

Doordarshan Policy and Perspectives : A Sociological Study

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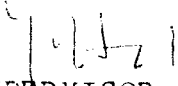
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CERTIFICATE

This is to certify that the dissertation titled DOORDARSHAN POLICY AND PERSPECTIVES: A SOCIOLOGICAL STUDY submitted by Miss JYOTI BATRA in partial fulfilment of the requirement of the Degree of Master of Philosophy has not been submitted earlier for any other degree to this or any other University.

It is to recommend that this dissertation be placed before the examiners for their consideration for the award of the Degree of Master of Philosophy.


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JYOTI BATRA

INTRODUCTION

INTRODUCTION

Communication is the backbone of all social processes. It is coextensive with society and a precondition of this life is sharing information and meaning with others. The modern means of communication have a specific role to play in the socio-cultural changes taking place in the 20th century India. The continuous experimentation in the fields of science and technology have added a new dimension to the flow of culture and communications. In the third world information has come to occupy a central place in the developmental efforts, the underlying assumption being that the media constitutes a force in society that can in one way or the other influence individuals and the structure of society. This may range from the contribution of media to national and local development, to persuade people to adopt new technologies and ideas, to the use of media for educational purposes.

It is with this assumption that an attempt has been made to understand how Doordarshan can act as a catalyst in the process of development and change. In a modernizing society like India change is an overriding national value and the planned and purposeful use of communication therefore bulks large. What precisely can communications do to assist the economic and social development? What kind of communication strategies are open to a developing country like India? These and other related questions impinge upon the understanding of the policy framework that has been laid down for communication in general and Doordarshan in particular.

Communication is coming to be recognized as a key factor in the process of directed change and particularly Doordarshan or Television is one single medium that has made the world a smaller place. As an instrument of change it has been acknowledged that television has an audio visual display which gives it a persuasive quality and an edge over other electronic media. It is particularly meaningful in a country like India because it crosses the barriers created by illiteracy. The essential point is that the information activities disseminated by the media have to be designed specifically to reach the least advantaged members of the society. Even well drawn projects of modernization fail to register with the people, and to produce the desired results unless they are supported by an imaginative, adequate and effective communication programme.

In the present study I have tried to stress the point that there is a need to fully exploit communications potential for building the social and psychological infrastructure of modernization. An emphasis has been made to understand the importance of communication as a valuable social overhead to inculcate the desired attitudes and attributes. This has been taken up

in detail in chapter III, 'Doordarshan on rural Development' an experiment with SITE. It goes into the issues of the needs of rural masses and how Doordarshan potential can be tapped for the active involvement of the people in the developmental process. This argument has been supported by the experience of SITE (satellite instructional television experiment).

There is a need to stress the point that the basic decisions on communication strategy are not open to communication alone. They are economic and political as well grounded deeply into the nature of society. Therefore we need a communication policy framework which is entirely our own. It has to cater to the needs of a country which is multi-lingual, ethnic and multi-regional in character. Along with this there are the problems of illiteracy and poverty. Doordarshan has to approach our rural people who are for centuries rooted in qualitatively different concepts, values and norms and who have a different meaning system or a world view. The question that is being raised in the present work is are we really heading towards the effective use of this medium for modernization and development?

The approach of communication for development has been a key factor for acquiring new technologies in our country. With the same perspective television in India was initially started as an experimental and instructional medium for assistance in the process of social and economic development. An attempt has been made to explore whether this has been successfully achieved or not.

In Chapter II various media theories and their relevance have been talked about. Chapter II throws light on the perspectives and potential of Doordarshan along with relevant issues related to the development of Doordarshan in India. Its objectives, history and growth, expansion, commercialisation and lastly its potential for development.

Within the same perspective Chapter III relates Rural Development and the role of Television. The experiment of SITE has been discussed in detail to show how television can be used to reach the under-privileged sectors, provide them with information in the form of locally and functionally relevant programmes in their own language, based on their specific problems and needs. 'Kheda' was another step in the same direction.

