



RADIO & TELEVISION

Report of the Committee on Broadcasting & Information Media

**Ministry of Information & Broadcasting
Government of India
New Delhi**

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INTRODUCTION

In order to evaluate the work at present being done by the various Media Units of the Ministry of Information and Broadcasting, in the light of the high professional standards required of them, and with a view to suggesting measures, both on short-term and long-term basis, the Government of India in the Ministry of Information and Broadcasting by Resolution No. 1/1/64-CBIM dated December 4, 1964 appointed a Committee with Shri Asok K. Chanda as Chairman and the following as Members:—

1. Shri Nath Pai, M.P.
2. Shri M. S. Gurupadaswamy, M.P.
3. Dr. L. M. Singhvi, M.P.
4. Smt. Kamala Chaudhri, M.P.
5. Shri Vidya Charan Shukla, M.P.
6. Shri Hasan Zaheer.
7. Shri Asok Mitra.
8. Shri M. Chalapathi Rau.
9. Dr. Hazari Prasad Dwivedi.

2. The terms of reference of the Committee were:—

- “(1) to determine and define the role of the Ministry of Information and Broadcasting in terms of Government’s responsibility and functioning in mass communications;
- (2) to examine and evaluate the operation, policies, programmes and production of the various media units of the Ministry;
- (3) to examine and assess, in general terms, the current and projected activities of the other Governmental agencies engaged in mass communications;
- (4) to indicate the extent to which these operations, policies, etc. in each of the units meet the standards of an efficiently functioning unit in terms of:
 - (a) the present objectives of the unit; and
 - (b) the objectives of such a unit as determined in terms of reference No. 1;
- (5) to recommend appropriate changes, where necessary, to be made in the various media units;

- (6) to determine the desirability and feasibility of instituting a system of coordinating all Government activities in mass communications and specify what form such coordination should take; and
- (7) to draft a specific practicable programme of mass communications, with detailed reference to the media, facilities, personnel, funds and time required for implementation of the programme."

3. Shri Asok Mitra resigned from the Committee on July 6, 1965 consequent upon his appointment as Additional Secretary in the Planning Commission in addition to his responsibilities as Registrar General for India in the Ministry of Home Affairs. Shri M. Chalapathi Rau resigned on September 23, 1965 owing to his preoccupation with other work. Shri Vidya Charan Shukla ceased to be a member of the Committee on his appointment as a Deputy Minister of the Union with effect from January 23, 1966. We should take this opportunity of acknowledging the valuable contribution they made to our work during their respective tenures.

4. Many countries including the United Kingdom and Canada have found it necessary to institute periodic reviews of their broadcasting system by an independent Committee to assess and evaluate its performance and to suggest ways and means for its improvement. It has not been so in India. Since the inception of broadcasting in 1924, no attempt had been made to review its working and to reshape it to respond to the changing needs of an independent democratic society.

5. Meanwhile, there had been persistent criticism both in Parliament and the Press of the deficiencies and inadequacies of All India Radio and of both internal and external publicity. There was also a belated realisation in official quarters that the media of mass communication had largely failed to inform, educate and entertain the people and to enlist their co-operation in fulfilling the plans of social and economic development. This led to the constitution of our Committee with comprehensive terms of reference.

6. The dimension of our assignment is considerable and it needs a detailed study and consideration of many aspects and many facets of the differing media of mass communication. As our study progressed, we became more and more impressed with the importance and urgency of reorganising them and harmonising their complementary roles to give them a new purpose and a new horizon.

7. We did not unfortunately have as elsewhere the benefit of analysis and consideration by an earlier authority, nor of material assembled for a review. A great deal of preparatory work had therefore to be organised and undertaken to provide us with necessary information and material.

8. There were impediments in the way of doing so expeditiously. First, though the Committee was constituted on December 4, 1964, it took time before the full complement of our small secretariat could be assembled. Even the essential post of Research Officer could be filled only in July 1965. Secondly, the questionnaires which we had drafted in early February, 1965 had to be translated in the regional languages and printed before issue. This could not be completed till the end of May, 1965 and the last batch of questionnaires could be issued only in July 1965. Meanwhile, we had addressed letters to the Chief Ministers of States, a selected number of people in diverse walks of life and political and other organisations to elicit their views on the broad issues before us. This would, we felt, make it possible for us to discuss and consider these even before replies to the questionnaires were received and tabulated.

9. We decided also that simultaneously with the preparatory work, we should review certain aspects of our assignment in which we could dispense largely with the assistance of our secretariat and could proceed on the basis of a study of available material and of discussions with individuals who were competent to advise us on these aspects.

10. We considered it appropriate to undertake the study of one medium at a time, make our recommendations on each as we went along, reserving for the final report our recommendations on steps necessary for their co-ordination to obtain optimum impact. We decided accordingly that in view of its primacy we should give priority to the study of the organisation and working of All India Radio. We also decided to make interim recommendations which were susceptible of immediate implementation and which would improve the coverage, quality and content of AIR programmes.

11. Accordingly, we made an interim report on 'Radio Coverage for the Border Areas' on April 21, 1965, and a second interim report on 'Broadcasts for Rural Areas' on June 10, 1965. We have recently reviewed these two reports in the light of evidence subsequently heard and having made a few changes have incorporated them in this report to make it complete in itself. We had made separately a report on December 8, 1965 on 'Television for India'; this has also with some changes been included in this consolidated report on broadcasting.

12. We issued a Press Note on January 1, 1965, inviting comments from the public on all aspects of broadcasting. We also requested the Director General to submit a memorandum on AIR. 387 letters were received in response to the note from individuals in different walks of life commenting on the different aspects of the organisation and programmes of AIR. In addition, we received representations and memoranda from a number of associations and employees of AIR. The memorandum of the Director General was received in March 1965. It was a comprehensive

document on the organisation and working of All India Radio detailing its achievements since its inception and its current problems outlining also its plan for future expansion and improvement.

13. The questionnaires in Hindi, English and the regional languages were given a wide circulation and were issued between the months of May and July, 1965. As a result, we obtained 2,356 memoranda from organisations and individuals. We had thus at our disposal the views of the directorate-general and of a representative cross-section of the public which after analysis were taken into consideration in formulating our recommendations.

14. We considered that the issue of questionnaires would not by itself serve any useful purpose unless departmental officials at all levels were allowed to express their views freely. We were more particularly anxious to benefit by the experience of staff at various levels in the organisation both at the Centre and in the regions. We could hardly expect them to be forthcoming unless they were assured of anonymity and immunity from departmental action. Though there was initially some difficulty in getting this important principle accepted, we are glad to mention that Government agreed later to issue necessary instructions. As a result, we have received valuable suggestions from the departmental officers.

15. A small Sub-Committee of ours consisting of the Chairman and Dr. L. M. Singhvi accompanied by our Secretary made a 26-day visit to the Union of Soviet Socialist Republics, the United Kingdom, Italy and the United Arab Republic. They visited the broadcasting installations and held discussions with officials and others. Their personal impressions on the layout of the broadcasting stations and their organisation and the resume of the discussions they had with the top officials proved to be of great value to us in reviewing the activities of All India Radio and formulating our proposals for its reorganisation and the development of Television.

16. A large part of our time has been given to taking oral evidence. Altogether 108 meetings of the Committee and 37 meetings of the Sub-Committee were held and 338 witnesses were examined. We endeavoured to meet as wide a cross-section of the public as possible and we had the benefit of discussions with Governors, Cabinet Ministers of the Union Government, Chief Ministers of States, eminent industrialists, scientists, administrators, editors, educationists and others. We should have liked to have given personal hearings to all who had asked for them, but in view of the anxiety of Parliament, which we shared, to have a report as soon as possible to enable an early reorganisation of AIR, we perforce limited our tours and also the examination of witnesses on a selective basis.

17. Although our review of broadcasting was the first ever to be undertaken and required a great deal of time, research and attention, we are

happy to be able to complete this part of our assignment earlier than the time taken in periodic reviews undertaken in other countries.

18. We were assisted in our task, particularly in the study of certain aspects of broadcasting, by several experts whom we had invited to work as our Consultants. We mention only a few who were intimately associated with our work. Dr. L. S. Chandrakant, Joint Educational Adviser and Joint Director of the National Council of Educational Research and Training, Shri Chauchal Sarkar, Director of the Press Institute of India, Mr. Leonard Miall, Assistant Controller of Television, British Broadcasting Corporation, whose services were very kindly made available to us by the Director General of the BBC in response to our request, Dr. Paul Neurath, Professor of Sociology and Statistics in the City University of New York who was earlier here as a Consultant to the Ford Foundation for evaluating the TV School broadcasts of All India Radio, and Mr. Frank Wilder, an Officer of the United States Agency for International Development, gave us the benefit of their advice and assistance and also produced valuable papers to guide our deliberations and discussions. To one and all of them we are indeed deeply indebted.

19. It is not possible in the study of a broadcasting system to dissociate administrative and programme policies from technical facilities available and planned. They are inter-dependent aspects of any broadcasting system; obviously, technical and programme planning must go hand in hand. For purposes of presentation, however, we have divided the report into five parts. The first part deals with the role of radio and television and traces the history of broadcasting in India; the second part deals with technical aspects, of facilities of transmission and reception now available and planned for the future and the objectives which the expansion seeks to fulfil; the third deals with programme policy and its reorientation; the fourth with the administration of broadcasting, the shape and form which would be most suitable for its efficient management and operation; and the fifth with Television.

PART I

CHAPTER I

ROLE OF RADIO AND TELEVISION

20. 'In India, especially where we have been wedded far too long to past forms and modes of thought and action, new experiences, new processes, leading to new ideas and new horizons, are necessary. Thus we will change the static character of our living and make it dynamic and vital, and our minds will become active and adventurous. New situations lead to new experiences, as the mind is compelled to deal with them and adapt itself to a changing environment.' With this vision Jawaharlal Nehru had embarked on his voyage of 'Discovery of India'.

21. To realise this vision of a new India he brought into being, when the opportunity came, the Planning Commission to conceive and coordinate developmental plans, determine their relative priority and make necessary allocations of resources for their execution.

22. It is not for us to assess the achievements of the two Five Year Plans already completed and the third one which is running out or to analyse the extent to which they have led to the absorption of new ideas, adoption of new techniques or a perceptible change in the motivations and attitudes of the people. It is, however, for us to examine whether the development of mass communication has been given its rightful place in successive plans and whether the powerful media of radio and television have been developed to the extent required and harnessed for informing, educating and enthusing people to participate actively in the fulfilment of programmes of social and economic development. There are two facets to this review. First, the adequacy or otherwise of means of transmission and reception and secondly, the efficiency with which available resources are being used for furthering national purposes.

23. It is necessary at the outset to refer briefly to the place given to the media of mass communication in other countries and the massive yet imaginative way in which they have been used to fulfil national objectives. In the Union of Soviet Socialist Republics, United Arab Republic and Italy, radio and television, particularly the latter, have been given a place of pre-eminence. We understand that most countries attach considerable importance to the development of radio and television and treat it as complementary to the development of the infra-structure of economic growth, such as transport and power.

24. The trend the world over is to give priority to television because of the magic persuasiveness of visual presentation and its admitted

superiority over radio to present and propagate social and economic objectives. In Italy, the Committee understands, 'Telescuola', the specialised television organisation for education, has not only provided educational facilities to inaccessible regions deficient in teachers, school buildings and other aids, but its special programme of literacy has changed the face of the southern region hitherto steeped in poverty, ignorance and superstition. Elsewhere too the beneficial impact of both formal and other types of educational television programmes has been marked and significant.

25. The role of the media of mass communication has not been fully realised in our country and it is, therefore, not surprising that it has not been accorded any priority in the plans. This will be evident from the allocations made in successive plans for development and maintenance of broadcasting. In the First Plan the allocation to broadcasting was about one-tenth of one per cent of total resources. In the Second Plan it was two-tenths of one per cent and in the Third it was reduced to one-eighth of one per cent. These scanty allocations have been made despite the realisation by the Commission itself that the success of the plan 'rests on a variety of factors—on wide-spread understanding of the challenge and the burdens of development, on the release of new productive forces and increasing application of modern science and technology, on changes in outlook and motivation and, finally, on a climate of confidence that rapid economic development is the means both to social justice and to wider economic opportunity.' It is difficult to reconcile this postulate with the treatment given to radio which would have gone a long way, under present conditions, to bring about the psychological transformation the Commission seeks.

26. It is also strange that despite its own evaluation that the plans have failed to evoke the expected response in the country, the Planning Commission has persistently overlooked the potentiality of radio in enlisting public cooperation in implementing plans and programmes designed to bring progress and prosperity to the community. In continuing to regard broadcasting as a routine function of the State and giving it routine treatment, the Commission has also ignored the experience of other countries which have accelerated the pace of development by the imaginative use of radio and television.

27. There has been the failure to realise that human resources are decisive in all progress and that without an informed and cooperative people, plans for social and economic development cannot be sustained and implemented. Today 82 per cent of our people live in villages and 76 per cent of them are illiterate. Any worthwhile planning effort should inevitably be directed to bring progress and prosperity to the rural community, but the effort cannot succeed until we have established effective communion with them. Take, for example, Agriculture. We have yet to enthuse the farmer with plans for improved methods of agricultural production; we have to convince him that outmoded methods of farming, insufficient use of

fertilisers and pesticides, use of primitive implements, etc. are responsible for low productivity and low return to him. If we are to persuade the farmer and guide his methods of work, we have necessarily to improve his education and health and re-orient his skills and attitudes. Unless we can achieve this purpose, the target of self-sufficiency in foodgrains will elude us and our dependence on the goodwill of other countries even to feed our own people will continue to the detriment of our economic growth.

28. The success of the farm forums introduced on the Canadian model in a selected region of Poona proved that, given the right approach and the opportunity to discuss and find solutions to local problems, the farmer is receptive to new ideas and new techniques. This encouraged other States to introduce similar schemes though of limited scope, but we hear that the promise of this experiment has not been realised for many reasons. Similar considerations apply with equal validity to the fields of education, health, family planning, social hygiene, saving and investment.

29. India is admittedly deficient in educational facilities and even after fifteen years of independence we have not been able to implement the directive in the Constitution regarding primary education. Little if anything has been done to launch a concerted programme of adult literacy and there is considerable leeway to be made up in the field of technical education. The Italian television experiment has proved conclusively that the spread of literacy and education need not necessarily wait for schools to be built or teachers to be trained to cover the whole country. Radio, and television in particular, can be used effectively for these purposes providing in the process higher standards than would be otherwise possible. Witnesses eminent in the field of education have expressed the view that with proper planning, radio and television can bring about a social transformation by eradicating illiteracy, providing conventional lessons of high quality and bringing within the reach of many, education in its broader concept. This view is supported by the limited Delhi television experiment for teaching scientific and other subjects to 255 schools. Dr. Paul Neurath who made two evaluations of the scheme on behalf of the Ford Foundation which supported the scheme, has concluded that the experiment has been a success. It is now a question of extending the scheme to other centres in the first instance as a prelude to its organisation on a country-wide basis.

30. It is hardly necessary to elaborate the point that progress in other spheres of national activity, such as family planning, health and hygiene, can be accelerated by the skilful use of radio and television. It is in this process of education and development that they must play as elsewhere a decisive role. By their imaginative use we can raise our social and economic life to new heights of endeavour and achievement.

31. We are convinced that starved of funds and oriented incorrectly, AIR can hardly play its acknowledged role in the process of transforming the face of rural India. Its transmitters and studio equipment are insufficient, largely obsolete or obsolescent, its broadcasts cannot even reach the sensitive areas of the North East Frontier, let alone project the correct image of India overseas or counteract unfriendly propaganda, and its planning and administrative staff are lacking in vision and imagination. Later in this report we comment upon the inadequacy of transmitter capacity to enlarge, even sustain the scope and reach of the rural programmes and had stressed in our interim report on rural broadcasting the immediate necessity of arranging the manufacture of cheap transistorised sets to enlarge the listening audience. We have noticed with distress the centralisation of programmes which ignores the regional disparities and thus detracts from the utility of the broadcasts and we have been appalled by the apathy of the State Governments and the rural listeners to the 'so-called' rural programmes, but we have not been greatly surprised.

32. The innovation of community listening to overcome the shortage of receiving sets largely foundered on inadequate maintenance and unattractive programmes of short duration. According to the Vidyalankar Committee, as many as 50 per cent of the sets on a given date are out of use for want of repairs, replacement of batteries, etc. We have in evidence that in a large and distinctive tribal area which is agitating for statehood, the sets have not been maintained since their initial issue and are out of commission except those which have been repaired and taken away by enterprising people in the villages. Our own experience has been no less unfortunate. In a State where the Agricultural Commissioner waxed eloquent about the popularity and value of community listening, we visited a centre only to find that the set was locked up elsewhere, we were told for reasons of security, at the very evening hour when the rural programme was being broadcast.

33. We have been informed that in a particular State, the duration of the health programmes is fifteen minutes in a month and of formal educational programmes twenty minutes a day—each day being devoted to one lesson in the curriculum for classes V to IX in sequence. The duration of the broadcasts does not fit in with conventional class periods of forty-five minutes nor can lessons of such short duration contribute towards a better understanding of the subject. Moreover, one set of students where the classes are held in two shifts are deprived of this doubtful benefit. As the programmes are cast in the same mould at the behest of the directorate-general, we have no reasons to believe that the situation would be any better in other States.

34. We are constrained to observe that all this is making a mockery of the educational and social programmes. They might give those in authority

dubious mental satisfaction that they are fulfilling their responsibility to the people in a welfare State; they have achieved little else.

35. On this evidence and analysis, we have come to the conclusion that if the country is to reap benefits commensurate with the resources expended on the various programmes incorporated in the plans there must be a co-ordinated effort in which radio and television should provide the necessary impetus and evoke the necessary response for the fulfilment of these programmes. For example, agricultural programmes should be a combined effort of the Ministries of Food and Agriculture and Information and Broadcasting. The same arrangement would have to be made for educational, health and other social programmes.

36. Though many of those in charge of these national activities realise that in the long run it will be to their interest and subserve their ends if broadcasting were to be mobilised for their responsibilities, we have yet to notice any move to make a concerted effort to provide the Ministry of Information and Broadcasting with resources sufficient to fulfil responsibilities which necessarily devolve upon it. Even otherwise, the Ministers should realise that some diversion from their allocations is necessary to harness broadcasting to put across their plans and programmes and thus secure their more effective fulfilment. In any case there should be an equitable arrangement, as elsewhere, of sharing the cost of the services by the Ministries concerned. To give but two examples, in the United Kingdom the entire cost of the external services is borne by the Treasury and allocated to the foreign, commonwealth and colonial offices. In Italy, the cost of the teachers and specified equipment in the 'Telescuola' scheme is similarly borne by the educational authorities.

37. The allocation for Education in the Third Plan is over six per cent, for Agriculture, Animal Husbandry, Community Development and Cooperation it is over twenty-one per cent and for Health it is almost three per cent. We are convinced that the investment of a small part of these allocations in broadcasting would yield results which, as experience has shown, are otherwise unobtainable.

38. The question we have to consider is whether to concentrate on the development of sound broadcasting, give priority to television or undertake the development of both simultaneously. We consider that in the prevailing situation, when radio itself needs strengthening, it would be prudent to plan the development of radio and installation of television simultaneously. There are certain fields in which sound radio is a better medium than television and its natural growth should not be retarded. But this should proceed along with a full scale development of television. In the pages which follow we give our views on the scope of development of both radio and television.

39. Before we conclude, we should state unequivocally that whatever be the resources available to AIR its role in the future must undergo a fundamental change. It cannot be allowed to continue to devote its effort and resources to provide information and entertainment to the relatively small urban community; it must be forged into a powerful instrument for bringing social and economic progress to the rural community and contribute towards building a new India, self-reliant, self-sufficient, vibrant with life.

CHAPTER II

THE HISTORY AND DEVELOPMENT OF BROADCASTING IN INDIA

First experiments in broadcasting; Government takes over broadcasting; radio in war-time; development plans; the First and Second Plans; National Programmes; Radio Rural Forums; Television; Wire-broadcasting; the Third Plan; programme output; programme exchange; staff training; Advisory Committees; programme publicity.

40. The earlier history of broadcasting in India has been told in a Report on the Progress of Broadcasting which the then Controller, Mr. Lionel Fielden, had submitted to Government in June 1939. Since then there has been no official recountal; books and literature on the subject are also scanty. We propose, therefore, to cover in a broad survey the salient points of AIR's development.

41. Broadcasting began in India as a result of the pioneering efforts of the Madras Presidency Radio Club. The Club embarked on a broadcasting service in 1924, but on account of financial difficulties gave it up in 1927. Undeterred by the failure of the Madras experiment, a private concern, the Indian Broadcasting Company was formed in the same year (1927) with stations at Bombay and Calcutta. These stations, with their 1.5 Kw medium-wave transmitters, had a range of about 30 miles only. This Company also ran into financial difficulties and ultimately it went into liquidation in 1930. The efforts of these two pioneers had, however, succeeded in making both the public and the radio trade conscious of the potentialities of the new medium and Government yielded to public opinion and took over the Company's activities. The broadcasts were continued on an experimental basis. In the depression of the thirties Government was inclined to give up the experiment. But once again public pressure prevailed and the service was continued.

42. The tide soon turned and within two years the number of radio sets rose to 1,600. For the first time, the service yielded a profit. This encouraged Government in 1934 to put broadcasting on a proper footing. A sum of Rs. 40 lakhs was provided for its development. The post of Controller of Broadcasting was created and Mr. P. G. Edmunds appointed to it. A radio station was set up in Delhi in addition to the existing ones at Bombay and Calcutta. The Government of Madras also drew up a plan to provide a broadcasting service in the State.

43. In 1935, the Mysore Government set up a station, and in the Uttar Pradesh, the Agricultural Institute at Allahabad began a limited

service of one hour daily for rural listeners. These programmes, broadcast from the Institute's transmitter, were the first of the kind in this country.

44. The development of broadcasting on a planned basis was taken up only after the arrival of Mr. Lionel Fielden and Mr. C. W. Goyder—experts from the BBC—in 1935 and 1936 respectively. Mr. Fielden took over as the Controller of Broadcasting and Mr. Goyder as the Chief Engineer. A scheme for expanding the broadcasting service was drawn up. As it was impossible to cover the country with a medium-wave network, it was decided first to provide a basic short-wave service for the whole of India, and then to supplement it with medium-wave services at important centres, and later, as finances became available, to extend the medium-wave service to other places.

45. The growth of broadcasting in the next four years proceeded on this plan. By 1939, short-wave transmitters had been installed at Delhi, Bombay, Calcutta and Madras to supplement the existing limited medium-wave coverage. New stations were also established at Lucknow and Tiruchirapalli, with medium-wave transmitters. Some of the princely States decided to set up radio stations in their territories. Mysore was the first to start beaming its own programmes in 1935. Later, stations were opened in Baroda, Hyderabad, Aurangabad and Trivandrum.

46. It was during this period that the service was renamed 'All India Radio'. Installation and Research Departments were set up, advisory committees were constituted, broadcasts for rural areas and schools were initiated and the Central News Organisation was formed to provide news bulletins.

47. Thus, by 1939, when the Second World War broke out, India had an organised broadcasting service with six stations, besides the ones in the princely States, catering to over a lakh of radio licence-holders in the country.

48. The war highlighted the role radio could play as a powerful medium of propaganda. Consequently more transmitters were erected, transmission hours were increased, a wide variety of topical talks and features were introduced, the news services were expanded and the monitoring of important foreign broadcasts was organised. Simultaneously, an external service was introduced. Mr. A. S. Bokhari, who had succeeded Mr. Fielden in 1940, was the Director General throughout the war years.

49. The period between 1945 and 1947 was one of uncertainty about the future, but a plan for listener research was introduced in 1946.

50. It was on the attainment of independence in 1947 that the Ministry of Information and Broadcasting, under the leadership of the late Sardar Vallabhbhai Patel, came to life again. There were 11 stations in the country at the time. A two-phase plan was drawn up for further development. The first phase of establishing 'pilot' stations equipped with low power medium-wave transmitters to cover the linguistic and cultural areas which had remained uncovered so far was completed in 1950. In the second phase which became part of the Five Year Plan, these stations were to be replaced by stations of higher power.

51. Thus, by the time the First Five Year Plan began, the number of stations had risen from 11 to 25 and their total output from 26,342 hours in 1947 to over 60,000 hours in 1950. The AIR network was in a position to serve listeners in all the regional languages and the medium-wave service was available to about 21 per cent of the country's population. The number of radio licences had also doubled from 2,75,955 in 1947 to 5,46,319 in 1950. Some distinctive linguistic and cultural regions like Rajasthan, Saurashtra, Madhya Pradesh and Himachal Pradesh, however, had still to be provided with stations of their own.

52. During this period a school to train the programme and engineering staff of AIR was set up. A separate Division was formed to run the external services and its 'scope redefined. Services in certain languages were eliminated or reduced while some new language services were introduced. AIR, at this time, was broadcasting to its listeners abroad in 11 languages for 116 hours per week.

53. In 1951, India adopted its First Five Year Plan for the country's planned progress and under it Rs. 4.94 crores were provided for the development of broadcasting. Though out of this allocation only Rs. 2.67 crores were utilised, there was considerable expansion of the broadcasting network and increase in the area it served. To extend coverage, new stations were opened at Poona, Rajkot, Indore, Bangalore, Jaipur and Simla; and in many places the weaker transmitters were replaced with more powerful ones. Five 50 Kw, three 20 Kw, two 10 Kw and one 5 Kw medium-wave, one 2.5 Kw short-wave and six low power transmitters were installed during the Plan period either as new transmitters or in replacement of the existing weaker ones. Some stations were equipped with better studios. Facilities for rural listening were extended and about 14,000 community listening sets were provided.

54. Thus, at the end of the First Five Year Plan in March 1956, AIR still had 25 stations serving 31% of the country and 46% of its population, i.e. 6,00,000 square miles of territory and 22 crores of the population. AIR stations were on the air for about 1,00,000-hours per annum. The number of radio licence-holders kept pace and increased to 10,29,816. Seventy-two news bulletins were broadcast; 46 in the Home Service and 26 in the External Services in 16 languages.

55. During this period the emphasis on classical music became marked and steps were taken to popularise it by additional programmes. A National Programme of Music and Talks was also introduced. And a new category of staff, programme producers, was created with the purpose of improving the quality of the output. It was during this period that Radio Ceylon organised a commercial service with light music and film songs for Indian listeners. This service became very popular in India and caused some concern to AIR.

56. During the Second Five Year Plan (1956-61) three new stations were opened at Bhopal, Allahabad and Ranchi, and the installation of several high power transmitters provided wider coverage for existing services. One 100 Kw, seven 20 Kw and two low power medium-wave transmitters, and three 100 Kw, two 20 Kw, seven 10 Kw and two low power short-wave transmitters were set up either as additional transmitters or to replace some of the existing weaker ones. A service for Nicobar and Andamans was also started from Delhi. By the end of the Plan period in March 1961, 55% of the population and 37% of the country's area were within the reach of medium-wave broadcasts. The output of AIR had reached 1,17,265 hours per annum. During the five years, the number of radio receiver licences had also doubled to 21,42,754 by the end of 1960.

57. This period saw the addition of the National Programmes of Plays, Features, Contemporary Literature and Classics, but the two important innovations were the 'Vividh Bharati' service and Radio Rural Forums. Vividh Bharati—a variety programme for light listening—came on the air in 1957 to provide an alternative channel to listeners, and was received well by the public. It was AIR's answer to the growing popularity of Radio Ceylon. To begin with, the programme was on the air for 5 hours on week days and 7½ hours on Sundays. The duration has gradually been increased since.

58. Radio Rural Forums had their genesis in a survey carried out at the Poona Station in 1956 to ascertain whether farmers would derive benefit if programmes were specially designed for them. It was a part of the experiment to encourage them to discuss the programmes and to convey their criticism and suggestions to AIR along with points on which they needed clarification. The purpose was to establish a two-way contact and bring the villagers into closer association with the planning of the programmes. Results of the survey were encouraging and the scheme, Radio Rural Forums, became an integral part of the Poona Station's programmes. Since 1959, other stations have also started such programmes and the number of Forums, which was 900 that year, is now over 12,700.

59. Another development was the inauguration of an experimental television service in Delhi on September 15, 1959. The service was

operated from a small improvised studio and programmes were telecast twice a week for a duration of one hour each day. 21 sets were installed for community viewing. In 1960-61 a project was launched, with the assistance of UNESCO, to assess the effectiveness of social education telecasts on organised groups of viewers. The report proved encouraging and the number of such groups, organised as tele-clubs, rose to 182 by the end of 1964. In 1961, with the aid of the Ford Foundation, the Centre started telecasting educational programmes also for Delhi schools. These have since been expanded and during 1965-66, out of Delhi's 392 Higher Secondary Schools, 255 were provided with TV sets.

60. One more scheme introduced during the Second Plan was a wire broadcasting service. Launched in 1960, in New Delhi, the service provide family listening to people belonging to low-income groups on payment of a small fee. There are at present approximately 1,600 subscribers.

61. While proposals for the Third Plan were on the anvil, certain decisions of the Administrative Radio Conference, held at Geneva in 1959, made it necessary for India to take immediate steps to utilise the medium-wave frequencies allotted to her. A Rs. 14 crores programme for medium-wave expansion was therefore drawn up. It sought to provide a medium-wave service to the areas that still did not have it, make Vividh Bharati programmes available on medium-wave and encourage the production and use of low cost medium-wave radio sets.

62. Work on this programme was initiated during the closing years of the Second Five Year Plan. Some modifications in the original plan had to be made on account of the threat to India's borders since 1962. The strengthening of broadcasting services in strategic areas is now being given priority over other projects.

63. The Third Five Year Plan, which incorporated the medium-wave expansion programme also, provided for additional 86 medium-wave and 9 short-wave transmitters. It has not been possible to complete the entire programme of work within the plan period, and by March 1966, only 5 short-wave and 55 medium-wave transmitters had been installed. Thus, at the close of the Third Plan period, AIR's network comprises 34 principal stations, 17 auxiliary centres, 26 Vividh Bharati centres, 4 studio centres and 49 receiving centres with 110 (82 medium-wave and 28 short-wave) transmitters of an aggregate power of 1991.15 Kw. Medium-wave programmes have now become available to about three-fourths of the population inhabiting about three-fifths of the country's area, while a secondary service from 14 short-wave transmitters is heard regionwise all over the country.

64. Except at a few locations no new studios or programme-originating facilities have been provided. As it is believed that the production of programmes from too many centres, besides proving costly, would

dilute their quality, programmes from the existing stations are pre-recorded on tape and broadcast from the new auxiliary stations. The new stations and the centres have been supplied with necessary tape-recording, playback and duplicating equipment.

65. In 1965, the AIR stations put out 1,81,657 hours of regional and special broadcasts and 54,483 hours of Vividh Bharati programmes in the Home Service, besides broadcasting 8,112 hours for listeners abroad. The composition of the Home Service programmes was as follows:—

Regional Service	Duration		Approximate percentage
	Hours	Mts.	
<i>Music</i>	77,138	1½	42.5
1. Classical (Vocal)	19,078	13½	10.5
2. Classical (Instrumental)	14,340	54½	7.9
3. Folk (Vocal)	4,104	8½	2.3
4. Folk (Instrumental)	158	36	0.1
5. Light (Vocal)	20,048	52½	11.0
6. Light (Instrumental)	1,963	24	1.1
7. Devotional	9,961	49½	5.5
8. Film	7,482	2½	4.1
<i>Western Music</i>	4,078	46	2.2
<i>Talks, Discussions, etc.</i>	14,655	56	8.1
<i>Drama, Features, etc.</i>	9,050	16½	4.9
<i>News</i>	39,815	19½	21.9
<i>Rural Broadcasts</i>	13,040	26	7.2
<i>Special Broadcasts</i>	23,878	24	13.2
1. Religious	293	25	0.2
2. Children	2,554	37½	1.4
3. Women	3,060	46	1.7
4. Industrial	3,373	50½	1.9
5. Armed Forces	2,619	1	1.4
6. Tribal Areas	3,522	41	1.9
7. Educational	3,208	6	1.8
8. Publicity	2,782	28	1.5
9. Others	2,463	29	1.4
TOTAL	1,81,657	10	100.0
Vividh Bharati	54,482	59	
TOTAL	2,36,140	09	

66. The external services are being strengthened by the addition of two high power short-wave transmitters []*. The services cater for both non-Indian and Indian listeners abroad.

67. According to AIR's proposals for the Fourth Five Year Plan which have not yet been accepted by the Planning Commission, it is proposed to cover 85% of the country with a medium-wave service, strengthen the external services and cover more extensively the border regions.

68. AIR maintains a Programme Exchange Unit and a Transcription Service. The Programme Exchange Unit helps stations to exchange their best programmes and receives and feeds items from and to foreign radio organisations. During 1964, 1700 tape-recordings and 2500 scripts were exchanged between Indian stations, besides 1300 programmes selected from items received from abroad. A central library of tapes and discs is maintained in Delhi and serves both as a reference library and an archive of radio programmes of permanent value. A quarterly External Programme Supply bulletin gives details of programmes available for distribution.

69. The Transcription Service, equipped with a plant for processing disc recordings, has more than 10,000 tapes in its library. These include recordings of important speeches by eminent Indians, classical music of the old masters and authentic folk music. To coordinate the supply and circulation of tape recorded programmes, a Central Tape Bank has been established.

70. AIR runs a school of its own to train its staff, both programme personnel and engineers. By the end of 1965 the School had held 157 sessions for programme staff and 54 for engineers. In addition, 34 seminars and workshops were organised for producers, and special courses run for announcers, news-readers, commentators, effectsmen, etc. Training was also provided to such staff of the Indian Airlines, the Railways and Parliaments as is engaged in announcing work.

71. To keep in close touch with the public and ascertain its reactions to AIR's programmes and policies, AIR has constituted a Central Programme Advisory Committee, Regional Advisory Committees stationwise, a Central Advisory Board for Music and AIR Liaison Committee with the radio trade. Information Officers attached to the Delhi, Bombay, Madras and Calcutta Stations, and the Directorate of Listener Research keep AIR advised on public reactions. The Directorate of Listener Research maintains seven Research Officers in different regions who conduct surveys, go through the mail from the listeners and convey their findings to the officers responsible for planning the programmes.

*Omitted.

72. To keep the public posted with the programmes put out by AIR stations, programme journals in eight languages are brought out for circulation within the country. Programme journals and folders for distribution abroad are also published. Besides, brochures are issued at the time of music conferences, important series of talks and special programmes.

73. The maps, graphs and statements which follow give a bird's eye view of the development of AIR over a period of years.

1. Map showing AIR installations as on 1-3-1966*.
2. Statement of AIR stations as on 1-3-1966.
3. Statement of languages of broadcast of the different stations.
4. Table showing increase in hours and languages of broadcast in the external services.
5. Table showing the growth of the TV Service.
6. Chart showing programme composition of AIR.
7. Graph showing increase in licences.
8. Graph showing recurring expenditure.
9. Graph showing capital expenditure.
10. Map showing area covered by medium-wave at the end of the Third Plan*.

AIR STATIONS AS ON MARCH 1, 1966

Sl. No.	State	Radio Station	Number of Transmitters		Auxiliary Centres	Num-ber of Trans-mit-ters	Vividh Bharati Centres	Num-ber of Trans-mit-ters
			Short-Wave	Medium-Wave				
1.	Andhra Pradesh	Hyderabad	1	1	Cuddapah**	1	Hyderabad	1
		Vijayawada		1	Visakhapatnam	1	Vijayawada	1
2.	Assam	Gauhati	2	2				
3.	Bihar	Patna		1			Patna	1
		Ranchi		1				

*Not printed.

**Station to which this centre is linked is as per information available.

1	2	3	4	5	6	7	8	9
4.	Gujarat	Ahmedabad		1			Ahmedabad	1
		Bhuj		1				
		Rajkot		1			Rajkot	1
5.	Jammu & Kashmir	Jammu	1	1				
		Srinagar	1	1			Srinagar	1
6.	Kerala	Trivandrum		1	Trichur*	1		
		Calicut		1			Calicut	1
7.	Madhya Pradesh	Bhopal	1	1	Gwalior	1	Bhopal	1
					Jabalpur	1		
					Raipur	1		
8.	Madras	Indore		1			Indore	1
		Madras	1	2			Madras	1
		Tiruchi		1	Tirunelveli	1	Tiruchi	1
9.	Maharashtra	Bombay	1	2			Bombay	1
		Poona		1	Sangli*	1	Poona	1
		Nagpur		1			Nagpur	1
10.	Mysore	Bangalore		1	Bhadravati*	1	Bangalore	1
11.	Nagaland	Dharwar		1			Dharwar	1
12.	Orissa	Kohima	1	1				
		Cuttack		1	Jeypore	1	Cuttack	1
					Sambalpur	1		
13.	Punjab	Jullundur		1			Chandigarh	1
14.	Rajasthan	Jaipur		1	Ajmer	1	Jaipur	1
15.	Uttar Pradesh	Lucknow	1	1	Bikaner	1	Jodhpur	1
		Allahabad		1	Varanasi*	1	Lucknow	1
					Rampur*	1	Allahabad	1
16.	West Bengal	Calcutta	1	2	Siliguri	1	Kanpur	1
		Kurseong	1				Calcutta	1
17.	Andamans	Fort Blair		1				
18.	Delhi	Delhi	1	3			Delhi	1
19.	Goa	Panjim		1				
20.	Himachal Pradesh	Simla	1					
21.	Manipur	Imphal		1				
22.	Pondicherry	..		..	
23.	Tripura	..		..	
34 Stations			16 Auxiliary Centres			25 Vivdh Bharati Centres		

*Stations to which these auxiliary centres are linked are as per information available.

LANGUAGES OF BROADCAST AS ON MARCH 1, 1966

Sl. No.	Station	Language	Sl. No.	Station	Language
1.	Bombay.	English Marathi Gujarati Hindi Konkani Kannada Sanskrit Sindhi	10.	Cuttack	English Oriya Hindi
2.	Calcutta.	English Bengali Hindi Tripuri Sanskrit Santhali	11.	Jammu	English Urdu Dogri Punjabi Hindi
3.	Delhi	English Hindi Urdu Punjabi	12.	Bangalore	English Kannada Telugu Tamil Hindi Urdu Bengali Sanskrit
4.	Lucknow	English Hindi Urdu Garhwali Kumaoni	13.	Nagpur	English Marathi Hindi
5.	Madras	English Tamil Telugu Kannada Malayalam Hindi	14.	Gauhati	English Assamese and Tribal dialects (16)
6.	Tiruchi	English Tamil Hindi Sanskrit	15.	Vijayawada	English Telugu Sanskrit Hindi
7.	Jullundur	English Punjabi Hindi Urdu Sanskrit	16.	Patna	English Hindi Urdu Sanskrit Maithili
8.	Hyderabad	English Telugu Kannada Marathi Hindi Urdu	17.	Ahmedabad.	English Gujarati Hindi Urdu
9.	Trivandrum	English Malayalam Tamil Hindi Sanskrit	18.	Allahabad	English Hindi Urdu Sanskrit
			19.	Dharwar	English Kannada Konkani Sanskrit Hindi

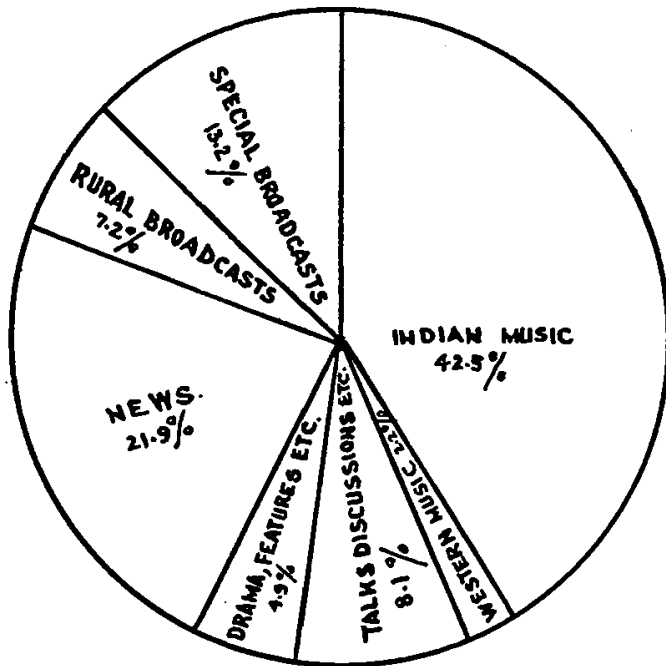
Sl. No.	Station	Language	Sl. No.	Station	Language
20.	Calicut	English Malayalam Tamil Sanskrit Hindi	28.	Ranchi	English Hindi Urdu Sanskrit Tribal dialects
21.	Poonā	English Marathi Hindi Sanskrit	29.	Kurseong	English Hindi Bengali Nepali Tibetan Sikkimese Bhutanese
22.	Jaipur	English Hindi	30.	Kohima	English Naga/Assamese dialects (6)
23.	Rajkot	English Gujarati Hindi	31.	Imphal	English Hindi Manipuri
24.	Indore	English Hindi Urdu	32.	Goa	English Konkani Marathi
25.	Bhopal	English Hindi Urdu Sanskrit	33.	Port Blair	English Hindi Bengali Malayalam Tamil Telugu
26.	Simla	English Hindi Himachal dialects	34.	Bhuj	English Gujarati Hindi
27.	Srinaḡar	English Urdu Kashmiri Ladakhi			

AIR'S EXTERNAL SERVICES

Year	Total daily output		Languages of broadcast
	Hrs.	Mts.	
1948-49	12	50	12 Languages Arabic, Afghan-Persian, Burmese, Cantonese, Kuoyu, English, Indonesian, Persian, Pushtu, Gujarati, Hindi and Tamil.
1950-51	15	00	12 Languages Arabic, Afghan-Persian, Burmese, Cantonese, Kuoyu, English, Indonesian, Persian, Pushtu, Gujarati, Hindi and Tamil.
1960-61	23	00	17 Languages Arabic, Burmese, Cantonese, English, French, Indonesian, Kuoyu, Nepali, Persian, Portuguese, Pushtu, Swahili, Tibetan, Gujarati, Hindi, Konkani and Tamil.
1965-66	25	30	19 Languages Arabic, Afghan-Persian, Burmese, Cantonese, Kuoyu, English, French, Indonesian, Nepali, Persian, Pushtu, Swahili, Tibetan, Thai, Hindi, Tamil, Gujarati, Konkani and Urdu.

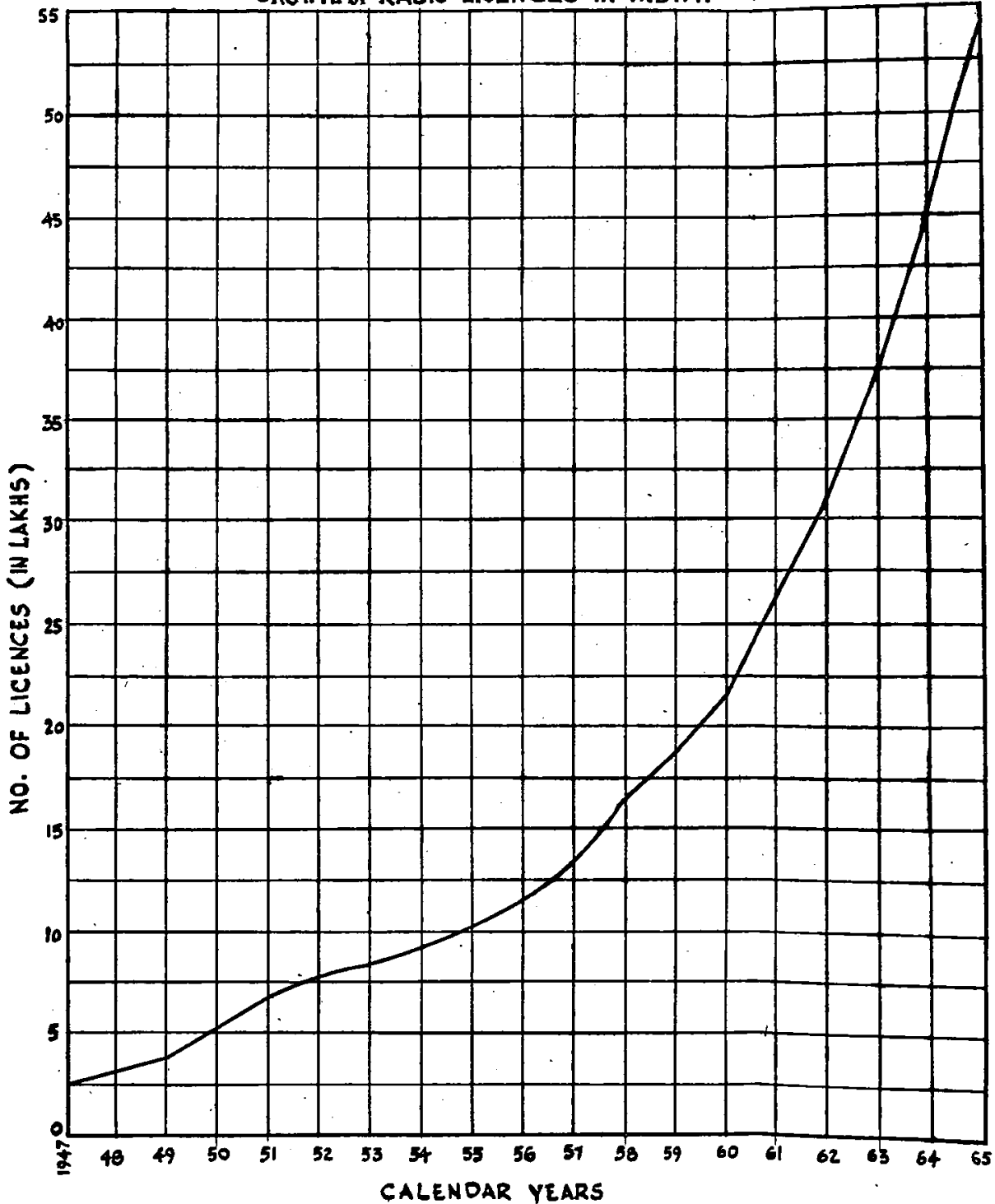
TELEVISION

	1961	1965
Total weekly hours of broadcast	6 Hrs. 20 Mts.	17 Hrs. 40 Mts.
Number of schools equipped with TV Sets.	149	255
Number of tele-clubs for Social Education programmes.	66	180

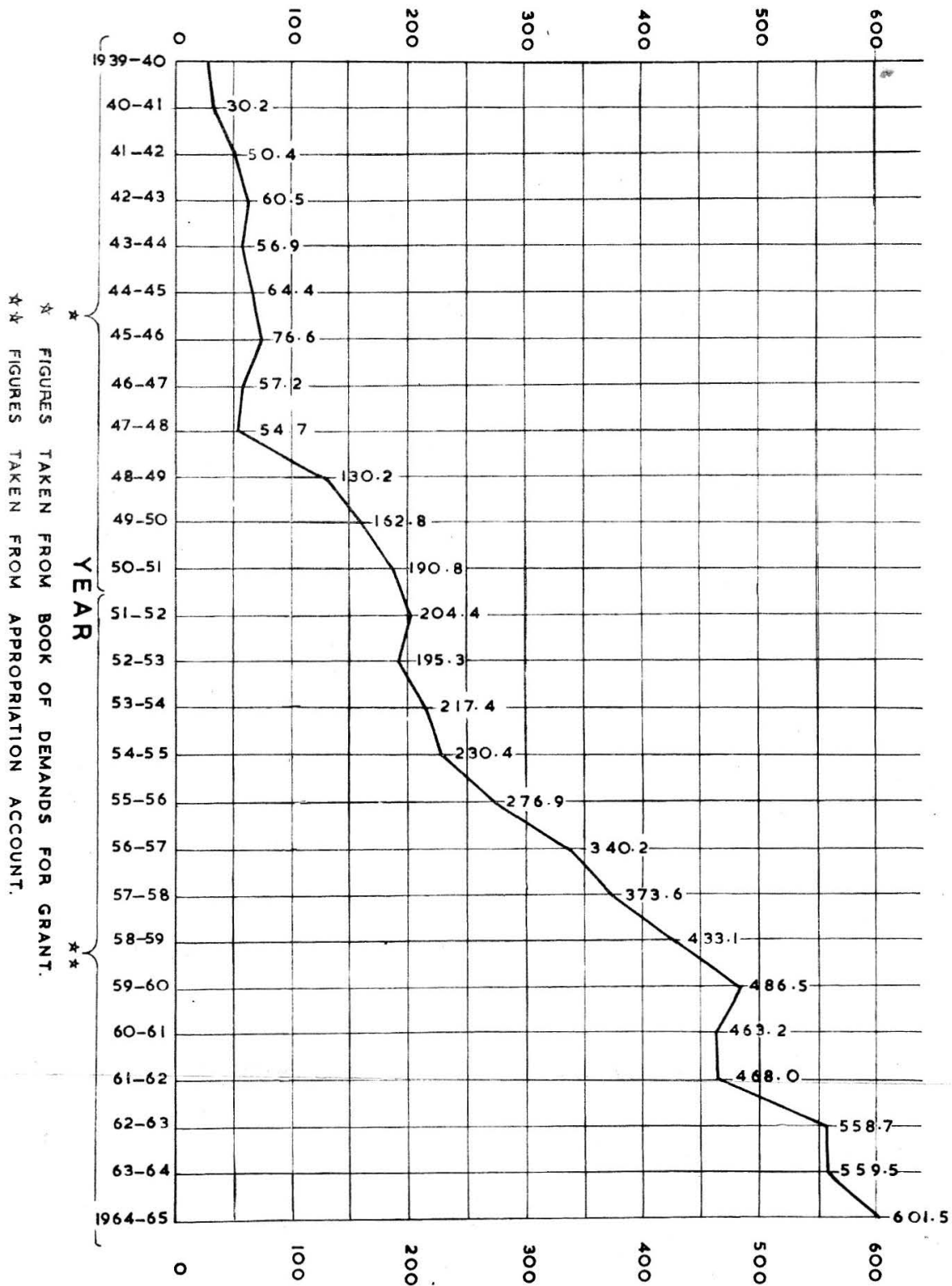


PROGRAMME COMPOSITION, 1965.

GROWTH OF RADIO LICENCES IN INDIA.



EXPENDITURE IN LAKHS OF RUPEES

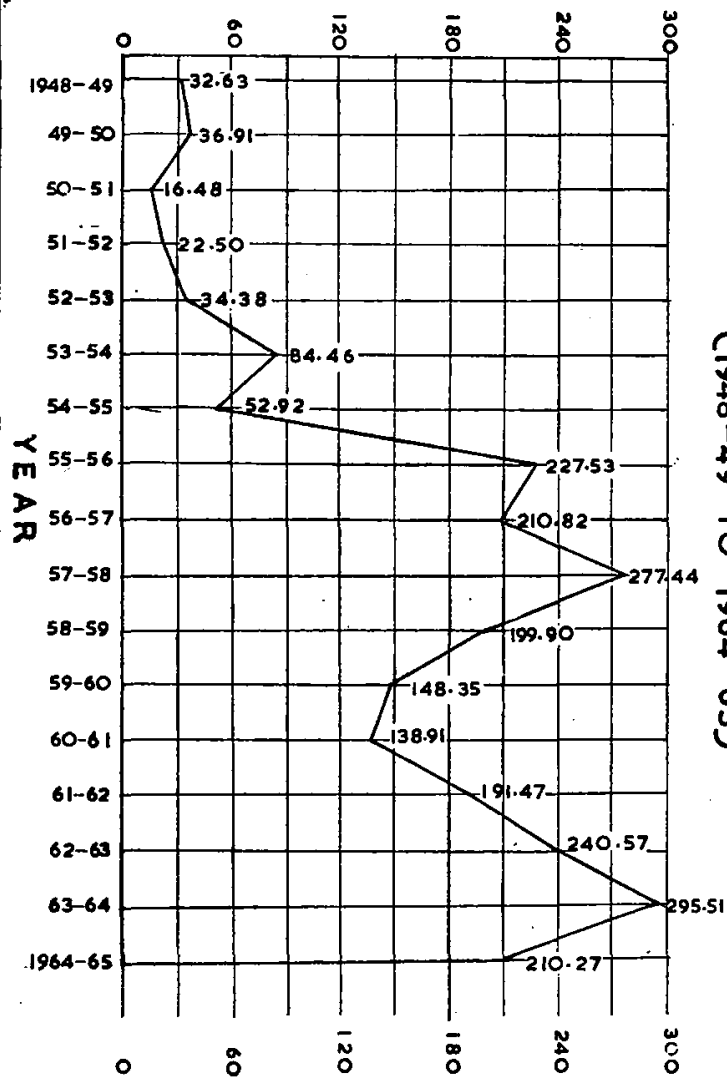


STATEMENT SHOWING THE EXPENDITURE (RECURRING GRANT)

FOR 1939-40 TO 1964-65

DRYAS.

EXPENDITURE IN LAKHS OF RUPEES



AIR'S CAPITAL EXPENDITURE (1948-49 TO 1964-65)

PART II

CHAPTER III

TECHNICAL COVERAGE: POLICIES AND PLANS

74. *A Review of AIR's Plan.*—The map* preceding this Chapter gives a cartographic picture of the areas which should have a medium-wave transmission from the main and auxiliary centres of AIR at the end of the Third Plan if its expansion scheme is completed successfully. This would cover about 60 per cent of the area of the country and 77 per cent of the population with a medium-wave service. To make up the leeway AIR had proposed to provide a medium-wave to another 20 per cent of the population by the close of the Fourth Plan but due to financial stringency and the reduction in the Fourth Plan allocations it will not be possible to do so, about 85 per cent of the people may be provided with a medium-wave service by the end of the Fourth Plan.

75. This plan for quantitative expansion has a major defect. It does not provide for multi-channel transmission in the regions. Only the stations at Delhi, Calcutta, Bombay and Madras would continue, as before, to be equipped with multi-channel facilities, able to put on the air simultaneously on medium-wave two or three programmes, offering listeners a choice. Elsewhere the listeners will have either to be content with the single programme provided or, if they have shortwave receivers, tune into other stations, Indian and Foreign, whose programmes they find comparatively more attractive.

76. *Need for Multi-channel Regional Broadcasts.*—It has to be appreciated that the demands on a single-channel station are considerable. It has perforce to relay the national programme and the content of its own programme has necessarily to be diverse and varied, embracing regional news services, music, both light and classical, drama and talks, rural and educational services for women, children and the forces. It should be obvious that with this diversity of demands, the time a station can give to each can only be meagre making the programme as a whole colourless, unattractive and uninformative.

77 In a country so large and varied as India, most States have groups with different cultures, customs and traditions. The Stations should be placed in a position to cater to their divergent needs and requirements. Yet, for example, the Ranchi Station located at the centre of the tribal belt

*Not printed.

of Chhota Nagpur can provide only snippets of song and drama for the tribal community. The Commissioner of Scheduled Castes and Scheduled Tribes has complained that All India Radio has not given much time and attention to the tribal people. This view has been reinforced by many who have stressed that AIR has done little to foster in them a feeling of oneness with the rest of the community.

78. There are also substantial linguistic minorities in most of the States while AIR cannot provide programmes for groups of individuals residing away from their home States, it should not bypass substantial minorities within the reach of a station. It is also necessary in the interest of national integration to bring the music and culture of one region to another. To give once again an example, the two Indian schools of classical music, the Karnatic of the South and the Hindustani of the North, should find a place in all regional programmes and not be limited to the programmes of the regions concerned. All this is obviously beyond the capability of single-channel regional stations.

79. We appreciate that AIR would not be able to obtain sufficient allocation of financial resources in the Fourth Plan to rephase its proposals to provide for at least two-channel programmes in all regions, since it has not even obtained sufficient resources for its original plan of quantitative expansion. There is need for both quantitative expansion and qualitative improvement. We consider the latter more important and would recommend accordingly that the provision of two channels in all existing regional stations should be given priority.

80. *Plan for Wider Coverage.*—In reaching this conclusion, we have not overlooked the need for a measure of quantitative expansion also. In our earlier report on rural broadcasts which we incorporate herein, we have recommended that low-power transmitters should be installed in each compact agricultural area in the country. This would, on the one hand, provide the wider coverage needed and release on the other, pressure on the time of the regional transmitters. These local transmitters will provide primarily services for the Ministries of Health, Agriculture and Education and they should be prepared to pay for them.

81. Secondly, large tracts of the country continue to be served exclusively by short-wave transmitters which were installed as an expedient in 1938-39 to cover gaps in available medium-wave transmissions. A short-wave service is not ideal for internal broadcasts; it covers a wider area but its reception is not as satisfactory as broadcasts on the medium-wave. Furthermore, it can be received only on the more expensive multi-band sets whereas it should be our aim to popularise a low cost standardised receiver. The International Telecommunication Union has also objected to the use of short-wave for internal services. This objection cannot be wholly ignored in future planning.

82. *Introduction of Frequency Modulation.*—While on this question, we should refer to the new development of transmissions in frequency modulation. It is now universally accepted that frequency modulation provides interference-free stable reception of high quality superior to medium-wave broadcasts. Most advanced countries have already provided frequency modulation networks in addition to medium-wave networks for their listeners. Experiments have proved that in tropical countries subject to atmospheric disturbance, frequency modulation alone can give the most satisfactory reception.

83. AIR's present plan to have a countrywide network of medium-wave transmitters does not take sufficient account of this development. Undoubtedly the cost of transmitters as also of receiving sets will be somewhat higher but in our view the introduction of frequency modulation services on an extensive scale should be a major ingredient of the expansion of broadcasting. In this connection, it is pertinent to mention that proximity of medium-wave transmitters in a network would cause interference with each other's broadcasts, as it will not be possible to obtain the allocation of a wide range of frequencies on which these stations can operate.

84. AIR proposes to introduce frequency modulation only in the cities of Madras, Calcutta, Bombay and Delhi in the Fourth Plan, and develop medium-wave coverage elsewhere. We consider this plan too restricted and would suggest that either the local transmitters we have recommended, or the new transmitters installed for the regional service, should operate on frequency modulation.

