

**CHAPTER XIX**  
**MASS MEDIA**

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## **CHAPTER XIX MASS MEDIA**

### *1. INTRODUCTION*

19.1.01 Radio and Television are two powerful systems of mass communication generally denoted as Mass Media. These systems fall within the scope of the words “wireless, broadcasting and other like forms of communication” in Entry 31 of the Union List in the Seventh Schedule to the Constitution. The legislative and executive powers with respect to these subjects, therefore, vest exclusively in the Union. Both these systems are controlled and owned by the Union.

19.1.02 In this Chapter, we will consider the various issues relating to the Radio and Television broadcasting systems.

### *2. COMPLAINTS AND SUGGESTIONS*

19.2.01 Most State Governments have not proposed any change in the existing constitutional arrangements. However, some of them have suggested that broadcasting should be transferred to the Concurrent List. One of them has stated that since States are responsible for a substantial chunk of development activity and have in most cases been reorganised on linguistic lines. They should have adequate access to radio and television facilities to propagate their language, culture, values, development programmes and different view points with regard to their special problems and opportunities. It is alleged that the States, particularly those governed by parties other than the one ruling at the Centre, do not get reasonable access to these media on these premises, it is urged that 'Broad-casting and Television' should be shifted to the Concurrent List. One State Government wants it to be transferred to the State List. The general tenor of the replies from the intelligentsia is that the two system must be run in such a way that they have substantial autonomy in the type of information or entertainment disseminated. They also desire that direct interference in either the content or the quality of dissemination should be minimised. It is implied that there is too much interference from the bureaucratic system at present.

19.2.02 While a large number of State Governments have not questioned the placement of Broadcasting in List I, there is in the replies a general complaint of over-centralisation in both these systems. It is alleged that this over-centralisation has led to the denial to the States, the legitimate use of these media for putting across their views to the public. For instance, one State Government has said that “Central control over such powerful and expanding media has endangered political controversy in the past and could conceivably do so in the future”. Several suggestions have been made by the State Governments in this context to secure access to these media for themselves. One State Government has suggested that “a law be made, or the present law be amended, to enable State Governments, wherever feasible, to set up their broadcasting stations, subject to such conditions or restrictions as necessary in the national interest”. Yet another State has suggested that “in a country with India's size, diversity and complexity of problems, it is important that the State Governments are allowed parallel jurisdiction over radio and television and the Constitution may be amended accordingly”. One State Government has suggested a special channel in the existing systems to be placed at the disposal of States so that the listeners of radio and viewers of television may have a choice and come to their own conclusions. Two State Governments have urged autonomy for the AIR and the Doordarshan.

19.2.03 We will first examine the suggestion for constitutional amendment to transfer Broadcasting from the Union to the State or the Concurrent List in the Seventh Schedule. A radio transmission system or a television transmission system works on an energy wave which carries the message across to the receiver system working synchronously on the same wave length. As energy waves do not observe any boundaries except the boundary of dissipation of its energy, national or linguistic boundaries are no bar to the reception as long as energy can carry the message across. If Radio or TV transmission in two nations or two linguistic areas work on the same wave length, there is quite a chance of the two systems interfering with each other. When there is stress between two nations or two linguistic areas, such interference can lead to greater stress. Therefore, the international community has agreed to control the wave lengths and bands on which each country can work. Every country has to honour this agreement. Transmission in each country has to be kept within the agreed frequencies. This control over frequencies is exercised by the International Telecommunications Union. There is no criticism on the working of this international agreement in the

replies received by us. What the States seek is control over the message or the entertainment dissemination by the system and freedom to air their views through the system.

19.2.04 In a country where a substantial part of the citizenry is illiterate or semi-literate and the population, particularly in the rural areas, is not very mobile, and they have few opportunities to get information of men and affairs in the other parts of the country, the Radio and the TV are powerful media for influencing thinking, attitudes and options of the citizenry. Hence every political party seeks to have access to the media in the interest of the party. In the more educated and enlightened countries, with several systems of mass communication to which people have access, the citizen has some means of comparing notes and differentiating between propaganda and fact. In this country where, as we have emphasised elsewhere, parochialism, chauvinism, casteism and communalism are pervasive and are actively made use of by powerful groups, if uncontrolled use of these media is allowed, it may promote centrifugal tendencies endangering the unity and integrity of the nation. In the context of the demand of some States to have their own broadcasting stations, it will be pertinent to quote the views of the Vergese Committee:<sup>1</sup>

“The propagation of a national approach to India's problems, creating in every citizen an interest in the affairs, achievements and culture of other regions and helping them to develop a national consensus on issues which concern the country as a whole, is of such supreme importance that any structure which inhibits this cannot be accepted.”

We agree with these views. Further, the message of unity and integrity and the basic cultural links of the various parts of the country has to be carried to all, especially to the backward areas of the country so that the impact becomes effective. From a purely economic angle, if other reasons are not conclusive, a devolution to the States to have their own broadcasting and control will help largely the richer States. The poorer States will not have the resources to avail of the freedom and their areas will continue to develop without an understanding of the basic unity, further strengthening centrifugal forces. The Vergese Committee has also drawn attention to these difficulties. If autonomous State level broadcasting corporations are also set up, a coordinated approach to many complex technical matters such as inter-regional and inter-State linkages, will become far more difficult. The telecommunication and space facilities which are vital for radio and television networks are also under the control of the Union. For all these reasons and particularly the need to control centrifugal tendencies, we cannot support the demand for either a concurrent or an exclusive power to the States with respect to broadcasting.

