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**MINISTRY OF INFORMATION &
BROADCASTING**

FILMS DIVISION

**ESTIMATES COMMITTEE
1990-91
TENTH REPORT**

NINTH LOK SABHA



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NO-10/5
**LOK SABHA SECRETARIAT
NEW DELHI**

TENTH REPORT
ESTIMATES COMMITTEE
(1990-91)

(NINTH LOK SABHA)

MINISTRY OF INFORMATION & BROADCASTING—
FILMS DIVISION

**Action taken by Government on the recommendations
contained in the 83rd Report (8th Lok Sabha) of
Estimates Committee on Ministry of Information
and Broadcasting— Films Division**



Presented to Lok Sabha on 16 August, 1990

LOK SABHA SECRETARIAT
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CORRIGENDA TO TENTH REPORT OF ESTIMATES COMMITTEE
ON THE MINISTRY OF INFORMATION AND BROADCASTING-
FILMS DIVISION.

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(1990-91)**

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7. Shri Kailash Nath Singh Yadav

INTRODUCTION

1. I, the Chairman of the Estimates Committee having been authorised by the Committee to submit the Report on their behalf present this Tenth Report on action taken by the Government on the recommendations contained in the Eighty-Third Report of Estimates Committee (8th Lok Sabha) on the Ministry of Information and Broadcasting—Films Division.

2. The Eighty-Third Report was presented to Lok Sabha on 28th April, 1989. Government furnished their replies indicating action taken on the recommendations contained in that Report on 2nd January, 1990. The replies were examined by the Committee at their sitting held on 26th June, 1990 and the draft Report was adopted by the Committee on the same date.

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

- (i) Report.
- (ii) Recommendations/Observations which have been accepted by the Government.
- (iii) Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies.
- (iv) Recommendations/Observations in respect of which replies of Government have not been accepted by the Committee.
- (v) Recommendations/Observations in respect of which final replies of Government are still awaited.

4. An analysis of action taken by Government on the recommendations contained in 83rd Report of Estimates Committee is given in Appendix. Replies regarding all the nineteen recommendations have been received. It would be observed therefrom that out of 19 recommendations made in the Report 14 recommendations i.e. 73.6% have been accepted by the Government and the Committee do not desire to pursue 3 recommendations i.e. 15.8% in view of Government's replies. Replies of Government in respect of 2 recommendations i.e. 10.6% have not been accepted by the Committee.

NEW DELHI;
August 10, 1990

Sravana 19, 1912 (Saka)

JASWANT SINGH,
*Chairman,
Estimates Committee.*

CHAPTER I

REPORT

1.1 This Report of the Estimates Committee deals with action taken by the Government on the recommendations contained in their 83rd Report (8th Lok Sabha) on Films Division (Ministry of Information and Broadcasting) which was presented to Lok Sabha on 28th April, 1989.

1.2 Action taken Notes have been received in respect of all the recommendations contained in the Report. These Notes have been categorised as follows:—

- (i) Recommendations / Observations which have been accepted by the Government:

Sl. Nos. 1,2,3,4,5,8,9,10,12,13,15,16,17,18.

Total 14

Chapter II

- (ii) Recommendations / Observations which the Committee do not desire to pursue in view of Government's replies:

Sl. Nos. 6, 7, 14.

Total 3

Chapter III

- (iii) Recommendations / Observations in respect of which Government's replies have not been accepted by the Committee:

Sl. Nos. 11, 19.

Total 2

Chapter IV

- (iv) Recommendations / Observations in respect of which final replies are still awaited:

Sl. No. NIL

Chapter V

1.3 The Committee will now deal with action taken by Government on some of the recommendations.

Opening of more Regional Centres

Recommendation Sl. No. 1 (Para No. 1.19)

1.4 The Committee had recommended that Ministry should assess the extent of inadequacy of infrastructure in Calcutta and Bombay Centres and take appropriate measures to strengthen them. They had further observed that the Ministry should also explore the feasibility of setting up of more regional centres in the country for production of rural oriented films.

1.5 The Ministry stated that a scheme was being considered for inclusion in the 8th Plan for strengthening the existence of regional production

centres in terms of manpower and equipment and for opening two additional centres in Hindi speaking region.

1.6 While appreciating the steps taken by the Ministry for strengthening regional production centres, and for opening two additional centres in Hindi speaking regions, the Committee is constrained to observe that only two centres for the entire Hindi speaking region is insufficient. They are of the opinion that more regional centres located not only in Hindi speaking regions but other regions also, should be opened early so that more rural oriented films are produced. The Committee would like to be apprised of further steps taken in this direction.

Documentaries proposed by the Films Division

Recommendation Sl. No. 5 (Para No. 2.1)

1.7 The Committee had recommended that a review to assess the impact of documentaries proposed by the Films Division and others ought to be conducted periodically.