85. We appreciate the difficulties as we have yet to undertake the manufacture of receivers for frequency modulated broadcasts. But should we sacrifice the future for the present? Expert advice indicates that the manufacture of such receivers or combined frequency and amplitude modulation receivers is not difficult and can be undertaken in the existing units with some balancing equipment. We are, however, averse to piecemeal uncoordinated development and would strongly urge that an overall plan for introducing frequency modulation be drawn up.

86. *Technical Deficiencies of Broadcasts.*—The present technical quality of the service provided is admittedly unsatisfactory. It is common knowledge that the reception of the medium-wave broadcasts from the neighbouring foreign stations is superior to the AIR broadcasts in certain parts of the country such as Rajasthan, West Bengal and Assam. Discussions with experts and other witnesses give us the impression that this deficiency is attributable to an insufficiency of transmitters. The map* shows that the number of transmitters as spaced out leaves many tracts outside the reach of a medium-wave service. Similarly, the high power transmitters do not give satisfactory reception to as large an area as anticipated. It has been

*Not printed.

suggested to us that instead of installing 10 Kw or 20 Kw medium-wave stations if AIR had installed ten or twenty 1 Kw stations linked together by telephone lines, it would have covered a larger area and given a better service. We understand that the decision to instal high power transmitters was taken because of the shortage of medium-wave frequencies, but it overlooked the fact that for interference-free reception close proximity to a transmitter is essential.

87. AIR took the correct step in setting up auxiliary transmitters but did not take the logical and even inescapable step of linking them by telephone lines possibly because the P. & T. could not provide them in the absence of advance information. Without these links, these auxiliaries could not relay the regional programmes and an expensive, time-consuming and undependable procedure had to be devised of recording every single programme in advance and sending it by rail or post to each auxiliary station. Apart from technical difficulties, this procedure has made the programmes mechanical, which the Director General himself acknowledges.

88. In the Chapter on Rural Broadcasting, which incorporates our earlier report on the subject, we suggest that these auxiliary transmitters should be used for local broadcasts, wherever they are suitably located for the purpose, by providing them with simple studios for originating local programmes. We believe this idea has been taken up by AIR. This would reduce the number of additional transmitters required for local broadcasting.

89. *Need for a Perspective Plan.*—We found in the course of our discussions, that there are differing points of view on the best solutions for AIR's technical problems. We are hardly competent to decide between them. We consider that a properly integrated technical plan of long-term development should be drawn up by experts and related to a perspective plan of future broadcasts. We understand that decisions are now taken from time to time to meet situations as they arise for the installation of additional transmitters and of varying power depending on their ready availability. We are constrained to observe that this haphazard, unplanned and uncoordinated growth has not added strength to AIR. We consider that the time has now come when there should be a proper technical review of the AIR system as a whole so that correct and rational decisions on long-term developments can be taken to cover the standardisation of the type and power of transmitters to be installed, their location and their linkage. We are strengthened in this view by the discussions we had with experts including Dr. S. Bhagavantham.

90. There are other considerations which also underline the imperative of the review we have recommended. Without a long-term plan, AIR has not been able to place demands on the Posts and Telegraphs Department

for telephone links to be dovetailed into their own expansion schemes. We understand from the Director General that it has now been proposed to have a co-axial link which would be completed in certain regions in about two years' time. This piecemeal programme must be integrated into the overall plan we have recommended.

91. *Procurement of Transmitters.*—A more serious lacuna is that AIR has not been able to place orders on Bharat Electronics Limited for the production of transmitters for which it is now fully organised. As a direct consequence, transmitters have to be procured even now from foreign sources as and when it becomes necessary to meet an emergent situation, preference being given for rupee-payments to conserve foreign exchange. A variety of types and of varying power has thus been and continues to be obtained ignoring the needs of standardisation, raising formidable problems of maintenance and spares. Having created indigenous capacity, it is unfortunate that this reliance and dependence on foreign sources should continue just because AIR has not realised the importance of advance planning. It is imperative that our internal resources should be mobilised and expertise developed to attain self-sufficiency in the minimum possible time.

92. There is another major consideration which underlines the need for a technical review by a competent and independent team. We have found that neither the location of transmitters nor their procurement is always determined on technical considerations. Regional pressures for transmitters have often led to the choice of unsuitable locations for the coverage intended. Similarly, political considerations have intervened in the selection of sources of supply. We consider that were these questions to be remitted to the team we recommend and its reasoned conclusions unreservedly accepted, we should have a balanced network functioning in ideal locations with standardised equipment suited to our need and which could be indigenously produced.

93. *Manufacture of Low-cost Receiving sets.*—It is to say the obvious that expansion of transmission capability by itself will be meaningless unless largescale listening aids are also made available, both through the device of community listening and cheap transistorised sets within the reach of many.

94. It would not be out of place to refer briefly to the UNESCO study on the role of mass media in developing countries and examine how far its postulates are applicable to India. The special study revealed that 2,000 million people live within the span of illiteracy and literacy and have no access to information material to their avocations in life. Their productivity could, however, be greatly increased and their social and economic progress fostered if information and advice could be made available to them in a form which they can understand, appreciate and assimilate.

95. UNESCO estimated that for this purpose a community should have a minimum of 5 radio sets, 10 copies of daily newspapers, 2 cinema seats and 2 television sets for each unit of 100 people. Against this recommended minimum, we had in 1964 only .5 radio sets, 1.1 newspapers, .6 cinema seats and no television except the limited experimental one in Delhi. This indicates that there is inadequate appreciation of the educative and creative roles of media of mass communication and further that we are not yet equipped to carry the message of the plan to those on whose labour and cooperation its success largely depends.

96. It is not that there is no appreciation of the need for developing cheap transistorised sets both for family and community listening. More than one expert committee has examined this question and made constructive suggestions. But as very little has been done to give shape to the recommendations made, we consider it necessary to review the position in some detail and make recommendations so that immediate steps can be taken to set in train processes necessary for the mass production of these receiving sets.

97. We have examined the earlier reports of the experts including those submitted to the Electronics Committee and UNESCO. We held discussions also with many experts including Dr. H. J. Bhabha, the Chairman of the Electronics Committee, Shri B. V. Baliga, the Managing Director of Bharat Electronics Ltd., officers of the Engineering and Research Divisions of AIR and of the Directorate of Technical Development.

98. These have been of great assistance to us in appreciating the problem and in recommending a line of action to overcome it. We should however give first a broad picture of the present level and pattern of production and the potential demand.

(a) The current production of radio receivers is largely confined to multi-band sets. In 1960, the Ministry of Commerce and Industry directed all large scale manufacturers to divert at least 10% of their local production to low priced sets with both short and medium wave bands. These were to be priced at approximately Rs. 125 exclusive of sales tax. About 40,000 such receivers were produced in 1965.

(b) The community receivers are manufactured by three units against orders placed by the Director General, Supply. The current level of production is 30,000 sets and the sale price is Rs. 350. The number of such receivers so far provided is 1,60,000 which was expected to rise to 3 lakhs sets by the end of the Third Plan. It is now estimated that this target will not be realised and the short-fall may be of the order of 65,000. It is evident, therefore, that unless mass production is meanwhile organised the Fourth Plan target of 4 lakh sets within the plan period itself cannot be met.

(c) The demand for low cost receivers is appreciably higher than the current production figure of 45,000 to 50,000 sets as will be evident from the number of licences for low cost receivers issued in the two years 1961-63 which was 2,35,424. It has been suggested that the balance must have been produced in the small scale sector. The gap is too large to sustain this explanation. It is possible that there have been and continue to be large scale imports—declared and surreptitious to account for the difference.

(d) The demand is bound to increase substantially if a set could be made available at about Rs. 50.

99. We have seen a prototype of a single band medium-wave receiver produced by AIR, which conforms to the specifications of the International Radio Consultative Committee, and found it durable and satisfactory. We discussed with Shri M. L. Sastry, Ex-Chief Engineer of AIR the question of standardising this or a similar set and ascertained from him the cost of its manufacture. He estimates that the set could be produced indigenously at the cost of (i) Rs. 40 with components imported free of customs duty; (ii) Rs. 65 if duty is levied and (iii) Rs. 75 if indigenously produced components are used. The costs are ex-factory and make no allowance for profit and distribution cost or of excise duty and sales tax. These estimates were confirmed as realistic by the Chairman of the Electronics Committee and the Managing Director of Bharat Electronics Ltd. Making allowances for the elements which were excluded in these cost computations, a set with indigenous components would, we were informed, sell for about Rs. 110.

100. The cost of a transistorised community set would be about Rs. 25 higher than that of a family set. It was reassuring to learn that the same components as for the family sets could be used for the larger community sets. Only a few high audio-power transistors would be needed but these could be produced without any difficulty.

101. Even if these estimates are realised, the cost of this set will still be higher than that obtaining elsewhere. We have therefore examined the factors which are responsible for higher costs. These are:—

(a) The high cost of imported components such as valves, loud speakers and raw materials for certain components such as germanium for the manufacture of transistors, ferrous and non-ferrous metals, plastics and chemicals. All these items attract customs duty at 70% of the cost of a low priced receiving set. The impact of import duties on its cost structure is thus considerable.

(b) The cost of Indian components is much higher than the cost of comparable items imported from abroad even after paying duty. The reason is twofold: The raw material required for components indigenously produced are also imported and are subject to high incidence of duty and secondly production is dispersed in a number of small units making the cost of production relatively high. It is for these reasons that a receiver made with indigenous components is estimated to cost Rs. 75 against the estimated cost of Rs. 65 for one using duty paid imported components.

(c) The high cost of assembling receivers is due partly to labour intensive methods employed, partly to the low level of manufacture in a large number of units both in the organised and the small scale and cottage industries sectors and partly to the large variety of designs in production.

(d) The retail price of receivers is much higher in relation to the cost of production. High profit margin and the levies at various stages by various authorities account for the excessive mark-up.

102. We reproduce below a table which gives the cost of Indian and Japanese components :—

Comparative statement of cost of components of indigenous and Japanese manufacture for low cost medium wave transistorised receivers

Sl. No.	Item	Cost per Unit		Total cost of Kit of parts for medium-wave receiver to CCIR Specifications	
		Indian	Japanese	Indian	Japanese
1	2	3	4	5	6
		Ps.	Ps.	Ps.	Ps.
1	Carbon Resistors	11.5	5.5	117.8	00.0
2	Ceramic Condensers	11.5 (Imported)	11.9	114.3	83.0
3	Electrolytic Condensers	46.0	22.8	118.8	114.0
4	Gang Condenser	230.0	211.0	243.2*	211.0
5	Trimmers	23.0	..	48.4	..
6	Volume Control	230.0	83.5	236.0	83.5
7	Transistors	403.0	119.7	2,020.5	598.5
8	Diodes	173.0	40.5	348.4	40.5

1	2	3	4	5	6
		Ps.	Ps.	Ps.	Ps.
9	Antenna Coil	38.0	18.0	45.2	18.0
10	OSC & IF Transformers	145.0	60.5	608.8	161.0
11	Audio Transformers	230.0	102.0	496.0	102.0
12	Loud Speaker	575.0	426.0	581.0*	426.0
13	Ferrite Rod	173.0	205.5	176.0	205.5
14	Printed Board	230.0	92.5	242.0	92.5
15	Cabinet and Dial	632.5	733.5	632.5	733.5
16	(a) Knobs & Screws etc.	115.0	508.0	115.0	508.0
	(b) Battery Clamp	50.0	84.0	50.0	84.0
17	R.F. Coils	71.0	..	..	..
18	R.F. Chokes	71.0	..	..	..
19	Mica/Polystren Condensers . . . . .	..	13.5	18.45	13.5
				6,327.35	3,582.5

NOTE :—Prices are based on quantities required for a minimum of 50,000 receivers.

The components marked with (*) under col. 5 are imported items.

All other components under col. 5 have a foreign exchange component for raw material.

103. Since transistors, transformers, and diodes are among the most expensive items in a receiver, the comparatively high cost of their manufacture explains the very high cost of our receiving sets.

104. We understand however that U.S. manufacturers have established production units in many Eastern countries including India for manufacturing transistors employing automatic machines and modern techniques, the entire output being exported for assembly in the U.S.A. This indicates that these countries offer greater opportunities for cheaper production than in the U.S.A. We consider therefore that given necessary foreign exchange facilities for importing modern machinery and equipment, it should not be difficult to produce components at comparable economic prices. Until alternative raw material resources are developed to which we refer later, the question of allowing imports of necessary raw materials free of customs duty should be considered. We understand that the loss of revenue would be small. Meanwhile the development of indigenous sources of raw materials should also be encouraged.

105. The problem poses a challenge but it can be solved by coordinated and determined effort. The basic factor which has been responsible for the neglect of the development of the radio industry is the very low priority given by the Planning Commission to the production of radio equipment, particularly of low cost receivers. It seems somewhat anomalous that the Commission has not appreciated that mass media must play a purposeful role in furthering the objectives of the plan itself. Radio alone leaps the bounds of space and literacy. Correctly used, it can make a universal approach and appeal for the liberation of the human mind, spreading knowledge and techniques necessary for progress and prosperity. It can mobilise human resources and enlist the active and informed cooperation of the people.

106. Unless the potentiality of radio, in Indian conditions, as the most important medium both for publicising and securing fulfilment of the plan is recognised, the necessary impetus cannot be given to the rapid growth of the radio industry. Since 1956 however, the foreign exchange allocation for this industry instead of being increased has been scaled down by 30 per cent. This establishes that the Planning Commission has relegated this industry to a low place in the scale of priorities.

107. We suggest that :

(a) The question of waiving import duties on raw materials for radio components for a specified number of years should be considered and arrangements made for developing alternative internal resources. The then Chairman of the Atomic Energy Commission assured us that silicon which is a by-product of the atomic energy plant could be refined to requisite purity and used as a substitute for germanium for the manufacture of transistors. The silicon planer technique of production is the latest and most efficient and as soon as silicon becomes available locally, Bharat Electronics Ltd., and others should change over to this technique. It would not only give savings of foreign exchange now expended on the import of germanium but would reduce the cost of production by 15 to 20 per cent and give transistors with superior reception. We understand that Bharat Electronics Ltd., is setting up a silicon plant of its own. The capacity of this plant may not however be much in excess of its own requirements and consideration should therefore be given to the proposition put forward by Dr. Bhabha. We were given to understand that there may be similar possibilities of substituting other indigenous materials for imported ones. We recommend that a detailed survey should be undertaken immediately by the Directorate of Technical Development in association with the Electronics Committee.

(b) The high cost of locally produced components could only be brought down by the concentration of production in a smaller number of units. We were informed that the production of transistors would shortly rise to 70,00,000 per year sufficient for the production of 14,00,000 transistorised receivers. This falls far short of even the current demand not to speak

of the potential demand. The present production is distributed between Bharat Electronics Ltd., and a private firm. In the opinion of the Chairman of the Electronics Committee one concern alone should produce about 5,00,00,000 transistors to obtain the economics of large scale production and the advantages of modern technology. The Bharat Electronics Ltd., which is at present producing about 50,00,000 should be able to increase production to 1,00,00,000 transistors in two years time. The Managing Director was however of the opinion that 3,00,00,000 was the minimum for economic production. He added that further expansion upto this level and beyond was feasible without appreciable additional expenditure; it was only a question of installing balancing equipment. It is the considered view of the experts, that the entire production should be concentrated in economic units.

If mass production is encouraged, not only for transistors but other components, the price of components locally manufactured could be brought down to the level of the prices of imported components. It may not however be possible to compete with imports from Japan, because of the export subsidy which Japanese components receive but it should be possible to compete with other producers.

(c) The variety of sets produced at present is large. The standardisation of low cost receivers seems to us essential to reduce costs. While people prefer variety, this preference has to be balanced against the price. We were told by Mr. Tor Gjesdal, Director of the Mass Communications Department of UNESCO, of the Norwegian experiment in the early nineteen-forties for producing such sets for the fishermen who could not afford the more expensive sets marketed. Because of their low price they became popular despite the fact that they were standardised. These sets were replaced as the fishermen became more prosperous and could afford the more expensive sets.

Standardisation should be strictly enforced with regard to the components though the cabinet design may be allowed to vary slightly from one producer to another. Standardisation would not only make mass production possible, reducing manufacturing costs, it would also make maintenance cheaper and easier.

(d) The economics of large scale production are as important in the assembly of sets as in the manufacture of components. All the experts were unanimous that the assembly of the sets also should be concentrated in a small number of units, whereas at present the production of 8,00,000 sets is distributed between several concerns both in the organised sectors of the industry and small scale and cottage industries.

(e) The mark-up of ex-factory price in India is as high as 50 per cent mainly because of the small volume of production. We believe that the

cost of distribution could be substantially reduced with larger production. In any case, the possibility of selling these sets through cooperative societies and post offices which issue licences should be explored. If necessary, a ceiling on the sale price of these receivers should also be imposed.

108. The policy in regard to levies on the production and sale of low cost receivers should be modified. We would suggest that there should be no excise duty on the production of sets below a pre-determined price level and similarly, the State Governments should be induced to exempt such sets from the levy of sales tax. At present these sets are treated as luxury items and the highest rate of sales tax is collected on their sales. These imposts could be reintroduced when we have reached economic production and have also produced a minimum of 2,50,00,000 sets prescribed by UNESCO. It should be evident that the cumulative effect of various duties is in the main responsible for the high cost of receiving sets at the present time.

109. To give shape to the various recommendations we have made above for the early production of low cost receivers we suggest that a committee should be constituted consisting of representatives of the Ministries of Information and Broadcasting and Industry and Supply and of the Planning Commission. In view of the importance we attach to this question, we trust it will be possible to have the committee at Secretary level. It would, however, take time before mass production on the required scale can be organised. In the interim, we suggest that the import of low cost receivers from any country which might be willing to supply these on lines similar to PL 480, should be explored. It is understood that if import duty is waived, these receivers could be sold at below Rs. 40. The import of say 20,00,000 receivers would not cost more than 6 crore rupees and their sale proceeds would not only reimburse the cost but give a margin which should be earmarked for improving the rural service.

110. *Wire Broadcasting.*—Wire broadcasting is a way of bringing the radio programmes to households which do not possess or cannot afford a radio set. As in a telephone system, households are wired and a monthly subscription is levied for the programmes provided. It can be most suitably and conveniently introduced in compact urban areas where the cost of wiring is reasonably low making it possible to charge a small amount as monthly rental. It is ideal for introduction in India where the availability of radio sets is limited and prices are high beyond the reach of many. It is not as versatile as a multiband radio set but it makes selected programmes of the relayed station available to the subscribers.

111. Encouraged by the results obtained elsewhere, AIR undertook a limited experiment in New Delhi. It surveyed the areas of Lodi Colony, Karbala, Aliganj, Thyagaraja Nagar and Kasturba Nagar and introduced

the service in these areas in the expectation that about half of the total of 7,500 households would subscribe to the service. This expectation was not realised at its inception, there being only 1,280 subscribers to start with. This number increased to 1,967 but has since declined to approximately 1,426.

112. The rental recovered is Rs. 2 a month which is not unreasonable and the broadcasts give a choice of programmes from Delhi A, Delhi B and Vividh Bharati channels for nine hours a day. The decline is thus inexplicable and one has to seek reasons. We understand that the Unit made responsible for the service was not properly organised or adequately staffed. As a result, defects in the transmission and reception are not promptly removed. Secondly, there are constant thefts of copper wire which disrupt the service. Thirdly, the rules for collecting advance rents and for disconnecting defaulting households are rather harsh in operation. A contributory cause is that it is possible for the households which are disconnected to reconnect themselves without the knowledge of the authorities.

113. The service was planned on a no-profit no-loss basis and had the earlier expectation materialised it would have been so. But, as a result of the fall-off in subscribers, the revenue was Rs. 40,000 in the year 1965-66 against the estimated cost of Rs. 60,000. Unless the service is popularised it will continue to be run at a loss.

114. The question, therefore, arises whether AIR could or should give time and attention towards this ancillary activity and expand it in New Delhi and introduce it in other areas or whether it should leave this to be undertaken by some other agency.

115. Very few broadcasting systems have burdened themselves with the provision of this listening facility. The United Kingdom licensed some companies to use selected BBC programmes on wire for the subscribers on payment of a suitable fee to the Post Master General. The responsibility for maintaining the connections in good order and for collecting subscriptions is that of the licensee. There are 10,00,000 subscribers as against 1,00,00,000 radio receivers.

116. Even in India, prior to 1947, some State Governments had introduced wire broadcasting to extend community listening through loudspeakers in parks and public places. Even now we understand that ten municipalities in Andhra Pradesh have such systems, operating as many as 70 loudspeakers in some of these towns.

117. In 1956 the Government of Andhra Pradesh proposed, as part of their second Five Year Plan proposals, a scheme for extending wire broadcasting to domestic subscribers but the Ministry of Information and

Broadcasting did not include it in the Plan. In 1959 the Ministry was requested to use the existing installations in the various municipalities for extending the facilities to domestic subscribers but in 1963, that is more than 3 years later, the Ministry of Information and Broadcasting informed the Andhra Pradesh Government that the Ministry was formulating a model scheme for guidance of local bodies and others. In spite of several reminders, however, the 'model' scheme of the Information and Broadcasting Ministry has not yet been made available.

118. We were given some details of a scheme worked out by the Andhra Pradesh Government and fail to see why such a worthwhile activity is being hampered by the Union Government. The programmes which the State Government wishes to provide for subscribers are AIR programmes—thus there can be no objection of encroachment of Union functions. In a country in which radio listening is so small we should have thought that Government would encourage any means of extending listening to AIR programmes. We would urge that all such initiative from State Governments and local bodies should be encouraged and facilitated instead of being discouraged and even obstructed.

119. *Planning and Development*—It remains to examine the working of the Planning and Development Unit of AIR. While we were impressed with the many engineers whom we had occasion to meet and shared their confidence to be able to do things without foreign assistance, we were told that they were losing initiative as they could not obtain decisions on basic questions of policy. They also felt side-tracked as their technical advice was often disregarded on administrative and political considerations. They also complain that important questions of development are considered very cursorily and plans involving crores of rupees are drawn up hurriedly and are accepted without mature consideration. This accounts for many of the anomalies we have noticed and commented upon.

120. The Unit has a three-fold responsibility: First it draws up plans for the development of broadcasting, secondly, it processes them for approval by Government and the Planning Commission and thirdly, it supervises the execution of the approved projects through Project Circles in Calcutta, Bombay and Delhi.

121. There was one lacuna in the organisation of the Unit. It did not, till recently, have a programme official associated with it to advise on the scope of a station planned and the number and duration of programmes it would broadcast. Without programme objectives to guide, its planning was tending to be in vacuum. The Unit planned and built a station according to its own idea of its needs. Often enough, this did not give flexibility to programme planners who had to be content to plan on the basis of facilities made available rather than on what the station was

intended to do. Only recently a Director of Programmes has been appointed but he has not been made a part of the Unit. Advice to be useful should come from within rather than outside, and we recommend that this officer should be incorporated in the Unit and placed in correct relation to the technical staff.

122. For reasons stated above, not only planning itself is somewhat unrealistic, but its execution unsatisfactory. Even the allocations in the plans are hardly utilised fully—shortfalls have been of the order of 30 to 40 per cent in the second and third plans. This arises for a variety of reasons. First, there are the procedural and financial rules which are not conducive to speedy decisions; secondly, AIR has to use agencies like the Central Public Works and the Post and Telegraphs departments, over which it has no control; and thirdly, release of resources, particularly foreign exchange is not made in time even when a project is approved and ready to go on stream.

123. Several suggestions have been made to improve matters, some of which we commend for acceptance. The planning and development unit should concentrate on planning and divest itself of the responsibility for execution which should be best left to regional units. Project offices already exist in several places and could be given the authority and resources to take full responsibility. The Central Public Works Department should create a specialised wing for all construction work of AIR on the lines of its Aviation wing. There should be delegations of financial and administrative powers to all levels commensurate with the responsibilities entrusted to them, together with a simplification of the relevant regulations.

124. Maintenance functions should similarly be decentralised and not located as at present at Delhi. Zonal maintenance and repair units would be a far more satisfactory and quicker way of dealing with problems which arise in the regions.

125. *Research*—We should conclude with a word about the research organisation. It has done valuable work in the design and development of equipment, in finding solutions of acoustic problems and has undertaken ionospheric studies. We have ourselves found that the prototype of a low-cost receiving set developed by it gives high quality reception and is also durable. The work of some of its personnel has won recognition both in India and abroad. It is unfortunate therefore that sufficient financial resources have not been placed at its disposal nor its organisation suitably strengthened. Another disability is that research engineers in the unit are transferred when their turn for promotion comes. It should be possible to devise ways by which the specialists can be retained in the organisation and given full scope for their research work. For these reasons the capability of the unit to play a more purposeful role in the development of

broadcasting has been limited. We cannot but strongly advocate that initiative in this unit should be encouraged and original work rewarded. This alone would make AIR self-sufficient in technical matters and enable it even to contribute to the growing technology of sound and visual broadcasting.

PART III

CHAPTER IV

AIR PROGRAMMES : SOME PROBLEMS

Public criticism; selection of artists; artists' fees; lack of variety; absence of controversy; election broadcasts; excessive Government publicity; decentralisation; zonal control; ministerial interference; untrained staff; lack of opportunities for specialisation; studios and equipment; lack of team spirit.

126. The gravamen of charges against All India Radio relates to the content and quality of its programmes and their indifferent presentation. All other criticisms as also suggestions for its reorganisation, including a structural change, stem from this dissatisfaction.

127. We do not wish to encumber this report with a detailed analysis of the programmes but would limit ourselves to a review of AIR's programme policies and their impact on its output.

128. An overwhelming majority of witnesses who appeared before us and the bulk of Memoranda submitted attribute the defects and deficiencies of the programmes mainly to the following causes:

- (a) The selection of unsuitable artists;
- (b) The low level of fees paid to artists and others for different types of programmes;
- (c) The denial of freedom to and discouragement of initiative in the staff to plan and present imaginative and original programmes;
- (d) The tendency on the part of AIR to anticipate the official view on matters to be broadcast and to give undue prominence to ministerial pronouncements whether they have any news value or not;
- (e) Centralisation of planning and imposition of standard procedures without regard to regional disparities and divergences;
- (f) Absence of adequate training facilities and specialised and refresher courses for the staff;
- (g) Inadequate studio and other facilities; and

- (h) Lack of harmony between engineers and programme staff and between producers and programme executives.

129. The selection of unsuitable artists for music and of others for talks and commentaries has figured largely in the submissions to the Committee. While a procedure has been prescribed for the selection of artists for certain types of broadcasts, there is none for the selection of others.

130. The prescribed procedure has come in for a great deal of criticism and it has been suggested that it militates against the acceptance of the best artists available. It has also been suggested that mediocre people are often inducted by official and other pressures and the predilection of senior staff also plays a role in selection.

131. A system of audition was introduced for the selection of artists for music and drama to prevent patronage and favouritism. In the case of certain categories, the selections made by regional boards require confirmation by the central board. It has been brought to our notice that this procedure is time-consuming; often a year to eighteen months elapse before a decision is taken. Meanwhile, many selected artists are no longer available. Another lacuna is that once selected the procedure for the elimination from the 'approved list' for unsatisfactory performance is cumbersome and unworkable. Pressures also operate to upset decisions on removal. Once on the list, the artists have to be given periodic assignments without regard to their suitability or popular appeal. This leads to infrequent use of artists of proved merit. The lists get progressively lengthened while occasions for engagements do not increase correspondingly; this reduces the scope for the use of fresh talent and encouragement to young artists, the search for whom is in any case desultory and unenterprising.

132. There is also criticism regarding people invited for talks and commentaries. Time and again it was pointed out that except Ministers, senior officials and influential adherents of the party in power who claim and obtain time whenever they like, the choice otherwise is limited to a few people who have monopolised these fields of broadcast. Officials responsible for selection do not maintain close contacts with writers, journalists, commentators and thus fail to widen the area of selection. They are also amenable to pressure and there is a tendency to favour friends. There is a disinclination to invite distinguished people who are critical of administrative policies. Secondly, the talks are censored in the most unintelligent manner, objection being taken to the most harmless matter. At the same time there is no positive editing of scripts, in consultation with those invited to broadcast, to improve them. This is the practice in all broadcasting organisations but it requires skilled and experienced talks producers.

133. We consider that there is a great deal of truth in these criticisms. We discuss the audition procedure elsewhere but consider that a way should be found to widen the field of choice and remove the inhibitions which haunt the corridors of AIR. It is difficult to devise a system which will by itself give perfection. It seems to us that the remedy lies in selecting the right person to be in charge, giving him complete freedom and making him fully accountable for indifferent choice as revealed by listener research and other means available.

134. There is complete unanimity in the evidence adduced that unless the scale of fees is made attractive, AIR would not be able to obtain competent and worthwhile people. The fees were fixed as early as 1938 and have yet to be revised. The standard fee for a fifteen-minute talk continues to be Rs. 25 though AIR has discretion in selected cases to offer Rs. 50. For a talk in the National Programme alone the fee reaches the somewhat respectable figure of Rs. 100. These payments compare unfavourably with what is offered by newspapers and magazines and are in any case too low to attract talent.

135. In many countries a number of writers, musicians and others make a good living out of their earnings from radio and make it the profession of their choice. In India it can hardly be so. Even top-ranking musicians like Smt. M. S. Subbulakshmi, Pandit Ravi Shankar or Ustad Ali Akbar Khan are paid only Rs. 150 for a programme and even so, invited infrequently. If they appear in the national programme, it is largely from a sense of duty and loyalty to the national organisation. Even though elsewhere it is considered a distinction to be invited to broadcast, the fees paid compare favourably with those earned for professional performances. In India there is neither this distinction nor the attraction of fees. AIR has thus to rest content with the second best when available.

136. Likewise, playwrights are offered Rs. 30 to Rs. 40 for the right to broadcast their plays. This does not encourage specialisation necessary for radio plays, nor assist in building up a corps of radio playwrights by attracting authors of distinction. The Committee was surprised to know that lyricists were, until recently, paid the ridiculously low fee of twentyfive, fifty or seventyfive paise, depending on their grading, for each broadcast of their composition.

137. We are convinced that unless these categories are given comparable treatment and the scales are revised to take account of the erosion in the value of the rupee and rising costs of living, AIR would be unable to produce quality programmes and give necessary encouragement to young playwrights, lyricists and artists.

138. The regulation which seeks to prevent favouritism by imposing a limit on the amount an artist can earn in the course of a year has also produced unfortunate results. Any excess over this ceiling has to be sanctioned by the Director General and in some cases by the Ministry. Thus, an outstanding sports or political commentator, actor or conductor cannot be engaged by a station as frequently as he should be unless a special dispensation has been obtained from a higher authority. This being difficult and smacking of favouritism, Station Directors take the line of least resistance and discontinue artists as soon as the prescribed limit has been reached. The interests of the listening public are thus sacrificed on the altar of regulations. In this process AIR fails to create radio personalities who lend colour and attraction to the programmes and induce people to listen at the hour they are on the air.

139. We consider that regulations which produce these results are not only irrational but indefensible. Furthermore, no organisation can function smoothly under an intricate system of checks and balances nor can it grow in a climate of distrust and suspicion.

140. There have also been complaints from many that only officials and politicians are given attention and consideration by AIR, others are treated perfunctorily. The atmosphere in AIR is cold and impersonal, not conducive to creative art and work.

141. A general complaint is that AIR's programmes lack variety; they deal with dull and drab matters avoiding scrupulously anything politically controversial or even of civic consequence to the citizens. A former Director General of AIR mentioned that though there are no directives from Government, he had found the staff inhibited in planning ambitious or adventurous programmes lest they be viewed with disfavour by those in authority. A word whispered here and there produces a fear complex which reacts on programme planning. There is thus a marked tendency to play safe and produce routine programmes in a routine way. Many on AIR's payroll had no hesitation in acknowledging that their enthusiasm had evaporated and their initiative had been dulled in the atmosphere prevailing in AIR. Originality is discouraged and work of merit is not recognised or rewarded; there is no scope for experimentation or creative work and it is best to plod along the rut and wait in the queue for promotions.

142. With staff which has imbibed this attitude of resignation, it is impossible to improve the tone and quality of the broadcasts. The staleness in AIR's programmes must necessarily continue unless AIR is revitalised. Only a psychological transformation which would give confidence and initiative, encourage freedom of action and inculcate a spirit of experimentation can give life, purpose and substance to the programmes. It is

difficult to bring this about in a departmental organisation. Whether some expedient can be found is a matter best left for discussion in the larger context of a reorganisation of AIR.

143. AIR's cult of anonymity is another factor mentioned which does not encourage individuals to give of their best in the production of programmes for which they are responsible. Programmes are impersonal; credit or discredit reflects on the organisation and not on the individuals responsible for their production and presentation. Unless they take pride in the organisation to which they belong, (we have found this singularly lacking) individuals cannot be spurred to greater endeavour. In this situation public appreciation alone can produce the necessary impetus. It is a sad reflection on the staff of AIR but is perhaps understandable. We recommend the announcement of the names of the persons responsible for a programme as it would bring psychological satisfaction to the artist, establish rapport between him and the listener and thus lead to a marked improvement in quality and presentation.

144. It is generally believed that AIR is one of the organs, albeit the most important one, of official publicity. The undue importance hitherto given to the statements and activities of the Ministers and the pronounced bias in the presentation of news, commentaries and talks lends substance to this belief. As a department of Government, it is inevitable that there would be a measure of prominence given to official policies, attitudes and activities in its broadcasts but it does not necessarily follow that AIR should exclude their objective analysis and criticism.

145. Theoretically, it has the freedom of a national newspaper to present objectively topics of current happenings and interest but in practice it has failed to do so mainly for two reasons. First, successive Ministers usurped the policy-making functions of the directorate-general and started interfering even in matters of programme planning and presentation. Secondly, the selection of the directing staff was so made as to ensure unquestioning compliance. As a result, the public image of AIR has become tarnished, its objectivity destroyed and its initiative gradually whittled away. It is now dominated by a 'psychology of conformity' as AIR itself admits. It is a moot question whether it is possible to restore and started interfering even in matters of programme planning and present-education and entertainment without liberating it fully from official control. This is the all-important issue which requires careful analysis and consideration which we reserve for separate treatment.

146. We should make it abundantly clear that AIR must not shun, on the contrary should encourage, discussions on matters of moment, whether political or otherwise, on which different points of view are widely held in the country. It should, however, ensure that impartiality and objectivity

are fully maintained. It should not attempt to mould public opinion or hold any editorial views; it should leave it to the public to form judgement on the basis of a proper and correct presentation of all major points of view. This alone would make the discussions and talks stimulating, lively, constructive and thought-provoking.

147. We should also make our views known on the somewhat controversial issue of election broadcasts by the major political parties. In all democracies, the broadcasting system allows spokesmen of the parties to place before the electorate their political, economic and social programmes. We do not see why it should be otherwise in India. So long as the broadcasts are objective and educative and their purpose is to enable the electorate to exercise their franchise in an informed way, the introduction of election broadcasts should be unexceptionable.

148. The allocation of time to the parties is a difficult question but it has been resolved in different ways in different countries. We understand that earlier demands to allow election broadcasts in India failed as no agreement could be reached between the parties. We consider that attempts should be renewed before the next General Election to bring the parties together and a solution found with the advice and assistance of the Election Commission both on the scope of the broadcasts and the time to be given to each party.

149. In the course of discussions in the Union of Soviet Socialist Republics, our Sub-Committee ascertained that though Radio is an instrument of the Government, the authority has discretion to refuse requests from Ministries and others to broadcast matters relating to their activities and that this discretion is freely exercised. If the authority did not consider any broadcast suggested to be essential, suitable or of public interest, it invariably declined to arrange them. It is thus not beyond the realm of possibility to evolve a similar procedure to enable AIR to break away from the humdrum, stereotyped and dull official programmes which dominate its output.

150. It was refreshing to hear from the Director General that AIR has recently been given freedom to plan programmes which, in his opinion, would have been difficult if not impossible to contemplate even a year ago. There is also a direction to cut down references to Ministers. This trend is encouraging and should be further developed so that AIR is able to acquire the reputation of independence and objectivity which are attributes essential to any worthwhile broadcasting system.

151. Decentralisation is basic to the growth of an organisation. Efficiency and economy cannot be ensured unless there is delegation of

authority to all levels commensurate with their functions and responsibilities. Yet, this maxim has been completely ignored by AIR. The resulting inertia has been widely criticised and drawbacks of over-centralisation forcefully expressed. Even the Station Directors chafing under curbs have openly voiced their dissatisfaction. They complain that they have responsibility without authority and get blamed for policies in the shaping of which they have had no hand and which do not accord with their concept of a broadcasting organisation. They have hardly any initiative in the planning of their own programmes as the directorate-general insists on the relay of broadcasts of a large number of programmes sponsored by it. Some of the national programmes may be of little significance and interest to the listeners in particular regions, yet they are obliged to relay them. This implied criticism of the so-called national programmes apart, it is an encroachment on time intended for programmes of entertainment and it does not endear the station to its listening public.

152. Often the demand for relaying a national programme comes without much notice upsetting the programme planned, even breaking into its continuity. If there is a directive about a national programme, the Station Directors should at least have discretion to put it on the air at a convenient but suitable hour. We understand, however, that more recently Station Directors have been given some discretion in regard to such relays. This is a move in the right direction, the outcome of the new liberal policy which, we hope, will be suitably enlarged to cover other aspects of programme planning.

153. At the present time, the Station Directors have not been given any authority even to cover events in their regions which in their view are worthwhile and interesting. The time-consuming process of obtaining approval of higher authorities before such programmes are put on the air deprives the programmes of topicality and spontaneity. It only exposes the station to charges of timidity and as the purveyor of stale news.

154. Similarly, the standard make-up of programmes laid down does not take account of regional disparities and their differing needs. Regimentation defeats its own purpose and deprives the regional programmes of their utility and attraction.

155. The Special Reorganisation Unit of the Ministry of Finance had advised that a great degree of devolution of authority to the stations of AIR was essential in the interest of efficiency and economy. It has been suggested by AIR officers that apart from national news and certain classes of information, all programme activities should be decentralised.

156. One recommendation of the Special Reorganisation Unit, the introduction of a zonal system of control to replace central control deserves

mention. The recommendation is based on the consideration that one Deputy Director General (Programmes) at headquarters assisted by a few Directors can hardly scrutinise programme-schedules of 34 stations covering items of music, drama, talks and programmes for women, children, school broadcasts, etc. This function along with administrative responsibility could be better exercised by establishing zonal control at Madras, Calcutta, Bombay and Delhi. This recommendation bypasses the issue which is basic in our view, whether such a central scrutiny is at all necessary. It merely accepts the present concept of the directorate-general and suggests procedural changes to accelerate decision.

157. We understand that it has now been decided that this scheme for decentralised administration should be given a trial. It is thought that apart from reducing the numerous references to Delhi, the zonal arrangement will have other advantages. The problems of stations in a particular zone are somewhat similar and the languages of the states included therein have a degree of affinity. Programme planning will thus be easier and more realistic. Effective coordination would also be secured leading to the smoother working of all stations within a zone.

158. This plan which appears on the surface to be sound has to be viewed with circumspection. An intermediate layer of control might prove to be nothing more than a fifth wheel in the coach hampering rather than casing its movement. Unless the zonal coordinators are endowed virtually with all the powers of the directorate-general, references will have to be routed through them and this might only cause delay and confusion. We do not see any particular virtue in creating zonal coordinators. We would urge that subject to certain general policy directions, the stations should have freedom to plan their programmes and utilise their resources to give maximum satisfaction to the listeners they serve.

159. Evidence before us also reveals that central scrutiny of programmes is more theoretical than real and at best perfunctory. It does not serve any material purpose and the sooner it is dispensed with the better will be the impact on programmes. The stations should be adjudged on their performance under a plan of devolution. It should inculcate a sense of greater responsibility, introduce a competitive spirit and give the stations a purpose, all of which should be reflected in a significant improvement in the output of the stations.

160. The delegations made to the directorate-general also fall far short of what its responsibilities demand, and even in the delegated field, we understand, interference is frequent. We are informed that this is not limited to programme policies alone but extends even to technical matters relating to the development of transmission facilities and procurement of equipment. The Ministry is not equipped nor is it professionally competent to deal with either.

161. We heard with dismay that the Ministry in the past had dictated the type of Hindi to be used in broadcasts and on the make-up of music programmes. It is saying the obvious that there must be a national policy on languages; it cannot be left for the individual determination by a Minister or a Ministry. Similarly, the music policy imposed the banning of certain types of music and the encouragement given to certain schools of classical music at the expense of others, without consultation with experts and in utter dis-regard of popular demands had a disastrous effect. Listeners turned to Radio Ceylon in preference. A remedial measure was taken by introducing the special 'Vividh Bharati' programme but the regional programmes still bear the impress of the past policy. Similarly, technical planning and the procurement of equipment are dominated by regional and political considerations to which we have earlier referred. We cannot but strongly deprecate such unwarranted interference in matters which are best left to professional determination.

162. AIR has yet to reach the standard of professional excellence expected of it largely because it uses untrained people and indifferent voices in some of its broadcasts. AIR should not obviously be the testing ground of amateurs unversed in radio techniques. They have to be put through an intensive course of training and their suitability established before they are put on the air. Similarly, people with indifferent voices should not, as now, be employed as announcers and newsreaders or, for the matter of that, for talks and commentaries.

163. Ever so often even an enjoyable musical programme is marred by the irritating voice of the announcer, a talk or a commentary on an interesting topic rich in its content is ruined by a poor delivery. An excellent script or talk should be broadcast by an equally excellent radio voice. AIR should shed its squeamishness to request a script-writer to allow the actual broadcast to be undertaken by someone more competent. For example, a poet should welcome a recitation of his poem by someone more proficient. He should realise that it would enhance its merit and increase its attraction.

164. Here we should say a word about specialisation. AIR has not paid sufficient attention to this aspect and often enough expensive and unsuitable staff is deployed for work which can be undertaken by a lower but specialised category. For example, AIR uses shift engineers for recording music and other programmes, even though they do not have training and aptitude for this type of work. Engineers who assist in the broadcast of music should have special training in musical balance. It is not necessary to employ highly qualified engineers on high scales of pay for this work. We understand that the Film Institute of Poona has a course for training recording engineers. The introduction of such a cadre will

be economic, contribute towards an improvement in the technical quality of the programmes and also enable AIR to better utilise its attenuated technical cadre for purposes intended.

165. AIR has produced a formidable list of deficiencies to explain away the indifferent technical quality of its broadcasts. The first complaint is that the number of studios is insufficient to meet its growing needs, studio equipment is largely out of date and other aids for good transmission are not available.

166. We are unable to accept the complaint that the number of studios available is insufficient. In the course of our visits to many stations, we have seldom found more than one or two studios in use at any one time. It seems, therefore, there has been no proper planning for the maximum utilisation of available studio facilities as elsewhere. For example, the utilization in AIR is 1 : 10 against 1 : 3 for Drama and 1 : 1 for talks in the BBC. This means that for every hour of broadcast the studio is occupied for ten hours in AIR, counting rehearsals, repeats of recordings etc. Secondly, by providing separately for rehearsal rooms, the pressure on studios can be considerably reduced.

167. When confronted with these statistics, the authorities explained that AIR had perforce to use a large number of working people in its programmes. It is not possible to assemble them at hours convenient to the stations. It has to be at the end of the working day. Thus, the pressure on the studios at particular hours cannot be met with the number of studios available and the need arises for additional studios. In this situation, programmes have often to be broadcast unrehearsed or insufficiently rehearsed. We believe that by efficient planning the difficulty can be overcome.

168. The complaint regarding studio equipment is, however, sustainable. Due to financial difficulties which have plagued AIR all these years it has been unable to replace obsolete or obsolescent equipment. Now when it is financially viable, foreign exchange difficulties have arisen to postpone its modernisation programme. We can only regret that little has been done over the years to produce indigenously the equipment AIR needs. It has failed to take any initiative to encourage indigenous production.

169. The other complaints are that the studios are not properly insulated and outside noises therefore intrude into the programmes, the microphones are old and not of the latest type and cause a certain amount of distortion, gramophone records are old and scratchy, tape-recordings are uneven due to voltage fluctuation, the telephone links are faulty and do not carry faithfully the relay of programmes, and transport is not available for essential outdoor recordings.

170. It is beyond our comprehension why AIR has done nothing to instal voltage stabilisers or to improve insulations. These do not involve large expenditure and are well within the competence of AIR itself to order and rectify. The delay and difficulty in replacing gramophone records is due to procedural reasons, but we have seen no evidence of AIR taking steps to have the procedure revised. Similarly, it has not made out a convincing enough case for obtaining sanction for the purchase of additional transport. We can only infer that the inertia which has seized AIR is responsible for the many deficiencies which have been mentioned to us to explain away the shortcomings of the presentation of programmes.

171. We are greatly disturbed to find that there is no harmony between the engineering and administrative wings and a great deal of discord between the Producers and Programme Executives.

172. The engineers complain that they have not been given their proper place in the organisation. A Station Engineer is treated as a subordinate of the Station Director even when he is senior to him in service and receives a higher pay.

173. The Programme Executives feel aggrieved that a new category of producers has been unnecessarily introduced which has relieved them from creative work and has reduced them to routine duties. They consider that they had fulfilled their combined role of planning and producing programmes with distinction and this encroachment on their role has only led to a deterioration in the programmes. The Producers, on the other hand, complain that they do not receive the necessary degree of cooperation from the Executives and there is often interference in the selection of artists. They have to accept one or more unproved artists at the behest of the Executives. This has a disastrous effect on the quality and presentation of programmes. With this dichotomy in the organisation it is not possible to hold any one responsible for lapses. As these questions are mainly organisational, we reserve them for detailed examination in our proposals on reorganisation. We mention them here in the context of an overall review of programme deficiencies.

CHAPTER V

AUDIENCE RESEARCH

The need for listener research; AIR's listener research—past and present; programmes without audiences; the cost of listener research; training for listener research; whether listener research should be part of AIR or outside it; the importance of specialised staff.

174. Listener research is an integral part of most broadcasting systems. Without a continuous and intimate touch with its audience a broadcasting system cannot fulfil the purpose for which it exists nor can it ensure maximum listening to its programmes in preference to others. Without a review, money and effort might be wasted in producing programmes which do not attract listening. There is also the attendant risk of listeners tuning into other broadcasts which have undesirable features, both morally and politically.

175. In countries where radio and television are in commercial hands, extensive use is made of listener research and production planning is oriented to cater to popular demands even when they offend against good taste and social values. The educative role of the two media is largely subordinated to listeners' preferences. At the other extreme are countries which treat these media merely as instruments of publicity and propaganda and do not need audience research to guide their programmes. Those in control of the apparatus determine what ideology to propagate and what directional control to give to national life and endeavour. In between the two are countries which do not exploit the media commercially but use them solely for purposes of information, education and entertainment, blending in the programmes what people want with what people should have. There being no market quotation or automatic indicators of public feeling, they rely on audience research to be able to provide a service responsive to listeners' needs and preferences without sacrificing in the process the educative role of the media.

176. In a democratic State such as ours, embarked on planned development of its economy and social services, it is all the more important to know whether the special programmes designed to increase productivity and to inculcate social habits conducive to health and hygiene are making any impact. There must be an arrangement by which AIR should be made aware of the extent and quantity of listening to each programme

which is broadcast and whether those who listen to a programme like or dislike it with reasons therefor. It is only through the instrument of audience research that AIR's programme planners can have access to a wide variety of information on the programme preferences of different groups of listeners and the impact of special programmes on the groups for which they are specifically designed. The information collected should be used for formation of policy, day-to-day planning of programmes, allocation of resources to different programmes, assessment of staff performance and output and all other relevant issues. The objective of making the programmes appealing and effective can be achieved only if all these requirements are suitably harmonised. The planners have also to realise that they do not necessarily have a captive audience. Most listeners have radio sets which can be switched on to other stations. The programmes have to compete in quality and appeal with many others available from different sources.

177. It is unfortunate, therefore, that AIR has at present hardly any organisation or arrangements for systematic audience research. This has had a direct bearing on all AIR programmes and policies. In our consideration of different categories of programmes, we have repeatedly come up against the problem that no one in the organisation knows whether a particular policy or programme has any appeal to the listeners. In this situation it is not strange that radio has yet to become a part of the people's lives. Having regard to the limitations of resources, particularly of transmitters and transmission channels, it is imperative that optimum use should be made of the time and other facilities to give to listeners education, information and entertainment of value and utility.

178. The problem of listener research in India is complicated as there is a multiplicity of languages and dialects and wide divergence in habits, tastes and attitudes. These militate against setting up a centralised organisation.

179. It is necessary at this stage to consider what arrangements for listener research AIR had made earlier and what the present position is. After the Second World War, the authorities felt that for proper planning of programmes, listener research should be organised on proper lines and a unit was formed in 1946. Each of the seven stations then in existence was provided with a listener research unit in charge of a Listener Research Officer. The work of these units was coordinated by a central cell in the directorate-general which issued necessary instructions and guided research undertaken.

180. A number of surveys was conducted and useful information was compiled on such matters as the composition of listener groups, the educational level of various types of listeners, the average size of a listening family, reactions to talks, plays, music and other relevant data.

181. It was a nucleus organisation and the intention was to build around it a proper unit which could provide AIR with information necessary for proper production planning. Some time during the Nineteen-fifties, however, the unfortunate decision was taken to dispense with listener research altogether. Officers who had been taken on a permanent basis were retained but could thereafter make little contribution towards programme planning. In 1964, listener research activities had almost come to a standstill.

182. With the discontinuation of listener research AIR has no means of ascertaining public reaction to its programmes and it has become impervious to the needs and preferences of its audiences. *Pari passu*, the Ministry assumed responsibility for prescribing on its own the types of music, drama and other programmes to be put on the air. Whether individual judgment in a matter like this can be tolerated is one question but the more important one is that the highbrow programmes introduced and the preaching of archaic tenets led immediately to a decline in listening to AIR's programmes. This complacent attitude received a jolt when Radio Ceylon with its popular programmes came to command extensive listening at the expense of AIR. This led to the introduction of Vividh Bharati and a modification of AIR's music policy; this has succeeded in weaning back a number of listeners. Had the need for ascertaining listeners' needs and preferences been appreciated, the challenge of Radio Ceylon could have been averted even without such a special programme.

183. We were also disappointed to hear that information collected earlier by listener research units had hardly been put to any use. It has even been suggested that the findings of listener research were only used to bolster up the policies of AIR. Any finding which gave a contrary impression was summarily ignored and suppressed.

184. Even though there is no organised audience research as such, AIR has been made aware that several of its special programmes have hardly any audience. But, despite this knowledge, AIR has persisted with the programmes making demands on limited resources and time which could have been utilised more purposefully on programmes which command reasonable listening. We limit our observations to two programmes, both of great potential value, namely, the programmes for industrial workers and for school children.

185. Programmes for industrial workers are now broadcast from 18 stations either daily or on three or four days a week. Surveys conducted at some of the centres revealed that there was hardly any listening to these programmes. In its memorandum AIR says that because of inadequate listening arrangements the programmes did not have encouraging response. It is strange that AIR should put forward this explanation in extenuation. Proper planning implies that the first step in launching a programme is to

ensure that the complementary steps for creating suitable facilities and aids for listening have been taken. In fact, without this precondition a programme can only result in dissipation of resources. It was not for AIR to make this arrangement (responsibility for this devolved on the State Governments and the industrial establishments) but it was for AIR to plan the programmes in close collaboration with them and introduce them only when the essential conditions had been met. AIR had so far considered its educative role fulfilled with putting out these programmes. It had not bothered to ascertain whether there was any listening to the programmes and even when made aware of this, did not press for remedial measures

186. The situation in regard to school broadcasts is no different. We deal with these broadcasts in detail in reviewing AIR's programmes, but would point out here that they also have not produced the results intended. AIR may derive satisfaction from the fact that 26 of its stations broadcast regular programmes for schools, but this satisfaction is pyrrhic. Limited surveys conducted by AIR reveal that there is practically no listening to these broadcasts in most places.

187. AIR has not, we are told, attempted to assess public reactions to some of its favoured features. For example, the two annual events, Sahitya Samaroh, a literary symposium, and Radio Sangeet Sammelan, a music conference, which together cost about one lakh rupees a year have not, it is suggested, provided attractive listening. Without research it is not possible to pronounce on this suggestion but obviously an assessment should be attempted to decide whether these activities are not best left to other organisations such as the Sangeet Natak Akademi and the Sahitya Akademi.

188. A number of broadcasts of operas, symposia on music and other subjects, and learned talks on obscure topics are broadcast regularly by AIR even though its own limited surveys revealed that these programmes have little or no listening. On the basis of this analysis, it is evident that AIR's programme planners disregard listeners' preferences and even when made aware continue programmes which do not attract any appreciable listening.

189. In our interim report on rural broadcasts we had outlined a scheme for a survey of rural listening. The scheme would hold even for an urban survey, only its scope will be somewhat different. We would only stress that when properly organised, listener research should give priority to a survey of the needs of the rural community. We say this as we consider that rural broadcasts have a purposeful role to fulfil in our developing economy. Their prime importance lies in making the country self-sufficient in foodgrains, improving health and hygiene in rural areas and in giving an impetus to family planning.

190. We do not propose to reproduce here the blueprint we had given for a survey of rural listening in our interim report. But we expect that our suggestions about the size, type and frequency of the study and the manner in which it should be conducted would be taken note of by the listener research unit when constituted. We consider however that we should briefly make known our conclusions on the organisation needed, finances necessary and the training to be imparted.

191. We were pleased to hear that Government had decided to re-suscitate the listener research unit when we made our interim report but we are now disappointed to hear that the resources provided are totally inadequate for the main purpose in view. Listener research is an expensive undertaking but it repays the outlay in making the programmes fruitful leading to a better dissemination of knowledge and information through enlarged listening. It has been suggested to us by experts both foreign and Indian that research inadequately financed and incorrectly organised is infinitely worse than no research at all. Most broadcasting organisations devote about 15 per cent of their resources to this essential requisite and consider the expenditure more than recompensed. We fully agreed with the observations of the Beveridge Committee on Broadcasting, 1949 that 'if audience research is worth doing at all, it is worth doing well. And it must be done. For broadcasting without study of the audience is dull diction; it is not responsible public service'.

192. This brings us to the consideration of the scheme which AIR had formulated to make up the leeway. It had hitherto provided only a paltry sum of Rs. 5,000 a year to each zonal station for this essential activity.

193. The scheme envisaged (1) a central cell with adequate research and administrative staff and a statistical unit, (2) four zonal units with Research Officers and Investigators and (3) 16 listener research units at each of the regional stations in the 16 State capitals equipped with Investigators. The annual cost of this scheme was a modest sum of Rs. 7 lakhs which would be approximately one per cent of the revenue allocations to AIR. We understand that Government have only sanctioned an Assistant Listener Research Officer for each of the AIR stations without any investigating staff. They have also advised that listener research should be conducted through the Central and State Publicity agencies, Panchayats and such other local organisations. This is merely begging the question and is unquestionably wrong in principle and practice. It will not fulfil the purpose for which the unit is being revived. AIR has now submitted under duress revised proposals reducing the number of Listener Research Officers but increasing the posts of investigators, tabulators and clerks. We have no sympathy with this expedient and consider that if this be the alternative it would be just as well to leave things alone.

194. We consider that AIR's original plan took full note of its financial difficulties and was just about the minimum organisation needed immediately, to be developed suitably when the time is more propitious. But to pare it down further is merely to concede a principle without providing wherewithals to give shape to it. We would strongly recommend that this plan should be accepted without any hesitation in the interests of the future of broadcasting itself.

195. We should also stress the importance of training to make investigations productive. Trained personnel for this type of work is not readily available but it should not be difficult to train those who have undertaken similar work such as census enumeration. It might also be possible to enthuse and use students during their vacations as interviewers after a preliminary training.

196. We had apprehended at one time that we might have to rely on time-consuming and expensive foreign assistance for organising a survey. We are re-assured to learn that talented and experienced people are available within the country who could guide overall planning, training and supervision of the survey.

197. We doubt however whether necessary expertise is available within AIR. Unless properly organised, the survey would not give results which are reliable or commensurate with expenditure. We would suggest that the Director of Programme Evaluation in the Planning Commission and experts from the National Institute of Community Development in Hyderabad should form a panel to give overall guidance to the Director of Listener Research in the planning of projects, training of interviewers, drawing up of questionnaires and finally processing of the data collected.

198. For reasons given earlier, we recommend that AIR should give priority to a survey of rural listening and immediately take in hand preparations for it. At the same time there should be a comprehensive countrywide survey of urban listening on the random-sample method. This is necessary before any new policies or plans are devised for the broadcasts or community listening expanded. This would also lead to the elimination of programmes which command negligible listening, releasing resources for adjusting and improving other programmes. The institution of listener research would give a two-way flow of information and establish communion between the broadcasters and the listeners so necessary for reconciling the preferences and needs of the listening community.

199. Another important question is whether listener research should be a part of the broadcasting organisation or be placed outside it. It was suggested that if the Unit is under the administrative control of the directorate-general, it might be used to justify the programmes and policies

of the organisation. It might not also be called upon to conduct enquiries which might prove inconvenient to the organisation. Since listener research is in a way concerned with the shortcomings of programme planners, they would stifle all adverse reports as past experience has shown. The purpose of audience research would be defeated if this were to happen. It must give unbiased, correct and objective data to programme planners and policy-makers to guide them.

200. On the other hand, many hold that research should be organised and controlled by those whom it is intended to benefit. Secondly, it is best planned by those who are in the organisation. Just as every organisation needs an internal evaluating machinery on the lines of internal audit in commercial and industrial establishments, the broadcasting organisation should also have a mechanism at its disposal to keep the Director General informed of the impact and reception of its programmes.

201. It was suggested by some that listener research should be entrusted to outside specialised agencies like the Central Statistical Institute, the research sections of the universities, the National Sample Survey and other similar organisations. It was also suggested that the National Council of Applied and Economic Research might be called in to design the research and supervise ultimate evaluation.

202. Having considered all the alternative suggestions, we have come to the conclusion that while expert outside advice should be obtained from the panel we have recommended for setting up the organisation and to provide guide lines on which research should be conducted, the organisation itself should be a part of AIR but it should work under the guidance of and report to the Board of Governors of the Corporation which we have separately recommended.

