

# **ESTIMATES COMMITTEE (1975-76)**

**(FIFTH LOK SABHA)**

## **EIGHTY-FIRST REPORT**

### **MINISTRY OF INFORMATION AND BROADCASTING**

**Action taken by Government on the recommendations contained in the Fifty-Ninth Report of the estimates Committee (Fifth Lok Sabha) on the Ministry of Information and Broadcasting—Films Part II**



**LOK SABHA SECRETARIAT  
NEW DELHI**

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COMMITTEE (1975-76)**

Page	Line	For	Read
2	2	broadcast	broadest
3	2 from below	facts	facets
5	6 from below	produced	produce
10	last line	<u>delete</u> 'at the'	
13	22	44 per metres	Rs.44 per metre
20	14	order	other
21	12	who not	who do not
25	25	try still	try is still
26	15	scare	scarce
27	14	of	to
33	18	payment	payment of
35	13	<u>delete</u> 'reach' <u>benefit</u>	<u>before</u> 'cost
36	17	<u>delete</u> 'television etc' <u>'should'</u>	<u>before</u>

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# **ESTIMATES COMMITTEE**

**(1975-76)**

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24. Shri M. Ram Gopal Reddy
25. Shri Shiv Kumar Shastri
26. Shri Sant Bux Singh

27. Shri R. V. Swaminathan
28. Shri K. P. Unnikrishnan
29. Shri K. Veeriah
30. Vacant.

SECRETARIAT

Shri G. D. Sharma—*Chief Financial Committee Officer.*

Shri J. P. Goel—*Senior Financial Committee Officer.*

**STUDY GROUP 'E'**  
**ESTIMATES COMMITTEE**  
**(1975-76)**

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11. Shri Sant Bux Singh
12. Shri R. V. Swaminathan
13. Shri K. P. Unnikrishnan
14. Shri K. Veeraih

## INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee, present this Eighty-first Report of the Committee on the action taken by Government on the recommendations contained in the Fifty Ninth Report of the Estimates Committee (Fifth Lok Sabha) on the Ministry of Information and Broadcasting—Films Part II.

2. The Fifty-Ninth Report was presented to Lok Sabha on the 29th April, 1974. Government furnished their replies indicating action taken on the recommendations contained in that Report from 31st October, 1974 to 19th March, 1975. Further information called for by the Committee was furnished by Government on 19th and 28th April, 1975. The replies were examined by the Study Group 'E' of the Estimates Committee (1975-76) at their sitting held on the 28th July, 1975. The draft Report was adopted by the Estimates Committee (1975-76) on the 8th August, 1975.

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

I. Report.

II. Recommendations which have been accepted by the Government.

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

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

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

4. An analysis of the action taken by Government on the recommendations contained in the 59th Report of the Estimates Committee (Fifth Lok Sabha) is given in Appendix II. It would be observed therefrom that out of 42 recommendations made in the Report, 33 recommendation i.e. 70 per cent have been accepted by Government and the Committee do not desire to pursue 5 recommendations i.e. 12 per cent in view of the Government's replies.



Reply of the Government has not been accepted by the Committee in respect of 1 recommendation i.e. 2 per cent. Final replies of Government in respect of 3 recommendations i.e. 7 per cent are still awaited.

NEW DELHI;

August 19, 1975

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Sravana 28, 1897 (S)

R. K. SINHA

Chairman,

Estimates Committee.

## **CHAPTER I**

### **REPORT**

#### **Working of the Film and Television Institute of India, Poona (Sl. No. 24 Para 2.31)**

In paragraph 2.31 of their Fifty-Ninth Report, the Estimates Committee had recommended that the working of the Film and Television Institute of India, Poona should be evaluated every five years by an independent body with a view to assess its working objectively and to suggest measures to bring about improvements and efficiency therein.

In their reply submitted to the Committee in October, 1974 the Ministry of Information & Broadcasting stated that "while it may not be desirable to lay down a rule on the suggested lines, the society will be asked to undertake periodic review of the growth and development of the Institute."

The Committee feel that mere undertaking of a periodic review of the growth and development of the Institute would not meet the spirit of the recommendation. The Committee therefore reiterate their earlier recommendation that the working of the Film and Television Institute of India, Poona 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.

#### **Implementation of Committee's Recommendations**

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

The Committee also desire that further information where called for in respect of recommendations included in Chapter II, III & V may be intimated to the Committee expeditiously.

## **CHAPTER II**

### **RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT**

#### **Recommendation (Sl. No. 1, Para 1.9)**

The Committee note that Films Division has been set up with the objectives of disseminating information to the broadcast 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.