1.8 The Ministry in their reply stated that the Department of Evaluation Studies of Indian Institute of Mass Communication had been requested to go into the relative impact of Films Division's documentaries and those produced by others, in the course of their evaluation of the working of the Films Division.

1.9 The Committee welcome the step. The Committee would like to be apprised of the results of the study and the action taken by the Ministry thereon.

Variation in the cost of films made by the Films Division and those made by outside producers

Recommendation Sl. No. 9 (Para No. 2.35)

1.10 While the Committee had noted that the average cost of production, per metre, in case of films made by the Films Division and those made by other producers was Rs. 349.58 and Rs. 211.20 respectively, for 35 mm black and white films and Rs. 457.59 and Rs. 450.30 respectively, for 35 mm colour films, it had however desired the Ministry to go into the reasons for these variations in the cost of production. It had desired necessary action to make the relative costs comparable.

1.11 The Ministry stated that the Department of Evaluation Studies of Indian Institute of Mass Communication had been requested to go into this aspect and examine the cost variations between Films Division's own production and films produced through outside producers.

1.12 While welcoming the decision of the Ministry, the Committee hope that effective steps would be taken to reduce variations in the cost of production of films. They would like to be apprised of the remedial measures taken in this regard.

Message of Family Planning for rural and remote areas

Recommendation Sl. No. 11 (Para No. 2.37)

1.13 The Committee had recommended that while making films for rural areas extra care needed to be taken. It had further observed that the involvement of well-known personalities from different fields in the making of documentaries could assist in making the message more presentable to rural audiences.

1.14 The Ministry in their reply has stated that the Department of Family Welfare is actively involved during the production of the films and the treatment given to them.

1.15 The Committee would like to know what action has been taken to involve personalities from diverse fields.

Production of Films

Recommendation Sl. No. 19 (Para No. 5.8)

1.16 The Committee while commenting on the selection of film 'Che-here', for an international film festival observed that care should be taken in selection films for such festivals. India is a diverse land. That diversity must reach in all its vividity.

1.17 In their reply the Ministry stated that at times it is necessary to enter films which have high technical quality though they may contain a few other drawbacks provided that the films do not adversely affect the country's image. Further that independent film producers entered films directly, and that the Films Division could not prevent their entry at international film festivals.

1.18 The Committee appreciate the point about independent film producers and their right to enter films.

The Committee however desire that the impact of films entered must not be unidimensional.

Implementation of Recommendations

1.19 The Committee wish to emphasise that their recommendations are for action; they have to be implemented by Government. They will, therefore, advise the Government that it should keep a monitoring watch on the recommendations made by the Committee. Such recommendations, as are not possible to implement must be reported to the Committee, in time, and an explanation provided for inaction.

It is the desire of the Committee that replies in respect of the recommendations contained in Chapter V of the Report may be furnished expeditiously. The Committee also reiterate their expectation about constructive responses from the Government.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation Serial No. 1 (Para 1.19)

The Committee note that the Films Division is engaged in the work of educating and motivating the people for enlisting their support and participation in the implementation of national programmes, projecting the image of the land, the people and the heritage of India and also fostering the growth of documentary film movement in the country. For achievement of the aforesaid objectives, it is essential that the Films Divisions has an efficient and modern infrastructure. The Committee however, note that the Films Division which has been divided into three wings, viz: Production Wing, Administrative Wing and the Distribution Wing has not been fully equipped as such.

The regional centres of Films Division in Calcutta and Bangalore set up for the production of rural-oriented featurettes, are stated to be partially equipped with the infrastructure like cameras, editing machines and recording facilities will be augmented during the VIIth Plan Period. The Committee desire that Ministry should assess the extent of inadequacy of infrastructure in these centres and take appropriate measures to strengthen them. The Ministry should also explore the feasibility of setting up of more regional centres in the country for production of rural oriented films.

Reply of Government

A scheme is already being implemented under the 7th Plan for acquisition of cinematographic equipment involving an outlay of Rs. 200 lakhs. An expenditure of Rs. 104.99 lakhs has been incurred during the period 1985-89 on acquiring modern sophisticated equipment to augment the existing facilities and replace those items which have become old and out-dated. Films Divisions have also placed an indent on DGS&D, for the 16/35mm High Speed Recording and Dubbing equipments in the 2nd phase building.

In order to continue the process to modernise the facilities in Films Division, a scheme is being considered for inclusion in the 8th Plan for augmenting and replacing the equipment facilities at Bombay as well as at Delhi.

The inadequacy of manpower and equipment at the Regional Production Centres, Calcutta and Bangalore was because of the fact that the performance of these Centres was being reviewed from 1984 with a view to

deciding whether to continue them or close them down. A final decision to continue the Centres was taken in February 1989. During this period, a number of sanctioned posts could not be filled up and infrastructure facilities were not acquired.