203. It now remains to mention the type of people who should constitute the unit. Listener research requires knowledge of sociology, psychology, economics and statistics. Attempts should be made to place in the zonal units people with these qualifications working together as a team for planning the surveys and evaluating the findings.

204. The head of the central unit should have both status, authority and experience in the field of public opinion surveys. He should be equated to the head of the Programme Division, currently a Deputy Director General, and have freedom to plan surveys he considers necessary, taking into account suggestions made by the programme staff. He must necessarily be an acknowledged expert in the field of research and statistical studies. We are informed that the philosophy of AIR to fill all, even specialists' posts by drawing upon its cadre of Station Directors has been adopted in the recent appointment of a Director of Listener Research. We cannot

but deprecate this mode of selection and would even go to the extent of saying that if the posts now being sanctioned are not filled by competent specialists recruited from outside the organisation the whole scheme might as well be suspended.

CHAPTER VI

LANGUAGE

Language and radio; coining of new terms; the need for intelligibility; AIR's contribution to the development of Indian languages; Hindi lessons.

205. We are hesitant about dealing with the language issue—there should be a national policy in the matter—but in view of the widespread criticism we have heard we can hardly bypass this question. Secondly, radio has a role in the development of languages and it has perforce to adopt some criteria in doing so. On this consideration also, we feel called upon to review broadly AIR's language policy.

206. The complaints we have heard relate not only to Hindi but to all regional languages. It is said that the language used is pedantic and stilted and goes over the heads of most listeners. This is largely true.

207. The first essential is that those who write scripts or broadcast impromptu must realise that they are in fact speaking to the people and must, therefore, use the spoken word and language. It is one thing to write even for newspapers, it is quite another to speak to people on the air. The second essential is that the language of each broadcast should be such as is suitable for the subject presented and the audience for whom it is intended. The third essential is that the delivery should be smooth, not affected and irritating.

208. If these three criteria are fulfilled, the broadcasts would make maximum impact. Each group would be able to understand, appreciate and assimilate what is being said. A literary discussion may well have to be sophisticated and elegant in diction to appeal to its limited listeners, but a talk to a rural community must obviously be in the language it uses in daily conversation. News bulletins are intended for general listening. Here the language must be as simple as possible. They are largely listened to by people who are not educated or even literate. The educated section of the community has access to newspapers as a source of news and commentaries, the other section has to rely on the news bulletins. This consideration must prevail in the drafting of news bulletins.

209. At present, many language broadcasts are literal translations of material compiled in English. As a result, they are somewhat artificial and stilted, unsuited to the genius of the languages and without appeal to the listeners. Some hold the view that unless source material is collected

and prepared independently it would not be possible to make the language simple, fresh and spontaneous. We appreciate the point made but must stress that it is beyond the resources of AIR to organise the many units which would be needed nor do we consider it wholly necessary. We, however, commend the suggestion that arrangements be made for preparing Hindi programmes independently and assessing the results obtained in relation to expenditure incurred. Meanwhile, it should be enjoined that there should be suitable adaptation of the source material for language broadcasts to make them sound original and not indifferent translations of the English text as they now are.

210. The point has been made and remains that Indian languages are still growing and there is need to enrich them by absorbing words from other languages and even coining words to express new ideas and concepts. This, it is said, is particularly true in regard to technical and scientific terms. This process may in the beginning make some of the broadcasts a little irritating; this has to be faced. If the broadcasts are re-designed on the lines we have suggested, the use of a few new words would not make them less intelligible.

211. In a sense, no language in the world can do without infusion of new words to remain virile and articulate. It has perforce to dip into the reservoirs of Greek, Latin, Arabic, Persian or Sanskrit or, as in the United States of America, coin words and phrases which though inelegant to unaccustomed ears, are expressive. All this calls for a measure of innovation but it should be gradual and made almost imperceptible.

212. It would be unwise to leave the stations to their own devices on an important matter like this. There should be some general long-term policy directives from the directorate-general. Broadly, it should enjoin that for literary and cultural programmes, writers should be free to express themselves spontaneously in their own style and AIR should not attempt to edit the scripts. We recognise that the language of great literature is always simple and direct. Its appeal lies in the very simplicity of its expression. A creative writer also does not use complicated language. If, therefore, AIR is circumspect in inviting people to broadcast talks; it could without a conscious effort improve the quality and appeal of the broadcasts ensuring at the same time a wider listening.

213. In regard to other broadcasts AIR must discourage an unnecessary show of erudition and learning and encourage simple language. Periodic surveys by the Listener Research Unit would soon bring to notice the effect of the new policy and facilitate adjustments when necessary.

214. Each AIR station serves its respective linguistic and cultural area. Twenty languages and fifty dialects are used in AIR's Home Service. AIR claims with some justification to have contributed through these broadcasts to the development of the Indian languages.

215. Similarly, AIR has attempted to break down linguistic isolation by giving programmes from other regions in translation. It has been suggested that this trend should be enlarged and extended to cover broadcasts in English also. Many of these are of general interest and should be made available in translation in Hindi as also in other regional languages.

216. While we consider that AIR's achievement in this field has not been insignificant, the submissions made to us do not make any such acknowledgement. The truth of the matter can be ascertained only when listener research is undertaken in an organised way.

217. Broadly speaking, our general observations apply to Hindi also, but because of its special position it requires a more detailed and fuller treatment.

218. We are aware that a number of committees have deliberated long to evolve a form of Hindi which would be generally acceptable and have failed to do so. People whose languages have a close affinity to Sanskrit or are derived from that language prefer Sanskritised Hindi; others prefer the form which is close to what was known as 'Hindustani'. The reconciliation of these two views is proving extremely difficult. We do not wish to get involved in this controversy, but nonetheless consider it necessary that we should examine the contribution AIR has made to the spread of Hindi.

219. In 1949 Hindi lessons were introduced in all stations in non-Hindi-areas. These lessons were appropriately given through the medium of the regional languages. These did not prove successful and the pattern was changed into a dialogue between a teacher and a student. The lessons have now been discontinued to make room for programmes connected with the Emergency; they have yet to be restored.

220. The fact that this discontinuation has not raised a murmur of protest anywhere seems to indicate that these lessons have not enthused people. The success of the language programmes of different broadcasting systems of the world encourages us to believe that if the lessons are designed correctly they would equally succeed in India. AIR should, therefore, reconsider the planning of this programme in consultation with experts drawn from all regions, benefiting also from the pattern adopted by other broadcasting organisations.

221. We consider that no attempt should be made to fuse Hindi and Urdu into one language. An earlier experiment to do so had been a dismal failure. Hindi should be allowed to develop under its own impetus, adopting words in common use, whatever be their origin.

222. We consider that AIR should further the cause of Hindi by relaying one or two Hindi news bulletins in non-Hindi regions. But the planning of these broadcasts needs imagination and local knowledge. One point

to-be borne in mind would be that no attempt should be made to substitute words in common use by words of Sanskritic origin.

223. There can be no two opinions that AIR should foster the promotion of Hindi but we hesitate to pronounce whether this should be through two separate broadcasts, as suggested by some, for the northern and other regions. We feel that through a process of trial and error, as ascertained by listener research, AIR should be able to evolve a form which is largely acceptable and proceed assiduously to establish it despite initial resistance.

CHAPTER VII

PROGRAMMES

The Home Service; The External Services; The News Services; Educational Broadcasts, Programmes for the Border Areas; Rural Broadcasts.

224. We have dealt with the difficulties and deficiencies of AIR's programme planning in a general way. It now remains to examine in somewhat greater detail the major components and aspects of its programme output: the home, external and news services, educational broadcasts and special broadcasts for border areas and rural communities. We discuss these in sequence in sections which follow.

HOME SERVICE

Music

225. *Preponderance of Classical Music.*—One of the main ingredients of the home service is Indian music which absorbs 45 per cent or 258 hours out of a total daily output of 565 hours. Vividh Bharati with programmes for 12½ hours a day has not been taken into account in this computation. Of the total Indian music output classical music accounts for approximately 43 per cent, the rest being film, light, folk and devotional music. There is a preponderance of classical musicians in the approved list, 4,326 being for classical music and 3,187 for other types of music.

226. On the basis of evidence, both written and oral, the allocation of 43 per cent of time to classical music seems to be much in excess of what the listening pattern would justify; some even suggest that is an imposition. While we appreciate that the proportion of classical music in the make-up of a programme need not be related to the proportion of listeners who appreciate it, AIR should not overdo its educative role.

227. The taste for classical music, we feel, can be better developed by qualitative improvement rather than by quantitative output. Greater attention should be given to better radio voices than to technical perfection of classical music as now. The repertoire of the musicians selected should be larger to avoid the criticism that it is repetitive. And there should be 'music appreciation' programmes to educate the listeners and evoke their interest.

228. Similarly, innovation and experimentation with new forms of light music should be attempted to improve both the quality and character of folk and devotional songs which attract maximum listening.

229. *Amateur Musicians.*—AIR claims that its music policy has encouraged amateurs to take to music; a welcome break with old tradition. But it also admits that 'for the vast bulk of its music programmes, AIR has to depend on artists of mediocre quality'. The grading of artists as given in its memorandum, and reproduced below, confirms this statement.

	Top ranking	A	B (High)	B	C
Classical and light music	82	281	944	3006	13
Light and folk music . . . . .	..	241	338	2529	79

230. We, however, fail to appreciate this defeatist attitude: Provided the climate for attracting musicians of merit and repute is created and they are suitably remunerated, AIR should be able to make its music output worthwhile and rewarding. Leading musicians and music critics we met hold the view that improvement would not be possible unless AIR were to drastically revise its list and eliminate amateurs who do not come up to expectation. This is not to suggest that AIR should not pursue its policy of encouraging amateurs. But it should recruit those with promise, train them and use only those who come upto standard in its broadcasts.

231. *Audition System.*—AIR states that it has devised an audition system which is meticulous and is conducted with the help of experts outside the organisation to obtain musicians of merit. Yet on its own admission it has largely to rely on mediocrity. Why is it so? The suggestion that the fault lies in excessive centralisation requires examination.

232. Musicians seeking broadcast engagements had at one time to wait in the queue as long as two, to three years before they came up for audition by the central board. Realising this drawback, AIR attempted to rationalise by empowering local audition boards, specially constituted for the purpose, to do a preliminary selection, but made it subject to approval by the central board on recordings sent up. It was only thereafter that artists could be enlisted and graded!

233. Applicants are many and the fee paid to the members of the board is Rs. 2 for each audition. It is both difficult to assemble the board and to keep it in session for clearing the backlog. The only improvement the new system has effected is that the wait has been reduced to one year.

234. This system which was introduced primarily to guard against favouritism has, according to many witnesses, had the contrary result. The predilection of the members of the board for particular gharanas or

schools of music led to favouritism and exclusion of artists of other schools. There is also the complaint that the procedure is not followed in all cases, and a number of musicians have been exempted from audition and others upgraded without recourse to it.

235. While audition should not be dispensed with, we consider that it should be on a decentralised basis. Station Directors assisted by local boards with all schools represented should be made responsible for final selection. There would be no bar to a subsequent and periodic review by a central board which could be associated in the selection of musicians for the National Programme.

236. AIR also claims that it has popularised classical music through the National Programme, Sangeet Sammelan and music soirees. Without organised listener research it is not possible for it to substantiate the claim or for us to accept it. Undoubtedly, quantitatively AIR has made an effort to popularise classical music but we are unable to confirm that it has achieved its purpose.

237. *National Programme of Music.*—There is also the complaint that the quality of the National Programmes has deteriorated and that unless the frequency is reduced and only top ranking artists used, a high standard cannot be maintained. Only listener research properly conducted will reveal whether the effort and expense on annual music festivals could be justified as giving results expected. Similarly, the complaint that the National Programme of Operas is not very popular cannot be tested without listener research.

238. *Light Music.*—AIR also claims that its light music units have produced imaginative and attractive compositions. We have been told on the other hand that these units, particularly the one at Bombay, employ the less successful music directors and composers from the film world and the type of music provided is much the same as film music but of an inferior quality. We cannot dismiss lightly the suggestion that higher fees would attract better people and lead to better programmes. But it cannot be the only element, the image of AIR and its prestige value are also important factors.

239. *Orchestral Music.*—Many producers have suggested that orchestral and choral music provide variety and that all stations, at least the bigger ones, should be allowed to organise their own units. The formation of the National Orchestra is a welcome move but it should be taken a step further by giving regions freedom to form their own orchestras. Often enough, producers and musicians are called up from the regions to do programmes for the National Orchestra. This implies that talent is not concentrated at the headquarters of AIR.

240. *Western Music*.—Very few people spoke to us about western music but those who did complained that AIR does not give sufficient time and resources to western music to take account of its growing popularity. It was a distinguished critic of Indian classical music who urged us to ensure that western music was not starved of funds. We also found that this programme has a wider audience than is commonly believed and is not limited to the westernised minority living in the cities. Many lovers of Indian classical music are also avid listeners to western music programmes.

241. The complaint is that western music has always been given a step-motherly treatment. Whenever time has to be found for one of the numerous obligatory Delhi relays, it is at the expense of this programme. As it is, the time allotted is small and these frequent encroachments upset the balance and value of the programmes. Secondly, AIR relies largely, if not entirely, on gramophone records for these programmes. But not many classical records are being pressed in India and the allocation of foreign exchange for import of records is only Rs. 5,000 a year. And even this small amount remains unutilised because of procedural difficulty. AIR has perforce to rely on its depleted stock of worn and often scratched records making the programmes unattractive and even irritating. AIR should either retain this programme and make it worthwhile or abandon it. The make-believe does no credit to AIR or its reputation.

Vividh Bharati

242. Radio Ceylon had introduced in 1952 a commercial programme supported largely by advertisers from India with a preponderance of film and other light music. This service became extremely popular and listening to it was increasing rapidly at the expense of programmes of AIR. The situation was no different from that in the U.K. at one time when Radio Luxemburg had made heavy inroads on the listening to BBC programmes. This induced the BBC to adjust its programme pattern. Similarly, AIR conceived Vividh Bharati and put it on the air in October 1957 to counteract the growing popularity of Radio Ceylon. Its attraction was immediate and it succeeded largely in its purpose. We discuss briefly the concept and scope of the new programme and suggest some adjustments to make it more attractive and purposeful.

243. *Transmission Facilities*.—To begin with, Vividh Bharati was broadcast for 5 hours on week days and 7½ hours on Sundays and holidays. Its popular appeal induced AIR to increase its frequency gradually to 12½ hours daily and 12 hours 55 minutes on Saturdays where it stands today. The service was inaugurated by diverting the two high-power short wave transmitters earlier obtained for the external services. The transmitters were located at Madras and Bombay but these did not give satisfactory

reception in areas remote from the transmitters and moreover the programmes were on short wave. To supplement the service, low-power medium wave transmitters were installed, mainly in the large cities. There are now 25 such transmitters which put out complete recorded programmes compiled at Delhi. This is a cumbersome and expensive procedure and AIR itself considers that a suitable alternative procedure 'might be thought of'. We regret to note that this thinking process has yet to commence.

244. We have conflicting expert advice for improving the transmission of the service, some suggesting installation of 4 or 5 super power transmitters suitably located to give countrywide coverage, others advocating small transmitters, as now, with co-axial or micro-wave linkage. We are not competent to express any preference but would urge that the question how best the technical quality of the programme can be improved be remitted to a team of acknowledged experts.

245. *Programme Content.*—For our information we asked AIR to give us the composition of the programme for the month of September 1964 and found that as much as 60 per cent of the programme consisted of Indian film music. About 12 per cent of the programme consisted of the spoken word, entirely in Hindi.

246. The present listening pattern of Vividh Bharati in relating to Radio Ceylon at certain selected centres was provided by AIR at our request. It gives an interesting and informative picture.

Centre	Radio Ceylon March 1964	Vividh Bharati March 1964
1. Bombay	61.9%	68.3%
2. Calcutta	18.0%	41.6%
3. Delhi	36.7%	80.2%
4. Madras	66.4%	46.2%
5. Bangalore	57.3%	76.0%
6. Lucknow	57.1%	80.4%
7. Ahmedabad	58.5%	66.7%

247. The popularity of Vividh Bharati varies considerably from region to region. It is more popular in Northern India, less so in Western India and least of all in the South and Bengal. Correspondingly, Radio Ceylon is more popular in the South and Maharashtra and less in Delhi. It is necessary to ascertain the reasons for this variation in listening. It seems that the truth lies in the suggestion, extensively made, that as Hindi is

used exclusively for the spoken word content of the service, it is more popular in the Hindi speaking regions.

248. AIR claims that Vividh Bharati is immensely popular and that this can be gauged from the fact that about 3,36,000 letters are received every year on this programme alone. The break-down provided at our request revealed however that 3,33,000 letters related to programmes in which the listeners' names were announced either in reply to their letters or for playing their requested film music. The number of letters received has remained static at the 1961 level though a longer service and a wider coverage are now provided. It may not therefore be incorrect to suggest that the programme has not attracted wider listening but continues to draw the category of listeners who wish to hear their names in the programmes and their favourite film tunes. It is difficult therefore to accept the number of letters received as a reliable index of Vividh Bharati's popularity. Some other more reliable evidence is necessary to sustain the claim that its programmes are growing in popularity.

249. *Changes in Vividh Bharati.*—We now consider whether any changes should be made in the content of Vividh Bharati to make it more varied and versatile and if so what would be the impact on its popularity. The Pilkington Committee on Broadcasting in the U. K. observed: 'The public has the right to choose from the widest possible range of subject matter and so to enlarge worthwhile experience'. We agree with this dictum and consider that Vividh Bharati should include topical matter to stimulate public interest and its entertainment content should be made more varied by giving up its undue reliance on film music. A balance should be established between popular demand and obligation to mould public taste. The Director General feels however that any decrease in the film music content would result in a decline in the popularity of Vividh Bharati.

250. Another shortcoming of Vividh Bharati is that it is a library service compiled both from programmes broadcast earlier from the regional stations and film music discs. The quality of the regional programmes is thus reflected in the quality of Vividh Bharati. Secondly, the process of obtaining material from the stations, screening and duplicating it for Vividh Bharati transmitters is necessarily both time consuming and expensive. An improvement in the programme should be possible by having one or more producing units for Vividh Bharati.

251. Our questionnaire on Vividh Bharati was designed to ascertain whether the inclusion of such items as sports commentaries, newsreels, book reviews, talks on current affairs, quiz and other programmes would be welcome. A substantial percentage of replies was in favour of such a change. In other broadcasting systems also a service such as this is complete in itself and provides a wide selection of news.

and political discussions, music, light and classical, and variety shows. We consider that Vividh Bharati should be reoriented on the same lines.

252. Secondly, a great majority of listeners would appreciate programmes in their own language to be introduced in Vividh Bharati. It is however obvious that it would not be possible to make Vividh Bharati multi-lingual. For one thing, the time available for each language would be too small to satisfy each language group; for another, it may be irritating to others.

253. We accept the suggestion that Vividh Bharati should continue as it is but it should be supplemented by light regional programmes in the languages of the regions on the lines of Vividh Bharati. But this would need the installation of an additional regional channel which we have separately advocated on many considerations.

254. Until such time as an additional channel can be provided to the regional stations it may be worthwhile to try the experiment of reducing the time allotted to Vividh Bharati and using its channels for the broadcast of light regional programmes. This should not result in any reduction in the output of Vividh Bharati in the Hindi speaking regions. The release of time and channels would be made only in other linguistic areas.

255. We reaffirm that Vividh Bharati should not follow the pattern of Radio Ceylon but it should be something better and superior in its make-up. Even if this reduces listening somewhat initially, it should in time regain the loss and become even more popular with its varied programmes and attract larger listening.

Dramatic Programmes

256. *Plays.*—The output of plays in the general programmes of AIR number 3,600 a year. If plays broadcast in programmes for special audiences such as women and the rural community are taken into account, the total would be of the order of 10,000.

257. *Shortage of Radio Plays.*—AIR has stressed the difficulty it experiences in obtaining radio plays. Unlike stage and screen plays, a radio play has to rely entirely on sound; every image and incident has to be conveyed through the human voice supported by some sound effects and music. This calls for special techniques in composing the plays as also in presenting them.

258. AIR has explored different possibilities to obtain the very large number of plays it requires. It has tried to obtain the services of recognised playwrights to write original radio plays. It has also attempted to adapt popular stage plays, novels and short stories. And it has held drama festivals, inter-university radio play competitions and seminars to encourage young people to take up writing for the radio. But even this

combined effort has not produced the output required. AIR contends that it is not possible to attract promising writers or to develop the art of composing radio plays as both the fee allowed for copyright and the salary offered to writers for contract service is ridiculously low. While we are inclined to accept this contention, we cannot ignore contributory lapses on the part of AIR. AIR does not make a distinction between stage plays and radio plays. At one time it had asked the stations to stage plays before an invited audience and relay them in the broadcasts. Obviously without visual presentation and stage effects the broadcasts tended to be dull and unattractive. Stations were similarly asked to relay performances from professional theatres. This also suffered from the disability mentioned earlier. We do not know whether this is an admission of failure to cultivate radio playwrights. AIR must put out plays suitable for radio transmission. Quantitative expansion has little meaning and only harms AIR's reputation.

259. Secondly, the producers were largely drawn from the professional stage and were unversed in the techniques of carrying the atmosphere, the tension and the drama of a stage play in a sound broadcast.

260. *Difficulties of Production.*—Thirdly, AIR has not paid enough attention to build up a team of good performers. Obviously, to produce a good play and more so to develop good performers, sufficient rehearsing under expert direction is essential. Yet often enough plays are put on the air without any rehearsal or after a single indifferent rehearsal. We have heard many explanations. One is the recurring complaint of low fees. Except a selected few, the actors are paid Rs. 25 for each performance. They are disinclined to appear for three or four rehearsals for earning this fee. The other is that most of the performers are office employees, housewives and others for whom radio appearance is a spare time vocation. It is difficult to assemble them together or rehearse them at an hour when studios are available. AIR has to inculcate discipline as also shape selected amateurs into a team with professional competence and skill. It is much better to produce a smaller number of quality plays than to produce a large number of indifferent ones.

261. *Features.*—A feature is a unique innovation in radio. Its technique and purpose are to present matter in a dramatic form, to give colour and persuasiveness and make it convincing.

262. AIR broadcasts about 4,500 features a year but seeks to explain away their shortcomings by giving a long list of disabilities. It pleads that it has not resources even to organise specialised feature units, without which features cannot be properly planned and produced. Outside talent suitable for writing scripts for radio features and documentaries is not plentiful. Occasionally 'workshops' have been organised as also seminars but AIR cannot meet its needs by these expedients. It should train writers for

features and documentaries. Its difficulties in doing so are twofold: first, it is unable to recruit promising young writers to go through a course of training when on successful completion, it can only offer them remuneration well below that offered by magazines and newspapers; secondly, the training school has no one in its establishment who is competent to give specialised training. We consider that the location of the training establishment at Delhi is an additional handicap. It is a disincentive to those employed elsewhere in the country to come away for two or three months to Delhi on the prospect of uncertain employment thereafter. Perhaps if the 'workshops' were to be organised at the zonal centres of AIR, they would be more useful. It should also be possible to obtain competent people on part-time basis in places like Calcutta, Bombay and Madras to guide the 'workshops'.

263. The presentation of features and documentaries requires studios with a variety of technical equipment. Their preparation requires transport for collecting out-door material. AIR is admittedly deficient in both.

264. It is also odd that AIR does not allow its script writers to collect their own material. It is one thing to see things for oneself, carry impressions and convey them in a script, it is quite another to shape material provided by others into a script. Vividness and spontaneity are lost in the process, making the features and documentaries colourless. AIR does not thus make use of available manpower to the best advantage. We can only discourage this routine approach in programme planning.

Talks, Interviews and Discussions

265. The broadcast of talks falls into two well-defined categories: national and regional. There is one national talk a week, supplemented occasionally by an additional discourse on some topical event of significance. Both these are relayed by all stations of AIR.

266. In addition the stations broadcast talks both in English and in the regional language at least once a day and sometime twice. They also relay 'Topics for Today', 'Focus', 'Today in Parliament' and other similar programmes. The regional broadcasts thus have a surfeit of talks, often as many as five or six a day.

267. A quarterly schedule of talks is prepared by each and every station about six months in advance and submitted to the directorate-general for approval. We have discussed earlier the value and even the necessity of a scrutiny of the schedules, which in any case is perfunctorily exercised.

268. AIR says in its memorandum that discussions and interviews are more popular than straight talks and that it has recently taken steps to increase their incidence at the expense of talks, which according to some estimates command about 2 to 3 per cent listening.

269. *Excessive Government Propaganda.*—AIR itself acknowledges that much of the criticism directed against its programmes of talks and discussions and interviews is valid but complains that it is unable to remove it for many reasons. The past bias has been to give undue importance to talks more particularly because Ministers and Ministries insist on broadcasts to publicise their activities whether they have any news value or not. Being a government agency, it has been unable to resist such pressures and has thus exposed itself to the charge that it is little more than an instrument of propaganda and publicity for Government. Topics of interest cannot always be accommodated and AIR's quest for fresh talent is inhibited by the small fees it is competent to offer. We consider that many of these drawbacks can be removed by AIR itself if it makes a conscious effort to do so.

270. *Talks Production.*—The responsibility of producing talks devolves upon staff who are harassed by other responsibilities and have little time to study, think and discuss the subject matter of a talk as a prelude to its preparation and presentation. And there is no scope for specialisation which is essential if the talks are to be conceived properly and put out attractively. AIR gives the example of the BBC where a talks producer is responsible only for one series of talks at a time. This makes it possible for him to give undivided attention to the planning and presentation of the talks.

271. AIR also complains that it has instructions not to interfere with the style of a talk or even to make suggestions for a change. Involved and learned talks thus go on the air and over the heads of listeners. Radio talks have to be in simple language and conceived with humour and appeal to hold their attention. It is not just a question of reading a script, as many invited to give talks consider, its delivery is important. This needs a rehearsal which is generally unacceptable to participants. AIR thus gets blamed for a situation over which it has little or no control.

272. These explanations in extenuation apart, we should discuss the points raised by witnesses as also those we have ourselves noted.

273. The language of a radio talk has to be adapted to the subject dealt with and the audience for whom it is intended. For example, a talk for the rural community should not be a dissertation in stilted language. It should be couched in language they use, understand and can assimilate. Secondly, a distinction has to be made between an article written for a newspaper and a radio talk. It is intended for a different audience and reading a newspaper is not quite the same as listening to a talk. This implies better collaboration between the producers and those invited to broadcast. It is necessary that the producers should be in a position to influence the language and presentation of a talk unobtrusively without giving offence. It is also well known that there are very few out-door or

live programmes which AIR puts on the air. AIR seeks to explain this away by stating that it does not have facilities for out-door programmes, indeed it has no out-door broadcasting units. It has also been suggested that AIR seeks to impose the official point of view to the exclusion of others. It pursues an editorial policy; this is not the practice in other broadcasting systems. AIR has undoubtedly to fulfil a purposeful role in publicising and popularising the five year plans. But unless programmes designed for the purpose are subtle and skilful, they tend to be treated as official propaganda and do not have the impact intended.

274. *Lack of Topicality.*—We have noticed that there is little imagination in the planning of talks and their timing. During the recent emergency, when the nation anxiously awaited relevant news and talks, AIR put on talks on architecture, sculpture, etc.

275. *Programmes by Outside Agencies.*—We should mention a few of the many suggestions made to us bearing on programmes. The most important one is that AIR should encourage outside agencies to prepare special programmes for it. Some countries have given impetus to the growth of programme companies by employing them to produce music, plays, etc. for the radio. The adoption of this suggestion, it is claimed, would release pressure on the studios of AIR, make up for the ineptitude of the staff and introduce variety in its programmes. It is stressed that as these programmes would not contain any advertisement material, the objection of 'commercialising' broadcasts would not arise. This suggestion has been supported by some senior officers of AIR and we feel that it might be tried out in a limited way.

276. *A Pronouncing Unit.*—We endorse the suggestion that AIR should have a central 'pronouncing unit' to ensure that names, places and other words whether in English, Hindi or any of the regional languages are correctly pronounced. We were impressed by the card indexing system of the BBC and would recommend its introduction in AIR.

277. The third suggestion which deserves consideration is the introduction of an information service to give the time of the day, air and train timings, market trends, prices and possibilities, forthcoming cultural events of importance and other information useful to the public.

278. *Research Facilities.*—The suggestion to which we however attach importance is the provision of a library, a reading room and research facilities at each station of AIR. It is otherwise difficult for the staff and the participants to have ready access to material necessary for their programmes.

THE EXTERNAL SERVICES

279. *The Beginning.*—AIR started its first external service at the outbreak of the Second World War to counteract radio propaganda from

Germany directed to Afghanistan, Iran and the Arab countries. This had constituted a threat to British presence in this region which could be contained, it was thought, by effective counter propaganda. AIR was mobilised for the purpose and a broadcast in Pushto for Afghanistan was put on the air on October 1, 1939, followed by broadcasts in Afghan-Persian, Persian and Arabic between the years 1939 and 1941. Though broadcast by AIR, these services were guided and supervised by an Officer of Military Intelligence.

280. With Japan's entry into the War in 1941, Britain's Far Eastern territories and spheres of influence were similarly threatened. High power short-wave transmitters were installed on high priority and broadcasts were beamed to these regions from 1942 in Burmese, Chinese, Japanese, Thai, Malay, the Indo-Chinese languages and also in Tamil, Gujarati and Hindi. These services were run by the Far Eastern Bureau of the British Ministry of Information and several of them were captioned 'Political Warfare' broadcasts. The expenditure was met largely by the United Kingdom.

281. When War ended, AIR assumed responsibility for these services. There was a growing feeling that a country no longer at war should not continue to broadcast propaganda material. The services were therefore pruned down and required to operate on a reduced budget. The incidence of daily broadcasts was reduced from 74 to 31 by early 1947.

282. Policy thereafter was to provide broadcasts first to Indians Overseas and secondly to neighbouring countries in Asia. When in 1947 the Dutch police action started in Indonesia, AIR introduced an Indonesian Service which is still remembered for the encouragement and moral support it gave to the freedom fighters.

283. *Neglect of External Broadcasting.*—It was expected that AIR would continue to introduce new services to keep pace with changing situations in Asia and the world, but this trend was arrested by a new policy to give priority to home services. When the Director General of AIR at the time, who appeared before us as a witness, was asked to explain this unfortunate shift in policy, he gave two reasons: first, that AIR became aware that short-wave broadcasts were not popular in the countries to which the services were being directed; and secondly, that political leaders had become indifferent to external broadcasts. He had no information to give whether the decision was made by the Cabinet or the Ministry of Information and Broadcasting. Subsequent events however have shown that the country had to pay and continues to pay heavily for this misguided policy. There have been persistent complaints both in and outside the country that our external publicity has been deplorable and largely responsible for the adverse reactions to our involvements.

284. In its memorandum AIR has given figures of weekly output showing the expansion of external broadcasting in certain countries between 1950 and 1964 which we reproduce. This reveals how insignificant has been the expansion of Indian broadcasts in comparison.

	1950	1956	1960	1962	1963	1964
USSR . . .	533	801	994	1213	1330	1341
Voice of America	497	1066	658	826	863	860
China . . .	66	272	687	785	899	897
BBC . . .	643	566	589	603	610	620
W. Germany . .	..	105	315	462	561	570
Egypt . . .	..	101	301	448	448	440
Japan . . .	..	91	203	240	252	252
Portugal . . .	46	126	133	185	183	200
India . . .	116	125	157	163	161	157

The latest figures we have obtained of AIR's present weekly output is 178½ hours.

285. It has been explained that since independence AIR had not been given enough resources and what little it received had to be largely devoted to develop the home services. The demand in the country, both in Parliament and Press, had hitherto been for expanding and improving the internal services. To meet this demand AIR had even to encroach upon the resources of its External Services Division and divert equipment intended for it. In this situation the expansion and improvement of the external service could not be contemplated. It was only after the Chinese aggression in 1962 that there was a belated realisation that external services have to be strengthened. But as the figures show there is considerable leeway to make up.

286. Be it as it may, the fact remains that AIR has ignored world trends, overlooked the imperative of carrying to the world outside the political and economic policy of the Government and its rationale. It has not also attempted a qualitative improvement of its limited external services. In extenuation it has to be said that the External Services Division is treated as an adjunct of the home service. It is not treated as a distinct entity as in other broadcasting systems and provided with transmitters, studios, staff and other facilities of its own. Specialisation and training needed for broadcasting to foreign countries could not also be arranged with a common cadre and establishment, more so as its preoccupation was the home service.

Though there is now a change of wind, it is necessary for us to analyse the deficiencies of AIR and suggest remedial measures so that reorganisation may proceed on rational lines and the many impediments in the way may be gradually removed.

287. We list below the factors which have plagued the External Services Division.

- (i) Transmitters were not obtained when needed. Even those ordered were diverted for the home services.
- (ii) The problem that the reception of services broadcast overseas was not satisfactory was not properly attended to and ways and means found to meet it.
- (iii) Necessary new services were not introduced.
- (iv) The content of the services was not well thought out or designed to meet the growing and changing requirements of India's foreign policy. It did not receive the same attention as the internal services.
- (v) A policy of Indianisation was adopted without proper arrangements for training Indian personnel in the foreign languages used in the broadcasts, and
- (vi) There was hardly any coordination with the Ministry of External Affairs.

288. Before we examine these, it is necessary to remove the erroneous impression held by some that for a peace-loving non-aligned country like India it is not necessary to indulge in the luxury of external broadcasts. It has also been suggested that there is very little listening to AIR's external broadcasts and it has hardly any impact in moulding public opinion overseas. It is undoubtedly difficult to assess the quantum of listening as it is not easy to organise listener research in foreign countries to obtain reliable data. It should however be obvious that if external broadcasts did not have any value, all the countries of the world would not have devoted so much time, attention and resources to them. Secondly, if the programmes are designed with imagination and carry music and other entertainment which make them attractive, it is always possible to assume that news and information in the programmes would be listened to and have an impact on the audience.

289. Recent events have proved conclusively that our failure to organise and maintain proper publicity have been largely responsible for a misunderstanding of India's political postures and economic policies. This should convince sceptics that the external services of AIR have a purposeful role to fulfil in explaining and mobilising support for the Indian point of view whether it relates to internal or world events.

290. *Lack of Transmitters.*—The besetting problem of AIR is its shortage of transmitter capacity. Their unsuitable location in some cases and inadequate utilisation are contributory causes. In the case of external services this shortage has become more pronounced. Four transmitters []*, of which two were installed in 1942, continue to be the mainstay of the external services. Even this limited capacity is often encroached upon to provide internal programmes in preference. For example, for some years the broadcasts to Iran were discontinued on Saturday evenings to accommodate the National Programme of music for home listeners on the transmitter intended for external broadcasts.

291. AIR has estimated that to cover the target areas with satisfactory reception, it needs 15 additional transmitters. But it has still a long way to reach this capacity. Two 100 Kw transmitters provided in the Second Plan became available only in the Third Plan due to delay in release of foreign exchange. Similarly, the number of transmitters demanded in the Third Plan was reduced from 5 to 3 for reasons of economy and financial stringency. Their procurement and installation would now spill over into the Fourth Plan.

292. This deficiency of transmitters and their comparatively low power not only makes reception overseas poor but compels AIR to put out programmes at inconvenient listening hours, in early mornings and late evenings without any regard to the peak listening hours in the areas to which external broadcasts are directed. Often this makes the broadcasts purposeless. Secondly, though the External Affairs Ministry are pressing for the introduction of some new services, important for their needs, AIR has been unable to accommodate them within its transmission capacity.

293. The political situation created by the incursion of China into Indian territory and its increasing radio propaganda, as well as discord with Pakistan, until the Tashkent declaration, underline the imperative of strengthening and enlarging our foreign broadcasts. And yet having failed to create additional capacity when economic and other conditions were favourable, we have to meet this need when the country is faced with a foreign exchange crisis.

294. In this situation it is not possible to plan procurement rationally or adhere to the principle of standardisation which is so necessary. When possible, a variety of transmitters is being obtained from rupee area countries. We have deprecated these trends earlier and stressed the urgency of utilising the potential of Bharat Electronics by giving it a long-term phased programme of manufacture. We trust that our recommendations on this behalf will not go unheeded.

*Omitted.

295. It now remains to examine whether by adjusting and revising the programmes and the schedules, more useful series of broadcasts cannot be arranged. The External Affairs Ministry considers that some broadcasts, which serve little purpose, should be replaced by others more important.

296. *Incorrect Priorities.*—AIR informs us that it was giving a total transmission of 25 hours and 10 minutes daily in 19 languages in February 1966. Of this 6 hours and 10 minutes, approximately a quarter of the time, was devoted to programmes in Hindi, Tamil, Gujarati and Konkani for Indians in Africa and South East Asia and in Urdu for Pakistan. The rest of the time was divided as follows:

	Hours	Mts.
English	6	40
French	1	..
Swahili	5	30
Arabic	1	30
Persian	1	15
Pushto	1	30
Tibetan	1	..
Nepali	1	15
Burmese	1	15
Indonesian	1	15
Kuoyu (Chinese)	..	15
Cantonese (Chinese)	..	45
Afghan-Persian	..	30
Thai	..	20
Total	19	300

The table shows that broadcasts to important target areas such as the USSR and Japan have yet to be introduced. It is surprising that till a few days ago there was no service in Sinhalese in spite of Ceylon's importance to us both as a neighbour and a fellow member in the Commonwealth.

297. The External Affairs Ministry has made the following points on this schedule:

(1) The time given to programmes in Indian languages is excessive and has been increased from 3 hours 40 minutes to 6 hours and 10 minutes since 1947. Since persons of Indian origin abroad mostly understand

English or the local language, programmes should be broadcast in English or the local language so that they could also be heard by non-Indians. Within the time allotted for Indian language programmes, the claims of Punjabi, Gujarati and Tamil should be given due consideration.

(2) The schedule disregards the political situation in Asia and Africa. The Chinese challenge to South East Asia and the Far East has not induced AIR to increase the incidence and duration of broadcasts to these areas. Instead the Chinese service has been reduced to 45 minutes from 1 hour and 45 minutes. The thirty newly independent countries of Africa have one 30 minutes programme in Swahili. The Arab community extending from the Arabian Sea to the Atlantic comprising fifteen countries subjected to intensive propaganda from China and other unfriendly countries is served by a single service lasting 1½ hours.

298. We have considered these suggestions and feel that in view of the limited time available on AIR transmitters the allocation of time between foreign and Indian languages should be such as to serve the main purpose of projecting Indian policies as widely as possible. In this process, the needs of people of Indian origin abroad should not be neglected. And secondly, steps should be taken to increase the duration of programmes in Arabic, Swahili and Chinese so that these services may have a significant impact.

299. It has been suggested that transmitters in other parts of India should be pressed into service to give better reception in certain areas. For example, the service for Ceylon should be from the Madras transmitter and Kurseong should enlarge its Tibetan, Sikkimese and Bhutanese broadcasts.

*300. [].

301. We understand that at one time there was a possibility of buying time on the commercial services of certain countries. These possibilities which have now dwindled might yet succeed if vigorously pursued. The possibility of getting time on a reciprocal basis could also be explored provided of course AIR does not have to be the purveyor of foreign propaganda. Arrangements exist for exchange of programmes but they do not and cannot obviously carry news and political commentaries. Nevertheless, it is necessary to project the cultural image of India; it has a value of its own.

302. *Programmes.*—The important elements in the make-up of an external programme are news, political commentaries, music and cultural items. The purpose of this composite programme is to project the image of India overseas, give an expose of her foreign policy and plans of economic and social development, and bring to the listeners her heritage of music,

*Paragraph omitted.

literature and culture. The planning of the programme and the blending of the elements to produce a harmonious and attractive whole call for imagination and skill. Secondly, the programme has to contend for listening with broadcasts from many other countries, some with longer experience, larger resources and repertoire and acknowledged experts to comment on topical subjects of significance and interest.

303. We proceed to examine how AIR has fared in this competitive field. Deficiencies of transmission capability apart, which have already been discussed, we now review the programmes and consider how best these can be reshaped to make them more attractive and appealing and thus more purposeful.

304. We have briefly mentioned that the malaise of the external service is its complete dependence on the home service for staff and other facilities. In its home service, AIR faces no competition except a limited challenge from Radio Ceylon. This has bred a comfortable feeling of complacency in the planning and presentation of programmes which has also invaded the field of external broadcasts. AIR, we are told, looks upon the external service more or less as a projection of the home service. Without a specialised and knowledgeable staff cognisant of the wide differences between the preferences and needs of the home and overseas audiences and also of differences in background and outlook from region to region, it will not be able to make the programmes and features distinctive and varied, tailored to the requirements of each.

305. It is not strange therefore that the Ministry of External Affairs has voiced its dissatisfaction with the external service. Yet it is in a sense little more than the hand-maiden of that Ministry. Its *raison d'être* is to project the country's foreign policy in an appealing and acceptable form.

306. Schedules of programmes drawn up in the external services are sent to the External Affairs Ministry but they are examined perfunctorily because, we were told, the External Affairs Ministry has no staff for supervising the External Services and no responsibility for their output. It is unfortunate that the expertise in the different territorial divisions of the Ministry is not brought to bear upon the planning of the programmes directed to these respective areas. It is only by a close association of these divisions that the programmes can be made purposeful and more relevant to the areas served. How essential such area specialisation is will be seen from our comments below on various types of programmes broadcast.

307. *Lack of Area Specialisation.*—Music and cultural items in the programmes are secondary to the main purpose but they have also to have attraction of their own to provide maximum listening to the programme as a whole. But in this, we are told, AIR has failed as it puts out the same

programme for different audiences. What is suitable for home consumption is not always suitable for a foreign audience; again what has attraction for a country like Nepal with cultural ties and affinity with India, may have none for the Arab world and Africa. Yet we heard that the same programme on Dussehra, explaining its significance, was beamed to Nepal and to the African countries. We must stress what should be obvious that there should be area specialisation. Without this foundation, external broadcasts cannot be designed for different audiences differently and will continue to be lacklustre and of little interest to those for whom they are intended.

308. *News Bulletins.*—Similarly, the news bulletins also are not specialised. They bear the impress of the home bulletins and are but minor variations thereof. Everywhere, time and attention are specially given to the preparation of external newscasts. Separate news rooms with specialised staff collect, collate and edit the material going out to different regions and audiences. AIR has on the other hand a common establishment for both home and external news bulletins. It complains that it had asked for a Chief News Editor exclusively for the External Service a long time back but no action has yet been taken to meet this demand. It also says that being short of staff in the Division it is unable to provide for specialisation. We are not in a position to assess the work-load and pronounce on the validity of this explanation. We would, however, stress that specialisation area-wise is essential and should be organised now.

309. AIR suffers from another disability; it has in special correspondents abroad, not even in areas like South East Asia and West Asia, both of considerable importance to India. We understand that it was decided some years ago to post a correspondent to both these areas, but steps have yet to be taken to implement the sanction. The need for special correspondents arises not only to feed AIR with news and material but also to study the reactions of listeners to its programmes and communicate them to AIR. It is only by being informed that AIR can become more responsive to preferences of the listeners in different areas and adjust the programmes to make them more persuasive and acceptable. It is unfortunate that suggestions made in the past to develop listener research in regard to reception, language, music and the content of broadcasts were not given serious consideration.

310. *Political Commentaries.*—In the preparation of political commentaries, area specialisation becomes even more important. The relations and importance of a country to India, its political nuances, are important factors to be given due weight in the preparation of commentaries intended for it. But AIR is not equipped to do so; it produces one stereotyped commentary for all. It should be obvious that commentaries

suitable for the Arab world may not be suitable for Malaysia or Japan; the approach and accent may have to be totally different.

311. The preparation of the commentaries is not also well organised. Three Talks Officers drawn from the Central Information Service of the Ministry of Information and Broadcasting are responsible for the scripts. Although the talks have to be on a selective basis for different regions, these officers are unable to prepare separate scripts for the various services and thus the same commentary is broadcast in a number of services. Moreover, these officers are liable to transfer on promotion and such expertise as they develop on different target areas is lost to the External Services Division. At one time AIR was allowed to invite distinguished outsiders to broadcast political commentaries under their own names. The introduction of the principle of anonymity has put an end to this worthwhile practice and it is largely the permanent staff who now prepare the commentaries.

312. Besides promoting India's foreign policy, the broadcasts should also contribute towards export promotion. It was suggested to us that even if exporters are not allowed time to advertise their wares on payment, AIR should advertise selected items in potential markets.

313. We also consider that it is not sufficient to arrange collaboration with the Ministry of External Affairs alone but that the Ministry of Commerce dealing with foreign trade, and the Ministry of Education dealing with cultural affairs, should also be brought into the orbit of consultations to enrich the programmes with variety and topics of general interest. It might be useful to constitute a small committee of representatives of these Ministries and other bodies like the Indian Council for Cultural Relations and the Council for Africa, to advise on the planning of the programmes.

314. *Cultural Items.*—We have earlier touched upon the correct blending of the ingredients of the external programmes. We find, however, the same preponderance of cultural items in its make-up as in the home programmes. We understand that the policy directive for giving weightage to these items in the home programmes was extended to external programmes as well. This has proved, as letters from listeners in Africa and Asia reveal, irritating. These regions have economic and social problems not vastly different from our own and are interested to know how they are sought to be solved. They are not greatly interested in philosophical dissertations on Hinduism, Buddhism and classical literature. The Ministry of External Affairs also feels that the undue emphasis on cultural items should be abandoned; the political objectives of the programmes should not be frustrated by tiresome excesses in cultural material.

315. On the other hand, because of the similarity and appeal, Indian film music had proved to be greatly popular in West Asia and South East Asia,

and political commentaries and talks interspersed in the programmes got through to its listeners. There was an unfortunate shift in AIR's music policy. It first banned film music altogether and later permitted a limited output. This policy, which was obviously intended for the home programmes, was applied to external broadcasts as well. This, we understand, impinged heavily on listening in these areas and the political impact of the programmes was largely lost. We consider, therefore, that there should be a reversal of policy and we should provide to the listeners programmes which they find appealing.

316. We should in conclusion stress that the sharing of staff and facilities has also come in the way of preparation and presentation of quality programmes. To sum up the present situation in AIR's own words, 'confusion, conflict and overall loss of quality are inevitable'. We accept AIR's contention that the external services unit should be made self-contained with transmitters, studios, equipment, staff and other facilities of its own.

Staff

317. *Premature Indianisation.*—An even more serious deficiency is attributable to the precipitate decision AIR took to discontinue the use of foreigners in the External Services. No one can have any dispute with the policy of Indianisation. But it should be implemented progressively, *pari passu* with the operation of a comprehensive scheme of teaching the many foreign languages used by AIR. Without extensive training in the universities and language schools supplemented by a tour of study in the countries concerned, necessary proficiency cannot be developed.

318. As a result of the abrupt and unplanned change AIR uses Indians who do not have the correct pronunciation and intonation to carry the meaning and nuances of the scripts to the listeners. To give but an example, the Ministry of External Affairs has repeatedly complained that the Arabic broadcasts of AIR are unintelligible to listeners in Cairo, but AIR has yet to find suitable replacements for the broadcasters. The problem of replacement is ever so much more complicated in other languages, not commonly studied in India. We feel strongly and equally with the External Affairs Ministry that until such time as we have a sufficiency of acceptable broadcasters, AIR would be well advised to use foreign nationals. Otherwise, the broadcasts would not be listened to, let alone be popular, however, excellent their contents might be. Since AIR has Indian nationals as Supervisors of the various foreign language units there would be no risk in employing foreigners for translation and broadcast.

319. It may not be out of place to mention the arrangements made by other countries for training their own nationals in foreign languages both for use as interpreters as well as broadcasters in the external services. In the USSR the external services division estimates its requirements of staff

for a foreign language broadcast five to six years in advance. This information is given to the specialised Institutes for Foreign Languages. These Institutes provide intensive training for three years or more depending on the language to be taught. During vacations the trainees are attached to Radio Moscow to get acquainted with techniques of presentation, voice training, etc. After completing the period of training, those selected are sent for a year to the countries to which they would eventually broadcast. It is only thereafter that they are used in the external services. Our Sub-Committee was greatly impressed with the results obtained. It could not distinguish the voice as Russian when it had occasion to listen to a broadcast in an Indian language.

30. Despite the policy of Indianisation AIR has still to employ a few foreigners for broadcasts in languages for which no Indians, however indifferent, are available. But AIR has not been able to get the best because the salaries and other inducements it offers are not attractive enough. If AIR has to recruit staff, for example, from Hong Kong and Kenya, the terms of employment must necessarily be better than those available within those countries. Yet it is unable to offer such terms and cannot even provide accommodation for those recruited. AIR also complains that there is inordinate delay in obtaining sations and consequently it loses the persons it locates because they find alternative employment meanwhile. We consider that if foreigners have to be used, they must be of the best and conditions should be created in which they can be obtained and retained for the period necessary.

321. This narration would not be complete without a few words about the directing and supervisory staff of the External Services Division. Though at one time the post of the Director was ranked higher than the Station Directors and was comparable in status and emoluments with the post of Deputy Director General, with declining importance given to the external services it was downgraded and included in the selection grade of Station Directors. The selection is now made from amongst those in the queue for promotion or already in the grade. This method does not take into account the aptitude or experience of the officer selected to hold such a specialised post.

322. We consider that this important post cannot be filled in this routine manner; the net should be cast much wider. It would be best for a time to rely on the Foreign Service and obtain a suitable officer on deputation. Arrangements should also be made to give opportunity to promising officers of AIR to be attached to our embassies in the more important and sensitive target areas.

323. *Listener Research.*—Some suitable arrangement should also be devised by which the reactions of the listeners in selected areas could be ascertained. We agree with the view expressed before us that if AIR had

done some research into listeners' reactions it would have discontinued many of its external services many years ago. In an earlier chapter we have already dealt with the need for research in respect of the home service. All that we have said also applies to the external service. Granted that surveys of listening conducted abroad are expensive and that AIR could not afford to undertake them very frequently, it should be possible at least once in five years to examine in each major target area the results of the broadcasts directed to it. But there are other less expensive methods of keeping in touch with the target areas. Periodically the senior staff should visit the countries, to which we broadcast, to talk to their press, radio and publicity personnel, to meet representative listeners, and to absorb the atmosphere of the place. In all the 17 years since it was established the External Services Division has sent out one officer to South East Asia on one occasion. Indian embassies abroad should also be required to make periodical reports on listening.

324. *Co-ordination with the Ministry of External Affairs.*—We should stress that the reorganisation of the External Services Division should be treated as a connected whole. First, it should be a distinct entity directed by an officer with imagination and initiative *au courant* with foreign policy and affairs; secondly, it should have its own outfit of transmitters, studios, library and equipment; thirdly, it should have staff with area specialisation; fourthly, its news service and political commentaries should be prepared under the expert guidance of, if not by, the Ministry of External Affairs; fifthly, it should use for broadcast only those who can speak the languages fluently and have correct accent and intonation; and sixthly, it must have a correct appreciation of the impact of its programmes in the target areas.

325. Our review has convinced us that the Ministry of External Affairs must take far greater interest in these services. We feel that as long as they are dependent on the Ministry of Information and Broadcasting and the directorate-general of AIR they will not develop on the right lines. We should recommend that the Ministry of External Affairs should be responsible for:—

- (1) Deciding what services should be broadcast, to which target areas and for what duration.
- (2) Overall direction of the content of the services with regard to the proportion of different types of items to be broadcast in each service.
- (3) The preparation of the scripts of political commentaries for broadcast.
- (4) Allocating finances for the External Services from their own budget. These funds should be not only for the annual expenditure, which is only a few lakhs of rupees, but also for the

installation of the requisite number and power of transmitters and other equipment.

326. We do not consider that it would be necessary to transfer the entire External Services Division to the formal control of the Ministry of External Affairs. There are several advantages in keeping these services as part of AIR. We believe if a workable procedure is devised for the arrangement we have suggested, it would ensure that the services are planned and projected to further our foreign policy.

THE NEWS SERVICES

327. The purpose of broadcasting is the dissemination of information, education and entertainment. These components are not wholly separable; nonetheless they need separate treatment. Information in its limited sense has two facets: presentation of news bulletins, and of newsreels and commentaries. The former has to be accurate, upto-date and objective without any distortion, the latter topical and unbiassed giving all points of view. The task is difficult and requires integrity, competence and sensitivity on the part of those who prepare the scripts and present the programmes.

328. Of all programmes news commands maximum listening and the bulk of submissions made to us had some suggestion or other to make on its presentation. There are many technical and professional issues involved in their consideration. We accordingly appointed the Director of the Press Institute of India as a Consultant to assess them and recommend changes to effect improvement. Besides, we held discussions with a number of senior professional journalists, (some of whom had previously been associated with AIR's News Division), and also with AIR's staff. There was a great deal in common in the views expressed by them both in regard to present deficiencies and future planning. Before we discuss these, we should give an outline of the current news programmes.

329. *The Present Output.*—The output of news as on December 31, 1965 consisted of 88 bulletins from Delhi, of which 55 were for home listeners and 33 for listeners abroad. In addition, 40 regional news bulletins were put out from the regional stations.

330. The table below gives the number and languages of the national and regional news bulletins broadcast by AIR for home listeners and for listeners abroad.

Number of national bulletins	57
Languages of national bulletins	Assamese, Bengali, English, Gorkhali, Gujarati, Hindi, Kannada, Tamil, Dogri, Malayalam, Marathi, Oriya, Punjabi, Telugu, Urdu, Nefra-Assamese and Ladakhi.
Number of regional bulletins	60
Languages of regional bulletins	Marathi, Tamil, Telugu, Bengali, Gujarati, Hindi, Assamese, Oriya, Punjabi, Kashmiri, Urdu, Konkani, Manipuri, Nagamese, Malayalam and Kannada.

Number of external bulletins.	38
Languages of external bulletins	Hindi, French, English, Burmese, Thai, Indonesian, Cantonese, Kyoyu, Gujarati, Swahili, Konkani, Arabic, Persian, Pushto, Afghan-Persian, Urdu, Nepali, Tibetan and Sinhalese.

331. The two main English bulletins at 8 A.M. and 9 P.M. are relayed by all Stations; some of them at discretion relay a few other bulletins as well. The Hindi bulletins are relayed by stations in the Hindi-speaking regions, but it is obligatory for all stations to relay at least one of the four bulletins. It is permissive to relay more than one.

332. *The Sources.*—The bulletins are prepared from material obtained from the following sources:

- (1) News Agencies such as the Press Trust of India, United News of India, Agence France Presse, United Press International and Reuters;
- (2) AIR's own correspondents and full-time reporters located at different stations in India;
- (3) Monitored reports of news broadcasts from other broadcasting organisations; and
- (4) Information from official sources such as the Press Information Bureau, International sources such as the United Nations Information Agency and material provided by the diplomatic missions in Delhi.

333. *Criticism of the News Bulletins.*—We should analyse the major complaints and make our observations as we go along. The first point made by many was that the duration of 15 minutes was excessive; it made the bulletins diffused with too many 'fillers'. It should be reduced to 10 minutes, the items made more concise and crisp with easy flow from subject to subject. We are in agreement with this view and are strengthened in doing so on the analogy of bulletins of other radio systems. This does not mean that when the need arises there should be no overrun.

334. The second complaint is that the language used is stilted and often pedantic. There is also a lack of awareness that the technique of preparing a radio bulletin is very different from writing a newspaper article. The language has to be livelier and more colloquial. This criticism is universal in regard to all languages. We have discussed the important issue of languages separately, but would reproduce what the Director of the BBC's

News Services had to say to our Sub-Committee on AIR's English broadcasts. He observed that in comparison with the language used by the BBC, AIR's language was too academic and latinised.

335. The third complaint is that the bulletins are largely repetitive and the same news items, irrespective of their importance, are given in successive bulletins. The evening bulletin at 9 o'clock should give fresh news of major events of the day.

336. The fourth is that the range of AIR's news is very narrow. Political news predominates with consequent neglect of sports, scientific and cultural news and human interest stories. A balanced news bulletin must report according to professional standards and news values.

337. *The Need for a News Policy.*—Even within the political sphere the news of activities of Ministers and officials is given too much weight. We appreciate that the determination of news value is a difficult exercise, more so in an official organisation. Nevertheless, there should be no compulsion or pressure on those who are charged with editing the bulletins. We have noticed with approbation the recent refreshing trend to curtail official material in the news bulletins; they are tending now to become a little more selective. We believe, however, that a well-defined news policy would enable the editorial staff to exercise greater initiative and discretion. In the absence of such a policy the staff is inclined to play safe, to suppress or dilute news and opinions unpalatable to Government. The news policy must be flexible and must take into account the contradictions in Indian public opinion. It must respect the right of the listener to hear a variety of views and even news unpalatable to Government. At the same time the news policy must ensure that AIR fulfils its responsibility not to broadcast anything which might inflame the minds of people, more particularly in a disturbed situation.

338. The news policy must provide for the prompt and objective broadcast of all news that is worth reporting. Only thus can the listener's confidence in the news be built up. The policy should, in brief, enable the News Division to function according to the professional principles and criteria of news coverage, judiciously combining public responsibility with professional requirements.

339. We should now deal with some more specific deficiencies. When Parliament is in session, the evening news is preceded by a commentary 'Today in Parliament'. Even so, a substantial part of this bulletin repeats it in an abridged form, giving mostly names of speakers without mentioning what they had said. We fail to appreciate its purpose.

340. AIR does not also appreciate that speeches do not always make news and reproduces mechanically Ministers' speeches at some length in these bulletins whether they contain any policy announcement or not. AIR's

own correspondents do not contribute anything worthwhile covering as they do mostly official activities. They are timid in reporting and AIR is equally timid in putting out topical items without official clearance. News thus loses spontaneity and AIR becomes a purveyor of stale news already published in the newspapers. The advantage it enjoys of putting out news, even scoops, in its periodic programmes, is thus lost. The remedy for these deficiencies lies in the hands of All India Radio. Unless it is bold and imaginative, it cannot increase the value of its news services.

341. *News Reading and News Readers.*—The presentation of news is poor because News Readers often read the scripts mechanically and do not themselves appreciate the significance of what they are reading. A few of the News Readers of the English Bulletins ape the British way of speaking unsuccessfully, making the broadcasts irritating, even ludicrous.