'Kheda' is a district in Gujarat where a television experiment within site was carried out'. The conclusion and implications drawn out from these experiments are very important in understanding of how to produce programmes which cater to the local needs of rural people.

The last chapter deals with the policy implications. The basic thrust is that the question of implementation of policies remains largely unanswered. For the most part, the role of communication in development has not been integrated well with societal communication plans. Large-scale communication action requires first a coherent and well defined policy, and second a well articulated strategy and plan. Finally comes the implementation of these plans. Chapter IV basically focusses on the policy related issues of Doordarshan along with the relevant software dimension. Various reports of the committees set up to review the functioning of broadcasting media have also been discussed briefly. The question of autonomy has also been taken up with all its facets and Prasar Bharti Bill.

Thus in the present work an attempt has been made to understand the interplay of communication and development. Moving along with the assumption that the development process is inseparable from and almost impossible to be achieved without an adequate communication programme and strategy. But communication does not exist in isolation, it exists along with a set of circumstances in a given society within its social relations, economic conditions, political organizations and social patterns. This is also to say that communication policy cannot be separated from social policy or related issues. One cannot discuss communication policy in a social vacuum. Understanding of the policy framework throws open more questions than it can answer. Therefore, within the limited scope of the study, issues related to Doordarshan and development have been touched upon with the opening up of the network of related ideas and policy decisions.

In brief the methodological orientation related to the present work is an overhauling of secondary data to fill the gap in between social theory and reality. Apart from books as a guiding thread, government committee reports were sort after and looked into for varied

details. Doordarshan's audience research unit (ARU) and Ministry of Information and Broadcasting helped in attaining the suitable, while going through certain argumentative discussions where one could reach at the levelling of certain ambiguities involved. Magazines, journals, newspapers were one constant source of information on media operation. Television, even after years has failed to provoke the response needed to throw light on its sociological relevance. Present work is an endeavour sort to bridge the loopholes and relate communication and development.

CHAPTER I

(CONCEPTUALISATION OF MEDIA) THEORIES

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The twentieth century may be appropriately called the age of the development of mass media. Communication denotes a process that is both interactive and purposeful. The word communication is derived from the latin 'communis' which means "to make common, to share, to impart, to transmit," through communication, people control one another's behaviour and unite themselves in groups. Thus communication is a means of breaking down the barriers of human interaction. It is a means for achieving mutual understanding. According to Harold Lasswell the study of communication involves finding out "who says what, in which channel to whom and with what effect."¹

Communication is the web of human society. The structure of a communication system with its more or less well defined channels is in a sense the skeleton of the social body which envelopes it. The flow of communication determines the direction and the pace

1. Lasswell, Harold (1971) 'The Structure and Function of Communication in Society' in Schram and Roberts (eds) The Process and Effects of Mass Communication, Univ of Illinois Press, Chicago.

of dynamic social development. Hence it is possible to analyse all social processes in terms of the structure, content and flow of communication. Communication is generally defined as 'a process'. Here the term process suggests an activity going on all the time in a continuously changing environment. Therefore the 'content' aspect assumes importance. Laswell's formula 'who says what, to whom when and with what effect?' Although it is generally discounted as an adequate description of the mass communication process it, does not contain the essential elements of the form and content of mass communications.

The form of the media which will be called the objective reality, consists of the history of media organizations, technological innovations and comparative rates of development, the institutional organization of media distribution and the selective assessibility of different social groups to communications content. In Lasswell's terms, the form comprises the who says what - when, of mass communications. In contrast, the content or subjective reality of mass communications comprises the what-to-whom-when-with what effect element.