19.2.05 Nevertheless, it cannot be forgotten that it is a political party which controls the Union Executive. Lest there be a temptation to use these powerful media wrongly in the party interest and not necessarily in the national interest, 'Ground Rules' of behaviours have to be established and observed meticulously. The need for a watch-dog for both the Union and the States becomes obvious. We shall deal with these aspects in the next section.

### 3. DEMAND FOR AUTONOMY

19.3.01 Two States have pleaded for autonomy for the Broadcasting system. A number of intellectuals also feel that the systems should have autonomy. The Vergese Committee was also of the view that the Broadcasting system should be put under a Trust, nationally owned and responsible to Parliament and given full autonomy except to the extent that the Union Government may give directives to refrain from broadcasting any matter relating to national security, preservation of public order or any other matter of grave public importance. It may also in the case of any national, regional or local emergency direct the Trust to broadcast any announcement.

19.3.02 We have given careful consideration to these suggestions. These powerful media have to be used in our country in the public interest to further the cause of development with social justice and strengthen the impulses of modernisation. These audio-visual media are of tremendous value in leaping over the barriers of illiteracy and educating the people. Their immense potential should be exploited to foster national unity and integrity, and to fight effectively the fissiparous tendencies. Keeping in view these objectives and their enormous potential for making India a strong modern nation (or harming it, if improperly used), we are of the view that there can be no total autonomy for such powerful media. They must continue to be under the control of the Union Government, which will be responsible for their proper functioning to Parliament. We have no hesitation in saying that, till national integrity and unity become more firmly rooted than what is obtaining today and the pulls of regionalism, parochialism, casteism and communalism are substantially reduced, it will be premature to consider the grant of uncontrolled

functional freedom to these powerful media. We do recognise the need for reasonable decentralisation and freedom in the day-do-day operations of these media in a vast country like ours so rich in diversity. To play an effective role these systems must, in their working, constantly strive for a harmonious adjustment between the imperatives of national interest and the varied needs and aspirations of the States and their inhabitants. We have made certain suggestions in this regard in the later parts of this Chapter.

#### 4.OBJECTIVES OF MASS MEDIA

19.4.01 The purpose of Radio and Television is to entertain, inform and educate. It is possible to divide this role into five basic functions even though there will be grey areas of interplay. These five roles are accepted by all generally. These are:—

1. Entertainment.
2. Dissemination of news promptly of important national and State happenings.
3. Specific programmes aimed at national integration, emphasising the basic cultural unity of the country and the close links in the socio-economic structure overriding chauvinistic considerations of caste, community, region and religion.
4. Communication of the policies of the Union and the State Governments.
5. Allowing political parties an access to put across their political philosophies.

19.4.02 It has to be recognised that the bulk of the transmission has to be for entertainment. The system can draw its clientele, who have to invest in the receiving system, only by first tempting them with substantial entertainment to their liking, before they can be made to listen to polemics. Polemics alone, however important, cannot hold the audience. Even street meetings of political parties have to start entertaining before getting a crowd of receptive audience.

19.4.03 It is imperative that the language of the transmission either of Radio or TV is the regional language. Very few citizens in the country are bilingual, let alone trilingual. Whether for entertainment or communication of ideas, unless the language used is one that the listener understands, the transmission does not achieve its objective. In Radio where the communication is audio, this is absolutely vital. In TV, following the example of the “Film World” in the country, programmes where action predominates and very little understanding of language is required to enjoy the entertainment, the language barrier can possibly be overcome. But even in TV, if a specific oral message has to be conveyed, action component alone cannot make up for the ignorance of the language spoken. The message will not reach the listener. Theoretically, nobody can contest this basic requirement of the use of regional language in broadcasts. How far have the two systems achieved this objective?

19.4.04 There is another aspect of language which so far has not been appreciated. One common criticism is that, though vast areas are demarcated as Hindi-speaking in the country, the areas have a large number of dialects, such as, *Braja Bhasha, Maithili, Avadhi, Bhojpur, Khadiboli*, etc.—which may not be understood by people speaking one or the other Hindi dialects. Some observers have pointed out that both Radio and TV, by following a certain uniformity in the Hindi they use in broadcasts, have passed on this colloquial uniformity to all the Hindi-speaking areas thereby creating a uniform language understood by the vast array of listener and viewers. This capacity of the Radio and TV to create a uniform language over vast areas has not been exploited in creating the Hindi that the Constitution-makers contemplated. Similarly, in the non-Hindi speaking States, where each language zone really comprises several dialects, a uniform acceptable version is desirable to avoid dialect chauvinism. The potential of the media to develop such a language has not been explored. Of late, provision has been made for simultaneous translation of the proceedings of major conferences of international agencies.

19.4.05 Article 351 of the Constitution reads as follows :—

“351. **Directive for development of the Hindi language**—It shall be the duty of the Union to promote the spread of the Hindi Language, to develop it so that it may serve as a medium of expression for all the elements of the composite culture of India and to secure its enrichment by assimilating without interfering with its genius, the forms, style and expressions used in Hindustani and in the other languages of India specified in the Eighth Schedule, and by drawing, wherever necessary or desirable, for its vocabulary, primarily on Sanskrit and secondarily on other languages.”