342. News Readers are employed and used for only the English and Hindi bulletins, the regional language bulletins are mostly read by the same people who translate the scripts from English or Hindi. They are appointed for their proficiency in translation; they do not necessarily have good radio voices or correct enunciation. We have also heard complaints that News Readers are often appointed at the behest of those in authority without a proper audition test. This has been adduced to explain away the immature and untrained voices which are often heard on the air.

343. We consider that a radical change is necessary in the method of recruitment, the fees offered, the training provided and the work assigned to News Readers.

344. The News Readers should be recruited on the same terms as others so that they would have greater security and the opportunity to rise along with other programme personnel. They should be trained for diverse duties in the organisation so that they can be shifted from section to section at the regional stations and in the News Division of AIR as their aptitude and the organisation's needs may require.

345. After the general training they receive, those selected for news reading must be given special training before they are put on the job. Even while they work as News Readers in the News Division they must be given other assignments. They should help in the production of newsreels, interview people, even help in drafting and editing and they must be interchanged with other staff at the stations from time to time.

346. Only thus would it be possible to have a smaller number of people, fully employed, with the same prospects for promotion as others in the service.

347. Important items of news are sometimes omitted from the bulletins as AIR is either required to or assumes that they should be cleared with

authorities concerned. The resulting staleness in news has been criticised adversely in Parliament and the Press on a number of occasions. To give a few examples: the news of the death of Dr. Shyama Prasad Mookherjee in 1952, Mr. Chou En-lai's acceptance of his visit to Delhi in 1960, Pandit Nehru's death in 1964 and Sheikh Abdullah's arrest in 1965. In all these cases, it was a question of reporting factual material and the need for obtaining clearances did not obviously arise. It is only in regard to matters concerning security that consultations with authorities should precede the release of news items.

348. It has been suggested by some that AIR reflects Government's unsatisfactory information policy which seeks often to suppress or soft-pedal even established facts.

349. *Special Correspondents.*—We must also recount the major difficulties AIR has to contend with. First, AIR has only 20 full-time correspondents posted in important cities in India and 38 stringers in some smaller towns. It has no stringers in rural areas and rural news does not figure in the national and regional bulletins. The correspondents are, for the greater part, passive and negative. They collect official handouts from the State Governments and others which they transmit to the News Room. They must become active reporters, looking for news and competing with the news agencies and newspapers for scoops. In this field experienced correspondents from the press would be helpful in revitalising AIR's news services until AIR can train and build up its own correspondents.

350. The fee of Rs. 75 per month which is paid to the stringers needs no comment. It is hardly possible to expect activity, enterprise and imagination in collecting and transmitting news for such a small fee. Additionally, channels of communication are few, there are teleprinter connections only with the major cities; otherwise the overloaded trunk telephone system or somewhat erratic telegraphic service has to be used.

351. There are no regular foreign circuits and AIR has no correspondents posted abroad. Only official visits of the President, Vice-President and Prime Minister are covered by correspondents specially sent out for the purpose. We have stressed earlier the importance of filling up the posts of correspondents at Cairo and at Singapore as already decided upon.

352. The Reference Service is not properly organised and does not provide material to reporters and editors for specialising in economic, defence, educational and other matters. Nor does it work round the clock to make available such material as it has for reference purposes to officers on duty.

353. *The Pool System.*—We should also say a word about the 'pool' system which tends to standardise the news bulletins and fails to distinguish between bulletin and bulletin, listeners and target areas. Under the 'pool'

system, news as it flows into the News Room is 'tasted' and a preliminary selection is made by the editor in charge before it is passed on to the compiling editor for preparing the pool copy. Separate editors then draft the bulletins for different groups of languages. They select from the pool copy the items considered suitable for their bulletins.

354. While it may be necessary to continue the 'pool' system, it needs to be improved. For each shift there should be one high level editor to taste the copy and another, equal to him in status, to supervise the drafting of the bulletins by a number of 'pool' editors among whom there must be specialists to handle domestic and foreign news.

355. The Indian language bulletins, except Hindi, are the greatest victims of the present system and yet it is now established that these bulletins command far wider listening than bulletins in English and Hindi. As many as eight languages are clubbed together for one junior official to edit; obviously individual attention cannot be given to each bulletin. The system of feeding these bulletins with news from the regions needs improvement and it is also necessary that in these bulletins there should be much more explanatory background material to explain the news.

356. External service bulletins also suffer considerably under the present system as we have shown in an earlier section. There should be a separate news room for the external bulletins with specialised staff; if this is not possible immediately, there should be specialised editors to compile the external bulletins.

357. *Newsreels*.—The purpose of newsreels is to give body and depth to the news bulletins. They are versatile expositions of current happenings both at home and abroad. It is for this reason that newsreels are broadcast daily by most broadcasting systems to supplement and elaborate the bulletins. They have a high proportion of news and sound from scenes of events to make the programmes lively and human interest stories form an important ingredient. They also interpret political and economic contents of the news objectively. As a rule, they contain a large number of short topical items, rarely of duration exceeding 60 seconds each, woven together to give an even and arresting picture and they have an organic connection with current news. They are produced by specialists who have freedom to select items and produce the reels without interference.

358. Against this background we now examine the newsreels of AIR. First, AIR has limited transmission capacity and says that it is unable to conform to the necessary practice of giving newsreels daily and has to confine itself to newsreels and commentaries thrice a week in English and Hindi. Regional Stations also put out their own newsreels once or twice a week depending on the availability of channels. AIR complains that in addition to transmission time required being not available, it has other limitations. It has not a chain of correspondents to feed the service nor has it technical

and transport facilities to introduce a daily newsreel. Again for these reasons, the newsreels it produces have very little live material; they rely largely on recorded excerpts of speeches made by political personalities.

359. Secondly, AIR gives only two or three 'chunks' in the newsreels, each taking up four to five minutes. They do not thus present a composite and complete picture of happenings. Thirdly, because of its reliance on recordings, the news reviewed is very often stale and not of much interest to listeners. The newsreels are weighted with official news without an objective and critical analysis thereof. Fourthly, AIR has no specialists for producing the newsreels. One or other of the news editors available at the time takes charge and thus the releases tend to be routine in concept and presentation.

360. While admittedly AIR is not as well equipped as many other broadcasting systems, we do not consider that by re-arranging priorities it is beyond the capability of AIR to provide daily newsreels which are essential ancillaries to news bulletins. We agree that the limitations mentioned should be removed as early as possible, but they need not come in the way of introducing a daily service. One essential requirement is to place a highly skilled Editor-cum-Producer in charge of this Programme.

361. *'Today in Parliament'*.—A few countries broadcast parliamentary debates live. This will not be possible here with both Houses in session and with the number of channels available; nor do we consider this necessary. It is necessary, however, to provide an objective resume of the debates at a convenient listening hour. It has to be selective and bring into focus major points made in a debate both by members of the party in power and in the Opposition. As elsewhere, it needs a competent specialised whole-time commentator. AIR relies, however, on an active journalist to prepare the script which is read out by a member of the staff. This has led to the criticism that this assignment has been given to a favoured journalist excluding others equally good. We see no reason why AIR has not assigned a whole-time commentator for parliamentary proceedings. This should be done now. In the interim a panel should be constituted and drawn upon in an equitable way. It is also necessary that the commentator must be free to report objectively without interference.

362. *'Topic for Today'*.—'Topic for Today' does not always deal with matters topical. We have heard many complaints and we are ourselves aware that non-topical matters are often put on the air without featuring one of the principal leads in the news bulletins. This happened even during the conflict with Pakistan. Secondly, to be useful, it should follow the news rather than precede it as at present.

363. *'Focus'*.—Recently there has been an attempt to make this programme more lively, but it is yet to be pre-planned. An item from the news should be selected in time to allow the commentator to prepare an

informative script. It would be an advantage to place a producer whole-time in charge of the programme and it should be varied by introducing interviews, features and radio reports. Similarly, by obtaining tape-recordings by air, it should be possible to obtain material from centres outside Delhi to enrich the programme and also to give it a national character. It would also widen the field of choice of commentators to the whole of India and not limit it to those available at Delhi.

364. Both 'Topic for Today' and 'Focus', to be stimulating, must have occasional debates of a controversial nature. This is banned at present, but we reiterate that the ban should not be continued. At the same time we should like to stress the need for complete objectivity in dealing with such matters. AIR's News Division cannot and should not have any editorial opinion. It must bring to the listener different points of view on major issues without expressing any views of its own. This makes it necessary to invite persons of different views to discuss them.

365. At present these programmes, and particularly 'Topic for Today', are written mostly by AIR staff. This should be discontinued. There should be a panel of commentators to talk on the day's news in 'Topic for Today'. If Government's views are to be broadcast they should be put forward by an identifiable spokesman and not anonymously.

366. It is a pity that AIR has not built up political commentators so far. Personal commentaries are a very popular feature of radio programmes everywhere and we trust that such inhibitions as have prevented the emergence of popular commentators on political, economic and social subjects will not continue to deprive Indian listeners of such highly educative and interesting programmes.

367. We feel that new features such as a round-up of newspaper reports with an evaluation thereof should be introduced. Many radio systems have such a feature which is objective and thus unexceptionable. AIR should with advantage emulate this example and provide listeners with a synopsis of different points of view on home and world events of significance.

368. *News Staff and the Central Information Service.*—The re-orientation we suggest pre-supposes that the News Division will have people with professional competence and outlook to evaluate and process news. But it is not so, because the recruitment policy of AIR comes in the way of manning the division with such specialised people.

369. Although we deal later with AIR's employment policy generally, we should comment here on the new arrangement introduced of having a single cadre to man all the units of the Ministry engaged in information and publicity work, without regard to their vastly different functions. For

example, there is little similarity between the functions of the Press Information Bureau which provides publicity officers to the various departments of Government, the Publications Division which edits and publishes certain Government journals and books, the Directorate of Advertising and Visual Publicity, which handles Government advertisements and visual publicity, the Research and Reference Division which is responsible for research and the Field Publicity Division which undertakes publicity for the Five Year Plans and other activities in the field. Yet a single Central Information Service was formed in 1960 by absorbing suitable people already in employ and by annual recruitment through the combined examination conducted by the Union Public Service Commission for the all-India and Central Services, which siphon off the higher ranking candidates.

370. The Service was constituted with the laudable object of widening the avenues of promotion of personnel employed in the different media units. The opportunities for promotion varied from one unit to another and were neither equal nor adequate. But in doing so, the more important consideration that each unit needs specialisation was overlooked. Transfers from one unit to another on considerations of seniority have thus affected the work and efficiency of all units. The News Division of AIR has, perhaps, suffered most. Its editorial staff has been withdrawn from time to time for duties which do not require editorial competence and resulting vacancies filled with substitutes who have no such experience. We also understand that the transfers are made by a board in the Ministry and it is more often than not that a square peg is placed in a round hole.

371. The illogical arrangement has been commented upon by most witnesses including those belonging to the Central Information Service. The Director General of AIR and his senior officers unanimously expressed the view that the formation of the Central Information Service was the single biggest factor in the deterioration of AIR's news broadcasts. This view is supported by many senior journalists whom we examined including those who had a spell in the News Division at one time or another. While we are unable to support the view that the reversion to the old system would improve the quality of news services (past experience does not justify this optimism), we agree that the present system should be discontinued. Whether the Central Information Service continues or not, AIR's news staff should not form a part of it.

372. The Central Information Service Association considers that the news staff must be primarily drawn from information personnel while the Programme Staff Association considers that as radio news is distinct from other types of news it has to be drafted differently and presented by people who are familiar with radio techniques. It is only by a fusion of the flair

and skill in reporting news with the techniques of radio presentation that news programmes can be perfected.

373. We were told by several knowledgeable people that degrees and diplomas in journalism need not be imposed as a pre-condition for recruitment to the News Division. They were of little practical value and did not dispense with the need for training by the newspapers themselves. Similarly recruits to the News Division must be trained by AIR.

374. In accordance with our proposals in a later chapter, initial recruitment of all staff needed for AIR should be of university graduates. It is only after an initial period of training that they would be placed on one duty or another. Those assigned to the News Division would undergo further in-service training and specialisation.

375. There should be an infusion of working journalists at various levels, as needed, to give balance to the cadre and to provide specialised skills. The journalists recruited should be on contracts running from three to five years renewable for further periods. They will necessarily have to be paid their market value.

376. The status of the Director of News Services is crucial according to our Consultant. It should correspond to the potentialities of the job and not to his present restricted functions. According to some witnesses, the Director of News Services was often selected in the past for his amenability. At present he is drawn from the Central Information Service by virtue of his seniority and not necessarily for his aptitude, training and qualifications for the post. (We cast no aspersions on the present incumbent in this general statement.) Several witnesses also suggested that it would be a good thing if the staff of the newspapers and AIR could be interchanged from time to time. This would, however, be possible only if the salaries paid were comparable and the conditions of work similar.

377. Both our Consultant and the Central Information Service Association have drawn our pointed attention to the unfavourable working conditions in the News Room. The shift duties involve awkward hours of work for long stretches. Because of shortage of staff, the rotation of shifts is infrequent. The other media manned by members of the Central Information Service do not have awkward and long hours of work and conditions otherwise are more congenial. It is not surprising, therefore, that the news staff of AIR welcomes any opportunity to get away from the News Room. The cramped space, the absence of rest or retiring rooms for those on night duty, the non-availability of transport and lack of canteen facilities, were all mentioned as further disincentives. We consider that some compensation for these disabilities should be given to have a contented staff.

378. *Training.*—We have mentioned earlier that the training of the news staff should be the responsibility of AIR itself. There is no particular merit in limiting recruitment to those with diplomas of journalism given by some universities and institutions. The newly established Institute of Mass Communications is at present organised to give a general training in the theory of mass communications and is not equipped to provide training in such specialised fields as news casting newsreel production, preparing radio commentaries and interviewing people. This specialised training will thus devolve upon AIR. Unfortunately the Staff Training School has neither the facilities nor experienced staff to give the preliminary training we contemplate.

379. The acceptance of our recommendation would need the creation of a few supernumerary posts for probationers. They would not be a part of the effective strength nor should the probationers be called upon to perform normal duties of the Division until they satisfactorily complete their training.

380. *Strength of staff.*—According to our Consultant, the present strength of the News Division is insufficient for all the work it is expected to do if it is to conform to acceptable professional standards. This was also the view of a former Director of News Services and of the Central Information Service Association. An assessment of the strength of the News Division should now be made, but in doing so the consideration that numbers can be kept low if qualified people are appointed should not be overlooked. We are all for a small and compact organisation with high-level qualified people.

381. We have already referred to the difficulties in the recruitment of News Readers which arise largely because of the pay scales offered and other conditions of service. It is essential that the Division must have a qualified and trained staff of Reporters, Correspondents, Commentators, Producers and News Readers. But even this by itself will not bring about the improvement we seek unless it can be ensured that the professional skill and judgment of the Division would prevail and not be subjected to outside interference.

382. *Administrative and Financial Powers.*—Another disability of the News Division is that it is starved of funds and does not also have authority commensurate with its responsibilities. Even essential expenditure within the sanctioned estimates cannot be incurred without higher sanction. Special assignments cannot be arranged as and when the need arises without delay as the Director of News Services has no authority to incur expenditure even for allowing an air journey where inescapable. Then there is the problem of obtaining the sanction of the Ministry for many of the essential functions of the News Division. The inherent delays more often than not cause an upset in the programmes of the Division. Unless the Director of News Services has authority to send out Correspondents

to places where important news is likely to break, AIR can hardly be blamed for being behind with news. We understand that the Director of News Services cannot replace a typewriter or a car or get books or journals from abroad without sanction from appropriate authority which is generally outside AIR itself.

383. It would be too much to expect news in depth if a Reference Unit with trained reference assistants is not working round the clock. Internal telephones and radio circuits, an efficient communication system with the rest of the country, good tape-recording machines which do not break down now and again, good studio facilities and equipment for editing and production, teleprinter connection with major Indian news centres, efficient duplicating and copying machines and a number of other facilities have to be provided if the News Room is to function smoothly and efficiently. It is difficult now, we understand, to obtain both administrative and financial sanctions for removing these deficiencies.

384. We deal separately with the question of decentralisation of authority and functions, but would only stress that the regional stations must have necessary freedom in the presentation of news bulletins and newsreels and public affairs programmes. The preponderance of news from the capital is neither healthy nor of interest to regional listeners.

385. We have discussed the importance of listener research earlier, but here we must stress the need for such research to find out what people want in the way of news and commentaries, when they want it, what they miss, and how they react to the programmes. Advance planning and a quick review of performance are necessary for a good news service. Without listener research, neither is possible.

386. Radio news is in many ways more important and far-reaching than what the newspapers can provide. It is unfortunate that it has not been developed to its full potentiality. A continuous evaluation of output and listeners' reactions is essential.

387. The News Division needs to be radically reorganised on the basis of freedom for professional newsmen to function without interference in the selection and presentation of news with authority to use adequate funds, staff and facilities for up-to-date countrywide news coverage and for a worthwhile contribution to public information on public affairs.

388. *Monitoring.*—Every news room needs monitored reports of broadcasts of leading radio organisations. Their importance lies in not only obtaining the latest news from other sources for home and external bulletins and for the preparation of political and other commentaries which accompany them but also for taking note of and countering unfriendly propaganda.

389. A Monitoring Unit was set up in India in 1940 under the Military Intelligence Branch of the Defence Department. Throughout the war it continued to grow as the need for counter-propaganda increased. After the war it was placed in an attenuated form under the newly constituted Ministry of Information and Broadcasting. A little later it became a subordinate office of AIR. In 1961 it was placed under the administrative control of the Director of News Services; when the Central Information Service was constituted, the Director and the Assistant Director of Monitoring were selected from that Service.

390. The Monitoring Service continues to be located in its original home at Simla away from AIR headquarters and the News Room. To facilitate quicker communication a teleprinter service was installed in 1948 to connect the Unit with the News Services Division. It covers at present 93 broadcasts from 24 stations every day. A complete schedule of broadcasts monitored is given below. []*

391. A daily 'Radio Trend Report' and a weekly 'Analysis of Foreign Broadcasts' is issued by the Monitoring Service, not only for the benefit of the News Division but also for the Ministries, particularly of External Affairs, Defence and Home.

392. Because of its distant location and difficulties of quick transmission of news, a supplementary monitoring unit has been set up in the News Services Division in Delhi itself. We were told that it was not possible to dispense with this duplication until the Monitoring Service is brought down to Delhi. There is already a move to do so, but because of difficulties of accommodation it is proposed to locate it at []** 15 miles away. If so, the problem of communication will still remain and the supplementary unit may have to be maintained. We consider that the unit should be housed in close proximity to the News Room to be of real value. If inescapable, the []** unit should be linked by special telephone cables to do away with uneconomic duplication.

393. The organisation of the Monitoring Service presents many problems. Since monitoring of foreign language broadcasts has to be done, the manning of the unit presents difficulties which are not very different from those of manning the external services. The only difference is that since monitors do not have to broadcast, their voice training is not necessary. But since they have to translate some monitored material into English they have to be proficient to follow the spoken language and to grasp the nuances and import of the broadcasts they individually monitor.

394. The salaries offered to monitors are even lower than those offered to translators in the External Services and for several years posts of monitors for certain language broadcasts have remained unfilled.

*Not printed.

**Omitted.

395. In the case of staff engaged for monitoring broadcasts in English, Urdu, and languages familiar to Indians, not only is the salary offered small but the prospects for promotion are negligible. It is therefore not possible to get competent people. We were told by the representatives of the Monitors' Welfare Association that though their duties are journalistic they are treated as stenographers simply because they are required to know shorthand for their work. They should not be treated as part of the clerical establishment but as journalists in the News Division.

396. We attach great importance to the monitoring of foreign broadcasts properly. In the section 'Broadcasts for the Border Regions' we have pointed out that without complete and reliable information on the contents of unfriendly broadcasts, it is not possible to design our broadcasts to counter them effectively. The impact of these broadcasts should not be underrated. []*

397. As monitoring is essential both for news as also for preparing material for counter-propaganda, it must be done efficiently and should cover all broadcasts in which India is interested. Monitoring broadcasts from all countries is not necessary, but all broadcasts from unfriendly neighbouring countries irrespective of the languages used should be fully covered. It is obvious that several of the radio organisations []* are included not because they are important from our point of view, but because they broadcast in English, which the unit can easily monitor. We feel that adequate staff, both quantitatively and qualitatively, must be made available to the Monitoring Service, and that proper facilities for monitoring selectively and for communicating the material monitored quickly must be provided. The cost factor in such an essential matter is unimportant; ways and means must be found to meet the requirements, if necessary by subvention from Ministries interested.

EDUCATIONAL BROADCASTING

398. A survey conducted by UNESCO has established conclusively that radio and television have made significant contribution to the cause of education. Even in countries where the percentage of illiteracy is negligible and the educational system is well organised with well equipped and well staffed schools, these media play a role with programmes which enrich the knowledge of the students and widen their horizon. In other countries, where the rate of illiteracy is high and educational facilities are deficient, these media have been harnessed with remarkable results for giving school lessons of quality to supplement and even replace those given by the teachers. They have also launched programmes of adult literacy on television. In India with the rate of illiteracy as high as 77 per cent, insuffi-

*Omitted.

ciency of trained teachers, school buildings, equipment and other teaching aids, the scope for the use of these media is unlimited.

399. We analyse in this review the extent to which radio has been used for educational purposes, the results achieved, and suggest how best such broadcasts can be made more effective and purposeful. We confine the present examination to programmes for organised listening in schools, programmes for university students and programmes for illiterates and neo-literate adults. We have dealt separately with the potential of radio and television to bring to the community at large education in its broader concept.

School Broadcasts

400. *The Output.*—A start was made with radio lessons as early as 1929 when the Bombay Station introduced programmes for school children. At the initiative of the Corporation of Madras, which had provided radio sets in a number of schools, the Madras Station also introduced music lessons and stories for school children in special programmes in 1930. The Calcutta Station followed suit in 1932 and made school broadcasts a part of its programmes.

401. The education policy of AIR was, however, evolved on its reorganisation in 1937 in consultation with educational experts. It was decided that educational broadcasts should form a part of its programmes and should be radiated from all its stations. Today 26 of the 34 stations have regular school programmes, some daily, others three or four times a week. There have been difficulties in extending the service to the remaining stations but these are being gradually overcome to give countrywide coverage. The table below indicates the stations which broadcast programmes for schools, their duration per day and frequency per week.

Station	Duration	Frequency	Station	Duration	Frequency		
	Hrs.	Mts.		Hrs.	Mts.		
Bangalore	1	40	5	Simla	1	20	4
Calicut	1	40	5	Jullundur	1	20	4
Madras A & B	4	10	5	Jaipur	1	20	5
Tiruchi	5	00	5	Cuttack	1	30	3
Bombay A & B	10	40	5	Indore	2	00	3
Ahmedabad/Baroda	3	20	5	Rajkot	3	40	5
Poona	3	40	5	Dharwar	1	40	5
Nagpur	2	30	5	Trivandrum	1	40	5
Patna	2	30	5	Hyderabad	2	30	6
Allahabad	1	30	4	Vijayawada	1	50	5
Lucknow	1	30	4	Bhopal	2	00	3
Delhi	2	40	4	Gauhati	1	00	3
				Calcutta	5	30	6

402. 29,620 schools mainly in the cities are registered with AIR as listening schools. In this field as in others AIR is urban oriented. We should have expected it to take initiative in serving the smaller towns and rural areas in preference as they do not have comparable facilities and aids for competent teaching. We recognise the limitations of AIR. The provision of radio sets in the schools, fitting lessons into the time-tables can only be a cooperative effort in which the state authorities play a complementary role. There are lapses on the part of both and the broadcasts have not had the impact needed or intended.

403. Surveys conducted over the last three or four years revealed that hardly any school in the cities covered took advantage of the broadcasts. We therefore requested our Consultant to probe into the causes and indicate why a project so vital and even indispensable in our educational life continues to be a failure. The inability to cope with the increasing number of children requiring school education has given a new dimension to teaching through the media of radio and television. This was also a question we remitted to our Consultant.

404. The study was undertaken by a team of educationists under the guidance of the Consultant but it had to be confined to the Delhi region both on considerations of time and expenditure. We consider however that the survey should be accepted as representative.

405. The study was in four parts: (i) an analysis of the programmes broadcast including the examination of radio scripts, (ii) a review of the literature sent to schools by AIR to assist them in organising listening to programmes, (iii) observation of the lessons as received in the classroom and (iv) interviews with teachers.

406. *An Analysis of the Programme.*—The analysis of the programmes broadcast by AIR was undertaken to see whether the subjects selected were suitable and whether they were correctly presented. It revealed that the concept of the programme was faulty in Indian conditions. AIR had adopted the practice of broadcasting general programmes as in other countries to enrich the knowledge of the students. The programmes were not directly related to subjects in the school syllabus. This neither enthused the school authorities nor the students. The former were disinclined and also found it difficult to make room in their crowded syllabus for broadcasts not directly related to it. And the students did not take to them as they were not useful in their examinations. This belated realisation has induced AIR to reorient these programmes to give lessons in the curriculum. Meanwhile, effort and money had been wasted in pursuit of the ideal.

407. We have mentioned elsewhere that unless audience research is properly organised and the utility of AIR's different programmes assessed, time, effort and money would continue to be consumed in putting out programmes which neither attract listening nor serve any purpose. Its importance is amply illustrated by the failure of the school programmes. Had AIR the mechanism at its disposal it would have, we trust, reorganised the programmes much earlier. The listener research unit which has been recently resuscitated should be required to cover in its scope a periodic assessment of the new school programmes enlisting the cooperation of and jointly with the state educational authorities. This alone will make it possible to adjust them to changing conditions.

408. We should stress that the success of the educational programme depends on the measure of cooperation which the state educational authorities give. It is only with their active collaboration that programmes can be made useful and their reception in the schools ensured. It is again only the state officials who can cover the gaps in audience research and test the utility of the service provided by frequent inspections and on the spot observations.

409. Even now, the lessons are not properly geared to the needs of the schools. The subjects chosen are not invariably those which need more competent teaching than available. Secondly, there is also in some places nibbling at several subjects in the curriculum. We consider that the subjects to be taught should be selected carefully, preference being given to scientific subjects and languages.

410. We are also told that the three language formula adopted cannot be implemented except with the help of radio if the other subjects are not to be neglected in the process; and that the cause of Hindi would have been better served if AIR had broadcast Hindi lessons for school children in preference to lessons for adults which it had earlier introduced and has now discontinued.

411. The presentation of material is neither imaginative nor is it planned correctly. To give but one example, a series of broadcasts entitled 'story of modern inventions' was arranged in the following sequence: the camera; the film; the telephone; the telegraph; the radio; electricity, and television spread over a period of three and a half months. Obviously the talk on electricity should have preceded those on the telephone, telegraph and radio to make them more intelligible. There was no correlation between the talks and no attempt to present them as a connected whole. The staggering of the talks over a long period also detracted from their value.

412. Secondly, the delivery of the talks suffered from the usual deficiency; the voice was not attractive, the intonation was defective and the

delivery monotonous. These aspects become more important when dealing with a captive audience of school children who are inclined to be restive.

413. AIR has not also fully appreciated that the planning and production of lessons calls for close collaboration and harmony between teachers selected to prepare the scripts and producers responsible for adapting them for radio use. We commend the suggestion that it would be best if a few teachers were trained in radio technique and given overall responsibility for the programmes.

414. Education is a state subject, the syllabus varies from state to state and more recently the medium of teaching has been made the state language. This stresses the need for closer liaison than now exists between AIR officials and state educational authorities. They are no doubt represented in the school broadcast consultative panel constituted by AIR stations. But these panels meet infrequently and run through the programmes for the following term in a routine manner. Coordination to be effective must be more detailed and the educational authorities must feel as much involved as AIR in the planning and production of lessons, their successful presentation and in their evaluation. In our discussions with the educational authorities of various states we gathered that at present the State Governments do not feel actively involved with these broadcasts. They feel that they should be asked to organise both the programmes and the listening to them.

415. *Literature for Schools.*—AIR stations issue to the listening schools pamphlets giving particulars of broadcasts for each term. Some of these are also illustrated. We are informed that the pamphlets are not always issued in time, the children have no opportunity of looking at them or the illustrations, and that even the teachers do not take the trouble of using them as guides to the lessons broadcast. To serve a useful purpose these pamphlets should be printed in bulk and sold to the schools as the BBC does for free issue to the children. Material like film strips, charts, pictures, maps, etc., are also required for a better understanding of the school broadcasts. All these cost money which is not usually available, yet without them the lessons are of doubtful utility. Unless educational broadcasts are accepted by all concerned as essential and made eligible for a part of the resources earmarked for education we do not foresee a bright future for them. The National Institute of Audio-Visual Education should also participate in providing necessary material and it should not be difficult to evolve a formula for sharing of costs between the various authorities concerned. In any event, the cost aspect should not be an important element in making the school lessons purposeful and productive of results.

416. *Reception in Schools.*—The reception of the programmes in the schools presents many problems. Very few schools can afford to buy

sets, fewer still have a common hall where the set can be installed for listening by more than one class at a time when general knowledge programmes are on the air, and except in very few schools there are no loud speakers to carry the programmes to individual classrooms. Here again, the National Institute of Audio-Visual Education should come to the rescue of the schools.

417. The question of maintaining the sets in proper working order continuously is another important matter. There are difficulties in doing so more particularly in schools in small towns and villages. The state authorities should make suitable arrangements for the maintenance of the sets along with that of the community listening sets.

418. We are also told that in many schools a teacher is not present in the class which is receiving a radio lesson. The students are left to their own devices for absorbing the lesson broadcast. The technique of radio lessons calls for both preparatory work as also follow up by a teacher. Without these, the lessons are not understood and assimilated. This requirement can be met only by undertaking the training of teachers themselves both by radio and short training courses.

419. *Reactions of Teachers.*—The reaction of the teachers was ascertained by interviewing them. They made it clear that unless the broadcasts are directly related to the school curriculum, they can neither be accommodated within the time-table nor can they be of any value to the students. Secondly, unless time-tables of all the schools are harmonised, the lessons broadcast cannot be availed of by all of them. It should be necessary for the state authorities not only to make the lessons compulsory but also to introduce a uniform time-table.

420. An alternative has been suggested of providing tape-recordings of programmes to schools. One advantage would be that they can be used to suit the time-table of the individual schools; another would be that the recorded programme could be interrupted by the teacher when needed to explain or discuss a passage. Secondly, where schools run in two shifts, recorded programmes alone would make it possible to give the lessons to both shifts. Thirdly, as the curriculum does not normally change more often than once in three years, the same tape could be used for successive years. This is an alternative worth exploring.

421. On the basis of experience of countries similarly placed and the success of the Delhi television educational project, we are convinced that the time has come when the role of radio in the field of school education should be determined. This has to be a combined effort by the pooling of resources between the Union Ministry and the State Ministries of Education and the Ministry of Information and Broadcasting. At present, AIR has evolved its own policy in regard to educational broadcasts and the place they should have in its priorities. AIR rests content with allocat-

ing 3 per cent of its budget to school and university broadcasts. This scanty allocation is reflected in the indifferent quality of the programmes it provides. Similarly, the allocation of time on transmitters follows the same pattern, a few minutes a day is all that it devotes to these broadcasts.

422. It is not a question of AIR giving more time and resources to education, it is a question of evolving a national policy and programme in which all the elements fulfil their assigned roles with resources sufficient to do so.

423. It is unfortunate that educational authorities both at the national and the state levels have not so far appreciated the massive role radio can play in the better fulfilment of their plans and even a better utilisation of their resources. Radio can reach isolated communities and regions which have no school buildings or trained teachers or other educational facilities. It can enrich education where it is well organised. Once this realisation comes, the question of pooling resources and their allocation to the agencies can be satisfactorily settled.

424. *Advisory Board for School Broadcasting.*—It is in this expectation that we recommend the following steps to give character and purpose to the educational broadcasts:—

(1) An Advisory Board for school broadcasting should be constituted with members representing the Union Ministry of Education, State educational authorities, distinguished university professors and school teachers and representatives of AIR.

(2) The Board should form sub-committees to plan the course in each different subject. These sub-committees should also select specialists for writing, scrutinising and evaluating scripts and arrange suitable illustrative material for the broadcasts.

(3) The Board should have local boards in each state with representatives of the local station and the local educational authorities to adapt and implement the plans for individual courses of study planned by the National Board.

(4) The State Boards should select the schools to which sets should be allotted and they should have a consultative service on technical matters to give advice on different types of equipment, recording techniques and the proper maintenance of sets in schools.

(5) The National Board should obtain a periodic evaluation of the impact of the school broadcasts. These surveys should be planned by the State Boards with AIR's listener research unit and the results placed before the National Board to enable it to adjust and enlarge the programmes as needed.

(6) Seminars and conferences should be organised to promote school broadcasting.

(7) The National Board should have an Information and Evaluation Service to provide information to schools and to State Boards on scripts and recordings available from different centres.

(8) The Board should prepare an overall estimate of resources needed for giving effect to the approved plan and also determine from time to time their allocation to the following items and have power to reappropriate from one head to another:—

- (a) Provision for supply of sets to schools and their maintenance.
- (b) Allocations to AIR stations for programmes and producers.
- (c) Strengthening of the National Institute for Audio-Visual Education and the audio-visual units of the State Governments.
- (d) Production of illustrative material.
- (e) Supply of discs, tapes, etc. to schools.
- (f) Research and training.
- (g) Seminars, conferences, etc.

Programmes for University Students

425. Twenty-five stations broadcast programmes for university students; the frequency varies from once a month to once a week. These broadcasts are made fairly late in the evening. This makes it possible for students to listen to them only individually; they cannot do so collectively.

426. Recent investigations by AIR show that the interest evinced by students was 'not encouraging'. Unless these broadcasts are organised on the lines of community listening and become a forum of discussion with a professor participating, we fear that they will not serve any useful purpose.

427. Secondly, the topics of the talks should be such as to be of value to the students. At present the talks are of a very general nature and are not of help in an examination oriented educational system. Consequently, they fail to evoke any enthusiasm.

428. *Correspondence Courses.*—In other countries the radio organises correspondence courses for students. We are glad to hear that AIR is considering the broadcast of regular direct teaching programmes for undergraduates in collaboration with the Correspondence department of the Delhi University. But the problem is to find time for such correspondence courses. The existing channels can hardly accommodate the school and university broadcasts and they cannot in any case release time at convenient listening hours. The question once again becomes one of availability of finance but if a channel is used exclusively for educational programmes, as in some countries we visited, its scope and reach could be so extensive and its purpose so fruitful that economies in the present educational budgets would be more than enough to sustain the programmes.

429. *Closed circuit University Broadcasts.*—A leading university suggested that it should be allowed to have its own closed circuit broadcasting system to serve the affiliated colleges which are unable to engage teachers of the right calibre. It had made this request earlier, but it had been negatived by the Government of India. It proposes to approach the Government once again. We are of the opinion that this initiative is worth while and should be encouraged. It will be all to the good if the university can introduce this mode of improving the quality of teaching in its more distant affiliates without making demands on Government. It may encourage other universities also to introduce a similar scheme. If so, it would be a significant contribution towards improving university education.

Educational Programmes for Adults

430. In the chapter on television we deal with the question of eradicating illiteracy through visual presentation successfully exploited in other countries. Radio is not a suitable medium to make illiterates literate but it is the one which is of great value in carrying general education to comparatively less educated people and even to illiterates. A UNESCO survey proved that productivity increased considerably when radio was used to convey to the illiterates information and knowledge material to their avocations in life. Similarly, social transformation has been progressively brought about through the medium of radio. Television is a more suitable medium for adult illiterates and we have discussed in the chapter on television how it should be mobilised for a concerted drive to eradicate illiteracy.

431. AIR has special programmes for rural listeners, industrial workers, women and children. We have dealt with some of these at the appropriate places in our report. We would only add that here also AIR's efforts should be dovetailed into an overall plan coordinating the activities of various agencies, both official and non-official, in these fields of development.

BROADCASTS FOR THE BORDER REGIONS

432. We had made an interim report on 'Radio Coverage for the Border Areas' in February 1965. This was in pursuance of our plan to make interim recommendations from time to time which were susceptible of immediate implementation and which would improve the quality and content of our media of publicity.

433. In consideration of the urgency and importance of radio coverage of the border regions, more particularly after the unprovoked Chinese aggression in 1962 and the mounting radio propaganda of unfriendly neighbouring countries, we decided to take up in the first instance the examination of this question.

434. We held accordingly discussions with the Chief of Army Staff, the adviser to the NEFA administration, and the technical staff of AIR to assess the situation. We were disturbed to find that the external services of AIR generally and those intended for border regions in particular were inadequate in many directions.

435. *Services—Past and Present.*—We were informed that as a result of a shift in policy a few years ago, the growth of the external services had been sacrificed to strengthen the internal services and, in consequence, the broadcasts to the sensitive border areas and beyond had come to be largely neglected. The Chinese attack brought the realisation that our radio coverage of these areas should be considerably expanded and certain steps were taken to that end.

436. Broadcasts for the border areas cannot be described wholly as external services; they provide information and entertainment not only to listeners beyond our borders but also to our own nationals in the region. The external service broadcasts both in Nepali and Tibetan; so does the home service for border areas. We consider that the policy in regard to the planning of these two separate programmes in these two languages should be coordinated and harmonised to make both more effective and purposeful. The services now provided are given below:—

- (1) Short-wave programmes in Tibetan, Nepali, Chinese and Burmese from the External Services in Delhi;
- (2) Short-wave programmes in Nepali, Tibetan, Bhutanese and Siki-mese from the Kurseong Station;
- (3) Short-wave programmes of music in local dialects for NEFA and Nagaland from Gauhati;
- (4) Medium-wave programmes from Kohima and Imphal;
- (5) Medium-wave broadcasts in Ladakhi and Shortwave broadcast in Kinnauri from the Srinagar and Simla Stations respectively;
- (6) Short-wave broadcasts in Kumaoni and Garhwali from Lucknow.

437. Since their inception little had been done to assess the impact of the programmes, to augment and adjust them in directions necessary and generally to improve their language, quality and content to enhance their attraction and appeal.

438. The interim report we made led to a review of the position and certain adjustments were made to accord with our recommendations. We are glad to note that available transmission facilities have been mobilised to a large extent, but nonetheless a great deal remains to be done to give

a satisfactory coverage to these sensitive areas. The services now provided are shown in the table below:—

Sl. No.	Station	Previous daily duration and languages as in January 1965	Present daily duration and languages as in March 1966	Short or Medium Wave					
1	2	3	4	5					
1.	Lucknow	Kumaoni Garhwali	15 mts.	Kumaoni Garhwali	20 mts. 20 mts.	Short-wave			
		TOTAL	15 mts.	Total	40 mts.				
2.	Kohima	Angami Chakesang Rengma Lotha Sema Ao	} 15 mts. each	Angami Chakesang Rengma Lotha Sema Ao	} 25 mts. each	An additional 2 kw short-wave transmitter added to extend the coverage of the 1 KW Medium-wave transmitter originally proposed for the 4th Plan period brought forward to 3rd Plan and arranged.			
				Belcang Sngtam Vimchingir Konyak Phom Kuki			} 15 mts. each		
		TOTAL	90 mts.	Total	240 mts.				
3.	Imphal	Kabui Naga Thado Mao Tangkhul	} 100 mts.	Kabui Naga Thadao Mao Tangkhul Hmar Paite Anal Vaiphe Maring	} 145 mts. each on alternate days.		Medium-wave		
		TOTAL		100 mts.		Total		145 mts.	
4.	Gauhati	Ao Angami Sema Lotha		} 15 mts. each		Ao Angami Sema Lotha		} 15 mts. each	Short-wave
						Thadao Tangkhul				15 mts. each
		Nefa music and Assamese News		} 60 mts.		Nefa music and Assamese News		} 60 mts.	

1	2	3	4	5
	Mikir	15 mts.	Mikir	15 mts. Short-wave
	Dimasa	15 mts.	Dimasa	15 mts.
	Garo	45 mts.	Garo	45 mts.
	Khasi-Jaintia	45 mts.	Khasi-Jaintia	45 mts.
	Lushai	45 mts.	Lushai	45 mts.
	Nepali (Bi-weekly)	30 mts.	Nepali	60 mts.
	TOTAL	295 mts.	TOTAL	375 mts.
5.	Srinagar	Ladakhi	45 mts.	Ladakhi 45 mts. Medium-wave
6.	Simla	Kinnauri	15 mts.	} 15 mts. each Short-wave
	TOTAL	15 mts.	TOTAL	105 mts.
7.	Kurseong	Nepali	60 mts.	Nepali 140 mts.
		Tibetan	80 mts.	Tibetan 105 mts.
		Bhutanese	6 mts.	Bhutanese 15 mts.
		Sikkimese	12 mts.	Sikkimese 30 mts.
	TOTAL	158 mts.	TOTAL	290 mts.

439. *The Role of Radio.*—Radio has two major roles to fulfil in the northern border region of India. First, it has to provide news and entertainment to our Forces deployed along the remote and almost inaccessible frontiers where living conditions are hard and primitive. Heavy snowfalls and landslides often isolate these areas for considerable periods each year and radio becomes the only available means of communication with the rest of the community. The high altitude, bad weather and comparative inactivity induce boredom in the troops and there is the tendency to listen to the attractive programmes blended with subtle propaganda put out by high-powered foreign transmitters throughout the day and night. Secondly, it has to provide educational and entertainment programmes for the local population varied to suit the tastes and needs of the many tribes which inhabit the region and to create a favourable atmosphere to bring about amity and harmony between the local population and the Forces deployed there.

440. The Chinese presence on our border and the extensive use they make of the radio for subversive propaganda have given a new dimension to the role of AIR. It has become necessary for AIR also to function effectively as an instrument of counter-propaganda to neutralise the impact of foreign propaganda, particularly of the distorted and false news items which are beamed to the frontier region. The content of the broadcasts has also to be suitably modified to project the true image of India, to explain her plans for economic and social progress, her democratic way of life and above all her policy of peaceful co-existence.

441. We have attempted to assess the extent to which AIR has been able to fulfil these purposes or is indeed organised to do so. Our examination revealed that there are deficiencies both in the provision of transmission facilities and in programme planning. These are related issues; the flexibility of programme planning is largely conditioned by availability of transmitter facilities.

442. *Existing Transmission Facilities.*—It is necessary therefore to examine first the transmission facilities earmarked for servicing this region. The table above shows that there are no medium-wave transmitters, except the two at Kohima and Imphal, providing a medium-wave service to the region. []*. They are not capable even of servicing the state and the union territory where they are respectively located. The Srinagar medium-wave transmitter puts out a 45-minute Ladakhi service daily. This is hardly adequate.

443. This deficiency is sought to be met by providing short-wave services. Apart from their relatively negligible duration, these services are not as steady, dependable and free from interference as medium-wave transmissions. Moreover, the small number of privately owned sets are mostly of the single-band medium-wave transistorised variety and cannot receive the short-wave broadcasts. These, therefore, reach only a small number of people through the community listening sets provided by Government. In other words, the present coverage AIR provides in this strategic region is insignificant and its impact imperceptible.

444. Medium-wave transmission alone can provide a satisfactory coverage but they have shortcomings also. Day-time broadcasts on medium-wave, technically known as the primary service, have a somewhat limited range which varies with the power of the transmitter. The evening broadcasts, known as the secondary service, have a wider reach but their clarity depends on the terrain and climatic conditions and mainly on distance from originating stations.

445. This analysis establishes that high-power medium-wave transmitters will have to be installed and in close proximity to the target area,

*Omitted.

if AIR is to play a purposeful role, as it inevitably must, in breaking down the barriers of isolation and in securing the emotional, social and cultural integration of the tribal people into the main stream of our national life.

446. *Programmes.*—The planning of programmes, their duration, content and timing are as important as, if not more important, than the creation of transmission facilities. The general complaints about these and other broadcasts for the frontier region are:—

- (a) The transmissions are weak and consequently indistinct and often inaudible;
- (b) The timings of the programmes are unsuitable and do not therefore ensure maximum listening;
- (c) The duration of the programmes is totally inadequate, and
- (d) The language used is often other than their dialect and is not fully understood by the tribal people.

447. The Adviser to the NEFA administration told us that at present a short-wave programme is broadcast daily from Gauhati at 4:00 P.M. but its duration is only one hour. In addition, there is a special daily programme of news and commentary in NEFA-Assamese from Delhi relayed from the Gauhati Station for 15 minutes at 7.45 A.M.

448. The Chief Minister of Uttar Pradesh informed us that the programme from Lucknow for the Uttar Pradesh-Tibet area is only of 45 minutes duration and uses only Kumaoni and Garhwali dialects. There are no programmes for Bhutias, Tokhas, Morchas and Jards. Moreover, the programme, such as it is, is not clearly heard in the mountainous region.

449. Against these admitted deficiencies, the Chinese and Pakistani broadcasts beamed on their powerful transmitters, conveniently located, can be heard clearly both on the short and medium waves. We have not been able to obtain a complete picture of Chinese radio coverage but a considerable area on the border is exposed to these broadcasts. They are not only more suitably timed, and their duration considerable, but they are superior in volume and quality to AIR broadcasts. It is not unnatural therefore for our troops and the tribal people to tune in to these broadcasts which are available to them at convenient hours. This is not a situation which can be faced with equanimity.

450. *Plans for the Future.*—The Ministry of Information and Broadcasting has recently appreciated the seriousness of the situation and has arranged for the installation of two 500 Kw transmitters on the West Coast and one 1000 Kw transmitter near Calcutta. It is estimated that it

will take at least two years to instal and commission the transmitters. We were informed by the technical staff of AIR that if the present procedure for getting the work of installation, etc. executed by other agencies of Government, could be dispensed with, it should be possible to bring the transmitters into use appreciably earlier. It is needless for us to stress the urgency of taking all steps as may be necessary to complete the arrangements long overdue for the installation of these transmitters. It is also necessary to mention that the transmitter near Calcutta will not provide a complete primary medium-wave service for the Eastern region. In other words, AIR's present transmission facilities are so deficient that even with adjustment AIR would not be able to provide a reasonably satisfactory coverage for this region.

451. To rectify this position, the Ministry has also proposed provision in the Fourth Plan for the installation of a number of transmitters for serving the border regions; these are to be located at Dibrugarh, Jorhat, Gorakhpur, Almora, Leh and Jaisalmer. Even if the proposals are accepted, these transmitters can hardly be commissioned before five to seven years. Having regard to the developing situation in NEFA and the contiguous region, we had recommended that the installation of a high-powered medium-wave transmitter at Jorhat should no longer be deferred and its installation should be taken in hand immediately to serve the dual purpose of giving radio coverage to NEFA and for countering intensive hostile propaganda in this region. These suggestions, we believe, have been taken up and provision is being made in the Fourth Plan.

452. The secondary medium-wave service of AIR transmitters at Delhi, Lucknow, Patna, Srinagar, Jullundur, Simla, Gauhati and Calcutta can cover the entire region. The demands on them for internal services, which have been given undue importance and priority, come in the way of using them more extensively to broadcast programmes for this region in the dialects of the area. Of these only Srinagar broadcasts in Ladakhi for a very limited time each day. Thus they do not give the secondary medium-wave services which they are in a position to give with the transmission facilities available. While we appreciate that this additional coverage can be arranged only at the expense of the listeners in the primary listening areas of the stations, we feel that it will indeed be a small price to pay to give some additional coverage to the border areas. A proper balance should now be established so that the secondary medium-wave services for the border region receive proper recognition and a proper place in the transmissions. The extended hours of transmission which have been introduced recently do not serve the needs of the people on the border as the programmes are not in their languages.

453. It is not possible to provide a primary medium-wave service for listeners in Nepal, Tibet, China and Burma and adequate coverage will have to be provided by extending secondary and short-wave services. It should, however, be possible to provide such a service to Sikkim and Bhutan and the border region beyond, if transmitters were to be installed in these territories. This would partially offset the present deficiency.

454. Pending consideration of the proposals we have made for increasing transmission capacity, we would reiterate that as an immediate expedient secondary medium-wave services should be beamed from Delhi, Lucknow, Patna, Gauhati and other Stations in replacement of or to supplement the present short-wave services.

455. *Special Forces Programmes.*—We had discussed the duration and content of the programmes with the Chief of Army Staff who had made the following major suggestions which we fully endorsed :—

- (a) The duration of the special Forces programmes varied from 30 to 60 minutes every day. This allocation of time was too meagre and did not provide for maximum listening. The hours of work for the Forces are staggered and relatively only a small percentage of troops could thus listen to the special programme. He suggested that the duration of the programme should be increased to two hours and they should be put out in two spells of one hour each, the actual timings for each region being settled in consultation with the army authorities. We are glad that our recommendations have been largely implemented as the schedule below shows:

Station	Previous duration	Present duration	Increase	Remarks
<i>North East Frontier</i>				
Delhi	1 hour	2 hours	1 hour	
Gauhati	1½ hours	1 hr. 50 mts.	20 mts.	
Siliguri	1 hour	50 mts.	..	

Station	Previous duration	Present duration	Increase	Remarks
<i>Kashmir-Punjab Sector</i>				
Srinagar	1 hr. 10 mts.	2 hrs.	50 mts.	Additional after-noon transmission
Jammu	30 mts.	2 hrs. 5 mts.	1 hr. 35 mts.	Additional after-noon and evening transmissions.
Jullundur . . . . .	..	30 mts.	30 mts.	New service from 3-4-1966.
<i>Western Border</i>				
Rajkot . . . . .	..	1 hr.	1 hr.	} These are new services started only recently.
Ahmedabad . . . . .	..	1 hr.	1 hr.	
Bhuj . . . . .	..	1 hr.	1 hr.	
Vividh Bharati—Week days	1 hour	5½ hours	4½ hours	
On holidays & Sundays	30 mts.	30 mts.		

- (b) The content of the programme should be varied and made much more interesting and attractive to encourage maximum listening to our own broadcasts. It would improve the quality if defence personnel had a larger share in the planning of programmes; they have a better knowledge of the tastes and preferences of the troops.
- (c) Servicemen should be encouraged to write scripts and act in short skits under the guidance of AIR's specialised staff. This would give psychological satisfaction and create a greater interest in AIR's broadcasts.
- (d) Film music in all major Indian languages should be included in the special programmes.
- (e) Lessons in local tribal languages in simple Hindi should be made a part of the programmes. This would make communication with the 'locals' easier and foster good relations which would by themselves go a long way in neutralising the impact of unfriendly propaganda.
- (f) The procedure for recording and broadcasting messages from the jawans to their families needed improvement. It took about two to three months for the recorded messages to be

relayed; this largely defeated the purpose for which the arrangement was introduced. There should also be arrangement for occasional transmission of messages from their families to the jawans, more so when there is no news or bad news from home. This would contribute towards the maintenance of the morale of the troops deployed in inaccessible areas living under adverse climatic conditions and constantly subjected to physical and mental strain. We trust that these recommendations in our interim report are in the process of being implemented.

- (g) Multilingual concert groups should be sent to the forward areas for entertaining the troops. These programmes should be recorded and broadcast later in special Forces and other programmes.

456. *Programmes for Civilians.*—We had also suggested that it is not sufficient to improve the special transmission for the Forces, it is equally necessary to provide programmes preferably on the medium-wave throughout the day for the civilian population, which will be availed of by the troops as well, in the border region. It should be possible to bring about a climate of understanding and goodwill between the troops and the civilians by the imaginative use of sound broadcasting. The programmes should provide entertainment with local colour which would hold the interest of the listeners. The Vividh Bharati programme has an appeal of its own which should be enhanced by the inclusion of folk songs and folklore of the region in special transmissions. The programmes of light music and entertainment should be interspersed with talks in local dialects which should explain that the presence of the troops is for the purpose of protecting the area from external aggression and that the agricultural, social and educational programmes initiated are designed to bring prosperity and progress to the region. The main accent should be to generate a feeling of oneness with the rest of the community. It is only by the subtle and imaginative use of radio that we can ensure cooperation, foster understanding and sympathy and counteract the impact of pernicious foreign propaganda. With the right approach it should not be difficult to obtain the right response.

457. To make these programmes purposeful, it is necessary to arrange for an extensive monitoring of Chinese broadcasts. Without this material, our programme planning would be defective and deficient and would not be able to counter effectively Chinese propaganda. There should also be arrangements for the collection of local news of topical interest and of their inclusion in the broadcasts. This would make them psychologically attractive and encourage maximum listening.

458. []* It is unfortunate that no arrangements have been made even now for monitoring these broadcasts. It is imperative that immediate steps be taken to monitor Chinese broadcasts in all languages beamed to the sensitive areas in the northern region.

459. *Coordination.*—The planning of programmes for these regions is a difficult exercise and it is doubtful whether AIR is equipped for this purpose or whether by itself it will be able to fulfil this responsibility.

460. We therefore recommend that for the overall supervision and direction of broadcasts for civil listeners in Nepal, Sikkim, Bhutan, Tibet, NEFA, Nagaland and Ladakh and all those living on or within our Northern frontier, there should be a Board consisting of representatives of the Armed Forces, of the Ministries of External Affairs, Home Affairs, Information and Broadcasting, Psychologists, Linguists, Publicity Experts, and any other agencies which may be considered appropriate. This Board would lay down the general policy for such broadcasts and give the necessary directions.

461. These directions should be implemented by a Working Group consisting of the Director of the External Publicity Division of the Ministry of External Affairs, the Directors of External Services and News Services of AIR, the Armed Forces Information Officer of the Ministry of Defence and a representative of the Ministry of Home Affairs. Day-to-day decisions on the content and treatment of news and ideas in these programmes should be the responsibility of the Working Group.

462. *The Western Border.*—We had drawn attention in our interim report to the inadequacy of radio coverage of the western region abutting on the Rajasthan-Pakistan and Gujarat-Pakistan borders. There were neither primary nor secondary medium-wave services to these areas. Developments in the Rann of Kutch had highlighted the necessity of establishing a radio link with the entire border region as early as possible. The conflict with Pakistan in September 1965 only confirmed our fears. The study of programme requirements and possibilities of these regions is not so complicated by reasons of history, terrain, language, tradition, social habits and ethnology as in the Northern region.

463. We understand that in the Fourth Five Year Plan, AIR is proposing to instal high power medium-wave transmitters at Jaisalmer and Jodhpur and increase the power of the Bikaner transmitter. These will provide a primary service to a restricted area and a secondary service to the entire region but this is unlikely to materialise in less than five to seven years. We do not consider it advisable to await the settlement of

*Omitted.

the Fourth Plan allocations for improving the channels of mass communication in these strategic areas. Moreover we are not sure that the locations proposed are the most suitable from all points of view.

464. *Psychological Warfare.*—It is not for us to stray into the domain of strategy and to enquire what steps, if any, have been taken to initiate psychological warfare to counter foreign propaganda and to disseminate our own message. We note, however, that radio has not so far been mobilised for this important purpose. We would rest content with drawing attention to the measures adopted in the U.K. during the last war of bringing together eminent people from diverse fields of activity to plan and coordinate counter-propaganda material and the extensive use made of the BBC for organising resistance and carrying a message of hope to occupied Europe.

BROADCASTS FOR RURAL AREAS

465. We were somewhat inhibited in our study of AIR's rural programmes as all relevant material was not available. For example, no systematic survey of rural listening has yet been undertaken to assess the impact of the programme, to ascertain listeners' preferences and convenience and to re-shape and re-time the programmes to meet the needs of the rural community. We were informed that the research we contemplate was beyond the present resources of the Listener Research Unit, but that it would be able to undertake such a survey when the recently sanctioned personnel is in position and necessary organisational adjustments have been effected. We trust that the suggestions we have made in an earlier chapter on audience research for arranging a survey can be taken up early.

466. *The Present State of Rural Broadcasting.*—The pre-requisites for an effective rural service are the availability of instruments of both transmission and reception and of programmes of quality and duration. Limited studies, earlier undertaken, have revealed that AIR is deficient in all these respects.

467. When we first examined the coverage for rural areas about a year ago we found that there was a daily programme broadcast for about an hour from the various stations. We were informed that the insufficiency of transmitters and the demands on those available made it impossible to give more time to rural broadcasts. Because of the short duration they dealt mainly with aspects of rural development and welfare and as a result tended to be somewhat drab, unenlivened by light music and entertainment to any appreciable extent. We are pleased to find that as a result of our expression of disappointment at the neglect of rural listeners, some adjustments have been made to extend these programmes and to diversify their content. Even so, a great deal remains to be done.

to bring into correct focus the importance of rural broadcasts. We are convinced that no worthwhile improvement will be possible unless (a) the mass production of low cost transistorised sets and their distribution are organised immediately on a priority basis to widen the opportunities and areas of listening, and (b) the installation of comparatively low-power transmitters in suitable rural centres is simultaneously taken in hand to provide programmes of much greater duration at convenient listening hours for the entire community.

468. These are related issues which require immediate attention and action. We have therefore considered it necessary to discuss the problems they pose and to suggest ways and means for their treatment.

469. Over 80 per cent of our people live in the villages and about 77 per cent are illiterate, the incidence being higher in rural areas. Agriculture continues to be the mainstay of our rural economy and its comparative unproductiveness, due mainly to primitive methods of farming, accounts for our continued dependence on imports of foodgrains and the continued drain on our exiguous foreign exchange resources. Progress in various major fields, such as education, public health and family planning has fallen short of the targets which are themselves below the standards obtaining in other advanced countries.

470. Disturbed by the situation after a decade of planning, Government appointed a Study Team under the Chairmanship of Shri Amarnath Vidyalankar to evaluate the work done by various organs of publicity in mobilising public cooperation in implementing the Plan. The report of the Committee makes disturbing disclosures. We refer here only to those which are relevant to our present study.

(1) Neither Government nor the Planning Commission has appreciated the significant role radio can play in a developing economy. In consequence a low priority has been given to its development and necessary financial and other resources have not been allotted for the purpose.

(2) There is hardly any coordination between the agencies charged with responsibility for organising over-all publicity in rural areas.

(3) Publicity media such as AIR and other instruments of information have not succeeded in projecting an impressive popular image of the plan mainly because of lack of imagination and enterprise. The rural radio programmes are bound down by conventional methods; there is an absence of news and views from the rural areas and there is thus no feed-back; there is undue publicity for Government and its projects and no constructive criticism for their improvement. Above all, there is no research to ascertain the tastes of rural listeners.

