

SEVENTY-THIRD REPORT

ESTIMATES COMMITTEE

(1983-84)

(SEVENTH LOK SABHA)

MINISTRY OF INFORMATION AND
BROADCASTING—BROADCASTING



Presented to Lok Sabha on..... 1984

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NEW DELHI

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CONTENTS

PAGES

COMPOSITION OF THE ESTIMATES COMMITTEE 1983-84)

INTRODUCTION

CHAPTER I BROADCASTING POLICY

- A. Govt. Policy Guidelines for Media Units. 1-2
- B. Autonomy of Media Units 3-5

CHAPTER II ALL INDIA RADIO

- A. AIR Network 6-11
- B. Perspective Plan for AIR 12-13
- C. AIR Programmes and Services 14
 - (i) News and Current Affairs Programmes 14
 - (ii) Coverage of Proceedings in Parliament 15
 - (iii) Promotion of Music 15
 - (iv) Vivdh Bharati Service 16
 - (v) Programmes for Special Audiences 16-18
 - (vi) Commercial Service 19
 - (vii) AIR's External Service 20
 - (viii) Audience Research 21-23
- D. Booking of Staff/Casual Artists and Journalists. 24-25

CHAPTER III DOORDARSHAN

- A. Doordarshan Network 26-28
- B. Programmes and Services 29
 - (i) National Programme 29
 - (ii) Dance, Drama & Music Programmes 30-31
 - (iii) Feature Films & Films based programmes 32-34
 - (iv) Rate structure for telecast of Feature Films & Song and Dance sequences 35-36
 - (v) News and Current Affairs 37
 - (vi) Software Policy 37-39
- C. Community listening/viewing scheme 40

CHAPTER IV ORGANISATIONAL MATTERS

- A. Replacement of Machinery & Equipment 41
- B. Budget Estimates 42-43

- APPENDIX Statement of Recommendations/observations 44-54

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(1983-84)

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INTRODUCTION

I, the Chairman of Estimates Committee having been authorised by the Committee to submit the Report on their behalf, present this Seventy-Third Report on the Ministry of Information and Broadcasting—Broadcasting.

2. The Committee took evidence of the representatives of the Ministry of Information and Broadcasting on 23, 24 September, 8 and 9 November, 1983. The Committee wish to express their thanks to the officers of the Ministry for placing before them the material and information which they desired in connection with the examination of the subject and giving evidence before the Committee.

3. The Committee also wish to express their thanks to Shri S.C. Parasher, Secretary General, Indian Council of World Affairs, for giving evidence and making valuable suggestions to the Committee.

4. The Committee also wish to express their thanks to all other Organisations/Institutions for furnishing memoranda on the subject to the Committee.

5. The Report was considered and adopted by the Committee on 15 March, 1984.

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

NEW DELHI;
March, 23, 1984
Chaitra 3, 1906(s)


BANSI LAL
Chairman,
Estimates Committee.

AUTHENTICATED

Chairman,
Estimates Committee

CHAPTER I

BROADCASTING POLICY

A. Government Policy Guidelines for Media Units

The objective of the Ministry of Information and Broadcasting is to inform, educate, as well as entertain with a view to creating a greater awareness among the people about the problems of the nation and the plans and programmes of the Government for economic development and social change. In this process, effort is also made to widen the peoples horizon, solicit their participation in the implementation of the policies and programmes of the Government and get them to link hands in the task of achieving national security and integration.

1.2 In short, the Ministry of Information and Broadcasting provides a live audio visual link between the people and the Government through its different Media Units including AIR and Doordarshan. Each Media unit plays a distinct role. Guidelines and policy formulations are provided by the Ministry which controls and coordinates their activities.

1.3 The Government, it has been stated, is committed towards the establishment of an egalitarian society and to promote social and economic justice for all in the country. The official media units have to play a vital role in the context of over-all development strategies and programmes of the Government. The various processes of thinking, planning and execution of publicity programmes have to be tuned to the efforts in these directions. People have to be mobilised towards the goals set by the Government and public support mustered for the programmes. The official media have, therefore, an obligation to provide information and build up motivation in support of such programmes and policies. According to Government the activities of the media should become an input in the nation-building tasks and they must strengthen the confidence of the people, promote the concept of self-reliance and encourage forces of unity and national harmony. All this has to be done by the official media with a certain degree of creativity, originality, and ingenuity so that the official media remain credible as well as interesting to all sections of the society and specially the youth of the country. The Government had, in this context, circulated on 2 July, 1980 the following revised guidelines for assisting the various official media units in their functioning:—

1. Media Units should give effective coverage to Government's programmes, policies and achievements. Particular attention should be given to programmes and dissemination of information relating to developmental activities in all their facets including, for examples, extension work in Agriculture, Education, Health and Family Welfare and service and technology.

2. Media Units should devise and present suitable programmes relating to youth, including information regarding opportunities for and the generation of employment in various fields.

3. Vigorous steps should be taken by the official media units to serve the rural population, minority communities, women, children, illiterate as well as other weaker and vulnerable sections of the society.

4. Each Media Unit should try to encourage both individual as well as collective effort by the handicapped, such as blind, deaf, dumb and other disabled persons as well as institutions doing service to this section of society. Media units should also try to propagate the good work that is being done to eradicate diseases like leprosy and to remove inhibitions about them.

5. The media units should devise suitable programmes to eradicate social evils such as untouchability, narrow parochial attitudes and loyalties inequalities, and exploitation. Steps taken by the Government in this regard should be highlighted.

6. Dissemination of information, news and comments in Akashvani and Doordarshan and Films Division should be done in a fair, objective and balanced manner including contrasting points of view with emphasis on events and developments. Reference to personalities may be made primarily for providing human interest.

7. Media units should adopt a professional approach in their activities. They should strive for creating audience interest and to meet their needs and expectations by talking about what is on the ground; having stories of local interest in a realistic manner by adopting actual field-based coverage. The media units should instead of limiting themselves mostly to what the Government is planning to do, identify and highlight successful examples of group and individual efforts and developmental activities and towards solution of local problems. Problems and issues should also be covered from the public point of view without any hesitation in bringing out healthy criticism.

8. Media Units and, particularly, Akashvani and Doordarshan, should endeavour to put out news and features which are investigative and in-depth. There should be a greater attempt in diversification of coverage in terms of personalities being brought in for participation, places of origination of news, and sources being relied upon.

9. Media units should have a constant dialogue among themselves and establish effective horizontal linkages to support and supplement one another's programmes and resources.

10. 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.

1.4 During evidence the Committee desired to know whether the Ministry of Information and Broadcasting had formulated any National Policy on Broadcasting and placed that before Parliament. In reply, the Secretary, Ministry of Information and Broadcasting stated that :

“We have laid down guidelines and a code for broadcasts. But so far no formal policy has been drawn up and placed before Parliament.”

The witness, however pleaded that “The guidelines themselves are quite comprehensive. . . . They have been given for handling news, covering events of national importance, disturbances and all other events which touched the life of the nation. These are kept in view while determining the format of our programmes, content of our news bulletin and coverage of important national events. Similarly, we have Code meant for individual broadcasts which has to be followed while taking up any programmes on TV and AIR”.

1.5 The Committee wanted to know if, as provided for in the guidelines each media unit i.e. AIR and Doordarshan had evolved any mechanism for continuous evaluation and reassessment of their performance. The witness conceded :

“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”.

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.

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 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.

B. Autonomy of Media Units

1.8 The Ministry of Information and Broadcasting have claimed that “In the matter of day to day working and operation, both these Media Units have full functional freedom and autonomy within the frame-work of the Govt.’s policies and objectives and the guidelines issued.” It has, however been stated that since these 2 Media Units are functioning like Government Departments, their budget for the capital and the revenue side are provided through annual budgetary appropriations. A watch is kept by the Ministry through the usual methods of collecting periodical reports, holding periodical meetings with the heads, of their activities and their functions. Plan schemes are approved by the Ministry and appointments to all Group A posts and transfers to positions of and above of Rs. 1100-1600 are approved by the Ministry.

1.9 The Committee asked how the autonomy enjoyed by Radio and TV media in India compared with the autonomy enjoyed by such media in

other countries where the media were controlled by Government the Secretary stated :

“I think for the purpose of comparison the most commonly cited example is that of BBC, where the Corporation is completely autonomous and naturally the extent of freedom enjoyed there is very substantial. In most of the other countries, I mean, non-socialist countries, either the media is private—for example, the most outstanding example is that of the United States or some other countries where there is a mixed system. One has to compare, then in India our feeling is that there is considerable internal working autonomy within these two media units. We have a very wide spectrum of patterns ranging from socialist countries where the control was much better and going down to the countries where media is Government controlled and side by side there were private broadcasting stations also. India’s position would come somewhere half way down the line.”

1.10 Asked if the Broadcasting media like AIR and Doordarshan needed more autonomy than what they have at present, the Secretary, Ministry of Information and Broadcasting opined that :—

“So far as the internal working of the two major electronics media units is concerned, there is a very substantial amount of autonomy, but such media has to be, especially, in a country like India, responsive to the needs of large sections of populations which are not immediately articulate. In view of that, some sort of guidelines have to be issued by the Government authority.”

1.11 The Committee enquired if the question of converting the AIR and Doordarshan into autonomous statutory Corporations was ever examined by Government in the past and if so what was the outcome of that exercise. The Secretary of the Ministry of Information and Broadcasting said in evidence :

“This matter was reviewed in the Ministry and the view taken was that looking to the present functioning of the media, their national priorities and requirements, the present system was quite adequate.”

1.12 The Committee asked whether functional autonomy allowed to BBC had worked against the interests of this particular medium of communication and if not should we not allow similar autonomy to media in India. In reply, the Secretary Ministry of I&B stated :

“It is a very difficult question to answer because much will depend on the general level of awareness of the articulate sections of society, their levels of responsibility, their styles of expressing themselves, their traditions, and the thinking of the Government. It is the totality of the cultural ethos of a country which determines these matter and comparisons out of context will be a little difficult and perhaps not very indicative of the actual situation.”

1.13 Asked whether demand for autonomy for broadcasting media in India was not consistent with our cultural ethos, the witness stated :—

“No. We have a large number of autonomous bodies in this country like the University Grants Commission. After all, education is the

main instrument for moulding the attitudes of the people. That is also autonomous. Then we have a number of Corporations which are autonomous. What I submitted was that there is considerable internal working autonomy in our case as it is."