Discussions of mass communication inevitably involve the rise, either explicitly or implicitly, of the concept of an audience, this is precisely the reason that many theorists associated with communication have talked in terms of its effect. Especially the social scientific theories of media talk about the nature, working and effects of mass communication, derived from systematic and as far as possible, objective observation and evidence about media and often rely on other bodies of social scientific theory. On the other hand normative theories are more concerned about how media ought to operate if certain social values are to be observed or attained, and of course, with the nature of these social values. Normative theory has considerable influence on the expectations from the media. Denis Macquail talks of another theory called the common sense theory.² He says that this theory refers to the knowledge and ideas which everyone has, by virtue of direct experience in an audience. Any viewer has a theory in the sense of a set of ideas about the medium in question, what is it, what it is good for, how it fits into daily life? Most people carry an elaborate set of association and ideas of this kind which enable them to act consistently and satisfactorily in relation to the media. Such common sense theories

2. Denis Mcquail - Mass Communication Theory Sage Publications, New Delhi - 1963, page 5-6.

are not usually articulated but in them are grounded a number of basic definitions of what the media are and how they differ from each other.

The study of mass communication is located within a much larger field of inquiry concerned with human communications, which is sometimes identified as 'communication science'. There are alternative ways of dividing up this larger whole, but one way is according to the level of social organization at which communication takes place. From this perspective mass communication can be viewed as the apex of a pyramydical distribution.

Even though for my present work I am concentrating on the role of Doordarshan from the development perspective. In this chapter I would like to very briefly enumerate the different theories of mass communication because they have an important influence on any academic exercise in this direction. I hereby go on to briefly summarize the different theories or schools of thought.

Mass Society Theory

Reflections of this theory can be drawn from the writings of Mills (1951,56), Kornhouser (1959,68), Bramson (1961), Bell (1961) and Giner (1976). This theory emphasizes the inter-dependence of institutions that exercise power and thus the integration of media into the sources of social power and authority. It essentially says that the content of the media serve the interests of political and economic power holders and further the media maintain the mass society. Media essentially offers a view of the world which is a pseudo manipulation but at the same time it is also an aid to their psychic survival in difficult conditions. According to C.Wright Mills (1951, p. 333) 'Between consciousness and existence stands communications, which influences such consciousness as men have of their existence.'³

The Marxist Approach

The Marxist approach takes the classic position of the media being a means of production, conforming to a great type of capitalist industrial form, with

3. C. Wright Mills, 1951 (p. 333).

factors of production and relations of production. These are likely to be in the monopolistic ownership of the capitalist class, nationally organized to serve the interests of that class. They do so by materially exploiting cultural workers (extracting surplus labour value) and consumers (making excess profits). They work ideologically by disseminating the ideas and world views of the ruling class, denying alternative ideas which might lead to change or to a growing consciousness by the working class of its interests and by preventing the mobilization of such consciousness into active and organized political opposition. The complexity of these propositions has led to several variants of Marxist-inspired analysis of modern media which can be identified as: political economic theory: critical theory: theory of media hegemony (MCQUAIL DENIS -1983, Page 63). The first of these is more true to the materialist. Marxist tradition, emphasizing economic (base factors, the latter two relate more to ideological superstructural elements.

Political Economic Media Theory

This theory asserts the dependence of ideology on the economic base and directs research attention to the empirical analysis of the structure of ownership

and to the way media market forces operate. From this point of view, the institution has to be considered as part of the economic system though with close links to the political system. The predominant character of the knowledge of and for society produced by the media can be largely accounted for by the exchange value of different kinds of content under conditions of pressure to expand markets, and by the underlying economic interests of owners and decision makers. (GARNHAM 1979). These interests relate to the need for profit from media operations and to the profitability of other branches of commerce as a result of monopolistic tendencies and processes of vertical and horizontal integration.

The consequences are to be observed in the reduction of independent media sources, concentration on the largest markets, avoidance of risk taking, neglect of smaller and poorer sectors of the potential audience. The effects of economic forces are not random but, according for instance, to Murdock and Golding (1977, p. 37) work consistently to exclude those voices lacking economic power or resources. According to this theory the groups which lack a strong capital base cannot enter the main mass media markets. Murdock and Golding further go on to say that the voices which thus survive will largely

belong to those least likely to criticize the prevailing distribution of wealth and power. Conversely, those most likely to challenge these arrangements are unable to publicise their dissent on opposition because they cannot command resources needed for effective communication to a broad audience.