(4) While the rural radio forum has many possibilities, several changes in organisation and content of programmes are necessary for the success of the scheme.

(5) The State Governments have not played their part either in providing an adequate number of community sets or in replacing those worn out. The maintenance of those in use has also been largely neglected.

471. We consider that for this failure no single agency such as AIR, the field publicity organisation, State Governments or for the matter of that, the village community itself can be held wholly responsible. It is the cumulative effect of inadequate and unimaginative use of the limited resources now available on the one hand and the ineffective coordination on the other of the activities of the many agencies engaged in one or other aspect of the gigantic task of educating and enthusing the villager that has led to the failure to establish a rapport with the community at large.

472. The table below shows the stations from which rural programmes are broadcast, the duration as it was in June 1965, the present duration, the number of sets installed within the listening zone and the number of Rural Forums:—

Originating Station	Duration in minutes of rural programmes in June 1965	Duration in minutes of the total programmes of rural interest as in March 1966	Duration in minutes of programmes specially for agriculturists as in March 1966	Relayed by	No. of community receivers on 31-12-65 in the areas served by the station	No. of RRF on 31-12-65 in the areas served by the station
1	2	3	4	5	6	7
1. Calcutta .	60	60	30	Siliguri . .	1113	710
2. Bhopal .	60	120	30	Indore, Raipur Jabalpur, Gwalior	8217	1241
3. Delhi .	90	120	30	..	278	155
4. Trivandrum .	45	165	40	Trichur, Calicut	3600	1200
5. Cuttack .	60	60	30	Sambalpur, Jeypore	8650	1121
6. Patna .	50	150	50		7000	263

1	2	3	4	5	6	7
7. Imphal . . .	45	..	45		466	5)
8. Lucknow (On certain days Allahabad originates and Lucknow relays).	60	60	30	Allahabad . . .	14343	1018
9. Hyderabad . . .	55	90	30	Cuddapah, Vishakhapatnam Vijayawada	15000	700
10. Ahmedabad . . .	60	120	30	Baroda, Rajkot Bhuj.	4493	588
11. Dharwar . . .	60	45	45	Bangalore, Bhadravathi.	3380	978
12. Kohima . . .	..	..	20	..	170	..
13. Goa . . .	..	110	25	..	60	..
14. Gauhati . . .	60	45	30	..	2825	63
15. Srinagar . . .	70	75	75	..	1063	..
16. Jullundur . . .	60	60	30	..	8398	205
17. Nagpur . . .	45	120	30	..	3808	1025
18. Poona . . .	45	120	30	Bombay, Sangli	6128	1605
19. Jaipur . . .	50	110	35	Ajmer, Bikaner . . .	2448	749
20. Jammu . . .	60	65	65	..	872	..
21. Tiruchi . . .	55	120	30	Madras, Tirunelveli	13146	996
22. Ranchi . . .	50	60	50	..	1398	200
23. Simla . . .	60	..	120	..	2584	137
24. Kurseong . . .	30	..	30	..	429	40
25. Port Blair . . .	..	..	1	..		

473. *Community Listening.*—Community listening is an innovation and a feature of broadcasting only in a very few underdeveloped countries. It was introduced in India in 1939 when transistorised sets were unknown and the cost of the cheapest conventional set was so high as to be beyond the reach of the average villager.

474. Community listening has admittedly played a useful role in the past and should continue to do so for some time to come. But it has to be supplemented now and later replaced by family listening to be effective in popularising family planning, social hygiene and education in its broader concept. Yet this aspect has so far been largely neglected and little has

been done to produce cheap transistorised sets and make them available to the community at large.

475. Reviewing community listening in action, the Vidyalankar Committee has made the following observations:—

- (1) Backward sections of the rural community do not benefit from the radio programmes because of traditional obstacles in the free mixing of castes and sexes. Thus women, artisans, landless labourers, harijans are hardly represented in the audience. This applies to the membership of rural forums as well as to the audience for daily programmes. This would suggest that the programmes and the message they carry do not reach those very sections which are most in need of instruction, information and the broadening of their horizon.
- (2) In order to conserve the battery, the sets are generally pre-tuned to a particular station and kept on for the very limited duration of the rural programme emanating from that station. The demand for entertainment on the part of village listeners remains thus unsatisfied.
- (3) As many as fifty per cent of the sets on any given day are out of use for want of minor repairs, replacement of battery, etc. This naturally prevents and discourages regular listening. According to the Study Team this is the biggest obstacle in the way of community listening.

476. We should add a word about the present scheme for the provision of community listening sets. AIR has standardised a fixed crystal dry-pack battery set and bears half its total cost of about Rs. 350, the other half being met by the State Government. Despite this financial inducement, the three States of West Bengal, Madras and Rajasthan have kept outside the scheme. We found however, that the coverage provided in these States on their own initiative is no less than elsewhere.

477. The responsibility for the maintenance of the sets is that of the State Governments. AIR is content with subsidising the purchase of the sets and arranging the programmes. The financial burden of maintaining the set is considerable and was estimated to be Rs. 200 per annum, even for the limited listening hours now available. It must have increased since the duration of the programmes was extended. Secondly, the replacement of parts, particularly of the dry battery pack is difficult, the present production being only 1,00,000 against a demand for 2,00,000. And thirdly, the reports of failure take time both to reach and to engage the attention of the authorities who can arrange rectification.

478. It may not be out of place to refer to the observations by audit on the working of the community listening scheme in the Punjab, Himachal Pradesh, Madhya Pradesh and Rajasthan. These are:—

- (a) there is considerable delay in the distribution of the receivers. This ranges from six months to five years. In one State a receiver was not allotted for six years after it was received from the manufacturer. This is partly, it is said, due to radio sets supplied by the manufacturers being defective. As many as twenty per cent are sometimes found to be not in working order;
- (b) twentyfive to thirty per cent of the sets are not utilised for want of repairs. In some cases Panchayats to which the sets are issued are not prepared to pay their share of the repair charges;
- (c) in one of the States sixtyfour per cent of the sets were installed at such inaccessible places that they were closed for the greater part of the time and no use was made of them;
- (d) dry batteries supplied by the manufacturers for replacement have to be used within six months of their receipt, but in almost all the States mentioned the dry batteries were not issued within the stipulated time.

479. The shortage of technical staff for the maintenance of receivers was to some extent responsible for this state of affairs. But whatever the reasons may be the fact remains that the State Governments do not work the scheme as intended. As a result the community does not get the benefit from the broadcasts for which Government spends a considerable amount of money, not only in providing the programmes, but also in supplying receivers.

480. If community listening is to continue and grow, the arrangements for maintenance must be considerably improved. It was suggested to us that the Government of India must give greater financial assistance and bear at least fifty per cent of the cost of maintenance. It seems strange that while the Government of India subsidises the purchase of sets to the extent of half their cost, no provision is made for their proper maintenance. A smaller number of community sets, properly maintained, would be far more useful than a large number of idle sets. We would suggest that the provision of funds for community receivers should be appropriately distributed between purchase and maintenance. We were glad to find that the Members of the Planning Commission agreed with this view.

481. It was suggested to us that a subsidy for the sale of low-cost receivers to individual families might be of greater advantage in the long run.

From all that we have said above, community listening is not entirely satisfactory and there is no doubt that we should try to hasten the process whereby individuals in rural areas will buy their own sets. The saving of the expenditure of about Rs. 20 crores on the supply and maintenance of sets during the Fourth Plan period could be put into the production and distribution of low-cost sets. This is a matter which would require detailed examination by the State Governments and by the Industry.

482. We are of the opinion that the problem of rural listening can be solved and many of its shortcomings removed only by the mass production of standardised low-cost transistorised receivers both for purposes of family and community listening. The transistorised community sets should be cheaper to procure and easier to maintain. The suggestion for local broadcasting we give below should also help in their better and more economical maintenance by or with the assistance of the staff of AIR posted at these local stations. In an earlier chapter we have suggested the possibilities for the production of such low-cost sets and we earnestly hope that our recommendations will bear fruit.

483. *Local Broadcasts.*—The large scale production of cheap transistorised sets and their wider distribution by themselves would be of little avail unless arrangements are simultaneously completed for providing interesting and extended programmes at suitable intervals throughout the day and night to rural areas.

484. This implies that (a) a large number of comparatively low-power transmitters should be installed at convenient centres for rural broadcasts and (b) the rural programmes should be planned with imagination to hold the interest of the listeners even when they deal with aspects of national and rural development. It is only when both these conditions are largely fulfilled that rural broadcasts will have content and meaning for each local community. Instead of regional broadcasts of doubtful utility, a community will have special programmes catering to its own needs and preferences. In this connection we should add that even within certain linguistic regions there are differences in the way in which the language is spoken. For example, we were told by the Chief Minister of Andhra Pradesh that three different types of Telugu are spoken in Telangana, Rayalaseema and Coastal Andhra and they are sufficiently different from each other to make it difficult for uneducated persons in any one of these regions to follow the language as spoken in the others. Besides, there are tribes such as Gonds, Banjaras, Savaras, etc. not to mention substantial linguistic minorities speaking Marathi, Kannada, Tamil and Oriya. The position may be similar in other States which we did not have time to visit. He pointed out that the present rural programme put out from Hyderabad/Vijayawada is thus not understood by many of the villagers for whom it is intended, and recommended to us the installation of a large number of low-power transmitters to overcome this difficulty.

485. We also found that other State Governments with whom we had occasion to discuss the subject supported our view that this was the only way to provide a proper service for rural areas. Local needs in a country as large and variegated as ours differ widely with differing custom, language or dialect, climatic and soil conditions, types of farming, etc. The programmes cannot be set in the same mould to meet these varying needs. Programmes must necessarily be 'local' in a limited sense. For example, in an agriculturally compact area with similar problems, crop patterns, etc., it should deal mainly with matters relating to agricultural production. Similarly, in coastal areas where fishing is the main occupation the programmes must concentrate on the problems of fishermen and provide guidance and information on weather and other subjects of interest to them. Such localised broadcasting is now accepted all over the world as the only effective method of bringing new ideas and techniques to the rural community. It not only provides the type of programme which would meet the day to day needs of the farmer for information and guidance but also establishes a direct contact between the farmer and the local radio centre. There is a feed-back which adds local colour and interest to the broadcasts.

486. A broadcast directed to a few villages in an agriculturally homogeneous region will have an impact which the same broadcast directed to a few thousand villages cannot possibly have. In the latter case, the studio cannot hope to have an intimate contact with the community it serves nor can it be made aware of the problems of the community and find a solution.

487. It is needless to add that the farm forum scheme would be much more effective in quality and content and better organised if the broadcast emanated from a station, say, within twenty to thirty miles of the forum.

488. We have no doubt that such local broadcasts relying largely on local talent will develop also into a forum of discussion of local problems where the doubts and misgivings of the community could be discussed and ways and means found for removing them. In addition, the local studios relying largely on local talent would enable the music, folk songs and folklore of the region being put on the air, thus adding to the attraction of the programmes.

489. The experts who appeared before us were unanimous on the immediate need for introducing this form of broadcasting. We understand that FAO also has recommended that developing countries should establish such small radio stations to serve specific areas. In view of its general acceptance, we were surprised that AIR had not even experimented with this form of local broadcast. AIR explained the failure by stating that the scheme was much too expensive to contemplate. When pressed for their views on the desirability of such a scheme, AIR sent a revised reply which stated admirably the case for local broadcasting. The relevant portions of the reply are reproduced below :

"The extension of radio coverage in this country has been essentially concerned with trying to cover as much of the population as possible. But mere technical 'coverage' is only one part of the story; the other, and far more important part is to give the listener a sense of participation in all that happens within his own little world.

"In this connection, experience of countries like United States, Canada, Australia and Japan may be usefully cited. The success of rural broadcasting in Australia is mainly due to the fact that the ABC has realised the value of local broadcasting and has located the radio stations in the middle of the agricultural/pastoral areas. The rural officers of the ABC have close and intimate contact with their listening clientele and it is perhaps no exaggeration to say that most of them know their farmer-listeners by their first names. It would have been possible for the ABC to have higher power transmitters at Sydney, Melbourne, Brisbane and few other cities and reach the farming communities in the various States without much difficulty, for, after all, in that vast continent, most of the population of about 11 million is concentrated in the well-watered south-east quarter of the country, an area which represents barely 14 per cent of the continent in size but contains 75 per cent of its people. The ABC has chosen not merely to reach the listeners in a detached non-committal way but to talk to them intimately about their own local problems through localised programmes. Out of 64 medium-wave transmitters operated by the ABC 50 are placed in country centres in the midst of agricultural/pastoral areas. In U.S.A., as is well-known, local programming is the rule. In Japan, the NHK has 62 farm directors broadcasting from regional stations spread throughout the country. In New Zealand, which is after all a small country when compared to others, they have laid emphasis on the local approach due to, what they called, 'markedly different farming conditions in various areas.'"

* * * * *

"The case for local programming cannot be over-emphasised. The Seminars of Farm Broadcasters organised by the FAO in Cairo and New Delhi laid emphasis on this and the FAO Consultants on Farm Broadcasting, Mr. John Douglass, has time and again emphasised the need for more local programming for rural listeners. This is the trend throughout the world and Indian broadcasting would be richer by adopting local programming as an important consideration in its expansion schemes specially in view of the great urgency for increased agricultural production."

490. It appears that AIR was all the time conscious of the usefulness of local broadcasts; but it failed to put its point of view to Government for consideration.

491. We consider that it would not be necessary to make elaborate studio arrangements for purposes of rural broadcasting. The local stations

should originate special programmes of local interest and importance of about two to three hours' duration and relay for the rest of the time Vividh Bharati and suitable programmes of the regional stations. This diversification of programmes would not only give the community information and advice directly related to their needs but also provide entertainment and news of a varied and interesting character.

492. Incidentally the local broadcasting station should be able to take over the maintenance of the community receiving sets within its jurisdiction. This would be more economical and what is more important it would keep the sets continuously in operation. Though the former Director General, AIR had informed us that this responsibility could not be assumed by AIR the Engineers' Association on the other hand had suggested both in its written memorandum and in oral evidence that it should be an advantage if AIR were to take over the maintenance of community sets.

493. Among the recommendations made in the report of the Mass Communication Study Team, under the leadership of Prof. Wilbur Schramm, is one for the installation of pilot local radio stations in some selected districts, first as instruments for local development in agriculture, and secondly as demonstration of the effectiveness and techniques of localised broadcasts. The report says :

“If possible, six districts should be selected for study—three of them provided with local radio broadcasting stations, the others left without radio other than what already exists. The problems of providing receiving sets and maintaining them will doubtless limit the number of broadcasting stations, but this itself is one of the problems to be studied and solved. The districts where the experiment is conducted might well be some of those cooperating in the Intensive Agricultural District Programme (Package Programme), where intensive development of agriculture is being sought and where district agricultural information staffs are posted. Some of these local pilot broadcasting stations might be provided by equipping some of the present radio relay stations with a small studio, portable tape-recording equipment, and a team of trained radio producers. These producers should be the people with an agricultural orientation who can conduct experiments in local broadcasting, catering directly to the interests and needs of village people.”

494. Each package programme already has an Information Officer who can use the broadcasts to maximum effect. While the Schramm team and Mr. Frank Wilder, our Consultant, have recommended one transmitter

per district, AIR Officers consider that it would be sufficient to instal one transmitter for a compact region. Their paper says:—

“It is essential that stations/transmitters should be provided in the midst of distinctive agricultural areas which have similar soil conditions, irrigational facilities, climate and rain-fall. The agricultural population in these areas should have common interests and goals, so that the programmes originated from these Stations reflect the felt needs of the community. The successful farmers of the region should be intimately and constantly associated with the broadcasts through interviews, spot-recordings and various other types of programmes. It is this intimate contact leading to an effective two-way traffic between the farmers and the broadcasters that can yield the desired results of increased agricultural production.”

495. We recommend that a survey should be immediately organised by a team comprising officers of the Programme and Engineering Divisions of AIR and officers of the Agriculture and other social service Ministries. Alternatively the expert committee suggested by us for reviewing the entire technical requirements could take this up as a part of its assignment. The team should select the most suitable sites for transmitters, balancing the advantages of locating transmitters at district headquarters against the economy which would result if a transmitter is allotted to each compact area of linguistic and cultural affinity and of climatic and soil similarities. It should also estimate the power of the transmitter required to give effective coverage, review the language/dialects in which broadcasts would be necessary, consider whether there are enough schools to justify relay or broadcast of recorded school broadcast and survey the talent available for farm broadcasts from the local officials of the Agriculture, Health and other departments. It may be useful to associate with the team an expert to advise on the comparative cost of Amplitude Modulation and Frequency Modulation equipment including receivers, and the sources of such supplies.

496. We are told by the Managing Director of Bharat Electronics Ltd., that, if AIR could indicate its requirements of transmitters for some years ahead it would be possible for Bharat Electronics Ltd., with foreign collaboration, to supply such transmitters, thus saving foreign exchange. When the survey is completed, it should be possible for AIR to anticipate its requirements of transmitters and to avail of Bharat Electronic's offer.

497. The team should also advise on the staff required for each such centre. We were told by Mr. Douglass of FAO that even a prosperous country like Australia has only three persons to run these local broadcasts; a programme announcer-cum-organiser, a farmer who interviews farmers

and a newsman to write and broadcast the local news. Australia has also put up very simple and economic studios, without air-conditioning even in the hottest parts of Australia. £100 is the expenditure he quoted for the entire building expenses. He also told us that detailed specifications for such simple studio-cum-office buildings had been prepared by the Australian Broadcasting Commission and also for the studio equipment, transport, etc. No doubt all these specifications are available in AIR and should be examined by the team which undertakes the survey.

498. While the study team is at work we would recommend that action should be taken to anticipate and supplement the findings as indicated below:

(1) An immediate examination should be undertaken by AIR to see which of its present auxiliary transmitters would lend themselves to local rural broadcasting. Some, at least of the 20 odd auxiliary centres must be conveniently located for undertaking such broadcasts for two hours a day besides relaying the regional station's programmes. For example, Cuddapah in Andhra Pradesh would be able to serve five districts when its power is increased during the Fourth Plan period. All that would be necessary is to provide simple studio-cum-office buildings and the necessary equipment for starting rural broadcasting. We hope that in this way at least six or seven such centres can begin operating in the first year of the Fourth Plan.

(2) In the Fourth Plan AIR has proposed the installation of 11 new stations with studio buildings, etc., and 16 auxiliary centres without studio buildings. We would recommend that the possibility of providing local rural broadcasts from the 11 new centres should be kept in mind. Most of these are located in the midst of rural areas. We would also suggest that the location of the 16 auxiliary centres should be decided only after the survey is completed so that some change in location can be made if necessary. Here again it would be safe to estimate that at least 10 of the 16 auxiliaries and 6 of the 11 new stations could be used for local rural broadcasts. In this way by the end of the Fourth Plan, about 30 transmitters would be providing rural broadcasts for limited local communities without any additional outlay of funds except the small amount needed for buildings.

(3) We also recommend that steps should be taken on a priority basis to obtain a few transmitters for installation in selected intensive agricultural districts. As we understand that the Planning Commission is concentrating on the provision of power, irrigation, transport and other facilities to these districts it would be appropriate to give them priority in respect of radio communication as well.

(4) Foreign aid for such transmitters should be explored. Even though such aid may not pay for all the transmitters required, the supply of even a few would enable us to get started with the scheme. They should be installed in intensive agricultural districts in various parts of the country to get an assessment of their impact under different conditions in dissimilar areas. It would also make possible a research and study on the efforts of such local agricultural programmes on the districts served by them in contrast with those districts which are not brought within the scope of the scheme. Such research is essential at a very early stage to guide future planning.

499. Mr. Tor Gjesdal of UNESCO informed us that several agencies might be interested in financing projects of the type we recommend. The results of the experiment would assist them in taking an overall view of the suitability or otherwise of introducing this type of project in other countries similarly placed.

500. Apart from the United Nations Technical Assistance Programme, he thought that Canada, West Germany, the Netherlands, among other countries would be interested in giving financial assistance towards such a project. In support of his expectation, he gave the example of UNESCO sponsored programmes in South America and Africa where UNESCO met only 20 per cent of the cost, the balance being contributed by certain countries under bilateral cooperation. It would be worthwhile, therefore, to ascertain the reactions of UNESCO and the countries mentioned. If the response is favourable we should proceed with the scheme with expedition. We estimate that in favourable circumstances and with quick decision, it should not be difficult to have at least a dozen such pilot projects in operation within a year.

501. *Rural Programmes.*—It is indeed unfortunate that in the 25 years since the introduction of rural broadcasting, AIR has made no attempt to ascertain the needs and tastes of rural listeners. Though official witnesses expressed before us their keen interest in rural programmes, we have seen no evidence to support this claim. As we have mentioned earlier, not only is the duration of these broadcasts extremely limited but their entertainment and educative value is also negligible. Though aware of these deficiencies, AIR has failed to improve the quality of the broadcasts by ascertaining the listeners' preferences.

502. A few pilot studies have been undertaken by the listener research unit but in view of their limited scope and approach, it would be incorrect to draw any conclusions from the data obtained. The planning and presentation of rural programmes need a more sustained and scientific study. We had therefore requested the Director General in December

1964, soon after the Committee came into being, to examine the possibility of completing an adequate sample survey in six months. The Director General considered that a country-wide survey of this nature would take at least a year to complete and further that he had neither the organisation nor the financial resources at his disposal to undertake this responsibility.

503. In the chapter on audience research we have already suggested a survey of rural listening and we hope that it will be taken up early. Without accurate data on various relevant questions it is difficult to prescribe comprehensive changes in the present pattern of rural broadcasting but from our visits to community listening centres and our discussions with State Governments, we can make certain recommendations which can be reviewed when the results of the listening surveys are available. We consider that some change in the rural programme is overdue and therefore give our views so that necessary adjustments could be considered and effected immediately.

504. We had asked AIR to furnish us with data on time and money allotted to different programme activities in the month of September 1964 which we selected at random.

Station	Total time in hours	Time devoted to rural programmes in hours	Time devoted to Indian music in hours	Total expenditure	Expenditure on rural programmes	Expenditure on Indian Music
				Rs.	Rs.	Rs.
Delhi	555	40	262	91,599	8,112	51,425
Calcutta	324	30	191	41,664	1,920	25,274
Ahmedabad	303	22	146	23,366	1,171	13,204
Lucknow	357	17	110	35,374	1,222	19,059

505. Needless to say, we are greatly disturbed by the position the statistics reveal. Only 5 to 8 per cent of the time and about the same percentage of money were given to rural programmes. This is an indictment of AIR that it has failed to give equality, let alone priority, to the rural community which accounts for 80 per cent of India's population.

506. AIR officials gave us the explanation that the financial allocations were determined by the duration of the various programmes and because rural programmes had so far been broadcast for limited durations ranging

from 30 to 75 minutes a day, it was neither necessary nor possible to spend more money on rural programmes. We are unable to accept this explanation. There was nothing to prevent AIR from increasing the time and funds allotted to rural broadcasting or to bring to Government's notice the need to alter the extent and pattern of rural broadcasts from that laid down in 1939 when such broadcasts were introduced.

507. In our interim report on Rural Broadcasting we had protested against this state of affairs and had suggested that there should be a much longer service for rural areas, even if it was at the expense of the urban listener, though we had said that there should be hardly any clash between the needs of the rural and urban population in the matter of light music and other programmes of entertainment. We had suggested that between 5 and 8 p.m. there should be a mixed programme to suit both.

508. Since our interim report, AIR has, as mentioned earlier, increased the duration of the service to the rural areas, but it is unfortunate that this has been at the expense of the core of the programme, namely agricultural information and advice.

509. We had drawn attention to the problem of cost of maintenance of community sets which would increase if the sets were kept on for longer periods. We doubt whether any thought has been given to this question. The extended service will be of not much use if sets go out of use even more frequently than before.

510. We should like to say that all those with whom we have discussed this question are agreed that more material from the villages must find a place in the programmes. The psychological impact of the inclusion of items of local news or entertainment in a programme should not be underrated. Surveys elsewhere have demonstrated that local colour in programmes not only creates immediate interest but also ensures maximum listening to the entire programme. We suggest therefore that it should be a normal drill for recording parties to visit villages frequently and record items of entertainment, discussions on questions of interest to the village community, in particular to agriculturists, including their reactions to Government measures, and events of topical interest. This reorientation of programme making would encourage local talent and provide an outlet for the expression of views on many subjects which impinge on the life of the village community. It should also make it possible to include rural news in AIR's national and regional news bulletins and make them more interesting and varied.

511. If an experiment on the lines suggested were to be instituted immediately, the survey we have proposed should also be able to ascertain

listeners' reactions to this innovation. We appreciate that recording equipment and teams would cost money but it is a worthwhile adventure which should be undertaken. Some of the recording equipment and teams used for other programmes should be diverted to this purpose, if difficulties arise in obtaining additional staff and equipment.

512. *Training.*—Simultaneously, the training of people who are responsible for producing and presenting rural programme should be taken in hand. Such training is necessary not only for those on the staff of AIR but also for those who participate in the broadcasts. It is our considered view that it would not be possible to rely as at present on a village level worker, a Block Development Officer or even a Programme Executive or Producer of AIR to produce and present rural programmes which would have attraction and appeal.

513. India does not have a sufficient number of persons to man even the present installations of AIR. With the introduction of local broadcasting, the number of installations will increase considerably and the problem of their maintenance and operation will increase correspondingly. It may not be possible to arrange comprehensive training on the scale we envisage without seeking foreign assistance for the provision of specialists. It may take time before the proposed Institute of Communication, Training and Research can assume this responsibility. Interim arrangements should therefore be made for specialised training in the many aspects of broadcasting which AIR's staff training school is not equipped to impart. It is essential that for an expansion of rural broadcasting, specialised training of those concerned should be immediately arranged.

514. *Coordination.*—The success of the rural and farm forum programmes depends largely on their proper coordination with other agencies. Our discussions with Ministers and officials of several State Governments revealed that they did not feel actively involved in these programmes. Representatives of State Governments serve on the Rural Advisory Committees of the AIR Stations and also supply material for broadcast, but we consider that the officials of the State Ministries of Agriculture, Health and Education and other social service agencies should be induced to take much more interest than at present in suggesting programmes and assisting in their preparation and presentation. Optimum results can only be obtained by the coordinated working of AIR and the State agencies. Broadly speaking, AIR should be responsible for the form and the State agencies for the content of the broadcasts. AIR's initiative for programmes of light music and folk songs should remain unimpaired by this arrangement.

515. Since our interim report was submitted the Ministry of Information and Broadcasting has sanctioned a scheme for the setting up of Farm and Home Units both at Headquarters and at ten AIR Stations situated in the States of Punjab, Uttar Pradesh, Bihar, Orissa, Madhya Pradesh, Maharashtra, Andhra Pradesh, Mysore, Madras and Delhi. The purpose of these units is to improve publicity on agricultural matters providing information and advice on weather, fertilisers and pesticides, implements and seeds and all other matters of interest to farmers. It is also proposed to form Farmers' Panels and to invite prominent farmers to give broadcasts. This is a welcome development but without adequate local transmission facilities and reliable and wider reception arrangements, its impact is unlikely to be what is intended.

516. We should add that the rural programme will have the maximum impact if the other media of communication are also harmonised and used in concert with the broadcasts. A rural broadcast should be supplemented by the display of a poster, showing of a film, and the distribution of a pamphlet, etc. The need for this coordination does not seem to be appreciated by many, least of all by the Block Development and Social Education Officers, on whom has devolved the responsibility of promoting a social revolution in the villages.

517. *Television for Rural Areas.*—In a later chapter we give our recommendations on the development of television in India. The nature of the development, the organisation, the finance, and programme policies for a television service do not permit any rigid division between rural and urban areas. The same transmitters will have to serve both and the extent to which the rural areas can benefit from TV will depend on the extent to which it is developed for the country as a whole. We have suggested in that chapter how at least half the rural area in the country can be brought within the scope of the TV Service in a period of seven years, but something can be done immediately.

518. In our report on Television for India submitted in November 1965 we had suggested that the Delhi TV Centre should introduce a bi-weekly agricultural programme which would provide useful experience in devising such programmes for the future. All that was needed was the distribution of a 100 or so TV sets in the villages around Delhi. Such an experiment would also have shown to what extent rural viewers responded to the TV medium and could also have provided valuable data on the comparative efficacy of radio and TV in rural development. Unfortunately no such programme has yet been introduced, though the TV transmitter in Delhi is only used for 2 or 3 hours per day. We would urge even now the immediate introduction of such a programme and the evaluation of its impact after a six-month period.

519. We had made the same suggestion in June 1965 in our interim report. We had suggested that the possibility of foreign assistance for two pilot rural television projects might be explored. While long-term plans for the development of television are under consideration the suggestion should be taken up and, if the response is encouraging, it should be implemented.

520. The transmitters should be located in two distinct regions of the country primarily to serve the rural community within a radius of about 60 km from the transmitting centre. The transmitters might operate for about 3 to 4 hours per day providing original and canned material. The original programmes which may be for about 2 hours would deal mainly with local problems, agriculture, health, sanitation and family planning. Literacy classes should also be organised for adult illiterates. The two Stations should also give entertainment obtained from local sources and also canned entertainment.

CHAPTER VIII

PUBLICITY AND PUBLIC RELATIONS

521. Most broadcasting organisations bring out programme journals which give detailed information about forthcoming programmes. These journals are attractively got up, printed on excellent paper and provide interesting information about the programmes, artists, producers, besides giving the daily schedule of broadcasts. This stimulates listening and creates interest in radio programmes. The journals are considered as an essential ancillary to radio programmes and their profitability is considered secondary.

522. A fortnightly programme journal in English was started by the Indian Broadcasting Company in 1927, under the name 'The Indian Radio Times'. It carried the programmes of the Bombay and Calcutta Stations, some selected talks and notes on technical and other topical matters. Later it published the programmes of the BBC's Empire Service. In December 1935, it was re-named 'The Indian Listener' and issued weekly. In 1958, its name was changed to 'Akashvani'.

523. The circulation of the journal rose from 3600 in 1932-33 to 8000 in 1934-35 and continued to rise reaching the figure of 21,250 in 1938-39. It reached its peak of 24,900 in 1946. Since then it has declined steeply being only 8000 in 1953 and 5235 in 1965. And this despite the opening of many new stations and introduction of many new programmes. The number of licences has also grown from 7719 in 1930 to 54,00,000 in December 1965. While all this should have been reflected in an increase in circulation, there was a precipitate and continuing decline and it was not compensated by increased circulation of other language journals. In fact, the circulation of the Hindi and Urdu journals has also gone down.

524. As a result of the drop in circulation, there has been an increase in losses since 1947 on most of the journals. This unusual development of continuing drop in circulation and mounting losses needed an analysis which we discussed with officers of AIR including the editors of the two groups of journals.

525. A statement of the circulation of the journals and the profit or loss on the issues is given below:

Year	Akash-vani (English)	Akash-vani (Hindi)	Awaz (Urdu)	Betar Jagat (Bengali)	Akasi (Assamese)	Vanoli (Tamil)	Vani (Telugu)	Nabh-vani (Gujarati)
1939	21250 -91297	2500 -6592	5000 -15980	3100 +508	..	2000 -1432	..	..
1946	22500 +55839	8250 -8763	17500 +13913	6900 +39794	..	14600 +21878	..	..
1948	21000 -60797	10000 -27007	4900 -33821	13800 -15317	..	28200 -10320	..	..
1951	15400 -110952	8400 -72833	3700 -33033	20700 -55098	..	30600 -28667	8000 -34889	1800 -980
1962	6400 -118040	4600 -48177	2000 -33389	71059 +21894	1350	39500 -43291	15800 -30762	1800 -2532
1965	5235 -136982	3589 -49866	1139 -32663	57500 -91958	600	41500 +13986	16500 -21770	1500 -703

Legend : The first figure under each journal gives its circulation and the second profit or loss on its sales.

526. The seniormost officer in charge of these journals in the directorate-general complained that AIR had not been able to persuade Government that these journals should be run on business lines. As soon as a loss was incurred, expenditure was reduced which only led to further losses.

527. Among the many difficulties the more important ones which were brought to our notice are:

- (1) The contents of the journals are unattractive;
- (2) The editorial and managerial functioning is unsatisfactory because of poor organisation and insufficient delegation of power;
- (3) The selection of printing presses is time-consuming and the procedure is such that it does not allow the selection of the better ones; and

- (4) The paper used for the journals is either very poor in quality or it is uneconomic. The process of obtaining supplies is also cumbersome.

528. We limit our examination to the English language journal 'Akashvani' and the Bengali one 'Betar Jagat'. The problems they throw up are common to all other journals.

529. *Contents of the Journals.*—We were informed that before 1947 'The Indian Listener' was a weekly with 100 pages to cover the programmes of 9 stations then in operation. The programmes of each station took up about 7 full pages, gave names of artists, titles of songs, names of plays and of their authors and producers, particulars about talkers, and other information which would create interest and ensure listening. About 35 pages were devoted to advertisement which enabled this journal to make a profit of Rs. 55,000 in 1946. Instead of maintaining this presentation, the number of pages was reduced in 1947 even though the number of stations and programmes had increased considerably. By 1965, the number of pages had gone down to 68 to cover 33 stations and there was only a single page for advertisements.

530. The journal now gives only the bare outlines of the programmes, a change from the well-illustrated informative issues upto 1947. The material it contains is little more than what is available in the daily newspapers. It has thus lost its value and attraction. The advertisement revenue has also dwindled with fall in circulation to a negligible amount.

531. The active interest of listeners can be ensured by advance information and planned listening. This can be provided only by a radio journal. The poor circulation of AIR's journals indicates that there is very little planned listening. We are told by many of our witnesses that the majority of radio licence-holders in India do not listen to AIR's regional programmes. They listen to news, Radio Ceylon and Vividh Bharati. It is unfortunate that the journals do not even give details of Vividh Bharati programmes. We believe that if this is done and the journals also carry illustrations of radio stars and other features in Vividh Bharati programmes, the circulation of the journals will go up.

532. In 1946, when AIR used to broadcast in Hindustani, the combined print order for Awaz and Sarang, the Urdu and Hindi journals was 25,750. In 1965, it was only 4,375 though broadcasts at least in Hindi have been greatly increased in intensity and listening has also increased.

533. The policy which has been pursued in regard to these journals has, in our view been unfortunate. As the losses on the journals increased, instead of making them attractive and informative to offset the drop, the size of the journals was further reduced and the information they gave became gradually little more than what was available in the newspapers. Thus a vicious circle came to be established. The get-up of the journals was also affected by the ban on the printing of photographs of artists on the cover page.

534. Our conclusions are amply supported by the Bengali journal 'Betar Jagat' which alone amongst all the journals has a wide circulation. This can be attributed to its better get-up and the greater information it contains.

535. We were informed that AIR hopes to effect an improvement by bringing out the English journal in four separate zonal editions, thus reducing the number of stations to be covered by each journal giving more space to each. It also proposes to publish a separate journal for the texts of talks broadcast from AIR which, at present, encroach on the limited space available for programmes. The Indian language journals would give only the programmes broadcast in each language and the highlights of other programmes which can be heard in the region. AIR hopes that if Government sanction the initial expenditure on this scheme, it will yield profits in due course.

536. We believe, however, that unless the editorial and managerial functions are better organised, there is little prospect of making the journals commercially profitable. The BBC's 'Radio Times' makes a very large profit and AIR's own journals have also made profits in the past. There are no reasons why with proper planning, employing competent editors and managers, the journals cannot be made to be a source of income to AIR. In any case, they should break even and not run into losses.

537. *Organisations.*—The office of the Editor, 'The Indian Listener' and the Hindi and Urdu journals, used to be a subordinate office of AIR, manned by staff specially selected for editorial and managerial works, assisted by clerical staff drawn from AIR's cadre of ministerial establishment. In the 1950s the office was transferred to the Publications Division on the assumption that the expert skill and knowledge of publication available in that Division would benefit the programme journals. The work of obtaining advertisements for the journals was similarly taken away from the Publicity Society of India, who were the sole advertising agents for this group of journals and entrusted to the Directorate of Advertising and Visual Publicity. It was assumed that that office was better equipped to handle advertisements than the Editor of the journal.

538. These organisational changes produced the contrary result; there was a fall in circulation as shown earlier and advertisement revenue also fell, except for Betar Jagat, as can be seen below:—

Journal	1948-49	1955-56	1959-60	1964-65
	Rs.	Rs.	Rs.	Rs.
Akashvani (English)	1,73,950	57,969	30,480	7,022
Akashvani (Hindi)	12,338	11,471	4,624	1,727
Awaz (Urdu)	15,468	6,422	3,479	874
Betar Jagat (Bengali) Akasi (Assamese)	64,377	1,10,113	3,10,312	3,68,294
Vanoli (Tamil)	62,787	29,860	37,389	25,167
Vani (Telugu)	..	1,817	11,512	11,564
Nabho vani (Gujarati)	..	2,210	5,457	3,780

539. In 1964 the three journals were re-transferred to AIR on its representation that other organs of the Ministry could not be so greatly interested as itself in the journals.

540. Secondly, the staffing of the office has been unrealistic, even amateurish. For example a single Editor is expected to supervise the publication of the weekly Akashvani in English, the Hindi and the Urdu fortnightlies and a dozen external service journals in various languages. He has one Sub-Editor (post vacant for two years) and one Reviser for the English weekly; one Assistant Editor for the Hindi and one Sub-Editor for the Urdu fortnightlies. With this staff the Editor finds it impossible to cope with correspondence, selling agents, subscribers, advertisers and also deal with the question of procuring paper and of printing the journals. There is not even a stenographer in the whole organisation.

541. The office of the Editor, Betar Jagat, was at one time under the Station Director, AIR Calcutta, but it has recently been made into a subordinate office of AIR. No managerial staff has been provided though its circulation is around 55,000 copies distributed through a large network

of out-station agencies, another network of street sales, in and around Calcutta, and direct mailing. There is no circulation staff except a few clerks. There is no staff for procuring and promoting advertisements or dealing with advertisers.

542. Even so, Betar Jagat earns advertisement revenue of the order of Rs. 3,70,000 a year and commands the highest circulation and advertisement business among all periodicals in Eastern India. With experienced staff for pushing circulation and obtaining advertisements and adequate editorial assistance the journal could do much better and earn larger profits. The Editor is confident that given facilities detailed below advertisement revenue could be increased to Rs. 6,00,000 and the circulation could also be increased substantially. The journal has to compete with some of the best in India and it can meet the challenge successfully if it is provided with competent staff for editorial, production and managerial functions.

543. It was also suggested to us that if Betar Jagat were to be made a weekly it would increase both advertisement revenue and sales without additional cost. But this requires the use of a rotary press as private presses cannot work to a tight weekly schedule. At present the Editor finds it impossible to meet the day-to-day requirements of the work, particularly as the formal delegation of financial powers was delayed for over two years and all the financial functions he discharged until last month were without authority. The decision to appoint a sole advertising agent for the journal was taken some years ago, but the appointment was made only in November 1965 and potential advertising revenue was not being fully exploited.

544. Insufficient delegation of authority considerably hampers the work of the Editor. Every aspect of the production has to be processed through a chain of offices for getting sanctions. The Editor gave the example of the proposal for a special issue for 1965 which was not formally approved even two months after the issue had been published and sold and had earned a profit of Rs. 25,000.

545. *Paper and Printing.*—We have seen some issues of Akashvani and agree with the Editor that the inferior paper used and the unattractive get-up is not likely to promote the circulation of this journal. Because the journal is running at a loss, it has to use the cheapest available paper. This is a short-sighted policy which should be revised.

546. In the case of Betar Jagat we were told that it uses indigenous super-calendered white printing paper which is twice as expensive as imported glazed newsprint. The annual saving would be about Rs. 2,00,000

if it used imported newsprint. This would materially alter the profit and loss account of the journal. Because foreign exchange would be necessary to import this paper, it has not been made available. The Editor however points out that on the recommendation of the Registrar of Newspapers (an official of the Ministry of Information and Broadcasting) several journals are being allowed to import their requirements of imported glazed newsprint, but because Betar Jagat is a Government publication, it is not being so favoured. This discrimination results not only in the additional expenditure on paper, but also creates difficulties in bringing out the journal in time. It is indeed odd that differential treatment should be given to a government agency.

547. As the speedy rotary process of printing requires soft newsprint, Betar Jagat cannot employ a rotary press and has to rely on the slow flat-bed printing system which often delays the publication of the journal.

548. Obtaining supplies of paper involves a cumbersome procedure. Estimates of requirements are drawn up by the Editors and approved by the Director General and the Ministry of Information and Broadcasting. Indents prepared by the journals are then again sent to the Director General who sends them to the Controller of Stationery who places orders on the mills. This process causes delays. For the limited services which the Controller of Printing and Stationery renders he charges four per cent on the price of the paper. This payment could also be avoided if there is direct procurement.

549. The Editor told us that the printers are selected through open tenders invited by public advertisements every three years. The tender forms prepared by the Editors have to be approved first by the Director General and then by the Chief Controller of Printing and Stationery. Another agency, the Directorate of Advertising and Visual Publicity, issues the advertisement inviting tenders. These are opened by the Editor and forwarded with statements of comparative rates to the Director General, who then sends the papers to the Chief Controller of Printing and Stationery. When the Chief Controller's advice is obtained the matter is referred to the Ministry of Information and Broadcasting for final approval. This entire process has to be repeated every three years. If in the course of the three years, any slight addition or alteration of the contract becomes necessary, the whole process has to be gone through once again. If a press fails to fulfil the contract, the Editor has no authority to terminate the contract without going through protracted correspondence with the Director General, the Chief Controller of Printing and Stationery and the Ministry of Information and Broadcasting. The printing of the journal is, meanwhile, at the mercy of the defaulting press since no alternative arrangement can be made by the Editor.

550. Moreover, the number of presses willing to undertake printing of AIR journals is very small. The time-consuming and irritating procedure to be followed and the inordinate delay in obtaining payment do not encourage many to tender.

551. Thus the present system results in the selection of unsatisfactory presses over which the Editors have no control. Moreover, since they are selected on the basis of the lowest tender by the Chief Controller of Printing and Stationery and the Ministry of Information and Broadcasting, they do not show any concern for the Editor's opinion on their work; they know that their contract cannot be terminated by him.

552. Formerly 'The Indian Listener' was printed in one of the best presses in the country, the Times of India Press in Bombay, and used paper of the best quality. It is no longer so.

553. It was pointed out to us that the Ministry of External Affairs has some of its journals printed at the Statesman Press in New Delhi without inviting tenders and AIR should be given a similar dispensation.

554. On the basis of this analysis, we consider that the publication of the programme journals should be organised on commercial lines. It would be necessary to constitute an autonomous unit with necessary administrative and financial powers. It should be for this unit to determine what publications should be continued, and what new language journals should be introduced on its own assessment of the viability of each. Once this unit is properly organised, the question of undertaking other publications as is usual in many broadcasting organisations should be considered. There should be arrangements to bring to the notice of listeners special programme activities and the introduction of new features. AIR's booklets, brochures and pamphlets on its activities are not properly got up and properly edited and command a negligible sale.

555. *Public Relations.*—Every broadcasting organisation maintains a Publicity and Publications Department and some organisations have even representatives abroad. On this analogy a Public Relations Officer later designated as Director of Public Relations was appointed as early as 1938. In 1946, each of the then existing nine stations was provided with a Public Relations Officer. Unfortunately, in the nineteen fifties, the decision was taken that AIR need not have a separate publicity organisation and that Assistant Information Officers of the Press Information Bureau should replace them. Accordingly, four Assistant Information Officers were posted at Bombay, Calcutta, Madras and Delhi; the other stations were posted at Bombay, Calcutta, Madras and Delhi; the other stations mented on the inadequacy and inappropriateness of this arrangement.

These information officers are not under the administrative control of AIR nor are they experienced enough to be able to prepare publicity notes, plan publicity campaigns, maintain contact with the Press and deal with the members of the public who visit the station. At headquarters, there is no Public Relations Officer, this activity is entrusted to one or other of the officers who can find time from his normal duties. In this situation, it is not strange that AIR has not been able to make the listeners aware of its programmes planned. We consider that the Public Relations Organisation should be reconstituted. In consonance with our basic recommendation, those officers of the cadre who show a flair for public relations and are temperamentally so suited should be deployed on these assignments.

PART IV

CHAPTER IX

STAFF

556. *The Present Structure.*—The staff employed by AIR can be broadly divided into five categories: administrative, programme, editorial, engineering and manual.

557. The entire administrative staff of the directorate-general from the Deputy Director General (Administration) down to stenographers and clerks is drawn from the corresponding Central Secretariat Services. Postings, promotions and transfers are made on the overall requirements of these services by the Ministry of Home Affairs in consultation with the Ministry of Information and Broadcasting. But at the stations an Assistant Station Director belonging to the programme cadre deals with administrative matters assisted by clerical and other staff obtained from the Employment Exchange.

558. Officers manning journalistic posts in the News Services Division, both at headquarters and at the stations, and the External Services Division are drawn from the Central Information Service. The Central Information Service Board in the Ministry of Information and Broadcasting makes officers available as required.

559. The programme and engineering staff in two Classes, Class I and Class II, constitutes the core of AIR's permanent establishment. Both categories are recruited by the Union Public Service Commission in accordance with rules framed by Government. In addition, there are Transmission Executives and engineering assistants in Class III who are recruited by the Director General by public advertisements. Some of the posts in Class III such as those of mechanics are filled by Heads of stations by drawing upon lists furnished by Employment Exchanges. Class IV staff, mainly daftaries, drivers, orderlies is similarly obtained from the Employment Exchange.

560. There were 8,903 regular posts in AIR in January 1966, of which 5,126 were permanent and 3,777 were temporary, divided as follows:—

Class I	. . . . .	451
Class II	. . . . .	1372
Class III	. . . . .	4766
Class IV	. . . . .	2314

The analysis of the above mentioned posts by type of work is given in the table below:—

Engineering	2793
Programme	995
Editorial	339
Secretarial and Clerical	2462
Manual	2314

561. These figures exclude the category of staff artists which, though technically forming a part of the programme staff, is also employed on miscellaneous duties on short-term contracts and numbered 1977 on December 31, 1965. In addition, there are also a number of casual artists engaged for individual programmes on individual contracts.

562. *Recruitment.*—The first issue raised both by Service Associations and individuals in the organisation relates to recruitment. They suggest that the present method is not suitable for obtaining people with talent and imagination indispensable in a creative medium like broadcasting. The quality of programmes depends on the attributes of those who produce them and the technical competence of those who transmit them. They aver that this cannot be secured under the present dispensation.

563. We have carefully considered the many suggestions mooted. A major complaint is that recruitment through the Union Public Service Commission should be discontinued and replaced by selection by special boards, with which the Director General or the Chief Engineer should be associated, depending on the category of staff to be recruited. We discuss this later when dealing with the future staffing pattern of AIR.

564. The staff artists, which category includes highly paid producers, are at present appointed by the Director General without any properly constituted selection boards, on salaries fixed by him. In the case of salaries above Rs. 500 p.m., the Ministry's sanction is needed. The staff artists complain of arbitrary selections and promotions. Since the number to be employed, the duties to be performed and the terms to be offered are discretionary, it would be surprising if there were no allegations of patronage and favouritism. We do not propose to investigate individual complaints, but available evidence indicates that they are not wholly without substance. One cannot discount the natural inclination to accommodate a favoured few.

565. Taking first the staff artists who are designated Producers we must refer to the dichotomy between Programme Executives in regular

employment and Programme Producers on contract. Till 1954 the entire responsibility for planning and presenting programmes rested with Programme Executives. A new category of Producers and Assistant Producers was introduced in 1953 to improve the quality of broadcasts. Another consideration was that Programme Executives having all-India service liability did not often know the language of the states to which they were posted and could not, therefore, contribute towards planning or controlling regional programmes.

566. This organisational change has not only led to dichotomy but has also created conflicts of interests and functions between Programme Executives and Producers. The former resent this as an encroachment and the latter feel frustrated as effective control of programmes remains with the Executives. We thus have two dissatisfied categories in charge of programmes. It also seems that as a result of this division of responsibility, AIR has become over-staffed and both categories are underemployed.

567. The question, therefore, is whether it would not be best to fuse the two. In other words, whether existing suitable Producers could not be integrated with programme staff. We consider this feasible and desirable. It should be brought about by an individual assessment of all Programme Executives and Producers in employ, retaining those who have proved their worth, bringing in the process a reduction in staff to the level needed.

568. We must mention in passing one particular category within the staff artists' cadre, the Salahkars or Advisers. There are 10 of them in AIR at present. Both those in the organisation and those outside were unanimous in their view that while advice may be needed in regard to particular programmes, for which suitable fees should be paid, it is not appropriate to have distinguished men of letters, musicologists and dramatists on AIR's pay rolls. It may be advisable to have a category of national musicians on the analogy of national professors.

569. The term 'staff artist' is all-embracing. It includes announcers, news-readers, translators, copyists, effectsmen and others who are required for continuous employment. It also includes performers such as music accompanists, conductors, composers, actors and script-writers who are in a sense specialists. There has to be a turnover in the latter to keep up quality by infusing fresh blood and new talent. Both are on short-term contracts, yet a distinction seems to be justified.

570. The number of all long and short-term employees should be determined on an assessment of the needs of the Programme Division of AIR.

The table below shows that there has been a disproportionate growth of programme staff and staff artists in relation to the increase in hours of broadcasting. We have taken only the major stations for the sake of brevity:—

Station	As on	Hours per week		Percentage increase*	Regular staff**	Staff Artists	Total	Percentage increase*
		Primary service						
		Hrs.	Mts.					
Bombay	1-6-39	75	40	..	6	28	34	..
	1-6-47	120	45	60	19	44	63	85
	1-6-58	113	55	51	17	94	111	226
	1-6-64	129	35	71	32	142	174	418
Calcutta	1-6-39	71	10	..	6	..	6	..
	1-6-47	88	05	24	16	64	80	1233
	1-6-58	105	35	48	12	83	95	1483
	1-6-64	84	00	18	17	74	91	1417
Delhi	1-6-39	64	35	..	7	36	43	..
	1-6-47	80	35	25	19	90	109	153
	1-6-58	98	25	52	25	174	199	363
	1-6-64	105	25	65	34	189	223	419
Madras	1-6-39	52	00	..	5	32	37	..
	1-6-47	81	00	56	15	68	83	124
	1-6-58	88	00	69	15	83	98	165
	1-6-64	109	00	110	33	86	119	222

*Base year 1939.

**This comprises Programme Executives, Programme Assistants and Transmission Executives.

571. Taking Bombay alone, between 1939 and 1947, the number of hours of broadcast of original programmes increased from 75 hours 40 minutes to 120 hours 45 minutes per week. For this 60% increase, the programme staff increased from 34 persons to 63 persons in 1947, an increase of 85%. Between 1939 and 1964, however, for a 71% increase in hours of broadcast, there was an increase of 418% in the programme staff.

572. It is evident that as AIR's activity expanded, posts were created *ad hoc* without regard either to the needs or the structure of AIR. There

is as a result overlap of functions and blurring of responsibilities. AIR has at present 250 Producers and about 350 Programme Executives giving about 600 people for the programmes against 350 Executives in 1953. This is also out of step with increases in programmes. It clearly establishes that there has been no constructive thinking on the subject. It was only to be expected that with the appointment of producers, a corresponding reduction in the cadre of Programme Executives should have been made. But this was not so.

573. We consider, therefore, that there should be a review of staff employed in AIR. Its purpose should be twofold. The strength of each class of employees should be refixed on a job analysis and the employees should be reclassified into two broad categories, those to be absorbed on long-term basis and those to be employed on short-term contracts on principles we mention later in this chapter.

574. It may still be necessary to employ Producers on short-term contracts for special individual programmes. Similarly, there may be need to engage specialists to work as commentators for a time. AIR may even need to make a direct recruitment for a senior post such as that of Director of Listener Research. Such personnel should be given contracts for specified assignments or for a short term as the case may be. AIR must have flexibility but it should be exercised in accordance with well-defined principles. All such recruitment should be through properly constituted Selection Boards and all the employees in the organisation should be given the opportunity to compete.

575. Over-staffing is not confined to the Programme Division alone which we analysed for illustration, but to all Divisions. The table below speaks for itself:

Year ending	Staff employed
31-12-39	597
31-12-47	1,940
31-12-56	5,481
31-12-65	9,431

It is difficult to justify this rate of growth which is disproportionate to the rate of increase in programmes and other activities. The number of posts created appears to have no relation to the work, since AIR is able to carry on its functions with considerable shortages for example in the engineering

staff. It would appear that the needs are often over-estimated. In the case of the administrative staff a smaller number of better qualified persons would serve the interests of the organisation much better than the army of not so efficient people both in the directorate-general and at the stations. The Special Reorganisation Unit of the Ministry of Finance has also drawn pointed attention to the fact that not only is there surplus staff in several categories, but their distribution to different assignments has been irrational.

576. *Pay Scales.*—The staff of AIR feels that the terms and conditions of work in the organisation are unsatisfactory. It complains that the pay scales are low in relation to the duties and responsibilities and the flow of promotions also is slow in comparison with other departments of Government. It considers that the pay and status given to the Head of AIR—The Director General—sets the pace for all other categories in the organisation. And because he is treated incorrectly the staff suffers in consequence. We consider that there is a great deal of truth in support. The Director General of an organisation like AIR should receive equality of treatment with others in similar charges. There is hardly any reason why the post should not be equated in status and salary with that of the Director General, Posts and Telegraphs.

577. Linked with this question is the source from which the Director General should be obtained. At present it is usual to fill the post from the programme cadre. We have a different image of the Director General. He should have administrative ability, artistic perception and a flair for public relations. It is doubtful whether the organisation can always provide one with all three attributes.

578. It is not for us to lay down pay scales for the various posts in the organisation but it seems rather odd to us that even responsible and high level officers like Station Directors should be paid a salary lower than what is allowed to the legion of Under Secretaries at Delhi. The pay scale of Programme Executives of Rs. 350—800 also compares unfavourably with those allowed to other superior services. It is obvious that this pay scale and limited promotion prospects cannot attract first rate people; AIR has perforce to rely on the second-best when available.

579. Secondly, the structure of AIR's Services is unbalanced. There is a preponderance of junior posts and even officers with more than twenty years service are still in the queue awaiting promotions. An organisation like AIR, for the matter of that any efficient organisation, needs a corps of high-level competent officers capable of taking decisions, supported by a small number of assistants. This also is a question which requires careful consideration and adjustment.

580. The schedule of fees fixed for staff artists bears no comparison with pay scales allowed to low-level officials in the Secretariat. An announcer and a script-writer is paid a salary of Rs. 170, a senior composer a salary of Rs. 245. Even a clerical officer in the Secretariat draws a higher salary and has better prospects.

581. The Staff Artists' Association has pointed out that in several cases the salaries instead of being revised upwards to take account of increases in price levels have actually been scaled down. The News Readers and Announcers today are paid less than what they drew in 1947. Secondly, there are differences in pay for the same type of work. A News Reader in English or Hindi is paid more than News Readers in other languages. Again, staff artists employed in Delhi are given higher fees than those elsewhere. Though some relief has been given to the staff artists recently, they are still at a disadvantage *vis-a-vis* the permanent staff. The scheme of things appears to us to be wholly irrational.

582. If the strength of AIR's staff is determined with reference to the work-load and trained people employed, a reduction can be effected. This will make possible a suitable revision of scales even within the appropriations now available.

583. The engineering staff has more or less similar complaints. In its case, the comparison is more odious. The duties are similar to those employed in engineering units in other establishments such as the Central Public Works Department and the Posts and Telegraphs Department. Yet, the pay scales and promotion prospects are far less attractive. This has caused a drift and left AIR mostly with those who cannot find alternative employment or are disinclined to leave from a sense of service loyalty.

584. The engineers also complain that there is no compensation for protracted absence from headquarters at project sites and no arrangements made for free transport when they have to work in locations away from their residential colony. They also complain that the hours of duty have never been laid down and there is no overtime as in other departments. Genuine grievances should be removed to create a contented cadre.

585. *Training.*—Training is basic to all organisations. It is more so in those requiring special skills and techniques. Radio is undoubtedly one of those. Unfortunately, we do not have any institution equipped to give training in the varied requirements of broadcasting. The responsibility for organising a well-planned and intensive course of training thus devolves upon AIR. Because it has so far failed to do so, it has not only an excess of staff on its pay rolls but the quality of its programmes has also been indifferent.

586. This is not to say that AIR has been wholly inactive. It established a Staff Training School in 1948. But, like most of its activities, it is lacklustre, almost a make-believe. We have reached the conclusion that even if its training courses were to be discontinued it would not have any perceptible effect on the quality of AIR's programmes:

587. The failure of the School arises from many causes. First, the Director is drawn from the cadre of Station Directors. As the post carries a special pay, selection is made largely on considerations of seniority. It should be obvious that in a specialised post like this a specialist is needed and it may be an advantage, even necessary, to seek one from outside the organisation. It should be equally obvious that the selection of a Director on the extraneous consideration of seniority is wholly unsuitable and even injurious to the institution. The two instructors are also drawn from the cadre of Assistant Station Directors on identical considerations. A few officers of the directorate-general and sometimes outsiders are occasionally invited to give lectures on special subjects, but the scope for this is limited to those available in Delhi and who have time to spare. This is hardly the way to run a training institute.

588. Secondly, the School has a cramped lecture hall, a small library of books and tape-recordings, but no studio or any other equipment of its own. It has to do the best with these when available.

589. For both these reasons, the ineptitude of the instructing staff and the non-availability of studios and equipment, training tends to be more theoretical than practical. In fact, what is now being attempted could perhaps be better provided in a well-produced handbook. We are constrained to observe that a training institute organised on these lines might well be a liability than an asset to the organisation.

590. AIR itself is conscious of this deficiency. We were told that it has submitted plans for establishing a suitable institute for giving comprehensive training in sound broadcasting, engineering and television at an estimated cost of Rs. 63 lakhs. AIR expects that if the scheme is accepted, it should be able to impart training with the scope and of the quality needed. We attach the greatest importance to training. It is an essential pre-requisite for organising a competent broadcasting service.