#### **Reply of Government**

The Films Division is aware of the role that it is expected to play and it has all along been making a conscious effort in this direction. The Films Division would continue to try to make its films both meaningful and interesting so that they can attract the masses and thereby succeed in their informational role.

[Ministry of Information and Broadcasting Office Memorandum No. H.11013/24/74-F(A) dated 31st October, 1974]

#### **Recommendation (S. No. 1, Para 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.

### **Reply of Government**

The recommendations of the Committee have been noted.

### **Further Information called for by the Committee**

Please intimate the steps taken for better utilisation of the medium of short films in educating the masses and harnessing their energies for nation building and constructive activities.

### **Further Reply of Government**

Depending upon availability of financial resources, the Films Division produces useful films and distributes a large number of prints for educating the people and harnessing their energies for nation building and constructive activities. It is producing films for theatrical audiences, rural audiences and other specialised audiences. The Committee's valuable suggestion that the 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 was duly noted by the Films Division and it is proposed to implement it by drawing up the production programme of the Division appropriately. A list of few selected documentary films produced by the Films Division for educating the masses and harnessing their energies for nation building and constructive activities is attached (Appendix I).

### **Recommendation (Serial No. 2, Para 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 facts 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.

### **Reply of Government**

The Films Division makes documentaries on a variety of subjects suggested by various Ministries Public Sector Undertakings and others to suit their requests. The Division is not the only authority to select subjects which would really be suitable for making attractive films for cinema-goers. Even then the Films Division endeavours to make documentary films on such subjects more attractive and interesting. It is equally true that a film of interest for a particular type of audience may not be attractive for another group of audience. Thus the present pattern of distribution is being revamped to suit the variety of audiences. It is hoped that thereafter the documentary films would become more audience-oriented and attractive for cinema-goers.

[Ministry of Information and Broadcasting Office Memorandum No. H. 11013/24/74-F(A) dated 22nd November, 1974].

### **Recommendation (Serial No. 3, Para 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 metropoli-

tan 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.

### **Reply of Government**

The Films Division is already producing separate films for theatrical audiences, rural audiences and other specialised audiences. To some extent the distribution of films is also arranged in such a way that films meant for urban audiences are shown in urban areas and those exclusively meant for rural areas in the villages. However, the suggestions made by the Committee have been noted by the Films Division for future guidance.

[Ministry of Information and Broadcasting Office Memorandum No. H.11013/24/74-F(A) dated 4th November, 1974]

### **Recommendation (Serial No. 4, Para 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 an urge to find a solution to such problems, in the larger interest of the country.

### **Reply of Government**

The recommendation made by the Estimates Committee that the Films Division should produce a still larger number of films on topical

and social problems has been noted and would be kept in view while drawing up the annual production programme of the Films Division.

[Ministry of Information and Broadcasting Office Memorandum No. H. 11013/24/74-F(A) dated 31st October, 1974]

### **Recommendation (Serial No. 5 Para 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.

### **Reply of Government**

The recommendation made by the Estimates Committee has been noted and would be kept in view while drawing up the annual production programme of the Films Division.

[Ministry of Information and Broadcasting Office Memorandum No. H. 11013/24/74-F(A) dated 31st October, 1974]

### **Recommendation (Serial No. 6 Para 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 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 mobile vans should be suitably increased, if necessary.

### **Reply of Government**

The Ministry agrees with the recommendations made by the Estimates Committee. The Directorate of Field Publicity have been apprised; and they have confirmed that every effort is being made to keep the vehicles, generators and the audio-visual equipment in good trim to carry field publicity work increasingly into the country's rural areas.

[Ministry of Information and Broadcasting Office Memorandum No. H. 11013/24/74-F(A) dated 7th December, 1974]

### **Recommendation (Serial No. 7 para 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.

### **Reply of Government**

The recommendations of the Committee have been accepted. National Award Winning documentary films of the Films Division are already being shown along with the award winning feature



films every year. The scope will be further extended to include selected films of special merit and distinction.

### **Further Information called for by the Committee**

Please intimate the steps taken to give wider publicity to the films produced by the Films Division.

### **Further Reply of Government**

In order to give wider publicity to the Films produced by the Films Division, the release programme of the Division is broadcast by the A.I.R. as part of their bulletin every week. The Branch Offices of the Division arrange press-cum-prestige shows periodically. Such shows are also arranged jointly by the Publicity Section and Distribution Wing at the A.I.R. Auditorium, Bombay, where selected films are shown to invitees drawn from different walks of life. Branch Offices have also been equipped with libraries of 16 mm documentary films for free loaning. Prints of films are also supplied free of charge to various categories of recipients like State Governments, Field Units of the Directorate of Field Publicity, Development Commissioners, Exhibition Divisions, Railway Zones and Information Centres of Imphal and Srinagar. Over 17,000 prints were supplied during 1973-74 under this scheme. The prints of films are also sold for non-commercial screening. Over 7,000 such screenings were done during 1973-74.