1.14 When the Committee pointed out that India was the largest democracy in the world and asked how could Government argue that autonomy was not suited for broadcasting media in such a country, the witness merely said :

"Our view was that the way media is functioning in this country, it does not necessitate the establishment of an autonomous corporation."

1.15 The Committee asked if Government was aware of the fact that people in India preferred to listen to News Bulletins from BBC and if so was it due to some credibility gap or lack of autonomy to media units in India, the witness said :—

"We have not conducted any survey to find out as to how many people here listen to BBC news, how many people listen to Pakistan news, Bangladesh news, etc."

Asked whether it would not be advantageous to allow private broadcasting in India, the witness said :

"This matter has not been studied very seriously. I think it will have to be gone into seriously because it involves a major policy decision where large number of factors would have to be taken into account."

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.

CHAPTER II

ALL INDIA RADIO

A. AIR Network

2.1 Broadcasting appeared on the Indian scene in the first half of twenties though its career as an organised system took shape in 1936 with the establishment of All India Radio. Growth of AIR network since independence has been as under :—

	No. of Broad-casting Centres	No. of Auxiliary recording studios	No. of Transmitters		Coverage		
			Medium Wave (MW)	Short wave (SW)	Frequency Modulation (FM)	Population %	Area %
(1) At the time of independence (15-8-47)	6	..	6 (23.25)	12 (310.00)	..	11	2.5
(2) At the end of First Plan (31-3-56)	26	2	29 (427.50)	17 (314.45)	..	46	31
(3) At the end of Second Plan (31-6-61)	30	4	33 (659.85)	26 (714.45)	..	55	37
(4) At the end of Third Plan (31-3-66)	54	2	82 (1070.65)	28 (920.50)	..	70	52
(5) As on (31-3-74)	71	4	108 (4123.65)	32 (1522.50)	..	80.3	67.5
(6) As on (31-3-78)	84	2	124 (4788)	32 (1522)	4 (15)	89.35	77.63
(7) As on (31-12-83)	86	2	126 (4998)	33 (1532)	3 (45)	89.65	78.83

2.2 It will be seen that at the end of the year 1983, AIR will have 86 broadcasting centres with 126 medium wave transmitters, 33 short-wave transmitters and 4 frequency modulation transmitters. The primary grade broadcast coverage of the country is 90% by population and 78—83% by Area. By the end of Sixth Five Year Plan, population coverage is expected to go upto 95%.

State-wise coverage of Area and population by AIR is as follows :—

S.No.	Name of State/Union Territory	No. of	Broadcas-	Percentage
		ting	Area	coverage
		Centres		Population
1	Andhra Pradesh	4	85	90
2	Assam	3	75	83
3	Bihar	4	85	91
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	77	80
9	Kerala	4	80	85
10	Madhya Pradesh	9	85	87
11	Maharashtra	8	86	86
12	Manipur	1	90	99
13	Meghalaya	1	40	40
14	Nagaland	1	90	90
15	Orissa	3	77	83
16	Punjab	1	97	97
17	Rajasthan	6	75.5	77
18	Sikkim	1	44	74
19	Tamil Nadu	4	94	94
20	Tripura	1	95	96
21	Uttar Pradesh	8	86	95
22	West Bengal	3	91	94
1	UNION TERRITORIES ISLAND	1	80	80
2	Arunachal Pradesh	3	75	75
3	Chandigarh	1	99	99
4	Delhi	1	99	99
5	Goa Daman and Diu	1	99	99
6	Pondicherry	1	99	99
7	Mizoram	1	99	99
8	Lacadive and Minicoy Islands	1	99	9
9	Dadar Nagar and Haveli	99	6
National Coverage		..	78.83	89.6

2.3 AIR stations are under construction at 11 places in the country viz. Itanagar, Gangtok, Tura, Agra, Madurai, Jamshepur, Nagercoil, Adilabad, Keonjhar, Shotapur and Kota. These stations will have a total transmitter capacity of 186 KMMW and entail expenditure of Rs. 11.55 crores. While the transmitter capacity under construction at AIR station, Itanagar will be of 100 KW MW Capacity, the capacity under construction at Gangtok, Tura, Stations is 20 KW MW each, at Agra, Madurai station is 10 KW MW each and that at other places only 1 KW MW each.

2.4 As regards future programme, the Ministry of Information and Broadcasting have intimated that during the next two years (1983-84 and 1984-85) the AIR transmitters will be installed at the following 20 places :

S.No.	Location	State	Power of transmitter
1	2	3	4
1	Cuddapah	Andhra Pradesh	100 KW MW
2	Raipur	Madhya Pradesh	100 KW MW
3	Nagercoil	Tamil Nadu	Local Radio Station with 1 KW MW
4	Shillong	Meghalaya	100 KW MW
5&6	Aizawl	Uttar Pradesh	21x250 KW SW
7	Delhi	Delhi	3 KW VHF (F. M. Service)
8	Pune	Maharashtra	100 KW MW
9	Suratgarh	Rajasthan	20 KW MW
1984-85			
1	Almora	Uttar Pradesh	1 KW MW
2	Lucknow	Uttar Pradesh	300 KW MW
3	Ajmer	Rajasthan	200 KW MW
4	Dharwad	Karnataka	200 KW MW
5	Madras	Tamil Nadu	200 KW MW
6	Dibrugarh	Assam	300 KW MW
7	Siliguri	West Bengal	200 KW MW
8	Ranchi	Bihar	100 KW MW
9	Tura*	Meghalaya	200 KW MW *Therim set-up with 10 KW MW tr. expected to be completed by middle of 1984.
10	Rajkot	Gujarat	300 KW MW
11 to 14	Kingsway	Delhi	4 Nos. of 50 KW SW
15	Adilabad	Andhra Pradesh	Local Radio station with 1 KW MW . Tr.
16	Patna	Bihar	100 KW MW

1	2	3	4
17	Gauhati	Assam	50 KW SW
18	Shillong	Meghalaya	50 KW SW (Integrated service for North-Eastern reigon
19	Shelapur	Maharashtra	Local radio station with I KW MW.
20	Keonjaar	Orissa	Local Radio station with I KW MW.

2.5 The Committee desired to know on what basis was the location of AIR Broadcasting Centres determined. The Secretary Ministry of I&B said in evidence :

“Number of stations by themselves may not be that important because each station does not cover the same area. The power of the station and so many other factors are also important. The extent of coverage that is related to geo-cultural factors, how remote it is, its backwardness whether it is a border area, is there any concentration of industrial population, is it a place which is of cultural, historical importance, the availability of programme-production facilities, linkages of broadcasting and facilities are all among the various factors which determined location.....”

While conceding that the existing state-wise location of Broadcasting centres reflected some regional imbalance, the witness assured that “when we cover 95 percent of our population this imbalance will get automatically wiped out.”

2.6 The Committee pointed out that people living in border areas like Jaisalmer and Barmer districts of Rajasthan had to listen to the Pakistan Radio programmes because these places had no AIR broadcasting centres there and programme broadcasting from other AIR centres of the country were not audible. The Secretary, Ministry of I&B indicated that these areas will be covered by the end of Sixth Five Year Plan. The Committee then suggested that instead of covering these places at the end of the Plan, Government could instal transmitters there on priority basis. The witness thereupon assured the Committee that :—

“We will give priority as desired by you. Certainly directional antenna for the transmitters will definitely be installed in 1984.”

2.7 Asked what about other border areas of the country, the witness said:—

“I am not making any commitment, but our effort is to increase the number of transmitters in the North Eastern region.”

At present Telegu speaking people had got only four stations of AIR viz; Vijayawada, Hyderabad, Vishakhapatnam and Cuddapah. Asked whether there was any proposal to extend the coverage, the witness stated that in Cuddapah a high power transmitter would be inaugurated soon and that that would give improved coverage.

2.8 Asked if considering the importance of Tirupati, a transmitter would be installed there, the witness said, "it will be covered by Cuddapah. But when the Committee pointed out that Tirupati was at a height and there fore could cover a much wider area, he agreed to examine the proposal.

2.9 The Committee pointed out that in hilly areas like Manali and Kulu, Radio cannot be heard at all. The Secretary stated that that was correct. In hilly areas; they have a problem. Asked if they could not be fed by satellite the Secretary stated "It will be very erratic and expensive too. By the end of the sixth Plan 95% of the population would be covered by medium wave. That will rectify the problem of shadow areas."

2.10 The Committee pointed out that when Voice of America and BBC were able to cover the whole of South East region, how was it broadcasts from Delhi were not audible throughout our country. In reply; the Secretary stated :—

"The Voice of America is able to cover because of eight other relay centres all over the world. Those relay centres pick that up and broadcast. BBC has also relay centres. They also pick that up and broadcast.

"We are starting our national channel from Nagpur with transmitter of 1000 KW. and after that there is a plan to negotiate with certain countries to hire space so that there may be repeaters or replay centres. That is our perspective plan. I think it will be approved in the seventh Plan."

The witness added :

"We take primary coverage i.e. the radius upto which the coverage is very good. Transmission depends on a large number of other factors—climatic, temperature, magnetic activities, solar flairs. Wherever there are solar flairs, sometimes they go beyond the limit of 60 to 70 miles and sometimes less than that because of these variables."

"We realise the need for improvement of the situation. The operation of INSAT I-B will improve the matter considerably."

2.11 At the time of Independence AIR had only a small Network of 6 broadcasting centres and it has since grown to 86 broadcasting centres. The present network 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 States

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 & Diu, Pondicherry, Mizoram, Laccadive and Minicoy Islands, Dadar 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 U. P. have 8 each, Rajasthan and Karnataka 6 each, Andhra Pradesh, Bihar, Gujarat, Kerala and Tamil Nadu 4 each, J.&K., Assam, Orissa and W. 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 network and its coverage of population, the Secretary, Ministry of I&B assured the Committee that by the end of Sixth Plan when on the whole 95 per cent of the population would be covered this imbalance would get automatically wiped out. The Committee hope that this assurance will be fulfilled.

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 a 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.

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.