The main strength of this approach lies in its capacity for making empirically testable propositions about market determinations, although the latter are so numerous and complex that empirical demonstration is not easy. A weakness of the political economic approach is that elements of media under public control are not so easy to account for in terms of the working of the free market. While the approach centres on media as an economic process leading to the commodity (content), there is an interesting variant of the political economic approach which suggests that media really produce audiences, in the sense that they deliver audience attention to advertisers and shape the behaviour of media publics in certain distinctive ways, (SYMTHE, 1977). Marxism has been the main inspiration for political economic analysis of media.

The third Marxist stream is the Frankfurt school. These theorists were concerned with the apparent failure of the revolutionary social change predicted by Marx. The explanation of this failure made them aware of the capacity of the superstructure, especially in the form of mass media, to subvert historical processes of economic change. Frankfurt theory asserts the dependency of the person and the class on the definition of images and terms of debate common to the system of a whole. Marcuse gave the names 'one-dimensional' to the society that has been created with the help of the 'culture industry'. The emphasis that this school placed on the media as a powerful mechanism for containment of change has survived linked to the 'hegemonic' approach. One can clearly notice at this point that this theory comes quite close to the mass society theory. Marxist critical theorists and members of the Frankfurt school can be represented as combining a media centred view with one of class domination. However they do not neglect the social and material forms and their general view of media power is one which emphasises conservation of existing order rather than change.

The marxist approach would remain incomplete without the mention of the Hegemonic theory. The label Hegemony has been given using Gramsci's (1971) term for a ruling ideology. This ideology, in the form of a distorted definition of reality and a picture of class relationships or, in the words of Althusser (1971) 'The imaginary relationships of individuals to their real conditions of existence', is not dominant in the sense of being imposed by force by ruling classes, but it is a pervasive and deliberate cultural influence which serves to interpret experience of reality in a covert but consistent manner. The theoretical work of several Marxist thinkers, especially Poulantza (1975) and Althusser (1971), has contributed to the grounding of this approach.

The - 'Social-Cultural' Approach

This approach is now increasingly becoming influential in the study of mass media. It owes to the Frankfurt school as well as to other traditions of humanistic and literary analysis. It is marked by a more positive approach to the products of mass

culture and by the wish to understand the meaning and place assigned to popular culture in the experience of particular groups in society - the young, the working class, ethnic minorities and other marginal categories. The 'cultural' approach seeks also to explain how mass culture plays a part in integrating and subordinating potentially deviant elements or oppositional elements in society. The centre for contemporary cultural studies in 'Buckingham school' has come to be 'identified as the locus for this approach. The person most associated with the work of this school, Stuart Hall, has written of the cultural studies approach that it 'Stands opposed to the residual and merely reflective role assigned to the 'cultural'. In its different ways it conceptualizes culture as interwoven with all social practices; and these practices, in turn; as a common form of human activity... are opposed to the base - superstructure way of formulating the relationship between ideal and material forces, especially where the base is defined by the determination by the 'economic' in any simple sense... It defines 'culture' as both the means and values which arise amongst distinctive social groups and classes, on

the basis of their given historical conditions and relationship, through which they 'handle' and respond to the conditions of existence... (quoted in Gurevitch et.al. 1982, pp. 26-7).

The social cultural approach seeks to attend to both messages and public, aiming to account for patterns of choice and response in relation to the media by a careful and critically directed understanding of the actual social experience of sub-groups within society. While not all who work within this tradition are Marxists, there is shared agreement that to understand culture you must also understand the working of historical material forces, and ~~vice~~ versa.