It is clear that both the Radio and TV transmission systems in the country have a duty to promote actively the expressed intention of this Article. We recommend that the directive of this Article should be pursued with imagination, vision and tact by the Union Government. Enrichment of the Hindi broadcasts over the media should be sought, on high priority basis, by assimilating common words from Hindustani and the other languages referred to in this Article, so that all people get used gradually to a uniform vocabulary at least for certain common terms all over the country.

19.4.06 To understand the nature of the complaints and assess how far the friction can be eased, it is necessary to examine the present status of the media and the controls exercised in the interest of fairness between the Union and the States and the objectives of national unity and integrity.

19.4.07 Both the media are owned by the Union and run directly through expert technical staff with separate directorates for Radio and Television. Both are subordinate offices of the Ministry of Information and Broadcasting. The Radio system is known as the All India Radio or Akashvani. In Tamil Nadu alone it is known as "Vanoli" and not "Akashvani". The T.V. system is known as Doordarshan. As the status of the 'Art' and the controls in the two systems are very different, it is desirable to consider each system separately.

## 5. ALL INDIA RADIO

19.5.01 Every region has its own radio transmission station where programmes are developed and transmitted. The bulk of the transmission is on the Medium Wave and can reach all places in the region and beyond, depending on atmospheric conditions and strength of the receiving set. Transmission in each region is generally in the local language and there are programmes in English and other languages which are prevalent in the region. As radio receiving sets can be tuned to various wave lengths, the listener has the option of listening to the programme he likes. He has only to own a set of the requisite strength, to have a wide choice of language and quality. Thus the language problem is not acute in the radio system.

19.5.02 National programmes and national news broadcasts from Delhi are given specific channels and times in the regional stations for relay of the broadcast to the region. National programmes have both educational and entertainment value. Subjects are of interest to the nation. National news broadcasts cover both international and national news of general interest. It has both English and Hindi versions, except in Tamil Nadu where, instead of Hindi, there is a Tamil news broadcast. This latter is deemed necessary since, in Tamil Nadu, not many follow Hindi. The news is to be understood by as large a population as possible.

19.5.03 As each linguistic region has its own broadcasts on its separate wave length, and sometimes on more than one wave length for separate programmes at the same time, there cannot be much complaint of language difficulty. Each region has its own news broadcasts to satisfy local interest. The listener has a choice of programmes, if he is prepared to invest in a radio set of sufficient strength. The complaint in Radio Broadcast is in regard to the coverage available to the State Governments for communication of their policies and in allowing political parties adequate access to put across their political philosophy. We shall deal with these later.

19.5.04 All the States including small States and Union Territories, excepting the Union Territories of Lakshadweep, Daman and Diu, and Dadra and Nagar Haveli, have independent radio stations. There are 91 radio stations in the entire network. Some stations have more than one transmitting facility of varying strengths. The Proposals of the Ministry of Information and Broadcasting for inter-linking all radio stations through the INSAT link may be seen at Annexure XIX.1. As the All India Radio has an integrated administration, it will have the competence to select programmes from any station and broadcast them to other stations through INSAT when the chain becomes complete. Thus the planning for the future is fully in accordance with what the country needs. It is necessary that the system becomes fully linked as quickly as possible.

## 6. TELEVISION

19.6.01 The Television system in the country has many limitations. The transmission is limited to about seven hours a day on week days and 16 hours on Sundays, except when events like cricket, tennis and football matches of international importance are broadcast sometimes, for the entire period of their duration. Creation of the software for even these limited hours of broadcast is an expensive and highly technical problem. So much so, that some of the time is occupied by showing cinematographic films

sometimes as old as thirty years. Out of the daily seven hours the period from 8.40 pm to 11.15 pm is known as prime time when it is expected that viewers will be in maximum numbers. Every interest wants to occupy this prime time. There is a lot of controversy on the occupation of prime time by the National Programme and allocations for State programmes in this period. The language controversy is quite acute so far as Television is concerned.

19.6.02 We pointed out to the Ministry of Information and Broadcasting that, basically, Hindi and English are the only principal languages used in the National Programme at present. Since, in many of the States in the South, the people do not understand Hindi and the large rural masses throughout India do not understand English, the Ministry was asked to indicate how the national programme is able to serve the purpose of national unity and integration. The Ministry was also asked whether it was not possible to think in terms of programmes in the regional broadcast in the local languages of the region.

19.6.03 In its response, the Ministry of Information and Broadcasting has observed that Hindi and English are used in the spoken-word related items included in the National Programme because these are undoubtedly the most widely understood languages among the TV viewing population in the country. The Ministry has also stated that the objective of promoting national integration and unity is sought to be achieved through the National Programme by including in it items produced by various regional centres reflecting regional culture, folk, art, music, dance, crafts, well known institutions, etc. The developmental activities in different parts of the country are also projected through appropriate items in the National Programme. The reply does not answer the basic criticism that programmes in languages other than the local, fail to convey effectively the message sought to be communicated. It is also pertinent to note that the National Programme occupies 155 minutes out of a total of 345 minutes of prime time viewing. We are of the view that the purpose of promoting national integration can only be served through programmes of national importance conveyed in the local language.