B. Perspective Plan for AIR

2.14 The perspective plan for the Eighties for development of sound broadcasting had the following essential components :—

S.No.	Name of the Scheme	Sixth Plan (Rs. in lakhs) (1980-85)	Ex- penditure incurred upto 30-6-83	*Outlay approved for 1980-81 1982-83
1	Consolidation & expansion of the existing services on regional medium-wave support.	6248.00	1771.67	1952.60
2	Development of a dedicated National Broadcasting Service.	890.00	37.26	31.53
3	Introduction of local radio Broadcasting for education and development.	300.00	39.72	67.40
4	Consolidation and strengthening of Commercial Service.	2300.00	107.60	60.57
		9738.00	1956.25	2112.10
	Continuing schemes.	2500.00	1328.40	1406.71
	Grand Total	12238.00	3284.65	3518.81

2.15 The Minister of Information & Broadcasting have, in a note reported that :—

- (a) Most of the *Continuing Schemes* have already reached their advanced stage of completion and will be completed during the current plan period. However, there are 3 schemes which could not make much headway due to non-availability of suitable sites and will spill over to the next plan. These are :—
- (i) Itanagar : Radio Station with 100 KW MW transmitter studios, receiving facilities and staff quarters.
 - (ii) Delhi : Broadcasting House for External Services Division/New Services Division.
 - (iii) Pauri/Srinagar (Garhwal) : Multi-purpose studios and staff quarters.
- (b) Most of the *New Schemes* are progressing as per schedule and these are expected to be completed during the current plan period. However, the following major schemes as originally envisaged will no doubt spill over to the next plan. These are:
- (i) 1000 KW MW transmitter at Nagpur with some studio facilities and staff quarters for a dedicated National Broadcasting Service.

*This information in the last column was furnished by the Estimates Committee by the Ministry of Information Broadcasting of the time of factual verification.

- (ii) 2 Nos. of 250 KW MW transmitters at Aligarh and 2 Nos. of 500 KW MW transmitters at Bangalore for consolidation and strengthening of External Services.
- (iii) Radio Stations at Agra and Jamshedpur, studio at Jabalpur, Bhadravati and Chandigarh and local radio stations at Diphu will also spill over to next plan.

2.16 The Committee pointed out that as against the total provision of Rs. 122.38 crores in the Sixth Five Year Plan, expenditure incurred upto 30 June, 1983, on various schemes under the perspective Plan amounted to Rs. 32.84 crores i.e. 19% only. Asked that when in the first 3 years of the Plan only 19% provision had been spent, will it at all be possible to spend the rest of the amount in the remaining two years of the Plan. In reply, the Secretary explained in evidence that :—

“This figure was compiled according to our accounting procedures. They do not reflect the actual ground position. In so many places much more work has been done. Equipment has been received, but the expenditure incurred owing to late receipt of final bills or passing them for payments etc. is not reflected here. That is my first point. Secondly, the Plan expenditure during the last two years is proportionately much more. So, we feel that it will be possible to spend most of the allocations made in the Sixth Plan period.”

2.17 Asked about the extent of cost over-run in execution of these schemes, the witness estimated that the cost over-run may be around Rs. 33 crores.

2.18 The Committee regret to note that as against the Sixth 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.

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.

C. AIR programmes and services

(i) News and Current Affairs Programmes

2.20 News Policy enunciated by Government for guidance of Broadcast media stipulates *inter alia*, that reporting of news has to be factual, accurate and objective. While it should reinforce fundamental principle on which national policies are based and give prominence to Ministerial statements on policy it should also give "due representation of differing view points." "It is also necessary", says the policy document, that "views critical of official policies and the manner of their implementation should find adequate time", and that "Current Affairs programme, should enlighten the people on various aspects of political, economic, social and cultural developments".

2.21 The Committee have been informed that from Delhi, 70 News Bulletins including regional (Pradeshik) news bulletins are broadcast daily in the Home Service. In the AIR set up there are 41 Regional News Units. 116 Bulletins are broadcast daily in regional languages and dialects.

2.22 The main sources of these news Bulletins both Central and Regional are (i) 4 News Agencies viz. PTI, UNI, Samachar Bharti and Hindustan Samachar (ii) Stories and information received from AIR 93 regular full time correspondents of Central Information Service and 164 part-time correspondents in India and 4 abroad (Bangkok, Cairo, Tehran & Dhaka) (iii) AIRs Monitoring Units. AIR also obtains stories and information from its 157 part-time correspondents in India and 7 abroad.

2.23 The Committee wanted to know what mechanism existed in the Ministry to see that these guidelines were followed by all AIR Stations Door-darshan Kendra in letter and spirit.

The Secretary of the Ministry of Information & Broadcasting stated during evidence :—

"The Station Directors and the Director General here in Delhi hold meetings and see that the guidelines are followed. But more important is the reaction that we get from outside and here the most important source is the Parliament questions where any discrepancy is brought to our notice immediately and that serves us as a source of information and at least makes us to take note of."

2.24 Asked whether any violations of these guidelines had come to the notice of the Ministry in recent years and if so, what was the nature of those

violations and what action was taken to prevent their recurrence., the Secretary stated :—

“If there has been any slackness regarding violation coming to our notice, not actual violation but an allegation about these guidelines having been violated immediately we swing into the work. Recently, an instance was brought to our notice regarding the Panchayat elections in West Bengal, by some hon. MPs. We verified the position and then checked up whether any guidelines were violated.”

(ii) *Coverage of Proceedings in Parliament*

2.25 Guidelines laid down for script writers of “Today in Parliament”, “Sansad Sameeksha” and “Week in Parliament” provide that while the review “cannot be a full summary of the proceedings nor an exhaustive listing of the speakers, the script writers should notice the contribution of as many members of parliament as possible, without making the review dull. The constructive points made by Members should be brought out in the review.”

2.26 The Committee pointed out that the coverage of Parliamentary proceedings by BBC was much more lively because it captured and reflected the moments of wit and humour in the U.K. Parliament whereas reviews on AIR were dull and dreary. In reply, the Secretary, Ministry of Information & Broadcasting assured that in future this aspect will be kept in view. He however pointed out that :—

“We very much like the humour in foreign countries but when it comes to our own country we do not appreciate it. When any humour touches the local sentiments, one or the other section of people get angry over it and they start lodging a protest. We can make the review lively but then people should not mind it.”

2.27 Asked why the reviews of Parliamentary proceedings mention only the names of M.Ps who speak on a subject and do not give gist of constructive suggestions made by them, the witness pleaded that this will pose a problem of covering everything in the limited time available for such reviews.

2.28 When the Committee pointed out that reviews of Parliamentary proceedings do not give a gist of Reports of Parliamentary Committees presented to Parliament, the witness assured :

“The report of Parliamentary Committee is given but the gist is not given. That should also be given. We will be more careful in future. We will give gist.”

(iii) *Promotion of Music*

2.29 AIR Stations devote 38 per cent of their broadcast time to programmes of music which included classical, folk, light, devotional film and Western music. The weekly national programme of music, the Annual Radio sangeet Sammelan and the Weekly Tuesday/Friday concerts are designed to provide the listeners the best classical music. The scheme for production of light music is in operation at 17 centres. AIR Stations devote 3.84 per cent of their broadcast time to programmes of folk music. A monthly pro-

gramme for regional and light music on the national lookup is also provided, with the objective of bringing to listeners the variety and richness of the folk heritage of the country. Vadya Vrinda Units located at Delhi and Madras concentrate on Orchestral competitions in the Hindustani and Karnataka style respectively. AIR has 13 choral groups at present.

(iv) *Vividh Bharati Service*

2.30 A "Vividh Bharati Service" was introduced in 1957 with the objective of providing a light entertainment service to the listening audience. 60% of the time is devoted to film music and the rest is covered by devotional music, light music, and a certain amount of spoken-word programmes in the form of short plays, interviews etc. Two High Power Transmitters located at Bombay and Madras are used for the transmissions.

2.31 Asked if the programme content of Vividh Bharati Service has been ever evaluated by an outside expert body and if so, with what results, the Secretary stated that so far this organisation was concerned, no regular survey had been made in respect of Vividh Bharati Services.

2.32 The Committee pointed why a popular programme like Vividh Bharati was being transmitted only from two centres. The Secretary stated that barring some portions of North-Eastern States, it could be heard throughout the country. Though the programme is produced and transmitted from two short wave stations, 29 other Stations of AIR pick up and rebroadcast it.

At Jodhpur, this programme is being relayed by short wave transmitter and subsequently broadcast by medium wave transmitter. When it was pointed out that Vividh Bharati programmes were not audible in Jodhpur, the witness assured, "We will certainly have it checked up."

(v) *Programmes for Special Audiences*

2.33 According to statistical data furnished by the Ministry of Information and Broadcasting, the following programmes for special audiences are put out from various stations of All India Radio :—

S.No.	Programme	No. of AIR stations which originate/ provide the programme	Percentage of total broadcast time devoted to the programme	Duration of programme
1	2	3	4	5
1	Farm & Home Programme . . .	61	6.3	Daily (30 to 45 Minutes)
2	Programme for Women . . .	67	1.58	Once/Twice a week (20 to 30 minutes)
3	Programme for children . . .	71	1.14	

1	2	3	4	5
4	Programme for Industrial Workers	27	..	2 to 4 days a week (20 to 30 minutes)
5	Programme for Troops	15	4.64	Daily Jaimala programme others programme off and on 3 to 7 times a week.
6	Educational Broadcasts	48	3.11	..

Besides, Delhi, Calcutta, Jammu and Hyderabad stations provided "Yuva Vani programmes" on separate channels. The other stations originated programmes for youth for a limited duration with a frequency ranging from 3 to 7 per week. One important aspect in this is the freedom permitted to the young people to choose their own subject and produce their own programme.

2.34 The Committee desired to know why only 6.3 per cent of total broadcast had been set apart for programmes for farmers, when as much as 38 per cent of the broadcast time was devoted to Music. These programmes, it was pointed helped Agriculture on which 80 per cent of the country's population depends. In reply, the Secretary, Ministry of Information and Broadcasting pleaded that Dance, Drama and Music needed to be encouraged for preservation of our rich cultural heritage. He pointed out if the time of Farm and Home Programme was increased, it could be only at the cost of other programmes.

2.35 Asked why regularly in AIR news bulletins Farmers programmes were not given. The witness assured, "We will see how it can be improved."

2.36 Asked if there was any proposal to increase the frequency and duration of programmes meant for women and children, the witness stated "at present there is no proposal to increase the time or the frequency of the programmes for women and children."

