

**ESTIMATES COMMITTEE  
(1973-74)**

**(FIFTH LOK SABHA)**

**FIFTY-NINTH REPORT**

**MINISTRY OF INFORMATION & BROADCASTING**

**FILMS**

**Part II**



**LOK SABHA SECRETARIAT  
NEW DELHI**

*April, 1974/Vaisakha, 1896 (Saka)*

*Price : Rs. 2.40*

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Corrigenda to 59th Report of Estimates  
Committee on the Ministry of Information  
and Broadcasting - Films Part-II

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# CONTENTS

	PAGE
COMPOSITION OF THE COMMITTEE . . . . .	(iii)
INTRODUCTION . . . . .	(v)
 I. FILMS DIVISION :	
A. Historical Background & Objectives . . . . .	1
B. Quality of documentaries produced by the Films Division . . . . .	5
C. Production of Documentaries by Private Producers . . . . .	18
D. Newsreels produced by the Films Division . . . . .	22
E. Setting up of Units in other Film Producing Centres . . . . .	25
F. Production of Films for Television . . . . .	26
G. Audience Survey . . . . .	29
 II. FILM AND TELEVISION INSTITUTE OF INDIA, POONA :	
A. Historical Background . . . . .	32
B. Organisation Set-up . . . . .	32
C. Achievements of the Institute . . . . .	35
D. Refresher Courses . . . . .	44
E. Expansion of the Institute . . . . .	45
F. Growth of Private Institutions . . . . .	47
 III. CHILDREN FILM SOCIETY :	
A. Historical Background . . . . .	50
B. Working of the Society . . . . .	50
C. Production of Films by Children's Film Society . . . . .	57
D. Distribution and Exhibition of Films Produced by the Society . . . . .	61
CHAPTER IV — FILM ARCHIVES OF INDIA . . . . .	65
CHAPTER V — FILM SOCIETIES . . . . .	72
CHAPTER VI — CONCLUSION . . . . .	76
 APPENDICES—	
I. Summary of Recommendations/Conclusions contained in the Report . . . . .	84
II. Analysis of Recommendations contained in the 59th Report . . . . .	109



**ESTIMATES COMMITTEE**  
**(1973-74)**

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**Shri G. D. Sharma—*Deputy Secretary.***

## INTRODUCTION

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

2. The Committee took evidence of the representatives of the Ministry of Information and Broadcasting, Industrial Development and Finance on the 8th, 9th and 11th January, 1974. The Committee wish to express their thanks to these officers for placing before them the material and information which they desired in connection with the examination of the subject and for giving evidence before the Committee.

3. The Committee also wish to express their thanks to Shri Sunderlal Nahata, President, South India Film Chamber of Commerce, Madras, Shri B. R. Chopra, Film Producer, Bombay, Shri S. R. Bohra and Shri I. K. Menon, President and Secretary respectively of Indian Motion Picture Producers Association, Bombay and Shri D. Pramanick of Eastern India Motion Picture Association, Calcutta for furnishing Memoranda to the Committee and also for giving evidence and making valuable suggestions.

4. The Committee also wish to express their thanks to all the associations and individuals who furnished memoranda on the subject to the Committee.

5. The Report was considered and adopted by the Committee on the 22nd April, 1974.

6. A statement giving the summary of recommendations|Conclusions contained in the Report is appended to the Report (Appendix I).

7. A statement giving the analysis of recommendations|Conclusions contained in the Report is also appended to the Report (Appendix II).

NEW DELHI;  
April 26, 1974  
Vaisakha 6, 1896 (Saka)

R. K. SINHA,  
Chairman,  
Estimates Committee.

## CHAPTER I

### FILMS DIVISION

#### A. Historical Background and Objectives

Recognising the importance and utility of motion picture as a medium of mass communication and education, the Government of India decided towards the end of 1947 to set up a film organisation on the pattern of the defunct Information Films of India, which had functioned during the war days and disbanded in 1946 as a result of a cut motion passed by the Central Legislative Assembly. Thus the Films Division came into existence in January, 1948 as a Media Unit of the Ministry of Information and Broadcasting. Though the Films Division had started with a modest production of 28 news-reels, it has been gradually expanding over the years and today the Division produces about 115 documentary films in addition to about 60 editions of newsreels and an equal number of regional newsreels every year. Thus, the Films Division produces on an average, 3 films each week. It also acquires ready made films from outside parties. Most of these films are made in English and dubbed in 14 Indian languages. Films Division is now one of the largest short film producing organisations in the world. It supplies over 50,000 prints of its film annually for commercial and non-commercial distribution and about 75 million people see its documentaries and news-reels each week.

1.2. The headquarters of the Films Division are located in Bombay which is one of the 3 important centres of film production in India. It has required facilities for the production of films. It also has its own vaults for storage of films.

#### *Organisational set up*

1.3. The films Division is headed by a Controller-cum-Chief Producer who is of the status of a "Head of Department". The Division has three main wings, viz.—

1. *Production Wing*—headed by an Additional Controller-cum-Additional Chief Producer is responsible for production of documentary films and news-reels as well as dubbing of films in Indian and foreign languages.
2. *Distribution Wing*—headed by an Officer-in-Charge of Distribution, looks after the distribution of documentaries

and news-reels in India and abroad. In India there are seven Branch offices of the Distribution Wing, i.e. at Bangalore, Bombay, Calcutta, Hyderabad, Lucknow, Madras and Nagpur and each one is headed by a Branch Manager who looks after the distribution of films in their respective territory.

3. *Administrative Wing*—headed by an Administrative Officer, controls finance, personnel, stores and equipment.

1.4. The Films Division has also a commentary section which looks after the dubbing of films into Indian and foreign languages. Most of the films are produced in English and dubbed in the following languages:—

1. Assamese	6. Kashmiri	11. Tamil
2. Bengali	7. Marathi	12. Telugu
3. Gujarati	8. Malayalam	13. Urdu
4. Hindi	9. Oriya	14. Sindhi
5. Kannada	10. Punjabi	

1.5. The total revenue earned and the expenditure incurred by the Films Division for the last three years has been as follows:—

	1970-71	1971-72	1972-73
Revenue	1,40,00,155	1,63,79,407	1,76,03,655
Expenditure	1,84,27,000	2,08,52,000	2,42,22,000

1.6. Asked about the objectives behind the establishment of the Films Division and how far these objectives have been achieved, the Ministry of Information and Broadcasting informed the Committee in a written note that:—

“The aim of the Films Division is to mobilise the use of the dynamic medium of film to disseminate information to the broadest spectrum of the Indian and foreign audiences and to focus attention on important aspects of country's life with a view to bringing about enlightened participation in the affairs of the nation and objective appreciation of facts, events and personalities. The aim of the films produced for use abroad is to project an objective image of the

country to secure proper appreciation in foreign countries. Yet another aim of the Films Division is to assist the growth and development of documentary film as a medium of education and communication.

The manner in which these objectives are achieved are listed below:—

- (i) Production of films of general interest.
- (ii) Production of instructional films for defence.
- (iii) Production of teaching, training and other films for specialised audiences.
- (iv) Allotting films to independent producers for production.
- (v) Allotting films to private *ad-hoc* directors for direction.
- (vi) Purchasing films from independent producers.
- (vii) Accepting donation films sponsored by commercial houses, cultural organisations etc.
- (viii) Release of films of Division's own productions and those of State Governments through cinema houses in India (compulsory screening).
- (ix) Supply of prints of films to Field Publicity Units and other Central agencies for exhibition in rural areas through mobile vans.
- (x) Supply of prints to State Governments.
- (xi) Supply of prints of films to Indian Missions|Posts abroad.
- (xii) Sale of Prints.
- (xiii) Commercial distribution of films in foreign countries (at present being done on a very limited scale).
- (xix) Production of special films suitable for foreign audiences.
- (xv) Production of films for TV and TV fillers.

The achievement of the above objectives is a continuous process and depends among other things on the financial and other resources available to the Films Division.

In 1948 the Films Division started with a modest production programme. This programme has been gradually expanding every year and today the Division produces about 115 documentary films in addition to about 52 editions of national newsreels and an equal number of regional newsreels each year. In addition, the Division also produces a few Special News reels. The department is geared to

produce about 120 documentary films and 100 editions of newsreels every year—an average of 4 films every week. The annual supply of 35 mm and 16 mm prints is about 60,000. These prints are supplied in English and 14 regional languages. The films are screened in about 8,000 cinema houses throughout the country. The films are also exhibited through mobile units and fixed projection points of the Union and State Governments. The prints of the Films Division's films are also supplied regularly to the Indian Missions|Posts abroad and are used for external publicity. The TV centres at Delhi, Srinagar and Bombay are also making extensive use of the films produced by the Division.

The Films Division is fully conscious of the fact that the medium of short film is still very much under-utilised and that the organisation can do much more provided adequate financial resources are made available to it. Today because of inadequate financial resources the Division is not able to produce more films or to distribute more prints even though there is an increasing demand for more films and more prints."

1.7. Asked how far the Films Division has been able to achieve its objectives, the representative of the Films Division stated in his evidence before the Committee:—

"While making most of the documentary films we keep these objectives in view but it will be presumptuous on our part to say that we have achieved everything. It is a continuous processes... There are editorial notes in the Press once in a while about over work; than there are letters to the Editor and that some of our documentaries have received national and international awards and we also receive some reports from our embassies. If that is the criteria, then I think, we are doing our job well."

1.8. The Committee note that the Films Division has been set up with the objectives of disseminating information to the broadest spectrum of the Indian audiences and to focus attention on important aspects of country's life with a view to bringing about enlightened participation in the affairs of the nation, objective appreciation of facts, events and personalities. In this connection, the Committee would like to point out that India is a vast country whose three-quarter of the population live in villages. Due to prevalence of illiteracy and poverty of the people, news-papers and

television have not been able to penetrate Indian villages to a large extent. In this context, the films produced by the Films Division have got an important role to play in informing masses and acquaint them about the plans and projects undertaken in the country to improve the lot of common man and thus have to serve as a powerful medium of mass education and information. To achieve this objective the films produced by the Films Division, should not only be easy to comprehend but should also be really meaningful and entertaining to attract the masses of our country. The Committee hope that the Films Division will gear itself to perform those objectives to the greatest extent possible.

1.9 As admitted by the Ministry of Information and Broadcasting, the medium of short films is still very much under-utilised because of inadequate financial resources. The Committee urge that in the present circumstances in the country when fissiparous tendencies are on the increase and disregard for Law and Order and unrest and indiscipline are spreading, the Films Division through its documentary films, can play a useful role in educating the people and harnessing their energies for nation building and constructive activities.

#### **B. Quality of Documentaries Produced by the Films Division**

1.10 Till March, 1973 the Films Division had produced 1889 documentary films. During 1970-71, 1971-72 and 1972-73, the Films Division had produced 82,113 and 120 documentary films including 21, 23 and 31 documentaries films in colour respectively.

1.11 An eminent film producer in his Memorandum submitted to the Committee has stated:—

“What our documentaries really lack is audience interest and it is in fact unfortunate that most of the ticket purchasers do not feel tempted to catch up with documentary which proceeds the main show. In the first place the seal of the Government makes them unattractive and secondly most of the documentaries also are too matter of fact and downright informative. No attempt is made to invest interest in them so that they should be entertaining also. We could learn a lot from Italian and British documentaries which are extremely interesting, apart from being educative and informative. It will be difficult to give a detailed study of the pictures produced by the Govern-



ment but broadly speaking it will be advisable to withdraw a part of Government control and allow the artistes a little more of freedom in the choice of subjects so that we could brush away from the monotony of thinking as at present and attempt some artistically satisfying films with a new look of entertainment in them. Compulsory showing is one part of the Government which takes care of the economics of Films Division but willing participation of the audience should be the aim. The money paid by the people to the Films Division must provide adequate returns in the form of some enjoyable moments before the main feature.

Since our documentaries suffer from government regimentation, they essentially have dominant propaganda slant which rightly or wrongly leave majority of the audience with a bias and they feel they are sitting in a class-room and not in a place of entertainment. and a Classroom you will agree with me, can be very dull."

1.12 A leading organisation of film producers in the country has stated in their memorandum submitted to the Committee:—

"Despite the advantage of a virtual monopoly enjoyed by the Films Division, it cannot be said that the quality and standard of its films has reached the expected levels. Perhaps the monopoly enjoyed by it may itself be one reasons for its failure to raise this medium to a high standard. Since the Films Division has an assured market due to the compulsory screening required under the Cinema Regulations much better would have been expected from them. As a matter of fact, it is not unusual for many patrons to omit the documentaries by coming late to cinemas. Although the Films Division has been in existence for more than two decades, it should have been able to have a much desired impact on the life of the people."

1.13 Another organisation of film producers in the country has stated in their memorandum:—

"A cinema house cannot show a feature film without showing together with it the documentary supplied by the Films Division. Exhibitors have no option either in the choice of the documentaries to be exhibited or in the matter of payment of hire charge for screening such a documentary.

This is no doubt an imposition by the Central Government on the Film Industry. As a result, whether the Exhibitor or the public want it or not, a documentary film has got to be shown in the cinema house before any feature film is exhibited. This kind of imposition and compulsion have obvious consequences. It would not be wrong to say that more often than not, spectators do not bother about the documentaries that are shown in the cinema houses. This can be proved by a visit to any cinema house showing a popular film. The seats of the cinema house for the particular show though sold out in advance would be more or less empty during the time of exhibition of the documentary but would get filled up before the main feature starts. Of late, the quality and standard of the films produced by the Films Division have gone up. It is doubtful whether same can be said of the impact of the documentaries on the life of the people. Production of documentary is a specialised subject. It has to be thrown open to competitive field if these documentaries have to play their right part in the life of this nation. Production and exhibition of documentaries should be freed from any governmental intervention. Neither a Ministry of the Government should dictate as to what kind of documentary should be produced nor an exhibitor should be compelled to screen a documentary. Once production and exhibition of documentaries is set free from its present monopolistic position it can have a change to grow and play a useful part in the building of our nation."

1.14 A leading organisation of the film employees in the country has stated in their memorandum submitted to the Committee:—

"Films Division should play its role as the centre of mass communication in a befitting manner by putting across not only the achievements but also the problems faced by the country in an intelligent and concerned manner. It must provoke people to think through its films in terms of national goals by acting as a kind of dynamic brain-trust and not merely as a news-agency which it is at present. For instance, it surpasses our imagination why the Films Division should not bring out atrocities committed in various parts of our country on the Harijans and other minority groups in a manner which will engineer acute shape and will to act to prevent such happenings. If it is barred from doing so, we plead for the removal of the bar, as we do not accept the stereoed

plea that violence besets violence. The need for the Films Division to address itself to the task of putting across the problems faced by the country can never be over-stressed. We are of the considered opinion that as long as the Films Division remains a department, it will not be able to overcome many of the handicaps in its way of functioning. To help the Films Division to serve the nation effectively, it must be made an autonomous Corporation as recommended by the Chanda Committee."

1.15 Asked about the reasons for the documentaries produced by Films Division not being popular among the cinema going public, the Government have informed the Committee in a written note that:—

"By and large the cinema going public go to the movies to be entertained, to escape from the harsh realities of life and the so-called "popular" films provide the entertainment and the escape. In comparison the newsreel or the documentary film released by the Films Division is essentially a medium of communication and education. It tries to jerk "the audience sometimes even shocks them—out of their complacency, out of the illusory "reel world" of dreams and forces them to come face to face with the "real world". The main objective of the films produced and released by the Division is not to entertain or to provide an escape from realities but to inform and, if possible, to instruct. That being so they cannot attain the same level of "popularity" which the so-called 'popular' feature films enjoy."

1.16. Asked what steps have been taken to make the films produced by the Films Division more interesting and popular among the public, it has been stated:—

"It is not Films Division's contention that the News-reels and Documentaries produced by it have necessarily to be dull or un-interesting so as to be informative or instructive. The Division is fully conscious of the fact that "form" is as important as the "content" and it has been Division's endeavour to make its films as interesting as they are informative. With this in view the Division had undertaken several steps some of which are listed below:—

- (i) In a meeting held by the Minister for Information and Broadcasting in September, 1964 it was decided that the number of films made with purpose of publicising the activities of the individual Ministries, Public Undertakings,

etc., should be reduced and the number of cultural and other similar films should be increased. In pursuance of this decision, the Central Ministries and State Governments who sponsor films for production by the Films Division were requested to exercise greater care in their choice of subjects for inclusion in the production programme of the Films Division.

- (ii) In pursuance of the decision indicated at (i) above, the subjects for films are now being finalised by the Ministry of Information and Broadcasting and the Films Division and the sponsoring Ministries have been persuaded to accept this method.
- (iii) The Films Division's annual target of production was based on the assumption that each Director|Deputy Director will complete on an average 4 films a year. With a view to laying greater emphasis on the quality of our production, the Director-wise quota of films has now been reduced from 4 to 3 films per annum.
- (iv) With a view to obtaining the best available outside talent for writing film scripts, for speaking commentaries, for directing film on *ad hoc* fee basis, etc., the Films Division has been delegated some additional financial and administrative powers.
- (v) More films are now being assigned to private producers on negotiation basis, keeping in view the subject-matter of the film and the special aptitude of the producer.
- (vi) More attention is now being given to music in the films produced by us.
- (vii) The techniques of depth-reporting etc. are now being used in our films on a bigger scale.
- (viii) The production of a few experimental films has been undertaken.
- (ix) Use of raw stock during production has been liberalised.

1.17. Asked if Films Division have taken steps to produce pictures on current topics and social evils, the informed the Committee in a written note that :—

“Yes, Films Division has produced and continues to produce several films on current topics like Indo-Pak Conflict, liberation of Bangladesh, drought, famine, wholesale take-over of food grains, student unrest, general election, visit

of foreign dignitaries etc., etc., and social ills like hoarding and black-marketing, corruption, food adulteration, untouchability, ticket-less travel, over-population etc. These topics are also featured from time to time in the Indian Reviews. Some of the films produced by the Films Division on these topics in the recent years and the films now under production are given below:—

(a) *Films already produced*

1. General Election 1971
2. Rice, the meals for millions
3. New wave Farmers
4. INR Diary on Bangla Desh
5. Refugees—1971
6. A Human Tragedy
7. Slaughter of people
8. Anatomy of Bandh
9. Dateline Bangla Desh
10. No Tree Grows
11. A probe
12. Crisis in the Campus
13. Space and India
14. Twenty Five
15. Drought in Maharashtra
16. Tested Barriers
17. Chandalika
18. The Harijan
19. Food for Nutrition
20. Fighting the Drought
21. Indo-Pak Conflict 1971
22. Shortcuts
23. Worth Waiting for
24. You must be Your Own Police Man
25. It takes two hands to clap
26. This Our Only Earth
27. Non-alignment for peace and prosperity
28. A Friendship for Peace and Progress
29. Wings of change

**(b) Films Under Production**

1. Influx of Refugees from East Pakistan
2. Women of India
3. Communalism
4. Tribes of Andaman
5. Industrial Estates
6. Trade Union Movement
7. Why Indian farmer is changing
8. Mob violence
9. Regenerating Rural India
10. Public Sector for Public Good
11. Legislation of Abortion
12. Primary Education Wastage and Stagnation
13. Indian Shipping
14. Freedom Fighters (Known)
15. Freedom Fighters (Unknown)
16. Industrial India
17. Environmental conservation
18. Civic sense of keeping the city clean
19. Banking centres to people
20. Begging
21. Rural India
22. Rural Water Supply
23. Rural Electrification
24. Steps being taken to provide relief to drought prone areas.
25. Our Changing Cities.
26. Government Takeover of wholesale trade in food-grains
27. Rural and Urban
28. Food Adulteration
29. Cleanliness
30. A New Approach
31. Petroleum Crisis—Why?
32. Focus on Agricultural Production.

1.18. Asked about the number of films produced for the rural masses, the Committee have been informed that :—

“The Films Division produces two types of films specifically intended for rural audiences :—

- (a) Films of general interest to rural audiences which are extensively exhibited through the mobile vans of the State and Central Governments;
- (b) instructional films sponsored by the Ministry of Food and Agriculture, Community Development, etc. suitable for showing to farmers etc.