19.6.04 The Ministry of Information and Broadcasting has further stated that schemes have been included in the Seventh Five Year Plan to introduce a three-tier service. It is envisaged that each major State in the country will have its own primary service in the language of the State, originating from the Doordarshan Kendra at the capital and available throughout the State. It will carry programmes of interest to various sections of the population. A Programme Production Centre at the State capital, linked to transmitters in the State through microwave circuits or satellites, is essential for this purpose. They hope that by the end of the seventh Plan, all States and Union Territories (excluding Lakshadweep, Daman and Diu, and Dadra and Nagar Haveli) will have a Programme Production Centre at the respective capitals. Provision has also been made in the Seventh Plan of Doordarshan for satellite uplinks and additional dedicated microwave links to connect the transmitters in individual States with the Programme Production Centre at the respective capitals of major States. It would be seen that efforts are already under way to introduce programme services in respective languages in major States.

No doubt, these efforts have a long way to go, but the direction, in our view is correct.

19.6.05 Many areas in the country today receive only the programmes broadcast from Delhi. In the non-Hindi speaking areas these programmes in Hindi and English are not understood by the masses who are unlettered. In the Hindi-speaking areas, though programmes in English may pose a difficulty, there is a greater chance of the Hindi Programmes being understood particularly if the Hindi used is of the type commonly understood. We would suggest that, in order to get the maximum benefit in as short a time possible, those areas which suffer from the maximum handicap in following Hindi and English broadcasts should be accorded the highest priority in linking them with the regional broadcasts.

19.6.06 The information received from the Ministry of Information and Broadcasting shows that out of sixteen Production Centres, only eight produce programmes in their respective regional languages for a duration of about three hours daily. The remaining eight have, even now, to depend upon the Delhi transmission. Creation of software is apparently proving a problem. In the matter of entertainment this does not appear to have created much difficulty, if sale of TV sets in the country is taken as an indication of viewer participation. The National Programme, at present, occupies the period from 8.40 PM to 11.15 PM. This is in Hindi and English. This contains both entertainment and information. As the information programme is only in Hindi and English, our comment about the language broadcast for national integration becomes specially relevant.

19.6.07 The objective should be to see that every production centre produces sufficient software in the language or languages of the region to occupy all but the time required or accepted as reasonable for English and Hindi broadcast. Propagation of ideas of national integrity and unity will have to be in the regional language if they are to be understood by the targeted audience. National news will have to be translated into the local languages and broadcast simultaneously, if it is our objective to reach the largest number of population. This translation system has yet to evolve. We recommend that early attention be paid to the setting up of arrangements for simultaneous transmission or dubbing of the broadcasts into regional languages.

19.6.08 The main complaint of the States is about the near monopoly of the National Programme from 8.40 to 11.15 pm which is considered to be the prime time of all transmission. Over and above this, the National Programme is made use by those stations where their own material has not come up to the amount of time available on the transmission. It will be neither correct nor enough to say that the Production Centres will not be able to produce sufficient software in the local or prevailing language of the area for a substantial part of the broadcasting time. If there is any difficulty, this should be solved first. The entire National Programme of nearly 3 hours of broadcast which is mainly in Hindi and English is not of much use to the viewers in the non-Hindi region except, may be, in any entertainment which does not need much of language sensibility. Particularly, news in English or Hindi as we have already pointed out, does not carry much message to a large part of the illiterate and semi-literate population in the non-Hindi speaking States. The plea that the national programmes promote national integration loses its validity if the programme is not in the language which is understood, by the intended viewers.

19.6.09 We recommend that the language of transmission for purposes of national integrity and news dissemination should be the language of the region.

19.6.10 We further recommend that there need not be uniformly rigid earmarking of a particular time period for the national programme in English or Hindi. It should be left to the Stations to decide whether a national or other programme which is locally preferred and understood should be transmitted during the prime time. Such an arrangement will enable local stations to take care of the fact that prime time for urban and rural parts are different and prime time may also vary from region to region. This will answer the various complaints voiced before us about "time-sharing".

19.6.11 In 1984, a Working Group of the Ministry of Information and Broadcasting (Joshi Committee) had drawn attention to the fact that a substantial part of the news coverage was urban-biased. As a result, matters of rural interest and rural development were not particularly brought before the viewers. It is an agreed policy that importance should be given to general development of the country including rural development in news coverage. From the explanation given by the Ministry of Information and Broadcasting, it is seen that, in the Seventh plan, this gap is proposed to be filled by utilising the mobile field units to transmit from the field to the broadcasting stations materials for the general broadcast. It may be examined whether extended use should not be made of this mode of news coverage, particularly when more time will be available for local broadcasting, if our recommendations are accepted. Incidentally, on the Radio, there has been local news broadcasting for the rural areas for quite a long time now. In this context, the fact that the prime time for rural areas is quite different from that in urban areas needs to be kept in view.

## 7. CODES AND CONTROLS

19.7.01 The main criticism of State Governments in the use of the media by the Union is over-centralisation and lack of facilities for themselves to put across their views. Communication of the policies of the Union and the State Governments is an important aspect of the role of the media. This communication is usually made by the Prime Minister or an important Minister of the Union Government and the Chief Minister or an important Minister of a State Government. A few examples of friction in the matter of State Chief Minister or State Ministers getting access to the media have been brought to our notice. In order to ensure that the media are not used for disruptive purposes, certain Ground Rules have been laid down for observance by All India Radio and the Doordarshan *vide* Annexure XIX. 2.