591. We should make a few general observations on aspects of training. The present half-baked scheme of detaching people for a few days' training makes little sense. A period of probation of two years including in-service training should, in our view, be the minimum prescribed. This training should be supplemented for a time by a scheme of sending a few selected officers of medium seniority abroad for specialisation. We are aware of the present foreign exchange difficulties but there are many countries and

organisations which would be willing to accept trainees and grant them stipends. It may also be necessary to recruit a few experts from abroad for the institute on short-term contracts, but here again help from outside organisations should be readily available. The training school should in reality be made a miniature radio station with all facilities necessary for planning and presenting programmes including technical aids for transmission.

592. We are unable nor are we called upon to investigate complaints that the selection of officers for secondment abroad are not made on merit or on the needs of AIR. We would, however, deprecate the use of trained officers for work unconnected with the training they receive, as seems often to be the case now.

593. Another aspect of training which has been forcefully brought to our notice by senior officials of AIR is that junior staff now in position, being unqualified and untrained, is unable to fulfil its responsibilities both in the programme and engineering wings. This makes demands on the time of senior officers who have to be deployed on duties which could with facility be performed by those less qualified and experienced.

594. In the case of the programme cadre, this situation has arisen as promotion from lower ranks has become one of the avenues for recruitment to the post of Programme Executive. As a result there is now an influx of personnel who have come from the ranks of Programme Secretaries and Transmission Executives. They are neither trained nor competent to plan programmes.

595. Similarly, qualified engineers are detailed to perform duties which should be entrusted to those less qualified. In other organisations these duties are managed by less qualified and lower paid 'Programme Engineers'. Though designated 'engineers' they do not necessarily have any engineering qualification nor need they even be graduates in physics. It is essentially a category of skilled workers trained for such duties. As AIR has not instituted such a category, it uses qualified engineers for such minor duties. And thus the complaint that AIR is short of engineers unnecessarily arises. To add to this irrational arrangement, we found that engineers have also been detailed to house-keeping duties such as arranging accommodation, transport and other trivial non-technical work.

596. *Specialisation.*—We were disappointed to find that AIR has not attached any great importance to specialisation, nor does the structure of AIR provide scope for this. The wide variety of programmes and different audiences for whom they are planned require a measure of specialisation and also an understanding of the psychology of the listeners. A rural programme and an external programme cannot be cast in the same mould.

597. Specialisation is not only necessary for programme staff but also for technical staff, though in the case of the latter the need is not so pronounced. There is greater homogeneity in engineering functions; specialisation, though important, is not of the same importance.

598. AIR has also a disability in enjoying the fruits of specialisation. Being a department of Government, it cannot retain officers in assignments for which they are admirably equipped and suited. Officers have to be transferred on exigencies of service and on promotion. The only way an officer, specialised on a job, could be retained is by giving him suitable compensation for forgoing promotion. This is not possible in a hierarchical organisation arranged in grades. Autonomous corporations are able to upgrade posts when required and grant personal scales. In India, for example, an executive who has shown a flair for creative work and proved a success as a producer may have to be moved to be a Station Director. In other organisations, he would be kept on by adjustments and compensation. This serves not only the interests of the organisation but also gives the officer concerned a feeling of fulfilment in his milieu and work.

599. Staff artists, however, have more opportunities to specialise. But we are told that when they acquire experience and competence and become of value to AIR, they look for jobs outside with better pay and prospects and leave whenever one is available. In the sum, AIR is often left with artists of indifferent quality who are nonetheless disgruntled and frustrated. One way to stop this drift would be to better the conditions of employment and make them comparable to those obtaining in other fields of employment.

600. We have considered how best to solve the problems of recruitment, specialisation, pay structures and promotions of different categories in the employ of AIR. We first considered whether it would be possible to constitute an Indian Broadcasting Service on the lines of the Central Services. We came to the conclusion that this possibility must be ruled out on two considerations. First, in a creative medium like AIR staff should not be employed on a permanent basis; secondly, recruitment must necessarily take note of the linguistic requirements of regional stations.

601. *Contract Staff.*—Broadcasting is a live and growing organism in a constant state of adjustment to respond to the changing needs and purposes of society. It is on this consideration that all broadcasting organisations undertake a periodic appraisal of the people in their employ. Distasteful though it may be they have no hesitation in weeding out unsuitable people in the interests and reputation of the organisation.

602. We consider that AIR should also be enabled to undertake a periodic reappraisal of its staff. This would be possible only if people who

form the corpus of the organisation are employed on contracts with provision for termination of service after due notice. But having regard to the need for continuity and to provide security the contracts should be for indefinite periods. All categories of staff required for organising and managing the manifold activities of AIR, including producing and presenting programmes, should have such contracts. Short-term contracts of about five years' duration should be given only to performers who are required for specialised and specific assignments. This should make it possible to infuse new blood and talent from time to time to maintain the excellence of production.

603. In making this recommendation we are conscious of the fact that security in service is an important consideration and should not be lightly regarded. It would be unwise to allow this consideration to come in the way of the efficiency of the organisation or the quality of the programmes. Otherwise it would defeat the very purpose for which the organisation exists. The remedy in our view lies in giving higher emoluments and better retirement benefits to contract officers.

604. The acceptance of our recommendation would not be welcome to all in AIR, it might even cause resentment. But at the time of their appointment, permanent officials of AIR were warned and accepted the stipulation that should AIR come to be controlled by an autonomous corporation they would accept transfer and be subject to its employment policy. On the other hand, the majority of programme staff now graded as staff artists would be employed on indefinite contracts and be selected by an independent agency. This would provide security of tenure to them, and also a more rational mode of selection. The two points of criticism both in Parliament and the Press would thus be eliminated.

605. Suitable compensation should be given for the termination of indefinite contracts before the age of retirement. To prevent complaints arising out of premature termination of contracts certain safeguards are necessary. It must be judicious on the basis of reassessment by a properly constituted committee rather than at the discretion of a single individual however highly placed. Secondly the corporation should also encourage the formation of a unified staff association led by employees within the organisation. The principles and procedure of terminating contracts should be settled in discussion with the association, it being permissible for it to take up any deviation. The employee concerned should have the right of preferring an appeal to the Board.

606. We consider that most categories should be recruited on long-term contracts; exception being made for ministerial staff in Classes II and III and all Class IV staff who should be on permanent basis. As mentioned earlier the administrative staff of AIR is provided by other Services on

tenure basis. We see no reason why it should be so. The staff coming for a period from outside is not familiar with the conditions of work in AIR nor has it an abiding interest in its well-being. Similarly, there is no need to lean on the Central Information Service for officers for manning the news Division. Radio news calls for specialisation in the preparation of bulletins and commentaries and these requirements cannot be suitably met by officers from the Central Information Service on short-term assignments. Our proposals for training would provide AIR with specialised staff who could man these two Divisions also with greater efficiency.

607. *Regional Recruitment.*—With the formation of linguistic States, the need has arisen to vest regional control in those who know the language, the tradition and the genius of the people to be served. This cannot be provided by officers who do not have the knowledge or perception of the region. To give but an example, the station at Madras has 23 Programme Executives of whom only 10 know Tamil. In other words, more than half the executives cannot fulfil a useful purpose in the organisation and have to be deployed on minor duties for which neither their equipment and training are needed nor is the expenditure incurred in maintaining them justified. Some of the Programme Executives themselves agreed that the Madras Station could be run efficiently, perhaps more efficiently, with a much smaller number of Programme Executives who were proficient in Tamil and had knowledge of the culture and traditions of the community.

608. We consider that it is necessary to constitute regional cadres to man all the posts at the stations and units of AIR. It would make them more economic to operate and more purposeful in functioning. We should only place the posts of the level of Station Directors and higher posts on an all-India list to be filled by appointment of those suitable from the regional cadres.

609. *Recruitment Procedures.*—University graduates should be inducted into the service of AIR by a written examination followed by an interview which we consider essential to determine their suitability for this medium. The selections should be conducted on a regional basis by a Board constituted by the Corporation having in its composition distinguished people from outside the organisation. This should be the mode of initial recruitment for all non-engineering staff.

610. For engineering staff, well-qualified engineering graduates should be recruited after an interview by a separate Selection Board. In their case regional recruitment may not be necessary.

611. The recruits should be put through an intensive course of training in all branches of engineering in the case of engineering staff and all other branches of AIR in the case of non-engineering staff including news, listener

research, administration, etc. The period of probation and training should extend to two years. Those who have completed their probation satisfactorily should be given contracts for an indefinite period and assigned to duties for which they have shown special aptitudes. The basic pay scale of the recruits should be in line with that allowed to other superior services.

612. The broadcasting cadre should be graded suitably and the normal practice should be to conform to the grades in giving contracts. Any deviation as also appointments to certain categories of posts should require the approval of the Board of Governors.

613. In addition to this normal method of obtaining staff AIR should have full freedom to give long or short term contracts to others to fill posts at various levels to remove any imbalance in its staff structure and to maintain the high professional standards expected of it.

614. The training scheme with its built-in flexibility should produce young officers who could be employed with equal facility on specialised sectors. It is imperative that jobs of equal difficulty and weight of responsibility in each and every sector—programmes, engineering, news, listener research and administration—should be given the same grading. This alone would give equality of opportunity for advancement to all employees removing the feeling of frustration which permeates all cadres of AIR.

615. It is not, however, our intention to suggest that staff should be in watertight compartments and there should be no mobility. On the other hand, there should be interchangeability at suitable stages. This would give AIR a versatile corps which could be deployed to meet changing requirements from time to time.

616. *Promotion.*—It only remains to mention how the higher posts should be filled. Experience has shown that promotions largely on considerations of seniority have not contributed to efficiency; it has only made the young and the talented frustrated, seeping away gradually their initiative and enterprise. We consider, therefore, that it would be best if as a rule vacancies which arise are advertised internally, resorting to public advertisements when a suitable person cannot be found within the organisation. It is by innovation, even unorthodoxy, that we can build an organisation which can meet the challenge of changing times and social values.

617. Higher administrative posts such as those of Station Directors and Deputy Directors General should be open to staff deployed in any of the sectors mentioned and not reserved as now for programme staff alone. But since the need may arise of retaining a specialist in this particular assignment he should be compensated by a personal contract and status for loss of promotion prospects.

618. *Separation of Engineering and Programme Functions.*—In the next chapter we refer to the AIR Engineers' Association's suggestion for the separation of the engineering unit from programme planners. It feels that the position of subordination of the engineers to programme officers and the treatment generally given to them even in their day to day work is not conducive to smooth and efficient working. We believe that there is substance in this complaint. Senior engineers have to work not infrequently under the administrative control of Station Directors who are junior to them in length of service and are on lower scales of pay. They have sometimes to work under the control of even Assistant Station Directors. We consider that this is inescapable. A Station Director must be in overall control of all activities associated with his responsibilities. As a consequence, the engineers have to rely on the administrative staff for provision of transport, stationery, procurement of stores, etc. In this, they say, they are given a stepmotherly treatment and very often their reasonable requests receive no response. This situation can well be met by some adjustments within the organisation whereby purely engineering activities and establishments could be placed directly under engineering officers. It must also be left to the good sense of the Station Director to cultivate friendly relations with the technical staff in his own interests. It is by mutual co-operation that programmes of technical excellence can be put on the air.

619. We see no reason why engineers could not be considered eligible for appointment as Station Directors. A Station Director has to be a good administrator, a good public relations man, and receptive to the needs and preferences of the listeners in respect of programmes. An engineer may well have these attributes in a larger measure than many programme officers. And there should thus be no ban on suitable engineering officers being considered for the posts of Station Directors. In making the suggestion, we are encouraged by the example provided by the most outstanding Director General of the British Broadcasting Corporation, Lord Reith, who was an engineer. At one time, the BBC became synonymous with him.

620. *Need for a Personnel Department.*—A weakness of the present organisation is that it has no separate personnel department, dealing with all the difficult problems of determining staff requirements, job evaluation, grading of posts, recruitment and training of staff, promotions and fixation of special grades and all such relevant matters. An organisation like AIR should obviously have such a unit. It may be necessary to obtain an expert from outside to set up a unit and administer it until such time as AIR can replace him by one of its own officers.

621. *Conditions of Work.*—There has been a general complaint that the environment in which the staff of AIR works is not conducive to good work, more particularly creative work. The staff has to work round the clock, yet essential amenities such as reading, rest and recreation rooms and even canteens have not always been provided.

622. In the course of our visits to AIR offices and installations, we had occasion to see things for ourselves. We found the staff working in cramped and unswept quarters with dusty almirahs lining the walls; files, papers, blue-prints and project studies littering floors; orderlies in assorted garments not always clean, and a canteen, where there is one, unhygienic and primitive. Conditions are no different in Broadcasting House and Akashvani Bhavan which house the directorate-general and have accommodation for the Minister and the Deputy Minister of Information and Broadcasting. The slovenliness and almost decay seems to have, we are sad to say, permeated all broadcasting activities. Without a purposeful and efficient administration neither can acceptable conditions of work be created nor the psychological transformation needed brought about.

623. We refrain from giving a blue-print for the organisation. It is for the Corporation to give thought to this important issue and how best to effect the transformation. We see no advantage in a change of form unless a new and even revolutionary spirit animates those in control. We would rest content with reiterating the need for streamlining the organisation, for giving it initiative and independence and thus endowing it with vitality and purpose so essential in this important medium of mass communication.

CHAPTER X

THE REORGANISATION OF AIR

624. We have regretfully come to the conclusion that AIR's performance in informing, educating and entertaining its listeners has not been impressive and it has failed to come up to its promise as an instrument of mass communication. Its failure has been twofold: it has failed to provide a broadcasting service satisfactory to the community and it has failed to fulfil the purpose of the State to inform and educate the masses, to enthuse them with plans of social and economic progress and to enlist their cooperation in fulfilling them.

625. This failure is attributable to many factors; basically they arise from organisational deficiencies and inadequate financial resources. These call for an analysis and review as a prelude to the consideration of institutional and any other change which would, in our view, make AIR a more adaptable and effective instrument for the purposes for which it exists.

PRESENT ORGANISATION

626. *Administrative.*—According to the Indian Telegraphs Act of 1885 as amended, the Government of India has the exclusive privilege of establishing, maintaining and working a broadcasting service. The Act provides that a licence may be granted to others also. This permissive provision was used when in 1926 the Indian Broadcasting Company Ltd., was granted a licence for the two stations at Calcutta and Bombay. Since 1930 when the broadcasting service was taken over by Government as "The Indian State Broadcasting Service" no licences have been issued except for small agricultural stations at Allahabad and Dehra Dun, both since defunct, and to the Madras Corporation for a restricted city service until the Madras Station came on the air in 1938. AIR thus enjoys a monopoly in the field.

627. Since its inception AIR has been a department of Government; at present its status is that of an attached office of the Ministry of Information and Broadcasting. The Minister is responsible to the Cabinet and accountable to Parliament for all broadcasting activity. Except for short spells during the period 1947—1965, the Minister has not been a member of the Cabinet. Since January 1966, the Ministry is once

again in charge of a Minister of State. It is unfortunate that it has been so. Effective mass communication in a developing country is essential for its economic and social regeneration. The Minister, at the helm should have suitable authority and status for the purpose. It is equally unfortunate that the Cabinet Committee on Information and Broadcasting has been recently discontinued. This again makes the link between the Minister and the Cabinet tenuous.

628. The accountability of the Minister to Parliament is fulfilled through interpellations, short notice discussions, and debates when the estimates of the Ministry are presented to the House. There is also an Informal Consultative Committee of Parliament composed of members drawn from both Houses, presided over by the Minister; that discusses various issues relating to the Ministry from time to time.

629. The Director General is responsible to the Ministry for the working of AIR as its executive head. He is appointed by the Government in consultation with the Union Public Service Commission. It is usual to appoint an officer of the programme cadre of AIR to be the Director General, though the post is not specifically reserved for the cadre. There have been occasions when officers of the Indian Civil Service were drafted to be Director General.

630. Though the pay of the Director General is the same as that allowed to a Joint Secretary, he has not been equated in status to a Joint Secretary nor does he exercise any powers of Government. The Heads of two other similar organisations, namely, the Director General, Posts and Telegraphs, and the Director General, Tourism, both have ex-officio Secretariat status and the former is remunerated by a higher salary.

631. The Director General is supported by a Chief Engineer ranking next only to him and three Deputy Directors General, one each for Programmes, Inspection, and Administration.

632. The Chief Engineer is also selected in consultation with the UPSC. He is assisted by an Additional Chief Engineer, four Deputy Chief Engineers and other technical officers and exercises control over the entire technical establishments of AIR. One Deputy Chief Engineer looks after the planning and development of broadcasting services, another is responsible for maintenance, the third is responsible for the studios and their maintenance, and the fourth looks after major projects, community listening and other ancillary matters. On all technical matters the Heads of Engineering Units, including those at the stations receive instructions from the Chief Engineer, but they are under the administrative control of the Heads of the stations to which they are attached.

633. The Deputy Director General (Programmes) is in charge of the preparation of programme schedules, coordination and supervision of the programme policy and standards, and recruitment and utilisation of staff artists, their emoluments etc. He is assisted by eight Directors, in the rank of Station Directors, nine Chief Producers, two Deputy Chief Producers and other staff.

634. The Deputy Director General (Inspection) is responsible for conducting periodical inspections of AIR's offices and stations, maintaining AIR Manuals and supervising the work of the Staff Training School, which has a Director and Instructors to provide training. The Inspection Unit has an Assistant Station Director, an Assistant Station Engineer and three Inspectors of Accounts.

635. The Deputy Director General (Administration) assisted by four Deputy Directors, has overall responsibility for all matters concerning the establishment, including recruitment, transfers, confirmations, grant of pension, etc. He functions also as the Vigilance Officer and exercises control over appropriations.

636. The Station Directors of AIR administer the various stations on behalf of the Director General. Similarly, there are Directors in charge of Units such as the Staff Training School, the TV Service, the Transcription and Programme Exchange Service, the External Services, and the News Services. They are assisted by Station Engineers/Assistant Station Engineers, Assistant Station Directors and Producers or Assistant Producers. This gives a broad picture of the present organisation which is depicted graphically in two charts at the end of this chapter.

637. *Financial.*—Like all other departments of Government, the entire expenditure of AIR is met by appropriations made by Parliament. In theory the licence fee on receivers is levied to sustain the broadcasting service. But in practice, revenue derived from licence fees, after deducting collection charges, is credited to the Consolidated Fund and both the capital and revenue budgets of AIR are debated and voted upon annually by Parliament. There is thus no direct link between licence fees collected and amounts appropriated. In many countries the entire collection of fees reduced by the cost of collection is placed at the disposal of the broadcasting organisation either directly or through a vote of Parliament without a detailed control over its activities.

638. The table below gives for the last four years the grants, both capital and recurring, made to AIR and the expenditure incurred against these allocations and the amounts collected as licence fees.

	1962-63	1963-64	1964-65	1965-66
	Rs.	Rs.	Rs.	Rs.
(1) Capital grant as sanctioned.	2,57,48,400 (Voted)	2,96,47,700 (Voted)	2,10,73,000 (Voted)	1,90,10,000 (Voted) plus 1,000 (asked for)
	1,300 (Charged)	3,12,000 (Charged)	1,85,000 (Charged)	10,000 (Charged) plus 46,000 (asked for)
(2) Capital expenditure	2,40,57,392 (Voted)	2,95,51,424 (Voted)	2,10,27,219 (Voted)	60,59,286 (Voted) (up to January 1966)
	1,324 (Charged)	3,11,586 (Charged)	1,78,553 (Charged)	55,689 (Charged) (up to January 1966).
(3) Recurring grant sanctioned.	5,70,53,000	5,61,68,000	5,91,06,000	6,74,48,000
(4) Recurring expenditure	5,58,73,189	5,59,52,602	6,01,52,891	5,40,86,500 (up to January 1966)
(5) Gross licence revenue	4,89,77,000	6,27,83,000	7,52,11,717	8,71,00,000 (Estimated).
(6) Net licence revenue	4,18,32,000	5,45,57,000	6,65,96,000	7,65,00,000 (Estimated)

639. *Advisory Committees.*—Advisory Committees have been appointed by Government to make available to the AIR Stations and the directorate-general the views of the public on various aspects of programme planning and policies. There are at present two Central Committees: The Central Programme Advisory Committee (CPAC) and the Music Audition Board (MAB). The CPAC is a general body which deals with all programme matters. It consists of 25 members, appointed by the Ministry of Information and Broadcasting, and meets generally once a year. The MAB has 20 to 25 members drawn from among connoisseurs, musicologists and musicians representing the Hindustani and Karnatak Schools of Music. It meets annually to discuss technical questions relating to music. Its members constitute the panel from which persons are invited from time to time to assist in the selection and grading of classical music artists.

640. There are also Committees for each station. The Programme Advisory Committee (PAC) of each of the Stations consists of 10 members except in the case of the Committees which advise two stations jointly, such as Ahmedabad-Rajkot, in which case the number is 16. They are appointed by the Director General, in consultation with the State Government and with the approval of the Ministry of Information and Broadcasting.

These Committees meet twice a year. Besides the PAC, there are committees to advise each station on rural broadcasting, industrial broadcasts and tribal programmes, and there are consultative panels for schools and university broadcasts.

FUTURE ORGANISATION

641. We should now consider whether organised as it is today as an attached office of a Ministry with concomitant financing arrangements, AIR can develop as a national organisation and provide a countrywide service of quality and excellence.

642. In the first place, a theme of centralisation runs through the fabric of India's administration. It is more marked in the field of financial administration. This by itself is a deterrent to the growth of departmental initiative and expeditious transaction of business. Even the Ministries of Government do not enjoy full financial powers over the appropriations made to them for purposes embodied in the estimates as approved by Parliament. They derive financial authority by delegations made from time to time by the Finance Ministry. (The somewhat limited autonomy granted to them was withdrawn recently at the time of the conflict with Pakistan and has yet to be restored).* The Ministries have in turn delegated some of their financial powers with the approval of the Finance Ministry to subordinate echelons but they have not been substantial. The principle that all executive levels should have administrative authority and financial power commensurate with their responsibilities and functions has yet to find acceptance. There is also a general disinclination to part with power and the Director General in his turn has been chary in delegating powers to the Station Directors

643. A Government department is subject to the discipline of rules and regulations both in regard to its employment policy and utilisation of resources allocated. These rules and regulations framed for administrative purposes are not wholly suitable for the commercial activities of Government or for a creative medium like AIR. It is on this consideration that industrial and commercial activities of Government have been entrusted to statutory corporations or companies. In the case of AIR no such dispensation has yet been made. The purpose of adopting the corporate form was to free the commercial activities of the State from inappropriate rules and regulations and to place them on a comparable footing with private enterprise.

644. Perhaps Government realised that AIR would not be able to function with delegations customarily made to heads of attached offices and therefore gave the Director General somewhat wider powers in certain respects. But even these are insufficient to enable him to provide a service with a high standard and social purpose.

*Since restored.

645. We do not wish to overload this report with details but would refer to a few major limitations which impinge on the efficiency of AIR's administration. In the administrative field, the Director General's powers for creation of posts only extend to minor posts of clerks and peons. Similarly he can order transfers of only junior officials, not of Directors and not even of Assistant Station Directors if they hold independent charge of a station. His disciplinary powers are also extremely limited and hemmed in by archaic regulations. In this situation it is difficult for him to administer the department efficiently nor can he command the respect of his subordinates.

646. His financial powers are even more limited. He cannot send out any officer on tour for more than ten days at a time and he cannot authorise air journeys where necessary. Even his powers in regard to programme planning do not allow him to make worthwhile adjustments. One might well say that he has responsibility without the authority necessary to fulfil it.

647. We now consider whether the basic requirements of AIR would be met by enlarging the powers of the Director General.

648. First, he has to work within the limits of funds appropriated by Parliament. In the framing of estimates AIR's proposals are first scrutinised and usually pruned down by the Ministry and the process is repeated in the Finance Ministry. Thus it is seldom that the reductions are made in a constructive way keeping in view the main purpose for which funds were demanded. Secondly, the Director General cannot spend the amounts voted according to his requirements without adhering to detailed allocations to different activities. He has hardly any powers of re-appropriation.

649. Thirdly, the capital grant is determined by the Planning Commission's decision regarding the rate of development and the priorities in this development. As we have mentioned earlier, broadcasting does not figure in the list of priorities drawn up by the Planning Commission. We were informed that AIR's plan has just undergone a fifth revision to accord with the Commission's proposed total allocation of resources in the Fourth Plan. This has at one stroke nullified AIR's earlier intention to provide a medium-wave network to serve 95 per cent of the people by the end of the Fourth Plan.

650. Fourthly, the Director General is not competent to engage the type of people he needs and offer them salaries they are worth, as all recruitment has to be made through prescribed Government channels and remunerations paid according to scales laid down by Government. There is thus little flexibility in the selection of staff and in determining the terms and conditions of service. And the Director General has no authority to

dispense with the services of unsuitable staff. It should be obvious that the deficiencies and shortcomings of the staff are reflected in the quality of the programmes put out and unless the Director General has the authority to weed out unsuitable people from time to time, a satisfactory service cannot be provided.

651. We say all this to pinpoint the present disabilities of AIR, but we do not for a moment suggest that the Director General should be allowed to function without control and guidance or that he should be given all the resources he demands. He should, however, be brought into closer collaboration in the shaping of policy and programmes and given greater flexibility in their fulfilment. The short point we make is that the Director General cannot be endowed with powers which though necessary for the operation of a broadcasting system are not available even to the Ministries of Government.

652. Before we discuss what would be the most suitable organisation for AIR, we should make one point of substance and that is that the stations and other units of AIR must be given greater autonomy than they enjoy at present. It is the stations which are actually concerned with broadcasts and the test of a broadcasting organisation is the quality of its programmes. The need for speedy decisions and initiative at the stations is indisputable but cannot be met if their Directors have to obtain the Director General's approval for every little thing that they need or propose to do. Their status in the organisation has been progressively whittled down over the years. And standardisation has been enforced on various kinds of activities, without regard to the consideration that in a country so large and variegated as ours, regimentation would defeat the very purpose of a medium which must have an appeal for all the communities it serves. Compliance with orders has thus taken the place of enterprise and originality. This trend must now be reversed even if AIR were to remain undisturbed in its present form.

653. AIR is not a unique organisation. It conforms to a pattern which is in vogue in some Asian countries and in the Union of Soviet Socialist Republics and countries in Eastern Europe. It may well be argued that broadcasting has developed and grown into maturity elsewhere more particularly in the Union of Soviet Socialist Republics, as a department of Government. There should be no reason why its status should hamper development or affect the quality of programmes. This logic needs analysis and refutation.

654. First, the political and administrative systems of the Union of Soviet Socialist Republics and East European countries are vastly different from those of India. Secondly, radio and television in these countries are instruments of a monolithic State for propagating an ideology and giving

directional control to political, economic and social life. And thirdly, the Chief Executive of the organisation in the Union of Soviet Socialist Republics is currently the chairman of the Committee on Radio and Television of the Council of Ministers and occupies a high rank in the Cabinet. All these three considerations are inapplicable in India.

655. For reasons we have developed earlier, it is not possible in the Indian context for a creative medium like broadcasting to flourish under a regiment of departmental rules and regulations. It is only by an institutional change that AIR can be liberated from the present rigid financial and administrative procedures of Government.

656. We first explored the possibility of adopting the form of one or other governmental agency which has greater freedom in movement than departments of Government. The Railway Board, the Atomic Energy Commission, the Council of Scientific and Industrial Research, were suggested by some as a possible model for AIR.

657. Anxious as we were to limit structural changes to the minimum, we studied these organisations but came to the conclusion that none of the patterns would meet the needs of AIR. The reasons for our conclusions are as follows. There is a clear division of functions in Railway operations and it is not so in broadcasting. Secondly, the Railway Board is not engaged in creative activity. And thirdly, as a Ministry of Government, the Board has to work within the limitation of rules and regulations framed for recruitment, promotion, etc. On all these counts, the Railway Board pattern would not meet the needs of AIR.

658. Similarly, both the Atomic Energy Commission and the Council of Scientific and Industrial Research are engaged in specialised activities which do not make it necessary for them to be in constant touch with political, cultural and social developments with which Radio is intimately involved. Undoubtedly, these two organisations have no obligation to recruit their personnel through the normal channels prescribed for government departments and their rules of filling up high-level posts do not conform to the practice obtaining in Government. They have within their organisation Finance Officers of status and enjoy a measure of autonomy not available to departments. The controlling body is predominantly, if not entirely, official and thus in substance they function more or less as any other Government organisation. On these considerations and having regard to the substantial differences in the functions of these two authorities and AIR, we reach the conclusion that their pattern would also not be suitable for adoption.

659. We, therefore, proceed to consider whether it would not be best to give AIR the corporate form which has been successfully adopted by broadcasting organisations in countries with a democratic constitution.

In this consideration it would be relevant to examine the policy resolution which led to the acceptance of the corporate form for State industrial enterprises. It was acknowledged that subject to the observance of certain general principles, the organisation of management suitable for each undertaking must necessarily be determined with reference to its particular requirements. The method of recruitment, the regulation of scales of pay, conditions of service and discipline of employees, the procedure for financial control, the system of accounting applicable to the normal activities of Government could not obviously be adopted for the efficient administration of industrial enterprises. We feel that the same considerations apply with equal force in the case of AIR.

660. Experience has shown that the corporate form by itself has not brought about a psychological transformation nor given flexibility in operation because the Boards as constituted do not ensure independence implicit in the form. It is necessary to safeguard this position by making AIR a national authority in which major national interests would be represented to give it balance, quality, poise and purpose. Secondly, even with such a constitution the autonomy of the corporation would not be real unless it is financially independent and viable. These are important aspects which we discuss later in their proper context.

661. We have carefully studied in detail the major types of broadcasting organisations in different parts of the world. We do not wish to burden this report with their details, to the study of which we have devoted considerable time, attention and thought. Having discussed the merits and demerits of a departmental organisation earlier, we now deal with the other two major types which have found general acceptance. Major broadcasting systems are either in private hands largely exploited for profit, or they are owned by the State but entrusted to autonomous corporations subject to specified control over policies and programmes.

662. It is necessary at the outset to make the point that all radio and television organisations are subject to control and regulations by the State. First, there is the international obligation in the use of wave-lengths and frequencies. This requires the issue of a licence to operate as prescribed by the International Telecommunication Union. The grant of licence is subject to certain legal formalities and regulations framed by each Government. Apart from legal requirements, no State can allow unrestricted authority to a broadcasting organisation to embark on programmes which offend against social and moral values. These media have a tremendous potential in moulding public opinion; they can equally enslave or liberate the human mind. The State has to safeguard the public interest through its regulatory power. It is largely on this consideration that the Supreme Court of the United States of America had declared : 'Unlike other modes

of expression, radio inherently is not available to all. That is its unique characteristic. That is why unlike other modes of expression it is subject to government regulations.'

663. The outstanding example of private ownership and management is provided by the United States of America where licences to operate Radio and Television Stations are issued by the Federal Communications Commission subject to certain laws and regulations. This system also operates in many other countries, notably Japan, Canada and Australia. All the three countries have each a public corporation owned wholly by the State, but they have also licensed private stations which operate in competition.

664. There is a variation of this form which provides for joint State and private collaboration. The best examples of blending of public and private ownership are provided by the Italian and Swedish organisations. RAI, the Italian organisation, is a private limited company which has been granted a monopoly of Radio and Television and Wire Distribution. The majority of its shares are held by the Institute of Industrial Reconstruction which is a government agency. Although RAI enjoys a considerable measure of independence, it is subject to obligations and inspections by the State. The Board of Management and the Board of Auditors have government members.

665. In Sweden, programming rights are vested since 1925 solely in a company known as Sveriges Radio. The State owns the transmitting network and is responsible for its maintenance and operation. The programme company is privately owned; the State has no financial interest in it. Two-fifths of the shares are held by the Press, another two-fifths by large national organisations and popular movements and one-fifth by business and industrial interests. The Government, however, reserves the right to appoint the Chairman and one half of the members of the Board of Governors; the other half being elected by the shareholders.

666. In the other category are public corporations constituted by Royal Charter or Statute. They are run independently by a body specifically set up for the purpose and are largely independent of Government financially. All Governments, however, retain over-riding control by prescribing regulations under which the corporations must operate and also have discretion to alter the regulations from time to time. Theoretically the supervisory powers vested in the Governments are extensive but in practice they are invoked only if the corporations tend to behave in an irresponsible manner or offend against the public interest.

667. Unlike privately owned corporations, they are not actuated by the profit motive. They are under an obligation to utilise their entire income to promote defined objectives. The best known examples of this type of broadcasting organisation are the corporations and commissions in the United Kingdom, Canada, Japan, Australia, France and West Germany.

668. We reproduce below an extract from the Beveridge Report on Broadcasting in the United Kingdom as an example to show how autonomy has been reconciled with control:

"The formal power of the Government of the over the British Broadcasting Corporation is absolute. The Governors who constitute the Corporation can be removed at any time by Order in Council and can be replaced by others. The Licence can be revoked by the Postmaster General, if at any time the Corporation in his opinion is failing in its duties. The Postmaster General can veto any proposed broadcast or class of broadcast, and in doing so can require the Corporation to refrain from announcing that a veto has been imposed. Any Government Department can require the Corporation to broadcast any announcement or other matter desired by it.

"In practice it has become the agreed policy of successive Governments, accepted by Parliament, that the Corporation should be independent of the Government in the day to day conduct of its business, including both the making of programmes for broadcasting and general administration."

669. We now discuss the suitability or otherwise of the two forms we have outlined. On very many consideration we are not attracted to the idea of entrusting radio and television to commercial interests. First, there is the consideration that no commercial interest would be able to undertake the enormous capital outlay involved in setting up a radio and television organisation, unless it were given unfettered discretion to earn revenue from advertisements. They might not also provide requisite time and resources for programmes of educative value, and indulge in sensationalism, sacrificing objectivity and integrity in presenting news. We must, therefore, turn our face against this form of organisation.

670. The most important consideration on which we have rejected this form, however, is that radio and television have a purposeful role to fulfil in our developing economy. They have to mobilise public opinion to support the plans of development, they have to educate and inform the people and strive to better their social and economic life. That should be the major role and purpose of radio and television in India.

671. Several witnesses including some Union and State Ministers and officials were in favour of allowing private stations to operate side by side with the national network. They felt that the national network should be supplemented by private endeavour to meet the requirements of the local communities. They also felt that independent private stations would be able to provide programmes which would give greater satisfaction to the listening public. This in our view is a danger. It may lead to a lowering of standards. We, therefore, are unable to subscribe to this view and would retain for the national network a monopoly in the field of broadcasting.

672. *The Need for an Autonomous Public Corporation.*—We are also averse to the system in which these two media are used primarily for purposes of propagating a particular ideology and regimentation of its citizens. We are thus left with the only alternative of entrusting the broadcasting services to an autonomous corporation set up by statute which would clearly define the authority and control which Government would exercise over its activities. We found overwhelming support for this idea from the officials of AIR, distinguished witnesses whose advice we sought and from others who either sent in written memoranda or gave evidence in addition. The Press also largely supported the transformation of AIR into a Corporation.

673. It would be pertinent to mention in this context the attitude of an International Agency like UNESCO to the organisation of broadcasting. Mr. Tor Gjesdal of UNESCO told us that whenever a developing country sought its advice, UNESCO generally advised the setting up of a public corporation to control broadcasting in preference to departmental control. UNESCO considers that a public corporation is more efficient, more flexible, and quicker in movement and moreover, it encourages talent and the creative urge both in its own staff and in outside artists.

674. There are other valid considerations which influence us in making this recommendation. AIR must not be considered by the people as an instrument of the Government of the day as it is widely regarded to-day. If its organisation were to be made autonomous and its programmes based on the concept of social responsibility, its value and effectiveness would be considerably enhanced. It would create public confidence and lead to the acceptance of its programmes as objective and unbiassed and consequently their impact would be far greater.

675. There is also a political consideration which cannot be lightly dismissed, more so in a federal State. If some of the States come to be controlled by parties other than the one in power at the Centre, AIR would be exposed to stresses and strains which are best avoided. There is always the risk of its administrative policy, newscasts and programmes

being attuned to the philosophy of the political party in power. AIR, to play a significant role in national reconstruction, should have independence and objectivity and should be kept outside the pale of political influence. We enter this caveat as we have found that in some countries political changes or changes in leadership cause major upheavals both in the policy and personnel of their broadcasting organisations. The possibility of such a situation arising here should obviously be avoided.

676. *Arguments Against a Corporation.*—This is not to say that there was no opposition to this form; there were some witnesses who were opposed to the formation of an autonomous corporation. We have considered it necessary, therefore, to discuss the arguments put forward by them. And we have analysed the debates in Parliament at various times on the organisation of AIR.

677. The main argument is that as an instrument of instruction and education, AIR should be in the hands of the State which has a direct and abiding responsibility on these matters. The apprehension is that an autonomous corporation may tend to neglect the educative role of the media and concentrate on entertainment. The performance of other autonomous corporations does not lend any support to this apprehension. On the other hand, it is publicly acknowledged that they have made massive contributions in the fields of education and knowledge. The autonomous corporations in Japan, Canada and Australia and the limited company in Italy are responsible for some of the finest programmes of adult education in the world.

678. A corporation has to work within the terms of its charter which specifically prescribes its major functions and the degree of control the State would exercise. It is possible to lay down the proportion of resources and time which should be devoted to activities beneficial to the community. Even in the case of private organisations a modicum of control is exercised by imposing conditions in granting licences. The question whether Government should have control over broadcasting is thus theoretical. The question is what should be the nature and quantum of control.

679. The major point made by successive Ministers of Information and Broadcasting in the House has been that Parliament would lose control if AIR were to be made an autonomous corporation. This apprehension has had an inhibiting effect in considering an institutional change. It is necessary, therefore, to consider whether parliamentary control would be abated or lost if AIR were to be made a corporation. Apart from the fact that Parliament itself has accepted the corporate form as being suitable for certain activities of Government and has not considered it as an abrogation of its authority, we should examine the nature of control Parliament exercises at present over AIR. It is exercised largely through questions and

debates in the House. An analysis of the Hansard reveals that parliamentary intervention has generally been on matters which are not of any great moment to the economic and efficient working of AIR. The reasons for this are not far to seek. Under the present dispensation, the annual report of the Ministry is uninformative, it does not reveal any faulty programme planning, deficiencies of listening or waste of resources. Parliamentary control thus tends to be more theoretical than real. We have earlier mentioned that large sums of money were expended on programmes which do not command any listening but Parliament had no information of this and other lapses on the part of AIR to make intervention purposeful.

680. Secondly, broadcasting is a complicated activity which requires day to day decisions on coverage, appointments and other items of expenditure. If these aspects of working were to be constantly queried it would sap the initiative of those in control and make them hesitant to take responsibility and decisions, leading to inefficiency and waste. What is more important is that Parliament should be in control of policies and made aware of them as formulated from time to time and have opportunity to assess the results as reflected in the quality of programmes and volume of listening. We have no evidence to show that policies in regard to music, language, news, external services and recruitment have been brought to Parliament's notice in reports and estimates. Yet these are the major questions which should attract parliamentary scrutiny.

681. Parliament has recently constituted a committee on public undertakings. We are encouraged by the work done by the committee to feel confident that its review of the working of AIR is likely to be far more effective and rewarding than the present theoretical control exercised through questions and debates. We would also recommend that a detailed annual report on AIR should be presented to the House which could be remitted for study, if considered necessary, to a standing committee to provide a continuous review of the working of AIR from year to year. This would make it possible to assess the success or failure of this agency to achieve the goals which have been laid down by Parliament.

682. It has been argued that since broadcasting makes large demands on public revenues it is essential that Government should have a very close control over its working. It is the financial angle which has been repeatedly stressed in parliamentary debates against any move to make AIR a corporation. In 1952, the then Minister stated in the House that until the department was more or less self-sufficient, it was difficult to convert it into an autonomous corporation. He expressed his personal preference for the corporate form but imposed the condition that it could be considered only when AIR had become self-sufficient. The Minister-in-Charge sought in 1964 to give a new meaning to self-sufficiency. He averred that while the growth of licence revenues had made AIR self-sufficient, it was still dependent on Government for funds for capital expenditure.

683. It is difficult to accept the *obiter dictum* of the Minister as a policy decision. In the first place, public corporations and companies have been formed with large investment of public revenues for purposes beneficial to the community. Similarly, universities, which virtually enjoy autonomy, receive large grants from Government through the University Grants Commission. It is in fact in the very nature of a welfare State to make large investments in and grants to nation-building activities. With its programmes for the rural community, educational institutions and foreign listeners, AIR undoubtedly is in the category of an agency beneficial to the community to be supported and even sustained by the State.

684. Another argument which had been advanced against structural change is the present emergency. Apart from the fact that the emergency is temporary in nature, it is necessary to remove the impression that a corporation would not be able to discharge its responsibility to inform and mobilise public opinion equally well. We are aware of the tremendous impetus the BBC gave to the war effort during the last world war and the extent to which it gave courage, confidence and hope to the freedom fighters on the continent. In fact, it has been suggested that broadcasts from a non-official agency are generally regarded as more reliable and more objective and have, in consequence, a greater tonic effect.

685. Another argument which has been used by the Ministers is that the staff of AIR would not welcome the formation of a corporation as their service rights would be adversely affected. We do not consider this a valid argument. Evidence before us revealed that this structural change would be welcome to a large section of the employees of AIR. Financial benefits apart, they feel that it would create an atmosphere of freedom in which their creative urge would find fulfilment. We are also informed that appointments since 1943 carried the rider that the employees would accept liability to serve if AIR were converted into a public corporation and further that they would accept the terms and conditions of service laid down by the Corporation.

686. Another argument which has been used to stall a reorganisation is that the establishment of a corporation would immediately open the way to commercial programmes implying thereby that control of AIR would gradually pass to private hands. We should like to remove the impression that the two issues are related. There are public corporations such as the BBC which are debarred from accepting any form of advertisements but there are equally public corporations such as the Canadian Broadcasting Corporation which are permitted to carry restricted advertisements in their programmes. Both in Ceylon and Pakistan, radio and television accept advertisements even though they are organs of the State. It is obvious that there is nothing inherent in any system to accept or ban advertisement. It

is a matter for individual determination on many relevant considerations, including financial resources available. It has been clearly demonstrated that autonomous corporations which accept advertisements have not come even remotely under the sway of commercial interests, sacrificed an iota of their independence or deflected from the high ideals which brought them into being.

687. Apprehension has been expressed by those who favour the Corporation idea that if AIR were to be reorganised and given the same type of Board of Directors as other public enterprises, there would be little point in making a change. The purpose of the corporate form is to liberate it from detailed outside control. If this cannot be secured, it would be best to leave alone the organisation and attempt to rationalise it to the extent possible. We are in complete agreement with this view. We have given anxious thought to the question and have discussed it with many people in many walks of life. Opinion is unanimous that if selections are made with care and circumspection and people with established reputation and integrity are drawn from major sectors of national life, the Board would not only be independent but a dedicated instrument of national service. Once Government accepts the concept of autonomy, we should expect it to conform to a high standard in selection, applying criteria mentioned. We agree with the view that it would be impossible to strive for anything better if at every stage we are discouraged by the apprehension of failure on account of the lack of integrity or independence on the part of those in authority. As one distinguished witness put it, we cannot allow ourselves to believe that everything we plan will be defeated by the low moral voltage on which Indian society functions at present.

688. *Arguments in Favour of a Corporation.*—Turning now to the arguments in favour of a corporation we should at the outset quote what Jawaharlal Nehru said in answer to a debate on External Publicity in the Constituent Assembly on 15th March, 1948:

“My own view of the set-up for broadcasting is that we should approximate as far as possible to the British model, the BBC: that is to say, it would be better if we had a semi-autonomous corporation under the Government, of course, with the policy controlled by the Government, otherwise being not conducted as a Government department but as a semi-autonomous corporation. Now, I do not think that is immediately feasible. I have merely mentioned this to the House. I think we should aim at that, even though we may have many difficulties. In fact, in most matters we should aim at the semi-autonomous corporations, the policy and other things being distantly controlled by the Government, but the Government or Government departments not interfering in their day-to-day activities. But that is not an immediate issue.”

689. From all the evidence before us including the provision in all letters of appointment issued since 1943 for liability to serve under the corporation, it seems that Government had always intended to convert AIR into an autonomous public corporation. Only its timing was left indeterminate. The criteria to be fulfilled were not, however, defined, but judging by ministerial pronouncements it appears that the conversion was to be made when AIR had become financially viable. It was not contemplated that viability should extend to capital expenditure as well. As mentioned earlier, this liability should devolve on the State. AIR is now self-sufficient in recurring expenditure. We consider that the stage has been reached when even the condition Government had in mind has been fulfilled.

690. Political, administrative and financial considerations arise in considering the transformation. First, in a democratic society, broadcasting should present information and education impartially and objectively and not seek to propagate the policies and attitudes of the party in power. The White Paper of 1946 of the United Kingdom, in discussing the policy of non-interference in the BBC's working, defended it by saying that it was 'best calculated to ensure freedom of expression on the air and to remove from the party in power the temptation to use the State's control of broadcasting for its own political ends'.

691. A broadcasting corporation is intended to act as a 'trustee for the national interest'. It is equipped to encourage creative effort, develop talent in an atmosphere of freedom and be responsive to the needs of its listeners. By reason of its autonomous character and not being a handmaiden of the party in power, it remains on an even keel even when political changes take place; personalities and ideologies do not disturb the continuity of its programme planning or deflect it from its set course to inform and educate objectively and entertain pleasingly.

692. We have earlier touched upon the administrative relations of AIR with the Ministry. We understand that all references including technical ones have to cross the hurdle of low level officials who are not conversant with the requirements of radio or even competent to deal with them. This disability will disappear when a corporation is formed. The link with the Minister will be provided by the Chairman of the Board. Secondly, the flexibility in recruitment will make it possible to obtain the right man for the right job and retain him on the assignment so long as he is useful, suitably compensating him for loss of promotion prospects. It will be possible to weed out people who are no longer useful to the organisation. The present tendency to please those in authority and even to anticipate their wishes would give way in the freer atmosphere of a corporation.

693. In the financial field, the advantages will be even greater. There will be no inclination to retain programmes which do not attract listening just because they were initiated at the behest of some one high up. The resources thus released will be used for introducing and improving other

programmes. It will not be necessary to go out to other official agencies for construction work, or procurement. Time and money would be saved and supervision and control would revert to the organisation. The benefits of this should not be under-estimated. Financial autonomy would also facilitate planning in advance and steps for its implementation could be more readily taken. We have earlier mentioned that in the absence of forward planning the potential of Bharat Electronics for manufacture of transmitters has not been availed of and transmitters are being obtained in a haphazard way from many sources ignoring the need of standardisation.

694. *Nature of the Corporation.*—We now turn to the nature of the Corporation we recommend. The Corporation should be set up by an Act of Parliament in which its objectives should be clearly laid down. The scope of Government's authority should also be clearly defined and be free of ambiguity. The right to require the Corporation to broadcast certain programmes as also the right to veto broadcasts in certain subjects may be reserved to Government. It must be understood that such powers must be sparingly used and only when the national interest so demands. These reservations would automatically define the accountability of the Minister to Parliament. We also consider that the Act itself should lay down the authority and powers of the Governors to prevent possible encroachment.

695. *The Board of Governors.*—The constitution and composition of the governing body are all-important. The Chairman of the Corporation should be a public figure with a national reputation for his integrity, ability and independence. The members, the number of whom we consider should not exceed seven, should similarly be drawn from diverse fields of national life, each enjoying a reputation in his particular field.

696. One of the complaints in the functioning of autonomous corporations, here as elsewhere, has been that the Ministers are able to influence their policies without issuing directives, thus escaping Parliamentary accountability. This position can be safeguarded only when the composition of the Board is such that it will not be amenable to undue and unreasonable pressure.

697. The people who constitute the Board must understand fully the purposes of broadcasting and see that they are fulfilled. They must also take note of public opinion and ensure that the programmes respond to it.

698. Various suggestions for ensuring independence have been made. One is that appointments should be made by the President, the other that they should be made by him on the recommendation of the Chief Justice, a third is that public organisations and associations with related activities should each submit a panel and selections should be confined to the names included.

699. We do not favour any of these suggestions. A responsible Government is expected to function in a responsible way and we would much rather leave selections to Government indicating only the broad principles to be observed. Secondly, experience has shown that once selected to such autonomous bodies people act independently and do not sacrifice the interests of the organisation to outside pressure.

700. It now remains to consider whether Members of Parliament and Service Personnel should be categories specifically excluded as suggested by some. We are against such a blanket ban and would not demur if, by reason of eminence and specialisation, one or two were drawn from these sources.

701. The term of office of the Chairman and Governors should, we feel, be six years and it should be provided that for the sake of continuity two members should retire every other year in rotation.

702. *The Director General.*—The selection of the Director General requires equally careful consideration. As Chief Executive, on him will devolve the responsibility for maintaining objectivity, ensuring efficiency and economy and building up an attractive image of the organisation. He has undoubtedly to be a person with a dynamic personality endowed with drive, imagination and initiative, capable of creating a well-knit team of devoted workers and giving it resolute leadership. It is difficult anywhere to find one with all these attributes. It will be more so in India, particularly if according to present practice the selection is confined to Government servants. The net will have to be cast much wider. It may even become necessary to persuade an outstanding personality in the fields of journalism, advertising, the film industry and the academic world to accept this assignment in a spirit of dedication and service. If a civil servant is selected by the Board of Governors, there should be a stipulation, as in the case of the Reserve Bank, that he should resign from service.

703. The question of the status of the Director General was also mooted by some, it being suggested that in a protocol-ridden society it is important that the Director General should be accorded a high rank commensurate with his responsibilities. We, however, do not attach importance to this suggestion. The status of the Board and its Chief Executive would automatically come to be determined by the place the organisation comes to occupy in our national life and the public esteem it is able to command by its independence, integrity and excellence.

704. Though the details of the organisation and the rules of business should be drawn up by the Board, we should suggest certain broad principles so that in inheriting the organisation it does not inherit the deficiencies and shortcomings which came to our notice in our detailed study.

705. *Decentralisation.*—Even at the risk of being repetitive, we should stress once again the need for decentralisation of authority and functions. This is necessary in the interests of efficiency in any organisation, it is more so in a broadcasting organisation. For example, in a country so vast as ours with a multiplicity of languages and cultural patterns and with regions in different stages of development, central control of programme planning and the imposition of uniformity in their contents and presentation would not only be inappropriate but would defeat the basic purposes of the broadcasting system. We would, therefore, give the Station Directors complete freedom in the matter and subject them only to policy directions as to the types of broadcasts which should be discouraged. No one at the Centre, however competent, can be conversant with the needs of the many regions nor can he make any worthwhile contribution when overburdened with programme control of 34 stations not to mention Vividh Bharati, and the News and External Services. We should forthwith dispense with the make-believe of central control of programmes.

706. We do not suggest that this decentralisation should be absolute. It should be obligatory to relay the national news bulletins and other national programmes of interest. It is necessary though that the determination of themes of broadcasts as national should be made with circumspection and discretion.

707. Some suggested to us that decentralisation should be taken to the ultimate by adopting the system prevailing in the Union of Soviet Socialist Republics where every autonomous republic has its own broadcasting system with its own committee to regulate and guide it. Having regard to the imperative of national integration, we do not consider it wise or prudent to hand over at this stage control of regional stations to the State Governments. Further, the States have their own administrative problems and it would be unwise to add to their burden the management of a sophisticated medium needing technical skill and considerable expansion. It is in the interest of broadcasting itself that technical, financial and administrative responsibilities should be vested in a competent and strong central authority with ample resources of man-power and finance.

708. We consider, however, that a much closer link should be forged between the Station Director and the State administration. In the interest of development of agriculture, education, family planning and other social services, programme planning should be a more intimate function and be the outcome of combined wisdom.

709. Another way to achieve decentralisation is to have several channels of broadcasting, one of which would provide the national programme, the other regional programmes and the third a local service on local transmitters which we have recommended earlier. The only practical way to

promote social and adult education and to intensify agricultural production, as we have stressed, is through such local stations.

710. In Chapter IV we have already dealt with AIR's suggestion that there should be a Deputy Director General at the zonal headquarters at Bombay, Madras and Calcutta with large delegated powers.

711. We do not support this idea. An intermediate layer, as we have pointed out, might well be a hindrance rather than an aid to quicker decisions. Secondly, the zonal Deputy Director General would not be aware of the differing needs of different States incorporated in the zones as the Station Directors would be. We, therefore, consider that the interests of decentralisation so necessary would be best served by vesting the Station Directors with authority and power on the lines we have advocated.

712. The question remains how supervision and control are to be exercised over stations under a scheme of decentralisation. This calls for a review of the present position. We find that just because the stations have not been given any substantial authority or power, the control of the directorate-general has degenerated into giving sanctions to proposals coming up from them. There is hardly any evaluation or assessment of the performance of the stations and there is not even the guide of listener research to assist in the process. The inspection conducted on behalf of the Director General is largely concentrated on the observance of rules and regulations, whereas in our view it should be devoted largely to the study of scripts and recordings, the quality of programmes, discussions with the staff and interested listeners; a review of the press comments and criticisms should form a part of the evaluation.

713. *Competition.*—The establishment of a competitive channel of broadcasting was advocated by several witnesses. They argued that a monopolist enterprise tends to become complacent, stale and ineffective. It needs the stimulus of competition to make its staff more alert and enterprising and the programmes more lively. It was said that the establishment of the Independent Television Authority in Britain had had a tonic effect on the BBC's TV Services.

714. We have considered this question carefully. We have come to the conclusion that having regard to the availability of resources both in manpower and in funds, and the role we envisage for broadcasting, we should not at this stage bring in considerations which might well come in the way of the development of radio.

715. We should, however, encourage universities to instal closed circuit radio and television services, or the State Governments and major municipal corporations to set up local transmitters for agricultural, social and educational purposes to meet the needs of local communities which cannot be effectively served by the national network.

716. There is also the field of wire broadcasting in which there is scope for others to take on the responsibility. We have already referred to this and suggested that AIR should not get involved in this activity and should allow local initiative and enterprise to develop wherever possible.

717. Before we conclude, we should briefly refer to the suggestion made by the AIR Engineers' Association that technical functions including transmissions should be separated from programme planning. The genesis of this lies in the intense feeling of the technical staff that they are regarded as adjuncts of programme staff and treated with indifference. But it has to be mentioned that this is not a novel suggestion. This arrangement subsists in some countries, the provision of transmitters and their maintenance being the responsibility of the Postmaster-General or some other appropriate authority, while the programmes are planned and broadcast either by another department or an autonomous authority.

718. We do not see any particular advantage in this separation. On the contrary, it would create problems for the installation and maintenance of studio equipment, the balancing of programmes and other technical assistance which contributes towards the technical excellence of programmes. It would become necessary to create two cadres owing allegiance to two different authorities. As it is, AIR is hard put to it in obtaining electronics engineers, the demand for whom is growing with the development of the electronic industry in the country. It would add to this difficulty and increase costs without any compensating advantages. It is only when the two related functions, technical and programme, are suitably harmonised that optimum efficiency and economy can be secured. Other remedies, much less radical, should be sought to place the engineering unit in its correct relation with the programme unit.

719. *Finance*.—It is necessary to consider how the Corporation we have proposed should be financed. The question falls into two parts: capital expenditure to add to the network by installing additional transmitters, studios and other equipment; revenue expenditure for sustaining and improving the service.

720. But before we proceed to outline our proposals, we should make certain general observations. We have already commented upon several deficiencies in AIR's planning. We restate them briefly as they must be taken into account in shaping the future and in estimating the capital required. AIR has no perspective plan for the development of its network and expansion of coverage; it moves from one expedient to another improvising all the way. In regard to the introduction of frequency modulation also, an integrated scheme should now be evolved. This major decision would have a significant impact on future planning, in the development of the radio industry and of other ancillary manufacturing and maintenance facilities. Whatever is done today must fit into a Master Plan with

clearly defined objectives. Planning on the lines we advocate, we are confident, would give considerable economy in effort and resources.

721. The quest for economy and efficiency should be extended to provide an immediate review of programme planning and utilisation of existing installations and other facilities. We have noticed considerable scope for economy and improvement and we have referred to them at appropriate places. We trust that these observations would be taken note of in the replanning we have proposed.

722. *Capital.*—We now turn to the questions how future capital expenditure should be financed and how best the revenue of AIR should be augmented. In the case of State enterprises, Government have provided both equity capital and loans to maintain a proper ratio between the two. While interest is chargeable on the loan, (there has been a period of moratorium in many cases) the return on equity investment depends on the profits, if any, earned. This is the policy adopted in the case of commercial activities. Similarly, Government meet the capital expenditure on welfare measures, on education, health and activities necessary to increase agricultural production.

723. Broadcasting is not a commercial activity: though a monopoly, it cannot, unlike other monopolies, adjust prices, rates and fees to meet interest liability on capital expended. On all considerations and having regard to its primary role as a medium of education and information, we consider that capital expenditure is a legitimate charge on public revenues.

724. We propose, therefore, that the assets of AIR should be transferred to the Corporation without any interest or any other financial liability. Similarly, the allocation in the Fourth Plan should be made available to the Corporation free of charge. We consider that thereafter the proposals we make on revenue account, would make the Corporation fully viable, able to expand with its own resources taking recourse to borrowing, if necessary, on its own financial standing.

725. We have one important observation to make in regard to capital expenditure. We find that organisationally AIR is geared to an expenditure of about Rs. 2 crores a year. To enlarge its spending capacity efficiently, it would be necessary to bring about a reorganisation and the sooner it is undertaken the better it would be. The allocation in the Fourth Plan is bound to be larger and we have recommended certain priorities for providing local transmitters and the reorientation of the external services. To fulfil this plan, AIR needs organisation and effort which should be pre-planned.

726. *Revenue.*—AIR's revenue expenditure is met by annual appropriations made by Parliament. We have earlier given a table showing the capital and current expenditure of AIR and the yield of licence fees during

the last four years. The fees have picked up sufficiently to cover AIR's recurring expenses fully and leave a small margin for improving the service.