During the year 1971-72 the Films Division produced 20 such films. During 1972-73 the corresponding figures was 24.

Apart from such films which are specifically intended for rural masses, prints of films released in public cinemas are also supplied to mobile vans of the Central and State Governments for exhibition in rural areas. In this connection, it may also be mentioned that of the 8,000 cinema houses in the country, about 2600 of them are located in rural areas and small towns surrounded by villages and as such a substantial number of people who go to these cinema houses represent the rural population of the country.

The newsreels produced by this Division also contain some items of interest to rural audiences.”

1.19. Asked about the steps taken for the exhibition and popularising the films produced by the Films Division among the rural population of the country, it has been stated by Government that:—

“The Directorate of Field Publicity of the Ministry of Information & Broadcasting is an organisation exclusively devoted to the exhibition of films (obtained from various sources including those produced by the Films Division) in the rural areas through the mobile vans operated by the Directorate. Apart from this, prints of films produced by the Division are also supplied to State Governments and other agencies for exhibition through mobile vans and fixed projection points in the rural areas. It will be seen that over the years the Films Division has supplied More than 2½ lakhs of prints to mobile vans of the Cen-

tral and State Governments and other agencies for rural publicity.

The Division feels, the number of mobile vans available in the country is extremely inadequate considering the extent of rural population. It would be in the national interest if the number of mobile vans could be increased.

As the television spreads to the rural areas, the films meant for rural publicity would get a better and wider diffusion."

1.20. Asked if the Films Division is keeping the exhibitors and cinema-going public acquainted with its latest productions, the Films Division has intimated the Committee in a written note that:—

"Every week the Films Division issues two news items through the Press Information Bureau. One of these items relates to the contents of the Indian News Review and the second pertains to the documentary film scheduled for release during a particular week.

Films Division arranges monthly Press perviews of its films on the first Thursday of each month. The perview consists of the documentary films scheduled for release along with the latest Indian News Review. The Press is supplied with adequate publicity material consisting of—

- (i) hand-out describing the contents of the films scheduled for release;
- (ii) photographs;
- (iii) brochures published by the Films Division for selected films.

Commentary texts of films are also made available to those members of the Press who want them. Reviews of films released by the Films Division are also broadcast by the All India Radio. Samples of news releases, hand-outs, commentary texts and brochures are available."

1.21. The Committee on Broadcasting and Information Media (popularly known as Chanda Committee) in their Report on Documentary Films and news-reels in 1966 had recommended that:—

"Production of films for export should be taken up seriously. Arrangements should be made to project the image of



India through colourful films imaginatively designed. ....The possibility should be explored for selling abroad with proper publicity and organisation, suitable films already available in stock."

1.22. Asked what action has been taken to implement the above recommendations of the Committee on Broadcasting and Information Media, the Committee have been informed by the Films Division in a written note that:—

"The Films Division has produced a number of colour films suitable for projecting the image of India in foreign countries. These films are being utilised by the Indian Missions in foreign countries as well as by the Government of India Tourist Offices. The Films Division in consultation with the Ministry of External Affairs is exploring the possibility of setting up a special unit for the production of a larger number of such films in a systematic manner in future.

Unfortunately the Films Division does not have any suitable machinery for commercial exploitation of its films in foreign countries. The export earnings of the Films Division for the last three years are as under :—

Year	Amount
1970-71	Rs. 45,682.00
1971-72	Rs. 49,681.00
1972-73	Rs. 39,014.00

1.23. Asked if the Films Division have undertaken the production of films for educational purposes, the Committee have been informed by the Ministry of Information and Broadcasting that:—

"Over the years the Films Division has produced over 100 educational films (films on educational subjects and youth activities) and about 25 class room films. These films are produced as part of the Division's overall target of production, and the Division does not have a separate unit for the production of educational films and class room

films. Incidentally, the Ministry of Education has recently set up a centre for Educational Technology. This centre and the Films Division are exploring the possibility of setting up a special units for the production of educational films.

The Division has not undertaken any evaluation of the impact of such films on young students. However, it may be mentioned that these films are frequently taken by schools on loan and have been found quite popular with the student community."

1.24. The Committee note that the Films Division has so far produced about 1,889 documentary films and the Division is at present producing more than 100 films every year. From the list of films produced by the Films Division, it is seen that the documentaries produced by the Films Division include documentaries on current topics and important projects and various facets of the national life, culture, heritage and achievements in the fields of planned development, art and science. However, it is generally noted that the documentary films produced by the Films Division do not evoke much response from the cinema going public and many of the cinema goers avoid the documentaries by coming late to the cinema houses. While it is admitted that the documentary films cannot be as popular and entertaining as the commercial feature films, because the documentary films are related to the real facts of life, while the feature films are mostly of an escapist character, still there is much scope for improving the documentary films by making them more entertaining and easy to comprehend so as to make them attractive for the cinema goers. The Committee need hardly emphasise that the success of the documentary films and their impact on the people will be ultimately judged by the fact that they are able to attract and sustain the attention of the cinema-goers and are actually seen by them. The Committee, therefore, recommend that suitable steps should be taken by the Films Division to make documentary films more audience-oriented and attractive for the cinema-goers.

1.25. The Committee note that at present the documentary films produced by the Films Division are being shown in all the cinema-houses of the country. However, as a documentary film cannot be suitable for all types of audiences, it is necessary that special films should be produced to cater to the audiences in different places. For example, a film on traffic rules can hardly be of any use to the public in rural areas. Similarly a film on use of fertilizers or pesticides can be of little use to the public in urban areas and metropo-

litan cities. It is, therefore, necessary that if the documentary films produced by the Films Division are to be of maximum use, specialised films to cater to the needs of urban and rural population should be produced and distribution of such films regulated in such a way that it may be shown to the audiences where it may be of maximum use. The Committee hope that urgent action in the matter will be taken by the Films Division.

1.26. The Committee note that the Films Division has produced 29 films on topical and social problems in the past and that 32 such films are at present under production. Considering that the Films Division has so far produced 1889 documentaries, the number of films on social and topical problems produced by Films Division is very small. The Committee feel that the Films Division can play an important role as a means of mass communication and influencing the minds of people, by suitably projecting the problems faced by the country in an intelligent and constructive manner. Through the films produced by the Films Division, it should be possible to provoke the people to think in terms of national goals and participate in the nation-building activities for the fulfilment of socio-economic objectives of the country. The Committee urge that the Films Division should produce larger number of films on topical and social problems, faced by the country so as to evoke in the viewers and urge to find a solution to such problems, in the larger interest of the country.

1.27. The Films Division should also produce films specially suited the youths and students in the country which should emphasise their role in constructive and nation-building activities and inculcate in them a sense of discipline and dedication for national causes.

1.28. The Committee regret to note that the documentary films produced by the Films Division have not been able to penetrate much in the rural areas where the majority of our population live. As the majority of the cinema houses in the country, are located in metropolitan cities and urban areas, the films produced by the Films Division are yet to reach far-flung rural areas. Although the films of the Films Division are being shown by the mobile vans of the Directorate of Field Publicity in the rural areas, the number of these mobile vans is not sufficient to cater to the needs of the rural population. The screening facilities of the Films Division are confined mainly to cities. The Committee consider that if the films produced by the Films Division have to make a real impact on the masses of the country, suitable arrangements for their distribution and screening in the country have to be made so that these may be

shown in the various parts of the country particularly in the rural areas. The Committee feel that the mobile vans available with the Government for screening the films of the Films Division in rural areas are generally either out of order or are not being fully utilised. The Committee recommend that these vans should be kept in working order so that maximum use could be made of the existing fleet of mobile vans for screening the films of the Films Division in the rural areas and the number of the mobilise vans should be suitably increased, if necessary.

1.29. The Committee note that at present arrangements for publicity of the documentary films produced by the Films Division are not adequate and the general public generally remain ignorant about the latest films produced by the Films Division. Although the Films Division has been issuing Press Releases about the latest documentary films scheduled for release, these releases generally do not get much publicity. The Committee urge that the Press Release Wing of the Films Division should be more vigilant and should ensure that adequate publicity is given to the documentary films produced by the Films Division. The Committee further recommend that like festivals of award winning feature films, an annual festival of selected documentary films produced by the Films Division should also be arranged in the major cities and wide publicity given to these festivals.

1.30. The Committee note that the Committee on Broadcasting and Information Media in their Report on documentary films and news-reels submitted in 1966 had recommended that production of documentary films for export should be taken up by the Films Division. While the Films Division have made some efforts in the direction of export of documentary films the export earnings of the Films Division are negligible. The Committee recommend that concerted efforts should be made by the Films Division to implement the recommendations of the Committee on Broadcasting and Information Media and increase export earnings from the export of documentary films as these films can make greater contribution in the direction of projecting the image of India in other countries, while earning valuable foreign exchange for the country.

1.31. The Committee have no doubt that with the rich cultural wealth, architectural magnificence, scenic beauty etc. available in abundance in the country, very good documentary films can be made which would attract more foreign tourists to the country. The Committee suggest that full coordination should be maintained with the Department of Tourism for producing documentaries for export.

1.32. The Committee further note that the Films Division has also produced some educational films for use in class rooms. However, the use of films for imparting education has by and large remained neglected in the country and there are very few schools in the country which are showing educational films. In view of the vast potentialities of the use of the educational films in the field of education and the impact that films can make on the minds of the young students, the Committee recommend that Films Division should undertake the production of more educational films for use in educational institutions. However, care should be taken to ensure that these films are entertaining so as to attract and sustain the interest of students.

### (C) Production of Documentaries by Private Producers

1.33. While Films Division undertake the bulk of its production programme through its own units, about 24 films are also got done each year through approved private producers. These films are produced under the general guidance of the Films Division. It has been claimed by the Government that eminent producers from the Film Industry have made films for the Films Division. The list includes producers like Satyajit Ray, Mrinal Sen, V. Shantaram, Bimal Roy and several others.

1.34. Asked how the private producers for the production of these films were selected, the Ministry of Information and Broadcasting have informed the Committee in a written note that:—

“For the purpose of assigning films for production on contract through outside producers, Films Division maintains a panel of outside producers duly approved by the Government. The panel is reviewed every year with a view to eliminating producers whose performance has not been found satisfactory and for adding new producers wherever considered desirable. The revision of this panel is done by the Government on the recommendations of the Committee set up by the Government for this purpose consisting of the Controller-cum-Chief Producer and a representative each of the film industry at Bombay, Calcutta and Madras. Every year the Committee reviews the performance of the producers already included in the panel and also considers the new applicants and makes its recommendations.

The following procedure is followed by the Films Division for the selection of producers for assignment of films on contract:—

- (i) For subjects which do not require specialised handling, tenders are invited from all the producers on the approved panel.
- (ii) For subjects which are intricate and require specialised handling, tenders are invited from a few selected producers on the panel; (not less than 5 and not more than 10 except in the case of animation films where the minimum would be lower).
- (iii) In special cases, films are also assigned on negotiation basis to a selected producer whether included in the approved panel or not, keeping in view the producers suitability for the particular subject.
- (iv) In cases where films are assigned to outside producers on the basis of tenders, the selection of the producer is made by the Controller-cum-Chief Producer on the recommendations of an Informal Tender Committee consisting of some senior officers of the Films Division including the International Financial Adviser and the Cost Accounts Officer."

1.35. Asked how the cost of the films produced by the private producers compare with the cost of films produced by the Films Division, the Ministry have informed the Committee in a written note that:—

"A comparative statement showing the average cost of Black and White documentary films produced by the Films Division and outside producers during the three years ending 1969-70, 1970-71 and 1971-72 is given below:—

	Average cost per Meter (35mm. B & W)		
	1969-70	1970-71	1971-72
	Rs.	Rs.	Rs.
Films Division	149.30	123.30	115.00 (Provisional)
Outside Producers	93.20	77.55	74.58 (Provisional)

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The figures of cost of production for 1972-73 are not yet available but by and large the trend would be the same."

1.36. When asked during evidence about the reasons for the high cost of the films produced by the Films Division, the representative of the Films Division stated before the Committee:—

“The cost of production in the Films Division is not higher than in the private sector. Earlier we were under the wrong impression because, at that time, we did not have a qualified Cost Accounts Officer and therefore we were doing it in a very crude way. We were taking into consideration entire expenditure and therefore it looked very high. But now we have a qualified Cost Accounts Officer and he has come to the conclusion that the cost of production of films in the Films Division is at the rate of Rs. 80.50 paise per metre whereas in the private sector it is Rs. 81.00.”

1.37. The representative of the Ministry of Information and Broadcasting stated:—

“This is something we will have properly checked up. These are tentative estimates of the cost of the Films Division and we will have a second look at it, before we come to a final decision.”

1.38. Asked if the Films Division propose to give production of some more films to outside producers, the representative of the Films Division stated in his evidence before the Committee:—

“At present 25 per cent of our annual production programmes goes to independent producers, next year, we propose to raise it to 50 per cent. But it is not because their cost of production is low but because we want to encourage documentary film movement in the country.”

1.39. Asked if the contracts to private producers are being given on the basis of lowest tenders only, the Films Division has informed the Committee in a written note that:—

“No, this is not a fact. The assignment of a film to an outside producer is not done solely on the basis of the lowest quotation. The amount quoted by the producer is only one of the considerations, the other considerations being the suitability of the producer for the particular subject, his capacity and the adequacy of the script|treatment submitted by him along with the quotation. The lowest quotation is acceptable only when the script|treatment given by the producer is adequate and the amount quoted is not considered by the Films Division as so low as to re-

sult in the production of a sub-standard film. Wherever the Films Division considers lowest quotation to be too low for the production of a good film, the quotation is not accepted by the Films Division.

The Indian Documentary Producers' Association have recently suggested that the Films Division should work out a fair cost for each film offered to private producers and tenders should be invited on the basis of that cost. The suggestion is under the consideration of the Government."

1.40. The Ministry have further informed the Committee in a written note that:—

"It has also been decided to consult the outside producers at the time of finalising the production programme of the Films Division so that their talents and special aptitude is utilised. Films are not always assigned through tenders but on negotiation basis depending upon the nature of the subject and the standing of the producers."

1.41. The Committee note that the Films Division is at present giving out the production of 25 per cent of documentary films to the outside producers and that this percentage is proposed to be increased to 50 per cent. The Committee would, however, like to point out that while giving contracts for the production of documentary films to the outside producers, care must be taken to ensure that the producer concerned has got background knowledge and aptitude for that particular subject which is being assigned to him so that his best talents may be fully reflected in the films produced.

1.42. The Committee would like Government to undertake a review of the films produced by these producers and ascertain the reactions of the viewers so as to bring about improvement in this regard. The result of the review should be communicated to the Committee.

1.43. The Committee note that according to the statistics supplied by the Government while the cost per metre of the films produced by the outside producers is Rs. 74.58 the corresponding figure for the films produced by the Films Division is Rs. 115. However, it has been claimed by the representative of the Films Division at the time of evidence before the Committee that these figures are not correct as they did not have a qualified Cost Accounts Officer at that time, and the correct cost of production of films in the Films Division is now at the rate of Rs. 80.50 per metre against Rs. 81, in the case of



private producers. The Committee recommend that as promised by the representative of the Ministry, the cost of production of films in the Films Division should be properly worked out by the Cost Accounts Officer to make a comparative study and it should be ensured that their cost of production are comparable to the cost of films produced by the private producers. The Committee feel that in view of the equipment and facilities available with the Films Division, and the expertise gained by them in the production of documentary films, it should be possible for the Films Division to reduce the cost of films produced by the Films Division so that they are able to produce a larger number of films in the existing budget of the films Division.

#### D. Newsreels produced by the Films Division

1.44. Upto the end of March, 1973 the Films Division had produced 1339 National News-reels, 149 Regional News-reels and 229 news-reels compilations. The production of regional newsreels was started in January, 1970 and since then 149 regional newsreels have been produced.

1.45. Newsreels production work is looked after by 2 producers under whom there are 13 Newsreels Officers and 5 Assistant Newsreel Officers stationed at Bombay, Calcutta, New Delhi, Madras and other important cities in India. These Newsreel officers cover important news items for inclusion in the newsreels. Foreign newsreels items are received from various countries under an exchange arrangement. Films Division produces one newsreel every week.

1.46. As regards commercial distribution of documentary films and newsreels in India, 432 prints of the latest documentary films and latest newsreel in 15 languages are released in 288 first run cinema houses in India every week, each cinema house getting either a newsreel or one or two documentary films. After the prints have completed their run of one week in the first set of 288 cinema houses, the same prints are passed on to the second set of cinema house and the process is continued. In this way, as many as 7,800 Cinema houses in the country are continuously serviced by films either made by Films Division or acquired by it.

1.47. A leading organisation of films employees in their Memorandum submitted to the Committee have stated:—

“It is commonly said by the cinegoers that the newsreels give overwhelmingly large and unimaginative coverage to the appearance of the Ministers engaged in performing by and large ceremonial functions. It is also said about

its newsreels that they become stale and valueless by the time they reach the screen in the big cities and townships as it takes couple of days to make them and it takes these newsreels to complete national circuit in six months. The time-lag causes certain amount of embarrassment to the establishment. For instance, its newsreels showing Dr. Zakir Hussain performing functions as the President of India were being shown six months after his sad demise. It also happened in the case of late Lal Bahadur Shastri and for the same reason such embarrassment is like to be caused again and again because of the time-lag."

1.48. Asked if it was a fact that the newsreels circulated by the Films Division became stale and lost their news value by the time they were circulated, the representative of the Films Division stated in his evidence before the Committee:—

"The time-taken by a newsreel or a documentary film to complete its all India Circuit depend on the number of prints which we can prepare. Earlier, a newsreel used to take as much as 35 weeks to complete its circuit. But, now we have been able to make more prints, and therefore, a newsreel completes its all India circuit in 22 weeks. According to us, an ideal situation will be, when a newsreel is able to complete its circuit in 4 weeks. But, for that, we need additional funds. During the coming Plan, we hope to get some additional funds and we are planning to prepare as many prints as we need, to complete the circuit in 14 weeks instead of 22 weeks."

1.49. Asked if it was a fact that newsreel showing Dr. Zakir Hussain performing functions as the President of India were shown six months after his sad demise, the representative of the Films Division replied:—

"This situation is possible because as I submitted earlier, a newsreel takes 22 weeks to complete its circuit. So such situations are bound to arise."

1.50. Asked if the staff could not have been instructed to stop the exhibition of such films, the representative of the Films Division replied:—

"On such occasions, we always do. It takes a long time to send instructions to small towns and semi-rural areas. We have to inform the branch manager concerned and

he has to send telegrams. All this cannot be done in one day."

1.51. The representative of the Ministry of Information and Broadcasting state:—

"The Films Division must have slipped up on this. After Dr. Zakir Hussain's death, a telegram should have been sent to all concerned that the newsreel should be taken off..... certainly this is a very regrettable slip."

1.52. Asked what other improvements are proposed to be made in the newsreels, the representative of the Ministry of Information and Broadcasting stated:—

"Now what we are doing is that instead of having the newsreels to deal with merely spot news, knowing now that a newsreel produced today may be seen by the audience 14 or 22 weeks later—that means, it is like a stale newspaper; we cannot help under the present conditions of our country—we are trying to deal with a particular subject, deal with a news-item but then go on in depth, make a detailed study, so that it will be news plus a feature."

1.53. The Committee note that the Films Division have produced more than 1800 newsreel including regional newsreel and newsreels compilation and these newsreels are circulated in the various cinema houses in the country. The Committee further note that it takes a newsreel about 22 weeks to complete the circuit throughout the country: The Committee feel that this period of 22 weeks is too long with the result that the newsreels become stale and lose their news value by the time, these newsreels reach the rural areas. Generally the people do not take any interest in seeing these newsreels. The Committee feel that if the newsreel are to serve their purpose and retain the interest of the audiences, it is imperative that the newsreel should complete its circuit within the period of two to three months. The Committee recommend that sufficient copies of the news-print should be prepared so that these newsreels may complete the circuit within a short time and retain the interest of the audiences. Moreover the newsreels should be produced in such a way that even though they may become old, they may still retain sufficient news value so that the cinema going people may be interested in seeing these reels. The Committee note that the Ministry of Information and Broadcasting is already planning to

take measures so that these newsreels may contain news as well as other points of lasting interest. The Committee would like the Ministry to take concrete action to give shape to this idea at an early date.