19.7.02 We reproduce in Annexure XIX.3 the AIR Code, which is also being used by Doordarshan. Whether the user is an individual or a Minister, the nine items specified in the AIR code are not permissible in the broadcast. This proposition, in our view, seems to be correct. The authority to censor any such

broadcast has been delegated to the Station Directors and properly so. As Ministers would like to have prompt access to the media, any delay in approval of the broadcast through a reference to a higher authority, is undesirable. At the same time, the human factor being what it is, the Station Director's authority should not ordinarily be questioned, except where it is palpably incorrect. All concerned should understand the constraints of the situation and help in ensuring that the media is not used against the larger national interest. The cases as quoted to us are few whereas the broadcasts allowed to individuals and Ministers without objection, have been large in number. We do not think that there is any need to amend the existing rules.

19.7.03 Political parties seek the medium of broadcasting to put across their views to the people. They are equally bound by the Ground Rules of Broadcasting prescribed for individuals. They are given specific time on the broadcasting system only at the time of elections. (We have reproduced these Ground Rules in Annexure XIX.2). There have been no complaints about these Ground Rules before us. If necessary, the Inter-Governmental Council (recommended<sup>2</sup> by us for being established under Article 263) can consider whether any relaxation of the existing 'Ground Rules' for use of the broadcasting system for political purposes should be allowed, and if so, under what conditions.

19.7.04 Some States have asked for a Joint Advisory Council and greater say in the working of the existing system. Programme Advisory Committees are attached to those All India Radio Stations which originate programmes for a duration of not less than 5½ hours every day. There are such Committees in 60 of the 91 stations now broadcasting.

19.7.05 We recommend that all broadcasting stations should have their own Programme Advisory Committees.

19.7.06 Rules relating to the constitution and duties of the Programme Advisory Committees in AIR Stations are given in Annexure XIX.4. Non-Official Members predominate and a quorum requires at least one-third of the non-official members to be present. We have not received any complaints about the composition of the Programme Advisory Committees.

19.7.07 But there will be an advantage if a non-political and competent non-official is made Chairman and the Station Director is made Deputy Chairman of these Committees.

19.7.08 We recommend that a specific rule may be introduced that the State Governments concerned should be consulted about the selection of non-official members and Chairman of the Programme Advisory Committees in their States. Such a provision exists in the Instructions on Doordarshan Committees. These Committees have the right to discuss the programmes and suggest suitable alterations. If any State has got any serious complaints about the use of the media, an approach to the Inter-Governmental Council would be the solution.

19.7.09 There are Programme Advisory Committees attached also to full-fledged Doordarshan Kendras, which originate programmes. (The present instructions are reproduced in Annexure XIX.5). No particular complaint has been voiced before us in regard to the constitution or the working of these Committees. It is a good thing that non-officials predominate in these Committees. But it would be desirable if the system that we have proposed for AIR, is followed in Doordarshan also.

## 8. RECOMMENDATIONS

19.8.01 (a) De-centralisation to a reasonable extent in the day-to-day operations of Radio and Television is necessary.

(b) The two mass media should constantly strive for a harmonious adjustment between the imperatives of national interest and the varied needs and aspirations of the States and their inhabitants.

(Para 19.03.02)

19.8.02 The directive contained in Article 351 should be pursued with imagination, vision and tact by the Union Government. The Hindi language used in broadcasts over the media should be enriched by assimilating common words from Hindustani and the other languages referred to in the Article, so that all people gradually get used to a uniform vocabulary at least for certain common terms all over the country. Steps towards such enrichment of Hindi should be taken on a high priority basis.

(Para 19.4.05)

19.8.03 The purpose of promoting national integration can only be served through programmes of national importance conveyed in the local languages.

(Paras 19.6.03 & 19.6.09)

19.8.04 In each region, radio programmes are transmitted by the All India Radio in the local language as also in English and in the other languages of the region. The proposed inter-linking of all radio stations through the INSAT link will enable All India Radio to broadcast programmes of one station to other stations. It is necessary that such linking of radio stations should be made fully operational as quickly as possible.

(Paras 19.5.01 & 19.5.04)

19.8.05 During the Seventh Five Year Plan, Doordarshan proposes to set up, in each State capital, a Programme Production Centre and to link the Centre to the transmitters in the State through microwave circuits or satellites. While implementing this scheme, the highest priority may be accorded to setting up such Centres and linking regional broadcasts from each State capital with those areas in the State which suffer from the maximum handicap in understanding Hindi and English broadcasts.

(Paras 19.6.04 & 19.6.05)

19.8.06 (a) Every Programme Production Centre should produce sufficient software in the language of the region so as to occupy all the time except that which may be reasonably required for English and Hindi broadcasts. Software development should give special attention to propagation in regional languages of ideas of national integrity and unity.

(b) Early arrangements may be made for the translation of national news broadcasts into regional languages or for the dubbing of such news in regional languages, as may be appropriate, and for simultaneous translation/dubbing and transmission.

(Para 19.6.07)

19.8.07 Earmarking of a particular time period for the national programme in English or Hindi should not be uniformly rigid. It should be left to each Station/Kendra to take into account the prime times for the urban and the rural areas falling within its broadcasting range and to decide which programmes should be transmitted and at what time.

(Para 19.6.10)

19.8.08 It has been proposed that during the Seventh Five Year Plan mobile field units should transmit to broadcasting stations the material required for general broadcasts. This mode of coverage should be extended to news of interest to rural viewers including news on rural development.

