry of Information and Broadcasting—Board of Film Censors, Bombay, have been replied to by Government generally to the Committee's satisfaction.

2. The Committee are, however, constrained to observe that there has been delay on the part of the Ministry in furnishing the replies to the recommendations contained in the Report. Although the Second Report was presented to Lok Saba on the 26th June, 1967, the first batch of replies was received only in September, 1968, i.e., after a lapse of more than a year. Reply in respect of one recommendation (Serial No. 25) has not been received by the Committee so far. The Committee hope that such delays would be avoided in future.

3. The Committee are glad that in pursuance of the recommendation made in para 74 of their Second Report, the Government have appointed an Enquiry Committee on Film Censorship under the Chairmanship of Shri G. D. Khosla.

4. The Committee note that the issues raised by them in recommendations Nos. 3, 5, 6, 7, 8 and 26 of their Second Report will be considered in the light of recommendations of the Enquiry Committee. They desire that final action taken on these recommendations may be intimated to the Committee after the Enquiry Committee on Film Censorship have submitted their Report.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation (Serial No. 2) Para No. 74

The Committee realise that the question of censorship has become a major problem for the Industry and the Government. The Board of Film Censors, a statutory body, has to satisfy itself fully before awarding a certificate that the film or any part of it does not violate against the provisions of section 5B(1) of the Cinematograph Act and in so doing accept or reject a film or authorise cuts to be made therein. The industry which has large financial stakes in the production of a film has complained that scenes of harmless gaiety are sometimes rejected on the ground that they are frivolous and morally degrading. Without entering into the polemics of individual films which might or might not have received a rough treatment at the hands of the censors, the Committee consider that such complaints should be carefully looked into and the Board satisfy itself that the criticism is not justified.

Reply of Government

Recommendation of the Committee has been noted and brought to the notice of the Central Board of Film Censors for compliance.

[Ministry of Information and Broadcasting O.M. No. 18/50/67-F(C), dated the 3rd September, 1968]

Recommendation (Serial No. 3) Para No. 74

The Committee are in agreement with the view of the Film Enquiry Committee that "lack of uniformity in treatment may be reduced but can never be eliminated. Individual judgments may be replaced by collective deliberations but such approach to censorship depends to a large extent, on mental alertness, individual judgment and personal outlook; even collective deliberations of different individuals are bound at times to yield varying result". The Committee have reason to believe that the censors try to perform their onerous duties of interpreting the code, in the face of uniform public opinion to guide them in this direction, honestly and conscientiously and it

would be uncharitable to regard their judgements as coloured and biased in favour of one film or the other.

The Committee also realise that there is force in the argument that better results can be achieved by associating the film industry in developing a set of norms and criteria which are socially acceptable. The Committee are inclined to accept the views of an eminent film director and producer of Bombay that "the Cinematograph Act is a fine comprehensive Act and the Film Censor Board and the film bodies should not remain like lion and the lamb but in fact and actual practice, they should be very friendly and vibrate in unison."

The Committee would urge that an attempt should be made to associate the film industry more actively with the deliberations of the Film Censor Board or its Examining Committees so that cases of friction or conflict are reduced to the minimum. There should also be joint meetings between the representatives of the Ministry of Information and Broadcasting and the Film Industry so that such of the clauses of the directive principles or the censorship code as do not reflect the spirit of the time could be suitably modified.

Reply of Government

Government accepts the need for collective deliberations and association of the film industry. Even at present, the representatives of the film industry are also appointed on the Board. Government have also set up, though on an informal basis consultative panels of producers at Bombay, Calcutta and Madras to assist the Board and the producers in matters pertaining to Censorship of films. The present Enquiry Committee on Film Censorship is making a fair cross section of the industry to discuss all aspects of the film censorship question.

[Ministry of Information and Broadcasting O.M. No. 18/50/67-F(C), dated the 2nd November, 1968]

Recommendation (Serial No. 4) Para No. 74

The Committee would like to emphasise that our film censorship should confirm to certain social standards so that the social fabric may not be undermined and a deleterious effect created on the impressionable minds of young people, mostly students and the working class which compose the bulk of the film audience. What is more important in censoring films is not the deletion of a scene or two which may be very passionate and intense or amorous and thrilling, but the totality of the effect of film as a whole on the audience.