A scheme is being considered for inclusion in the 8th Plan for strengthening the existing Regional Production Centres in terms of manpower and equipment and for opening two additional centres in Hindi speaking regions.

Recommendation Serial No. 2 (Para 1.21)

The Committee note with dismay the wide disparities between the sanctioned and actual strength of officers in respect of Group 'A' 'B' 'C' & 'D' categories in three Wings of the Films Division. The Committee feel that due to shortage of manpower, it may not be possible for the Films Division to discharge its functions. The major factor contributing to the shortage of staff in Production Wing is stated to be the general ban imposed by the Government on filling up of vacant posts.

Reply of Government

The shortage of manpower in Films Division was caused because of the ban on filling up any vacancies. For more than four years, recruitment action was held in abeyance. Necessary action has since been initiated to fill up vacant posts. In the production Wing, there are 20 vacant posts in Group 'A' as on 1-10-1989. On the requisitions placed by this Ministry, the U.P.S.C. have nominated candidates for 11 posts. These candidates will be given appointment after completion of necessary formalities like medical examination and verification of character and antecedents. The other posts are to be filled up by promotion for which steps have been/are being taken to convene DPC meetings in consultation with the UPSC. Similarly, suitable action is being taken by Films Division to fill up vacant posts in Group 'B' 'C' and 'D' for which they are the appointing authority.

Recommendation Serial No. 3 (Para 1.22)

The Committee find that 8 posts of Group 'A' officers, 14 posts of Group 'B' officers and 30 posts of Group 'C' officers could not be filled up as the continuance or otherwise of Regional Production Centres at Calcutta and Bangalore remained under consideration of the Government till March, 1989 when it was finally decided to continue with these Centres. The Committee deprecate the usual delay in deciding the issue. The Committee deplore the lackadaisical attitude of the Ministry in dealing with this issue of important nature and desire that the Ministry should take urgent steps to fill the vacancies at the Regional Centres.

Reply of Government

The ban on filling up the vacant posts in the Regional Production Centres, Calcutta and Bangalore was lifted in April, 1989. Consequently, necessary steps have been taken to fill up vacancies at the Centres. The U.P.S.C. have already nominated candidates for 3 posts of Director. A proposal for DPC to select suitable officers for promotion to the posts of Deputy Chief Producer is under consideration of the U.P.S.C. Another proposal for DPC for the post of Producer is being processed and will be sent to the U.P.S.C. very shortly. Likewise, Films Divisions have initiated necessary action to fill up vacancies in Group 'B' and 'C' as they are the appointing authority in respect of these posts.

Recommendation Serial No. 4 (Para 2.30)

The Committee note that the primary responsibility of the Films Division is production and distribution of films of scientific, education, social and cultural value for purposes of information, education and motivation. However, the Committee find that the studies conducted by different agencies indicate that the productions of the Films Division are not always upto the expectations in this regard. The Committee, therefore, desire that necessary steps should be taken by the Ministry to qualitatively improve the production standards so that the avowed aims of information, education and motivation are fully realised.

Reply of Government

Considering the large number of films of different kinds such as educational, instructional, training films, newsreels, featurettes, animation films etc. which the Films Division is expected to produce within the limited availability of funds, efforts are always being made to achieve the desired quality and maintain production standards so as to achieve the avowed aims of education, information and motivation. Officers of Films Division are also being kept apprised of latest technological developments and trends in production of documentary films. Old equipment is being phased out by more advanced equipment in the pursuit of constant effort to bring about qualitative improvement in the Films Division's films.

This item has also been included in the proposed study by the Indian Institute of Mass Communication regarding Films Division. IIMC have been asked to suggest measures for further qualitative improvement of Films Division's films as per the observations of the Estimates Committee.

Recommendation Serial No. 5 (Para 2.31)

They also note with dismay that no scientific study has been carried out about the relative impact of films produced by the Films Division and outsiders. It is imperative that a review to assess the impact of documentaries produced by the Films Division and outsiders is conducted periodically with a view to know their effectiveness on the community as also the shortcomings, if any. This will also enable the Films Division to constantly

improve its performances. The Committee would like to be apprised of steps taken in this regard.

Reply of Government

The Department of Evaluation Studies of Indian Institute of Mass Communication had been requested to go into the relative impact of Films Division's documentaries and those produced by outsiders, in the course of their proposed study on the evaluation of the working of the Films Division.

It can, however, be stated that the documentaries produced by the Films Division are in no way inferior as compared to those produced by Independent film makers. If National Awards won by films can be taken as a reflection of the quality of the films produced, then the National Awards won by the Films Division vis-a-vis independent producers who also enter their films in national film festival every year indicate that the documentaries produced by the Films Division are equally better as those produced by the independent film makers. In fact, the number of Independent Documentary film producers in the country is very large and they make quite a large number of films as compared to Films Division's productions. The following table gives a comparative picture of national awards won by Films Division's documentaries and the awards won by the films made by Independent film makers:—

Year	Number of Awards won by	
	Independent producers	Films Division
1984	2	5
1985	1	1
1986	2	6
1987	3	5
1988	3	4
1989 (Upto August)	2	3

The Department of Evaluation Studies will, however, go into the whole aspect in greater detail as per the observation of the Estimates Committee.