It is proposed to augment publicity activity by enlarging the distribution of printed literature like catalogues, etc., production of large number of brochures, better utilisation of folders, introduction of journals and magazines, greater participation in the Festivals, holding symposia, seminars, etc. and make use of advertising media for publicising the content-value of the documentaries produced by the Division subject to availability of funds.

### **Recommendation (Serial No. 8 Para 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.

### **Reply of Government**

The recommendation of the Estimates Committee has been accepted. In the Fifth Plan Schemes of the Division there is a proposal to set up a cell in the Division to promote the export of documentary films. The films Division has also been asked to assign an officer responsible for promoting export of documentaries and prepare a series of measures for promoting film export.

[Ministry of Information and Broadcasting Office Memorandum No. H. 11013/24/74-F(A) dated 7-12-74].

### **Recommendation (Serial No. 9, Para 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.

### **Reply of Government**

The Films Division have already produced a number of films of tourist interest, covering various aspects of the country mentioned by the Estimates Committee. The Films Division and the Department of Tourism fully cooperate with each other in the production of such films.

[Ministry of Information and Broadcasting Office Memorandum No. H. 11013/24/74-F(A) dated 22nd November, 1974].

### **Recommendation (Serial No. 9, Para 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 recommended that Films Division should under-

take 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.

### **Reply of Government**

The Government accept the recommendation of the Estimates Committee for producing more educational films, implementation being subject to availability of financial resources. The Ministry of Education has also set up an Educational Technology Centre to assist in the production of class room films.

[Ministry of Information and Broadcasting Office Memorandum No. H. 11013/24/74-F(A) dated 7-12-74].

### **Recommendation (Serial No. 10, Para 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 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.

### **Reply of Government**

The recommendation is accepted.

[Ministry of Information and Broadcasting Office Memorandum No. H. 11013/24/74-F(A) dated 4th November, 1974].

### **Recommendation (Serial No. 12, Para 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 Rs. 80.15 per metre against Rs. 81 in the case of private pro-

ducers. 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 large number of films in the existing budget of the Films Division.

### **Reply of Government**

Arrangements are being made with the Cost Accounts Branch of the Ministry of Finance to re-check the cost of production of the films of the Films Division as worked out by the Cost Accounts Officer at Rs. 80.5 per metre. Government is fully conscious of the need for reducing the cost of production through careful programming, economical use of materials and generally improving the production procedures and practices. Efforts are in hand in that direction.

[Ministry of I&B O.M. H. 11013/24/74-FA 31st Oct. 1974].

### **Comments of the Committee**

The results of the cost study made by the Cost Accounts Officer regarding the cost per metre of the films produced by the Films Division may be intimated to the Committee.

### **Recommendation (Serial No. 13, Para 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 newsreels 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 or three months. The Committee recommend that sufficient copies

of the newsprint 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 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.

### **Reply of Government**

Government is aware of the need of a shorter circuit and there is a Fifth Five Year Plan Scheme to increase the number of prints of documentaries and newsreels for theatrical and non-theatrical distribution. Subject to availability of funds, it is proposed to increase the number of prints of newsreels to be released every week so that the present distribution period of about 25 weeks per newsreel is reduced by about 50 per cent. A Joint Chief Producer (Newsreel) has also been appointed in the Films Division to take up the question of revising the format and compact pattern of the newsreels so that mainly hard news are covered but depth studies and features are included to sustain audience interest.

[Ministry of Information and Broadcasting Office Memorandum No. H. 11013/24/74-FA dated 7-12-74].

### **Recommendation (Serial No. 14, Para 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 Films 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 films 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 fill up to the regional film industry in those centres which is already suffering because of shortage of work.

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### Reply of Government

The Calcutta regional centre for production of film through independent producers has started functioning as a Fifth Plan Scheme. The centre at Madras is also likely to be set up soon.

[Ministry of I & B, O.M. No. H. 11013/24/74 FA dated 31st October, 1974].

### Recommendation (Serial No. 15, Para 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 TV 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 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 44 per metres. 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 TV, 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.

### Reply of Government

The Scheme for the setting up of centres for production of TV films is still to be approved by the Public Investment Board. On the basis of calculations made by the Films Division, it is estimated that the cost of production of films to be produced by these centres would be approximately half of the cost of production of films at pre-

sent produced by the Films Division. In the first instance, it is proposed to set up one centre in Calcutta as pilot project. On the basis of the experience gained, the centre in other cities would be set up later. The observations made by the Committee would be kept in view.