Reply of Government

Recommendation is accepted.

[*Ministry of Information and Broadcasting O.M. No. 18/50/67-F(C), dated the 3rd September, 1968*]

Recommendation (Serial No. 5) Para No. 74

(i) The Committee are conscious that categorisation of cinematographic films into 'A' and 'U' entails considerable difficulties for the theatre management inasmuch as under the existing Cinematograph Act, the onus of preventing a non-adult from witnessing an adult film rests with them. While appreciating that it would be difficult to pass the responsibility to the guardians for ensuring that a film certified by the Board as suitable for adult exhibition is not exhibited to any person who is not an adult, the Committee feel that with a view to getting the maximum cooperation from the public, specially parents, guardians and teachers it would be desirable to ensure that all the advertisements and publicity material of an adult film unambiguously and clearly state the adult nature of the film. The Central Government should also take up the question of stricter enforcement of the censorship Law with the State Governments concerned.

Reply of Government

The recommendation is accepted. It is obligatory on the part of the person advertising a film certified for public exhibition restricted to adults that he should clearly indicate in all types of publicity whether by advertisements in newspapers, boardings, posters or handbills that the film has been certified for public exhibition restricted to adults only. Following complaints received about the admission of persons below 18 years of age to screening of films intended for adults, the State Governments have been requested to ensure greater strictness regarding enforcement regulations relating to 'A' films.

[*Ministry of Information and Broadcasting O.M. No. 19/50/67-F(C), dated the 9th September, 1968*]

Recommendation (Serial No. 8) Para No. 74

The Committee regret to note that although more than two years have elapsed since the resolution was adopted by the Rajya Sabha on the 7th May, 1965 for the appointment of a Committee to enquire into the working of the existing procedure for certification of films for

public exhibition, nothing has been done by the Government to implement the same. The argument that it could not be set up due to the Indo-Pak Conflict and the consequent need for economy does not appear to be very convincing. The least that the Government should have done was to have made a statement in the Rajya Sabha explaining the reasons for delay. The Committee feel that the Government should have given due consideration to the resolution passed by Rajya Sabha.

The Estimates Committee would urge that the Committee in question should be constituted forthwith in pursuance of the resolution passed by the Rajya Sabha to go into the whole gamut of the procedure for certifying films. This Committee may *inter alia* consider whether it would be desirable to categorise films in India as in Britain in three categories, namely, 'U' (suitable for universal showing), 'A' (more suitable for adults than children) and 'X' (suitable only for adults) with the stipulation that a child or a young person under 16 may be admitted to a cinema showing an 'A' film only when accompanied by a responsible adult and may not be admitted at all on any consideration if an 'X' film is shown.

Reply of Government

The Government have since appointed an Enquiry Committee on Film Censorship under the Chairmanship of Shri G. D. Khosla, *vide* Ministry of Information and Broadcasting Resolution No. 14/35/64-FC, dated March, 28, 1968. The question whether it would be desirable to categorise film in India into these categories as in U.K. will also be examined by this Committee.

[Ministry of Information and Broadcasting O.M. No. 18/50/67-F(C), dated the 3rd September, 1968].

Recommendation (Serial Nos. 11 & 12) Para No. 81

- (i) The Committee are of the view that the association of representatives of Film producers' association with the Board of Film Censors will be conducive to the maintenance of better liaison between the Board and the Industry. The Committee hope that Government would ensure that out of nine members on the Board at least three are representatives of the Film Industry—one each from Bombay, Calcutta and Madras.
- (ii) The Committee would like to reiterate the recommendation made by the Estimates Committee in Para 3 of their 159th Report (Second Lok Sabha) that to give the industry

a feeling of participation, the representatives of the film industry should be nominated by the Government out of a panel of names to be submitted by the premier organisations of the film industry.

- (iii) The Committee suggest that better care should be taken in appointing members of the Board so as to ensure that the policy of Government laid down in this regard is strictly adhered to.

12. The Committee are generally in agreement with the views of the Government that the Chairman of the Board of Film Censors should be an enlightened public figure possessing a cultural background and a judicial and artistic temperament. They, however, feel that the Chairman should also have a wide understanding of the movie medium and appreciation of the film as a medium of art. The Committee hope that Government would lay down the basic qualifications for this post for future incumbents.

Reply of Government

11(i)

11(ii) Accepted.