(Para 19.6.11)

19.8.09 The existing restrictions on the broadcasts to be made over the All India Radio and the authority given to the Station Directors to ensure that a proposed broadcast does not contain prohibited items are essential in the larger national interest and should therefore continue.

(Para 19.7.02)

19.8.10 The Inter-Governmental Council recommended to be established under Article 263, may consider whether any relaxation of the existing Ground Rules for political use of the broadcasting system should be allowed, and, if so, under what conditions.

(Para 19.7.03)

19.8.11 If a State Government has serious complaints about the use of the media, it can approach the Inter-Governmental Council proposed in Chapter IX.

(Para 19.7.08)

19.8.12 (a) A Programme Advisory Committee is attached to each All India Radio Station or a Doordarshan Kendra which originates programmes for a duration of not less than five and a half hours every day. A non-political competent non-official may be made Chairman and the Director in charge of the Station or Kendra may be made Deputy Chairman of such a Committee.

(b) All broadcasting stations should have their own Programme Advisory Committees.

(c) A specific rule may be introduced that the State Government concerned should be consulted in the selection of non-official members and Chairman of the Programme Advisory Committees in the State.

(Paras 19.7.04 to 19.7.09)

ANNEXURE XIX. 1

**Proposals of Ministry of Information and Broadcasting for Inter-Linking of AIR Stations through INSAT**

The INSAT system is being used for re-broadcast of Radio programmes sent via the uplinks from Delhi, Bombay, Calcutta and Madras by the other Radio Stations in the network. This has resulted in a substantial improvement in the quality of the relayed programmes in comparison to the traditional mode of programme re-distribution and relay like picking up from short wave transmissions and Department of Telecommunication's Physical Long-haul Telephone Circuits.

2. Under the present system, programmes can be sent for being beamed *via* INSAT only through the uplinks provided at four Centres, namely, Delhi, Bombay, Calcutta and Madras. It is a felt need that All India Radio Stations within a State should be able to carry programmes originating from the Radio Stations at the State capitals. Naturally these programmes will be in the principal language of the State. With this end in view, AIR proposes to set up uplinking facilities at 12 other State capitals co-located with the respective Programmes Production Centres of AIR.

3. There is a growing emphasis on the coverage and transmission of field-based programmes. This is very relevant for programmes meant for farmers and on items of development and social relevance. To get this requirement it is necessary to acquire "Transportable Communication Terminals". These Terminals will be mobile and can be moved quickly from place to place. AIR proposes to acquire initially four such Terminals. This will enable recording of programmes in remote areas which can be directly beamed to the Statellite for reception and re-broadcast by all the transmitters in the network.

ANNEXURE XIX. 2

MASS COMMUNICATIONS

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(GROUND RULES)

**Scheme of Broadcast over Akashvani and Doordarshan by Recognised Political Parties during Elections to the Lok Sabha/State Assemblies**

1. Facilities of broadcast on Akashvani and Doordarshan may be given to political parties recognised as 'National' parties and 'State' parties by the Election Commission under the Election Symbols (Reservation and Allotment) Order, 1968.

2. (a) In the case of elections to the Lok Sabha, 'National' and 'State' parties may be given facilities for broadcasting from the principal Akashvani Station and Doordarshan Kendra (where there is one) in every State in which general election to the Lok Sabha is to be held.

(b) Broadcast from the principal station in the state will be rediated from all other Akashvani Stations in the State.

(c) In addition, 'National' parties may be given facilities to have central broadcasts from All India Radio, Delhi and Delhi Doordarshan Kendra which will be relayed from all AIR Stations/Doordarshan Kendra.

(d) In the States where a general election to the Legislative Assembly of the State is held simultaneously with the general election to Lok Sabha, there may not be any need for giving separate time for broadcast/telecast for such Assembly Election.

3. In case a 'State' party recognised by the Election Commission in one or more States under the Election Symbols (Reservation and Allotment) Order 1968, fields a sizeable number of candidates for election in a State in which it is not so recognised, a gist of the election broadcast made by the said 'State' party in any one of the States will be covered in the regional news bulletins of the Radio Stations in that States.

4. Broadcast on Akashvani may be of 30 minutes duration (in two broadcasts of 15 minutes each). Telecast from Doordarshan may be of 15 minutes duration.

5. The dates of radio broadcasts/telecasts will be predetermined in consultation with the Chief Election Commissioner or his representative, in the case of Central and National Broadcasts/telecasts from Delhi, and the Chief Electoral Officer of the State, in the case of broadcasts/telecasts from the principal Akashvani Stations and Doordarshan Kendras.

6. The order in which and the dates on which the various recognised political parties may broadcast/telecast from Akashvani and Doordarshan will be determined by draw of matching lots by the authorities concerned as mentioned in item 5 above.

7. The time for radio broadcasts and telecasts at the National level will be as follows:—

Broadcasts .....	Between 9.15 p.m. and 9.45 p.m.
Telecasts .....	Between 9.20 p.m. and 9.35 p.m.

The time for the radio broadcasts and telecasts at the State level will be between 7.00 p.m. and 9.00 p.m.

8. The actual persons participating in the broadcasts may be chosen by the 'National' or the 'State' parties, as the case may be.