727. *Licence Fees*.—There has been a suggestion that licence fees should be discontinued. We do not accept this suggestion. It would be unfair to burden the community at large to support a service when the beneficiaries are small in number. The fee should continue to be recovered from users of the service.

728. We consider that considerable improvement in the recovery of licence fees is possible. It is common knowledge that a number of sets in the country are unlicensed; some suggest that it is as high as sixty per cent. Whatever be the correct figure, it is certain that the number is large. The collecting agency, the Posts and Telegraphs Department, has an anti-piracy section which is entrusted with the responsibility of locating unlicensed sets and prosecuting those who own them. The section is functioning most perfunctorily; either it is not adequately staffed or it is negligent in its duty and largely disinterested as the revenues do not accrue to the Department. We consider that there should be a concerted drive to track down unlicensed sets and penal fees should be levied. For voluntary disclosures of unlicensed sets by the public upto a prescribed date no penalties should be imposed. This by itself would add considerably to the resources of AIR and enable it to improve its services and pay more to its employees to attract a better type.

729. The cost of collection of licence fees is also excessive. It is currently 14 per cent which is retained as a receipt of the P & T Department and the residue credited to the consolidated fund. In the United Kingdom, it is only in 1951 that the rate was increased to 7½ per cent from the earlier rate of 6½ per cent. We should imagine that with revenues progressively increasing, the incidence of collection should register a drop. A revision on a more realistic basis would also add to the resources of AIR. The control of piracy and a reduction in collection charges taken together should make an appreciable accretion to AIR's resources. We would advocate that the principle of a 100 per cent appropriation of the yield of licence fees reduced by a reasonable cost of collection should be adopted.

730. We have suggested earlier that the Ministry of External Affairs should meet the entire cost of the external services. It is a specific service rendered and its cost should be borne by its sponsors. This would again give financial relief. It would also give the Ministry of External Affairs effective control over this service. The time given, the type of people employed, the languages and the material used would all come under its purview and the present dichotomy would disappear.

731. *Advertising*.—The steps we have recommended would give elbow room to AIR but would not make it fully viable nor enable it to finance

substantial expansion and modernisation out of its own resources. Other avenues would have to be explored.

732. By far the most fruitful source of additional revenue would be the acceptance of advertisement in programmes. In dealing with Television, we have marshalled the arguments in favour of its acceptance with certain safeguards and restrictions. We do not feel that there are any special considerations which would justify making a distinction on this question between television and sound broadcasting. Consistent with our thinking on this subject, we would limit advertisements to the Vividh Bharati channel alone. By timing the spot advertisements suitably there need be no interference with a programme or its continuity. Vividh Bharati is a light programme predominantly of film music and the inclusion of advertisements is not likely to impinge on its quality or appeal. We should conclude our observations on this question by reproducing an extract from a note appended to the report of the Broadcasting Committee, 1949, by its Chairman, Lord Beveridge, and two other members:

“Advertising to bring sellers and buyers together is universally accepted as a necessary business activity, carried out through the Press, on public hoardings, by notices displayed in all places where people are gathered together, for transport, entertainment or other purposes. Is there any decisive reason why the most pervasive of all means of communications should not be used at all for this legitimate purpose? Is there any good reason why a public service broadcasting agency should not set aside named specified hours for programmes admitting advertising without changing or interrupting its other programmes, retaining complete control both over the kind of articles to be advertised and the manner of advertising, just as a paper which has its advertisement column as well as its news and editorial columns retains the right to refuse any particular advertisement? We believe that such advertising programmes at named hours, so far from causing offence to the public, would be welcomed by many of them. There are periodicals in which the advertisement bulks as large as the reading matter and is as carefully studied by the readers. What we have in mind, particularly, though not exclusively, as probably welcome to the public and consistent with the highest public service aims of broadcasting, would be advertisement of books and other reading matter, of furniture and household appliances and of many other articles of daily use. We have no doubt, on the other hand, that there are some articles and some types of advertisement that should be excluded from the microphone.”

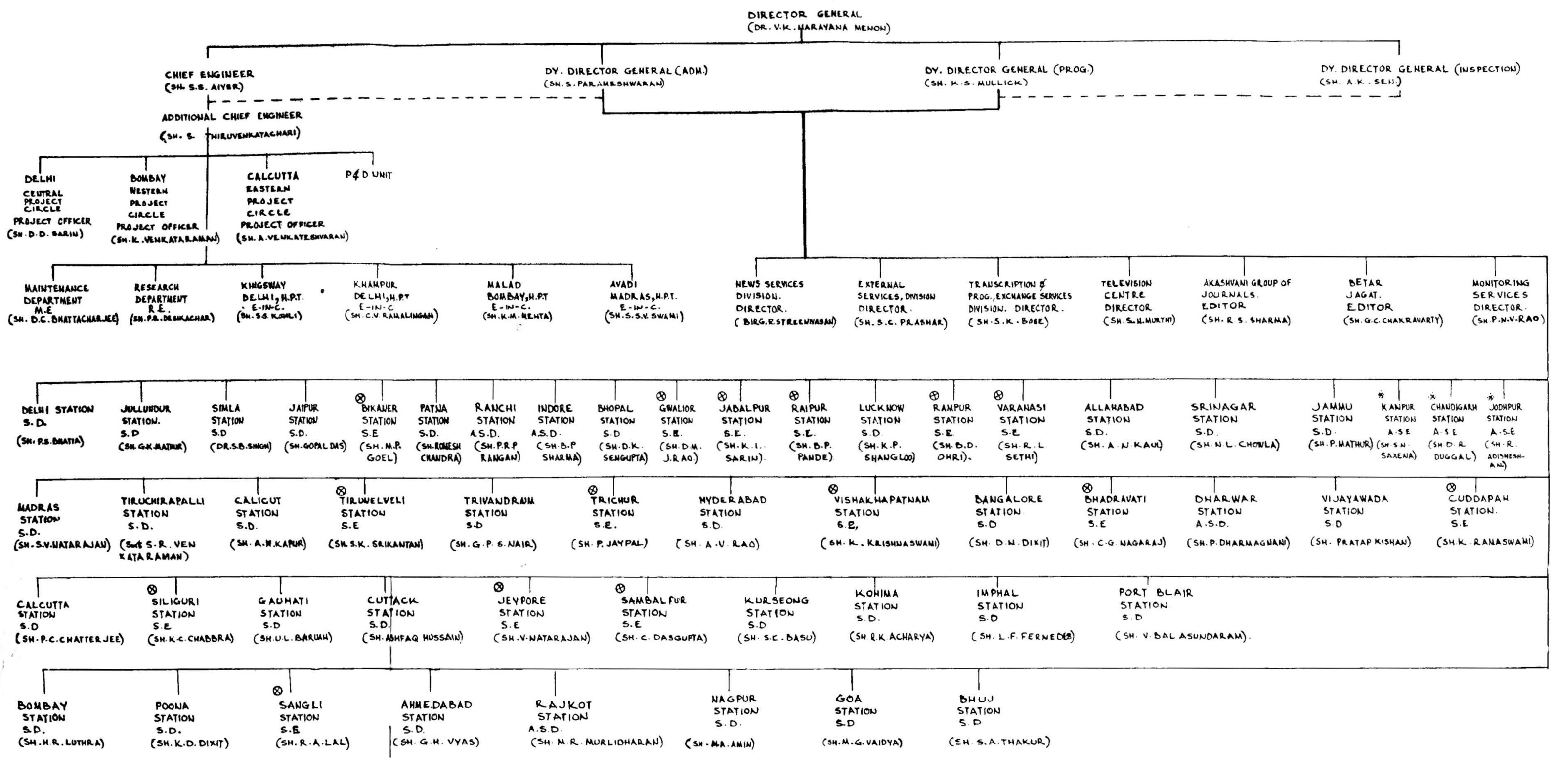
733. We are unable to give a positive estimate of possible receipts, but our discussions with advertisers encourage us to believe that they would be considerable and may well outstrip the present licence revenues.

734. Advertising on the local rural transmitters is a different matter. It is not so much a question of earning revenue as of making available to the community information about products the use of which would improve sanitation, hygiene, nutrition and agricultural production. These advertisements would have to be controlled with greater care and circumspection. No wares should be advertised which would adversely affect the cottage and small scale industries sector nor those whose reliability has not been clearly established.

735. We have earlier discussed the question of export promotion of goods in demand by including some informative material in the external broadcasts. We would recommend that while the material included should relate to an industry or product, it should not carry the name of any particular manufacturer or distributor. The sponsors of these 'spots' should be associations of different industries and a suitable levy should be made from them. The Ministry of Commerce should be brought in to advise on the acceptance or rejection of proposed advertisements and also on the areas to which they should be beamed.

736. The recommendations we make are basic to the growth of broadcasting in India, and for making AIR into an efficient instrument of information and entertainment enjoying public confidence in the fullest measure. We do not consider that their piecemeal treatment without an institutional change would subserve the purpose we have in view or enable AIR to take its place amongst other broadcasting organisations, which, combining independence with social responsibility, contribute so richly to the communities they serve.

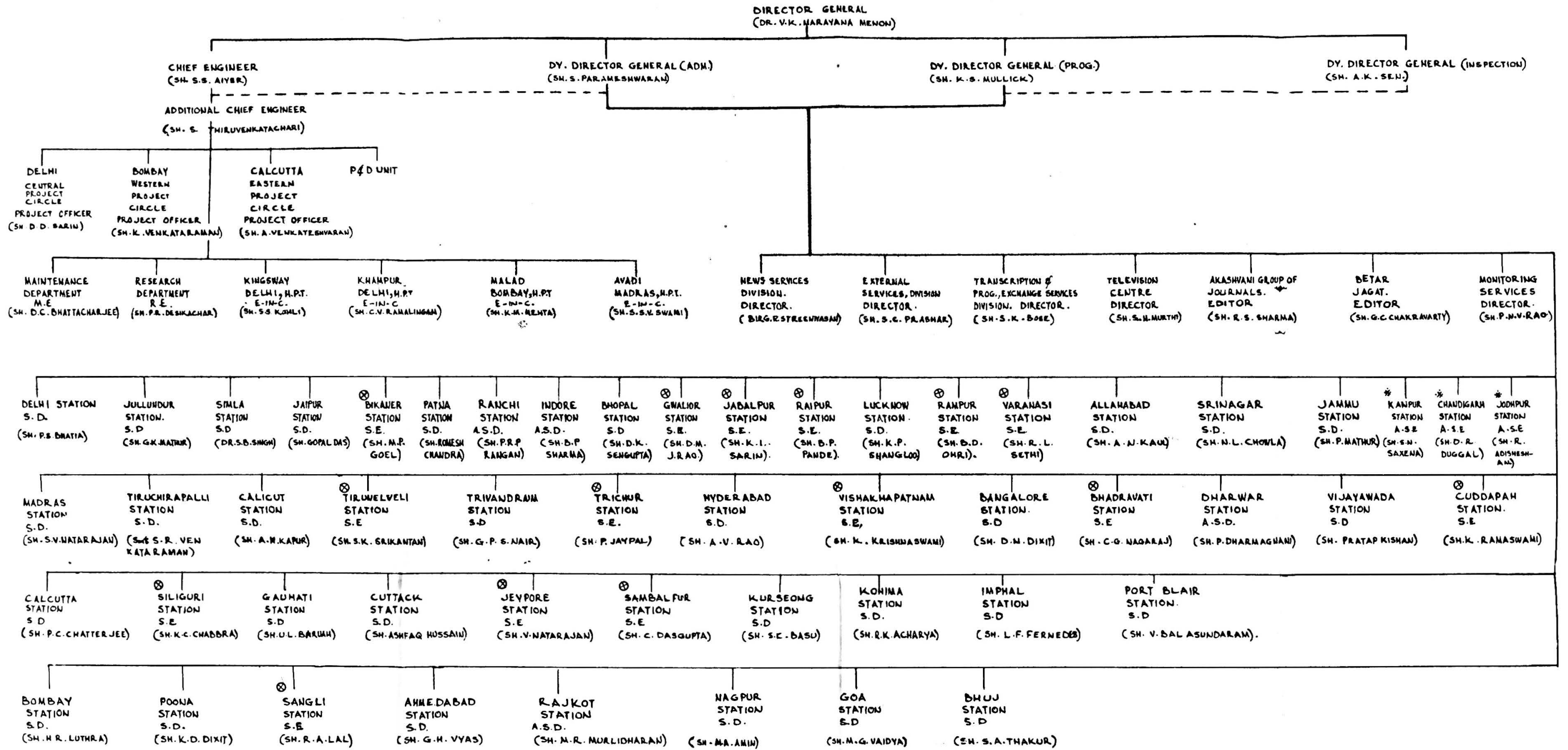
ORGANISATIONAL CHART OF ALL INDIA RADIO AS ON 1-1-1966



LEGEND:-
 S.D. STATION DIRECTOR.
 S.E. " ENGINEER.
 A.S.E. " " "
 R.E. RESEARCH ENGINEER.
 M.E. MAINTENANCE " "
 E-IN-C. ENGINEER-IN-CHARGE

CONTD:-
 ⊗ AUXILIARY CENTRES.
 * VIVIDH BHARTI " "
 IN ADDITION THERE ARE 22 MORE STATIONS ALSO HAVING SEPARATE CHANNEL FOR VIVIDH BHARTI PROGRAMS.

ORGANISATIONAL CHART OF ALL INDIA RADIO AS ON 1-1-1966



LEGEND:-
 S.D. STATION DIRECTOR.
 S.E. " " ENGINEER.
 A.S.E. Asst. " " "
 R.E. RESEARCH ENGINEER.
 M.E. MAINTENANCE " "
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CONTD:-
 ⊗ AUXILIARY CENTRES.
 ✱ VIVIDH BHARTI " "
 IN ADDITION THERE ARE 22 MORE STATIONS ALSO HAVING SEPARATE CHANNEL FOR VIVIDH BHARTI PROGRAMMES.

PART IV

CHAPTER XI

TELEVISION

737. The introduction of television in Delhi had aroused expectation that it would soon be extended to other parts of the country. The Ministry's Rs. 100 crore plan for development of TV over a period of twenty-five years and its announcement that four other centres would be established during the Fourth Plan have provoked discussions on its utility. Divergent views have been expressed.

738. We gave priority to the study of the question as the Ministry's plan was on the anvil and it requested us to make our considered views available. Accordingly we made a report in December 1965. In the light of subsequent discussions, we have made certain changes for this final report on broadcasting.

739. We discussed the introduction of TV with many experts including Mr. Leonard Miall, Assistant Controller of Television Services, British Broadcasting Corporation, whose services were loaned to us by the BBC, Mr. Tor Gjesdal, Director of UNESCO's Mass Communication Department who had visited us at our invitation and Dr. Paul Neurath, Consultant to the Ford Foundation. We have drawn upon the material collected and the resume of discussions with other foreign experts by our Subcommittee in the Union of Soviet Socialist Republics, United Kingdom, Italy and United Arab Republic and we have held useful consultations with Dr. S. Bhagavantam, Dr. H. J. Bhabha, Shri B. V. Baliga and with the experts of AIR. We have also had the benefit of the views of many eminent witnesses and we have taken note of research and surveys undertaken by international and national agencies to evaluate the impact of television in developing countries.

740. We are aware of the views held by some that television is an expensive luxury intended for the entertainment of the affluent society and that it should be left alone until our plans of economic development have been completed. That this view is based on uninformed prejudice became evident when those critics of television who appeared before us appreciated, in discussion, its broad concept and the immeasurable benefits it can bring, subject to the safeguards we discuss later, and became willing converts to its large scale introduction. It may not be out of place to mention that the same attitude was displayed by many in the early days of sound broadcasting. Yet there is hardly anyone today who questions its importance, utility and inevitability. So we believe will be the case with television.

741. More and more countries are giving priority to television as the most suitable medium for certain types of education, information and entertainment. Even the emergent independent countries, which have yet to reach the level of India's economic development, have adopted television with great effect as the medium not so much for propagating an ideology or for projecting the image of their leaders as to bring home to their people the benefits of the national socio-economic programmes and how best they could be fulfilled with their active cooperation. The aspect that our neighbouring countries have introduced television though unimportant, cannot be wholly disregarded. A list of these countries which have introduced television is given below:—

ASIA

Japan

Lebanon

China

Republic of Korea

Cambodia

India

Kuwait

Iran

Iraq

Philippines

Saudi Arabia

Singapore

Syria

Thailand

Hong Kong

Pakistan

Malaysia

Taiwan

Indonesia

Ryukyu Islands

Television services are being planned by Israel, Jordan, Aden and Burma.

RICA

Algeria

Ivory Coast

Kenya

Morocco

Nigeria

Northern Rhodesia

Southern Rhodesia

Sierra Leone

Uganda

United Arab Republic

Ghana

Gabon

Sudan

Ethiopia

Television services are to be introduced shortly in several other countries including Tunisia and Senegal.

742. We are also aware of the view erroneously held by some that television has necessarily a demoralising and corrupting influence, particularly on young receptive people. Undoubtedly constant exposure to television programmes portraying violence, the seamy side of life and degrading characteristics of human nature have a harmful effect on impressionable minds. But these undesirable features are not inherent in television. We do not believe that a body of responsible people entrusted with the control of a television service will not devise adequate safeguards to ensure that television will carry only such programmes as would provide useful information, education and attractive light entertainment in good taste. We do not consider that such an apprehension should come in the way of developing and using the powerful medium of television for nation-building activities.

743. Available analysis and evidence clearly establish that the prejudices and apprehensions mentioned linger only in uninformed and unreceptive minds. The impact of television in Britain has thus been summed up by

the Observer (Pictorial Supplement) of September 12, 1965, "Television is the great unifier. Both networks have built up a kind of solidarity and one-nation self-awareness among the British, more than anything else since the Blitz." Our experience in the present emergency has shown the possibilities of sound broadcasting to promote national awareness.

744. On the basis of the detailed study we have made of television, the discussions we have had with experts here and abroad and the beneficial results which have been achieved in other countries, we are firmly convinced that the time has come when its essentiality should no longer be questioned and its introduction on a massive scale no longer deferred. We envisage and recommend a plan to give a countrywide coverage by a television network in a period of about seven years. In other words, allowing for the preparatory stage, the coverage should be completed by the end of the Fifth Plan. We are convinced that this objective can be attained only by entrusting the responsibility for planning and execution to the Television Authority we later recommend.

745. *The Scope.*—Television requires a large investment, a significant part of which is in foreign exchange, for its installation, and technical skills of a high degree for its operation. It is necessary, therefore, that the plan for its introduction should be drawn up by competent people with considerable experience of this sophisticated medium. Consideration should also be given how best the foreign exchange component of the project could be found without making inroads upon our exiguous foreign exchange resources.

746. We have seen the Master Plan prepared by the Ministry of Information and Broadcasting for the introduction of television. We also understand that the Government has approved the plan and the idea of requesting some international organisation to conduct the survey and draw up a scheme for its introduction on a country-wide basis. While we accept some features of the plan, we consider that it needs considerable adjustments. We also feel that the basic assumption on which a 25-year target has been set ignores the benefits which will accrue, which though not susceptible of being evaluated directly in terms of money are in fact massive contributions towards building a new India. Healthy and prosperous villages increased yield from the soil, a literate and informed rural community, control of population growth, which can be progressively realised with the assistance of television, more than outweigh the heavy investment involved. If massive investments in other public undertakings have been considered to be worthwhile, it should be equally so in the case of television.

747. The plan prepared by the Ministry of Information and Broadcasting calls for an estimated investment of Rs. 100 crores spread over five Plans commencing from the Fourth. However, in accordance with its

basic concept, only an allocation of Rs. 4 crores has been asked for in the Fourth Plan for establishing centres in Madras, Bombay, Calcutta and Kanpur. This implies that the Ministry accepts the position that it would be sufficient if at the end of the Fourth Plan only a limited number of people, mostly in urban areas, and a handful of schools located in these regions derive the benefits of television. We are surprised at the half-hearted and hesitant way in which the plan has been conceived and are unable to subscribe to the basis proposed for developing television. Either we have faith in this powerful medium of communication and develop it fully for purposes already mentioned or we shelve the scheme for the time being. We consider that to temporise on such a major issue is wholly unjustified and even detrimental to our national interests.

748. It should be our aim to provide by the end of the Fifth Plan television services to all towns with a population of 1,00,000 or over. On this basis, 113 towns in an area of approximately 5,73 lakhs of square miles or 47 per cent of the total area of India would be covered. About 2½ lakhs of villages would be brought within the reach of the transmitters to be erected at locations shown in the map* at the end of this chapter. This plan would have to be drawn up by competent technical people but they would have to be given a clear directive on the coverage proposed. It is quite possible that by an adjustment in the location of transmitters overlapping can be avoided and an even larger area covered with the same number of transmitters.

749. No plan can be conceived and drawn up without clearly laying down the programme objectives. It is here that we can borrow from the experience of other countries similarly placed, determine relative priorities and define objectives to suit the requirements of our developmental programmes. We, therefore, proceed to outline the rôle which the Indian television service should fulfil in the earlier stages of its evolution.

750. Education is the key-stone to social and economic progress and should have, therefore, top priority. We conceive education in its broader concept to cover techniques of agricultural and industrial production, of principles of health, hygiene and family planning. Even at the risk of being repetitive, we should outline the major experiments conducted elsewhere and the results achieved through the medium of television in the field of education. This should provide useful guidelines to our organisation.

751. We should first deal with adult literacy which we consider essential for social and economic progress. Brazil, Mexico, Guatemala, Ivory Coast and Kenya, to mention only a few of the developing countries, are using television for eradicating illiteracy. The results of this experiment are yet to be precisely evaluated but available evidence establishes that it is gaining in momentum and popularity.

*Not printed.

752. The outstanding example, however, is provided by Italy, a developed and prosperous country which felt the need to plan something new and stimulating which would awaken the interest of illiterates in learning how to read, to write and to reckon. This led to the programme 'It is never too late to learn' being conceived and launched on television. Regular viewing points were established at convenient locations and a course lasting six months from November to April was devised and put on the air in the evenings, its timing being adjusted from time to time to fit in with the working hours of the viewers. Every lesson is carefully prepared and the double aspect of visual presentation and teaching suitably harmonised to make the lessons attractive. They are presented in simple language and are designed not to overtax the power of concentration of the audience. There is also a special telecast for writing exercises. At the end of the course, the participants are examined by a special commission and those who qualify are given proficiency certificates. The result of this examination has proved its worth as 80 per cent of the audience has qualified. Encouraged by the success of the scheme, a continuation course at a more advanced level has been introduced. The possibility of a relapse into illiteracy is thus guarded against.

753. Encouraged by the success of 'Telescuola', the East European countries, the United Arab Republic and some other countries in West Asia have organised similar schemes. We have also separately recommended to Government that the facilities of the Delhi Television Centre should be mobilised to introduce a course in adult literacy on an experimental basis.

754. Television for imparting formal education has also been effectively employed both by developed and developing countries. Those that do not have trained teachers and school buildings in sufficient numbers, and lack other aids to teaching, have resorted to television to make good the deficiency. Developed countries like the United Kingdom and Japan continue to use television for supplementing and enriching class lessons. The question of establishing a University of the air is also actively under consideration in the United Kingdom.

755. Television has also been used with success for giving vocational and technical training to overcome the shortage of technical training schools, and even otherwise. It has similarly been used to build up a corps of teachers mainly for primary schools and it has been used to give refresher courses to trained teachers to keep them abreast of new developments, more particularly in scientific subjects.

756. In addition to these comprehensive educational programmes arranged in schools or improvised locations, several countries have organised community viewing in tele-clubs to carry, mainly to the rural community, knowledge and skills necessary to their avocations in life. The programmes

followed by group discussions have contributed significantly to increase the productive capacity of even those who have yet to reach the stage of literacy. New ideas for developing civic sense, health and hygiene propagated with imagination and subtlety through the agency of tele-clubs have similarly shown remarkable results. Because of the beneficial results obtained, even advanced countries like France and Japan are still continuing with tele-clubs in rural centres. In Uganda, programmes for women on health and nutrition transmitted in local languages are viewed by thousands of women in community centres. It has been estimated that it would have taken five months to give the advice given in one television programme to the same number of women.

757. It is unnecessary for us to multiply these examples to establish that high priority should be given to educational and social programmes. Broadly speaking, the scope of the programme in India should be to provide within the range of the proposed transmitters:

- (a) A daily school service for all middle and higher secondary schools;
- (b) In-service training for school teachers and village level workers suitably adjusted to the differing needs of each State;
- (c) A daily programme for agricultural workers in which all relevant information and guidance would be provided for the rural community on agricultural matters, interspersed with light entertainment to hold the attention of the viewers;
- (d) A daily social education service which will include literacy lessons, programmes for women, information and entertainment suitable for semi-educated and illiterate adults;
- (e) Programmes for children; and
- (f) Programmes of entertainment.

758. We should add that in a multilingual country with regional disparities and differing cultures, traditions and customs, the regional programmes should be so designed as to preserve what is worthwhile and discourage what is not in harmony with national objectives. To quote the Observer of September 12, 1965. "The growth of autonomous regional television has been ITV's biggest contribution to British life. The best of these companies have real roots, financial and cultural, in their areas, and have brought a new liveliness and self-awareness to local life."

759. *Technical Problems.*—In June 1965, the Ministry of Information and Broadcasting constituted a technical committee under the Chairmanship of Dr. S. Bhagavantam to report on:

- (i) the technical aspects of TV development; and

- (ii) the new methods and techniques for providing a television service according to the highest international standards.

This step was taken without consultation with us and without even an intimation to us.

760. The committee enlarged the scope of its terms of reference to cover organisational and financial matters as being related to its examination of the technical aspects of television. It was surprising that proposals received from foreign firms for collaboration were remitted to it by the Ministry for recommendations, not so much on their technical content as on their general acceptability.

761. After several requests we were provided with the report only on November 15 when we had concluded our deliberations and taken up the drafting of our report. We proceed, however, to review its recommendations in the wider context of our responsibilities on the basis of our independent study and of discussions on technical issues with experts, foreign and Indian. We also examine the recommendations to see how far they fit in with our plan.

762. The Bhagavantam Committee was somewhat inhibited in its examination as it sought to relate its study to the 25-year Master Plan drawn up by AIR. This plan has the limited objective of providing only the four cities of Bombay, Calcutta, Madras and Kanpur with television in the Fourth Plan. The committee has accordingly recommended that $\frac{1}{2}$ KW pilot transmitters and corresponding transmission towers should be put up at existing installations of AIR to facilitate the very early inception of television in the selected centres. The committee has also proposed that these transmitters should be replaced after a few years by transmitters of higher power and a full-fledged service introduced. The committee also recommends that when this stage is reached, the pilot transmitters should be shifted to other centres to be taken up in the Fifth Plan and even later. We do not appreciate this two-stage development nor do we consider it necessary. The encroachment on the existing and somewhat inadequate facilities of AIR would neither serve the interests of sound broadcasting nor of television. Moreover, the range of the pilot transmitters being about ten miles, it would not be possible to use them for socio-educational purposes even on the limited scale of the Delhi Centre. We should add that temporary installations and other constructions tend to become permanent, delaying the implementation of the scheme as originally conceived.

763. The Bhagavantam Committee has rightly held that the limited scheme it envisages would not require a survey by or assistance from a foreign agency. But the scheme we recommend is far more complex and, as decided by the Government, should be preceded by a proper survey

and a plan by competent experts. We do not therefore lightly brush aside the offer made by the Nippon Electric Company to carry out a survey under the Colombo Plan for setting up television on a country-wide scale. Negotiations for such a comprehensive survey should be instituted immediately with a competent agency. This survey by a potential collaborator should be the prelude to its participation in the project

764. We have noted with approbation the forward look in the approach of the committee to other issues involved. It is only right and proper that our network should be set up with the latest equipment available and kept flexible to absorb new technological developments. In evolving a long-term comprehensive plan, we should take full account of the fast, even revolutionary development taking place in the field of electronics and the possibility of one or more communication satellites becoming available for use at not too distant a future. This implies that the plan should have built-in flexibility. While we cannot on the one hand wait indefinitely for the possibility of using communication satellites to mature, we cannot overlook this possibility on the other. These two conflicting considerations however have to be reconciled so that an early start could be made with the introduction of television.

765. We should first mention that our own technological development has yet to reach the stage when we can put a communication satellite in orbit. If, therefore, a satellite has to be used in the foreseeable future, we have to enlist the cooperation of either the United States of America or the Union of Soviet Socialist Republics for the purpose, either on the basis of payment of the cost involved or on an annual rental payment.

766. The advantages of using a communication satellite are that the cost of the scheme would be smaller as it would dispense with the necessity of installing a large number of repeater stations and micro-wave linkage. Secondly, the reception will be of very high quality, better than what can be achieved by a micro-wave network.

767. The disadvantages are that a communication satellite at the present time can only carry a single programme. While, therefore, the satellite will be able to carry one national programme, it will not be able to carry regional programmes in different languages and thus our main purpose of reaching the people would be largely defeated. Secondly, it has to be maintained in correct orbit electronically by a command station. This control can be interfered with and duplicated by an unfriendly country. It can even be used by it for its own purposes or dislocated and even destroyed. Thirdly, it involves the installation of highly sophisticated ground equipment including transmitters with highly directive antennae. Fourthly, the cost of sets which can receive signals from a satellite would be somewhat higher. On the basis of these considerations, we must rule out the use of a satellite at least for the first phase of our development.

768. We suggest that a plan should be drawn up which should provide for sixteen studio centres with the required number of auxiliary centres and micro-wave linkage by the end of the Fifth Plan. If, at the end of this period, technological developments justify the use of a satellite, we should switch over to it, utilising the repeater stations for extensive coverage of rural areas with special programmes of local interest and utility.

769. Arising out of this conclusion we would advocate that the necessary requisition for micro-wave links should be placed on the Posts and Telegraphs authorities now when they are going ahead with their expansion scheme. It would be much cheaper to add an additional line simultaneously for the exclusive use of television.

770. We concur in the recommendation that all equipment should be standardised. We also accept the recommendation that tenders should be invited only from the firms listed in the report who possess up-to-date technical know-how and are abreast of current developments. We discuss elsewhere the possibility or even the necessity of forming a consortium to undertake both financial and technical responsibility for the project.

771. We attach importance to the standardisation of all television plant and equipment, whether imported or manufactured indigenously. It has been our country's unfortunate experience in other fields that the introduction of a multiplicity of types of equipment not only created formidable problems of maintenance but also rendered installed plant and equipment idle as spares and components were not available. With standardisation and interchangeability, the problem would have been greatly minimised. Furthermore, the stock levels of spares could be kept reasonably low and the maintenance staff relatively small and more specialised. On all these considerations, we recommend strongly that the standardisation of equipment should be basic for the introduction of television.

772. There is the tendency to accept offers from different sources of different types of equipment, as they give immediate advantage, more particularly saving of foreign exchange. But this is taking a short-term and a limited view. In the long run it is more economical to standardise. We understand that television plant and sets are being obtained from several sources. We cannot help remarking that this is sacrificing the future for the present. It may be anathema to many, but we must, in the interest of efficiency and economy, recommend that the requirements of television be obtained from a single source. We should draw attention to the experience of the United Arab Republic which has made impressive progress both in the spread of television and in the manufacture of television equipment by making a single deal with the Radio Corporation of America.

773. Expert witnesses have averred that it would not be wise and economical to operate on ultra high frequencies but that we should use very

high frequencies instead, preferably in bands 1 and 3. The rationale of the advice preferred is that ultra high frequency transmitters are comparatively more expensive and their range is relatively small. We are impressed with both these considerations. We note that though the Committee did not specifically deal with this question, it has recommended the reservation of all the six channels in band 3, and the retention of the one channel in band 1, for television. When the time comes for increasing the number of channels, the question of getting band 1 vacated by other users should receive consideration. The cost and inconvenience to other users may well be much less than it would be to television to undertake future expansion in another frequency.

774. We find that the Bhagavantam Committee has not dealt with the issue of the introduction and gradual switch over of sound broadcasting to frequency modulation. There are distinct advantages in doing so as the clarity of reception will be greatly increased. The more important consideration, however, is the significant economies which will result if television and frequency modulation were to be developed together. The two services will be able to make use of the same transmission towers; it will only be necessary to provide separate antennae for the two services. The rapid development of television will thus also facilitate a corresponding rapid development of frequency modulation transmissions for urban listeners in the first instance, to be extended to rural listeners by suitable linkage later. The development of frequency modulation is a matter which we have discussed at length earlier, but we should now stress that a small proportion of television sets to be manufactured in India should provide for radio reception on frequency modulation as well. This forward view will more than compensate the small extra cost on manufacturing dual-purpose sets.

775. We would conclude our observations on technical issues by emphasising the need for compelling the addition of suppressors to all electrical appliances, if necessary by legislation, to avoid induction. Otherwise, there would be constant interference with television reception, detracting from its popularity and extension.

776. *Organisation.*—Television is a comparatively new medium far more sophisticated than radio. There are basic differences between radio and television in important matters of technique and financing of operations and planning and execution of programmes. Television also presents other problems infinitely more complicated.

777. Even so, many countries with well-established broadcasting systems found it convenient to entrust the development of television to their existing organisations. This arrangement soon proved to be little more than a marriage of transient convenience. The rapid growth of television, the remarkable advances in its technology and programme planning, and

its versatility in use, brought new responsibilities which could hardly be fulfilled within the resources of existing organisations. This difficulty has been sought to be met by investing the television wing with virtual autonomy. In the United Kingdom, the Union of Soviet Socialist Republics and in Italy, the television centre has now become a distinct, separate and powerful entity with tenuous links with the parent organisation.

778. In the light of these developments, it has to be considered whether it will be possible or wise to place television under the aegis of AIR. This possibility has to be ruled out as AIR is not organisationally and financially equipped to shoulder this responsibility. It would also be unfair to tag on television to AIR and expose it at its birth to prejudices which exist against AIR. On all these considerations, we would strongly advise against the development and management of this new medium, requiring a dynamic and imaginative approach and ample resources, being linked as an ancillary to an organisation which itself needs a major overhaul and refurbishing. We have been strengthened in this view by the opinion expressed by the Director General himself that television should be allowed to develop as a separate entity unfettered by the inhibitions of AIR.

779. The question still remains whether the new organisation should follow the pattern of AIR and become an attached office of a Ministry or whether it should be made an autonomous corporation, created by a special statute of Parliament. Having carefully considered the question in all its aspects, we have come to the conclusion that to develop on correct lines television must not be hampered by the limitations of a department; it should have a broader outlook, greater flexibility and freedom of action which the corporate form alone can give. This view received near-unanimous support from the witness who appeared before us. Government should naturally have control over its policy in matters clearly set out in the statute, and the right to issue directives whenever necessary.

780. While discussing the future organisation of AIR we have already stated in detail the reasons for our recommendation that an autonomous statutory corporation would be the best form of organisation for providing a broadcasting service. These considerations apply with equal if not greater force in the case of television and do not need a repetition.

781. We consider that to give shape to our recommendations immediate steps should be taken to invite a competent agency to prepare the project report. An officer of the status of a Chief Engineer should be associated with the team in its preparatory work, who could later be selected to head the technical wing.

782. To ensure that the two processes of project study and operation planning go hand in hand, it would be necessary to form the Television

Corporation with the nucleus of staff necessary to assess the ultimate requirements of staff, organise training, draw up the programme policy and prepare an estimate of the finances required. It should also initiate negotiations with potential collaborators but keep Government closely informed of developments. The agreements reached should naturally be subject to Government approval.

783. *Staff and Training.*—We have already given our views on the staffing of AIR and suggested reorganisation. The staffing pattern and employment policy of the Television Corporation we propose will have to be differently conceived and designed.

784. As mentioned earlier, television is basically a different medium from radio and cannot be given the same treatment. Being however a part of AIR, the Delhi Television Centre has unfortunately the same organisation as a radio unit and has developed unsuitable trends and nuances. For one thing, it has tended to become a top-heavy organisation in which the more expensive technical staff was until recently being incorrectly employed; for another, its programmes being produced on the basis of radio techniques and experience, are indifferent and even colourless. It is essential that the two activities should be separated at the large scale inception of television, to give it a fair wind.

785. We are in agreement with our Consultant that 'television needs a lively, decisive, imaginative, adventurous yet responsible staff'. This implies that its control and operations should be in the hands of those who have these attributes. Unless there is a break with the traditions of AIR and a basic departure from its employment policy, it would not be possible to recruit and retain people with qualities necessary for putting television on the air successfully.

786. Taking a look at the Delhi Centre, the first point that struck us was the strength of the staff deployed for its limited output. It appeared that there had not been a proper assessment of the staff required in different categories and that as problems arose they were sought to be met by hurriedly transferring whoever was conveniently available in the radio wing. As a consequence of this haphazard and irrational staffing, the sanctioned strength has been raised to 271 to allow for the recent extension of the service. This figure does not, however, include the staff dealing with television in the directorate-general in its planning, programme and administration sections.

787. The Centre provides a one-hour evening programme of news and entertainment of which only about a third is produced at the Centre itself, the rest being films or recorded material obtained locally or from abroad. It also provides three twenty-minute school lessons a day for six days a week during term-time for each of the two shifts in the schools, giving a

total broadcast time of about 120 minutes a day. But of these lessons one or two a week are repetitions of old lessons already recorded and telecast; thus reducing the output of the studio to about eight hours a week during term-time and under three hours otherwise.

788. In the opinion of our Consultant, the Centre is grossly overstaffed. Our Sub-Committee concurs in this assessment on the basis of its study abroad. 'Telescuola' in Italy, running school and adult literacy programmes, is on the air for 41½ hours a week but it employs a total of 128 people only including 27 technicians and 16 teachers. Admittedly, its telecasts do not require certain categories of staff which an inclusive service of information, education and entertainment would need, but even so the contrast is striking.

789. Our Consultant also informed us that a firm of international television consultants had recommended a total staff of approximately 50 for certain African countries embarking on television with a daily programme output of four hours. Similarly a UNESCO Mission, which advised Israel on the introduction of television, recommended a total staff of 226 distributed between the three organisations of the Central Administration, (the equivalent of the directorate-general of AIR), the Jerusalem and the Tel Aviv Studio Centres. This requirement was based on a suggested output of 23 hours of programmes a week of which over 12 hours were to originate in the two Studio Centres.

790. On this comparative study it becomes obvious that there is something fundamentally wrong in AIR's estimate and employment of staff at the Delhi Centre. It may be inexperience, ineptitude and untrained staff or it may be that AIR applied its own yardstick of job analysis in arriving at the figure of 271 for its much smaller output. We are aware that the explanation may be offered that certain essential staff have to be in position whatever be the duration of telecasts but it is inconceivable that this factor alone could account for the significant disparity between staff employed here and elsewhere. This uneconomic and even extravagant staffing must have unduly inflated the cost of the Delhi service and might even have entered in the financial estimate of the Master Plan prepared by the Ministry of Information and Broadcasting.

791. We consider, therefore, that the staff structure and its categories requirements may be remitted by the proposed Corporation to acknowledged experts to obtain realistic estimates in Indian conditions. On available evidence it is obvious to us that the scheme was launched and later expanded largely with untrained people inexperienced in handling technical equipment and in the planning of programmes.

792. The second point that struck us was that at its inception the Television Centre was manned largely if not entirely by people drawn from

sound broadcasting without a mature consideration whether this arrangement was suitable either for the installation or the development of this medium. Even in the selection of people from sound broadcasting, no attempt was made (or is made even now) to ascertain whether their visual sense was suitably developed and whether they had the aptitude to adjust themselves to new environments and new techniques. It is axiomatic that the selection of staff for television should be undertaken by experts in this medium but though there were hardly any television experts in AIR it did not seek outside expert advice. In this situation it is only to be expected that the programmes would be no better than amateurish in concept and in execution, as they now are.

793. On this analysis we are convinced that if costs are to be kept down and programmes of quality produced, there must be an individual assessment of staff already in position and future recruitment made with expert advice from the worlds of cinema, journalism, the theatre, radio and other allied media. Moreover, television must be a separate and distinct entity and its staff confined to uses within the organisation. With a common cadre for radio and television, as at present, specialist staff is frequently moved to other units of AIR, often on promotion; this deprives the Television Centre of people who have gained some experience and skill in operating this medium. A television expert, Mr. Christiansen, has remarked that one of the important limiting factors in the progress of the Delhi school television scheme has been the reassignment of personnel from one duty to another. This trend should now be reversed; without continuity neither efficiency nor economy can be achieved. We consider that people recruited from sound radio who are found suitable for television should be permanently absorbed in its cadres.

794. We trust that the Board of Governors will take note of these difficulties and find solutions for them so that when the Corporation comes into being it does not inherit an inept, uneconomic and oversized organisation.

795. We refrain from commenting on the scales of pay for permanent staff, levels of remuneration to producers and fees to artists. These are matters for determination by the Corporation which would undoubtedly take note of the complicated and intricate nature of television and make suitable adjustments to attract the right type of people. Meanwhile, not only should the strength of the staff at the Delhi Centre be suitably pruned down and unwanted staff returned to their radio assignments but the staff retained should also be allowed remuneration commensurate with their higher and specialised responsibilities.

796. Training is essential for the success of all human endeavour. The more difficult the objective, the greater is the need for training for its

attainment. Yet the necessity of advance training of the required number of people in the difficult and varied techniques of television had been ignored before the Delhi pilot project was launched in 1959. The malaise of the Centre has ever since been insufficiency of trained personnel to operate its services economically and to exploit its potential effectively.

797. It was only after six years, in 1965, that a producer was obtained on loan from the BBC to give a course of training to a small number of selected production staff. We consider that this is totally inadequate even to sustain the extended programmes of the Centre and to improve their quality, leave alone to handle the expansion we recommend.

798. We should mention that it has been the practice of AIR to depute officers abroad from time to time to be initiated in the technique and mystique of television. A total of 27 officers has thus been trained to date over a period of time. Of these, some have left service, some are on other duties in AIR and only 7 are employed at the Centre now. It is not known how many of those remaining have up-to-date knowledge of television and can be usefully employed. In any case, we doubt whether a team of experts could be built around such a small nucleus by in-service training.

799. We appreciate that without facilities and experts locally available, it would be difficult to launch a training scheme of any magnitude or utility. We equally appreciate the many difficulties in sending a large contingent for training abroad. Yet this problem has to be solved. Two alternatives suggest themselves: First, to obtain equipment and experts for the training institute under contemplation under the many assistance schemes available and, secondly, to make it obligatory for the foreign collaborator which is entrusted with the responsibility for the installation of transmitters, etc., and also all suppliers of equipment to train a number of people selected for service with the Corporation. We are encouraged to believe that the second alternative might by itself meet the immediate needs of the situation pending the organisation of the institute. For example in Ghana a firm of international television consultants employed for installing the system was required to give training to essential staff over a period of two years. This enabled trained Ghanians to operate the network on completion.

800. The duration of the training schedule, varied to embrace special programmes for educational, health and other social activities, would largely depend on the availability of experts and facilities, but it should not be in any case less than a minimum of six months. All employees, irrespective of levels and functions, should be put through the initial training course at some time or other, whether they be engineers, cameramen, producers,

editors, script writers or announcers. There should be provision for refresher courses and advanced training to keep the staff abreast of new developments and new techniques. Special care should be taken in the selection of a Director to head the training institute, who could also be associated in the drawing up of a plan for training and the selection of staff. We should imagine that with a developed film industry there would be no dearth of experts to advise and instruct on lighting, photography and other ancillary functions which are common to both the film industry and television. This should dispense with the necessity of employing foreign experts.

801. A comprehensive scheme to impart diversified training both to the technical and production staff should be instituted early to ensure that the development of this medium does not suffer from the disabilities of the past. The training institute must not be a replica of the Staff Training School of AIR, which though it has been in existence since 1948 has not been able to make any worthwhile contribution towards improving the quality and content of radio broadcasts. The reasons are many and we have examined them in an earlier chapter. Necessary studio facilities and equipment have not been made available separately. The instructional staff is neither specialised nor exclusively employed in the School. With part-time instructors, and use of studios and equipment when available, it is not possible to run a training course to any purpose. It is obvious, therefore, that to achieve results, the television training institute should be a self-contained unit with staff, equipment and studios exclusively at its disposal.

802. The Film Institute in Poona should be in a position to provide training in film editing, direction and make-up, construction of the background and scenery for shots, etc. Partly because of its proximity to Poona, partly because it is the main film producing centre and partly because of musical and other talent locally available, we consider that Bombay should be the best location for the training institute and for interim training.

803. Financial assistance as also technical staff for the institute are likely to be made available by international agencies like UNESCO. Some of the more advanced countries might similarly be willing to contribute towards the establishment and working of the Institute. If an international agency assisted, it is likely that it would stipulate that students from other countries would also be accepted for training. We see no difficulty in accepting such a stipulation if made. On the contrary, we should welcome foreign students in any case. It would be a gesture of friendship and goodwill which is bound to be appreciated and reciprocated.

804. Before we conclude we should stress the necessity of sending a few officers for training abroad. The training institutes in countries advanced in television technology are, we understand, prepared to provide facilities to foreign trainees by the grant of scholarships and bursaries. We should take advantage of these offers. RAI, the Italian Television Authority, offered our Sub-Committee a few scholarships. This offer was passed on to the Ministry but, as far as we know, nothing concrete has emerged so far.

805. *Finance.*—We have earlier mentioned that the installation of a television network needs massive financial outlay, a large part of it in foreign exchange. On both these counts, some acceptable form of foreign collaboration will have to be considered. Financing of the television service is another matter; it needs a different treatment.

806. Because of the low priority given to broadcasting, the allocation of Plan resources has so far been minuscule. We have already adduced many considerations why television should receive equal priority with industrial and agricultural schemes of development. Even so, the competing demands of other nation-building activities might make it difficult to allocate to television all the money it needs for developing a country-wide network by the end of the Fifth Plan. We have perforce to consider alternatives which would ensure requisite financial support.

807. We have made as detailed a study as is possible, in the absence of complete documentation, of developments elsewhere and the manner in which countries similarly situated have set about to bring the benefits of television to their people.

808. Foreign collaboration in two different forms has been adopted to cover fully the foreign exchange component of the project for the supply of capital goods such as transmitters, studio equipment, installation of links and other ancillary facilities. It has either taken the shape of participation in the equity issue of the corporation or it has been a straight loan with a period of moratorium before repayment commences. Some countries have adopted the former method in which a consortium of industrialists has a minority financial interest, the controlling interest being retained by Government. Some others have preferred the latter method but have not encountered any lack of response because of this choice. We also consider that we must not have any foreign equity participation in the proposed Television Corporation. It is needless to add that the provision of a loan must not give any voice to the donors in deciding the policy of the Corporation.

809. In addition, it has been arranged either separately or as a part of the same scheme that the foreign exchange requirements of manufacturing television sets and other essential equipment would be provided by the foreign associates, the inducement being that they would themselves supply the television sets until manufacture has been established but without an appreciable outflow of foreign exchange.

810. If it is found impractical for a single country to provide the required financial support, the formation of a consortium might become necessary. The idea of forming a consortium has caught on even in the matter of international aid to developing countries. It should not, therefore, be difficult to bring about the formation of a consortium to assist our project should this become necessary. We contemplate a package deal in which the collaborator would also accept responsibility for the manufacture of television sets and other equipment. It may be necessary to set up a separate manufacturing unit.

811. The willingness to collaborate with technical assistance and a loan will naturally depend on the viability of the project and its ability to generate enough resources to be able to repay the loan in agreed instalments. Under the plan we later discuss, we have no doubts that the revenues of the Corporation will be ample to meet all its commitments. We are confident that foreign collaborators would feel equally reassured.

812. The question will still remain how the rupee finance of the project can best be found. The allocation of a high priority for television together with the realisation that the acceptance of the plan we later unfold would make television a viable and even a productive venture should make it possible for the Planning Commission to release necessary resources. The expectation that television would become self-financing within a short time, if not at its inception, and that it would not, therefore, make annual demands for its running expenses should be a weighty consideration in the allocation of resources. It would imply that the initial investment needed would be little more than a capitalisation of a few years' recurring expenses, provision for which would have to be made otherwise, being inherent in the acceptance of a television scheme however unambitious it may be.

813. There is another aspect developed earlier, that is the extensive use of television for educational, agriculture, health and other socio-economic purposes. On a long term view, it may be found more economical, yet more effective to invest in television than for example to build schools for which teachers cannot be found, or equipment provided, or build health centres which can only be manned by indifferent and unimaginative people. Similarly, recurring expenditure on publicity to give an impetus to programmes for self-sufficiency in the production of foodgrains and other expenditure now incurred for popularising the introduction of improved strains

of seed, the use of fertilisers and pesticides, the rotation of crops, etc., could be considerably minimised by visual presentation which television alone can provide. These savings would be a recurring annual feature and should give welcome relief to the budgets of these departments. Once this important aspect of television is realised, there should be no difficulty in either increasing the allocation for television by corresponding reduction in the capital budgets of the Ministries concerned; alternatively, they should invest a part, albeit a small part, of their capital grants in building up a countrywide television network. A small advisory body of the participants in programme planning should ensure the allocation of adequate time to each.

814. The cost of operating the network depends on its output, the standard of the producers and artists it employs, the level of remuneration it pays, and the type and quality of programmes it provides. It must obviously be the aim to give the optimum output within the capability of the network and to plan and produce programmes of the highest quality employing first class artists. This implies that there must be resources available for establishing and sustaining a high professional standard comparable to other television services. This is not an easy task. While demands on public revenues for programmes designed for education, health and such other purposes might be justified, it would not be so for other programmes of information and entertainment. If, as earlier suggested, there is a contribution from other Ministries towards the capital cost of the installation, it may not be necessary to ask them to contribute also towards the cost of the programme output except may be in the first year or two until the revenue potential of television fully develops.

815. The method evolved by the British Broadcasting Corporation, and followed by some other broadcasting systems, is to levy a licence fee from the owners of receiving sets and to allocate the proceeds, after deducting the cost of collection, to broadcasting. The yield is thus directly related to the number of receiving sets held and licensed. The limitation of this arrangement is that the rate of levy cannot be easily adjusted to accord with the needs of the service. There are many factors including public resistance which have to be taken into account in a revision of the fee.

816. When the British Broadcasting Corporation entered the field of television, a separate and higher scale of levy was designed to finance its programmes and other operating costs. This levy has been adjusted upwards from time to time to sustain an expansion of programmes, to improve their quality and to neutralise rising costs. The public had gone along with these increases. More recently an Independent Television authority was created by statute and was given freedom to run its services with advertising revenues without sharing with the British Broadcasting Corporation the licence fees collected. This brought a new concept

of financing television in tradition-bound and conventional Britain. The programmes controlled by the Independent Television Authority not only proved attractive but were made available without any payment by the viewing audiences. We shall refer to the ITA later in the narration but mention it at this stage because of its indirect impact on the recent demand of the British Broadcasting Corporation for a substantial increase in licence fees both for existing services and for opening up a fourth channel which has become available. Government considered the increase demanded unreasonable and also unfair to licence-holders and conceded a smaller increase. This has left the British Broadcasting Corporation in a quandary.

817. It has to be appreciated that in a country like India the licence fees have to be kept reasonably low to accord with the people's capacity to pay. On the one hand, the number of sets in private hands in the initial stages will be small and the yield of licence fees negligible, on the other, there will be the need for a wide network to bring the social programmes within the reach of the community which needs them most. It will thus become necessary to accept commercial advertisements to supplement the revenue derived from licence fees.

818. We are aware of the opinion which still persists against the acceptance of commercial broadcasts. There is the apprehension that were commercial advertisements to be accepted television would become largely dependent on revenues derived from commercial interests and this might well lead to the political, economic and social policies of the organisation being influenced and even indirectly controlled by these interests. There is also the apprehension that the advertisements to have a popular appeal might tend to become somewhat vulgar and demoralising.

819. Experience elsewhere has shown that the acceptance of advertisements to accord with the programme policy of a television organisation does not bring it even remotely under the control of commercial interests nor does it lead to the presentation of material which is in questionable taste.

820. It is necessary to review in a brief compass, the policy adopted by different organisations, discussing later their merits and demerits. In the United States of America and Latin American countries as also in Iran, Lebanon, Thailand and the Philippines, television is in the hands of private interests who finance their operations, including the setting up and expansion of their existing networks, from revenues derived entirely from the sale of time to advertisers. In the United States of America and most of these countries, the advertisers not only buy time but also provide programmes of their choice which go with the advertisements. In Australia,

Japan and Canada, this system has been adopted by a number of comparatively small television stations which operate in competition with the national organisations which are maintained out of licence revenues. The acceptance of commercial programmes, known as 'sponsored programmes' has resulted in the largest and most prosperous television network in the world being built up in the United States of America and it has also given impetus to the growth of television in the countries mentioned and in Latin America and some countries of Asia. The major undesirable feature of this system is that the television organisation has very little control over the programmes put on the air with the result that they are often in questionable taste and have a demoralising effect on impressionable and immature minds. It has even been suggested that the increase in the rate of child delinquency in the United States of America is attributable to these programmes.

821. Benefiting by the experience of the United States of America, countries which entered the television field later, more particularly the European countries, evolved a new system. While accepting commercial advertisements as inescapable for supporting the growth of a sound television system and also the U.S. practice of selling time, they safeguarded the quality and standard of the programmes by refusing to allow the advertisers to produce them or even to have a say in the programmes which would include their advertisement material. By this method commonly known as 'spot advertising' or 'spot announcements', the organisations retained full control over their programme policy. An additional safeguard was also introduced, by statute where necessary but mainly by a code of conduct voluntarily agreed upon by the organisations and the advertisers, to control the make-up of the advertisements. Italy went a step further and set up a corporation to handle and produce all advertisement shots.

822. Television stations in West Germany, Ireland, Italy, Spain, the United Arab Republic, Iraq, Pakistan, to mention a few countries have adopted this system of spot advertising to raise resources to supplement revenues from licence fees or State subventions. Some countries such as Italy and West Germany have introduced the practice of presenting in a single special programme all advertisements within an allocated period of time, usually 20 to 30 minutes, at an excellent viewing hour, between eight and nine o'clock in the evening. Other countries intersperse the spots, not exceeding five or six minutes in an hour, in their daily programmes.

823. It is necessary to discuss the two practices, their merits and demerits and their revenue potential. The practice of concentrating all advertisements in one programme has two attractive features: First, it enables the viewers who are not interested in commercials to switch off at the hour when they are on the air; secondly, by not breaking into a programme,

it preserves the continuity and entertainment value of the programme and also the atmosphere it creates. The advertisers, however, do not consider this method as attractive as spots in regular programmes. They also consider that a spot should be repeated in a number of programmes in any one day to have worthwhile advertisement value.

824. The latter practice has undoubtedly greater advertisement value, as it provides a captive audience and a repeated presentation of the same spots in different programmes at different viewing hours. The irritation caused by the spots breaking into a programme has been sought to be removed by putting the advertisements at the beginning, the intermission and the end of the programmes. This is an improvement from the viewers' point and meets the advertisers' demands to a certain extent. The revenue potential of this practice is undoubtedly greater.

825. We have very carefully considered which of the two systems, the U.S. one of sponsored programmes or the European one of spot advertisement to recommend, or whether a combination of the two would be more suitable. We do not feel that one need be squeamish about sponsored programmes as such so long as they have an educative and cultural value and do not include any advertisement material except to mention at their commencement or conclusion that they were presented by the courtesy of so and so (naming the sponsors). Such programmes do not have the connotation or implications of sponsored programmes in the United States of America and should even be welcome as being useful and valuable additions to the repertoire of the television organisation. Such programmes are not uncommon elsewhere and have been viewed and appreciated by some of us abroad. These 'prestige' programmes are presented by sponsors who are inspired to contribute to the growth of the television system and incidentally bring their names and contributions to the notice of the viewing public. However, the revenues from this type of sponsored programmes will not be substantial but that should be no reason for excluding them.

826. The acceptance of advertisements should be considered only if it brings significant financial support to the growth of television. There is nothing non-ethical in accepting advertisements prepared in good taste provided that they do not affect the quality of the telecasts or make excessive demands on time. If the educational, social and children's programmes do not carry spots and they are confined to the entertainment programmes, there should not be any objection in adopting a practice which has now become more or less universal.

827. We conclude, therefore, that the Corporation should accept spot advertisements. The only question is whether it should concentrate the spots in one special programme or should allow them in all entertainment

programmes. We were attracted to the idea of concentration but we realise that it would not be possible with present resources to emulate the Italian example. Secondly, there being so many different languages and also regional disparities, central production would be difficult, if not impossible. Further, we understand from advertising experts that from the revenue angle it would be prudent to adopt the alternative of their distribution over several programmes. We recommend, therefore, that the Corporation should accept spot advertisements at the beginning and end of a programme; they should not interrupt a programme.

828. It is difficult to estimate the revenues likely to flow in. It will largely depend on the coverage given, the number of sets in use and their distribution between community and individual viewing and the amount now spent on advertisements. We are of the opinion that the limited production of television sets which the Bhagavantam Committee envisages will fall far short of the minimum required to carry the programmes of the sixteen studio centres we have suggested. Nor will the limited number attract advertisement revenue to the extent necessary for obtaining foreign collaboration or to sustain programmes of quality. We consider that the production in the first five years should not be less than five lakh sets. Half of this number will be required for community viewing and the other half will be available for private purchase. As the quality of the programmes improves, the larger will be the demand for sets and the larger the advertisement revenue.

829. We have discussed these questions with the Advertising Agencies Association and the Indian Society of Advertisers. They were both emphatic that if suitable opportunities were given to advertisers to use the medium of television, the response will be overwhelming. But they were in agreement with us that unless the basic figures we have in mind are realised it would neither evoke any enthusiasm amongst advertisers nor produce revenues of any significance. According to the two Associations about Rs. 30 crores a year are now spent on advertising, of which about Rs. 15 crores go to newspapers, Rs. 10 crores to the cinema houses and Rs. 5 crores are spent on posters and other advertising material. There would be first an encroachment on advertising in the cinema houses leading gradually to its elimination and partial diversion from posters; later some of the newspaper advertising will also come to television. It should be mentioned however that if no ceiling is imposed by statute on expenditure on advertisements by each industrial and business unit, expenditure will continue, as in the past, to grow and the major part of the growth will accrue to the Corporation. It would not be unreasonable, therefore, to expect a revenue of Rs. 10 crores a year when the coverage and viewing facilities we recommend are realised. In this computation we have not taken account of the revenue in foreign exchange which may be earned from foreign advertisers.