11(iii)

12. Accepted in principle.

[*Ministry of Information and Broadcasting O.M. No. 18/50/67-F (C), dated the 3rd September, 1968.*]

Recommendation (Serial No. 15) Para No. 91

The Committee are glad to know that the Board of Film Censors is up-to-date in so far as examination and certification of films are concerned. They would, however, suggest that in cases where a single certificate is proposed to be issued covering various language versions, the examiners should before the issue of a certificate, carry a check with a view to see that the various language versions do not differ significantly or substantially from the originals in language and picturisation. The Committee do not think that a mere declaration by the applicant that the "picturisation is identical to the master version" is a sufficient authority for the issue of a certificate.

Reply of Government

The practice of issuing a single censor certificate in respect of multi-lingual versions of a film is restricted to newsreels and shorts only. The newsreels of the Films Division are prepared every week

and its English version is usually placed before the Films Advisory Board and the Central Board of Film Censors every Wednesday. After this approval, the newsreel is dubbed in the various regional languages and despatched immediately to all the cinemas in the country for release on Fridays. In view of the continuing need of simultaneous release, it would not be feasible to follow the recommendation made by the Estimates Committee. However, in the case of other short films, it has been decided to accept the Estimates Committee's recommendations.

[*Ministry of Information and Broadcasting O.M. No. 18/50/67-F (C), dated the 26th September, 1968*].

Recommendation (Serial No. 16) Para No. 93

- (i) The Committee would urge the early filling up of the vacancies in the Advisory panels so that the work of examination does not suffer.
- (ii) In view of the fact that the Advisory Panel is a real body for censoring of films, the Committee suggest that while selecting members for the different panels, care should be taken to ensure the selection only of competent persons from the fields of literature, music, art, aesthetics and drama education, social service etc. capable of communicating new trends and tendencies in the field of cinematic art and having really the time at their disposal to witness the screening of films for purposes of certification.
- (iii) The Committee are not happy that no sitting of the Calcutta Advisory Panel was held during 1965-66 and only two sittings of the Bombay and one of Madras Panels were held. They recommend that the Advisory Panels should meet more frequently.

Reply of Government

- (i) Steps have been taken to fill up vacancies in the Advisory Panels.
- (ii) Recommendation has been noted for guidance.
- (iii) Instructions have been issued to the Regional Officers to convene the meetings of the Advisory Panels more frequently.

[*Ministry of Information and Broadcasting O.M. No. 18/50/67-F (C), dated the 3rd September, 1968*].

Recommendation (Serial No. 19) Para No. 101

The Committee consider that frequent meetings between the members of the Board/Regional Advisory Panels and the Industry would be fruitful in bringing about a better understanding between them. The Committee suggest that joint Consultative Committees like the Bombay Panel, may also be constituted at Calcutta and Madras.

Reply of Government

Recommendation is accepted. Informal Panel of Producers to assist the Central Board of Film Censors and the film producers have also been set up at Madras and Calcutta.

[*Ministry of Information and Broadcasting, O.M. No. 18/50/67-F (C) dated the 25th September, 1968*].

Recommendation (Serial No. 20) Para No. 103

The Committee consider it imperative that in the case of a film other than a newsreel, documentary shorts, or cartoons or an educational film, at least three members of the Examining Committee should be present before proceedings could commence. They suggest that the Rules may be amended to provide a quorum of three members for a meeting of the Examining Committee.

Reply of Government

Accepted.

[*Ministry of Information and Broadcasting O.M. No. 18/50/67-F (C), dated the 3rd September, 1968*].

Recommendation (Serial No. 23) Para No. 107

The Committee note that despite the increase in the censorship fees, the Board of Film Censors is not yet a self-supporting organisation inasmuch as there would be a deficit of Rs. 32,100, according to the estimates for 1966-67. The Committee suggest that the Board may examine the feasibility of reducing administrative expenditure without affecting the efficiency, to the extent possible so that the Board could become a self-supporting organisation.

Reply of Government

Government accept the idea that the Central Board of Film Censors should be self-supporting to the extent possible.

[*Ministry of Information and Broadcasting, O.M. No. 18/50/67-F (C) dated the 3rd September, 1968*].