9. The broadcasts on Akashvani/Doordarshan will not permit:

- (i) criticism of friendly countries;
- (ii) attack on religions or communities;
- (iii) anything obscene or defamatory;
- (iv) incitement to violence;
- (v) anything amounting to contempt of court;
- (vi) aspersions against the integrity of the President and judiciary;
- (vii) anything affecting the unity and integrity of the nation;
- (viii) any criticism by name of any person;
- (ix) exhibition of films on or after the date of issue of notification under section 30 of the R.P. Act, 1951 and the date(s) of poll projecting the image of cineactors and actresses who have joined politics;
- (x) Sponsored programmes by political parties to telecast/broadcast during election period;
- (xi) telecast/broadcast of programmes of Prime Minister/Chief Ministers/Ministers having a direct relation or bearing on elections. However, telecast/broadcast of programmes on official activities of the Prime Minister/Chief Ministers/Ministers will be permitted.

Note: 'The parties or their representatives shall submit the script of their broadcast in advance.'

10. The 'party' broadcasts will be in addition to any panel discussions or other programmes of political education organised in the course of the ordinary functioning of the broadcasting media.

11. The 'party' broadcasts will be made after the notification calling for elections is issued and will be concluded forty eight hours before the end of the first polling date.

12. No 'party' will be allotted time either on Radio or Doordarshan on Sundays.

**ANNEXURE XIX. 3**  
**Mass Communication**  
**A.I.R. CODE**

Broadcasts on All India Radio by individuals will not permit:

- (1) Criticism of friendly countries;
- (2) Attack on religion or communities;
- (3) Anything obscene or defamatory;
- (4) Incitement to violence or anything against maintenance of law and order;
- (5) Anything amounting to contempt of Court;
- (6) Aspersions against the integrity of the President; Governors, and Judiciary;
- (7) Attack on a political party by name;
- (8) Hostile criticism of any State or the Centre;
- (9) Anything showing disrespect to the Constitution or advocating change in the Constitution by violence, but advocating changes in a constitutional way should not be debarred.

Foot Note:

(i) If a Station Director finds that the above Code has not been respected in any particular or particulars by an intending broadcaster, he will draw the latter's attention to the passages objected to. If intending broadcaster refuses to accept the Station Director's suggestions and modify his script accordingly, the Station Director will be justified in refusing his or her broadcast.

(ii) Cases of unresolved differences of opinion between a Minister of a State Govt. and the Station Director about the interpretation of the code with respect to a talk to be broadcast by the former will be referred to the Minister of Information and Broadcasting, Govt. of India, who will decide finally whether or not any change in the text of the talk was necessary in order to avoid violation of the code.

Authoritative interpretation of the Code issued in February, 1968.

"This code applies to criticism in the nature of Personal tirade either or a friendly Government or of a political party or of the Central Government or any State Government. But it does not debar reference to and/or dispassionate discussion of policies pursued by any of them."

**ANNEXURE XIX. 4**

**Rules Relating to the Constitution of the Programme Advisory Committees Attached to All India Radio Stations**

1. There shall be one Programme Advisory Committee attached to each All India Radio Station.

*Composition*

The Committee will have a Chairman and official and non-official members as indicated below:—

*A—Chairman*

The Station Director of the Station.

*B—Members (non-official)*

The number of Non-official members shall ordinarily not exceed fifteen. The members shall be representative of Cultural, Linguistic and Social interests of the listening area which the Station covers. Members of State Legislature and Members of Parliament shall be eligible for membership in their personal capacity.

*E-Ex-Official Members*

- (a) Director General, All India Radio or his representative.
- (b) The Station Engineer of the AIR Station to which the Committee is attached.
- (c) The Director of Information/Publicity of the State/Union Territory concerned.
- (d) The News Editor/Asstt. News Editor of the AIR Station to which the Committee is attached.

*D-Secretary*

The Assistant Station Director of the AIR Station to which the Committee is attached.

*2. Tenure*

The non-official members whose tenure will be two years will be nominated by the Minister of Information and Broadcasting.

3. The Committee will meet twice a year but in addition the Chairman may call a meeting at any time considered necessary.

4. The meetings of the Committee will be presided by the Chairman and in his absence by a nominee of the Directorate General, All India Radio.

5. The agenda for each item will be prepared by the Secretary of the Committee and submitted to the Chairman for approval. Before preparing the agenda, the Secretary will also invite suggestions from members. After approval by the Chairman, the agenda along with intimation of the date of meeting will be communicated to members at least 14 days in advance.

6. One third of the effective strength of the non-official members of the Committee will form the quorum. If there is no quorum at any time, it will be treated as an informational meeting and such items of agenda as may be considered necessary will be informally discussed by members present.

7. The Committee will review the programme broadcast since the last meeting and discuss the programme plans for the ensuing period. The Committee will also make suggestions for the improvement of programmes and advise on such other matter concerning the planning and presentation of programmes of the Station as are referred to the Committee.

ANNEXURE XIX. 4 (Concl.)

8. Questions relating to individual members of the staff or individual artists or other matters concerning personnel or of purely administrative nature will not be discussed by the Committee.

9. For attending meetings of the Committee, non-official members will be entitled to travelling allowance admissible under the normal rules.

10. The non-official members will, in addition to the travelling allowance admissible under the normal rules, be entitled to a fee of Rs. 65/- each per diem as consultation fee for attending meetings of the Committees.

Names of AIR Station to which Programme Advisory Committees are attached.