#### **E. Setting up of Units in other Film Producing Centres.**

1.54. The headquarters of the Films Division are located in Bombay. For the production of defence training films, the Defence Films Wing of the Films Division was set up in Delhi in 1968. Another production unit of the Films Division headed by a producer is also functioning in Delhi since July, 1968 for the production of films on food and agriculture.

1.55. A leading organisation of film producers is a memorandum submitted to the Committee has stated:—

“There is, however, a grievance against the Films Division's neglect of the film industry and trade of Eastern India. A large part of revenue of the Films Division is derived from the cinemas in Eastern India, but practically the entire work is done in Bombay. Private producers of documentaries in Eastern India are neglected and whatever jobs are given to them, they are unremunerative in as much as they have to incur large costs for repeated visits to Bombay to show the progress of work in respect of documentaries ordered by the Films Division. The newsreels and background of documentaries do not cover much of Eastern India.”

1.56. The Committee on Broadcasting and Information Media in their Report on Documentary Films and Newsreel in 1966 had recommended that:—

“Regional units should be set up at Delhi, Calcutta and Madras—the unit at Delhi getting priority. They should be controlled and constituted by a revamped Films Division.”

1.57. The Study Team appointed to consider the grievances of the Film Industry in West Bengal, in their Report submitted in April, 1972, had recommended that:—

“Production of documentaries and newsreels by the Films Division should be decentralised and a branch office of this Division should be set up for this purpose in Calcutta. Similarly, the work of production of films for TV should

also be decentralised and necessary facilities for this purpose developed in Calcutta."

1.58. Asked if the Films Division had any proposal to open regional offices of the Films Division in other Film producing centres, the representative of the Films Division stated in his evidence before the Committee:—

"We propose to open regional film production centres at Calcutta, Madras and Delhi. From there, we will be giving subjects to independent film producers. Already a beginning has been made by transferring some of the processing work to the laboratories in Calcutta."

1.59. The Committee note that at present all the offices of the Films Division are located in Bombay, except two offices in Delhi which looks after the Defence Films Wing and producing of films on food and agriculture. The Committee feel that there is force in the plea of the producers in other film producing centres like Madras and Calcutta that the regional units of the Film Division should be set up in other centres also so that proper liaison may be kept with the documentary films producers in those centres. The Committee further note that the Committee on Broadcasting and Information Media in their Report on documentary films (1966) had also recommended that regional units of the Films Division should be set up at Delhi, Madras and Calcutta. The Committee further note that Films Division now proposes to open regional film production centres at Calcutta, Madras and Delhi. The Committee recommend that the regional units of the Films Division at Madras and Calcutta should be set up at an early date. They hope that the setting up of regional units at these centres will provide further fillip to the regional film industry in those centres which is already suffering because of shortage of work.

#### F. Production of Films for Television

1.60. Over the years, the Films Division has produced about 50 TV films (including TV fillers) for use in Indian and foreign T.V. Apart from this, a very large number of documentary films and newsreels produced by the Films Division are also used by TV Centres in India. Recently, the Films Division has taken up the production of 36 TV films specially intended for Indian TV. Of these, three films have already been completed.

1.61. Asked about the cost of these films and revenue earned from these films, the Ministry have informed the Committee in a written note that:—

“The cost of TV films produced by the Films Division has not yet been worked out. However, it may be mentioned that the cost of an average TV films would be somewhat less than the cost of an average Black and White documentary film. The cost of TV films can be further reduced if they are produced exclusively in 16 mm. But for want of adequate 16 mm equipment, for the present the Division can produce only a few TV films in 16 mm and the rest will have to be produced in 35 mm and then reduced to 16 mm.

When the Films Division produces a TV film for the use of TV Stations in India, the Films Division meets the entire cost of production. The prints of films required by the TV Centres in India are sold to them at rates prescribed for sale for non-commercial purposes. However, when films are loaned to them, the Films Division does not receive any royalty from them. In this connection it may be mentioned that the Films Division does earn some revenue from TV films in the following cases:—

- (i) When TV films are found suitable for theatrical release, rentals are realised from cinema houses.
- (ii) When TV films are selected by commercial TV Stations in foreign countries, Films Division gets some royalty.”

1.62. Asked if the Films Division propose to undertake production of films for television on a regular basis, the representative of the Films Division stated in his evidence before the Committee:—

“We have made a small beginning. We have completed 3 TV films. They have been telecast. Other films are nearing completion. We hope to supply them to TV soon. There are five or six films which are under production. But all these films have been made by the Films Division out of the existing budget etc. From next year we hope to start four TV production centres and we are prepared to undertake a bigger programme. At present, we are aiming at having 26 different programmes from each centre. The duration of each film may be one hour or half an hour or 15 minutes.”

1.63. Asked if the estimates of cost of setting up Centres for production 16 mm TV films at Calcutta, Madras, Bombay and New Delhi have been worked out, the representative of the Films Division stated in his evidence before the Committee:—

“The non-recurring expenditure is Rs. 324 lakhs and the recurring expenditure is Rs. 235 lakhs for all the four centres for a period of five years.”

1.64. Asked about the cost of producing television films at these centres, the representative of the Ministry of Information and Broadcasting stated:—

“On the basis of the present projections of the estimates, the feeling is that it would be about Rs. 44 per metre, against the present films Division documentary cost of Rs. 80 per metre. It will be nearly half of that.”

1.65. Asked about the reasons for not working out the cost of the film produced for television so far, the Ministry have informed the Committee in a written note that:—

“Presently, the TV films have been produced alongwith the normal production activity of the Films Division. The cost of all the documentaries, including the films for T.V., produced by the Films Division will be worked out after the accounts for 1973-74 are completed.”

1.66. The Committee note that Films Division have also undertaken the production of films for Television and has produced 50 T.V. films over the years. Out of the 36 TV films recently taken up for production by the Films Division, 3 have already been completed by it. The Committee further note that the Films Division is proposing to start 4 T.V. production centres at Calcutta, Madras, Bombay and New Delhi for the production of 16 m.m. TV films. The non-recurring expenditure on the setting up of these centres is stated to be Rs. 324 lakhs and the recurring expenditure Rs. 235 lakhs for a period of five years. The Committee regret to note that although the Films Division has already produced 50 T.V. films, the cost of such films has not yet been worked out by it. What is more surprising is that even the estimated cost of producing TV films at proposed 4 centres has not been worked out by the Films Division. It has only a feeling that the cost would be about Rs. 44 per metre. The Committee are unable to appreciate how the setting up of the 4 centres at an estimated cost of about Rs. 6 crores (both recurring and non-recurring) is being proposed without going into the detailed cost estimates of the end product. The Committee

like Government to first have the estimates of the cost of production of TV films at these centres, worked out realistically and based on such a study, decide about the setting up of the TV production centre. They would further like Government to first set up one centre to produce films specially intended for T.V., on a pilot basis and based on the experience of working of that centre, set up other centres as required, so as to ensure that the TV Films produced at these centres are economically produced and meet the requirements of the viewers.

1.67. The Committee need hardly emphasise that the TV films produced by the Films Division should not only be educative and informative but should also be entertaining. Since TV films are seen by the whole family including the children, it should also be ensured that the films produced by Films Division, are pace setters of high quality, and are free from sex, nudity, violence etc., and have an elevating influence on the viewers.

1.68. The Committee note that the Films Division can reduce the cost of production of films for television if these films are produced on 16 m.m. but because of lack of equipment, the Films Division is not in a position to undertake the production of 16 m.m. films on a big scale. The Committee recommend that necessary steps should be taken to procure the requisite equipment for the Films Division so that the production of 16 m.m. films could be taken up in right earnest.

### G. Audience Survey

1.69. Various and contradictory opinions have been expressed about the quality of films produced by the Films Division and its impact on the cinema going public. Asked if the Films Division has made any survey of the impact of the films produced by the Films Division on the people, the Films Division has informed the Committee in a written note that:—

“The Division is not satisfied with the measures so far taken for evaluation of films. The Films Division does not have any organised machinery to find out public reaction to its films. However, some steps have been taken to evaluate the impact of films from time to time.

A scheme was suggested by the Division for inclusion in the Fourth Five Year Plan for creation of an audience reaction research section in the Films Division with a skeleton staff. The proposal was not approved by the Government.



An attempt had also been made through the Directorate of Field Publicity to find out reaction to our films in the rural areas, but the results could not be analysed for want of proper staff for the purpose. Similarly, other attempts were made by the Films Division by distribution of printed questionnaire during commercial shows. These attempts had also to be abandoned. In the absence of any satisfactory arrangements for gauging audience reaction, the Films Division has been left with no choice but to depend on whatever little information it gathers through the following services:—

- (i) Editorials in newspapers on the activities of the Films Division.
- (ii) Letters to the Editor appearing in newspapers;
- (iii) Press comments and press reviews; and
- (iv) Reports from our Missions abroad.

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However, the above measures can only be treated as *ad hoc* measures and cannot be a substitute for a well organised and scientific evaluation of the Films Division's films and their impact. The Films Division feels that this can be achieved only if proper machinery for the purpose is available. With this end in view, a proposal was again made to the Government for inclusion of the scheme for creation of an Evaluation Cell in the Films Division in the Fifth Five Year Plan. The Steering Group of the Planning Commission has, however, recommended that the organisation for evaluation should be located in the main Ministry."

1.70. Asked during evidence, if the Films Division proposed to conduct any study of the impact of the films produced with Films Division, on the people, the representative of the Films Division stated in his evidence before the Committee:—

"We do not have any machinery at present in the Films Division but we do hope to work on it from the next year."

1.71. The representative of the Ministry of Information and Broadcasting added:—

"We do feel to study audience reaction is a highly skilled thing. It is not merely by occasional reports by the people

who show the films themselves that one can get the idea of audience reaction. There is a highly developed body of social science for study of audience reaction and we feel that much more meticulous study of audience reactions should be made and that is why both in the area of radio television and films we made a submission to the Planning Commission to allot funds during the Fifth Plan to make studies on audience reaction because this is an area which had been neglected in the past. We have got the necessary allocation in the Fifth Plan and we hope will get a better *feed-back* from the general public as to how our films are received."

1.72. The Committee note that the Films Division have no machinery to assess the impact of the films produced by the Films Division on the common people with the result that the popularity or otherwise of the documentary films and their educative value cannot be assessed. In view of the fact that Films Division is producing films for other Ministries also like films on Family Planning, Agriculture etc., and large sums of money are being spent for the production of these films, it is necessary that there should be suitable arrangements to assess whether these films are serving the purpose for which they are intended. The Committee recommend that a suitable machinery should be evolved by the Ministry of Information and Broadcasting to conduct a survey of the impact of the films and news-reels produced by the Films Division on the people. The proposed machinery should be set up in the Ministry of Information and Broadcasting and should develop a system of feedback to the Films Division, so that improvements may be made in the films of the Films Division in the light of the studies made. The Committee feel that this system of feedback is all the more necessary when the Films Division is going to farm out increasing number of films to outside producers.

## **CHAPTER II**

### **FILM AND TELEVISION INSTITUTE OF INDIA, POONA**

#### **A. Historical Background**

The Film Institute of India was established in 1961 following the recommendations of the Film Enquiry Committee, 1951 with the object of providing facilities for professional training in a scientific and systematic manner in the art and technique of film-making, thus helping to bring about improvements in the technical as well as aesthetic standards of Indian films. The original conception was that the Institute should be set up as an appendage to the National Film Board, which was to have composed of a Film Production Bureau and the Film Institute. A Bill was also introduced in Parliament in 1956 for establishing the National Film Board as a statutory organisation but subsequently, for reasons of economy, it was withdrawn. However, the idea of a Film Institute was pursued and the Institute was set up as a subordinate office of the Ministry of Information and Broadcasting.

2.2. With the creation of a Television Training Centre at Poona and the decision to treat it as a wing of the Institute, the area of activity of the Institute has widened and the Institute has been re-named as Film and T.V. Institute of India, Poona. The training in the Television Wing at Delhi is, for the present, confined to 'in service training' of All India Radio personnel. The wing will be moving from Delhi to Poona to occupy the new building complex, which is now under construction.

#### **B. Organisational Set-up**

2.3. The Film and Television Institute of India has been set up as a subordinate office of the Ministry of Information and Broadcasting. The Director of the Institute as Head of Department exercises financial and administrative powers delegated to him under the Fundamental Rules and Supplementary Rules and Delegation of Financial Powers Rules. The Administrative Officer enjoys the powers of a Head of Office and assists the Director in carrying out day to day administration.

2.4. The object of setting up of the Institute is to impart professional training in the art and technique of film-making and to under-

take research in the allied fields of cinema as a means of communication and education.

## Functions

The main functions of the Institute are:—

- (a) to impart training in the following aspects of film production and other allied subjects, namely:—
  1. Film Direction
  2. Screen-play Writing
  3. Film Acting
  4. Motion Picture Photography
  5. Sound Recording and Sound Engineering.
  6. Film Editing
  7. Film Appreciation
  8. Film Production
  9. Art Direction
  10. Film Processing
  11. Make-up
  12. Costume Designing
  13. Animation
  14. Film Publicity and Public Relations
  15. Film Distribution and Exhibition.
- (b) to grant Diploma and Certificates to successful trainees who have completed the prescribed courses;
- (c) to co-ordinate the activities for training of film technicians in India; and
- (d) to maintain a library of important films produced in India and abroad.

2.5. The Film Wing of the Institute is at present offering regular courses for whole-time students in the following subjects:—

“Three Year Course:

1. Film Direction
2. Screenplay Writing
3. Motion Picture Photography
4. Sound Recording and Sound Engineering.

*Two Year Course:*

1. Film Editing
2. Film Acting."

2.6. The Committee appointed to enquire into the working of the Film and Television Institute of India, Poona in their Report submitted in 1972 had recommended as follows:—

"The Committee are of the view that an organisation like the Film Institute which train young people in making good quality films cannot be relegated to the position of a mere office of a Ministry....They recommend that the status of the Institute be raised to that of an autonomous body, by an Act of Parliament and in the Act, the aims and objectives of the Institute be clearly defined. They also feel that it may be desirable to link the Institute with the University Grants Commission."

2.7. In their action taken statement showing action taken on the above-mentioned Report, the Government have stated that :—

"It has been decided to constitute the Institute as a "society". Details are being worked out."

2.8. Asked about the action taken by Government on the above recommendation of the Committee, the representative of the Ministry of Information and Broadcasting stated in his evidence before the Committee:—

"The decision has been taken, in principle, in the Ministry to convert it into a society under the Societies Registration Act. The proposal is now being processed in the Ministry of Finance and, with the approval of the Cabinet, it will be put into action....The decision, in principle, was taken in April, 1973. Since then, we have drafted the proposal, drafted the charter of the society, the rules etc. It has now been cleared by the Ministry of Finance."

2.9. Asked why the recommendation which was made in 1972 has not been implemented so far, the representative of the Ministry replied:—

"The Report contained several recommendations. This, of course, was the core recommendation to give autonomy, to give freedom of action to the Institute and to convert it into a society. The decision was taken, in principle, on

that. Before that, the Advisory Committee for the Film Institute was consulted. There is the Advisory Committee with which many eminent film people are associated. Taking into consideration various opinions it was decided, in principle, in April, 1973 to set up a society. Since then we are in the process of implementation."

**2.10. The Committee note that in pursuance of the recommendations of the Film Enquiry Committee, 1951, Government set up the Film Institute of India, Poona in 1961 to impart training to the young talents in the country in a Scientific and systematic manner and that the institute has now come to occupy the position of a leading film training institution in the country. The institute is imparting training in film acting, film direction, film editing, screen play writing, motion picture photography and sound recording. The Committee are glad to note that the Film Institute has filled a void in the film industry in the sense that young men and women are able to get professional training before entering the film industry and that the diploma holders of the Film Institute have by and large earned a good name for the Institute by their performances.**

**2.11. The Committee further note that the Film Institute was set up as a subordinate office of the Government of India. Although the Committee appointed to enquire into the working of the Institute, in their Report submitted in 1972 had recommended that status of the Institute be raised to that of an autonomous body by an act of Parliament, and the aims and objectives of the Institute be clearly defined and although the recommendation has been accepted by Government in principle to convert the Institute a society under the Societies Registration Act, necessary steps in this direction have not yet been taken. The Committee feel that as the Film Institute is an educational institution and has come to occupy the position of the premier Institute of training in Films, the Institute should be set up as an autonomous body preferably by a statute of Parliament in the interest of its accountability to Parliament. It would be recalled that the working of Universities and other educational institutes of national importance are generally regulated by Statutes. The Committee would like to be informed of the action taken by Government within six months.**

### **C. Achievements of the Institute**

**2.12. A number of organisations connected with the films and individuals who have submitted Memoranda to the Committee have praised the performance of the diploma-holders of the Film and Television Institute of India.**

2.13. In a Memorandum submitted to the Committee, a leading organisation of film employees in the country has stated:--

"The Institute deserves praise for the commendable job it has done in bringing well trained generation of young artists and technicians into film industry. By doing so it has helped the film-makers to come out of the stranglehold of the established stars and star-technicians. The fact that the graduates from the Institute are immediately absorbed in the industry speaks volume."

2.14. A leading film producer has stated in his Memorandum submitted to the Committee :—

"The Film Institute is doing a good job in imparting basic knowledge and training for different sectors of picture making. The major training will come by actual working in regular jobs."

2.15. A leading organisation of film producers, in a Memorandum submitted to the Committee, has stated :—

"The existing Film Institute in Poona is giving adequate training to its students in the departments of film techniques. This training appears to be adequate."

2.16. During their tour, the Study Group of the Committee were informed at Madras by the film organisation of the South that :—

"Reports about the working of the Film and Television Institute of India, Poona are quite encouraging. From available reports, the diploma-holders of the Institute are found to be fairly well-equipped."

2.17. Another leading film producer has stated in his Memorandum submitted to the Committee that:—

"This is one field where Government deserves unqualified praise. The Poona Institute has done real good work by providing training for various kinds of jobs connected with the making of movies. Thanks to the highly efficient staff of teachers and technically qualified personnel the quality of the product turned out from this Institute is really first rate. The Industry owes its thanks to the Poona Institute for a number of good artists and technicians some of whom are front rank names today."

2.18. So far 506 students have been awarded diplomas in different subjects. The figures include 37 foreign students. On the basis of

an entrance examination and audition and screen tests held at various centres and further *viva-voce* tests at Poona, 74 students were admitted during the academic year 1973-74, out of a total of 3,123 applicants. The total number of students on the rolls on 31-12-1973 was 180 which included 19 students from Bangladesh, Nepal, Afghanistan, Ghana, Bulgaria, Malaysia, U.S.A. and Singapore. The number of girl students on the rolls was 28.

2.19. Asked about the present procedure for the selection of students in the Institute, the Ministry of Information and Broadcasting have stated in a written note submitted to the Committee that :—

“Foreign students are admitted on the basis of scrutiny of their applications. Admission of Indian students to the various courses except Acting course is made on the basis of the results of an entrance examination which comprises a written test and a *viva voce*. The written test is held at Allahabad, Bombay, Calcutta, Delhi, Madras and Ranchi and is conducted in the following subjects:—

- (i) English composition; and
- (ii) General Knowledge.

Candidates seeking admission in Motion Picture Photography, Sound Recording and Sound Engineering are required, in addition, to take a test in Science. Candidates securing qualifying marks in the written test are required to appear for the *viva voce* held at Poona.