Recommendation (Serial No. 24) Para No. 111

Knowing fully well that the thematic content of these "By Night" films is totally against Indian traditions and culture, the Committee fail to understand the considerations that weighed with the censors in giving them an 'A' certificate. The Committee would urge that a thorough probe should be conducted into the circumstances leading to the import of such films and their subsequent certification. If necessary suitable directions should be issued to the Board of Film Censors so that complaints regarding laxity in censorship are altogether eliminated.

The Committee hope that Associations like the Association of Moral and Social Hygiene in India, All India Women's Council, Federation of University Women, etc. would be vigilant enough to voice their complaints against any alleged laxity of censorship of films to the Board of Film Censors so that consequential action under Rule 33 of the Cinematograph (Censorship) Rules, 1958 may be initiated.

Reply of Government

"By Night" series films were imported by distributors under the Export Incentive Scheme of the Ministry of Commerce. On the recommendation of the Ministry of Information and Broadcasting the import of exposed films under the Export Incentive Scheme has since been banned. The Central Board of Film Censors was within its competence to allow exhibition of these films after proper certification and categorisation. As such some films were given 'A' Certificates. Later, Government took a decision to discourage Night Series films and gave a suitable directive to the Central Board of Film Censors.

2. All complaints are taken note of by the Central Board of Film Censors and the Government.

3. Government accept the need for strict observance of the Censorship Rules and directions and accordingly instructions have been issued to the Board that complaints regarding laxity in Censorship are altogether eliminated.

[Ministry of Information and Broadcasting, O.M. No. 18/50/67-F(C) dated the 2nd November, 1968].

CHAPTER III

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

Recommendation (Serial No. 1) Para No. 44

The Committee would like to be informed in due course the result of the examination of the U.S. Production Code.

Reply of Government

It is the considered opinion of the Government that at the present stage of the development of Film Industry, a system of self regulation by the Film Industry will not be adequate or effective. There is no objection, of course, to the Industry adopting a code of self regulation, at professional level which will minimise censorship. Even now, a producer can voluntarily submit his script to the Central Board of Film Censors for pre-production advice in confidence. This facility has not been used by Producers. The Board is again being asked to advise the producers to submit, if they so wish, the shooting scripts before undertaking production for advice in confidence, as is done by the Motion Picture Association of America. But the Board will retain the power to certify films only after reviewing the completed picture.

[Ministry of Information and Broadcasting O.M. No. 18/50/67-F(C), dated the 28th September, 1968].

Recommendation (Serial No. 5) Para. No. 74

The Committee suggest that Government should seriously consider whether the exhibition of an "adult" film should be permitted to persons of 18 years of age. There is a view that the period 18—23 is the most sensitive period in the life of a young man—this being the adolescent period. The view will no doubt be examined and the desirability of raising the age limit for exhibiting films for adults to persons above the age of 21 considered.

Reply of Government

Government have considered the question of raising the age limit for exhibiting films for adults to persons above the age of 20

years. It is felt that both men and women become quite mature at the age of 18 years and they can be exposed to the type of films that are restricted to adults. Moreover, in India a large number of girls marry between the age of 18-21 years and it would lead to odd situations if wives of this age group are not allowed to go to movies along with their husbands. Government feel that taking all relevant circumstances into consideration, it would be better to maintain the *status quo*. However, this is also a question which the Enquiry Committee on Film Censorship is considering.

[Ministry of Information and Broadcasting O.M. No. 18/50/67-F(C) dated the 9th September, 1968].

Recommendation (Serial No. 6) Para. No. 74

As regards the controversial question of application of double standards between Indian and foreign films the Committee are in agreement with the views of the Board of Film Censors that customs, traditions and culture of the Indian people being different from those of the people in the West, there is need, for according a different treatment to foreign films coming up for censorship. Allowance has also got to be made for the fact that only 3 per cent. of the total film shown are in English and these too are confined to a limited section of the public, mostly of the discerning type. On the other hand, Indian films are exhibited to a much wider clientele which includes workers, farm labourers and people who are illiterate or semiliterate. The Committee, however, hope that the Board of Film Censors while keeping in view these basic differences will strive to achieve a greater measure of consistency in the examination of imported and Indian films.

Reply of Government

The Central Board of Film Censors is consciously moving in the direction indicated by the Committee and one of the issues referred to the high-level Enquiry Committee on Film Censorship is the question of variation of standards in respect of Indian and foreign films. Necessity of modifying or amplifying the Directions will be considered in the light of the recommendations of the Committee.