[Ministry of Information and Broadcasting Office Memorandum  
No. H.11013/24/74-F(A), dated 27th February, 1975].

### **Recommendation (Serial No. 15, Para 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.

### **Reply of Government**

The Films Division agrees with the views of the Committee. Since the software planning for TV films will have to be done by the A.I.R., T.V., Films Division would work in collaboration with A.I.R., TV to implement the suggestions of the Committee.

[Ministry of Information and Broadcasting Office Memorandum  
No. H-11013/24/74-F(A), dated the 27th February, 1975].

### **Recommendation (Serial No. 16, Para No. 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 16mm but because of lack of equipment, the Films Division is not in a position to undertake the production of 16mm 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 16mm films could be taken up in right earnest.

### **Reply of Government**

The Films Division has favoured experimentation and its Agrifap Unit has made a few films using 16mm technology. Detailed assessment has, however, to be made. In the meantime, as a part of the Films Division's scheme to assist in the production of films suited for

television, it is proposed to import some units of 16mm film equipment for making films for TV as soon as the plan scheme for setting up of TV films production centres has been finally accepted.

[Ministry of I & B., O.M. No. H. 11013/24/74 FA dated 31st October, 1974].

### **Recommendation (Serial No. 17, Para 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 newsreels 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 feed back is all the more necessary when the Films Division is going to farm out increasing number of films to outside producers.

### **Reply of Government**

Although there has been no formal and institutional arrangement to evaluate the Mass impact of films in the Films Division, several research and evaluation studies had in the past been conducted with the help of professional organisations like the Institute of Mass Communication etc., providing useful in-sights. With the setting up of the Evaluation Directorate in the Ministry in the Fifth Plan, the study of audience reaction will be undertaken on a more regular and scientific basis.

[Ministry of Information and Broadcasting Office Memorandum No. 11013/24/74-F(A) dated 22nd November, 1974].

### **Comments of the Committee**

The results of the study of audience reaction, when completed, may be intimated to the Committee.



### **Recommendation (Serial No. 19, Para 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 strong hold 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 of India 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 deal 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.

### **Reply of Government**

The Government shares the concern of the Estimates Committee and hopes that the Executive Council and the Academic Council of the newly established Society on which there will be faculty and student representation, will give special attention to the need of discipline.

[Ministry of I & B O.M. No. H. 11013/24/74 FA dated 31st October, 1974].

### **Recommendation (Serial No. 20, Para 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.

### **Reply of Government**

The recommendation has been accepted. The Institute has now been registered as a Society under the Societies Registration Act. The recommendations of the Enquiry Committee which remain to be implemented will be taken up by the Society.

[Ministry of I & B O.M. No. H. 11013/24/74 FA dated 31st October, 1974].

### **Further Information called for by the Committee**

Please intimate the action taken by the Society registered to run the Films and TV Institute, Poona in the matter of implementing the remaining recommendations of the Khosla Committee.

[Lok Sabha Sectt. O.M. No. 5/12/2/ECII/74 dated the March, 10, 1975].

### **Further Reply of Government**

The Society registered to run the Institute has already started implementing the recommendations of the Khosla Committee one by one. To mention a few, an Academic Council has been set up to take care of the academic matters; the Screenplay Writing course has been merged with that of Film Direction; the amount of scholarships to the students has been increased from Rs. 75/- to Rs. 250/- per month; during the academic year 1974-75, two seminars—one for Film trainees and the other for TV trainees—were arranged; the Governing Council of the Institute is also taking steps to procure 16 mm and 8 mm cinematograph equipment for research and training arrangements etc.

[Ministry of Information and Broadcasting Office Memorandum No. 12010/2/75-TV dated the 19th April, 1975].

### **Recommendation (Serial No. 21, Para 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.

### **Reply of Government**

Noted.

[Ministry of Information and Broadcasting Office Memorandum No. H. 11013/24/74-FA dated 22nd Nov., 1974].

### **Further Information called for by the Committee**

Please intimate the specific steps taken for improving the academic atmosphere of the Film and TV Institute, Poona and improving the curricula of the Institute.

[Lok Sabha Sectt. O.M. No. 5/12/2/ECII/74 dated the March, 10, 1975].

### **Further Reply of Government**

For improving the academic atmosphere and also to review the curricula of the courses from time to time the Governing Council of the Institute set up an Academic Council. The Governing Council has decided to introduce a common course in cinema for all the students for the first two years, after which the students could branch off into specific specialities according to their interest and suitability during the third year of study.