2.37 The Committee desired to know whether all the schools in the country and facilities to listen to the school broadcasts. In reply, the Ministry of Information & Broadcasting intimated as under :—

- (i) Out of 5,00,000 schools in the country, only about 73,000 schools have facilities to listen to schools broadcasts with the results that the utilisation of the school programmes is limited, though more than 15,000 programmes are designed specifically for the audience in schools.
- (ii) The programme schedules are prepared in consultation with State Education Authorities and State Council of Education. The programmes for the secondary classes are mostly coordinated to the syllabi prescribed in the States and in addition programmes of topical nature and programmes having a bearing on national integration are included. Different radio techniques are adopted to catch the attention of the listening students.

- (iii) Radio-support to University Correspondence Courses, for B.A., B.Com. is given by only three stations—Delhi, Jullundur and Tiruchirapalli, and support to the National Adult Education Programmes in terms of motivation, training and publicity is provided by 14 stations.
- (iv) Action is under way to increase the education content in broadcasts; the proposal for originating more number of educational programmes using the Yuvavani transmitter is being worked out.

2.37, A The Committee wanted to know how it is that only 73,000 out of 5,00,000 schools in the country have facilities to listen to school broadcasts, the witness stated in evidence :

“the receiving sets are provided by the Department of Education in various States. Our responsibility is to broadcast the programme. We have tried our best to optimise it. We are pressuring all the States to provide as many community viewing sets in the villages as possible. Otherwise, our expenditure will go waste because when we send a signal, nobody can see the signal without receiving sets. The States are responding very favourably. Whenever our Minister of Information and Broadcasting meets Chief Ministers of States, he emphasises this point. At the official level also, we have done it.

We stressed this point in the Conference of the Ministers of Information & Broadcasting held on 6th July, 1983, we stressed the importance of supplying TV sets to all the villages in the country and we have also written to all the State Governments in this regard and we are hopeful that a large number of viewing sets would be supplied to the villages so that the TV programme could be relayed there and could be watched by the people in the villages. We are laying much emphasis on this point.”

2.38 When asked what were the constraints in expansion of school programmes, the witness stated that :—

“We provide the channel and the means for broadcast, the primary agency here which has to strengthen the programmes and their propagation is the Ministry of Education, the University Grants Commission and the Education Departments of various State Government. Primary motivation has to come from those sources fully. Frankly speaking, not much thinking has been done in this area.”

2.39 The Committee pointed out that while freedom allowed to Youth to choose their own subjects and produce their programmes was a welcome step, there should be some Guidelines so that this freedom was not misused. In reply, the Secretary, Ministry of Information and Broadcasting said in evidence :

“There are guidelines for All India Radio and Doordarshan. Those guidelines—we call them Code—apply to them also. That is the programme should be harmless; it should not hurt the religious feelings, which creates difference or goes against the national integration. Then don't criticise foreign countries, diplomate, that sort of things.”

2.40 When asked if any study has been made of the programmes presented by 'Youv Vani' to find out whether it has fulfilled its purpose and to improve it further and if so, with what results, the Secretary stated that "There is no regular system. Research was made in 1978-79. But many letters are received about the programme. We got feedback letters about its popularity."

2.41 The Committee wanted to know if the Ministry of Information & Broadcasting had made any independent study to assess the impact of AIR's special Audience programmes especially its Family Welfare Programmes, the witness stated :

"We have no regular system of undertaking survey. In our audience research surveys, sometimes these things come up, but no separate surveys are undertaken in this connection. I think, we will try to have some sort of point surveys (with Ministries concerned e.g. Ministry of Health & Family Welfare, Ministry of Agriculture and Ministry of Rural Development etc.) because that will be more relevant."

2.42 The Committee pointed out that coverage of world scientific and technological developments on Bombay Station is more than that of Delhi Station of AIR. In reply, the Secretary, Ministry of Information and Broadcasting conceded :—

"The point is well taken. I myself feel that in the scientific field we are not giving that sort of serials and consistent programmes that we should. Now we are trying to make good that deficiency. I have requested Mr. M.G.K. Menon, Mr. Yash Pal and Mr. Jagjit Singh to produce that sort of series."

(vi) *Commercial Services*

2.43 Commercial Service was introduced in AIR in November, 1967. It has 28 Commercial broadcasting centres (proposed to be raised to 50 during Seventh Plan). There are two production centres at Bombay and Madras which produce the programmes. Advertisement content of broadcast is not to exceed 10% of the total daily programme output. Copies of recordings are supplied to the Commercial Broadcasting Centres for simultaneous variations depending upon their language groups to be served locally.

2.44 Director, Sales located at Bombay is incharge of booking advertisements. A small percentage of advertisements (10% of saleable time) is however, booked locally by the Stations. A scheme has been worked out for introduction of commercial on the primary channels of AIR Stations with a view to ensuring a larger reach of the advertisement messages. Commercial in the national network were introduced in April, 1982. The net earnings from this service were as under :—

(Rs. in lakhs)

Year	Gross Earning	Commission paid	Discount allowed	Net Earning
1979-80	1029.58	146.49	13.80	869.29
1980-81	1223.11	172.22	16.00	1034.89
1981-82	1512.13	218.72	16.00	1293.59

2.45 Asked how often the rate structure of commercial spots was reviewed the Secretary stated that :—

“The existing Commercial spot made was introduced in April, 1981. Looking to the pressure on our advertising space and the general rise in the cost of living index we take periodical reviews of these rates. There is no fixed periodicity.”

(vii) *AIR's External Services*

2.46 External Services Division now puts out broadcasts around the clock daily in 25 languages—17 foreign languages and 8 Indian languages—for a total duration of 56 hours 45 minutes the target areas to which the External Broadcasts are addressed are West, North, East and South East Asia; North West and East Africa; Australia and New Zealand; Europe and the United Kingdom and the Indian Sub-Continent, and extend, in all to 54 countries. Taking the total duration across all the Services, about 3/5th (56%) of the output is devoted to Indian Music. The principal components of the Programme fare are news, commentaries, talks, discussion interview on national and international events of current Interview. The external services carry, in all, 63 news bulletins. Of these, 57 bulletins are broadcast from Delhi, three from Calcutta, two from Bombay and one from Madras. In all, these bulletins account for 8 hours 36 minutes in the total transmission time of 56 hours 45 minutes. The Ministry of I&B has in a note intimated that :

“There is hardly any feedback on the various components of the programme fare such as talks, interviews, discussions and features; not to speak of the news bulletins and commentaries on current affairs.”

2.47 The Committee wanted to be know if the Ministry do not receive any feedback from the Indian Embassies/High Commissions and if not was this matter ever taken up with the Ministry of External Affairs. The witness stated :—

“We have taken up the matter with the Ministry of External Affairs. But no regular system has been established so far.”

The witness however, pointed out that :—

“We have received a large number of letters from our foreign listeners and they ask questions which convey the reactions. There are about 8000 letters received every month and they give us some idea of the reaction of the listeners in those countries. Whenever our foreign Missions hold the regional meetings, we get reports of those meetings and they also serve us some sort of feedback.”

2.48 The Committee pointed out that there are many South Indian families in South East Asian countries they wanted their children to know something about their culture. Most of the time given was to Tamil and not to Telugu, Malayalam and Kannada and desired that one hour's broadcast should be given for them.

The Secretary replied “we will try to arrange it.”

(iii) *Audience Research*

2.49 The Audience Research Unit of all India Radio provides link between the listeners and AIR. During the 1982-83, field studies were conducted on subjects relating to listenership and impact of family planning programmes, radio coverage of national trial games, community listening in Srinagar, general listening survey in the coverage area of Rampur and Indore, coverage of the Asian Games and general listenership in the border areas of the North Eastern region.

2.50 In Doordarshan, there are two types of Researches undertaken one for the main Doordarshan Kendras i.e. Delhi, Bombay, Calcutta, Madras, Lucknow, Jullunder, Srinagar alongwith their relay centres and the other for the Upgrah Doordarshan Kendras i.e. Jaipur, Raipur, Muzaffarpur, Hyderabad, Galbarga, Sambalpur, and Nagpur. While in the first category, the studies/surveys mainly indicate audience ratings and impact of specific programmes, in the second category, these programmes cater to rural areas. During the year 1982-83, as many as 20 studies/surveys have been done in the first category and 20 in the second category which include audience profile and need assessment studies done for the INSAT fed areas in Orissa and Andhra Pradesh.

2.51 The Committee desired to know what *modus operandi* was followed for such audience research. In reply, Secretary, Ministry of Information and Broadcasting explained in evidence that :

“We have an audience research unit and they do random sampling on the basis of specific questionnaire. They are pre-coded, and the entire data is put on computer. This is a linear system, where the survey is neither wholly sampling nor wholly structured. For example, I have asked for a quick survey in Delhi of number of persons who watch the programme from 1030 to 1100 a.m. There we will be having various categories of viewers, Shopkeepers, professionals, students, housewives, business executives etc.”

2.52 Asked if results of audience Research Surveys/studies are utilised for introducing suitable correctives, the witness replied in the affirmative and by way of example said that :—

“One example is the national programme where we were able to change the timings based on those recommendations. The commencement time of this programme has been changed from 9 p.m. to accommodate more regional programmes during peak hours. This was the result of the survey done by ten centres in the entire country. That is on the basis of a large number of representations received by us. People say: “The timings are inconvenient. We want to switch off our sets and go to sleep. If you start the news at 10.15 p.m., we have to keep aware or miss the news.” So, now the time for news bulletin will be from 9.45 to 10.00. Hindi news will be from 9 to 9.15 p.m. as usual. The national programme will be from 9 to 10.30 p.m.”

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 desire 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.

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.

2.55 The Committee are at a loss to discern any rationale in allocation of broadcasting time to various programmes putout 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 & 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, programme 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% and 1.14% 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.

2.56 As many as 15,000 programmes are designed by the AIR specifically 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 is 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.

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/Door-darshan Kendras should start a programme for teaching of other regional languages in addition to the languages of the area.

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.

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 out put. During the last 3 years (1979-80 to 1981-82), the net annual earnings (after allowing commission and discount) ranged between Rs. 8.69 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%) 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.

2.60 The Committee note that External Services 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 feed back on the various components of the programme fare such as talks, interviews, 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 feed back 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 that Ministry and a suitable system of feed back on External Service Programmes devised without any further delay.