[Ministry of Information and Broadcasting O.M. No. 18/50/67-F(C) dated the 3rd September, 1968].

Recommendation (Serial No. 7) Para No. 74

(i) The Committee are much concerned to note that a large number of films, specially certain type of Hindi films which come up

for censor before the regional office of the Board of Film Censors, Bombay, cannot be said to be inspiring and stimulating in concept serving social and national purpose.

While the Committee do not consider that any amendment of the Cinematograph Act is called for to prevent production of films of low taste or prohibit the issue of certificates to such films, in view of the divergent views held by various sections in regard to the censorship of films, the Committee would strongly urge that the Film Censor Board, should take utmost care while certifying films—both Indian and foreign to eliminate such visuals or dialogues, including song-lines which even if not indecent and obscene are likely to create unhealthy effect on the audience. In fact, the censors should see that every film serves not only as a medium of mass entertainment but also as a medium of mass education and strives to achieve a social purpose.

(ii) The Committee would suggest that the question of improving the tone of the Indian films, specially certain type of Hindi films, should merit the closest consideration of the Government and the film industry so that the Indian films are not only of high artistic standards but also reflect the cultural heritage of the country. In this context, the Committee would also suggest that views of eminent educationists, social reformers and film societies, whose main interest is to ameliorate the content and the artistic quality of the films in general, should be obtained and a new national policy in regard to production and censorship of films evolved to the satisfaction of all concerned.

Reply of Government

Government shares the concern expressed by the Estimates Committee about the standards of Indian films. However, the Central Board of Film Censors has only a negative role to play. The general question as to what types of visuals, dialogues or song-lines should be eliminated will be gone into thoroughly by the Enquiry Committee on Film Censorship which has invited the views of educationists, social workers, film societies and several organisations and individuals on various aspects of censorship.

Government is also seized of the need for production of films of better quality and purposive nature. It has instituted National Awards for Films to encourage production of films of better quality and has set up a Film Finance Corporation for affording financial assistance to producers for making better type of films. Semi-

nars are also proposed to be held to discuss the problems connected with Indian films.

In addition, a proposal to set up a Film Council on the lines indicated by the Film Enquiry Committee, (1951) is also under consideration. The setting up of the Council is expected to lead to improvement in quality of films.

[Ministry of Information and Broadcasting O.M. No. 18/50/67-F(C), dated the 9th September, 1968].

Recommendation (Serial Nos. 9 & 10) Para. No. 77

The Committee regret to note that no serious attempt was made by Government during all these years to implement a positive and salutary recommendation of the Film Enquiry Committee for setting up a Production Code Administration. The Committee feel that the Government should take steps to reorganise the film industry in the first instance and thereafter make efforts to see that a system based on the Production Code Administration to suit Indian conditions is given a trial.

The Committee feel that in the absence of a statutory obligation, pre-censorship of scripts by the Board of Film Censors on a voluntary basis is not likely to produce any appreciable result. In paragraph No. 77, the Committee have stressed the necessity of setting up a system of self-regulation on the lines of the Production Code Administration of the U.S.A. The Committee hope if and when such an organisation is set up, it would take upon itself the task of scrutiny of shooting scripts in the background of the Production Code. Till the setting up of such a body, the Committee would suggest that pre-censorship of scripts on a voluntary basis may continue for the benefit of new comers in the production field—provided there is some understanding that no serious and radical deviation from the scripts would be made at the time of production.

Reply of Government

A proposal to set up a Film Council broadly on the lines of the recommendations of the Film Enquiry Committee is under process in consultation with the Film Industry endowed with the necessary statutory authority to regulate and promote the film industry.

In so far as pre-censorship is concerned, it is the considered opinion of Government to let it remain on a voluntary basis and not to

dispute the present arrangements under which the Central Board of Film Censors functions under the Indian Cinematograph Act.

[*Ministry of Information and Broadcasting O.M. No. 18/50/67-F(C) dated the 26th October, 1968*].

Comments of the Committee

The final decision regarding the setting up of the Film Council may be intimated to the Committee in due course.