Sl. No.	Name of Station	Sl. No.	Name of Station
1.	Agartala		
2.	Ahmedabad		
3.	Aurangabad		
4.	Allahabad		
5.	Aizwal		
6.	Bangalore		
7.	Bombay		
8.	Cuttack		
9.	Calicut		
10.	Calcutta		
11.	Coimbatore		
12.	Delhi		
13.	Dibrugarh		
14.	Dharwad		
15.	Gauhati		
16.	Hyderabad		
17.	Indore		
18.	Imphal		
19.	Jaipur		
20.	Jullundur		
21.	Jalgaon		
22.	Jagdalpur		
23.	Jeypore		
24.	Kurseong		
25.	Luchnow		
26.	Madras		
27.	Mathura		
28.	Mangalore		
29.	Nagpur		
30.	Najibabad		
31.	Patna		
32.	Pondicherry		
33.	Panaji		
34.	Rewa		
35.	Ratnagiri		

36. Ranchi
37. Rohtak
38. Raipur
39. Silchar
40. Simla
41. Tiruchirapally
42. Trivandrum
43. Trichur
44. Vijayawada
45. Visakhapatnam
46. Ambikapur
47. Bhopal
48. Bhuj
49. Chhatarpur
50. Gorakhpur
51. Jammu
52. Kohima
53. Leh
54. Pune
55. Port Blair
56. Rampur
57. Rajkot
58. Shillong
59. Srinagar
60. Udaipur

## ANNEXURE XIX.5

### Rules Relating to the Constitution of the Programme Advisory Committee Attached to Doordarshan/ Upgraha Doordarshan Kendras

#### . General

There shall be one Programme Advisory Committee attached to each Doordarshan Kendra, other than INSAT Kendras.

#### II. Composition

The Committee will have a Chairman and official and non-official members as given below:

- (a) *Chairman* : Director of the Kendra concerned.
- (b) *Members* : (i) Non-Officials:—The number of non-official members will be restricted to 15. These Members will be atleast one each from the following disciplines/interest groups.

(a) dance (b) folk art and culture (c) Women's and Children's welfare (d) youth welfare (e) Social Welfare (f) science (g) humour (h) film/theatre (i) sports (j) literature (k) scheduled caste/tribe (l) Linguistic minorities (with reference to language of programme production by the Kendras.)

The members of the state legislature and Members of Parliament shall be eligible for Membership in their personal capacity.

(ii) Ex-Officio Members:

- (a) Senior-most ASD/PEX of the Kendra will be Secretary to the Programme Advisory Committee.
- (b) Engineering Head of the Doordarshan Kendra/Upgraha Doordarshan Kendra to which the Committee is attached.
- (c) The Director of Information/Publicity of the State/Union Territory concerned.

#### III. Procedure for nomination of Non-official Members:

(i) The Director of the concerned Doordarshan Kendras will propose atleast 3 names of non-official members for each of the above disciplines/interest groups as mentioned in para II (b) above. The State Government concerned will also be consulted through its information & Publicity Wing to give a list of non-official members. In case no list is received within one month, it will be presumed that State Government have no views on this subject. The non-officials should be selected from within the coverage zone of the Kendra in the State in which it is located.

(ii) The recommendations of the officers in this regard will be forwarded by Directorate General, Doordarshan to the Ministry with clear recommendations in respect of upto 15 non-officials. Separate proposals should be sent in respect of each Kendra.

(iii) The non-official members will be nominated by the Ministry of Information & Broadcasting.

(iv) The Orders for the Constitution of the Committee will be issued by the Directorate General, Doordarshan.

#### IV. Tenure:

The nomination of non-official members on the Programme Advisory Committee will be valid for 2 years from the date of issue of the orders for the constitution of the Committee.

#### V. Meeting:

(i) The meeting of the Committee will be held atleast once in 6 months. However, the Chairman may call a meeting at any time, if considered necessary, in addition to this.

(ii) The meeting of the Committee will be presided over by the Chairman and in his absence, by a nominee of the Directorate General, Doordarshan.

(iii) One third of the effective strength of the non-official members of the Committee will form the quorum. If there is no quorum at any time, it will be treated as an informal meeting and such items of agenda as may be considered necessary will be informally discussed by the members present.

#### VI. Functions of the Committee:

(i) The agenda for each item will be prepared by the Secretary of the Committee. Secretary will also invite suggestions from members before preparing the agenda. Any member wishing to raise a point should intimate to the Secretary 3 weeks in advance of meeting. The agenda will be approved by the Chairman and will be circulated atleast 15 days in advance.

(ii) The Committee will review the programmes broadcast since the last meeting and discuss the programme plans for the ensuing period. The Committee will also make suggestions for the improvement of programmes and advise on such matters concerning the planning and presentation of the programmes of the Kendra to which it is attached.

(iii) No question relating to individual members of the staff or individual staff artists or other matters concerning personnel or purely administrative matters shall form a part of the agenda.

#### VII. Travelling Allowance/Dearness Allowance/Fee:

- (i) Non-official members will be entitled to Travelling Allowance admissible under normal rules.

(ii) The non-official members, in addition to the Travelling Allowance admissible under the normal rules, will be entitled to a fee of Rs. 65/- each per diem as consultation fee for agenda meeting of the Committee.

VIII. Directorate General, Doordarshan shall ensure that the meetings of the Programme Advisory Committee are held in time. Report to this effect should be included in annual report of Doordarshan.