D. Booking of Staff/Casual Artists/Journalists

2.61 The Staff strength of All India Radio (regular employees and staff Artists) during the last 3 years was as under :—

	1981-82	1982-83	1983-84
I. Regular Employees Group			
A	864	875	937
B	1191	1279	1287
C	7203	7529	7772
D	3556	3574	3625
TOTAL	12814	13257	13621
II. Staff Artists	2969	3000	3000
G. TOTAL	15783	16257	16621

2.62 Staff Artists are recruited for various disciplines in AIR for planning, production and presentation of the programmes or to assist in planning, production and presentation of the programmes. There are separate scales of fees for different categories of Staff Artists ranging from Rs. 260-400 to Rs. 1500-2000. Government, has already decided to group the staff artists into the following two categories :—

- (a) Artists;
- (b) Other employees performing functions similar to those performed by Government servants.

2.63 In June, 1980, it was decided by the Government that no booking of casual Artists should be made by the Stations/Officers of AIR except in case of an extreme urgency to avoid break down of service. Fees for news reading/announcements ranges from Rs. 25 to Rs. 50 per day's engagement. This fee also applies to comperes. As per the policy, such assignments should not, in any circumstances, exceed 3 engagements in a week and 6 in 9 months in respect of any individual.

2.64 AIR also engages a large number of persons on "contract basis" for individual performances like music, plays, talks etc. Each station has on its own roll a large number of such persons graded for light and classical music and also for lending voices in plays and other spoken word programmes. All these persons are graded and auditioned by the duly constituted Boards.

2.65 Under the existing rate structure, Journalists invited by AIR, to participate in various programmes, like 'spot light', "Samayaki", Current Affairs, etc. and Today in Lok Sabha/Rajya Sabha are paid a Fee of Rs. 150/- per talk. Those engaged for "This week in Parliament" get Rs. 200/-. Special Talks, whenever arranged on rare occasions, are paid for at the rate of Rs. 300/-.

2.66 Number of occasions when Journalists were engaged by AIR during Jan-Dec. 82 for delivering talks were as under :

Programme	No. of occasions during 1982	No. of occasions in Jan-June 83
1. Spot light	180	57
2. Samayaki	185	127
3. Current Affairs	36	22
4. Today in Lok Sabha/Rajya Sabha	88	42
5. Sansad Samiksha	29	32
6. Week in Parliament	11	9

2.67 The Committee desired to know if it was a fact that there was lot of favouritism in the matter of booking of people, the Secretary Ministry of I & B in reply conceded :

“There is scope for considerable discretion and favouritism in the matter of booking people for light music programmes and for delivering talks. We will ensure that the same people are not booked again and again. The net is cast pretty wide. But it is an area where some sort of personal preference has a play. Otherwise, I think our systems are such that much room is not left to individual discretion or choice to confer any favour.”

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 talks 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.

CHAPTER III

DOORDARSHAN

A. Doordarshan Net Work

3.1 Television was launched in India with the opening of Doordarshan Kendra, Delhi on 15 September, 1959. It was experimental in nature and its scope was limited to imparting social education. Until March, 1976, Television as a medium, functioned as a part of the Directorate General, All India Radio. On 1 April, 1976, an Independent Directorate was set up for Doordarshan so as to give a greater momentum to the efforts for development and expansion of television service in the country.

3.2 The seventies saw rapid and major expansion of television. Doordarshan Kendra, Bombay was commissioned in October, 1972 and Doordarshan Kendra, Srinagar in January, 1973. Subsequently, Doordarshan Kendras were set up at Calcutta, Madras, Lucknow, Amritsar and Jullunder. Relay transmitters were set up at Kanpur (for Lucknow) Mussorie (for Delhi), Pune (for Bombay), Bangalore (for Bombay/Madras).

3.3 Doordarshan has grown into a fullfledged mass media unit. The number of licensed TV sets is estimated to have gone up to 20 lakhs of which about 1/2 lakhs are colour TV sets. Its network comprises of 22 Doordarshan centres (7 full fledged centres, 12 Relay Transmitters, and 3 programme production centres (SITE on-going). Details of the Centres are given below :

Coverage of Doordarshan Centres

Name of Centre	Power of Service Tr. in KW	Range in Km.	Area covered sq. Kms.	Total population (in lakhs)	No. of villages covered
1	2	3	4	5	6
<i>Listing Centres</i>					
Delhi	10	58	14300	99.95	2523
Bombay	10	70-100	10000	139.89	2500
Srinagar*	10	30-70	4000	31.50	2600
Amritsar	10	65	8400	23.57	1600
Puna	0.6	52-90	15000	52.79	14000
Calcutta	10	75	17000	197.39	7500
Madras	10	80	12000	75.04	2100
Lucknow	10	60	11300	69.02	5000

1	2	3	4	5	6
Mussorie	10	165	29200	141.35	9700
Kanpur	10	75	9500	44.35	2700
Jullunder	10	80	14000	64.40	4600
Pij	1	40	5000	21.62	700
Jaipur	10	98	25400	64.01	4400
Raipur	1	40	5000	12.40	400
Gulbarga	1	40	5000	9.04	300
Hyderabad	10	75	17000	54.05	1600
Sambalpur	1	40	5000	7.36	650
Muzaffarpur	1	40	5000	41.63	1600
Bangalore (Interim)	1	22	1500	31.58	257
Nagpur (do)		25	1950	15.17	319
Panaji (do)		20	720	2.62	78
New LPTS *	100W	10	5520	59.09	..
TOTAL EXISTING COVERAGE:			221790 6.74%	1258.42 19.11%	52567

In addition 20 Lower Power Transmitters have recently been commissioned at Aizwal, Agartala, Bhubaneshwar, Gangtok, Gauhati, Imphal, Itanagar, Kohima, Malda, Shillong, Patna, Bhopal, Indore, Trivandrum, Simla, Deoria, Jammu, Port Blair, Suratgarh and Kakinada.

3.4 A 15 year Perspective Plan (1985-2000) which was formulated for expansion of Doordarshan had acknowledged the fact that "spread of television has been rather uneven as between various states". The Plan, it was stated, was to be executed in three phases at estimated expenditure of Rs. 680 crores. On completion of the schemes under this plan, 50% of the Area and about 75% of the population was to receive regional service in their own language on VHF. Satellite Service was to provide all India Service.

3.5 The Committee wanted to know that, if the spread of television in various states had been rather uneven, what steps were taken by Government in the past to rectify this imbalance, the Secretary in reply stated :

"This perspective plan is actually self of projects which are taken up as resources became available and the plan approved. These are a sort of futuristic projections. It was completed in 1982 and after that the present expansion plan approved in July, 1983 has completely changed the picture because at that time it was not visualised that in 1983 a special plan will be approved and the expansion of this order will materialise. In the present plan care has been taken to see that the coverage—it cannot be exactly equal everywhere is fairly even."

*Note : 19.11% relates to primary coverage whereas usable TV Signals are available to approximately 25 of the population.

3.6 Under the Expansion Plan (1983), as many as 139 TV transmitters will be set up in 1984-85. The Committee desired to know how much expenditure will this Expansion Plan entail and what population coverage will be achieved. In reply, the Secretary revealed :—

“It will cover 70 per cent of the population by the end of next year (1984)... Expenditure involved will be Rs. 68 crores.”

3.7 The Committee asked how was it that while the Perspective Plan (1985—2000) which was to cover 75% population by 2000 AD, had estimated the cost involved as Rs. 680 crores the Expansion Plan providing population covered coverage of 70% would cost only 68 crores. In reply, the Secretary explained :—

“The figure 75% is actually related to primary coverage. If you take the secondary coverage, it will work out to 88% or so. In the Perspective Plan, we had provided for programmed production facilities at each major transmitter Centre which means the local studies, could produce their own programmes, could transmit their own programmes, locally. This will involve a very heavy expenditure whereas the existing transmitters 139 in number which are being installed will be only relay centres. They will not have independent programme facilities.”

3.8 Asked how many rural and urban areas would be covered, the Secretary stated that according to rough calculation India's urban population is 20 percent and the rest is 80%. Considering that, even if out of this Urban population was 20 percent, even then 50 percent rural population was covered.

3.9 The Committee wanted to know whether there were any specific guidelines or any basic norms or any kind of rules and criteria by which decision was taken regarding the places where they should have the station. The Secretary informed the Committee :

“All places with a population of one lakh or above will be covered. In addition to that, certain border areas, strategic areas or project areas and isolated areas where huge projects have been put up will be covered.”

3.10 Asked when it would be possible for Doordarshan to cover the entire population of the country the Secretary stated that :

“It has not yet been worked out. The Seventh Plan is now under preparation, we will see how far we are able to go depending upon the indications of the resources. So, hundred per cent coverage will take a long time. There are certain areas. Take, for instance, Assam, it is so thinly populated. Installation of one transmitter will cover 20%.”

New L.P.Ts., towers were being constructed both at Bhiwani and Hissar. The Committee pointed out that there was a 800 feet high hill between Bhiwani and Hissar. Asked if it would not have been better to set up only one High Power tower on that Hill which could serve both the places. In reply a representative of the Ministry stated that “These low power transmitters, both at Hissar and Bhiwani would be transmitting the signal as required. The range is limited. A particular grade of signal is needed for a brighter reception there.”

3.11 The Committee wanted to know when 70% of the population is covered by Doordarshan, was there any proposal to introduce another Channel to enable the people to have a choice. In reply, the Secretary, said :

“Creation of a second channel is like creating a parallel network. It is a very expensive proposition. In the current Plan at least, no funds are available for starting the second channel.

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 the 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 percent 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 A.D.

3.13 Another step that 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.

B. Programmes and Services

(i) National Programme

3.14 With the launching of the first multi-purpose Communication Satellite (INSAT-1A) on 10 April, 1982 it became possible for Doordarshan to telecast simultaneously a common programme over all its transmitters. The broad plan and objectives of a National Programme were discussed in the Conference of State Information Ministers held in July, 1982. With effect from 15 August, 1982 a 1/2 Hour Common National Programme was launched on TV with the objectives of promoting National Integration as well as improving the quality of the programmes. Besides two 15 minutes News Bulletins, one each in Hindi and English, selected items produced by regional Doordarshan Kendra on music, dance, current affairs, sports, etc. are included. The representation is also given to the programmes in various regional Languages. Though the emphasis is on visual, a large portion of these programmes are being cast in colour.