Recommendation Serial No. 8 (Para 2.34)

Regarding the criteria for selection of themes, the Ministry has stated that the proposals received are scrutinised thoroughly and only suitable ones are accepted for production programme. However, in view of the observations of the various study groups regarding lack of lively and fresh approach in treatment and presentation of themes, the Committee desire that these aspects should always be kept in view so that the films produced are of social relevance and carry the message in the forthright, interesting and presentable way which is easily comprehended by the masses. The Committee would like the Ministry to seek help/advice of experts in the

field of mass communication and take necessary remedial action accordingly. Constant efforts should be made to improve the quality of films which should be brought to the level of professional excellence so as to make them more lively, interesting and educative.

Reply of Government

In pursuance of the recommendation made by the Estimates Committee, the Department of Evaluation Studies of Indian Institute of Mass Communication had been asked to include this item also in their proposed study and offer suggestions for the purpose of achieving professional excellence in Films Division productions.

However, it may be mentioned that to ensure proper treatment of the subject, before actual production of every film, the script prepared by the Producer is got approved by the sponsoring organisation. The rough cuts of the films are also finalised after they are duly approved by the representatives of the sponsoring organisations.

Recommendation Serial No. 9 (Para 2.35)

The Committee note that in 1984-85 the average cost of production per meter in case of films made by the Films Division itself and those made by outside producers was Rs. 349.58 and Rs. 211.20 respectively for 35mm Black & White films, Rs. 457.59 and Rs. 450.33 respectively for 35mm colour films. The Ministry, has attributed several reasons (like difference in length of film, theme etc.) for wide variation in the figures of average cost of films produced by Films Division and those produced by outside producers. However, as per the figures provided by the Ministry with regard to films of these two categories having the same set of variables also indicate that generally the cost of production of Black & White films produced by outside producers is on a substantially lower side. The Committee desire the Ministry to go into the reasons for these wide variations in the cost of production of films and take necessary action to make the cost incurred by the Films Division on production of its films comparable with those of outside films producers.

Reply of Government

The Department of Evaluation Studies of IIMC has been requested to go into this aspect and examine the cost variations between Films Division's own productions and the films produced through outside producers. They will submit a report on this alongwith other aspects of Films Division.

Recommendation Serial No. 10 (Para 2.36)

The Committee are dismayed to note that the Ministry had done precious little to evaluate the working of the Films Division through a Committee or a Working Group. They feel that periodical assessment of every Organisation is a must in order to make necessary changes to rectify short-comings/deficiencies in the system. This is all the more important in

case of media units like the Films Division because due to the very nature of their work they are constantly in the glare of public scrutiny. The Committee, therefore, desire that a mechanism should be evolved to have periodic assessments of the overall working of Films Division in order to make it more suitable for achieving the goals for which it has been established.

Reply of Government

In the light of the recommendation of the Estimates Committee, a fresh study of Films Division has been entrusted to the Department of Evaluation Studies of Indian Institute of Mass Communication, New Delhi and further action will be taken on submission of the Report by the Study Team. The Team will also study various other aspects of the Films Division in pursuance of some of the other recommendations of the Estimates Committee.

Recommendation Serial No. 12 (Para 3.18)

The Committee note that the Films Division does not have a Film Processing Laboratory of its own for processing of its films. There is only a small laboratory in Delhi which caters to the needs of defence training films which can handle only processing work of B&W films. The expert group set up by the Ministry to go into the working of the Agriculture and Family Welfare Film Production Units in the Films Division has observed that the time lag between production of agricultural films and their print supply to the Directorate of Extension was unusually long from about 12 to 18 months. This has been mainly due to the considerable item taken by the private laboratories to whom the work of making prints was assigned by the Films Division. The Committee therefore feel that in order to avoid the delays taking place in the supply of prints, the Films Division should set up its own coloured laboratory for the processing of films with due expedition.

Reply of Government

A proposal for setting up a 16mm/35mm colour and B/W film processing laboratory at Bombay involving an outlay of Rs. 675 lakhs is being considered for inclusion in the 8th Five Year Plan.

Recommendation Serial No. 13 (Para 3.19)

While on the one hand the Ministry says that it is satisfied with the existing legal provisions with regard to compulsory exhibition of approved films in States, it has also pointed out that the exhibition sector of Film Industry has been seeking exemption from compulsory exhibition of approved films. The Committee feel that the existing arrangements regarding the screening of films supplied by the Films Division needs to be reviewed. They endorse the suggestion of the Study Group that the agreement made by the Films Division with the exhibitors needs to be re-examined in view of the general unhappy feelings of the exhibitors in

regard to over-head charges, payment of local taxes and security deposits in particular. A concession might help the exhibitors to develop a more favourable attitude towards these films and lead to better exhibition.