830. We should add that experience everywhere has shown that advertising revenue grows at a much faster rate than estimated. This in particular has been the experience of the Independent Television Authority in the United Kingdom. Making a slow start the revenues of the programme companies assumed such proportions that some of them were able to declare dividends exceeding 100 per cent after payment of taxes and making provision for reserves. This led Government to impose a special levy. In 1964-65, the programme companies paid £10 million as tax and £22 million as levy and were still able to maintain dividends at the handsome level of 20 per cent. In addition, the Independent Television Authority itself paid £2 million as tax. In other words, the exchequer earned in all about £34 million from the profits of advertisements on television without any financial outlay on its part. The loan granted by Government for the erection of transmitters, which are owned by the Independent Television Authority have, we understand, also been fully repaid. Although the Corporation may not achieve this spectacular result, it should not be unreal to expect that within a short period it would be able to sustain high standards of production, meet its loan commitments and yet pay on attractive dividend.

831. We refrain from giving an estimate of the capital investment needed as no reliable estimate has been made available. Even the Bhagavantam Committee has not furnished an estimate. The correct costs can only be determined after a proper survey and preparation of the project report.

832. There is another point which we have mentioned in an earlier report which we must reiterate. This relates to the heavy incidence of customs and excise duties in the cost of receiving sets, whether they are imported or manufactured indigenously with components partly indigenous and partly imported. We consider that the general revenue should forego these levies in the interest of developing television. We are encouraged to reaffirm the suggestion we earlier made on the example of the United Arab Republic which exempts all imports of television equipment, components and spares from customs duty. The remarkable growth of television and the economic manufacture of necessary equipment and sets in the United Arab Republic is in no mean measure due to the progressive policy adopted.

833. *Programmes.*—In paragraph 745 of this report we have outlined the scope of the television service as we visualise it, but it must be left to the proposed Corporation to decide on the scope of the service, how much it can do within the available resources and what priority to give to different types of educational programmes. We feel, however, that some useful experience has been gained from the existing television service from Delhi and that some changes can be made in it even before a countrywide-

service is introduced. We believe that our observations and recommendations will hold even for the television service to come. In the paragraphs that follow we examine the two present activities of the Television Centre and suggest the lessons to be learned for the future. We also suggest the introduction of some new programmes.

834. *School Broadcasts.*—In the field of school broadcasts, for which the Delhi Centre was primarily designed and established, the performance has been worthwhile and rewarding. Our Consultant on educational broadcasts considers that the success of the scheme is due largely to the cooperation of the school authorities and the teachers. This made it possible (a) to select the subjects which lend themselves best to visual presentation, (b) to have the scripts prepared by experienced teachers, and (c) to devise a common time-table for all the schools. Another foreign expert has made the point that the quality of the lessons would improve greatly if teachers and educational experts were given the major responsibility for the preparation and production of educational broadcasts. The lessons in English prepared with the assistance of the experts of the British Council have been far more successful than the other lessons. We endorse, therefore, the suggestion of our Educational Consultant that expert teams should be set up in collaboration with the National Council of Educational Research and Training for each series of lessons.

835. Obviously the school broadcasts must continue to be an essential feature of the programmes of the television network incorporating the refinements and improvements which have been suggested by foreign experts. We would add that an efficient breakdown unit, available at call, should be set up to keep the receivers in the schools in working order to prevent interruption to lessons and a break in their continuity, which we understand are not infrequent at present.

836. *In-service Training of Teachers.*—An allied question of considerable importance is the in-service training of teachers. Everywhere else television has been mobilised to keep them abreast of developments in science and technology and to initiate them into new and improved techniques of teaching. The Delhi Centre took up this responsibility, but thought that one lesson in a month was enough for the purpose. It is obvious that this half-hearted and tardy effort can achieve little. We consider that in-service training should be an integral part of educational broadcasts; the programmes should be planned and presented under the guidance of experts and should be broadcast at least twice a week during the school vacations.

837. *Programmes for Farmers.*—One of our primary considerations in recommending the introduction of television on a countrywide scale was the benefit it would bring to our rural areas. Programmes suitable for

viewing on community television receivers must, therefore, be broadcast daily from all centres. In our report on television submitted in December, 1965, we had suggested that a beginning should be made by giving bi-weekly programmes from the Delhi Centre after supplying community viewing sets to the villages which can pick up the programmes. Unfortunately this suggestion has not yet been taken up. We would once again urge the introduction of such a programme. Apart from the benefit it can bring to the villages it serves, it will provide an ideal opportunity to (1) test the impact of TV on rural viewers, (2) suggest methods of using the medium for the eradication of illiteracy and for adult education, (3) make a comparative study of the results achieved by TV and radio separately and in combination. Such research is essential before launching on a large-scale operation.

The programmes should be varied and designed to teach illiterate adults to read and write as has been successfully achieved in Italy, and to disseminate information and knowledge of local problems of agriculture, health, sanitation and family planning. An attempt should also be made to introduce tele-lessons for village schools. The programmes should be interspersed and enlivened by light music and entertainment.

838. *Social Education Programmes.*—As mentioned earlier the utility of tele-clubs has been proved by their success in countries like Japan and France. Emulating their example, about 180 tele-clubs have been established broadly on the lines of the community listening centres ever since the Delhi Television Unit was commissioned. A bi-weekly evening programme of social education of half-an-hour's duration was introduced. It was estimated by AIR that the tele-clubs would provide viewing facilities to and attract an audience of about 20,000 people. Whether this estimate was ever realised is another matter. On a particular visit by us to a few tele-clubs, we found that the attendance was well below the average estimated. It may be that the novelty had worn off or that the programmes were too dull and monotonous to sustain the interest of the audience. Without audience research it is not possible to ascertain the basic causes.

839. We should, however, observe that the frequency and duration of the programmes were not sufficient to make a perceptible impact on the audience even if the programmes had been of excellent quality. We appreciate that within the limitations of an improvised studio and insufficiency of equipment it was hardly possible to improve upon the time allotted. But this was no cause for the programme provided being indifferent in quality and content. Going more deeply into this question, we found that there had been very little pre-planning and pre-training and insufficient collaboration with those responsible for social education before the evening programme was introduced. These lapses were mainly responsible for the failure to give life, colour and substance to the programme. It was also

evident to us that with radio technique and experience and radio artists it was not possible to exploit a medium basically different and infinitely more complicated.

840. We had rather expected that with the completion of the new studio and expertise developed over a period of six years, it would have been possible to provide better programmes of longer duration and of value to the viewing audiences in the tele-clubs. But we were disappointed to find that only half an hour is devoted to social educational matters in the current extended programme of seven hours a week. For the rest of the time the programme is of general entertainment and information. The tele-clubs even now meet only on one or two days a week and the general programme is thus available to them only on those occasions.

841. The programme has obviously to be reoriented and the receiving sets in the tele-clubs activated whenever there is a programme on the air. We have earlier stressed the urgency of a literacy programme being undertaken by the Delhi Centre. We have recommended the introduction of programmes for farmers. We would now urge that the tele-club programmes should cover health, family planning, etc., on a massive scale. But we should reiterate that they must be interspersed and enlivened by items of light entertainment of quality.

842. As things are, we find little justification for the resources of the Delhi Centre being dissipated in providing sub-standard programmes to about seven hundred families who own or are provided with receiving sets as prestige symbols. We even wonder how many of them take advantage of the doubtful privilege of viewing the programmes. We consider that there should be a basic change in the present programme policy of the Delhi Centre and its resources used largely for programmes with a purpose.

843. The management of the tele-clubs and the maintenance of sets installed are aspects which require a brief mention. We understand that some of the tele-clubs have not been functioning properly as the selection of the organisers was indifferently made and the remuneration given was unattractive. Often the organiser was not available at the time the sets had to be switched on. The more important problem is the maintenance and servicing of the sets. There are frequent breakdowns which remain unattended to for long periods. We had ourselves occasion to notice that of the three tele-clubs visited by us only one was functioning properly. The sound section of the set at one location had been out of commission and we were informed that that had been so for several days. The set at another had been completely out of order for quite some time. This manner of functioning of the tele-clubs is not likely to enthuse many people. It only gives mental satisfaction that tele-clubs have been established and sets have been provided; whether they are functioning or not is another matter, hardly anybody's business.

844. *Programmes for Women.*—We would advocate that a special programme for women should be introduced at least twice a week on health, nutrition, home economics, family planning and child care, with special community viewing facilities. This, followed by discussions aided by a trained social worker should lead to the assimilation of ideas and acceptance of suggestions the programme carries. Without the willing cooperation of women, more particularly in rural communities, it will not be possible to bring about the social transformation we seek.

845. *Programmes for Children.*—Similarly, a children's programme should be introduced three times a week in the early evening hours. The programme should cover a variety of subjects and should be presented attractively to arouse their interest and hold their attention. Legends, folklore, snippets of history and geography, music, sports, etc., can be suitably blended to produce a programme which should widen their horizon, sharpen their perception and provoke their interest in many matters specially in their own land and people. In many countries we find that this programme has proved as attractive and educative to adults as to children.

846. *Programmes of Entertainment.*—Emulating the example of other television systems, a correct balance should be established between originating programmes of general information and entertainment, whether live or video-taped and documentaries and other films. Foreign films and video-taped programmes would enrich the knowledge of the viewing audiences and widen their horizon and should be obtained. As far as possible, arrangements should be made for exchange of programmes to keep down the expenditure in foreign exchange to the minimum. We should be circumspect and selective in accepting films and programmes, which are offered free as they are mainly of propaganda value to the donor countries.

847. *Audience Research.*—We have already dealt in an earlier chapter with the requirements of audience research. The TV Corporation should have its own independent research unit and to maintain its objectivity, it should be made directly responsible to the Board of Governors. It should not only ascertain people's preferences but also evaluate the impact of different programmes so that necessary adjustments could be effected to make them more attractive, appealing and useful.

848. *Language.*—As in the case of radio we would stress that the language used in the broadcasts should be what people themselves use in the viewing areas. It should not be pedantic beyond the comprehension of the people for whom it is intended. It is only by avoiding the use of such language that radio and television could be made, as elsewhere, a part

of the people's lives. It is when this has been achieved that radio and television will come into their own as powerful and abiding influences in bringing about national integration and solidarity and enhancing cultural, intellectual and educational standards.

SUMMARY OF RECOMMENDATIONS

We conclude with a brief summary of the major recommendations we have made in the body of the report without detailing the considerations which weighed with us in making them.

The summary should be read against the background material in Part I of the report and interpreted in the light of our observations in the paragraphs to which the recommendations relate.

PART II

CHAPTER 3.—*Technical Coverage: Policies and Plans*

The present AIR network should be expanded to serve a larger number of listeners including linguistic minorities and special audiences. But priority should be given to qualitative improvement. This should be secured by giving each region at least two channels. (Paras. 74—79).

2. Low-power transmitters should be installed in each compact agricultural area in the country to give necessary impetus to the programmes of intensive agriculture introducing also programmes of socio-educational value. This would on the one hand extend the coverage and on the other release time on regional transmitters for improving the content and quality of general programmes. (Para. 80).

3. Short-wave broadcasts for the internal service should be discontinued. (Para. 81).

4. Frequency Modulation which provides better reception should be introduced as widely and as early as possible after drawing up an overall plan for the purpose. (Paras. 82—85).

5. A technical review of the entire system by a committee of experts should be undertaken and a perspective plan of development drawn up to ensure that transmitters of the right type are obtained and located correctly on technical and not on political or other considerations. (Paras. 89-90, 92).

6. BEL's capacity to provide transmitters has remained unused because of lack of advance planning to conserve foreign exchange; it is essential to use internal resources to the extent possible; standardisation is important for economy and efficiency. (Para. 91).

7. The rapid promotion of radio listening in India, including community listening, demands the manufacture of low-cost receivers. The expansion of transmitter capacity should go hand in hand with manufacture and release of low-cost transistorised receivers. The difficulties in the way of producing such receivers can be overcome by (1) waiving import duties on raw materials and components for a limited period while indigenous resources are developed, (2) concentrating production of components and sets in a small number of units, (3) standardisation of the receivers, (4) imposing a ceiling on the sale price, (5) distributing them through co-operative societies and post offices and (6) withdrawing excise duties, sales tax and other imposts on such low-cost receivers. All this is only possible if the Planning Commission gives high priority to the production of radio sets. (Paras. 93—108).

8. A high level committee of Ministries concerned should give immediate attention to this question and ensure necessary co-ordination. (Para. 109).

9. Until production increases the possibilities should be explored of the import of low-cost sets on lines similar to PL 480. (Para. 109).

10. AIR should not operate Wire Broadcasting services. The State Governments, local bodies, even private companies should be encouraged to provide them. (Paras. 110—118).

11. The Planning and Development Unit should concentrate on planning while execution should be left to the Project Offices; proper delegation of powers to all levels and a simplification of regulations are necessary for speedy execution. The Central Public Works Department should create a specialised wing for AIR works. (Paras. 119—123).

12. Maintenance functions should be decentralised in the interest of speed. (Para. 124).

13. Research is handicapped by shortage of staff and funds. It must be encouraged and original work rewarded. (Para. 125).

PART III

CHAPTER 4.—*AIR Programmes: Some Problems*

14. The procedure for the selection of artists prevents the engagement of the best available talent. The audition system leads to the use of mostly mediocre artists. This should be remedied by decentralising auditions and giving initiative and responsibility to the Programme Producers. (Paras. 129—133).

15. The scale of fees offered by AIR does not attract worthwhile people. The fees must be revised to take into account the rise in the cost of living. (Paras. 134—137.)

16. Regulations which give rise to anomalies such as ceilings on individual earnings, thus preventing the use of class artists, should be rescinded. (Paras. 138-139.)

17. A psychological transformation is necessary to give confidence, initiative and freedom of action to the staff. (Paras. 141-142.)

18. The names of Producers responsible for programmes should be announced. (Para. 143.)

19. AIR should present different points of view impartially and objectively. It should not have any editorial views of its own. (Paras. 144-146.)

20. Election broadcasts should be arranged as in other countries. (Paras. 147-148.)

21. Over-centralisation has led to inertia at the stations. Standardisation and regimentation are unsuitable in a country in which regional disparities are considerable. Zonal co-ordination is not likely to be effective, it would merely cause further delays and confusion. Decentralisation is essential for efficiency and economy. Delegation of authority to all levels should be commensurate with their responsibility. Subject to policy directions the stations should have freedom to plan programmes and be adjudged on their performance. (Paras. 151-161.)

22. Adequate training and specialisation are essential to prevent the programmes from being amateurish. (Paras. 162-164.)

23. Insufficiency of studio equipment, transport and other difficulties should be progressively removed. (Paras. 165-170.)

24. Lack of harmony between various sections of the staff leads to unsatisfactory presentation of programmes. This must be eliminated by organisational adjustments. (Paras. 171-173.)

CHAPTER 5.—*Audience Research*

25. The need for listener research to guide the day-to-day planning of programmes, allocation of resources, assessment of staff performance, etc. has not been appreciated. Certain programmes continue to be broadcast even when they have no audience and large sums of money are spent on programmes which command very little listening. Proper planning demands that suitable listening arrangements are created for special programmes before they are introduced. (Paras. 174-188.)

26. There is a need for an immediate survey of rural listening. (Paras. 189-190.)

27. Listener research is an expensive activity and must be properly organised and adequately financed. Unless this can be ensured there would be no purpose in reviving listener research. (Paras. 191-194.)

28. Research should be a part of the broadcasting organisation, but it should work under the guidance of and report to the Board of Governors of the Corporation. (Paras. 199-202.)

29. The personnel for listener research must be specialists in their field and carefully selected. The present practice of appointing Station Directors to such specialised posts should be given up. (Paras. 203-204)

CHAPTER 6.—*Language*

30. The distinction between the spoken and written word is often ignored in AIR programmes. Broadcasters must use appropriate language for each broadcast keeping in mind the audience and the subject. The enunciation must be smooth and should avoid affectation. (Paras. 205-207.)

31. The language of news broadcasts, rural programmes, etc., which are listened to by people of various educational levels must be simple. (Para. 208.)

32. AIR translations are too literal and therefore artificial and stilted. Hindi programmes should be prepared independently and the results assessed in terms of cost. Adaptation rather than literal translation is necessary. (Para. 209.)

33. In developing languages the absorption and even coining of new words is unavoidable but such innovations must be gradual. (Paras. 210-211.)

43. Long-term policy directives on language must be issued to the stations by the directorate-general. (Paras. 212-213.)

35. English broadcasts of general interest should be made available in translation to a wider audience. (Para. 215.)

36. Listener research would indicate listeners' response to the language employed. (Para. 216.)

37. Hindi lessons must be resumed by AIR but their planning should be in consultation with experts and benefit from the experience of other countries in teaching languages by radio. (Paras. 219-220.)

38. There should be no attempt to fuse Hindi and Urdu. Hindi should be enriched by assimilating words in common use. (Para. 221.)

39. The planning of Hindi programmes to be relayed by non-Hindi stations needs imagination. (Para. 222.)

40. Through trial and error and according to the findings of listener research AIR should be able to evolve a form of Hindi acceptable to the widest audience. (Para. 223.)

CHAPTER 7.—Programmes

HOME SERVICE

Music

41. The Classical music programmes appear to be excessive in relation to listeners' preference; the taste for classical music would be better developed by better programmes including music appreciation programmes. (Paras. 225-227.)

42. Light music should have more experimentation to improve it and higher fees to attract talent. (Paras. 228, 238.)

43. Amateur musicians should not be engaged for music programmes unless they come up to a minimum standard. They should be trained before they are put on the air. (Paras. 229-230.)

44. The audition system must be revised to avoid delays and centralisation from which it suffers at present; Station Directors assisted by local boards should audition musicians. (Paras. 231-236.)

45. The National Programme of Music has deteriorated in quality; the frequency should be reduced and only top-ranking artists should be invited. (Para. 239.)

46. Orchestral music should be encouraged not only from Delhi but all the stations. (Para. 239.)

47. Western music should be given adequate time and funds. (Paras. 240-241.)

Vividh Bharati

48. The system of providing recordings made centrally to several low-power transmitters scattered over the country is expensive and unsatisfactory. The transmission arrangements should be readjusted. (Paras. 243-244.)

49. The content of the programme is popular only with certain types of listeners. Changes in the content by introducing more spoken word and variety should be considered. A balance should be struck between popular demand and the obligation to mould public taste. (Paras. 245-249, 251.)

50. Vividh Bharati should also have its own production centres to avoid over-dependence on the stations. (Para. 250.)

51. An additional channel is necessary to provide light programmes in every region. Vividh Bharati transmitters in non-Hindi regions should be released for a few hours a day for this purpose until an additional channel becomes available. (Paras. 252-254.)

Dramatic Programmes

52. The increase in the number of plays broadcast has resulted in indifferent quality. The development of the radio play is essential, but for this better fees must be offered and facilities for training. (Paras. 257-259.)

53. A team of good performers must be built up and there must be better arrangements for rehearsals. (Para. 260.)

54. The large number of features broadcast has resulted in a deterioration in quality. (Para. 262.)

55. Workshops at various centres in the country to train writers for features and documentaries are necessary to make up for the deficiencies of training. (Para. 262.)

Talks, Interviews and Discussions

56. The preparation of quarterly schedules of talks by the stations for approval by the 'director-general is a waste of effort as the scrutiny in the directorate is perfunctory. This should be given up. (Para. 267.)

57. Several of the defects in these programmes could be removed if there was a conscious effort to do so. (Para. 269.)

58. The production of talks has been neglected and the language and delivery of most talks are unsuitable and unattractive. (Para. 270.)

59. The absence of out-door programmes is a deficiency which should be removed. (Para. 273.)

60. Programmes prepared by outside agencies should be accepted by AIR to a limited extent; these would release pressure on AIR's studios and introduce variety in the programmes. (Para. 275.)

61. Each AIR unit should have a pronunciation unit and adequate research and reference facilities. (Paras. 276—278.)

EXTERNAL SERVICES

62. The external services have been neglected. The following steps should be taken to improve them.

The transmissions must be strengthened by provision of higher power transmitters. (Paras. 290—294.)

63. The priorities should be adjusted and several new services introduced. Broadcasts for African, Arab, Chinese and Russian listeners should be given priority. (Paras. 295—298.)

64. The programmes have an excess of cultural material and are dependent on the Home Service; area specialisation in the news and political commentaries is essential to make these programmes suitable for the areas for which they are intended. (Paras. 304—312, 314.)

65. An Advisory Committee with representatives of the Ministry of External Affairs, Ministry of Commerce, Ministry of Education, and bodies like the Indian Council for Cultural Relations and the Council for Africa should be constituted to make the programmes purposeful. (Para. 313.)

66. Indian film music should not be discouraged but provided to meet the demand in certain target areas. (Para. 315.)

67. The External Services Division must be self-contained with its own transmitters, studios, equipment, staff and other facilities. (Para. 316.)

68. Until the requisite number of trained Indian staff is available foreign nationals should continue to be employed under proper supervision. (Paras. 317—320.)

69. The directional staff of the External Services must be specially selected; the possibility of borrowing personnel from the Foreign Service should be considered. (Paras. 321-322.)

70. Steps must be taken to assess the impact of the programmes in foreign countries. (Para. 323.)

71. The Ministry of External Affairs should take greater interest in these services. It should decide what services should be broadcast and to which target area, it should exercise overall direction on the content of each service and supervise the preparation of the scripts of political broadcasts, if not take complete responsibility for them. The Ministry should provide the funds for the external services, both for the recurring annual expenditure and for the capital expenditure. (Para. 325.)

THE NEWS SERVICE

72. Although news commands the widest listening of all programmes the news bulletins suffer from a number of disabilities.

The duration of 15 minutes for some of the bulletins is excessive, the duration should be reduced to 10 minutes, though when need arises they should be broadcast for a longer duration. (Para. 333.)

73. The language of the news bulletins is stilted and pedantic; the requirements of radio are not kept in mind. Language must be simple and more colloquial. (Para. 334.)

74. The bulletins are repetitive as the same news items irrespective of their importance are given in successive bulletins. If it is necessary to repeat an item it should at least be re-worded. (Para. 335.)

75. The range is very narrow. Items of sports, science, and culture and human interest stories are insufficient. The bulletins should be better balanced. (Para. 336.)

76. There is no news policy as a result of which items are not selected applying professional standards. A well-defined news policy must be laid down so that there is no suppression of news or its dilution. (Para. 33.)

77. The bulletins should give different opinions expressed on matters of importance. At the same time AIR should not broadcast inflammable material. (Para. 337.)

78. News coverage should combine public responsibility with professional requirements. (Para. 338.)

79. Since "Today in Parliament" reviews parliamentary affairs, the news bulletin which follows should not give too much time to parliamentary proceedings. (Para. 339.)

80. Speeches of Ministers should not be reproduced at length unless they make news. (Para. 340.)

81. News-reading is mechanical and the News Readers are not trained. There must be a radical change in the system of recruiting News Readers. (Paras. 341—346.)

82. The need for official clearance of items of news before they can be broadcast prevents AIR from putting out fresh news on a number of important occasions. Such official clearance should be obtained only in the case of matters concerning security. (Paras. 347-348.)

83. The number of full-time and part-time correspondents is inadequate and also the remuneration for part-time stringers. AIR should have a corps of good special correspondents to provide freshness to its news broadcasts. Stringers in the rural areas are essential. (Paras. 349-350.)

84. There are no foreign circuits for AIR and no correspondents abroad. There must be at least two or three correspondents posted abroad immediately in regions important to India. (Para. 351.)

85. The reference service is not properly organised and should be overhauled so that its services may be available to the news personnel on duty round the clock. (Para. 352.)

86. The pool system tends to standardise news bulletins and fails to distinguish between bulletins for different groups of listeners. Bulletins in Indian languages and in the external services suffer most from the pool system and the reorganisation must take into account their requirements. (Paras. 353-356.)

87. The news-reels of AIR should be produced by specialists who have freedom to select items without interference and according to professional judgement. A skilled editor-*cum*-producer must be placed in charge of this programme which should be made a daily feature. (Paras. 357-360.)

88. AIR should have its own commentator for "Today in Parliament". (Para. 361)

89. "Topic for Today" should be topical, which it is not at present, and should follow and not precede the news. (Para. 362.)

90. A whole-time producer-in-charge is essential to give "Focus" proper form and content. Tape recordings should be obtained from all the centres to widen coverage. (Para. 363.)

91. Both "Topic for Today" and "Focus" should include controversial matter. While the News Division should not have any editorial views, it should present to the listeners different points of view widely held on major issues. (Para. 364.)

92. These programmes should not be prepared mainly by AIR staff as at present. There should be a panel of commentators for the programme "Topic for Today". Government views should be put forward by identifiable spokesmen. (Para. 365.)

93. Whether the Central Information Service continues or not the staff of AIR should cease to be part of it and must belong to AIR exclusively. (Paras. 369—372.)

94. Recruits assigned to the News Division should undergo further training in radio news. (Paras. 373-374.)

95. To provide specialised skills working journalists should be engaged on short-term contracts. (Para. 375.)

96. The strength of the News Division should be assessed on professional standards. (Para. 380.)

97. The News Division should be given adequate administrative and financial powers and facilities for efficient working. (Paras. 382-383.)

98. The stations of AIR which put out regional news bulletins should have the necessary freedom to present these according to the requirements of their listeners. (Para. 384.)

99. Listener research should reveal what listeners want in the way of news and comment. Advance planning and quick evaluation are necessary for a good news service. (Paras. 385-386.)

100. The Monitoring Service should be housed in proximity to the News Room or must be linked to it by special telephone cables to avoid the present uneconomic duplication of a unit in Simla supplemented by one in Delhi. (Para. 392.)

101. The monitoring of foreign broadcasts should be done efficiently so as to cover all important broadcasts. (Paras. 396-397.)

102. Adequate staff quantitatively and qualitatively should be made available and proper facilities for monitoring and communicating the material monitored. (Para. 397.)

EDUCATIONAL BROADCASTS

103. Surveys conducted in the last few years have revealed that schools do not take advantage of AIR's school broadcasts. The following steps are necessary to make the broadcasts purposeful.

The policy of broadcasting general programmes to enrich the knowledge of the students should be abandoned and programmes reoriented to give lessons included in the curriculum. (Para. 466.)

104. The selection of subjects and the presentation of material are not imaginative nor planned correctly and the delivery of the talks is often unsatisfactory. (Paras. 409-412.)

105. The planning and production of school broadcasts require close collaboration between teachers who prepare the scripts and the producers who produce them. A few teachers should be trained in radio techniques and given overall responsibility for these programmes. (Para. 413.)

106. Since education is a state subject coordination with the state educational authorities is essential. It should be far more formal, yet intimate, than it is at present and the educational authorities should feel as much involved as AIR in the planning of these programmes. (Para. 414.)

107. The pamphlets and literature issued to schools should be priced and sold for bulk use. (Para. 415.)

108. More schools should be equipped with radio sets; the National Institute of Audio-Visual Education should assist them financially. (Para. 416.)

109. Tape-recorded programmes may be supplied to those schools which are unable to receive the lessons at the time of broadcast. (Para. 420).

110. An Advisory Board for educational broadcasting should be constituted with representatives of AIR, the Ministry of Education and state educational authorities. (Para. 424).

111. University broadcasts should be so organised that students can listen to them collectively in the presence of one of their teachers. (Paras. 425-426).

112. Closed circuit university broadcasts should be allowed whenever any university takes the initiative in this respect. (Para. 429).

BROADCASTS FOR THE BORDER REGIONS

113. The coverage for the border regions is inadequate in view of the volume and nature of the broadcasts beamed to these regions from unfriendly countries. Recent improvements have not made any appreciable difference. (Paras. 436—443).

114. High-power medium-wave transmitters should be installed in close proximity to target areas. (Paras. 444-445).

115. Meanwhile existing medium-wave transmitters which can provide a secondary service should do so even at the expense of listeners in the primary listening areas. (Paras. 452—454).

116. The programmes for the Forces require collaboration with the Defence authorities to improve quality and content. The recent extension in the duration of these programmes, though welcome, is not sufficient. (Para. 455).

117. Programmes for civilians on the border should be improved and many more broadcasts in their dialects provided. (Para. 456.)

118. Monitoring of Chinese broadcasts should be arranged; this will also assist in drawing up programmes to counter their propaganda. (Paras 457-458.)

119. Radio should be mobilised and used effectively to safeguard the security of the border regions by setting up a Board consisting of interests concerned to lay down policy. Counter-propaganda should also be planned and guided by experts in various fields. (Paras. 459—464.)

BROADCASTS FOR RURAL AREAS

120. The present transmissions for rural areas and arrangements for their reception in those areas are unsatisfactory; the duration is insufficient, the number of community receivers is inadequate; the maintenance of community sets is inefficient and there are various other social limitations on community listening. (Paras. 466—481.)

121. The mass production of low-cost one-band transistorised receivers is the only solution to the problem of much wider listening. (Para. 482.)

122. Local broadcasting for rural areas from a number of low-power transmitters serving districts or agriculturally homogeneous areas is the only way in which to reach the rural community effectively. A survey should be conducted urgently to determine the number, location and power of the transmitters and also whether they should be on Frequency Modulation or Amplitude Modulation. (Paras. 483—497.)

123. The use of auxiliary centres of AIR for rural broadcasting should be urgently explored; by provision of simple studio buildings it should be possible to utilise several of them. (Para. 498.)

124. Steps should be taken to explore foreign aid for the transmitters required for this purpose. (Paras. 499-500.)

125. Data on the needs and tastes of rural listeners should be obtained for designing programmes to be broadcast. (Para. 503.)

126. The negligible time and money devoted to the rural programmes at present needs to be reviewed. Resources should be diverted from the

urban programmes to the rural to improve their quality and quantity. (Paras. 504—511.)

127. Those responsible for presenting and producing rural programmes should be properly trained and allowed to specialise. (Paras. 512-513.)

128. Co-ordination with the Union Ministry of Agriculture and with the State Governments is essential. (Paras. 514—516.)

129. Television should be used for rural education; the Delhi TV Centre should introduce a bi-weekly agricultural programme for the villages around Delhi which can pick up the signal from the present transmitter. (Paras. 517-518.)

130. Efforts should be made to obtain two transmitters through foreign assistance for pilot projects in two rural areas in the country. (Paras. 519-520.)

CHAPTER 8.—*Publicity and Public Relations*

131. The present state of AIR's radio journals is disquieting; they are mostly running at a loss for the last several years. (Paras. 523—553.)

132. The publication of the journals must be organised on commercial lines; an autonomous unit should be set up with the necessary administrative and financial powers. It should decide which language journals should continue and which should stop publication. (Para. 554.)

133. The same autonomous unit should be made responsible for the publication of various other material to publicise the programme activities of AIR. (Para. 554.)

134. AIR should have Public Relations Officers on its staff. (Para. 555.)

PART IV

CHAPTER 9.—*Staff*

135. There should be no distinction between Producers and Programme Executives; they should be integrated. Existing staff in both categories should be screened and only those retained who have proved their worth. (Paras. 565—567.)

136. There is no need for Salahkars. (Para. 568.)

137. The number of long-term and short-term staff should be determined on a systematic assessment of the needs of the stations. The strength

should be determined according to the workload. Considerable reduction is possible if trained and suitable people are employed. (Paras. 570—575.)

138. Pay scales in AIR are lower than the duties and responsibilities of the posts would justify; the Director General of AIR does not have the same status as the Heads of other Departments. Pay scales of other posts also require to be revised to attract the right people. (Paras. 576—578.)

139. The structure of AIR's staff is unbalanced; the preponderance of junior posts also affects promotion prospects. The engineering staff has less opportunities for promotion than comparable staff in the CPWD, P & T, etc. Conditions of service require to be improved. (Paras. 579—583.)

140. AIR's Staff Training School is inadequate and should be reorganised, short periods of training do not serve any useful purpose, a two-year period of training is necessary for all new recruits. The Training School should be a miniature radio station with all facilities. (Paras. 587—591.)

141. Recruitment of Programme Executives from lower ranks has resulted in an influx of untrained people. This should not continue. (Para. 594.)

142. Qualified engineers should not be assigned minor and non-technical duties. (Para. 595.)

143. Transfers of Officers on promotion or on requirements of service affect specialisation; specialists should be retained in their jobs when necessary by giving them suitable compensation for forgoing promotion. (Paras. 596—598.)

144. The staff of AIR must not be permanent Government servants. A live and growing organism requires flexibility in staffing and the ability to weed out unsuitable people; staff should, therefore, be appointed on contracts for indefinite periods with a proviso for termination of service at any stage with suitable compensation. The employee should have the right of appeal to the Board of Governors. (Paras 600—605.)

145. Long-term contracts should cover the entire staff of the organisation with certain exceptions, who should be permanently employed. Administrative and news staff obtained at present from other services should in future be provided by those in the organisation. (Para. 606.)

146. The non-engineering staff should be recruited on a linguistic basis. All posts up to the level of Assistant Station Directors should be regionalised; the posts of Station Directors and others of comparable

status should be on an all-India list to be normally filled by suitable persons from the regional stations. (Paras. 607-608.)

147. For non-engineering duties university graduates should be inducted into the service of AIR by a written examination followed by an interview. A selection board, constituted by the Corporation, should conduct such selections on a regional basis. Engineering graduates should be recruited after an interview. (Paras. 609-610.)

148. The basic scale of recruits should be on par with other superior services. (Para. 611.)

149. Proper in-service training must be given to all new recruits on probation; those retained should be assigned duties for which they are best suited. (Para. 611.)

150. The cadre should be graded suitably and normally contracts should be given according to grades. Deviations and appointments to certain categories of posts must be approved by the Board of Governors. (Para. 612.)

151. Besides the normal method of recruitment AIR should be free to offer short or long-term contracts to remove imbalance and maintain standards. (Para. 613.)

152. The different specialised sectors should provide equal opportunities for advancement within themselves by being properly graded. (Para. 614.)

153. Promotions on consideration of seniority do not give best results nor efficiency; vacancies in higher grades should be advertised internally and in certain cases public advertisements should be resorted to. (Paras. 616-617.)

154. Engineering activities and establishments should be placed under engineering officers; suitable engineers should also be considered eligible for appointment as Station Directors. (Paras. 618-619.)

155. A Personnel Department should be formed with an expert from outside until AIR staff can replace him. (Para. 620.)

156. Conditions of work in AIR are unsatisfactory; essential amenities are denied to the staff; cramped accommodation, unhygienic surroundings, lack of cleanliness must be remedied. (Paras. 621-623.)

CHAPTER 10.—*The Future Organisation of AIR*

157. AIR's failures arise from organisational deficiencies and inadequate financial resources. Its functioning as an Attached Office of the Government of India creates several difficulties for the organisation. It is over-centralised. The powers delegated to the Director-General are quite inadequate administratively and financially to allow him to function efficiently and the stations of AIR are similarly handicapped. All executive levels should have administrative and financial authority commensurate with their responsibilities. (Paras. 641—650).

158. The Director General should have a say in the shaping of policy and programmes and should be given greater flexibility in fulfilling them. (Para. 651)

159. The stations of AIR should have greater autonomy. (Para. 652).

160. It is not possible to enlarge the Director General's powers to the extent necessary in a Government organisation. (Para. 655.)

161. Agencies such as the Railway Board, the Atomic Energy Commission, the Council of Scientific and Industrial Research are also not suitable models for a broadcasting service for various reasons. (Paras. 656—658).

162. The corporate form successfully adopted by broadcasting organisations in other countries has been accepted for various State industrial enterprises in India. A similar form for AIR would provide it with the freedom to evolve its own methods of recruitment, regulate scales of pay and conditions of service according to its needs, and devise a financial and accounting system appropriate to its creative activity. (Para. 659).

163. The formation of a Corporation by itself would not bring about a psychological transformation. AIR must become a national authority in which major national interests would be represented and it should also be financially independent. (Para. 660).

164. All radio and television organisations are subject to control and regulation by the State. Those constituted by charter or statute are autonomous but are subject to surveillance by a Minister for certain purposes. (Paras. 666—668).

165. Radio and television have a purposeful role to fulfil in any, more so in a developing society. Such powerful instruments of mass communication should not be allowed to be in private hands on many considerations. (Paras. 669-670).

166. Arguments advanced for maintaining its present status, such as its educative role, accountability to Parliament, the present emergency and its reliance on public revenues, are neither valid nor substantial for rejecting the corporate forms. (Paras. 676—687).

167. Considerations for making AIR autonomous are many. In a democratic society broadcasting should present information and education impartially and objectively and not seek to propagate the policies and attitudes of the party in power. It must act as a trustee in the national interest. (Paras. 688—691).

168. It must have administrative freedom which a Government department cannot enjoy. It should have flexibility in recruitment and the authority to weed out unsuitable staff from time to time. (Para. 692.)

169. Financial autonomy would allow long-term, rational and economic planning. (Para. 693).

170. The Corporation should be set up by an Act of Parliament laying down clearly its objectives; the scope of Government authority should be defined; the right to require the Corporation to broadcast certain programmes and the right to veto broadcasts in the national interest should be reserved to Government; the Act should lay down the authority and powers of the Governors. Parliament should ensure that these safeguards are invoked when necessary. (Para. 694).

171. The Chairman of the Corporation and the Members whose number should not exceed seven, should be drawn from diverse fields of national life and enjoy a reputation for integrity, ability and independence. (Para. 695).

172. The selection of the Chairman and Members of the Board should be by Government. (Paras. 696—699).

173. Members of Parliament and service personnel may be included by reason of their personal eminence. (Para. 700).

174. The Director General must be carefully selected. It is not advisable to confine the selection to Government servants; if a civil servant is selected, he must resign from service. (Para. 702)

175. Decentralisation is essential for the proper functioning of AIR. (Para. 705).

176. While control of the regional stations by the State Governments is not desirable, a closer link is necessary between the State administrations and the regional stations. (Paras. 706—708).

177. Supervision and control over the stations should be more effective than the present negative control of enforcing the observance of rules and regulations; emphasis should be on review of the quality of the programmes. (Paras. 710—712).

178. The establishment of a competitive channel of broadcasting is not desirable under present circumstances. (Paras. 713-714).

179. Universities, State Governments, Municipal Corporations and other such bodies may be allowed to instal transmitters for their own purposes. (Para. 715).

180. Wire broadcasting may be operated either by the State or local bodies or by private enterprise. (Para. 716).

181. There is considerable scope for economy in the present management of AIR through long-term planning. An immediate review is necessary of programme planning and utilisation of existing installations and facilities. (Paras. 720-721.)

182. For capital expenditure Government should provide equity capital or loans or both. Broadcasting is not a commercial activity and should be eligible for assistance from public revenue. (Paras. 722-723.)

183. The assets of AIR should be transferred to the Corporation without any interest or financial liability; Fourth Plan allocations should similarly be made available free of charge; thereafter the Corporation should be able to manage its capital expenditure from its own resources, resorting to borrowing on its own standing when necessary. (Paras. 724-725.)

184. Licence fees should continue to be levied, but improvement is necessary in their recovery by a better anti-piracy organisation; the cost of collection should be reduced; the entire net licence revenue should be made available to AIR. (Paras. 726—729.)

185. The Ministry of External Affairs should bear the entire cost, capital and recurring, on the External Services of AIR. (Para. 730).

186. For additional resources for expanding the network and improving the programmes, advertising would be the most fruitful source of revenue; advertising should be accepted under certain safeguards and restriction in the Vividh Bharati service and advertisements of certain types should also feature in the rural programmes and in the external services. (Paras. 731—735).

PART V

CHAPTER 11—*Television*

187. The need for an early introduction of television in the country, for the role it can play in social and economic development, is being increasingly realised. (Paras. 740—743.)

188. A country-wide coverage by the end of the Fifth Plan should be attained by entrusting the planning and execution to an independent TV authority. (Para. 744.)

189. The Plan of the Ministry of Information and Broadcasting is inadequate in various respects and should be replaced by a more ambitious Plan to be drawn up by experts. (Paras. 747-748.)

190. The programme objectives of the plan of development should be to provide:—

- (a) A daily service for schools.
- (b) In-service training for teachers and village level workers.
- (c) Programmes for farmers.
- (d) Social education programmes for adults, including illiterates.
- (e) Programmes for children.
- (f) Entertainment programmes. (Paras. 749—758.)

191. A survey by a competent agency to determine the plan of development is essential. (Para. 763.)

192. The possibilities of satellite communication are remote and it is necessary to proceed with conventional links. (Paras. 764—768.)

193. There is need for standardisation of equipment and receivers in the interest of economy. (Paras. 770—772.)

194. The advantages of developing Frequency Modulation for sound radio stations side by side with television should be availed of. (Para. 774.)

195. TV should be separated from radio. (Para. 778.)

196. The formation of an independent Television Corporation is necessary. (Paras. 779-780.)

197. A competent agency should be invited to prepare a project report. (Para. 781.)

198. The TV Corporation should be formed, with the nucleus of staff to plan the operations while the project study is being undertaken. (Para. 782.)

199. The Delhi TV Centre is over staffed; the staff structure and staff requirements should be remitted to acknowledged experts to obtain realistic estimates. (Paras. 786—791.)

200. The staff is not properly selected and is mostly untrained. There must be an assessment of staff and future recruitment should be made with expert advice. (Paras. 792-793.)

201. TV staff should be confined to uses within the organisation and allowed to specialise by being permanently absorbed. (Para. 793.)

202. The early establishment of a training institute is essential. (Paras. 799-801.)

203. The possibility of financing it with the help of an international agency should be explored. (Para. 803.)

204. It would be impossible to finance an extensive television service without some form of foreign collaboration. Of the two types of collaboration prevailing in various parts of the world the choice should be of a long-term loan from one country or a consortium, both for installation of television and for the manufacture of TV equipment and sets. (Paras. 805-811.)

205. Allocations from the Planning Commission would be necessary for the rupee finance for a short time until the Corporation becomes self-financing. (Para., 812.)

206. Ministries of the Government using TV for their programmes should invest a small part of their grant for the project. (Paras. 813-814.)

207. As revenue from licence fees would be insufficient for the recurring cost of the service, the acceptance of advertising would be necessary to supplement licence revenue. (Paras. 817-819.)

208. Of the different forms of advertising, spot advertisements at the beginning and end of programmes should be accepted along with a certain amount of sponsored programmes. (Paras. 820-827.)

209. Until the local manufacture of TV sets is taken up, sets should be imported without duty. (Para. 832.)

210. Improvements are necessary in the school broadcasts in the light of suggestions offered by experts. (Para. 834.)

211. Better arrangements for reception of programmes in schools and for the replacement and repair of television sets should be made. (Para. 835.)

212. In-service training of teachers is essential through regular bi-weekly broadcasts during vacations. (Para. 836.)

213. A bi-weekly programme for farmers should be introduced immediately for villages around Delhi by providing a few television sets. (Para. 837.)

214. The present social education programmes of half an hour per week for tele-clubs should be extended and literacy lessons, programmes on health, hygiene, family planning, etc. should be introduced. (Paras. 838—842.)

215. The maintenance of tele-club sets should be better organized. (Para. 843.)

216. Programmes suitable for women and children should be introduced. (Paras. 844-845.)

217. Programmes of entertainment should be in keeping with standards in other parts of the world; the import of films and television programmes should be allowed and the exchange of material should be encouraged to save foreign exchange. (Para. 846.)

218. A separate audience research unit should be set up for television which should be responsible to the Board of Governors of the Corporation. (Para. 847.)

219. The language of television programmes must be that which is used in a particular region and should not be pedantic. (Para 848.)

(Sd.) ASOK K. CHANDA

Chairman

(Sd.) NATH PAI, M.P.

Member

(Sd.) M. S. GURUPADASWAMY, M.P.

Member.

(Sd.) L. M. SINGHVI, M.P.

Member.

(Sd.) SMT. KAMALA CHAUDHRI, M.P.

Member.

(Sd.) S. HASAN ZAHEER

Member.

(Sd.) HAZARI PRASAD DWIVEDI

Member.

MISS M. MASANI

Secretary

April 18, 1966

(i)

LIST OF PERSONS WHO MET THE COMMITTEE

Date	Place	Name	
16-2-65	Delhi	Shri S.N. Chib Smt. Amita Malik Shri B.K.R. Kabad	
17-2-65	"	Shri P.N. Chopra Shri J.C. Mathur	
18-2-65	"	Shri S. Benegal Dr. V.K. Narayana Menon	
5-3-65	"	Mr. Tor Gjesdal General J.N. Chaudhuri	
10-3-65	"	Mr. Tor Gjesdal	
11-3-65	"	Shri N.L. Sahdev	
27-3-65	"	Dr. H.J. Bhabha	
31-3-65	"	Shri B.P. Bhat Mr. Frank Wilder Dr. A.R. Baji	
1-4-65	"	Shri P.V. Krishnamoorthy Col. Luthra Shri K.S. Mullick	
17-4-65	"	Shri S. Parameshwaran Mr. H. Durant	
20-4-65	"	Shri B.S. Anand Dr. A.M. Natesh Shri Azim Hussain	
21-4-65	"	Shri K.P. Rungachary Shri M.V. Desai	
22-4-65	"	Shri Madan Mohan Shri P.C. Mathur Shri S. Sitaram Shri S.D. Malaviya Shri N. Krishnamurthy Shri V.B. Pradhan	} Representing the AIR Engineers' Association.
"	"	Shri M.S. Sengar Shri Asok Bajpai Smt. Lotika Ratnam Shri S.S.S. Thakur	} Representing the AIR Staff Artists' Association.
26-4-65	"	Shri B.V. Baliga	
6-5-65	"	Shri M.L. Dwivedi, M.P. Shri Mahida, M.P. Smt. Mohinder Kaur, M.P.	

(ii)

Date	Place	Name
10-5-65	Delhi	Shri Rajdeo Singh, M.P. Shri C.R. Raja, M.P.
"	"	Shri A.L. Maini Kumari Meera Mazumdar Shri B.S. Anand Shri V. Rampal
11-5-65	"	Shri L.D. Asthana, M.P. Smt. S. Nigam, M.P. Shri Munzui, M.P.
18-5-65	"	Mr. John Douglas
9-6-65	"	Mr. Leonard Miall
10-6-65	"	Mr. Leonard Miall
21-7-65 to 24-7-65	Moscow	Mr. Mamedov Mr. Maxakov Mr. Ivanov Mr. Monusov Mr. Tsekonye Mr. Dvinin Mr. Bogomolov The Deputy Chairman of the Committee on Cinematography Mr. Asminain Mr. Burkov Mr. Isachenko
26-7-65 to 5-8-65	London	Lord Notmanbrook Lord Reith Sir Harry Pilkington Mr. O.J. Whitley Mr. W.H. Cockburn Mr. Herman Grisewood Mr. Tangye Lean Mr. J.H. Rowley Mr. Donald Stephenson Mr. Thirkell Mr. Huw Whelden Mr. S.G. Williams Mr. I.R. Atkins Mr. Bridgewater Mr. Bernard Forbes Mr. Leonard Miall Mr. Donald Edwards Mr. R.S. Postgate Dr. C. Armour Mr. H.R. Gin Mr. Donald Hodson Mr. T. Morgan Mr. Charles Mclelland Mr. R. Deane Mr. Kenneth Fairfax Sir Robert Fraser Mr. Bernard Sendall Sir Harold Eyans Mr. A. Curbishley Mr. A. Graham

} Representing the AIR
Programme Staff Association.

Date	Place	Name	
		Mr. William Collingwood Mr. Donald Kerr Mr. Charles Barnes The Chairman of the Labour Party Committee on Broadcasting Mr. Martin Redmayne, M.P.	
6-8-65 to 10-8-65	Rome .	Dr. Pietro Quaroni Dr. Fabio Borelli Mr. Giordano Prof. Neri Mme. Bruno Dr. Guido di Marzo Father Jerome de Souza of the Order of Jesuits Father Parel Father George	
11-8-65 to 14-8-65	Cairo .	Mr. Arafa Zaiyan Mr. Abdul Hamid el Hadidi Mr. Ahmed Taher Mr. M.F. Zaki Mr. Yehia Abu Bakr Mr. Saad Labib Mr. Mohammed Bassiuni Mr. Ghari Kashlan Mr. Kotouri	
24-8-65	Delhi	Shri Chaman Lal Shri D.B. Choudhury Shri Jivan Lal Mattoo	
25-8-65	"	Dr. B.C. Deva Shri A.K. Sahni Shri Sri Ram Shri J.N. Ganhar Shri J.D. Sharma	
26-8-65	"	Smt. Dharambal Shri Rajendra Sharma Shri S.B. Sharma Shri Asok Bajpai Shri Gopal Kaul Shri R.V. Bade, M.P.	
30-8-65	"	Shri R.M. Naqib Shri I.K. Chopra Shri M.Z. Malik Shri P.N. Songotra	} Representing the AIR Technical Employees Association.
"	"	Shri S.S. Bhatnagar Shri R. Ramaswamy Shri J.N. Bhandari Shri G.N. Gokaran	} Representing the AIR (Subordinate Offices) Ministerial Staff Association.
"	"	Shri Swaraj Chandra Bowra Shri N.G. Chaudhury Shri S.L. Kaul Shri Chanchal Singh	} Representing the AIR Monitors' Welfare Association.
"	"	Shri B.L. Malhotra Shri K.N. Malhotra Shri Ramnath Shri B.S. Mehra	} Representing the AIR Stenographers' Association.

Date	Place	Name
31-8-65	Delhi	Shri S. Sen Shri R. N. Seth Smt. Meera Mazumdar Shri S.S.S. Thakur
1-9-65	"	Shri I.K. Kaul Shri M.S. Sengar Shri G.N. Pandey
2-9-65	"	Shri Narendra Sharma Shri I. Malik Shri M.L. Malhotra Shri K.G. Ramkrishnan
6-9-65	"	Shri M.R. Masani, M.P. Shri N.K. Bhat
7-9-65	"	Shri J.N. Sahni Shri Jaipal Singh, M.P. Shri K. Srinivasan
8-9-65	"	Dr. B. Gopala Reddy, M.P.
13-9-65	"	Shri G.C. Awasthy Shri Ramesh Thapar
14-9-65	"	Shri S. Subramaniam Shri E. Alkazi
15-9-65	"	Smt. P.P. Barooah Shri K. Rangachari Col. Streenivasan Dr. V.K. Narayana Menon
16-9-65	"	Shri Narendra Kumar Smt. R. Thapar
18-9-65	"	Dr. B. Gopala Reddy, M.P. Shri P.N. Kirpal
20-9-65	"	Shri B.Y. Nerurkar Shri Inam Rehman Dr. V.K. Narayana Menon Col. Streenivasan
21-9-65	"	Shri R.S. Sharma Shri S.K. Patil
22-9-65	"	Shri Anil K. Chandra Shri M.M.K. Aga
23-9-65	"	Smt. Tarabai Sathe, M.P. Mr. Peter Albany
19-10-65	Calcutta	Shri P.C. Sen
"	"	Shri R. Ghosh Dr. B. Dutta Shri P.R. Gupta Dr. Basu Shri Das Gupta

} Officials of the West
Bengal Government.

Date	Place	Name	
19-10-65	Calcutta	Shri G.C. Chukervarty Smt. Lila Mazumdar Shri Jnan Prakash Ghosh Smt. Dipali Nag Shri Romesh Chander	
20-10-65	"	Shri P.C. Chatterjee Mr. A.E. Charlton Shri A.K. Sarkar Sir Ramaswamy Mudaliar Shri M.A. Khan	
21-10-65	"	Shri J.N. Ray Mr. H.K.S. Lindsay Shri S.R. Chatterjee Shri B.K. Roy Choudhury Raja B.N. Ray Choudhury of Santosh	} Representing the Calcutta Citizens Association.
22-10-65	"	Mr. W.A.C.H. Bosschaart Dr. Sachchidananda	
5-11-65	Delhi	Shri R. Ahmed Shri J. Chakravarty	} Representing the Advertis- ing Agencies Association of India.
"	"	Mr. Pothan Philip Mr. Hafeez Noorani Mr. B.R. Menon Mr. P. Sanyal	} Representing the Indian Society of Advertisers.
8-11-65	"	Smt. Lotika Ratnam Dr. S. Bhagavantam Dr. Charles Fabri	
10-11-65	"	Shri N.L. Sahdev Shri J.N. Khosla	
11-11-65	"	Shri K.P. Shungloo Shri J.G. Mills	
"	"	Shri L.R. Nair Shri G.G. Mirchandani Shri G.N.S. Raghavan Shri E.V. Shastri Shri K.L. Sharma	} Representing the Centraf Information Service As- sociation.
12-11-65	"	Dr. V.K. Narayana Menon Dr. V.K. Nandan Menon	
13-11-65	"	Shri Satya Narayan Sinha Shri A.N. Jha	
15-11-65	"	Smt. Padmaja Naidu	
17-11-65	"	Smt. Raksha Saran Panditbhusan Shri J. Shastri Khunte Shri Atma Singh	
2-12-65	"	Dr. V.K. Narayana Menon	

Date	Place	Name	
3-12-65	Delhi	Dr. V.K. Narayana Menon	
6-12-65	"	Shri S.S. Aiyar	
7-12-65	"	Shri K.S. Mullick	
8-12-65	"	Dr. L.S. Chandrakant Shri I.J. Bahadur Singh	
15-12-65	Bombay	Shri S.L. Kirloskar Shri L.K. Ojha Shri S.C. Israni Shri R.K. Phatak	} Representing the All India Radio Merchants Assn.
16-12-65	"	Dr. D.G. Vyas Shri K.R. Sunder Rajan Shri J.R.D. Tata Prof. G.C. Banerjee Shri B.G. Verghese	
		Dr. R.K. Kapre Mr. W.A.C.H. Bosschaart	} Representing Philips India Ltd.
17-12-65	"	Shri Mulkraj Anand Shri P.C. Dutt Smt. Vera Benenson	
		Shri Rao & others	} Representing the Radio Electronics and Tele- vision Manufacturers' Association
		Shri V.P. Naik	
		Shri Rahulkar Shri Masurekar Shri Sukthankar Shri Bodhankar Shri Wagle Shri Pitke Shri Navre Shri G.C. Patke	} Officials of the Maha- rashtra Government.
18-12-65	"	Shri S.R. Tikekar Shri Gangadhar Gadgil Shri Phiroze J. Shroff Smt. R. Gandhi	
20-12-65	"	Shri P.K. Atre Shri G.P. Pradhan Prof. R.K. Barve Shri D.D. Lakhanpal Shri W.H. Golay	
21-12-65	"	Sow Leelaraje Patwardhan Shri Jagat Murari Shri M.C. Vaidya Shri R. Ramaswamy Shri N.G. Goray Shri U.P. Shah Shri D.B. Karnik	

Date	Place	Name	
22-12-65	Bombay	Shri Adi Marzban Shri Pinakin Thakur Prof. C.C. Mehta Shri Y.A. Fazalbhoy Shri Mahajani Prof. V. Bapat	
7-1-66	Delhi	Shri S.N. Agarwal	
2-2-66	Bangalore	Shri D.N. Dixit	
3-2-66	„	Shri M.S. Shankar Rao Shri M. Basudeva Rao Shri T.V. Thimmegowda Shri B.V. Baliga Shri Sethuram Shri K. Shamanna Shri M.A. Parthasarathy Shri K.C. Subramanian Shri M.N. Parthasarathy Shri C.S. Venkatachar Shri Jayashila Rao	} Officials of the Mysore Government.
4-2-66		Shri R.M. Patil Shri Ramkrishna Hegde Shri Alva Smt. Devika Rani Roerich Shri Kodanda Rao	
5-2-66	Madras	Shri S. Gopalan Shri S. Rangarajan Shri V. Lakshminarasimhan Shri G.T. Shastri Shri R. Parthasarathy Shri Somasundaram Shri Ranganathan Shri K.V. Gulwadi	
„	„	Shri Semmangudi Srinivasa Shri Musiri Subramania Iyer Shri Lalgudi Jayaraman Shri T.N. Krishnan Shri K.S. Venkataramiah Shri A. Subhiah Shri Azhavalliappa Shri K. Subramanian	
„	„	Shri M.G. Balasubramanian Shri K. Diravaiyam Shri M.C. Subramaniam Shri M. Bhakatvatslam	} Officials of the Madras Government.
6-2-66	„	Smt. Rukmini Devi Shri C. Devanesan Shri S. Srinivasa Rao Shri S.B. Balachander Shri T.V. Vishwanath Aiyar Padma Bibhuson Dr. T.N. Ramchandran Shri S.V. Natarajan	

Date	Place	Name	
7-2-66	Hyderabad	Shri Brahmanada Reddy	
		Dr. T.V. Reddy	} Officials of the Andhra Pradesh Government.
		Shri Mirza	
		Shri G.V.S. Mani	
		Dr. Gulam Ahmed	
		Shri B.N. Raman	
		Shri Pratap Reddy	
		Shri T. Ramchandra Rao	
		Shri Jagannath	
		Shri Achanta Janaki Ram	
		Shri V. Ramamurthy 'Renu'	
		Shri M. Seshachalapathi	
8-2-66	"	Shri S.A. Govindarajan	
		Shri Abid Ali	
		Prof. V.K. Gokak	
		Dr. A.V. Rao	
2-3-66	Delhi	Mrs. John Freeman	
		Prof. M.S. Thacker	
3-3-66	"	Shri Asoka Mehta	
		Shri M.C. Chagla	
4-3-66	"	Shri V. Shankar	
8-3-66	"	Shri Tarlok Singh	
9-3-66	"	Shri R.D. Sinha 'Dinkar'	
		Shri C.S. Jha	

LIST OF PERSONS WHOM THE CHAIRMAN MET

1. Mr. R. Michener, High Commissioner for Canada.
2. Dr. W. Berg.
3. Shri M. L. Sastri.
4. Shri Asoka Mehta and others in the Planning Commission.
5. Dr. Paul Neurath.
6. Shri J. P. Bhattacharjee.
7. Shri P. R. Desikachar.
8. Shri P. N. Deobhakta.
9. Mr. Somerlad.
10. Mr. F. Wilder.
11. Shri C. Subramaniam, Minister for Food & Agriculture.
12. Mr. Wedgwood Benn, Postmaster General, United Kingdom.
13. Mr. Aubrey E. Singer.



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