Recommendation (Serial No. 13) Para. No. 85

While the Committee realise the need for maintaining the headquarters of the Board of Film Censors at Bombay because of large concentration of the film industry in that city, they feel that there is some force in the argument that the Board's Office should be located in a neutral place other than Bombay, Calcutta and Madras. The Committee suggest that the question of locating the headquarters of the Board of Film Censors at a central place may be considered. In any case, the Chairman of the Board should stay at headquarters of the Board and not away from it as at present.

Reply of Government

Government agree to the recommendation in principle. If the headquarters is to be moved from Bombay, there would be no other suitable Central place but Delhi. The Ministry of Information and Broadcasting put up the matter twice before the Accommodation Advisory Committee for obtaining the approval for the shifting of headquarters of the Office of the Chairman, Central Board of Film Censors from Bombay to New Delhi. This proposal has not been approved so far owing to shortage of accommodation in Delhi. The present Chairman of the Board is functioning at Bombay, the headquarters of the Board.

[*Ministry of Information and Broadcasting O.M. No. 18/50/67-F(C), dated the 3rd September, 1968*].

Recommendation (Serial No. 14) Para. No. 88

The Committee note that over the years the functions of the Board of Film Censors and the Regional Officers have expanded and the officers of the Board have to perform certain other functions besides the examination and certification of films. The Committee suggest that the Ministry of Information and Broadcasting and the

Special Inspection Unit of the Ministry of Finance may make an assessment about the work-load of the Board's office including the Regional Offices with a view to see that it has not to perform any extraneous functions and that the staff strength is adequate for the efficient functioning of the organisation.

Reply of Government

Government accepts the recommendations of the Committee to ask special Inspection Unit of the Ministry of Finance to make an assessment about the work-load of the office of the Board of Film Censors for determining the adequacy of its staff strength. As regards the subsidiary functions which are performed by the Board, these are regarded as allied to the work of the Regional Offices whose advice and help in these matters helps the Industry as well as the Government. There is the field agency to which this work could be transferred without loss to efficiency. It is another matter, however, whether this work needs more staff assistance. The recommendation of the Estimates Committee in this regard is being referred to the Special Inspection Unit of the Ministry of Finance.

[Ministry of Information and Broadcasting O.M. No. 18/50/67-F(C), dated the 18th September, 1968]

Recommendation (Serial No. 17) Para. No. 95

The Committee hope that an early decision will be taken in the matter of grant of suitable conveyance allowance to the Members of the Advisory Panels in all the three regions.

Reply of Government

Government have carefully considered the matter. It has not been found possible to increase the rate of conveyance allowance admissible to the Members of the Advisory Panels.

[Ministry of Information and Broadcasting O.M. No. 18/50/67-F(C) dated the 3rd September, 1968].

Recommendation (Serial No. 18) Para. No. 100

The Committee are of the opinion that the presence of a representative of the producer and/or producer himself or the Director of the relevant film at the meetings of the Examining/Revising Committees without a right to vote would be conducive to the better appreciation of the film under scrutiny by the Panel members and perhaps lead to a more harmonious relationship between the indus-

try and the Board. It would also help in ironing out differences then and there.

Reply of Government

The Board finds the present practice as satisfactory under which the producer or his representative gets a fair opportunity.

[*Ministry of Information and Broadcasting O.M. No. 18/50/67-F(C), dated the 9th September, 1968*].

Recommendation (Serial No. 21) Para. No. 104

The Committee consider that the present accommodation available to the Board of Film Censors at Bombay, which is a rented one, is inadequate for its purpose. The building is situated at some considerable distance from the heart of the city. The Committee feel that steps should be taken to provide a suitable building complete with preview theatre to the Board of Film Censors.

Reply of Government

Ministry of Information and Broadcasting have long accepted the need for a suitable building complete with a preview theatre for the Board of Film Censors. Request has accordingly been made again to the Ministry of Works, Housing and Supply to provide such accommodation in a central locality of Bombay.

[*Ministry of Information and Broadcasting O.M. No. 18/50/67-F(C), dated the 25th September, 1968*].

Comments of the Committee

Final action taken for procuring suitable accommodation may be intimated to the Committee.