The Academic Council is seized of the problem of working the curricula for the revised pattern of studies which is proposed to be brought into effect from the new term beginning in August, 1975. In designing the curricula for the proposed common course of study, the Academic Council is also drawing upon the views of the teachers and the students.

[Ministry of Information and Broadcasting Office Memorandum No. 12010/2/75-TV dated the 19th April, 1975].

**Recommendation (Serial No. 22, Para 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.

**Reply of Government**

The recommendation has been accepted and will be forwarded to the Film and Television Institute of India which has now been registered as an autonomous society.

[Ministry of I & B., O.M. No. H. 11023/24/74 F(A) dated 31st October, 1974].

**Recommendation (Serial No. 23, Para 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.

**Reply of Government**

The Film and Television Institute of India will continue its efforts to keep track of all old students to know about the employment position even though some diploma holders do not usually respond.

[Ministry of I & B., O.M. No. H. 11013/24/74-FA dated 4th November, 1974]

**Recommendation (Serial No. 23, Para 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.

### **Reply of Government**

The recommendation has been accepted for implementation by the Film and Television Institute of India Society.

[Ministry of Information & Broadcasting Office Memorandum No. H. 11013/24/74-FA dated 4th November, 1974]

### **Recommendation (Serial No. 25, Para 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 order 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.

### **Reply of Government**

The observations of the Committee have been noted. The Institute is making efforts to maintain the high quality of professional training and to keep abreast of the latest development in relevant fields of art and craft while at the same time orienting it to national ethos, the broad spectrum of Indian Culture and national needs.

[Ministry of Information & Broadcasting Office Memorandum No. H. 11013/24/74-FA dt. 31st October, 1974].

### **Recommendation (Serial No. 26, Para 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 art 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.

### **Reply of Government**

The recommendation of the Committee has been accepted. It is also proposed to nominate the two alumni of the Institute on the Society and the Governing Council after the Institute has been converted into a Society.

[Ministry of Information & Broadcasting Office Memorandum No. H. 11013/25/74-F(A) dt. 31st October, 1974].

### **Recommendation (Serial No. 27, Para 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 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.

### **Reply of Government**

The recommendation has been accepted for implementation by the Film and Television Institute of India, Poona as early as possible, subject to availability of funds and the response of the Industry.

[Ministry of Information & Broadcasting Office Memorandum No. H. 11013/25/74-F(A) dt. 31st October, 1974].

### **Recommendation (Serial No. 33, Para 3.26)**

The Committee note that since its inception in 1955 the Children's 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's 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.

### **Reply of Government**

Government accept the recommendation of the Committee in regard to the need for more children's films being produced in the country to make the children's film movement really effective. All efforts will be made by Government to achieve this object. The Children's Film Society has been reconstituted recently to make it more active and effective. The Fifth Plan provision for payment of grant-in-aid to the Society has been approved at Rs. 100.00 lakhs as against the Fourth Plan outlay of Rs. 10.00 lakhs, mainly for assisting the Society to produce larger number of purposeful children's film.

[Ministry of Information & Broadcasting Office Memorandum No. H-11013|24|74—F(A) dated 7th March, 1975].

### **Recommendation (Serial No. 34, Para 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 requires dedicated and talented directors and writers. It should be realised that these films are meant for the juvenile mind which 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 or love. The Committee would like to be apprised of the concrete steps taken by Government in this matter.

### **Reply of Government**

Government accept the above recommendation of the Estimates Committee. The Society had already written to a number of eminent producers, directors and writers on the need to co-operate with Children's Film Society to promote the healthy growth of children's films. The Society have also advertised widely and approached eminent film makers and writers to submit stories, script suitable for children and also to make children's films. The Society is getting encouraging response from many of them.

[Ministry of Information & Broadcasting Office Memorandum No. H-11013/24/74—F(A) Dated the 19th March, 1974].

### **Recommendation (Serial No. 35, Para 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.

### **Reply of Government**

The recommendations of the Committee have been brought to the notice of the Children's Films Society for appropriate action. The Society has already made or acquired quite a few films on the lives of great men like Mahatma Gandhi, Prithvi Raj Chauhan and Shivaji etc. It has also made a number of short films based on the stories of Panchtantra. The Society made a feature film in 1971 entitled 'Bharat Darshan' to encourage national integration.

[Ministry of Information & Broadcasting Office Memorandum No. H. 11013/24/74-FA Dated 27-2-1975].

### **Recommendation (Serial No. 36, Para 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 production by the Children's Film 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 representative of Ministry of Finance to see that the cost is kept within reasonable limits thus obviating any scope for allegations.

### **Reply of Government**

The Government accept the recommendation of the Committee in regard to the need to keep a careful watch on the cost of production of children's films. The cost of films made by the Society is budgeted and examined by the Production Committee in detail to keep the expenditure within the minimum limits.