Functionalist Approach

The functionalist approach differs from Marxist approach in a number of ways, but essentially in its apparent objectivity and universal application. The functional paradigm explains recurrent and institutionalized communication processes with respect to the needs of the society. It moves on with the assumption

that mass media is an important sub-system of the society therefore it fulfills some important and vital functions for the society. But there are different levels at which these functions may be analysed. say the societal, institutional and individual. Most of the development oriented studies in mass-media, in the developed and developing countries go along the lines of the functional approach. Many roles or functions have been allotted to the media. For Ex (Lasswell 1971) has talked of the surveillance of environment, establishing correlation and consensus among the constituents and finally, cultural transmission. The over all result of the general expectations from the media and their purpose in society is I- Information II- Correlation III- Continuity IV- Entertainment V- Mobilization. When one talks about the functions of the media there is a difficulty which arises and that is that media do not only act on their own behalf but also for other groups or organizations, making it difficult to distinguish the functions of media (in whatever sense) from those of other bodies. (government, parties firms etc.).



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More fundamentally, an agreed version of media would require an agreed version of society, since the same media activity (e.g. mass entertainment) can appear in a positive light in one social theory and negatively in another. The circularity and the conservatism of functionalism has been much talked about. Its starting point is an assumption that any recurrent and institutionalized activity serves some long term purpose and contribution to the normal working of society. (Merton 1957). Yet beyond the fact of occurrence there is no independent way of verifying either the utility or indispensibility of the activity. The conservatism of functionalist approach stems from the fact that - what exists and seems normal is taken as good and necessary.

The functions of media can be put under these basic ideas that of 'Change' stability and integration. Therefore as far as this goes the functional approach has helped us to understand the media and their place in society. An important point in understanding the media is that, we cannot easily distinguish between what the media do and what other institutions do, using the mass media. It is partly for this reason

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that we need to look separately at media as channels, being a part of another institution at the same time. But along with the functions one cannot ignore the dysfunctional aspect of the media. If there are studies to highlight the positive side of the media, there are others which focus on the increasing privatization, consumerism, passivity, weakening of critical faculties etc. As far as all this goes the functionalist analysis shows a conservative bias because it neglects domination and structural changes. For, the functionalists, media organizations enjoy a comfortable degree of autonomy and operate within a set of institutional norms. Also a basic symmetry exists between the media and audience because the media operate in the public sphere. Here the audience is considered to be an active participant. He does not merely accept all the messages that are passed on to him rather he can even challenge or dispose them off. He may even accommodate. Here the values and the needs of the society of which one is a member becomes an important factor. The seeming confusion, incompatibility and sometimes redundancy of theories about media and society strikes any one who endeavours to enter this field.

The potential significance of mass media necessarily varies according to the perspective a point of view adopted and according to associated needs and interests. One can say that the study of mass communication is located within a much larger field of inquiry concerned with human communication. There are various levels of social organization at which communication takes place. At the level of society it is mass communication where as interpersonal is between two people. Each level of communication entails a particular set of problems and priorities and has its own body of evidence and theory. But nevertheless, communication science as a whole incurs to identify a set of questions, common to communication at all levels, which theory and research try to answer. There are: (MCQUAIL DENIS 1987) - who communicates to whom? (Sources and receivers)

- Why Communicate? (Functions and purposes).
- How does communication take place? (Channels languages, codes)
- What about? (Context, objects of reference, types of information).
- What are the consequences of communication? (intended or unintended).

It is interesting to see how individuals receive and handle information directly from the mass media. A good deal of conversation between people is now about the media or their contents. Social relationships, groups and other institutions are frequently portrayed in media and are responded to, or learned about, as much in their media representation as in direct experience. Because mass communication is bound up with the total life of a (national) society, it is strongly influenced by the immediate circumstances of culture and historical events. Therefore to study mass communication in a holistic way is to study a complete society (in a global setting) and this has never been satisfactorily achieved.