3.15 The Committee pointed out that the launching of National Programme was no doubt a step in the right direction but it had not as yet succeeded in promoting national integration among the people. In this context, the Committee asked if showing of National Festivals on TV could promote national integration. In reply, the Secretary, Ministry of I & B said :

“We have already started doing it. If you had the occasion to see some of the programmes, we showed Dussehra in about twelve different exposures at different places and from South Durga Puja and Navratri and inter-relationship of theirs and how these are celebrated in different parts, its significance for the people and we intend to continue this. They are related to the life and culture of the people and how they fit in our life cycle.”

3.16 Asked if in the interest of national integration, it would not be better to show on TV on National Holidays like Independence Day and Republic Day visual extracts from the 1947 film taken on the eve of Independence and speeches delivered by Mahatma Gandhi at his prayer meetings, the witness stated :

“This is an excellent idea. We will definitely follow it up. In this year’s Republic Day parade, I hope, you will find this idea incorporated.”

3.17 The Committee observed that yet another way to promote national integration is to show not only place of tourist interest but also places of pilgrimage interest and cultural life of important cities. In reply, the witness pointed out that :—

“We are showing a series—Places of pilgrimage—once a fortnight in the national programme. This is for all religions. You have Jain saints, Hindus, Sikhs and so on. Such things have been produced and shown on TV.”

3.18 Asked whether Govt. had produced any films on important projects which Pandit Jawahar Lal Nehru had called modern temples, e.g. Bhakra Nangal and other such projects, the Secretary said “Films Division has produced large number of such films. They have covered some of the important projects.”

(ii) *Dance, Drama and Music Programmes*

3.19 According to the Annual Report of the Ministry of Information and Broadcasting for the year 1982-83 the following facts about the dance, drama and music programmes deserve mention :—

- (a) Keeping in view the country’s rich heritage of music and dances, Doordarshan has been devoting a large part of its transmission time to music and dance programmes. The Doordarshan Kendras identify talents in their areas, audition them and provide them opportunities to give performances;
- (b) The dances of India find a place of pride in Doordarshan programmes. While celebrated dance Artistes of classical dances are invited to perform folk and modern dances are also encouraged and telecast;

- (c) Doordarshan Kendras regularly produce and telecast plays on various themes. Well established playwrights are approached to write for Doordarshan. Novels, stories and plays of famous authors are suitably adopted for use over Doordarshan.

3.20 Commenting on the National Programmes on Dance, Drama and Music, out by AIR and Doordarshan, it has been stated, in a memorandum, by a non-official that :

“National Programmes of Music, Drama and dance are by their nature programme of minority interest since they are meant for sophisticated minorities of taste or knowledge. 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 and discover expertise beyond the narrow circle to which radio stations or Doordarshan Kendras confine themselves.”

3.21 The Committee pointed out that quite a number of young and talented artistes are coming up, but they are not afforded opportunities to appear on T.V. A number of amateurs who grow into professionals at a later stage give very good concerts and programmes at the state level. If such people could be picked up and given encouragement at the national level too, it could bring about variety in TV programme. In reply, the Secretary said in evidence :

“I had an occasion to notice that in Bombay TV the performance of some absolutely new artistes is given, two or three artistes in one programme. ‘Aarohi’ is the name of that programme. This is a window for exposure of new and budding talents. Then we have audition tests where new artistes come. Their voices are tested, and that is how we actually prepare panels of young artistes. Grading is given and periodically the grading is also revised; the grading of those who are promising is revised upwards. There are constant searches going on for new talents.”

3.22 The Committee desired to know whether they had any method to attract the rural talent. The Secretary stated :

“We have a Youth Programme from a large number of radio stations where they get an opportunity. Similarly we have Krishi Darshan programmes where music and folk art forms are included. I think this fact cannot be denied that people living in the villages have lesser opportunities in all walks of life as compared to the city dwellers, not only in AIR or Doordarshan. They get a raw deal. There is no doubt about it. This is a national problem”

3.23 The Committee wanted to know if any concrete measures have been taken to broaden the area of choice and discover new talent for National Programmes of Dance, Drama and Music. The Secretary submitted :

“So far as new talents are concerned, we are always on the look out for new talents and we give opportunities to upcoming artistes to perform on TV. We are introducing sponsored programmes and by enabling private producers to acquire equipment for producing programmes. We are also diversifying our programme format. We will be starting a science series, science for the common man, and also programmes on our cultural heritage. We will be giving a richer fare within a couple of months.”

(iii) *Feature Films and Films based Programmes*

3.24 Hindi Feature Films are telecast from each Door ha n Ken dra once a week except Doordarshan, Jullundhar and Delhi where the frequency is twice a week. Films in regional languages are also telecast once a week from Delhi Centre. The Films, it has been stated, are selected by a "Committee of Senior Officers, and categorised into three categories viz., 'A', 'B' and 'C' depending, *inter-alia*, on thematic, cinematic and entertainment value of the film. The rate depends on this categorisation as also the Kendra from where it is telecast.

3.25 A non-official has expressed the view that "AIR and Doordarshan have yet to devise good entertainment programmes. Till today the programmes under this description are broadly film based programmes be they feature film, Chitrahaar, Film songs or programme based on film persons in which full use is made of film material. Good entertainment programme are as near as oasis in a desert of dreary." According to a reputed Artist "Most programmes are insipid, dull, monotonous and uninteresting.

3.26 It has been stated by a non-official Institute that :

"There are too many film based programmes including screening of feature films at present. Doordarshan has almost become one more outlet for cinema. This tendency should be curbed. Doordarshan has a wonderful opportunity of developing a new genre of film i.e. television film. For less than the amount paid to feature films as royalty, Doordarshan can commission good television films."

3.27 The Committee wanted to know whether government or Door-darshan had received complaints that selection of feature films was not proper and that often films telecast were the ones which had flopped at the box office. In reply, the Secretary Ministry of I & B explained in evidence that :-

"There are complaints from viewers and film-makers regarding the selection of feature films. But annually our requirement is such that good, bad and indifferent films get picked up. Our requirement is 104 films and the production is less than 100. The only problem is categorisation B or C because the royalty depends on that. Here also we have guidelines. A—this sort of film and B—this sort of film, like that and the Selection Committee does apply those guidelines."

3.28 Asked if, selection of films should not be entrusted to some independent body rather than leave this task to officials of Doordarshan itself, the witness pleaded that :-

"We are considering a proposal that instead of purely an official committee, the head of the Committee should be some prominent lady social worker of the city and then one representative of the film industry also will be there as they are affected and they also complain. So at least two outsiders should be there. A journalist or a film critic can also be associated. So when the composition changes, it will improve but still the complaints, I think, will remain. But the criticism that it is purely a group of officials who select it will be to some extent eliminated."

3.29 The Committee recalled that T.V. had started telecasting historical pictures like 'Pukar', 'Sikander' etc. but such pictures are no longer shown on T.V. The witness said that they fall back on old historical pictures only when others were not available. When the Committee pointed out that many people like such pictures, the witness pleaded that "If a survey is conducted, it will be seen that people want to see high budget and fast movies."

3.30 The Committee observed that there are some very good Art Films like 'Sahib Bibi Aur Ghulam' in which heinous crime was shown but it was shown in such a way that a viewer gets a strong revulsion against violence at the end of that film. Asked why vulgar and cheap films which depict sex and crime and leave a bad impression on young minds and lead to criminal tendencies, are approved by the Film Censor Board and shown on T.V. In reply, the Secretary explained :

"I agree that such films have increased criminal tendencies. I have seen the Guidelines of the Film Censor Board. These are very good. The Board's role is very limited. The Board appoints a Panel of 4 or 5 people. The Board comes into the picture after an appeal against the decision of the panel is received. This time we have the Chairman of the Censor Board that his efficiency would be judged by the member and nature of complaints received against him. Our latest instructions are that even if such films are passed by Censor Board, there should be massive cut of all scenes which are vulgar or which depict sex or crime."

3.31 The Committee pointed out that in recent years, anti-social people had started showing "blue pictures" on video sets and charging exorbitant money for such shows. On the one hand these shows polluted the young boys and girls of impressionable age and on the other result in loss of entertainment tax to Government. Such shows also affect the film industry. In reply, the witness said :—

"We have written to the State Govt. We are amending copyright cinematography Act and we have issued instructions to the States in consultation with Law Ministry. Those who organise the video film shows will have to provide the same facilities to their visitors as are being provided by picture Houses. We have recommended that the same restrictions may be imposed on them as are being imposed on Picture Houses."

3.32 Asked whether considering the non-availability of good film it would not be advisable to telecast from Dehli TV only one good film a week, and thereby reduce our dependence on feature films and film bound programmes. The witness assured that :—

"We like to decrease our dependence on film-based programmes. Theatre groups were approached in different parts of the country; and we are asking them to modify some of their programmes lightly to suit the requirement of TV. Gradually we are trying to replace film-programmes. Emphasis is on family serials, social relevant aspects, folklore, traditional art forms etc. . . our attempt has been to replace gradually the Thursday film and to show one good programme one at a time if not two at a time. Two at a time will be difficult. This is what we are thinking of".

3.33 The Committee desired to know if it would not be better for Doordarshan to produce its own films rather than depend on the film industry. In reply, Ministry of Information & Broadcasting have, in a note, intimated that :—

“Doordarshan do not have plans for production of TV films as there is already private film industry, in the country. However, sometimes films of short duration are produced by some eminent producers for Doordarshan e.g. a feature film (Sadgati) was produced by the eminent producer Shri Satyajit Ray and Shri B.R. Chopra is producing two films namely ‘Teri Meri Kahani’ and ‘Dharti Aakash’ for Doordarshan.”

3.34 Asked why Doordarshan had not thought of producing film on national struggle for independence, the Secretary, Ministry of Information & Broadcasting said :—

“Actually we do not produce these films. Films Division have produced documentary films with 20-minute duration on various aspects of the national struggle for independence. Those films are produced by the Films Division. But full-length feature films have not been produced either by the Films Division or by anybody else.”