2. As regards the question of entrusting the work of production of children's films to the Films Division, the matter was examined earlier in connection with the recommendations to that effect by the Public Accounts Committee and after detailed study of the problem it was felt that the Films Division was not properly equipped to undertake the production of the specialised type of films for children.

[Ministry of Information & Broadcasting Office Memorandum No. H-11013/24/74—FA Dated 27-2-1975].

### **Recommendation (Serial No. 37 Para 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's 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 opportunity in other towns and areas. The Committee have elsewhere in their Report recommend 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.

### **Reply of Government**

The recommendations of the Committee have been accepted and all efforts will be made to improve the distribution arrangements for the quality films of the Children's Film Society.

[Ministry of Information and Broadcasting Office Memorandum No. H-11013/24/74—F(A) dated 7th March, 1975].

### **Recommendation (Serial No. 39, Para 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 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 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.

### **Reply of the Government**

The recommendations of the Committee have been accepted for implementation subject to availability of financial resources.

The main source for acquiring selected foreign films for archives has been through the exchange programme between member Archives of the International Federation of Film Archives of which the National Film Archive of India is a member. Because of copy-right restrictions, films of recent origin as well as some of the earlier films, which are still in circulation on the commercial circuit, are not available under this programme. The only possibility of acquiring such films is by purchasing prints subject to availability against foreign exchange remittance. In the present economic situation, there is need for using circumspection in spending scarce foreign exchange. To the extent possible, attempts are in hand to improve and enrich the collection.

Archive Films are being screened daily to Film and Television Institute of India students as a part of their academic study. Also regular weekly screening of Archive Films are held at Poona and Bombay to selected invited audiences. These films are also available to film researchers and scholars.

[Ministry of Information & Broadcasting O.M. No. H.11013/24/74-F(A) dated the 22nd November, 1974].

### **Recommendation (Serial No. 40, Para 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.

### **Reply of the Government**

The recommendation of the Committee have been accepted. There is not much cooperation from the film industry for free deposit of prints in the Archives. However, it has generally, rea-

ponded to the request of National Film Archives of India for permission to copy their old negatives at the cost of the Archives. Copies of films winning National Awards are, however, acquired on print cost basis which is gradually building up into a good collection.

[Ministry of Information & Broadcasting O.M. No. H.11013|24|74-F(A) dated the 22nd November, 1974].

#### **Recommendation (Serial No. 41, Para 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 of educational institutions and other associations for exhibition to the members on nominal rent.

#### **Reply of the Government**

Such a library does exist in the National Film Archive of India. The films in its library are being borrowed by film societies and film study groups in educational institutions.

[Ministry of Information & Broadcasting O.M. No. H.11013|24|74-F(A) dated the 22nd November, 1974].

#### **Recommendation (Serial No. 42, Paras 5.6 and 5.7)**

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.

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 student and youth. The Committee recommend that as suggested by the Enquiry Committee on Film Censorship, the Board of Film Censors 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.

### **Reply of Government**

5.6. Government agree with the Committee that the Film Societies movement has not gained momentum. All encouragements will continue to be provided to make the movement more popular and purposeful.

5.7. Government share the views expressed by the Committee in regard to the need for keeping a watch on the selection of members to various Film Societies and the kinds of the film that are granted exemption from censorship. The recommendation of the Enquiry Committee on film censorship was examined and it was found that it would not be possible for the Board of Film Censors to grant exemption from censorship to films needed by the Film Societies under the Cinematograph Act, 1952. However, all efforts will be made to ensure that the Film Societies movement takes place on right and healthy lines.

[Ministry of Information & Broadcasting O.M. No. H.11013|24|74-  
F(A) Dated 7th March, 1975].

### **CHAPTER III**

## **RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT'S REPLIES**

### **Recommendations (Serial No. 18, Para 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.

### **Reply of Government**

The observations of the Committee have been noted.

[Ministry of Information & Broadcasting O.M. No. H.11013|24/74-  
F(A) dated the 4th November, 1974].

### **Recommendation (Serial No. 18, Para 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 into a society under the Societies Registration Act, necessary steps in this direc-

tion 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.

### **Reply of Government**

The first and foremost recommendation of the Committee appointed to enquire into the working of the Film and Television Institute under the Chairmanship of Justice G. D. Khosla is that the Film and Television Institute of India, should have greater autonomy, higher professional status and greater administrative flexibility and its status should be raised to that of an autonomous organisation under an Act of Parliament. This principle was accepted. But it was decided that the same purpose could be served by re-establishing the Institute as a Society under the Societies Act (XXI) of 1860. Accordingly the Institute was registered as an autonomous body with effect from 1st October, 1974.