Selection to the Acting Course is made on the basis of a competitive audition test and a test to judge the photogenic appearance. The photogenic appearance would first be checked up with the help of the photographs submitted by the candidates. The students selected after scrutiny of the applications and the photographs would be called for a competitive audition test. For this test, a copy of the qualifying test paper would be sent to the candidates in advance. The candidates would be required to perform one of the set pieces from the test paper as well as a piece of their own choice which must not be taken from the test paper. The latter piece should be of a contrasting character. The audition test is held at Bombay, Delhi, Calcutta and Madras. The candidates selected on the basis of the audition test would be given a screen test at the respective centres. The final selection for admis-



sion to the Film Acting Course is made on the basis of the performance at the audition test and the screen test. The tests at the four centres are conducted by a Selection Committee consisting of the Director and two members of the faculty and three outside experts having specialised experience in direction and acting. These three invitees are invariably drawn from the film world. The final selection is entrusted to the Central Selection Committee which besides having Director and two members the faculty, has one eminent director, one senior actor and one senior actress. The finalists are required to go to Poona for this selection."

2.20. Asked if any improvement have been made in the present selection procedure, the Ministry have stated that :—

"Every year widest possible publicity is given through the Newspapers about the courses offered by the Institute in order to attract talented youngsters. By and large the present procedure ensures that actually deserving and meritorious candidates are selected to various courses. However, recently the following changes have been approved by Government for being adopted from the academic year 1974-75 :—

- (i) The Film Acting course candidates should also undertake a written test along with others.
- (ii) The screen test for the Film Acting course candidates be abolished."

2.21. Asked about the employment position of the diploma-holders of the Institute, the Ministry of Information and Broadcasting have stated in a written note submitted to the Committee :—

"According to the data collected, out of 435 diploma-holders in various courses, reliable information could be got about 232 students only. Remaining 203 diploma-holders could not inform the Institute about their employment position. Out of 232 diploma-holders—22 diploma-holders have changed careers and 2 have expired. 214 diploma-holders are gainfully employed as follows:—

- 106 are working in the private sector
- 69 are working in the public sector
- 2 are working abroad
- 33 are from foreign countries
- 4 are continuing their further studies."

2.22. A leading organisation of film exhibitors in their Memorandum to the Committee has represented that:—

"It would appear that many of the stars coming out of the Institute develop a "Star Image" even before they come out of the Institute. It will be necessary to inculcate a spirit of service of Art, while they are studying at the Institute."

2.23. Asked what steps have been taken to inculcate a spirit of service of art in the students of Film and Television Institute and make them acquainted with the Indian Culture, the representative of the Ministry of Information and Broadcasting stated in his evidence before the Committee that:—

"The present curriculum in the Institute includes a course of Indian culture and current affairs. It may need further amplification. The idea is to make a person have a fuller personality. We shall convey this well made observations to the Director of the Institute so that he can modify the course to serve the objective better.

About the students developing a star image while studying in the Institute, it is a question of glamour being attached to the film industry; it is a human failing. Every potential star imagines him to be the star he admires. Cinema environment is glamour-oriented and ego-oriented. That is why we agree with the desirability of giving him sound knowledge of cultural development. Our present course aims at it."

2.24. The Government of India appointed in 1971 an Enquiry Committee under the Chairmanship of Shri G. D. Khosla to enquire into the working of the Film and Television Institute of India, Poona. The Committee submitted their Report in 1972. Some of the major recommendations of the Committee were:—

"1. They suggest that an Academic Council consisting of eleven members viz., the Principal, five Professors, who may be Heads of the various faculties, a student representative, and four outsiders drawn from the Industry or the creative Arts be set up. This would take care of all academic matters like fixing the syllabi for various courses, arranging time tables, inviting guest lecturers and also generally supervise the theoretical and technical teaching imparted in the Institute.

2. In addition to the setting up of the Academic Council, the Committee recommend the constitution of a consultative body comprising eleven person, viz., Principal, five members of the staff, and five students representatives to deal with matters affecting the student community. This body would consider the complaints received regarding administrative machinery and any other matter and, report to the Principal or the Academic Council.
3. The Committee are of the view that the Principal of the Institute should be a man who is intimately connected with the art of film making. They are inclined to believe that only such a Principal, who has first hand knowledge of the film making process and can inspire the students and infuse confidence among the staff will be successful. They are also of the view that, though the present scale of pay attached to the post is not adequate enough to attract the right type of persons, if the recommendation regarding the status of the Institute is agreed to, there will be little difficulty in securing the services of competent teachers. The Committee also believe that in order to have a continuous inflow of fresh ideas and talent and also to introduce the latest developments in techniques, the post of the Principal, should be filled on a tenure basis i.e. for a short term of three years. The Principal, the Committee suggest, should be allowed to produce films, and granted leave without pay up to 3 months. The Committee, while suggesting that no person who is not a film maker should be appointed Principal, also recommend that he should be paid a salary equal to the salary which the Directors of Technological Institutes are paid together with free residential accommodation.
4. The Committee feel that there should be terminal seminars (symposia) to which outsiders should be invited to participate. They observe that these seminars will be worthwhile only when there is active participation of the students. Hence the students should be encouraged to write papers for the seminars.
5. The Committee are distressed to learn that a great amount of indiscipline prevails on the Campus. It has, however, not been possible for them to verify the correctness of specific allegations regarding rowdiness and excessively

permissive behaviour on the Campus. The Committee emphasise that a teaching institution like the Film Institute must be kept clear of these evils and suggest that the Principal and the Registrar should be able to achieve this objective by enforcing strict and ruthless discipline. The Committee however, leave the matter of formulating a code of conduct for the students, which will not be too strict or tyrannical, to the Principal.

6. The Committee feel that it is desirable to start Refresher Courses for the people engaged in the industry at film production centres namely Bombay, Calcutta and Madras so that they can benefit from the latest equipment available at the Institute and also by the developments made abroad, which can soon find place, in a teaching institution, more promptly than in the industry.
7. The Committee feel that there is no need to have a separate course for screenplay Writing course with the Film Direction course. The Committee also suggest that for the first two terms, all students should follow all the courses with special emphasis on the particular course chosen by them. They further suggest that guest lecturers on the creative arts, and cultural subjects should receive greater emphasis. The students should also receive elementary training in history, art, archaeology, music, dance, literature and traditional and modern trends in Indian culture.
8. The Committee feel that the fee of guest lecturers is derisively low. They, therefore, recommend that a guest lecturer be paid Rs. 100 for each lecture in addition to his expenses. The guest lecturers should also be provided with basic amenities in the matter of food, transport and accommodation when they are in Poona. They also see no reason, why Government servants should not receive the same fee, but they wish to leave the matter to the Government for a decision.
9. Pointing out the inadequacy of technical facilities available at the Film Institute, the Committee note that in the institutions abroad the training in film making is imparted through 16 mm and super 8 mm films, whereas the Institute is still using only 35 mm films. They further suggest that the equipment should be imported from

abroad for the Institute. The Committee estimate the expenditure on account of the import of equipment at Rs. 60 lakhs, half of which would be in foreign exchange. In addition, foreign exchange of Rs. 5 lakhs a year would be required for replacements, accessories, raw stock etc.

Asked about the action taken on the recommendations of the Enquiry Committee, the Government have furnished an action taken Statement. It is seen from the statement that while a number of recommendations have been accepted in principle, the implementation of these recommendations have been left to the new society when the same would come into existence.

2.25 The Committee are glad to note that the diploma holders of the Film and Television Institute of India, Poona have won appreciation and acclaim from the film industry and others. Not only that the diploma holders and technicians coming out of film Institute have set new trends in the film industry but they have been successful to some extent in breaking the stranglehold of the evil of Star system in the film industry. The Committee feel that by setting up the Film and Television Institute of India, Poona, Government have done a great service to the film industry as well as to the country by providing a group of qualified and talented young men and women to the film industry who have been able to serve the cause of art to a great extent.

The Committee would, however, like to sound a note of caution. While it is true that the Film and Television Institute of India, Poona have considerable achievements to their credit, there is no room for complacency in the matter. The Committee note that there were some incidents in the Film and Television Institute resulting in a strike in the Institute which led Government to appoint an Enquiry Committee in 1971 and the Enquiry Committee have also remarked that "A great amount of indiscipline prevails on the campus." The Committee feel that an institute like Film and Television Institute must be kept clear of these elements which promote acts of indiscipline and vandalism.

2.26. The Committee note that Government had appointed an Enquiry Committee to enquire into the working of Films and Television Institute of India, Poona in 1971 and that Committee submitted its Report in 1972. The Enquiry Committee have made a number of valuable suggestions for improvement in the working of the Institute such as appointment of an eminent film maker as the Principal of the Institute, appointment of an Academic Council, setting up of a Consultative Committee etc. While some of the

recommendations like the appointment of an eminent film producer as the Principal of the Institute have been implemented by the Government a number of other recommendations are yet to be implemented and some of the recommendations are intended to be implemented only after the proposed society to regulate the working of the Institute comes into existence. The Committee recommend that immediate steps should be taken to implement all the recommendations of the Enquiry Committee which have been accepted by Government.

2.27. It has been brought to the notice of the Committee that many students of the film institute develop a star image even before they come out of the Institute. Moreover many of the diploma holders of the Institute who have been successful in the film industry, have themselves fallen a prey to the evils of the star system. The Committee feel that there is immediate necessity to inculcate a spirit of service to art and setting up of healthy and new trends in the film industry in the diploma-holders of the Institute. The Committee recommend that the academic atmosphere of the Institute should be developed in such a way by making suitable changes in the curricula that the diploma-holders of the Institute come out with fresh and new ideas, with a spirit of service and dedication to the art and by their example help in removing the evils now prevailing in the film industry and help to reinforce the healthy trends in the film industry.

2.28. The Committee note that one of the recommendations of the Enquiry Committee on the Film and Television Institute was that there should be terminal seminars and symposia to which outsiders should be invited. The Committee recommend that active film makers and technicians who are known for production of creative, healthy and purposeful films should be invited to participate in these seminars etc., so that the students in the Institute may be able to get in touch with the latest trends in the film industry and may get benefit of their experience and expertise.

2.29. From the figures of the diploma-holders so far employed which has been furnished to the Committee, it is seen that out of 435 diploma-holders, reliable information was available only in respect of 232 diploma-holders and out of these diploma-holders only 5 are not gainfully employed. The Committee feel that the Institute should keep information regarding the employment position of all the diploma-holders so that authentic picture about the employment position of the diploma-holders may be available at all time.

2.30. The Committee recommend that the Institute should keep itself informed of the careers and achievements etc., of the Diploma-holders, passing out of the Institute so as to enable the Institute to judge whether the objectives of the Institute are being fulfilled and the persons trained are having the desired effect on the film industry and as a result thereof, bring about improvements in its curriculum, methods of selection and training etc.

2.31. The Committee further recommend that the working of the Institute should be evaluated every five years by an independent body with a view to assess its working objectively and suggest measures to bring about improvements and efficiency therein.

2.32. The Committee need hardly stress that the quality of training given in the Institute should be of the highest order. It should be ensured that the latest developments in the various fields of film techniques which are taught in the Institute in other countries, are taken note of by the Institute and suitably reflected in their programme of training so that the persons who pass out of the Institute and man our film industry are of international standards and are able to successfully face up the challenging tasks in the fast growing medium of films.

2.33. The Committee have no doubt that in order to sustain the interest of those who pass out of the Institute, it will be helpful to associate them in the various activities of the Institute. The Committee note that the students going out of the Institute who make a mark in the film industry are allowed to have a meaningful participation in the training programme of the Institute by being invited for seminars, symposia etc. The Committee would like this healthy trend to be sustained.

#### D. Refresher Courses

2.34. A leading organisation of film technicians from the South have stated in a Memorandum submitted to the Committee:—

“The earlier technicians have had no schooling. They have come up by sheer Trial and Error method. While they have enormous practical experience they lack theoretical know-how. A right step to organise the industry will, therefore, rest in collecting these technicians, giving them a bush-up of theoretical knowledge and ultimately give certificates to all of them. Such a “Refresher Course”

has been thought of even when the Patil Committee report was submitted and the Poona Film Institute has also been told on several occasions about this."

2.35. The Enquiry Committee appointed to enquire into the working of the Film and Television Institute of India, Poona, had also recommended that:—

"The Committee feel that it is desirable to start Refresher Courses for the people engaged in the industry at film production centres namely, Bombay, Calcutta and Madras so that they can benefit from the latest equipment available at the Institute and also by the developments made abroad, which can soon find place, in a teaching institution, more promptly than in the industry."

2.36. Asked what action has been taken on the above recommendation, the representative of the Ministry of Information and Broadcasting stated during evidence before the Committee:—

"A refresher course was organised on two occasions for script writers. I must confess that for technicians no such thing was organised. This is a good suggestion which can be taken up."

2.37. The Committee note that there is a demand from the technicians in the film industry that there should be a refresher course in the Film and Television Institute of India for those technicians who are already employed in the industry but who did not have the benefit of getting theoretical knowledge. The Committee further note that the Enquiry Committee appointed to enquire into the working of the Institute had also recommended such refresher courses. The Committee recommend that Government should take early steps to start refresher courses in the Film and Television Institute for the technicians etc., already employed in the film industry so that the quality of our film making may improve.

#### E. Expansion of the Institute

2.38. A leading film organisation from the South has stated in a Memorandum submitted to the Committee:—

"Institute like the Poona Film Institute may be sponsored in the regional centres for training of artistes and technicians with a Central Institute for post-graduate students."



**2.39. The representative of the organisation stated in his evidence before the Committee:—**

"The diploma-holders of the Institute are good not only as artistes but as technicians also. I strongly recommend that it must be enlarged to a very up-to-date institute as one of the best in the world with latest equipments and facilities. . . . My suggestion for removing the evil of staid system is that more institutes like Poona Film Institute must be sponsored by the Government in other producing centres like Calcutta and Madras."

**2.40. Asked if the Government proposed to start Institutes similar to the Film and Television Institute, Poona in other Centres also, the Ministry of Information and Broadcasting have stated in a written note submitted to the Committee:—**

"In the Conference of State Ministers of Information, this matter was discussed and there was a general consensus that there is need for proliferation of Institutes. However, special courses at regional level may be sponsored as and when required.

It is also Government's thinking that there is a need for formulating a well-coordinated policy and establishing norms and standards. Quality of training is essential. At the same time, we must ensure that in our anxiety to provide facilities quickly we should not inadvertently cause the dilution of quality. Therefore, there is a necessity that the Film and Television Institute of India should serve as a focal point of consultation and coordination and take up the question of minimum essential standards and recognition of diplomas etc. Therefore, there is no proposal to set up another Institute similar to the Film and Television Institute of India, Poona."

**2.41. Asked if Government have made any survey of the requirements of artistes and technicians in the film industry and the need to increase the intake of the Institute, the representative of the Ministry of Information and Broadcasting stated in his evidence before the Committee:—**

"As a result of the success of the students, it is attracting a lot of students from our country and neighbouring countries as well as from Africa. But the faculties have remained at a level commensurate with the finances avail-

able. But the principle mentioned is a wholesome one and should be accepted. One has to remember that one has to regulate training so that absorption in the profession becomes easy; you cannot overproduce a talent which is not very much in demand. There is pressure particularly for acting courses or direction courses....

About survey, no survey has been made but persons with technical qualifications have been easily absorbed and it appears there is great demand for them.

The *per capita* expenditure per student is of the order of Rs. 10,000. Increasing intake means expanding the faculties, that is, more studios, acting stages, more equipment. At the rate of absorption of talent passing out, the present number seems adequate but as the demand increases, gradually it will have to expand."

**2.42. The Committee note that a suggestion has been made by leading film organisations from film producing centres other than Bombay that institutes similar to the Film Institute of Poona may be opened in other film producing centres also. Even the film industry from Bombay have suggested that the intake in the institute should be increased. From the fact that the diploma-holders of the Institute have not been able to make the impact on the prevailing star system in the film industry to the desired extent because of their inadequate number and from the fact that practically all the diploma-holders of the institute have been able to get gainful employment, the Committee feel that there is a case of the expansion of the film institute. The Committee recommend that a realistic assessment of short term and long term needs of the film industry for artistes and other technicians etc. television etc. should be made by Government immediately in consultation with the Film Industry and State Governments.**

**The Committee note that there is demand for training institutes in the other Film producing centres. The Committee would like Government to take concrete steps in consultation with State Governments and Film Industry to set up such Institutes in the other film producing centres also.**

### **G. Growth of Private Institutions**

**2.43. A leading organisation of film producers have submitted in their memorandum submitted to the Committee:—**

**"There is a Film Institute in Poona and Institutes in Madras and Bangalore. With the craze for film stars, many pri-**

vate institutes have come up in places like Bombay. These are more intended to exploit the youth with clamour for glamour. It would be necessary to regulate such Institutes by Government recognition to those which are properly equipped..”

2.44. In a written note submitted to the Committee, the Ministry of Information and Broadcasting have stated that “Lately, institutions have also been set up by private organisations in Bombay, Calcutta, etc.”

2.45. Asked if any check is being exercised on these private institutes so that these may not exploit the youth, the representative of the Ministry of Information and Broadcasting stated in his evidence before the Committee:—

“It is true that many private bodies have come up for training actors, film directors, producers etc. There have been mixed comments. Some have liked their performance, but there the many complaints that they charge heavily, there are not trained teachers etc. We do not have full information about them. When a complaint was received from Bombay, we did forward it to the Government of Maharashtra, because they have to take a licence from the local education department. We have not made any systematic study or survey. This was taken up at the Advisory Committee meeting of the Film Institute in Poona and we said the only check we can enforce is that they cannot be given recognition. The Education Ministry representative said, they have no intention to give recognition to their diplomas. Nothing more beyond this has so far happened.”

2.46. Asked if any check is being exercised, the representative of the Ministry replied:—

“It is the same dilemma as between public education and private education. There are private schools which may be charging high fees and giving a very high quality of education or indifferent education. The only sanction with the Government is either to recognise and give grant to an institution or not.”

2.47. The Committee note that a number of private film training institutes have come up in Bombay, Madras and Calcutta, etc., and

there are complaints that many of these institutes do not have the necessary equipment etc., and are exploiting the youth rather than providing them useful training. The Committee recommend that Government should take effective measures in consultation with State Governments to regulate the growth of such institutes in order to ensure that these institutes may not become instruments for exploiting the youths who are attracted by the glamour of the industry.

## CHAPTER—III

### CHILDREN'S FILM SOCIETY

#### A. Historical Background

The Children's Film Society, an autonomous body registered under the Societies Registration Act, 1860, was set up in May, 1955 to undertake the production, distribution and exhibition of films specially suited or of special interest to children and adolescents. Since its inception, the Society has produced 86 films. The Society subsists to a considerable extent on grants-in-aid given to it by the Central Government, though it also earns revenue by way of affiliate membership fee realised from the State Governments|Union Territories, Sale of prints, commercilfilm show, hire charges of 16 mm films etc. The State Governments who become affiliate members of the Society, pay Rs. 10,000.- and the Union Territories Rs. 5,000.- annually to the Society.

3.2. A statement giving the income and expenditure of the society during the last 3 years is given below:—

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	1970-71	1971-72	1972-73
Income	5,01,477	6,02,873	5,33,157
Expenditure	12,36,041	16,64,170	13,71,433

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#### B. Working of the Society

3.3. A number of non-official organisations and individuals who have submitted Memoranda to the Committee have criticised the working of the Children's Film Society. A leading organisation of film producers in their Memorandum submitted to the Committee have stated:—

"The quality and standards of film produced by Children's Film Society has been the subject-matter of criticism in public and in Parliament. In spite of numerous changes made in the administrative set up of the Society, there has been no worthwhile improvement."

3.4. A leading organisation of film employees have stated in their Memorandum submitted to the Committee:—

“The Society has totally failed to make either a quality or a standard film despite several years of existence. No wonder then it has made no impact. The reasons for its failures are many. But the chief amongst them are lack of proper and clear-cut policy and the improper choice of persons selected for its management, allocation of inadequate funds to it and its failure to build up channels of communications with children.”

3.5. A leading organisation of film producers from the South has stated in their Memorandum:—

“There is nothing much to be said about the standard of film produced by the Children's Film Society. The Society was in its initial stages in wrong hands and somehow or other it has not come upto expectations. The production, distribution and exhibition need a thorough overhall if the objects for which the Society was formed are to be achieved.