The Committee have an apprehension that news magazines and documentaries are not generally shown by the Cinema houses and there is a tendency either not to show them or switch over to feature films after showing a part of it. Deterrant steps are indeed called for to stop this undesirable practice which, if not checked, will totally negate the efforts of the Films Division. State Govt. Administration and Union Territories should be asked to exercise meticulous care in conducting prescribed checks and resort to surprise inspection, also to stop this undesirable practice.

Reply of Government

The Films Division proposes to call a meeting with exhibitors and, after the discussions, the modifications required in the format of Agreement entered into with exhibitors will be considered.

Entertainment tax and other local taxes which exhibitors are paying to Government presently come under respective State taxation laws.

However, Films Division recovers from the exhibitors 1% of their weekly collections after deduction of entertainment tax as service charges from supplying "Approved Films". These Approved Films are required to be screened compulsorily before every regular show under the Cinemas (Regulation) Acts/Rules of different States and is obligatory under cinema licensing conditions. This 1% charge for supplying Approved Films to theatres is the least and cannot be waived since Films Division incur heavy expenditure on the staff salaries and other establishment of its Headquarters and 10 Branch Offices all over the country for the purpose of Production and distribution of the Approved Films. The revenue collected from the theatres on the basis of 1% collections is much less than the expenditure incurred by Films Division on Production and Distribution of the films to theatres. As stated above, exhibition of "Approved Films" is obligatory for every exhibitor under the respective State laws and Films Division is doing this service to the theatre owners for fulfilling their licensing conditions. Though the exhibitors are to obtain approved film from any other source also, they rely on Films Division for supplying of these films in a regular and uninterrupted way.

In pursuance of the Estimates Committee's Recommendation Secretary, Ministry of Information and Broadcasting addressed letters to the Chief Secretaries of all States and Union Territories bringing the remarks of the Estimates Committee to their notice and requesting them to ensure exhibition of "Approved Films" by all exhibitors, and take suitable remedial action against violation of this statutory requirement. Replies have been received from many State Governments stating that the requirements of the legal provision will be scrupulously enforced.

Recommendation Serial No. 15 (Para 3.21)

The Committee have been informed that all the work of construction of the building has been completed excepting air conditioning which was scheduled to be completed by March 1989 and the accoustic treatment of two studios, which is expected to be completed by Sept., 1989. The Committee desire that the Films Division should monitor the progress of work regularly so that there is no further delay in this regard. They would like to be apprised of the further action taken in the matter.

Reply of Government

The building was completed and put into functional use in March/April '89. Complete AC works alongwith electrical works and lifts were also completed and commissioned by March 1989. The accoustic work for the studio was awarded on 24th March, 1989 with the projected date of completion as October 1989. However, the accoustic Consultant recommended major changes in electrical layout involving modifications in AC ducts. The accoustic treatment works in the AC areas could therefore be taken up only in stages. Besides no firm came up to manufacture ducting silencers. These were therefore got fabricated by CCW themselves. The accoustic work, however, is in full swing now and is expected to be completed late by 15th Feb., 1990.

Films Division is regularly monitoring the progress of the project.

Recommendation Serial No. 16 (Para 4.7)

As per the information supplied by the Ministry of Information and Broadcasting, the 7th Five Year Plan outlay of the Films Division has been Rs. 14 crores. In the estimation of the Committee, Rs. 14 crores is too meagre an amount to ensure proper functioning of such an institution which has a vital role in educating and motivating the people towards enlisting their active support and participation in the implementation of national programme, projecting the image of land and fostering the growth of documentary film movement. They recommend that this media unit should be provided with more funds so that it is in a position to achieve the lofty goals set for it by the Ministry in an effective manner.

Reply of Government

The recommendation made by the Committee is accepted. Schemes are being considered for inclusion in the 8th Plan so as to get more funds from the Planning Commission as against the 7th Plan provision of Rs. 14 crores. However, the position regarding the quantum of funds to be placed at the disposal of Films Division for execution of their various schemes will be clear only after the schemes are finalised and approved by the Planning Commission. The plan outlay is determined on the basis of relative priority of the individual scheme. Nevertheless the proposed outlay for VIIIth Plan in respect of Films Division is substantially high compared to VIIth Plan allocation of Rs. 14 crores.

Recommendation Serial No. 17 (Para 4.8)

The Committee appreciate the revenue earned by the Films Division during each of the last three years and hope that the commercial potentialities of the films made by the Media Unit, which was stated to have won a number of awards at national and international Film Festivals, would continue to be exploited in the financial interests of the Government.