[Ministry of Information & Broadcasting O.M. No. H.11013/24/74-F(A) dated the 22nd November, 1974.]

### **Recommendation (Serial No. 30, Paras 3.14 and 3.15)**

The Committee note that Government set up in 1955 the Children's 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.

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 malfunctioning 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 under 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.

### **Reply of Government**

After the new constitution of the Executive Council of the Society, all effective steps have been|are being taken to see that the Society functions efficiently and achieves results. The enquiry conducted by an officer of the Ministry of Information and Broadcasting revealed, no doubt, a state of mis-management in the affairs of the Society and immediately the services of the Secretary of the Society were dispensed with. This was done to ensure that the office of the Society should be administratively be in the hands of more competent persons. The Executive Council of the Society is now engaged in devising steps to put its affairs on a strong and sound footing.

As regards the question of entrusting the functions of the Children's Film Society to the Films Division, the matter was examined earlier in connection with the recommendations to that effect by the Public Accounts Committee and after detailed study of the problem it was felt that the Films Division was not properly equipped to undertake the production of the specialised type of films for children.

[Ministry of Information & Broadcasting O.M. No. H.11013|24|74-  
F(A) dated 27th February, 1975.]



## **Comments of the Committee**

The specific steps taken|proposed to be taken to see that the Society functions effectively and achieve results may be intimated to the Committee.

### **Recommendation (Serial Nos. 31 and 32, Paras 3.16 and 3.17)**

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.

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.

## **Reply of Government**

Government have reconstituted the Executive Council of the Children's Film Society with a new Chairman and this has been done to put the affairs of the Society on a sound footing. The Executive Council since then have taken all steps to see that the Society functions efficiently and achieves good results. The Society had written to a number of eminent producers, directors and writers on the need to cooperate with Children's Film Society to promote the healthy growth of children's films and have advertised widely and approached eminent film makers and writers to submit stories and scripts suitable for children and also to make children's films. They have had encouraging response from many of them. The new story selection methodology laid down for the production committee ensures that merit and quality are the only factors that will hence forth decide the selection of stories to be made into children's films.

As regards the question of entrusting the work of production of children's films to the Films Division, the matter was examined earlier in connection with the recommendations to that effect by the Public Accounts Committee and after detailed study of the problem it was felt that the Films Division was not properly equipped to undertake the production of the specialised type of films for children.

The progress made in producing children's films and the arrangements made for distributing them will be mentioned in the Ministry's annual reports.

[Ministry of Information & Broadcasting O.M. No. H.11013|24|74-F(A) dated 27th February, 1975.]

### **Recommendation (Serial No. 38, Para 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.

### **Reply of Government**

The recommendations of the Estimates Committee have been brought to the notice of the State Governments and Union Territories for necessary action. In this connection, it may be mentioned that a number of State Governments have already exempted the films of the Children's Film Society from payment entertainment tax.

As regards exhibition of films by cinema houses on no profit no loss basis, it is unlikely that any cinema house will accept children's films, on this basis. The Society is a non-profit making body.

[Ministry of Information & Broadcasting O.M. No. H.11013|24|74-F(A) dated the 15th March, 1975.]

## **CHAPTER IV**

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

#### **Recommendation (Serial No. 24, Para 2.31)**

The Committee further recommend that 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.

#### **Reply of Government**

While it may not be desirable to lay down a rule on the suggested lines, the Society will be asked to undertake periodic review of the growth and development of the Institute.

[Ministry of Information and Broadcasting O.M. No. H. 11023|24|74—  
FA dt. 31st October, 1974].

#### **Comments of the Committee**

Please see Comments under Chapter I.

## **CHAPTER V**

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

#### **Recommendation (Serial No. 11, Para 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 improvements in this regard. The result of the review should be communicated to the Committee.

#### **Reply of Government**

A Directorate of Evaluation of Information and Publicity has been set up under the Fifth Plan to undertake evaluation studies mainly through professional agencies in the country to assess the reach cost-benefit value, and impact of the various media including films produced by or through the Films Division. The Films Division had commissioned a few studies through the Indian Institute of Mass Communication on an *ad-hoc* basis. A study on the viewing and impact of documentaries/newsreels at Jullundur is under way. The multi-media survey of publicity in U.P., which includes the publicity carried out through films produced by the Films Division as well as outside producers will be initiated shortly. A few other studies regarding evaluation of films as detailed below are also being considered.

- (i) Study of films for agriculture innovation in rural India.
- (ii) Project to evaluate the audience reaction to selected documentaries produced by the Films Division and Government of Maharashtra.
- (iii) Project proposal by the Institute of Economic and Market Research for an evaluation of documentary films.
- (iv) Evaluation of impact of crime films on young persons.