3.6. A leading film producer has stated in his Memorandum submitted to the Committee:—

“I must say that the Society was run by corrupt officials who wanted to monopolise its execution side. The Secretary by and large tended to be the Director and I noticed that in the Board meetings more emphasis was laid on the economic problems of the Society and the executive part of the film making was allowed to remain in the hands of officers who knew nothing about the art of film making.”

3.7. Asked if Government have conducted any enquiry into the working of the Children's Film Society and if so what were the findings, the Ministry of Information and Broadcasting have stated in a written note submitted to the Committee:—

“No formal Committee of Enquiry was set up. However, on receiving certain complaints against the Secretary of the Children's Film Society, Shri K. K. Khan, Deputy Secretary in the Ministry was asked to look into the allegations. His findings, *prima facie*, revealed certain irregularities and an overall state of mis-management in

the office of the Society. By way of action, to put the affairs of the Society on sound footing, the Children's Film Society has since dispensed with the services of the Secretary. The Executive Council of the Society has been re-constituted."

3.8. It has been stated in the Report of the Enquiry conducted by the Deputy Secretary in the Ministry of Information and Broadcasting:—

"I would thus end up by saying that Shri.....is culpably responsible not only for frittering away the resources of the Society but also for deliberate mismanagement of public funds. The most moderate statement that can be made about his tenure in this Society is that he has harboured the fortunes of a small coterie of associates and also of his own family, all at the expense of the Society. He has to some extent manoeuvred the removal of people like Shri Ezra Mir and Shri K. L. Khandpur as presumably their continued association with the Society would lead to certain inconvenient questions concerning his management of affairs. He has kept his office and his records in such a state of confusion and disorder that the verification of even a small fact is virtually like seeking the proverbial needle in the haystack. He has paid no attention to rules and regulations and has gone to the extent of manipulating facts in his notes to the Chairman and preparation of agendas for the Executive Council, to further whatever ends he may have had in mind at that particular moment. He has had scanty regard for financial propriety and his utilisation of Society funds for his own tours and expenses has verged on a totally inordinate level, out of all proportion to what the situation demanded. On some occasions he has obviously used Society funds to perform tours to places where his work was of a totally personal nature. In short, he has misused his position in every conceivable manner and has rendered substantial damage to the aims and objectives and functioning of the Children's Film movement. Shri.....is not thus a person fit to be given a responsible position and it is recommended that he may be removed from his present position in a suitably summary manner, the circumstances leading to his removal kept on record so that he may not in the

future be given any responsible position in a post where he would be in any way connected with the expenditure of public funds. Not only should the Children's Film Society dismiss him but this fact should be brought to the notice of all Governmental agencies to ensure that Shri.....does not ever get Government employment. This would be the only suitable deterrent in a case of this grave a nature."

3.9. Asked about the circumstances in which these irregularities and mismanagement in the office of the Society took place, the representative of the Ministry of Information and Broadcasting stated in his evidence before the Committee:

"There have been a few complaints which have been looked into by the former Deputy Secretary incharge of films. On the basis of his report, the services of the Secretary were dispensed with. A new Secretary has been appointed and a new Executive Council has been constituted. Stricter financial scrutiny of the various aspects of the activities is being done to make better use of the resources available."

3.10. Asked if it was not a fact that similar irregularities had happened in the time of an earlier Secretary of the Society and if so, what corrective measures were taken to ensure that similar irregularities do not recur, the representative of the Ministry of Information and Broadcasting stated:—

"We have appointed an officer of the Films Division as Treasurer of the Society. We are looking into past irregularities. Now there is very strict control on funds. The coterie that is being talked about, we are not using any-one of them for film making. We have thrown the doors of the Children's Film Society wide open so that other people also have an opportunity to give us ideas about films. We are seeking the advice of film makers on what would be the best films to make."

3.11. The Public Accounts Committee (1965-66) in their 42nd Report had made the following recommendation about the Children's Film Society:—

"The Committee regret to note that even though the Children's Film Society has been in existence for over a



decade and that the Government has spent approximately Rs. 65 lakhs on this Society during the above period, the results achieved are far from satisfactory. The whole project of the Society appears to the Committee, to be badly planned and inefficiently executed. The Public Accounts Committee (1963-64) in paras 48-53 of their 20th Report have already dealt with serious irregularities pointed out by Audit in the Audit Report (Civil), 1963. As a result of the recommendation of the Committee, Shri Limaye was appointed to hold an enquiry for fixing responsibility for financial irregularities in the Children's Film Society for a number of years and to ascertain the amount of loss suffered by the Society. Shri Limaye's report, which was submitted in July, 1965 is very revealing and shows how the entire working of the Society was mis-managed. The Committee suggest that immediate action should be taken on that report."

"From the Enquiry Committee's Report relating to the missing articles valued at Rs. 19,016.66, it is observed that apart from small articles, missing articles include cameras, watches, gramophones, sarees, almirahs, typewriters, shawls, dunlopillo matterss, divans, book cases, steel cupboards, tea sets etc. Moreover 65 per cent of the English books and 45 per cent of the Hindi books are also missing. The Committee feel that such a large list of missing articles gives only an indication to the fact that there was a large scale attempt to defraud the Society. Further the only gold medal which the Society won in an international award is also missing.

The Committee take a serious view of this and suggest that Government should institute criminal proceedings against persons who have been held responsible by the Enquiry Committee. The Committee also feel that this case shows that the supervision of the Ministry of Information and Broadcasting on this Society was very lax. The Committee desire that in addition to fixing of rea-

ponsibility on the persons responsible for thefts of the missing articles, responsibility for laxity in supervision by officers of the Information and Broadcasting Ministry may also be fixed."

3.12. In their Sixty-second Report, the Public Accounts Committee (1966-67) had observed|recommended as follows:—

"The Committee are surprised to learn that the Ministry could not advise the Children's Film Society to take action on their recommendation made in para 4.44 of the 42nd Report (Third Lok Sabha) and also in cases of misappropriation of funds by the Society. When the Society as depending on the grants given by the Ministry for its working and when the Government was adequately represented on its Executive Council, it becomes all the more surprising that the Society was beyond the control of the Ministry. In these circumstances, the Committee would suggest that the Ministry should either consider the taking over of the Society so that its affairs may be brought under effective control or Stop giving further grants to the Society till proper action is taken on the recommendations made by the Committee.

The Committee would also like to reiterate their recommendation made in paras 4.43, 4.44 and 4.46 of their 42nd Report (1965-66) and stress the necessity of taking prompt action in this case."

3.13. In their Seventy-eighth Report, the Public Accounts Committee (1968-69) had observed as follows:—

"The Committee observe that civil proceedings were not initiated for recovery of irregular excess expenditure, shortages, outstanding dues etc., amounting to Rs. 92,744 that came to notice as a result of investigation into the affairs of the Children's Film Society by the Controller of the Films Division, Government have stated that proceedings could not be initiated as the report of the Controller became available only in July, 1965, "by which time according to the Law Ministry these cases had become time-barred." The Committee, however, observe that the opinion of the Law Ministry that action had become time-barred was based on the assumption that

the former General Secretary of the Society "had resigned from the Society in June, 1962", whereas the actual position as explained to the Committee by Government was that "his resignation had become effective with effect from 9th December, 1962". It would therefore be apparent that the proceedings time-barred only on 9th December, 1965, a few months before which the findings of the Controller of Films Division on the affairs of Society had become available to Government."

3.14. The Committee note that Government set up in 1955 the Children Film Society to undertake the production, distribution and exhibition of films specially suited or of special interest to children and adolescents. The Committee, however, regret to note that the working of the Society has been a subject of adverse criticism from many quarters in the country and that the Society has not been successful in performing the functions assigned to it. The Committee further note that an enquiry conducted by an officer of the Ministry of Information and Broadcasting into the working of the Society in 1972 found many lapses in its working, particularly relating to the role of the Secretary of the Society and charges of misuse of position and favouritism against him were found to be substantiated. The Committee cannot help concluding that the working of the Society has been far from satisfactory and has been beset with serious irregularities. The Commission deplore that the Society which was set up with the objective of production of films for children who are the future hope of the country was allowed to fall in the hands of such unscrupulous people and was allowed to be used more for personal benefit than for achieving the objectives assigned to the Society.

3.15. The Committee note that the Public Accounts Committee (1965-66), (1966-67) and (1968-69) had pointed out serious lapses and irregularities in the working of the Children's Film Society and had made several recommendations in this behalf. The Committee feel that had effective remedial measures been taken immediately by Government to put the working of the Society on a sound footing, the grave irregularities which were again found in the working of the Society in 1972 would have been avoided. The Committee deplore that due to lack of timely effective action on the part of Government, the mal-functioning of the Society continued resulting in infructuous expenditure and bringing a bad name to the Society. Considering the continued unsatisfactory working of the Children's Film Society in the past, the Committee feel that the continuance of the Society as autonomous body, would not serve any useful purpose

and would not achieve the objectives for which it was set up. The Committee recommend that the functions at present performed by the Children's Film Society should be immediately entrusted to the Films Division which works directly under the Government. The Committee would like Government to inform the Committee within six months of the action taken in this regard.

3.16. The Committee need hardly stress that as children's films are a specialised field which has been long neglected, this should receive the special attention of the Films Division and Government so as to ensure that the development proceeds on the right lines from the very beginning. The Committee would like the Films Division to hold consultations with eminent producers, directors, educationists and other experts so as to assimilate and incorporate the best ideas in the production of quality films for children's entertainment and education.

3.17. The Committee would like the Films Division and the Ministry to make a specific mention of the progress made in producing the children's films and in their exhibition etc., in the annual report of the Films Division and of the Ministry of Information and Broadcasting.

### C. Production of Films by Children's Film Society

3.18. Since its inception in 1955, the Children's Films Society has produced 86 films.

3.19. Asked to state the average cost of production of films, the Ministry of Information and Broadcasting has stated in a note submitted to the Committee:—

“The Children's Film Society has stated that the cost of individual films produced prior to 1962 could not be ascertained, as they have no records showing the production cost of individuals films produced prior to 1962. The average cost of production of each film produced subsequent to 1962 comes to Rs. 82,264.”

3.20. A leading film producer has stated in his Memorandum submitted to the Committee:

“The Government and its organisers seem to have got into their head that Children's Film Society should make pictures which are childish. They seem to forget that if it is very delicate field of film activity and we need really intelligent directors to make pictures suitable for the juv-

enile mind. It is in fact the job of experts....For one thing or the other the executives of the society did not like to approach good directors already engaged in feature film business either on the ground of financial insufficiency or due to some psychological reluctance which would reduce the importance of Secretary and others."

3.21. Asked if some private producers have been approached to produce pictures for children, the representative of the Ministry of Information and Broadcasting stated in his evidence before the Committee:—

"Yes. We have put in an advertisement in the press in all languages that story-writers should submit their stories to us for children's films. We have set up a Committee to go through these stories and decide whether any of them could be made into a film. Apart from that, a number of invitations have been addressed to outside film-makers to submit to us ideas for making children's films."

3.22. Asked whether in view of the fact that the budget of the Society is approximately Rs. 12 lakhs annually, the production performance has been satisfactory, the representative of the Ministry of Information and Broadcasting stated:—

"Rs. 12 lakhs was utilised not only for the making of films but also for distribution. They have been sponsoring the children's films movement. They have been supplying films to the State Governments which are members; in lieu of their membership fee, they get certain films. May be, the production has not remained stable throughout the period; there have been ups and downs. They have been able to produce five films which is a fair performance."

3.23. The representative of the Ministry of Information and Broadcasting further stated:

"We have to build up the movement and generate enough of interest in the producers and writers to make enough films of quality for children. In the Fifth Plan we are increasing the budget for this item. We hope that in the next five years there will be not only more of children's films but also better films."

3.24. Asked if the Children's Film Society has been getting suffi-

cient funds for its production programme the representative of the Ministry of Information and Broadcasting stated:—

“Now more funds have been given. We have no complaints of funds. There was neglect in the past. Action has been taken against the Secretary. We are going to go ahead with the production of more films with a more efficient distribution system, engaging outside talents, mobilisation of more films writers, especially children’s film makers, creating a forum for bringing them together so that they can produce the best children’s films in the country.”

3.25. Asked if it is proposed to boost up the production of children’s films in the country and if good and purposeful films for children were being imported, the Ministry of Information and Broadcasting have stated in a written note submitted to the Committee:—

“Stepping up of the production of children’s film will require additional resources. Fortunately in the Fifth Plan, there is a provision of Rs. 100 lakhs as grant-in-aid to the Society. During 1974-75, a provision of Rs. 14 lakhs has been made under the Plan. In addition, the society will get Rs. 6 lakhs under non-plan grant-in-aid. Besides the grant-in-aid the Society is expecting its own revenue of about Rs. 10 lakhs. Thus the Society during 1974-75 will have enough resources to enlarge its production. Besides Departmental production through its own unit, the Society will commission films to talented film makers all over the country. In fact more films will be framed out to outside producers than produced departmentally.

Several good foreign children films have been located and negotiations are being started for acquiring them for distribution in India after they have been dubbed in Indian languages.”

3.26. The Committee note that since its inception in 1955 the Children Film Society has produced 86 films which works out to an average of about 5 films every year. The Committee feel that the number of films produced by the Children Film Society has not been sufficient to make any impact on the children film movement in the country with the result that most of the children are still going to see the commercial feature films, produced in the country which may not always have a healthy effect on the minds of the young children. The Committee feel that films play a major role in shaping the mental make up and thinking of the children particularly.

On account of their visual impact, the films leave a lasting imprint on the minds of the children. What is more distressing to note is that although sufficient funds were made available to the Children Film Society, as admitted by the Secretary of the Ministry of Information and Broadcasting, it has not been able to produce more and purposeful children's films because of the internal weaknesses in the working of the Society. The Committee recommend that Government should take effective measures to ensure that adequate number of children films are produced in the country so as to make the children film movement in the country really effective. These films while being educative and of high quality should also be entertaining so that the children may be attracted to see these films and may not go to see the commercial feature films.

3.27. The Committee need hardly point out that production of films for children is a delicate and a sensitive field of film activity which require dedicated and talented directors and writers. It should be realised that these films are meant for the juvenile mind which is very sensitive and receptive and hence it is very necessary that the greatest care is bestowed in the selection of the story, the script and the production of these films. The Committee recommend that cooperation of eminent film producers, directors and script writers in the country should be sought for the production of children films so that their experience may be utilised for the promotion of children's films movement in the country. The Committee have no doubt that such eminent people in the film industry would come forward to lend a hand in educating the mind of young generation of the country as a labour of love. The Committee would like to be apprised of the concrete steps taken by Government in this matter.

3.28. The Committee recommend that films for children should be produced on the lives of great men and national martyrs as also on the stories from the great national epics like Ramayana, Mahabharata and Panchtantra so as to inculcate in the children of the country a sense of patriotism and feeling of pride for the national traditions and history. The Committee further recommend that children films depicting the cultures and lives of people in the various regions of the country should be produced so as to make our children aware of the diversified culture of the country and encourage national integration.

3.29. Government should also keep a careful watch on the cost of production of children's films as in the past there have been seri-

ous allegations about unconscionably high cost of films produced by the Children Films Society. The Committee stress that when the work is taken over by the Films Division strict check should be exercised in this behalf in consultation with the representatives of Finance to see that the cost is kept within reasonable limits thus coviating any scope for allegations.

#### D. Distribution and Exhibition of Films produced by the Society

3.30. The arrangements for the exhibition of films produced by the Society are made through following distributors:

<i>Name of the Distributors</i>	<i>Areas assigned</i>
1. M/s. Movie Film Exchange Prakash Talkies Building, Indore. (M.P.)	U.P., M.P., Rajasthan, Vidarbha and Khandesh of Maharashtra State.
2. M/s. Union Enterprises, M-20/2, 27th Cross Street, Elliots Beach, Madras-90.	Tamilnadu, Kerala, Mysore and Pondicherry.
3. M/s. Seven Seas Pictures, 386, C.V.P. Road, Near Congress House, Bombay-4.	Maharashtra and Gujarat State.
4. Films Division, Hyderabad—29.	Andhra Pradesh.
5. Films Division, Calcutta..	Eastern Territory.
6. Children's Film Society, Delhi.	Delhi, Haryana, Punjab, Himachal Pradesh.
7. Children's Film Society, Bhubaneshwar-7.	Orissa.

3.31. In addition to this, the Society has its own arrangement for regular shows of its films at Delhi and Bombay. Further, the Society also maintains a library of its films in 16 mm size. Various Schools, Social Welfare Clubs, Factories etc., are enrolled as members of this library and they are given films from this library for their regular shows on nominal charges.

3.32. It has been stated by the Ministry of Information and Broadcasting in a written note that:

"In order to popularise the children's films and to promote the cause of children's film movement in the country, the Society has been organising festivals of its films in various parts of the country commencing from the Childrens' Day every year. As a result of this, a number of cinema exhibitors have come forward to screen the children's films regularly. During the year 1972-73 the Society



organised 3467 shows of its films as against 3132 during the year 1971-72 and 2818 shows during 1970-71. The 16 mm Library Scheme of the Society has also been becoming popular day by day as a number of Schools, Factories, Social Welfare Clubs, etc., are enrolling themselves as members of this library and have been borrowing films from the Society regularly.

During the year 1972-73, the membership of this library stood at 337 as against 277 during the year 1971-72 and 153 members during the year 1970-71."

3.33. It has been stated by the Ministry of Information and Broadcasting in their Annual Report for 1973-74 that:—

"Its films are screened far and wide for the benefit of children during the Children's Film Week organised every year by the Society all over the country coinciding with the Children's Day, 14th November. For the first time, the Society organised a festival of foreign children's films at Lucknow and Kanpur in the month of November, 1973. Similarly, a festival of Czechoslovak Children's films was also organised at 10 centres in the country. The Society also participated in the Educational Children's Film Festival at Calcutta, which was sponsored by the Institute of Children's Films, Calcutta, and the film "Raju Aur Ganga-ram" received an award of "Certificate of Merit".

The Society continued to show its films regularly at Tarabai Hall, Bombay and Sapru House, New Delhi on Sundays and public holidays. The TV Centres at Delhi and Bombay also continued to telecast the Society's films in the children's programme. Under the 16 mm Film Library Scheme, the Society continued to enrol various schools, social welfare clubs, factories, etc. The members of this library are supplied the Society's films in 16 mm. size for regular screening in their premises for the benefit of children.

In 1972-73, the Society conducted 3,467 shows as against 3,132 shows in 1971-72 non-commercially. In the non-commercial circuit, the shows were attended by over 12.50 lakhs children and adults. The Society arranged shows of its films on Children's Day on 14th November, 1973, all over the country."

3.34. Asked if the exhibition facilities for the showing of children's films are considered adequate, the Ministry of Information and Broadcasting have stated in a written note submitted to the Committee:—

“At present the exhibition facilities for children's films are not adequate. The Society is planning to set up distribution offices in various parts of the country to intensify exhibition of films. These officers will arrange morning shows of children films in their territory and also lend 16 mm films to schools and other institutions having 16 mm projections.”

3.35. Asked if any study has been made to find out the percentage of children seeing films produced by the Society, the representative of the Ministry of Information and Broadcasting stated in his evidence before the Committee:—

“We find that no such study has been made..... We will do it. But, as in the case of the Films Division also we are poor in this area. Evaluation is something which we have not done so far.”

3.36. The representative of the Ministry of Information and Broadcasting further stated:—

“It appears that although there are branches of the Society functioning in different states and some of them have got capital funds, it is still not much, and there are large areas particularly in the hinterland and rural countryside which are not covered.”