Reply of Government

The main sources of revenue earnings of Films Division are sale of prints of films in 35mm, 16mm and Super 8mm, sale of stock shots of films, supply of films to private distributors for commercial exploitation on royalty basis and collection of 1% service charges from theatres for supply of approved films. Films Division has earned a revenue of Rs. 2839.22 lakhs in the last four years by way of rental, sale of prints and stock shots. There is a large amount of material of permanent value which is available only with Films Division in view of its historic role of collecting and picturising the great events which have been taking place during the past 42 years. If necessary infrastructure is provided it should be possible to enhance its revenues much more. Keeping this in view, a scheme for creation of a "Marketing and Sales Promotion Cell" in Films Division has been included in VIIIth Plan proposals.

The advent of video has also given an impetus to revenue earning potentialities of Films Division. Many of the States have now brought under their Cinemas (Regulation) Acts the compulsory exhibition of approved films by video parlours also. Films Division is planning to provide approved films in video format to the video parlours for compulsory exhibition under the Cinema (Regulation) Acts. Once the approved films are supplied to video parlours in video cassette form, the Films Division's revenues will also increase by way of collection of rentals for supply of approved films in video cassettes to video parlours.

Recommendation Serial No. 18 (Para 4.9)

The Committee are, of course, aware that films on such themes as national integration, foreign visits of Indian dignitaries etc. may not be able to attract buyers. They however, feel that there are a variety of other themes such as flora and fauna of the country, its natural beauty, indigenous cottage industry etc., on which documentary films in colour, if properly made could not only fetch enough revenue for the Media Unit but also help it achieve its goals better. Indeed competent exploitation of such themes would enable the Films Division to enhance the image of the country and also to attract foreign tourist to the country. This is an area which needs immediate exploitation in the interest of the Films Division as well as the country.

Reply- of Government

The suggestion contained in the recommendation is laudable. In fact, Films Division has been producing films on Flora and Fauna of the country, cottage industries etc., not only for maintaining record of these natural features of the country for future but also to attract foreign tourists etc. Many of such films have won international recognition. If funds position improves Films Division will be ever glad to produce many more films on these important themes.

Recommendation Serial No. 18 (Para 5.7)

The Committee note with satisfaction that the Films Division is increasingly participating in more and more International Festivals. However, the Committee find that awards/appreciations which are reflection of the quality of films are not in proportion to the increased level of participation in festivals abroad by the Division. The Committee desire that while considering invitations for International Festivals due thought should be given to the standards of films being selected for display abroad and the standard of the Festival itself. The Committee are of the opinion that though international exposure is necessary for improvement in quality and standards of films produced by the Division, it is not worthwhile to send films abroad for the sake of participation only.

Reply of Government

For determining the entry of films in the International Film Festivals, a Festivals Committee consisting of Deputy Chief Producer/Producer/Public Relations Officer and the film makers select films for various festivals after taking into account the theme of the festival and various other requirements stipulated by the festival authorities etc. However, strict scrutiny will be made in future to ensure that entries are not sent just for the sake of participation in festivals abroad, but to project the country's image and professional excellence of Indian Documentary production besides the aesthetic value of the Indian Documentaries.

CHAPTER III

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

Recommendation Serial Nos. 6 & 7 (Paras 2.32 & 2.33)

The Committee have observed that while earlier the Films Division used to release two documentaries and one news-reel every week in theatres grouped in three circuits, with a view to giving wider exposure to every individual film, it started releasing only one documentary or news magazine every week. Thus, the number of news magazines and documentaries released annually dropped from 52 and 104 respectively to 26 each.

The Committee have been informed that the above reduction has been made to ensure that wider exposure is given to every individual film (documentary or news magazine). They hope that copies of such films are produced in sufficient numbers so as to ensure that by the time their release is completed in all parts of the country these do not become outdated and have no relevance, thereby resulting in total loss of resources and time of audience. They are of the view that such a situation should not be allowed to exist. While increasing the number of prints of such films to be made, it seems desirable that atleast one news magazine and one documentary are released every week so that the contents of news do not become outdated and audience gets more material of socio-economic nature, thereby providing them value based entertainment. The Committee would like to be apprised of the steps taken in this direction.

Reply of Government

Prior to 1984, cinema houses were showing approved newsreels and documentaries of duration not exceeding 20 minutes before every show as per the Cinema (Regulation) Acts/Rules of different States.