2. The result of the above studies would in due course be communicated to the Committee.

[Ministry of Information and Broadcasting Office Memorandum  
No. H. 11013/24/74-F(A) dated 4th November, 1974].

### **Further Information called for by the Committee**

The results of the studies may be intimated when completed.

#### **Recommendation (Serial No. 28, Para 2.4.2)**

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.

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.

### **Reply of the Government**

The recommendation of the Committee is noted. The Film Institute, Poona, has been asked to go into the question of its expansion and make the required assessment.

[Ministry of Information and Broadcasting Office Memorandum No. H. 11013/24/74-F(A) dated 7th December, 1974].

### **Further Information called for by the Committee**

Final decision taken in the matter may be intimated to the Committee.

#### **Recommendation (Serial No. 29, Para 2.4.7)**

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.

### Reply of the Government

The recommendation of the Committee has been brought to the notice of the State Governments for appropriate action.

[Ministry of Information and Broadcasting Office Memorandum  
No. H. 11013/24/74-FA dated 13th December, 1974].

### Further Information called for by the Committee

The action taken by the State Governments in the matter may be intimated to the Committee.

NEW DELHI;  
August 19, 1975  
Sravana 28, 1897 (Saka).

**R. K. SINHA,**  
*Chairman,*  
**Estimates Committee.**

## APPENDIX I

(Vide Page 3 of the Report)

*List of a few selected documentary Film Produced by Films Division  
for Educating the Masses and Harnessing their Energies for Nation  
Building and Constructive Activities*

1. The Case of Mr. X
2. The Case of the Curious Neighbours
3. Citizens and Citizens
4. Courtesy costs Nothing
5. Fire
6. Good Citizen
7. Good Manners
8. Matter of Births & Deaths
9. A Matter of Life
10. Save Your Village
11. Teach Them Young
12. Tomorrow may be too late
13. Accent on Youth
14. A Big Change
15. Consumer co-operatives
16. Co-operatives for Fishermen
17. Food for thought
18. Help Generates Selfhelp
19. Listen Discuss Act
20. A New Vision
21. The New Spirit
22. Panchayat Raj
23. Partners in Progress
24. Silent Revolution
25. Symphony of Life
26. Together for Prosperity
27. Women Workers

28. Challenge of Technology
29. A Day to Remember
30. Evolution and Races of Man
31. Foothold on Life
32. Girl Guides of India
33. Growth of University Education in India
34. Learning By Doing
35. Quest for a Nation
36. Saga of Service
37. Sailing the Seven Seas
38. Scientists of Tomorrow
39. Shantiniketan
40. Skill is strength
41. The Song of Youth
42. Spirit of Youth
43. Story of a Rural Boy
44. Village Teacher
45. The Great Experiment
46. Democracy in Action
47. Rights and Responsibilities
48. Rights of Man
49. Your Share
50. Choose Your Career
51. The Key to Productivity
52. Wasted Manpower
53. Women in Industry
54. Towards a Better Society
55. Life Begins A New
56. Care of the Soil
57. Growing High Yielding Wheats
58. Hybrid Vigour in Agriculture
59. Irrigation the Better Way
60. Consolidation of Holdings
61. Co-operative Marketing
62. Research in Agriculture



- 63. Self Respect
- 64. Anatomy of Fear
- 65. This Our Only Earth
- 66. Violence What Price Who Pays (1)
- 67. Who Pays the Price
- 68. Voice of the People
- 69. Then & Now
- 70. Farmers Training
- 71. Dawn of Social Security

## APPENDIX II

(Vide Introduction to Report)

*Analysis of the action taken by Government on the recommendations contained in the 59th Report of the Estimates Committee (fifth Lok Sabha).*

1.	Total number of recommendations	42
2.	Recommendations which have been accepted by Government ( <i>vide</i> recommendations Nos. 1 to 10, 12, to 17, 19 to 23, 25, 26, 27, 33 to 37, 39 to 42).	
	Number	33
	Percentage to total	79
3.	Recommendations which the Committee do not desire to pursue in view of the Government's replies ( <i>vide</i> recommendations Nos. 18, 30, 31, 32 and 38).	
	Number	5
	Percentage to total	12
4.	Recommendations in respect of which replies of Government have not been accepted by the Committee ( <i>vide</i> recommendation No. 24).	
	Number	1
	Percentage to total	2
5.	Recommendation in respect of which final replies of Government are still awaited ( <i>vide</i> recommendations Nos. 11, 28, 29).	
	Number	3
	Percentage to total	7