3.37. The Committee note that the present arrangements made for the exhibition of Children's films in the country are not adequate and during 1972-73 the Society conducted only 3462 shows which were seen by about 12.50 lakhs children and adults only. This indicates not only the inherent weakness in the present distribution arrangements but also casts a reflection on the quality of films produced by the Children Films Society. The Committee consider it of utmost importance that the films produced at Government expense or largely with Government subsidy for entertainment of children and for their education are put to best use. The Committee find that at present the children's films are exhibited in a very limited manner only in metropolitan and other big cities and hardly find adequate exhibition opportunities in other towns and areas. The Committee have elsewhere in their Report recommended that the

production of these films should be taken over by the Films Division and concerted efforts taken to improve the quality of the films. The Committee have also in their 58th Report discussed in detail the present constraints in the exhibition arrangements for commercial films in the country.

The Committee see no reason why more shows of children's films cannot be arranged and why these films cannot be shown in the educational institutions, particularly, when many of the institutions have projection facilities and shows can also be held in the open air. The Committee would like Government to examine the matter in depth to improve the distribution arrangements so that children's films of quality, are shown in educational institutes to the maximum extent possible, in art theatres run by the Film Finance Corporation and in well-appointed cinema houses to facilitate the films being seen by the children. The Committee have no doubt that if systematic efforts are made, it should be possible to devise regular arrangements for exhibition of children's films in smaller towns and cities particularly those which have a sizeable student population.

3.38. The Committee further feel that no entertainment tax should be charged on the children's films so that the admission rates of the films are kept low to enable maximum number of children to see these films. The Committee also feel that the children's films should be shown on no profit no loss basis in the cinema houses in the interest of exhibition of these films to a larger audience of Children.

## CHAPTER IV

### FILM ARCHIVES OF INDIA

The idea of establishing a National Film Archive originated in 1955 when the Ministry of Information and Broadcasting introduced the National Awards Scheme for films. As per the rules of the awards, the producers are required to deposit prints of award winning films with the Government. It was decided that such film deposits would ultimately form the nucleus of the Archive. The proposal to set up the National Film Archive of India as a constituent unit of the Ministry of Information and Broadcasting in the premises of Film and TV Institute of India at Poona was approved by the Expenditure Finance Committee in February, 1961. But the proposal had to be deferred due to the emergency created by the Chinese aggression and the Archive actually came into existence only in February, 1964.

4.2. The aims and objectives of the Archive as stipulated in its Constitution are as follows:—

- “(i) To procure and preserve important films produced in India.
- (ii) To procure and preserve films (including television film and telecasts), which are important as records of contemporary history.
- (iii) To procure and preserve a selected number of films produced in other countries by purchase or through exchange of prints of Indian films.
- (iv) To procure and preserve still photographs, shooting, scripts, posters and other material pertaining to films in the Archive and also relating to other important films which cannot be acquired.
- (v) To prepare synopsis and other background material for the films in the Archive on comprehensive cataloguing system.
- (vi) To undertake and encourage research relating to all aspects of Indian cinema.
- (vii) To maintain and propagate the study of film art. This will be gradually achieved by the following methods:—
  - (a) by making arrangements for showing of film classics

to serious students of film art in the premises of the Archives;

- (b) by setting up a film distribution library for making a selection of the important films in the Archive available to film study groups for non-commercial showings;
- (c) by providing lectures, courses and advice to teachers and others who want to introduce the study of films in schools, clubs and other organisations;
- (d) by organising a permanent exhibition of filmic materials, the exhibits of which would include still photographs, set designs, models of studios and sets, apparatus used in the production of early films and illustrations and charts explaining the process of film productions;
- (e) by preparing and loaning travelling exhibits of stills, wall charts, posters, models, etc., to museums, art galleries, exhibitions, etc.
- (f) by setting up the National Film Theatre organisation which will undertake regular screenings of important films produced in India and abroad.

4.3. The Archive was thus set up with the task of building up a heritage of National Cinema. It is not only a Centre for undertaking film study and film research but also a centre for the public education in cinema. Though acquisition and preservation of cinema is its main concern, like any other museum, the Archive has to function as a centre for research. This can be served only if the films are constantly projected, viewed, discussed, studied and written about.

4.4. At present the Archive's collection consists of about 1000 films. In order to enrich the collection of film classics from other countries and initiate its activity of film distribution to film societies and film study groups over the country, the National Film Archives of India has become a member of International Federation of Film Archives in keeping with the practice followed by Film Archives of other countries. The membership of the Federation has enabled the Archive to procure a number of foreign films on exchange basis.

4.5. A leading journalist in his Memorandum submitted to the Committee, has stated:—

“The Archive movement is of immense value. But the funds available to this organisation are pitiful. Archives are

only useful if the material deposited is carefully preserved and is easily located. This is not so at the moment, because the support is lacking. Dedicated archivists must be nurtured. Here again, normal bureaucratic procedure is self-destructive."

4.6 A leading film writer has stated in his Memorandum:—

"The Film Archives is a very useful institution. It is a unique institution of its kind in India but it also suffers from paucity of funds. In our opinion it should have one or two projection halls of its own plus it should be encouraged to buy more films from abroad. It has a good number of Western films but not as many from Japan, East European countries and Russia. I think this imbalance should be removed."

4.7 A leading organisation of film producers has stated in their Memorandum:—

"This Film Archives working in the Film Institute at Poona is doing useful work. Again the question of management by qualified people has to be given importance if ever Film Archives has to play its expected part. Merely collecting films from available sources and storing them in a room should not be the purpose of a Film Archive. Important and memorable films in various fields produced in various parts of the world will have to be collected and these films should be periodically exhibited particularly to the film makers, technicians and artists of the Indian Film Industry for the purpose of study with a view to bring about desirable improvements in the homogenous production of films. The Archive can also play an important role in the matter of collecting and disseminating information not only in all aspects of film making but also in the distribution and exhibition of films. The Archive truly should be a historian and an Information Service rolled into one and should provide guidance in all aspects—artistic and commercial aspects of motion pictures. The establishment of the Film Archives is indeed a good beginning. Steps may be taken to enlarge its scope and functions on the lines suggested above."

4.8 A leading organisation of film employees have stated in their Memorandum:—

"The Archive is handicapped by lack of adequate funds to run its affairs in an effective manner after its coming into

existence very recently. Several old film classics have been lost completely because either they are not traceable or their ownership is not traceable or they have been lost because of the de-composition of the materials. Several of the old Indian film classics are lying in the vaults of distribution concerns and processing units. They cannot part with them because of legal difficulty. We suggest that the Government should make efforts to acquire these films before they are totally lost."

4.9 Asked about the present position of the Film Archives of India, the Ministry of Information and Broadcasting have stated in a written note submitted to the Committee:—

"The National Film Archive of India has since been temporarily shifted to Jayakar Bungalow. It was previously housed in a small hutment in the compound of the Film and Television Institute of India. Archive films are at present stored in two old film vaults, a class room, a part of Studio stage and a temporary hutment, all situated in the premises of the Film and Television Institute of India, Poona. Adequate number of room air conditioners have been fitted in two film vaults and temperature is kept at the prescribed limit subject to availability of power. The proposal to construct film vaults and laboratory for the National Film Archive of India was included in the Fourth Five Year Plan proposals. The administrative approval/expenditure sanction of Rs. 17,68,800/- was accorded in September, 1972. However, the construction project of the new Archive film vaults and laboratory is being kept in abeyance by C.P.W.D. despite financial sanction due to the present ban on construction of non-operational buildings. Ministry has since requested Ministry of Works and Housing to make necessary provision for the said construction work in the capital budget grant for the year 1974-75. It is hoped that the construction will commence from 1974-75. The Archive has a complement of 13 persons consisting of one Assistant Curator, one Film Library Officer and one Film Library Assistant. This staff attend to maintenance as well as classification of films. The Archive has so far been able to acquire 957 films (712 Indian and 245 foreign) (as on 31.12.1973). During the Fourth Plan period, National Film Archive of India was allotted Rs. 24.67 lakhs for procurement of film classics and ancillary material. Ministry feels that within the existing limitations of finance National Film

Archive of India has been given enough funds to maintain itself."

4.10. Asked what improvements have been effected to make the Film Archives more useful, the Ministry have stated in a written Note that:—

"The Archive has been temporarily shifted to Jayakar's bungalow where a separate book library and reading room has been set up for the benefit of film students and interested public who want to refer to the film library and ancillary material in the Archive collection and also do research.

Archive films are being regularly loaned to Film and Television Institute of India for their academic purposes on an average of two films daily. Necessary guidance and advisory service is being provided to a number of educational institutions and organisations interested in starting film clubs and holding academic discussion on films.

Selected films from Archive collection are being regularly shown to invited audiences at Poona and Bombay as a part of the Archive objective for the spread of film culture. It is proposed to extend Archive screenings to other centres on regular subscription basis. Some of the said screenings are followed by group discussions on the film."

4.11. Asked if suitable arrangements have been made for the preservation, maintenance and classification of films in the Film Archives, the representative of the Ministry of Information and Broadcasting stated in his evidence before the Committee:—

"It is a fact that the Archives have been deprived of enough support. We shall have to expand them. They have to be taken out for classification, programme of exchange to acquire archival films from different countries. They are a member of the international association which provides information and then negotiate on the archives. Even within their limited resources, they have acquired a very large number of valuable films of the old era in India and abroad. They have also arranged for their preservation. They have set up a vault where they store these acquired films for longer duration so that they can be available to the research scholars and various other people."

4.12. Asked if any study has been made of the working of the Film Archive, the representative of the Ministry added:—

"No study has been conducted. But, their activities are going to be expanded in the Fifth Plan. They will have re-



sources to plan more films, to sponsor monographs and research studies of various important film makers and film directors. They would have even the facility to lend their excess prints to film societies so that a film culture is promoted, so that people can study cinemas. For instance, if a person wants to see a film made in the 1930s, this is the only place where you can get this. They have planned to do something more in the next 5 years."

4.13 Asked about the position of films Archives in other countries, the representative of the Ministry replied:—

"Both commercial and national archives are very well established and there is a lot of support which the film industry gets. For example in France, there is an eminent person called Mr. Henri Angiols. He is almost a legend in France. He was the person who saved all the films from the hands of the German Army. He has collected thousands of films. The French Ministry of Industry gives a regular massive grant to the Archives there and they hold various festivals. In England, the Film Archives receives a regular subsidy from the Film Fund, which they have in England. In fact, archives is a very highly developed movement outside. But, in our country, it is still in a very infant stage."

4.14. The Committee note that Government have established the National Archive of India in 1964 with the object of procuring and preserving (i) important films produced in India, (ii) films which are important as records of contemporary history, and (iii) selected number of films produced in other countries. The Film Archive's collection at present consist of about 1000 films. The Committee, however, regret to note that Film Archive movement in the country is still in its infancy and suitable arrangements for maintenance, preservation and classification of these Archives have not yet been made. Moreover adequate funds have not been made available for the expansion of the Film Archives. The Committee would like to point out that the Film Archives are of immense value to the country and its preservation and expansion should be given higher priority, in view of the fact that these films would serve the future generation and posterity.

The Committee recommended that apart from acquiring old films of historical value, attempts should also be made to acquire contemporary foreign films of eminent producers who have won international awards and are known for their artistic and technical excellence and have promoted significant trends in the art of film making. Moreover suitable arrangements should also be made for

exhibition of the films maintained in the Film Archives to selected audiences consisting of film makers and other students in the various disciplines of film making.

4.15. The Committee note that while in other countries, great progress has been made in the maintenance of films Archives and close co-ordination is being maintained with the film industry for the development of these Film Archives, the Film Archives movement in the country has not been properly developed. The Committee recommend that a time-bound programme for the expansion of the Film Archives should be drawn up in co-ordination with the Film industry and necessary steps taken to implement the same.

4.16. The Committee understand that foreign missions in the country have arrangements for lending of films of their country to educational institutions and other associations etc. The Committee would like that there should be a library of Indian films either in the Film Archives or with the Film Division from which films could be lent out to educational institutions and other associations for exhibition to the members on nominal rent.

## CHAPTER V

### FILM SOCIETIES

It has been stated by Government that the Film Societies have got a great role to play in the development of taste of audiences regarding the quality of films and its improvement.

5.2. Asked about the number of film societies existing in the country, the liaison maintained by Government with these societies and facilities and assistance provided to the film societies, the Ministry of Information and Broadcasting have stated in a written note submitted to the Committee:—

“There are in all 125 film societies with a total membership of more than 45,000 according to information provided by the Federation of Film Societies.

The Ministry of Information and Broadcasting has been assisting the Federation and through it its affiliated societies. Ministry of Information and Broadcasting has been taking up from time to time with State Governments the question of facilities and concessions to the registered film societies such as exemption from taxes and cesses.

There may be societies not affiliated with the Federation of Film Societies, information about these is not available with us, nor with the Federation of Film Societies.

On the specific request of the Federation the Ministry of Information and Broadcasting grants exemption from censorship for the films shown by the film societies; this is done on the professional advice of a previewing Committee of the Federation countersigned by the President of the Federation, Shri Satyajit Ray.

(ii) The Ministry of Information and Broadcasting has taken up the issue of tax exemption for film society shows with various State Governments. The State Governments of Haryana, Himachal Pradesh, West Bengal, Maharashtra and Mysore have given facilities for screening the films free of entertainment tax. The matter regarding tax exemption has been taken up with the remaining State Governments.

- (iii) In 1965 the Ministry of Information and Broadcasting gave a grant-in-aid of Rs. 5000/- to the Federation to cover the royalty of selected foreign films obtained on loan. We could not give them any further grant-in-aid in the absence of any audited accounts which were to be given to us by the Federation. The Federation has been requested to do so when they approached Minister of State in the Ministry of Information and Broadcasting for further grants-in-aid. In a meeting with Minister of State in the Ministry of Information and Broadcasting the Federation urged enhancement of this amount. In principle it is proposed to grant Rs. 20,000 provided resources are available and audited utilisation statements are regularly furnished.

The impact of the film society movement is evident in the growing awareness among the film-makers and critics, technicians and a cross-section of the audience for improving the quality of the Indian films. Many renowned directors and technicians are associated with the film society movement. Shri Satyajit Ray, Shri Mrinal Sen and Shri K. A. Abbas among the elders, Shri Adoor Gopalakrishnan, Shri Basu Chatterjee and Shri S. Krishnaswamy among the younger persons, to name a few are all actively associated with film society movement. All these producers|directors are office-bearers of the Federation. If there is such a thing as minority cinema in India to-day, its audience has been largely moulded by the film society opinion."

5.3. The Enquiry Committee on Film Censorship, in their Report have stated about Film Societies that:—

"The encouragement of film societies is another measure which will go a long way to cultivate appreciation among the people and improve their taste. It is sometimes said that the prurient and the curious become members of film societies merely in order to be able to see uncensored versions of some modern erotic films. This criticism, however, is unjust, because by far the greater number of films shown to the film societies are free from the taint of excessive sexuality. These are chosen by the President of the Federation of Film Societies for their aesthetic and artistic content. We feel, nevertheless, that with the film society audiences increasing in number and becoming more broad-based, it is necessary to provide a link bet-

ween the Censorship Board and the societies. The selection of all films shown to the various societies will, in future, be made in consultation with the Chairman of the Board of Censors who may be assisted by two other members of the Board. The exemption from censorship will be given by the Board instead of by the Ministry of Information and Broadcasting as at present and the film will be shown without any deletions. No fees will be charged, for this service. We need not be afraid of the societies abusing this privilege, for the Board of Censors will have knowledge of what films are being shown to the societies and any tendency on the part of the societies to become esoteric coteries of sex and pornography can be immediately curbed."

5.4. Asked about the role of the Film Societies and the assistance being provided to these societies, the representative of the Ministry of Information and Broadcasting stated in his evidence before the Committee :—

"There is a discrimination between good and bad films. They would then cause an impact on the film scene. In India, Film Society was set up and the people were interested in the development of the medium of films. They were allowed to show films under, as I said, exemption given by Government. We wrote to the State Governments to give them exemption from entertainment tax. This movement was headed by eminent film makers and many important people."

5.5. Asked if the Film Societies were serving the purpose for which these were set up, the representative of the Ministry replied:—

"They are serving the purpose wherever it is. They are also serving the purpose in U.P. and Rajasthan or where the State Governments have been changing their attitude and policy from year to year and the societies are not really doing it. I believe the Film Society Movement is a very valuable one and its impact can be further improved with more resources."

5.6. The Committee note that the film societies have a role in changing the taste of the people in regard to films and create a taste and appreciation for really artistic and purposeful films. However, although the movement is guided by many eminent and renowned

producers of purposeful films, the fact that there are only 125 film societies in the country with a membership of 45,000 shows that the film society movement in the country has not been able to be very popular.

5.7. The Committee would, however, like to sound a note of caution. There is also a possibility that in the name of exhibition of artistic films, the movement may attract some members who may be tempted to show films with emphasis on nudity, sex, etc. which may have a deleterious effect particularly on the students and youth. The Committee recommend that as suggested by the Enquiry Committee on Film Censorship, the Board of Film Censor should be associated with the Film Society movement and while there should be no general censorship of films being exhibited by the societies, a general watch should be kept that the Film Societies should not be allowed to fall into the hands of unscrupulous elements.

## **CHAPTER VI**

### **'CONCLUSION**

#### **Films Division**

The Films Division has been set up with the objective of disseminating information to the broadest spectrum of the audience and to focus attention on important aspects of country's life with a view to bringing about enlightened participation in the affairs of the nation, objective appreciation of facts, events and personalities. India is a vast country whose three-quarter of the population live in villages. Due to prevalence of illiteracy and poverty of the people, newspapers and television have not been able to penetrate Indian villages to a large extent. In this context, the films produced by the Films Division have an important role to play in informing the masses and acquaint them about the plans and projects undertaken in the country to improve the lot of common man and thus have to serve as a powerful medium of mass education and information. To achieve this objective the films produced by the Films Division, should not only be easy to comprehend but should also be really meaningful, entertaining and absorbing to attract the masses of our country. It is hoped that the Films Division will gear itself to perform these objectives to the greatest extent possible.

6.2. The medium of short films is still very much under-utilised because of inadequate financial resources. In the present circumstances in the country when disregard for Law and Order and unrest and indiscipline are spreading, the Films Division, through its documentary films, can play a useful role in educating the people and harnessing their energies for nation building and constructive activities and enthuse them to participate in the thrilling task of nation-building.

6.3. It is generally noted that the documentary films produced by the Films Division do not evoke much response from the cinema-going public and many of the cinema goers avoid the documentaries by coming late to the cinema houses. While it is admitted that the documentary films cannot be as popular and entertaining as the commercial feature films, still there is much scope for improving the documentary films by making them more entertaining and easy to comprehend so as to make them attractive for the cinema goers.

The success of the documentary films and their impact on the people will be ultimately judged by the fact that they are absorbing, are able to attract and sustain the attention of the cinema-goers and are actually seen by them. Suitable steps should be taken by the Films Division to make documentary films more audience-oriented and attractive for the cinema-goers.

6.4. The Films Division has produced 29 films on topical and social problems in the past and that 32 such films are at present under production. Considering that the Films Division has so far produced 1889 documentaries, the number of films on social and topical problems produced by Films Division is very small. The Films Division can play an important role as a means of mass communication and influencing the minds of people, by suitably projecting the problems faced by the country in an intelligent and constructive manner. Through the films produced by the Films Division, it should be possible to provoke the people to think in terms of national goals and participate in the nation-building activities for the fulfilment of socio-economic objectives of the country. The Films Division should produce larger number of films on topical and social problems, faced by the country so as to evoke in the viewers an urge to find a solution to such problems in the larger interests of the country.

6.5. The Films Division should also produce films specially suited to youths and students in the country which should emphasise their role in constructive and nation-building activities and inculcate in them a sense of discipline and dedication for national causes.