However, it was found that the newsreels which were covering hard news lost their topicality by the time one print completed its life cycle of 300 screenings in about 15 cinema houses. With the advent of television, people are able to get the current news and information through the electronic media. Therefore, it was decided that Films Division should produce news magazines and documentaries covering the current events

with indepth analysis of the events and happenings so that they do not lose topicality by the time one print completes the cycle. Generally, one print is shown in 15 theatres, with approximately 300 screenings. There are approximately 13,300 cinema theatres in the country and one print takes around 21 weeks to cover 15 theatres. News Magazines and documentaries depicting indepth analysis of particular event/subject do not lose topicality within this short span of time. As the newsreels were covering the events as they happened, there was no indepth analysis of the subject. In the revised format the duration of the news magazines was also increased from 10-15 minutes of newsreel time to about 20 minutes. In the revised format, therefore, the audience gets more material as compared to newsreels. *Increase in the number of prints released per week to reduce the screening period below 21 weeks would also mean under-utilisation of prints below their life of 300 screenings and would not be cost-effective.* No change in the existing pattern of distribution of prints is, therefore, considered necessary or feasible.

Recommendation Serial No. 14 (Para 3.20)

The Committee note that there was a proposal for construction of Films Division Phase II building for which a sum of Rs. 1.53 crores was allocated during the 6th Plan. The Committee, however, note that the work of construction of the said building has not been completed so far due to non-provision of Air conditioning arrangements, Fire Alarm & Fire-fighting System etc. at the outset. The Committee deplore that the provision for *these arrangements was not made* at the time of finalisation of the project and allocation of funds for this purpose, which has not only let to the delay in the completion of the project, but also in the escalation of its cost upto Rs. 268.27 lakhs as against an original estimate of Rs. 153.02 lakhs.

Reply of Government

There was an outlay of Rs. 1.00 crore for phase II of the Films Division's building at Bombay in the 6th Five Year Plan. Against this provision, an estimate of Rs. 2.06 crores was submitted by CCW. On account of lack of adequate Plan support, the matter was considered further and it was decided to sanction the estimate for air-conditioning plants and standby diesel generators in the 7th Five Year Plan since the period of construction of the building was 30 months and, therefore the construction would have spilled over to the 7th Plan. Air-conditioning and diesel generator works were to be taken up only after completion of the super structure. After deleting the above two items and making some other changes, an estimate of Rs. 1.53 crores was sanctioned in March 1983. This included the statutory requirements on account of fire alarm system. In the

6th Five Year Plan provision of Rs. 1.46 crores was made for the spill over works of the building project. Against this, an estimate of Rs. 20.49 lakhs was sanctioned in May 1986 for fire fighting and electrical services to meet the mandatory requirements prescribed by the Municipal authorities. The estimate of air-conditioning (Rs. 65.84 lakhs) was sanctioned in May 1987. The additional estimate of acoustic treatment of studios (Rs. 28.92 lakhs) was sanctioned in October 1988. The requirements on account of acoustic treatment and fire fighting services were additional and were projected only in the 7th Five Year Plan. Provision for these could not, therefore, be made in the 6th Five Year Plan. These have, however, not led to delay in the completion of the project because these items were to be taken up only after the civil works were ready. These items have also not added to the cost of the project since these are additional items. The cost of the project has gone up to Rs. 268.27 lakhs primarily on account of taking up of additional items of work. Nonetheless, the observations of the Estimate Committee have been noted for guidance in future.

CHAPTER IV

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH GOVERNMENT'S REPLIES HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation Serial No. 11 (Para 2.37)

The Committee take note of the commendable role of the Films Division in dissemination of the message of family planning as a means of population control. The Committee appreciate that the Division is playing a pioneering role in conveying the message of family planning to remote and far flung areas. They, however, desire that there is still a need for qualitative improvement in the films produced by the Division on this subject. While making films for rural population, extra care needs to be taken so that the message reaches them in a interesting and convincing way. Involvement of well known personalities from different fields such as politics, films, sports, TV serials in the making of documentaries would go a long way in making the message more presentable to rural audience.

Reply of Government

Films Division and the Ministry of Health & Family Welfare are taking care to ensure that the message reaches the rural population in an interesting and convincing way. To achieve this objective Department of Family Welfare is actively involved during the production of the films and the treatment given to them.

Recommendation Serial No. 19 (Para 5.8)

The Committee note with appreciation that Films Division has been honoured at some of the most important international Film Festivals and feel that these will provide necessary impetus to the Division to strive for further excellence.

While films like "Chehere" which may provide scope for good instance of self-introspection so that social and economic conditions in the country could improve, they find no justification whatsoever in showing such films abroad as they bring bad name to the country and may even act as a negative force for prospective foreign visitors to India. Already, the usual image of the country is that of snake charmers, beggars, filth and squalor and the presentation of such films will only add to the existing adverse

image of the country. It is imperative that meticulous care is taken in selecting such films and the endeavour should be to depict India as a developing country where technological and social changes are taking place at a tremendous pace and which has spectacular natural spectacle to offer to foreign tourists. Winning of awards is not as important as enhancing the image of the country and there should not be any compromise on this score.