3.35 The Committee pointed out that the feature films on ‘Gandhi’ produced by a foreigner had been very much appreciated by the people everywhere. Asked why some aspects of the national struggle for independence could not be depicted in the form a film which could be shown to the younger generation so that they could have a peep into the country’s history. The Witness assured :—

“We will note this point and tell the Government that various films on national struggle for independence aspect should be covered by the films Division through the production of their films right from the beginning.”

As regards Foreign feature films, it has been stated that they are selected for telecast on Doordarshan at “suitable frequency.” These are obtained from (i) National Films Development Corporation (NFDC), (ii) Soviet Export Film and (iii) Motion Picture Export Association of America. The selection Committee for selection of foreign films is the same as for Hindi Films.

3.36 Asked which are the countries whose films have been telecast from Doordarshan from time to time, the Secretary stated that the :—

“largest number of films are in English; they come from USA. We have shown films from U.K., West Germany, USSR, France, Italy, Japan, Cuba, Poland etc. Some of them are award-winning films also. They get appreciation from international film festival.”

3.37 Asked whether we should not have films from Third World Countries as well. The witness assured :

“We will lay special emphasis on the third-world cinemas also. We will invite producers from third-world countries.”

The Committee wanted to know if, on reciprocal basis, Indian Films were also shown over the net work of those countries and if so, what charges do we get therefrom. The Secretary pointed out that :—

“It is not possible to have reciprocal arrangements; it is the choice purely of the individual network. If they think their audience will be interested in a particular film of a particular country, it is for them to get it. This is not done on any mutual bilateral basis or any exchange arrangements.”

3.38 The Committee pointed out that there have been some important feature films brought out on the cultural life of cities like London, Paris etc. They wanted to know if Govt. had brought out such type of films on the prominent cities of India which might have market in other countries. The Secretary conceded :—

“There has not been a well thought-out move to produce films on our cities for screening abroad. I think it will be a part of our foreign publicity. Our embassy may take this up on culture exchange basis. We have prepared a list of about 50 or 60 films of TV and Films Division and we will give this brochure to them so that they may send this to the embassies abroad.”

(iv) *Rate Structure for telecast of Feature Films and Song and Dance Sequences*

3.39 The existing rate structure for payment for black and white Hindi feature films per centre for a single transmission is as under :—

(Rupees)					
Category of Films	1. Delhi 2. Musories 3. Bombay Pune Bangalore Panaji	1. Calcutta 2. Madras 3. Jullundur Amritsar	1. Srinagar 2. Lucknow Kanpur 3. Hyderabad 4. Jaipur	All trans of 1 KW 1. Raipur 2. Muzaffarpur 3. Gulbarga 4. Sambalpur 5. Nagpur 6. 20-Low power transmitters.	
	1	2	3	4	5
<i>I Films</i>					
A . . .	20,000	15,000	10,000	3,000	
B . . .	15,000	10,000	7,500	2,250	
C & Repeat telecasts	10,000	7,500 c	5,000	1,500	
Note(i):— For films telecast in colour 25% extra over the rates of payment for Black & White film is admissible.					
<i>II Children Films</i>					
1. 5mts. or less	400	350	250	60	
2. 5mts. to 15 mts.	600	500	400	90	
3. For each next 15mts. or part thereof	600	500	400	90	

Note(ii):— There are Separate rates for Hindi feature films telecast in National Network simultaneously from all Kendra.

3.40 The Committee enquired if the economics of producing films for T.V. by Doordarshan had been worked out and if so, what it indicated. The Secretary, Ministry of Information & Broadcasting stated that :—

“The total expenditure on hiring of all the feature films in 1982-83 was Rs. 1.2 crores. We telecast about 100 films in a year. Amount of payment for producing TV films varies from producer to producer and according to the length of the film. There is no separate budget for this but one good film normally cost Rs. 4 lakhs. Satyajit Ray was paid Rs. 4½ lakhs for Sadgati”.

If by economics we mean economics *vis-a-vis* commercial films, which we show on T.V., then 2-1/2 hour film by Doordarshan will cost much more. It will cost about Rs. 8 lakhs, but that becomes our property. But we are now trying to have our own films for T.V. 19 such films are either under production or have been produced specially for T.V.” (These films are approximately of half-an hour’s duration)

3.41 The Committee wanted to know that just as a publisher had to give a copy of his Book to Government free of cost under the Press and Registration of Books Act, was it not possible to make it incumbent on producers of films to make available a print of their film free of cost for being telecast on Doordarshan. One way could be to impose a condition at the time of censorship that no royalty will be paid for showing the film on T.V. In reply, the Secretary assured that :—

“If we do so, it will be better. I will convey the wishes of the Chairman and the Committee to my Minister.”

3.42 As regards telecast of Song and Dance sequence from films, it has been stated that charges therefor were being paid to the Distributor at the rate of Rs. 250/- per 15 minute sequence from a feature film in a day’s transmission but a decision has now been taken to have the song and dance sequences from Hindi feature films only from the producers for all India telecast. The capsules so prepared would be in colour and telecast on National hook up. The rate, however, would consist of a basic royalty of Rs. 3,000/- per song sequence and a fee of Rs. 25/- per song sequence for telecast from each transmitter. The Committee wanted to know if the economics of the new rate structure had been worked and whether it is going to be economical as compared to the earlier arrangement. In reply, the Secretary Ministry of Information and Broadcasting explained in evidence that :—

“Actually, this programme is transmitted from Delhi. We have 41 transmitters and Rs. 25 per song is charged. This comes to Rs. 1,025 plus Rs. 3,000 as the royalty totalling to Rs. 4,025. I think that the earlier arrangement will be more expensive. It might exceed Rs. 5,000.... As compared to the earlier arrangement this arrangement is more beneficial from our point of view.... We have not taken into account the rate structures obtaining in other countries.... This is an *ad hoc* arrangement.”

3.43 When the Committee wondered how could the new rate structure could be regarded as more economical when all the 180 T.V. transmitters start functioning in 1984, total amount payable on this account would work out to as much as Rs. 7,500 for 180 transmitters (including Rs. 3,000 as royalty), the witness said :-

“There are already pressures to that effect. Of course there will be pressure for increasing the rate. If a situation arises, we will see.”

(iv) News and Current Affairs

3.44 News Bulletins one each in Hindi and English for 15 minutes each are telecast as part of the National Programme daily from Doordarshan Kendra, Delhi. The major Doordarshan Kendras telecast in addition, one bulletin each in their respective regional languages. Thus Bombay has one Bulletin in Marathi, Calcutta in Bengali, Madras in Tamil, Jullandhar in Punjabi, Lucknow in Hindi, Ahmedabad in Gujarati and Srinagar in Kashmiri and Urdu. These Bulletins cover important national and international events including sports and games.

Besides, different Doordarshan Kendras have been telecasting extension programmes of varying duration on Agricultural, Animal Husbandry, Forestry, Irrigation, Cottage and Small Scale Industries, Health, Hygiene, Sanitation, etc.

3.45 The Committee pointed out that News Bulletins being telecast on TV did not give weather forecasts for the benefits of farmers, fishermen and other people. In reply, the Secretary, Ministry of Information & Broadcasting assured in evidence that :—

“We have now finalised arrangements with the Deptt. of Meteorology. From INSAT, they are now taking direct pictures about cloud formations, depressions etc. We have already prepared a few proto-type programmes. With the help of those satellite pictures, a specialist will come and a separate time slot will be allotted to him to give news about the development of weather conditions in the earlier 24 hours.”

(vi) Soft Ware Policy

3.46 The Ministry of I & B have intimated, in a Note, that “With the increase in area coverage the major problem that Doordarshan faces is how to devise software policy to meet demands of rural and urban audience, their language preference and interest in wide variety of subjects taking into consideration availability of only one Channel.” Government therefore constituted a Working Group on Software Policy in December, 1982 under the Chairmanship of Dr. P. C. Joshi.

3.47 Asked what progress has been made by this Working Group, the Secretary, Ministry of I & B stated that the report was under drafting and was expected within a month. He added that many of their plans of improving the Software production were awaiting their recommendation so that they do not run counter to what they say. He assured that no time would be lost in processing the recommendations of the Working Group.

3.48 The underlying objective in launching a 1-1/2 hour “National Programme” on Doordarshan network from 15 August, 1982 was to promote National Integration and improve the quality of programmes. At present, all that this programme contains is two News Bulletins, one each in Hindi and English, and a few selected items produced by regional Doordarshan Kendras 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 minds of the viewers throughout the country the values of patriotism and tolerance through this programme. The Committee recommend that the programme 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.

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 limiting the choice to few celebrated Artists 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.

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 "Chit-rabar", "Chitramala", "Baten Filmon 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.

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 in the country produced above 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.

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 officials 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.

3 53 The Committee are glad to note that Doordarshan had commissioned the production of a few short duration films from eminent film producers e. g. "Sadagati" 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.

3 53A. The Committee find that Doordarshan had been telecasting foreign feature films mainly from USA, U.K., 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.

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 public 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."

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 day's 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 a 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. 5,000 but under the new dispensation it will be Rs. 4,025. The Secretary admitted in evidence that the new rate structure is not an 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 renegotiate the rate at an appropriate stage.

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.

3 57 In December, 1982 Government has 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 and 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.

C. Community Listening/Viewing Scheme

3.58 A non-official Institute came up with a suggestion that Community listening/viewing facilities should be created in rural areas inhabited by weaker section of society so that AIR/Doordarshan Programme could reach these people. In this context, the Committee wanted to know what the present position was. In reply, the Ministry of I & B stated in evidence :—

“Now the Government does not provide community viewing sets for radio listening except in Jammu and Kashmir. T.V. sets were first provided under SITE Experiment. Now under INSAT we will be providing 2,000 direct reception sets and other type of sets. At present the sets are around 8,000. We have been aware of the fact that in a country like India 8,000 sets are neither here nor there. If we provide one set in a small and two sets in a big village, we may require about 7,00,000 sets. After this decision to expand T.V. network was taken, Ministry of Information and Broadcasting convened a Conference of all the Ministers of the States and it was strongly emphasised that to get maximum mileage from the extension, the State Government should formulate schemes for providing maximum number of community viewing sets. We use medium for social purposes and that purpose will not be fulfilled unless a large number of villagers are in a position to watch this programme. We have been in continuous correspondence with the State Government on one hand and the manufacturers of sets on the other. The response from the States has been encouraging.