6.6. Films Division has also undertaken the production of films for Television and has produced 50 T.V. films over the years. Out of the 36 TV films recently taken up for production by the Films Division, 3 have already been completed by it. The Films Division is proposing to start 4 T.V. production centres at Calcutta, Madras, Bombay and New Delhi for the production of 16 mm TV films. The non-recurring expenditure on the setting up of these centres is stated to be Rs. 324 lakhs and the recurring expenditure Rs. 235 lakhs for a period of five years. Although the Films Division has already produced 50 TV films, the cost of such films has not yet been worked out by it. What is more surprising is that even the estimated cost of producing TV films at the proposed 4 centres has not been worked out by the Films Division. It has only a feeling that the cost would be about Rs. 44 per metre. It is not appreciated how the setting up of the 4 centres at an estimated cost of about Rs. 6 crores (both recurring and non-recurring) is being proposed without going



into the detailed cost estimates of the end product. Government should first have the estimates of the cost of production of TV films at these centres, worked out realistically and based on such a study, decide about the setting up of the TV production centres. Government should first set up one centre to produce films specially intended for TV on a pilot basis. Based on the experience of working of that centre, Government should set up other centres as required, so as to ensure that the TV films produced at these centres are economically produced and meet the requirements of the viewers.

6.7 The Films Division have no machinery to assess the impact of the films produced by the Films Division on the common people with the result that the popularity or otherwise of the documentary films and their educative value cannot be assessed. In view of the fact that Films Division is producing films for other Ministries also like films on Family Planning, Agriculture etc., and large sums of money are being spent for the production of these films, it is necessary that there should be suitable arrangements to assess whether these films are serving the purpose for which they are intended. A suitable machinery should be evolved by the Ministry of Information and Broadcasting to conduct a survey of the impact of the films and news-reels produced by the Films Division on the people. The proposed machinery should be set up in the Ministry of Information and Broadcasting and should develop a system of feedback to the Films Division, so that improvements may be made in the films of the Films Division in the light of the studies made. This system of feedback is all the more necessary when the Films Division is going to farm out increasing number of films to outside producers.

#### **Film and Television Institute of India, Poona.**

6.8: In pursuance of the recommendations of the Film Enquiry Committee, 1961, Government set up the Film Institute of India, Poona in 1961 to impart training to the young talents in the country in a scientific and systematic manner. The institute has now come to occupy the position of a leading film training institution in the country. The Film Institute has filled a void in the film industry in the sense that young men and women are able to get professional training before entering the film industry. The diploma holders of the Film Institute have by and large earned a good name for the Institute by their performance.

6.9. The Film Institute was set up as a subordinate office of the Government of India. The Committee appointed to enquire into

the working of the Institute, in their Report submitted in 1972 had recommended that the status of the Institute be raised to that of an autonomous body by an act of Parliament, and the aims and objectives of the institute be clearly defined. Although the recommendation has been accepted by Government in principle to convert the Institute into a society under the Societies Registration Act, necessary steps in this direction have not yet been taken. As the Film Institute is an educational institution and has come to occupy the position of the premier Institute of Training in Films, the Institute should be set up as an autonomous body, preferably by a statute of Parliament in the interest of its accountability to Parliament. It would be recalled that the working of Universities and other educational institutes of national importance are generally regulated by Statutes.

6.10. The diploma holders of the Film and Television Institute of India, Poona have won appreciation and acclaim from the film industry and others. Not only that the diploma holders and technicians coming out of film Institute have set new trends in the film industry but they have been successful to some extent in breaking the stranglehold of the evil of Star system in the film industry. By setting up the Film and Television Institute of India, Poona, Government have done a great service to the film industry as well as to the country by providing a group of qualified and talented young men and women to the film industry who have been able to serve the cause of art to a great extent.

6.11. While it is true that the Film and Television Institute of India, Poona has considerable achievements to its credit, there is no room for complacency in the matter. It is noted that there were some incidents in the Film and Television Institute resulting in a strike in the Institute which led Government to appoint an Enquiry Committee in 1971 and the Enquiry Committee have also remarked that "A great amount of indiscipline prevails on the campus". An institute like Film and Television Institute must be kept clear of those elements which promote acts of indiscipline and vandalism.

6.12. The working of the Institute should be evaluated every five years by an independent body with a view to assess its working objectively and suggest measures to bring about improvements and efficiency therein.

6.13. A suggestion has been made by leading film organisations from film producing centres other than Bombay that institute simi-

lar to the Film Institute of Poona may be opened in other film producing centres also. Even the film industry from Bombay have suggested that the intake in the institute should be increased. From the fact that the diploma-holders of the Institute have not been able to make the impact on the prevailing star system in the film industry to the desired extent because of their inadequate number and from the fact that practically all the diploma-holders of the institute have been able to get gainful employment, it is felt that there is a case of the expansion of the film institute. A realistic assessment of short term and long term needs of the film industry for artistes and other technicians etc. and in television etc. should be made by Government immediately in consultation with the Film Industry and State Governments. Government should take concrete steps in consultation with State Governments and Film Industry to set up such Institutes in the other film producing centres also.

### **Children Film Society**

6.14. Government set up in 1955 the Children Film Society to undertake the production, distribution and exhibition of films specially, suited or of special interest to children and adolescents. However, the working of the Society has been a subject of adverse criticism from any quarters in the country. The Society has not been successful in performing the functions assigned to it. An enquiry conducted by an Officer of the Ministry of Information and Broadcasting into the working of the Society in 1972 found many lapses in its working, particularly relating to the role of the Secretary of the Society and charges of misuse of position and favouritism against him were found to be substantiated. This leads to the conclusion that the working of the Society has been far from satisfactory and has been beset with serious irregularities. It is deplored that the Society which was set up with the objective of production of films for children who are the future hope of the country, was allowed to fall in the hands of such unscrupulous people and was allowed to be used more for personal benefit than for achieving the objectives assigned to the Society.

6.15. The Public Accounts Committee (1965-66), (1966-67) and (1968-69) had pointed out serious lapses and irregularities in the working of the Children's Film Society and had made several recommendations in this behalf. It is felt that had effective remedial measures been taken immediately by Government to put the working of the Society on a sound footing, the grave irregularities which were again found in the working of the Society in 1972 would have been avoided. It is deplored that due to lack of timely effective

action on the part of Government, the mal-functioning of the Society continued resulting in infructuous expenditure and bringing a bad name to the Society. Considering the continued unsatisfactory working of the Children's Film Society in the past, it is felt that the continuance of the Society as an autonomous body, would not serve any useful purpose and would not achieve the objectives for which it was set up. The functions at present performed by the Children's Film Society should be immediately entrusted to the Film Division which works directly under the Government. Government should inform within six months of the action taken in this regard.

6.16 As production of children's films is a specialised field which has been long neglected, this should receive the special attention of the Film Division and Government so as to ensure that the development proceeds on the right lines from the very beginning. The Film Division should hold consultations with eminent producers, directors, educationists and other experts so as to assimilate and incorporate the best ideas in the production of quality films for children's entertainment and education. The Films Division and the Ministry should make a specific mention of the progress made in producing the children's films and in their exhibition etc., in the annual reports of the Films Division and of the Ministry of Information and Broadcasting.

6.17. Since its inception in 1955 the Children Film Society has produced 86 films which works out to an average of about 5 films every year. The number of films produced by the Children Film Society has not been sufficient to make any impact on the children film movement in the country with the result that most of the children are still going to see the commercial feature films, produced in the country which may not always have a healthy effect on the minds of the young children. Films play a major role in shaping the mental make up and thinking of the children particularly. On account of their visual impact, the films have a lasting imprint on the minds of the children. What is more distressing to note is that although sufficient funds were made available to the Children Film Society, it has not been able to produce more and purposeful children's films because of the internal weaknesses in the working of the Society. Government should take effective measures to ensure that adequate number of children films are produced in the country so as to make the children film movement in the country really effective. These films while being educative and of high quality, should also be entertaining so that the children may be attracted to see these films and may not go to see the commercial feature films.

6.18. Films for children should be produced on the lives of great men and national martyrs as also on the stories from the great national epics like Ramayana, Mahabharata and Panchatantra. This would inculcate in the children of the country a sense of patriotism and feeling of pride for the national traditions and history. Children films depicting the cultures and lives of people in the various regions of the country should be produced so as to make our children aware of the diversified culture of the country and encourage national integration.

6.19 The present arrangements made for the exhibition of children's Films in the country are not adequate. During 1972-73 the Society conducted only 3462 shows which were seen by about 12.50 lakhs children and adults only. This indicates not only the inherent weakness in the present distribution arrangements but also casts a reflection on the quality of films produced by the Children Film Society. It is of utmost importance that the films produced at Government expense or largely with Government subsidy for entertainment of children and for their education are put to best use. At present the children's films are exhibited in a very limited manner only in metropolitan and other big cities and hardly find adequate exhibition opportunities in other towns and areas. It has already been recommended that the production of these films should be taken over by the Films Division and concerted efforts taken to improve the quality of the films.

6.20 There is no reason why more shows of children's films cannot be arranged and why these films cannot be shown in the educational institutions, particularly, when many of the institutions have projection facilities and shows can also be held in the open air. Government should examine the matter in depth to improve the distribution arrangements so that children's films of quality, are shown in educational institutes to the maximum extent possible, in art theatres run by the Film Finance Corporation and in well-appointed cinema houses to facilitate the films being seen by the children. If systematic efforts are made, it should be possible to devise regular arrangements for exhibition of children's films in small towns and cities particularly those which have a sizeable student population.

6.21 No entertainment tax should be charged on the children's films so that the admission rates of the films are kept low to enable maximum number of children to see these films. The children's films should be shown on no profit no loss basis in the cinema houses in the interest of exhibition of these films to a larger audience of children.

### **Film Archives of India**

6.22 Government have established the National Archive of India in 1964 with the object of procuring and preserving (i) important films produced in India, (ii) films which are important as records of contemporary history, and (iii) selected number of films produced in other countries. The Film Archive's collection at present consist of about 1000 films. Film Archive movement in the country is still in its infancy and suitable arrangements for maintenance, preservation and classification of these Archives have not yet been made. Moreover, adequate funds have not been made available for the expansion of the Film Archives. The Film Archives are of immense value to the country and its preservation and expansion should be given higher priority, in view of the fact these films would serve the future generation and posterity.

Apart from acquiring old films of historical value, attempts should also be made to acquire contemporary foreign films of eminent producers who have won international awards and are known for their artistic and technical excellence and have promoted significant trends in the art of film making. Moreover, suitable arrangements should also be made for exhibition of the films maintained in the Film Archives to selected audiences consisting of film makers and other students in the various disciplines of film making.

NEW DELHI;  
April 26, 1974,  
Vaisakha 6, 1896 (SAKA)

R. K. SINHA,  
Chairman,  
Estimates Committee.

## APPENDIX I

(vide Introduction)

### *Summary of Recommendations/Conclusions contained in the Report*

S. No.	Reference to para No. of the Report.	Summary of Recommendations  conclusions
(1)	(2)	(3)
1	1.8	<p>The Committee note that the Films Division has been set up with the objectives of disseminating information to the broadest spectrum of the Indian audiences and to focus attention on important aspects of country's life with a view to bringing about enlightened participation in the affairs of the nation, objective appreciation of facts, events and personalities. In this connection, the Committee would like to point out that India is a vast country whose three-quarter of the population live in villages. Due to prevalence of illiteracy and poverty of the people, news-papers and television have not been able to penetrate Indian villages to a large extent. In this context, the films produced by the Films Division have got an important role to play in informing masses and acquaint them about the plans and projects undertaken in the country to improve the lot of common man and thus have to serve as a powerful medium of mass education and information to achieve this objective the films produced by the Films Division, should not only be easy to comprehend but should also be really meaningful and entertaining to attract the masses of our country. The Committee hope that the Films Division will gear itself to perform these objectives to the greatest extent possible.</p>

(1)

(2)

(3)

1.9

As admitted by the Ministry of Information and Broadcasting, the medium of short films is still very much under-utilized because of inadequate financial resources. The Committee urge that in the present circumstances in the country when fissiparous tendencies are on the increase and disregard for Law and Order and unrest and indiscipline are spreading, the Films Division, through its documentary films, can play a useful role in educating the people and harnessing their energies for nation building and constructive activities.

2

1.24

The Committee note that the Films Division has so far produced about 1,889 documentary films and the Division is at present producing more than 100 films every year. From the list of films produced by the Films Division, it is seen that the documentaries produced by the Films Division include documentaries on current topics and important projects and various facets of the national life, culture, heritage and achievements in the fields of planned development, art and science. However, it is generally noted that the documentary films produced by the Films Division do not evoke much response from the cinema going public and many of the cinema goers avoid the documentaries by congregate to the cinema houses. While it is admitted that the documentary films cannot be as popular and entertaining as the commercial feature films, because the documentary films are related to the real facts of life, while the feature films are mostly of an escapist character, still there is much scope for improving the documentary films by making them more entertaining and easy to comprehend so as to make them attractive for the cinema goers. The Committee need hardly emphasise that the success of the documentary films and their impact on the people will be ultimately judged by the fact that they



(1)

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are able to attract and sustain the attention of the cinema-goers and are actually seen by them. The Committee, therefore, recommend that suitable steps should be taken by the Films Division to make documentary films more audience-oriented and attractive for the cinema-goers.

1.25

The Committee note that at present the documentary films produced by the Films Division are being shown in all the cinema-houses of the country. However, as a documentary film cannot be suitable for all types of audiences, it is necessary that special films should be produced to cater to the audiences in different places. For example, a film on traffic rules can hardly be of any use to the public in rural areas. Similarly a film on use of fertilizers or pesticides can be of little use to the public in urban areas and metropolitan cities. It is, therefore, necessary that if the documentary films produced by the Films Division are to be of maximum use, specialised films to cater to the needs of urban and rural population should be produced and distribution of such films regulated in such a way that it may be shown to the audiences where it may be of maximum use. The Committee hope that urgent action in the matter will be taken by the Films Division.

4

1.26

The Committee note that the Films Division has produced 29 films on topical and social problems in the past and that 32 such films are at present under production. Considering that the Films Division has so far produced 1889 documentaries, the number of films on social and topical problems produced by Films Division is very small. The Committee feel that the Films Division can play an important role as a means of mass communication and influencing the

(1)

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(3)

minds of people, by suitably projecting the problems faced by the country in an intelligent and constructive manner. Through the films produced by the Films Division, it should be possible to provoke the people to think in terms of national goals and participate in the nation-building activities for the fulfilment of socio-economic objectives of the country. The Committee urge that the Films Division should produce larger number of films on topical and social problems, faced by the country so as to evoke in the viewers and urge to find a solution to such problems, in the larger interest of the country.

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1.27

The Films Division should also produce films specially suited the youths and students in the country, which should emphasise their role in constructive and nation-building activities and inculcate in them a sense of discipline and dedication for national causes.

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1.28

The Committee regret to note that the documentary films produced by the Films Division have been able to penetrate much in the rural areas where the majority of our population live. As the majority of the cinema houses in the country are located in metropolitan cities and urban areas, the films produced by the Films Division are yet to reach far-flung rural areas. Although the films of the Films Division are being shown by the mobile vans of the Directorate of Field Publicity in the rural areas, the number of these mobile vans is not sufficient to cater to the needs of the rural population. The screening facilities of the Films Division are confined mainly to cities. The Committee consider that if the films produced by the Films Division have to make a real impact on the masses of the country, suitable arrange-

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ments for their distribution and screening in the country have to be made so that these may be shown in the various parts of the country particularly in the rural areas. The Committee feel that the mobile vans available with the Government for screening the films of the Films Division in rural areas are generally either out of order or are not being fully utilised. The Committee recommend that these vans should be kept in working order so that maximum use could be made of the existing fleet of mobile vans for screening the films of the Films Division in the rural areas and the number of the mobile vans should be suitably increased, if necessary.

1.29

The Committee note that at present arrangements for publicity of the documentary films produced by the Films Division are not adequate and the general public generally remain ignorant about the latest films produced by the Films Division. Although the Films Division has been issuing Press Releases about the latest documentary films scheduled for release, these releases generally do not get much publicity. The Committee urge that the Press Release Wing of the Films Division should be more vigilant and should ensure that adequate publicity is given to the documentary films produced by the Films Division. The Committee further recommend that like festivals of award winning feature films, an annual festival of selected documentary films produced by the Films Division should also be arranged in the major cities and wide publicity given to these festivals.

1.30

The Committee note that the Committee on Broadcasting and Information Media in their Report on documentary films and news-reels submitted in 1966 had recommended that production of documentary films for export should be

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taken up by the Films Division. While the Films Division have made some efforts in the direction of export of documentary films the export earnings of the Films Division are negligible. The Committee recommend that concerted efforts should be made by the Films Division to implement the recommendations of the Committee on Broadcasting and Information Media and increase export earnings from the export of documentary films as these films can make greater contribution in the direction of projecting the image of India in other countries, while earning valuable foreign exchange for the country.

1.31

The Committee have no doubt that with the rich cultural wealth, architectural magnificance, scenic beauty etc, available in abundance in the country, very good documentary films can be made which would attract more foreign tourists to the country. The Committee suggest that full coordination should be maintained with the Department of Tourism for producing documentaries for export.

1.32

The Committee further note that the Films Division has also produced some educational films for use in class rooms. However, the use of films for imparting education has by and large remained neglected in the country and there are very few schools in the country which are showing educational films. In view of the vast potentialities of the use of the educational films in the field of education and the impact that films can make on the minds of the young students, the Committee recommend that Films Division should undertake the production of more educational films for use in educational institutions. However, care should be taken to ensure that these films are entertaining so as to attract and sustain the interest of students.

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10	1.41	<p>The Committee note that the Films Division is at present giving out the production of 25 per cent of documentary films to the outside producers and that this percentage is proposed to be increased to 50 per cent. The Committee would, however, like to point out that while giving contracts for the production of documentary films to the outside producers, care must be taken to ensure that the producer concerned has got background knowledge and aptitude for that particular subject which is being assigned to him so that his best talents may be fully reflected in the films produced.</p>
11	1.42	<p>The Committee would like Government to undertake a review of the films produced by these producers and ascertain the reactions of the viewers so as to bring about improvement in this regard. The result of the review should be communicated to the Committee.</p>
12	1.43	<p>The Committee note that according to the statistics supplied by the Government while the cost per metre of the films produced by the outside producers is Rs. 74.58 the corresponding figure for the films produced by the Films Division is Rs. 115. However, it has been claimed by the representative of the Films Division at the time of evidence before the Committee that these figures are not correct as they did not have a qualified cost Accounts Officer at that time, and the correct cost of production of films in the Films Division is now at the rate of Rs. 80.50 per metre against Rs. 81 in the case of private producers. The Committee recommend that as promised by the representative of the Ministry, the cost of production of films in the Films Division should be properly worked out by the Cost Accounts Officer to make a comparative study and it should be ensured that their cost of production are comparable to the cost of films pro-</p>

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duced by the private producers. The Committee feel that in view of the equipment and facilities available with the Films Division, and the expertise gained by them in the production of documentary films, it should be possible for the Films Division to reduce the cost of films produced by the Films Division so that they are able to produce a larger number of films in the existing budget of the films Division.

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1.53

The Committee note that the Films Division have produced more than 1800 newsreel including regional newsreel and newsreels compilation and these newsreels are circulated in the various cinema houses in the country. The Committee further note that it takes a newsreel about 22 weeks to complete the circuit throughout the country. The Committee feel that this period of 22 weeks is too long with the result that the newsreel become stale and lose their news value by the time, these newsreels reach the rural areas. Generally the people do not take any interest in seeing these newsreels. The Committee feel that if the newsreel are to serve their purpose and retain the interest of the audiences, it is imperative that the newsreel should complete its circuit within the period of two to three months. The Committee recommend that sufficient copies of the news-print should be prepared so that these newsreels may complete the circuit within a short time and retain the interest of the audiences. Moreover the newsreels should be produced in such a way that even though they may become old, they may still retain sufficient news value so that the cinema going people may be interested in seeing these reels. The Committee note that the Ministry of Information and Broadcasting is already planning to take measures so that these newsreels may contain news as well as other points of lasting interest. The Committee would

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like the Ministry to take concrete action to give shape to this idea at an early date.