Reply of Government

We agree that winning of awards is not as important as enhancing the image of the country. It is, however, at times necessary to enter films which have high technical value though they may have contained a few black spots, so long as the country's image is not adversely affected. However, Independent film producers enter serious films directly at the International Film Festivals and the Films Division cannot prevent entry of such films at the International Film Festivals.

As far as the Films Division's entries are concerned, country's image and reputation will be given topmost priority in selecting films for the festivals abroad. It will be the Division's endeavour to send entries which depict a positive side of the country and show it as a major technologically and industrially advanced country coming into its own from the dark shadows of poverty and backwardness.

CHAPTER V

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT ARE AWAITED

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APPENDIX

(Vide Introduction of the Report)

Analysis of Action Taken by Government on the 83rd Report of Estimates Committee (Eighth Lok Sabha)

I. Total Number of Recommendations	19
II. Recommendations/Observations which have been accepted by the Government: (Nos. 1, 2, 3, 4, 5, 8, 9, 10, 12, 13, 15, 16, 17 and 18)	
Total	14
Percentage	73.6%
III. Recommendations/Observations which the Commit- tee do not desire to pursue in view of Government's replies: (Nos. 6, 7 and 14)	
Total	3
Percentage	15.8%
IV. Recommendations/Observations in respect of which Government's replies have not been accepted by the Committee: (Nos. 11 and 19)	
Total	2
Percentage	10.6%
V. Recommendations/Observations in respect of which final replies are still awaited:	NIL
Percentage	NIL

LIST OF AUTHORISED AGENTS FOR THE SALE OF LOK SABHA SECRETARIAT PUBLICATIONS

Sl. No.	Name of Agent	Sl. No.	Name of Agent
ANDHRA PRADESH		UTTAR PRADESH	
1.	M / s. Vijay Book Agency, 11-1-477, Mylargadda, Secunderabad-500361.	12.	Law Publishers, Sardar Patel Marg, P.B. No. 77, Allahabad, U.P.
BIHAR		WEST BENGAL	
2.	M / s Crown Book Depot, Upper Bazar, Ranchi (Bihar).	13.	M / s. Manimala, Buys & Sells, 123, Bow Bazar Street, Calcutta-1
GUJARAT		DELHI	
3.	The New Order Book Company, Ellis Bridge, Ahmedabad-380006. (T. No. 79065).	14.	M / s. Jain Book Agency, C-9, Connaught Place, New Delhi. (T. No. 351663 & 350806)
MADHYA PRADESH		15.	M / s. J. M. Jaina & Brothers, P. Box 1020, Mori Gate, Delhi-110006. (T. No. 2915064 & 230936).
4.	Modern Book House, Shiv Vilas Palace, Indore City. (T. No. 35289).	16.	M / s. Oxford Book & Stationery Co., Scindia House, Connaught Place, New Delhi-110001. (T. No. 3315308 & 45896)
MAHARASHTRA		17.	M / s. Bookwell, 2 / 72, Sant Nirankari Colony, Kingsway Camp, Delhi-110009. (T.No. 7112309).
5.	M / s. Sunderdas Gian Chand, 601, Girgaum Road, Near Princes Street, Bombay-400002.	18.	M / s. Rajendra Book Agency IV-DR59, Lajpat Nagar, Old, Double Storey, New Delhi-110024. (T. No. 6412362 & 6412131).
6.	The International Book Service, Deccan Gymkhana, Poona-4.	19.	M / s. Ashok Book Agency, BH-82, Poorvi Shakimar Bagh, Delhi-110033.
7.	The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-400001.	20.	M / s. Venus Enterprises, B-2 / 85, Phase-II, Ashok Vihar, Delhi.
8.	M / s. Usha Book Depot, 'Law Book Seller and Publishers' Agents Govt. Publications 585, Chira Bazar Khan House, Bombay-400002.	21.	M / s. Central News Agency Pvt. Ltd., 23 / 90, Connaught Circus, New Delhi-110001. (T. No. 344448, 322705, 344478 & 344508).
9.	M&J Services, Publisher, Representative Accounts & Law Book Sellers, Mohan Kunj, Ground Floor 68, Jyotiba Fuele Road, Nalgaum-Dadar, Bombay-400014.	22.	M / s. Amrit Book Co., N-21, Connaught Circus, New Delhi.
10.	Subscribers Subscription Services India, 21, Raghunath Dadaji Street, 2nd floor, Bombay-400001.	23.	M / s. Books India Corporation Publishers, Importers & Exporters, L-27, Shastri Nagar, Delhi-110052. (T. No. 269631 & 714465).
TAMIL NADU		24.	M / s. Sangam Book Depot, 4378 / 4B, Murari Lal Street, Ansari Road, Darya Ganj, New Delhi-110002.
11.	M / s. M. M. Subscription Agencies, 14th Murali Street (1st floor) Mahalingapuram, Nungambakkam, Madras-600034. (T.No. 475558).		