The State Governments are gradually realising that more and more community viewing sets should be provided to exploit the social potential of this medium. Regarding the manufacturers, we are asking them to produce specially rugged sets and create maintenance facilities. We will be having four or five such producers, recommend them to the States. The principal condition for commendation will be that adequate maintenance facilities will be there which will be ultimately withdrawn and taken over by the State Government. But to begin with maintenance will be done by the suppliers.”

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

CHAPTER IV

ORGANISATIONAL MATTERS

A. Replacement of Machinery & Equipment

4.1 Committee wanted to know the state of machinery and equipment in use in A.I.R. and Doordarshan studios and if there was any plan to replace the machinery and equipment which had already outlived its normal span of life, the Secretary during evidence explained —

“though we try to replace old machinery continuously yet, owing to non-availability of funds, in many stations both Doordarshan and AIR have to use very much out-dated machinery by modern standards. Even our recording facilities in AIR stations are not upto the mark and very high class musicians insist on recording on outside studios. We have a plan for replacement of machinery, but that is limited to the availability of funds. Recently, we have prepared another fresh plan of Rs. 20 crores and requested the Planning Commission and the Ministry of Finance to raise our Plan ceiling, because our plan funds are already committed. If it is sanctioned, at least on the TV side, we will be able to possess fairly up-to-date equipment.”

As regards AIR, the Ministry of I&B have intimated in a Note, that for replacement of old machinery and equipment in AIR during the period 1985-95, they would need funds to the tune of Rs. 61.90 crores.

4.2 Committee enquired about the adequate arrangements for maintenance and repair of machinery and equipment, the Secretary said :—

“The arrangements for maintenance and repair are very very adequate. That is the reason why these machinery have been used in our country for 30 years, even though their normal life is 10 years.”

4.3 Asked if the machinery and equipment required for AIR and Doordarshan were produced in the country or they had to be imported, the Secretary informed the Committee that:—

“Most of the equipments now required are produced in the country except very high power transmitters, short wave transmitters, high quality microphone in the studio and on the TV side some film adjusting tables and some more sophisticated type of equipment; leaving that aside, most of the equipments are manufactured in India.”

4.4 When asked about the average life of the machinery, a representative of the Ministry of Information and Broadcasting stated that —

“On the TV side, the average would be ten years for most expensive units like studio cameras, VCR etc. For other things, which are not moving, like micro-wave link, it is 15 years. For portable tape-records etc. which are used outside and where a lot of movement is involved the life is fixed at five years. So, on the TV side the general life is between 5 and 15 years..

4.5 The Committee wanted to know whether the life of all equipment and machinery both in the radio and TV had expired, the Secretary stated.—

“That is not the position, because we keep changing the equipment continuously. If it is really bad, then our transmission failure would have been far more frequent. One is the life of the equipment and the second is the technical excellence of the equipment. In the field of electronics the rate of obsolescence is the fastest. In 3 to 5 years in other countries the equipment become out-model, even if workable. In India we cannot afford the luxury of the latest all the time and discard all equipment which are so out-moded. All the equipment is not so out-moded. but they have outlived their life.”

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 musicians 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 outmoded 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.

B. Budget Estimates

4.7 The sanctioned budget Grant and the actual plan expenditure of AIR and Doordarshan under Capital Section has been as under:

Year	krs)			
	Doordarshan		All India Radio	
	SBG	Expenditure	SBG	Expenditure
1979-80	470.85	231.73	830.62	345.95
1980-81	367.45	298.87	526.73	507.035
1981-82	903.20	943.32	1191.15	1118.71

4.8 The Ministry of Information and Broadcasting explained in a Note, that SBG for 1979-80 for All India Radio was Rs. 330.62 lakhs under 'Capital' Section Against this SBG, provision in the Revised Estimates was Rs. 423.33 lakhs. There was, thus, a shortfall of Rs. 407.29 lakhs in the Revised Estimates with respect to the SBG. The downward revision in the Revised Estimates provision was necessitated because of mainly :

	Rs. in lakhs
(1) Less payment becoming due for Aligarh Transmitter	96.00
(2) Non-sanctioning of 6th Plan Schemes due to economy instructions	293.00
(3) Non-implementation of works of staff quarters at Suratgarh, Smila and Port Blair, non-receipt of A/C Plants, etc.	18.00
TOTAL :	407.00

4.9 When the Committee pointed out that actual plan expenditure in 1979-80 had been less than the sanctioned budget estimate even in the case of Doordarshan, the Secretary, Ministry of Information and Broadcasting pleaded in evidence :

“1977-80 were the years of the rolling plan. Earlier the plan was changed. Owing to acute scarcity of resources, at that time Government had issued instructions to go slow. Even when the next Plan was drawn up the Fifth Plan in 1980—for the first two years because of adjustment only the on-going schemes were financed and money was not provided for fresh schemes.

It will be seen, once the funds became available in 1981-82 against an allocation of Rs. 12 crores, our expenditure was Rs. 11.22 crores and in 1982-83 against an allocation of Rs. 14.10 crores, our expenditure was Rs. 14.50 crores.”

4.10 The Committee desired to know whether any proforma Accounts are prepared for the AIR and Doordarshan and if so upto what year were they ready. In reply a representative of the Ministry of Information & Broadcasting said :

“So far as the proforma accounts of AIR and Doordarshan are concerned, they are available upto 1975-76. After that, that is 1976-77 onwards since Doordarshan came into being as a commercial organisation from 1-4-1976, it took some time to have a division of the assets between AIR and Doordarshan. Now that problem has been sorted out and the proforma accounts will be ready for 1976-77 in a month's time, and thereafter regularly they will be available. As a matter of fact, there has been a report of the Audit also that these should have been ready. It was also mentioned that there have been problems on this score and all these accounts have been compiled by the various centres of AIR, are delayed. As a matter of fact there are 136 units which compiled the accounts and each units accounts are audited by the auditors of the C&AG. Upto 1976-77 the accounts of all the units have been compiled and audited, and for 1977-78 they have audited all of them except four and for 1978-79 they have audited majority of the units except one. So, as a matter of fact, the progress is very good. Once this problem of division of assets is sorted out, it should be possible to bring out the audited proforma accounts.”

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.

New Delhi

March 23, 1984

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Estimates Committee

APPENDIX

Statement of Recommendations/Observations

S.No.	Para No. of Report	Recommendations/observations
1	2	3
1	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.
2	1.7	The revised guidelines issued by Government in July, 1980 <i>inter alia</i> 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 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.
3	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

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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.

- 4 2.11 At the time of Independence AIR had only a small Network of 6 broadcasting centres and it has since grown to 86 broadcasting centres. The present network covers 89 percent of the population and 79 percent 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% or more in the States of Manipur (99%) Gujarat (98%), Haryana and Punjab (97%), Tripura (96%) and Uttar Pradesh (95%), it is as low as 75 per cent or less in the States of Himachal Pradesh (75%), Sikkim (74%) and Meghalaya (40%). Again while the population coverage in Union Territories of Chandigarh, Delhi, Goa, Daman & Diu, Pondicherry, Mizoram, Laccadive and Minicoy Islands, Dadar Nagar Haveli is 99%, the coverage in the Union Territory of Arunachal Pradesh is only 75%. 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 U.P. have 8 each, Rajasthan and Karnataka 6 each, Andhra Pradesh, Bihar, Gujarat, Kerala and Tamil Nadu 4 each, J&K, Assam, Orissa and W. 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 network and its coverage of population, the Secretary, Ministry of I & B assured the Committee that by the Sixth Plan when on the whole 95 per cent of the population would be covered this imbalance would get automatically wiped out. The Committee hope that this assurance will be fulfilled.
- 5 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.

- 6 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.
- 7 2.18 The Committee regret to note that as against the Sixth 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) Schemes for a Boardcasting 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 nonavailability 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.
- 8 2.19 3 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 Boardcasting 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 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.

- 9 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 desire 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.
- 10 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.

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- 11 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 & Home Programmes" which are meant for development of agriculture on which 80 percent of our population depends is devoted 6·3 per cent of the broadcasting time, programme for Troops who are responsible for the defence of the country are given 4·64 percent of the time, Education programmes get 3·11 percent, programmes for women and children are given 1·58% and 1·14% 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 for:
- 12 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 Schools 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.

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| 13 | 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. |
| 14 | 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. |
| 15 | 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 percent 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%) 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. |
| 16 | 2·60 | The Committee note that External Services 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 feed back on the various components of the programme fare such as talks, interviews, of discussion 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 feed back 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. |

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| 17 | 2·68 | <p>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, a 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 talks 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.</p> |
| 18 | 3·12 | <p>Lunched 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 percent 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.</p> |

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- 19 3·13 Another step that 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.
- 20 3·48 The underlying objective in launching a 1½ hour "National Programme" on Doordarshan network from 15 August, 1982 was to promote National Integration and improve the quality of programmes. At present, all that this programme contains is two News Bulletins one each in Hindi and English, and a few selected items produced by regional Doordarshan Kendras 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 minds of the viewers throughout the country the values of patriotism and tolerance through this programme. The Committee recommend that the programme 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 it 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.
- 21 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 limiting 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.

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22. 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 telecast one regional film in a week. Other film based programmes are "Chitrahah", Chitramala", "Baten Filmon Ki", interviews with people engaged in film industry, etc. The Committee feel that is not desirable to lay undue emphasis on films and film based programmes.
23. 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 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.
24. 3.52 It transpired in evidence that selection Committee which is responsible for selection of films consists only of official 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 officials 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.
25. 3.53 The Committee are glad to note that Doordarshan had commissioned the production of a few short duration films from eminent film producers e.g "Sadagati" 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.
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| 26 | 3·53A | 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. |
| 27 | 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." |
| 28 | 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 a 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. 5,000 but under the new dispensation it will be Rs. 4025. The Secretary admitted in evidence that the new rate structure is not an economical one because when 139 new transmitters are installed, the total expenditure for one song sequence would jump up to Rs. 7,5000. The Committee recommend that Doordarshan should renegotiate the rate at an appropriate stage. |
| 29 | 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. |

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30. 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.
31. 3.59 It is indeed surprising that as against the requirement of 7 lakh T. V. sets for community viewing in villages, only 8,000 sets are available in villages at present. The Committee feel that in order to 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.
32. 4.6 The Committee have been informed that many stations both of AIR and Doordarshan have to use outmoded 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 outmoded 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.
33. 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.