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1.59

The Committee note that at present all the offices of the Films Division are located in Bombay, except two offices in Delhi which looks after the Defence Films Wing and production of films on food and agriculture. The Committee feel that there is force in the plea of the producers in other film producing centres like Madras and Calcutta that the regional units of the Film Division should be set up in other centres also so that proper liaison may be kept with the documentary films producers in those centres. The Committee further note that the Committee on Broadcasting and Information Media in their Report on documentary films (1966) had also recommended that regional units of the Films Division should be set up at Delhi, Madras and Calcutta. The Committee further note that Films Division now proposes to open regional film production centres at Calcutta, Madras and Delhi. The Committee recommend that the regional units of the Films Division at Madras and Calcutta should be set up at an early date. They hope that the setting up of regional units at these centres will provide further fillip to the regional film industry in those centres which is already suffering because of shortage of work.

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1.66

The Committee note that Films Division have also undertaken the production of films for Television and has produced 50 T. V. films over the years. Out of the 36 TV films recently taken up for production by the Films Division, 3 have already been completed by it. The Committee further note that the Films Division is proposing to start 4 T.V. production centres at Calcutta, Madras, Bombay and New Delhi for the production of 16 m.m. TV films. The non-

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recurring expenditure on the setting up of these centres is stated to be Rs. 324 lakhs and the recurring expenditure Rs. 235 lakhs for a period of five years. The Committee regret to note that although the Films Division has already produced 50 T.V. films, the cost of such films has not yet been worked out by it. What is more surprising is that even the estimated cost of producing TV films at the proposed 4 centres has not been worked out by the Films Division. It has only a feeling that the cost would be about Rs. 44 per metre. The Committee are unable to appreciate how the setting up of the 4 centres at an estimated cost of about Rs. 6 crores (both recurring and non-recurring) is being proposed without going into the detailed cost estimates of the end product. The Committee would like Government to first have the estimates of the cost of production of TV films at these centres, worked out realistically and based on such a study, decide about the setting up of the TV production centre. They would further like Government to first set up one centre to produce films specially intended for T.V., on a pilot basis and based on the experience of working of that centre, set up other centres as required, so as to ensure that the TV Films produced at these centres are economically produced and meet the requirements of the viewers.

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The Committee need hardly emphasise that the TV films produced by the Films Division should not only be educative and informative but should also be entertaining. Since TV films are seen by the whole family including the children, it should also be ensured that the films produced by Films Division, are pace setters of high quality, and are free from sex, nudity, violence etc., and have an elevating influence on the viewers.



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16	1.68	<p>The Committee note that the Films Division can reduce the cost of production of films for television if these films are produced on 16 m.m. but because of lack of equipment, the Films Division is not in a position to undertake the production of 16 m.m. films on a big scale. The Committee recommend that necessary steps should be taken to procure the requisite equipment for the Films Division so that the production of 16 m.m. films could be taken up in right earnest.</p>
17	1.72	<p>The Committee note that the Films Division have no machinery to assess the impact of the films produced by the Films Division on the common people with the result that the popularity or otherwise of the documentary films and their educative value cannot be assessed. In view of the fact that Films Division is producing films for other Ministries also like films on Family Planning, Agriculture etc., and large sums of money are being spent for the production of these films, it is necessary that there should be suitable arrangements to assess whether these films are serving the purpose for which they are intended. The Committee recommended that a suitable machinery should be evolved by the Ministry of Information and Broadcasting to conduct a survey of the impact of the films and news-reels produced by the Films Division on the people. The proposed machinery should be set up in the Ministry of Information and Broadcasting and should develop a system of feedback to the Films Division, so that improvements may be made in the films of the Films Division in the light of the studies made. The Committee feel that this system of feedback is all the more necessary when the Films Division is going to farm out increasing number of films outside producers.</p>

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18	2.10	<p>The Committee note that in pursuance of the recommendations of the Film Enquiry Committee, 1951, Government set up the Film Institute of India, Poona in 1961 to impart training to the young talents in the country in a scientific and systematic manner and that the institute has now come to occupy the position of a leading film training Institution in the country. The institute is imparting training in film acting, film direction, film editing, screen play writing, motion picture photography and sound recording. The Committee are glad to note that the Film Institute has filled a void in the film industry in the sense that young men and women are able to get professional training before entering the film industry and that the diploma holders of the Film Institute have by and large earned a good name for the Institute by their performances.</p>
	2.11	<p>The Committee further note that the Film Institute was set up as a subordinate office of the Government of India. Although the Committee appointed to enquire into the working of the Institute, in their Report submitted in 1972 had recommended that status of the Institute be raised to that of an autonomous body by an act of Parliament, and the aims and objectives of the Institute be clearly defined and although the recommendation has been accepted by Government in principle to convert the Institute into a society under the Societies Registration Act, necessary steps in this direction have not yet been taken. The Committee feel that as the Film Institute is an educational institution and has come to occupy the position of the premier Institute of training in Films, the Institute should be set up as an autonomous body preferably by a statute of Parliament in the interest of its accountability to Parliament. It would be recalled that the working of Universities and other educational</p>

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institutes of national importance are generally regulated by Statutes. The Committee would like to be informed of the action taken by Government within six months.

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2.25

The Committee are glad to note that the diploma holders of the Film and Television Institute of India, Poona have won appreciation and acclaim from the film industry and others. Not only that the diploma holders and technicians coming out of film Institute have set new trends in the film industry but they have been successful to some extent in breaking the stranglehold of the evil of Star system in the film industry. The Committee feel that by setting up the Film and Television Institute of India, Poona, Government have done a great service to the film industry as well as to the country by providing a group of qualified and talented young men and women to the film industry who have been able to serve the cause of art to a great extent.

The Committee would, however, like to sound a note of caution. While it is true that the Film and Television Institute of India, Poona have considerable achievements to their credit, there is no room for complacency in the matter. The Committee note that there were some incidents in the Film and Television Institute resulting in a strike in the Institute which led Government to appoint an Enquiry Committee in 1971 and the Enquiry Committee have also remarked that "A great amount of indiscipline prevails on the campus." The Committee feel that an institute like Film and Television Institute must be kept clear of these elements which promote acts of indiscipline and vandalism.

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2.26

The Committee note that Government had appointed an Enquiry Committee to enquire into the working of Films and Television Institute of

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India, Poona in 1971 and that Committee submitted its Report in 1972. The Enquiry Committee have made a number of valuable suggestions for improvement in the working of the Institute such as appointment of an eminent film maker as the principal of the Institute, appointment of an Academic Council, setting up of a Consultative Committee etc. While some of the recommendations like the appointment of an eminent film producer as the Principal of the Institute have been implemented by the Government a number of other recommendations are yet to be implemented and some of the recommendations are intended to be implemented only after the proposed society to regulate the working of the Institute comes into existence. The Committee recommend that immediate steps should be taken to implement all the recommendations of the Enquiry Committee which have been accepted by Government.

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2.27

It has been brought to the notice of the Committee that many students of the film institute develop a star image even before they come out of the Institute. Moreover many of the diploma holders of the Institute who have been successful in the film industry, have themselves fallen a prey to the evils of the star system. The Committee feel that there is immediate necessity to inculcate a spirit of service to art and setting up of healthy and new trends in the film industry in the diploma-holders of the Institute. The Committee recommend that the academic atmosphere of the institute should be developed in such a way by making suitable changes in the curricula that the diploma-holders of the Institute come out with fresh and new ideas, with a spirit of service and dedication to the art and by their example help in removing the evil now prevailing in the film industry and help to reinforce the healthy trends in the film industry.

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22	2.28	The Committee note that one of the recommendations of the Enquiry Committee on the Film and Television Institute was that there should be terminal seminars and symposia to which outsiders should be invited. The Committee recommend that active film makers and technicians who are known for production of creative, healthy and purposeful films should be invited to participate in these seminars etc., so that the students in the Institute may be able to get in touch with the latest trends in the film industry and may get benefit of their experience and expertise.
23	2.29	From the figures of the diploma-holders so far employed which has been furnished to the Committee, it is seen that out of 435 diploma-holders, reliable information was available only in respect of 232 diploma-holders and out of these diploma-holders only 5 are not gainfully employed. The Committee feel that the Institute should keep information regarding the employment position of all the diploma-holders so that authentic picture about the employment position of the diploma-holders may be available at all time.
	2.30	The Committee recommend that the Institute should keep itself informed of the careers and achievements etc., of the diploma-holders, passing out of the Institute so as to enable the Institute to judge whether the objectives of the Institute are being fulfilled and the persons trained are having the desired effect on the film industry and as a result thereof, bring about improvements in its curriculum, methods of selection and training etc.
-24	2.31	The Committee further recommend that the working of the Institute should be evaluated every five years by an independent body with a

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view to assess its working objectively and suggest measures to bring about improvements and efficiency therein.

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2.32

The Committee need hardly stress that the quality of training given in the Institute should be of the highest order. It should be ensured that the latest development in the various fields of **film techniques** which are taught in the Institute in other countries, are taken note of by the Institute and suitably reflected in their programme of training so that the persons who pass out of the Institute and man our film industry are of international standards and are able to successfully face up the challenging tasks in the fast growing medium of films.

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2.33

The Committee have no doubt that in order to sustain the interest of those who pass out of the Institute, it will be helpful to associate them in the various activities of the Institute. The Committee note that the students going out of the Institute, who make a mark in the film industry are allowed to have a meaningful participation in the training programme of the Institute by being invited for seminars, symposia etc. The Committee would like this healthy trend to be sustained.

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2.37

The Committee note that there is a demand from the technicians in the film industry that there should be a refresher course in the Film and Television Institute of India for those technicians who are already employed in the Industry but who did not have the benefit of getting theoretical knowledge. The Committee further note that the Enquiry Committee appointed to enquire into the working of the Institute had also recommended such refresher courses. The Committee recommend that Government should take early

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		<p>steps to start refresher courses in the Film and Television Institute for the technicians etc., already employed in the film industry so that the quality of our film making may improve.</p>
28	2.42	<p>The Committee note that a suggestion has been made by leading film organisations from film producing centres other than Bombay that institutes similar to the Film Institute of Poona may be opened in other film producing centres also. Even the film industry from Bombay have suggested that the intake in the institute should be increased. From the fact that the diploma-holders of the Institute have not been able to make the impact on the prevailing star system in the film industry to the desired extent because of their inadequate number and from the fact that practically all the diploma-holders of the institute have been able to get gainful employment, the Committee feel that there is a case of the expansion of the film institute. The Committee recommend that a realistic assessment of short term and long term needs of the film industry for artistes and other technicians etc. television etc. should be made by Government immediately in consultation with Film Industry and State Governments.</p> <p>The Committee note that there is demand for training institutes in the other Film producing centres. The Committee would like Government to take concerted steps in consultation with State Governments and Film Industry to set up such Institutes in the other film producing centres also.</p>
29	2.47	<p>The Committee note that a number of private film training institutes have come up in Bombay, Madras and Calcutta, etc., and there are complaints that many of these institutes do not</p>

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have the necessary equipment etc. and are exploiting the youth rather than providing them useful training. The Committee recommend that Government should take effective measures in consultation with State Governments to regulate the growth of such institutes in order to ensure that these institutes may not become instruments for exploiting the youths who are attracted by the glamour of the industry.

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3.14

The Committee note that Government set up in 1955 the Children Film Society to undertake the production, distribution and exhibition of films specially suited or of special interest to children and adolescents. The Committee, however, regret to note that the working of the Society has been a subject of adverse criticism from many quarters in the country and that the Society has not been successful in performing the functions assigned to it. The Committee further note that an enquiry conducted by an officer of the Ministry of Information and Broadcasting into the working of the Society in 1972 found many lapses in its working, particularly relating to the role of the Secretary of the Society and charges of misuse of position and favouritism against him were found to be substantiated. The Committee cannot help concluding that the working of the Society has been far from satisfactory and has been beset with serious irregularities. The Committee deplore that the Society which was set up with the objective of production of films for children who are the future hope of the country was allowed to fall in the hands of such unscrupulous people and was allowed to be used more for personal benefit than for achieving the objectives assigned to the Society.

3.15

The Committee note that the Public Accounts Committee (1965-66), (1966-67) and (1968-



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69) had pointed out serious lapses and irregularities in the working of the Children's Film Society and had made several recommendations in this behalf. The Committee feel that had effective remedial measures been taken immediately by Government to put the working of the Society on a sound footing, the grave irregularities which were again found in the working of Society in 1972 would have been avoided. The Committee deplore that due to lack of timely effective action on the part of Government, the mal-functioning of the Society continued resulting in infructuous expenditure and bringing a bad name to the Society. Considering the continued unsatisfactory working of the Children's Film Society in the past, the Committee feel that the continuance of the Society as autonomous body, would not serve any useful purpose and would not achieve the objectives for which it was set up. The Committee recommend that the functions at present performed by the Children's Film Society should be immediately entrusted to the Film Division which works directly under the Government. The Committee would like Government to inform the Committee within six months of the action taken in this regard.

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3.16

The Committee need hardly stress that as children's films are a specialised field which has been long neglected, this should receive the special attention of the Films Division and Government so as to ensure that the development proceeds on the right lines from the very beginning. The Committee would like the Films Division to hold consultation with eminent producers, directors, educationists and other experts so as to assimilate and incorporate the best ideas in the production of quality films for children's entertainment and education.

3.17

The Committee would like the Films Division and the Ministry to make a specific men-

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tion of the progress made in producing the children's films and in their exhibition etc., in the annual report of the Films Division and of the Ministry of Information and Broadcasting.

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3.26

The Committee note that since its inception in 1955 the Children Film Society has produced 86 films which works out to an average of about 5 films every year. The Committee feel that the number of films produced by the Children Film Society has not been sufficient to make any impact on the children film movement in the country with the result that most of the children are still going to see the commercial feature films, produced in the country which may not always have a healthy effect on the minds of the young children. The Committee feel that films play a major role in shaping the mental make up and thinking of the children particularly. On account of their visual impact, the films leave a lasting imprint on the minds of the children. What is more distressing to note is that although sufficient funds were made available to the Children Film Society, as admitted by the Secretary of the Ministry of Information and Broadcasting, it has not been able to produce more and purposeful children's films because of the internal weaknesses in the working of the Society. The Committee recommend that Government should take effective measures to ensure that adequate number of children films are produced in the country so as to make the children film movement in the country really effective. These films while being educative and of high quality should also be entertaining so that the children may be attracted to see these films and may not go to see the commercial feature films.

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3.27

The Committee need hardly point out that production of films for children is a delicate and a sensitive field of film activity which require de-

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dedicated and talented directors and writers. It should be realised that these films are meant for the juvenile mind which is very sensitive and receptive and hence it is very necessary that the greatest care is bestowed in the selection of the story, the script and the production of these films. The Committee recommend that cooperation of eminent film producers, directors and script writers in the country should be sought for the production of children films so that their experience may be utilised for the promotion of children's films movement in the country. The Committee have no doubt that such eminent people in the film industry would come forward to lend a hand in educating the mind of young generation of the country as a labour of love. The Committee would like to be apprised of the concrete steps taken by Government in this matter.

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3.28

The Committee recommend that films for children should be produced on the lives of great men and national martyrs as also on the stories from the great national epics like Ramayana, Mahabharata and Panchtantra so as to inculcate in the children of the country a sense of patriotism and feeling of pride for the national traditions and history. The Committee further recommend that children films depicting the cultures and lives of people in the various regions of the country should be produced so as to make our children aware of the diversified culture of the country and encourage national integration.

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3.29

Government should also keep a careful watch on the cost of production of children's films as in the past there have been serious allegations about unconscionably high cost of films produced by the Children Films Society. The Committee stress that when the work is taken over by the Films Division, strict check should be exercised in this behalf in consultation with the represen-

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tatives of Finance to see that the cost is kept within reasonable limits thus obviating any scope for allegations.

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3.37

The Committee note that the present arrangements made for the exhibition of Children's films in the country are not adequate and during 1972-73 the Society conducted only 3462 shows which were seen by about 12.50 lakhs children and adults only. This indicates not only the inherent weakness in the present distribution arrangements but also casts a reflection on the quality of films produced by the Children Film Society. The Committee consider it of utmost importance that the films produced at Government expense or largely with Government subsidy for entertainment of children and for their education are put to best use. The Committee find that at present the children's films are exhibited in a very limited manner only in metropolitan and other big cities and hardly find adequate exhibition opportunities in other towns and areas. The Committee have elsewhere in their Report recommended that the production of these films should be taken over by the Films Division and concerted efforts taken to improve the quality of the films. The Committee have also in their 58th Report discussed in detail the present constraints in the exhibition arrangements for commercial films in the country.

The Committee see no reason why more shows of children's films cannot be arranged and why these films cannot be shown in the educational institutions, particularly, when many of the institutions have projection facilities and shows can also be held in the open air. The Committee would like Government to examine the matter in depth to improve the distribution arrangements so that children's films of quality, are shown in educational institutes to the maximum

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extent possible, in art theatres run by the Film Finance Corporation and in well-appointed cinema houses to facilitate the films being seen by the children. The Committee have no doubt that if systematic efforts are made, it should be possible to devise regular arrangements for exhibition of children's films in smaller towns and cities particularly those which have a sizeable student population.

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3.38

The Committee further feel that no entertainment tax should be charged on the children's films so that the admission rates of the films are kept low to enable maximum number of children to see these films. The Committee also feel that the children's films should be shown on no profit no loss basis in the cinema houses in the interest of exhibition of these films to a large audience of children.

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4.14

The Committee note that Government have established the National Archive of India in 1964 with the object of procuring and preserving (i) important films produced in India, (ii) films which are important as records of contemporary history and (iii) selected number of films produced in other countries. The Film Archive's collection at present consist of about 1000 films. The Committee, however, regret to note that Film Archive movement in the country is still in its infancy and suitable arrangements for maintenance, preservation and classification of these Archives have not yet been made. Moreover adequate funds have not been made available for the expansion of the Film Archives. The Committee would like to point out that the Film Archives are of immense value to the country and its preservation and expansion should be given higher priority, in view of the fact that these films would serve the future generation and posterity.

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The Committee recommend that apart from acquiring old films of historical value, attempts should also be made to acquire contemporary foreign films of eminent producers who have won international awards and are known for their artistic and technical excellence and have promoted significant trends in the art of film making. Moreover suitable arrangements should also be made for exhibition of the films maintained in the Film Archives to selected audiences consisting of film makers and other students in the various disciplines of film making.

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4.15

The Committee note that while in other countries, great progress has been made in the maintenance of films Archives and close co-ordination is being maintained with the film industry for the development of these Film Archives, the Film Archives movement in the country has not been properly developed. The Committee recommend that a time-bound programme for the expansion of the Film Archives should be drawn up in co-ordination with the Film industry and necessary steps taken to implement the same.

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4.16

The Committee understand that foreign missions in the country have arrangements for lending of films of their country to educational institutions and other associations etc. The Committee would like that there should be a library of Indian films either in the Film Archives or with the Film Division from which films could be lent out to educational institutions and other associations for exhibition to the members on nominal rent.

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5.6

The Committee note that the film societies have a role in changing the taste of the people in regard to films and create a taste and appreciation for really artistic and purposeful films. However, although the movement is guided by

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many eminent and renowned producers of purposeful films, the fact that there are only 125 films societies in the country with a membership of 45,000 shows that the film society movement in the country has not been able to be very popular.

5.7

The Committee would, however, like to sound a note of caution. There is also a possibility that in the name of exhibition of artistic films, the movement may attract some members who may be tempted to show films with emphasis on nudity, sex, etc., which may have a deleterious effect particularly on the students and youth. The Committee recommend that as suggested by the Enquiry Committee on Film Censorship, the Board of Film Censor should be associated with the Film Society movement and while there should be no general censorship of films being exhibited by the societies, a general watch should be kept that the Film Societies should not be allowed to fall into the hands of unscrupulous elements.

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**APPENDIX—II**  
(See Introduction)

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*Analysis of recommendations contained in the 59th Report.*

**A. Recommendations for improving the Organisation and working :**

1,	2,	3,	5,	6,	7,	9,	10,
11,	13,	14,	16,	18,	19,	20,	27,
28,	31,	32,	33,	37,	and	39.	

**B. Recommendations for effecting economy. :**

12,	15,	30,	36.
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**C. Miscellaneous Recommendations :**

4,	8,	17,	21,	22,	23,	24,	25,
26,	29,	34,	35,	38,	40.		



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