Recommendation (Serial No. 22) Para. No. 106

The Committee note that a study of the Cinema and its various aspects in relation to the public opinion in Greater Bombay was sponsored by the Board of Film Censors with the assistance of the Tata Institute of Social Sciences, Chembur in 1956. The Ministry of Information and Broadcasting had placed adequate funds at the disposal of the Board for purposes of that enquiry. The Committee consider that it would be useful to conduct a survey of audience reactions to films in Bombay specially and then in all the principal

film producing centres so that a fair judgment could be formed about the impact of the cinema on the people of different classes and particularly on children and adolescents in different areas. The Committee hope that the Board of Film Censors/Government would cause such a survey to be made with the assistance of the Institute of Mass Communications and the film industry. The Committee also suggest that Government may consider the desirability of setting up a Research Unit under the Board of Film Censors.

Reply of Government

It is proposed to develop the interest of the Indian Institute of Mass Communication in the subject and it is expected to prove adequate.

It is not proposed to set up a separate Audience Reaction Cell in the Central Board of Film Censors for reason of economy.

[Ministry of Information and Broadcasting O.M. No. 18/50/67-F (C), dated the 3rd September, 1968].

Recommendation (Serial No. 26) Para. No. 125

The Committee are deeply concerned about the unrestricted display of film posters or advertisement materials which are crude in taste and vulgar and indecent inasmuch as they have a deleterious effect on the young and impressionable mind. The Committee feel that the industry in its own interest should see that such posters are not produced.

The Committee are firmly of the opinion that posters and advertisement materials relating to both Indian and foreign films should be censored in the same way as in the case of films and the existing Act suitably amended, if necessary.

Reply of Government

Government share the concern of the Committee over objectionable cinema posters and have, from time to time, urging the Local Government Departments of the States to strictly enforce existing laws which require prior approval of display materials. This matter is one of the issues on which the Enquiry Committee on Film Censorship has been asked to advice. Further action will be considered in the light of their recommendations in this behalf.

[Ministry of Information and Broadcasting O.M. No. 18/50/67-F (C), dated the 3rd September, 1968].

CHAPTER IV

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

NIL

CHAPTER V

RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF GOVERNMENT ARE STILL AWAITED

Recommendation (Serial No. 25) Para. No. 115

The Committee realise that in terms of the Indian Cinematograph Act, 1952, the Board of Film Censors does not possess any authority to censor Indian films which are exported out of India and are intended for foreign consumption. Nevertheless, they feel that Indian films exported abroad should present a correct picture of Indian life and culture and also emphasise the values that our people cherish and hold dear. Hence they deem it desirable that all films intended for export should be subjected to a censorship by the Board of Film Censors with a view to see that a film intended for export does not contain anything derogatory to our national ideals, culture and traditions, or disparaging to the economic and political policy of the Government.

The Committee do not think that the certificate issued by the customs authorities should be considered adequate enough for an Indian film to be exported outside the country and would urge that the existing Cinematograph Act may be suitably amended so as to include a provision for the censorship of films intended for export by the Board of film Censors. The Committee feel that pending the amendment of the Act, the Customs authorities may be asked to consult the Censor Board before allowing any film to be exported.

Reply of Government

The matter is under consideration in consultation with the Chairman, Central Board of film Censors, Bombay and action taken report will be sent as soon as decision is taken in the matter.

[Ministry of Information & Broadcasting O.M. No. 18/50/67-F(C),
dated the 13th January, 1969].

NEW DELHI;
August 7, 1969
Sravana 16, 1891 (Saka).

M. THIRUMALA RAO,
Chairman,
Estimates Committee.

APPENDIX

(Vide Introduction to Report)

Analysis of the action taken by Government on the recommendations contained in the Second Report of the Estimates Committee (Fourth Lok Sabha).

1	Total number of recommendations	26
2	Recommendations which have been accepted by Government (<i>vide</i> recommendations Nos. 2, 3, 4, 5, 8, 11, 12, 15, 16, 19, 20, 23, 24 included in Chapter II)	
	Number	13
	Percentage to total	50%
3	Recommendations which the Committee do not desire to pursue in view of Government's reply (<i>vide</i> recommendations Nos. 1, 6, 7, 9, 10, 13, 14, 17, 18, 21, 22, 26 included in Chapter III)	
	Number	12
	Percentage to total	46%
4	Recommendations in respect of which replies of Government have not been accepted by the Committee	Nil
5	Recommendations in respect of which final reply of Government is still awaited (<i>vide</i> recommendation No. 25 included in Chapter V)	
	Number	1
	Percentage to total	4%

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