In other words one may ^say that the theories described in this chapter have their own intrinsic weaknesses and are somewhat time bound and even dated in formulation. Mass communication has been expanding and changing in such a way that it is difficult to retain any consistent view of it. New communication technologies and new media are changing the pattern of mass communication, originally described as a large-scale one-way, centre peripheral transfer or address.

Societies too are changing and on proposition which has been on the agenda of theorists for decades and can no longer be ignored is that we are entering an information society. When we say information society at the very least it can be said that mass media are expanding and becoming more efficient at producing and distributing information: they are an important stimulus to the valuation and consumption of information, in its wider meaning; they also stimulate the production and acquisition of communication technology and the development of new technology. But one may question the information society theory which involves a break with several of the theories discussed, in holding that the revolutionary potential lies not so much in the context of the message as in the means of producing and further handling the message, thus affecting the nature of work of time use, of power relation and of systems of stratification and values in society. But one cannot overlook the fact that however fast the communication systems might be growing and engulfing the world, still there is a difference in how they exist and function in the West and in the third world countries on the other hand. Therefore the idea

of the Information society being a post industrial form of society cannot be applied in the case of developing countries like India which are still experimenting in the field of communication. Most of the theories discussed here are western in origin. The communication nexus or canvas of India is a peculiar one with people having different cultural historical and social settings. Basically behind every theory there is an assumption of a relationship between symbols, meaning and self. The theories which assume individual motivation as the primary factor cannot be simply applied on the Indian situation where an individual is bound up in a chain of factors from his region on one hand to his caste and sub-caste on the other. This further defines and dictates the life of the individual. Therefore motivation is not a simply achieved goal. But most of the west oriented theories lack the vision of a society like India, where people are represented by configurations of values and meaning. Thus, there is the need of a model which develops from our own cultural setting. This model will originate from our social matrix.

In my present study I have taken television in India and tried to see what place it has made for itself in the mass media from the developmental perspective assuming the media can play a very important role in the developing countries. To my mind they act as mediating factors and Television has taken over from the other forms for its sheer advantages of being audio visual. Also the most important thing is that it crosses the barriers of illiteracy which a country like India faces. But the issue is not as simple as it seems there are various complexities and problems, which I have tried to discuss in the sub-sequent chapters.

CHAPTER - II

TELEVISION IN INDIA (PERSPECTIVES AND POTENTIAL)

CHAPTER - II

TELEVISION IN INDIA (PERSPECTIVES AND POTENTIAL)

Ever since independence the communication system in India has achieved a massive expansion and modernization. The approach of communication for development has been a key factor for acquiring the new technologies in communication in the developing and the underdeveloped countries. Television has been unanimously recognized as a powerful medium of communication. This audio visual medium has perhaps a much greater influence on the perceptions, emotions and the outlook of the people than any other media. Prior to the introduction of Television information was basically provided by the print media and to a large extent radio. For entertainment people had to go to the cinema. Television has brought entertainment right upto the living rooms of the people in India. After the radio, television is one single medium that has made the world a smaller place. As an instrument of change, it has been acknowledged that Television is a very powerful tool in the hands of communicators who want to educate, inform or entertain. It has a persuasive quality which makes it different.

The UNESCO report on various aspects of communication and society provides eight following functions of mass media :

1. Dissemination of information
2. Socialization
3. Motivation
4. Promoting debates and discussion on public issues
5. Education
6. Cultural promotion
7. Entertainment
8. Integration

It would not be an exaggeration to say that Television as an electronic medium can perform all these functions quite effectively. The potential of Television to perform these functions is different from what its actual position is in a society like India.

Television crosses the barriers of illiteracy and in a participating democracy like India with a multi-lingual, multi-ethnic population, it has come to stay as a cool participatory medium. It could well be called as the chief means of communication in a society desperate for effective interpersonal communication.

Television in India initially started as an experimental and instructional medium. The problem is not simply solved by saying that T.V. crosses the barriers created by illiteracy one cannot overlook certain stark and naked facts like - the possession of TV sets in India is overwhelmingly urban, the four metropolitan cities accounting for nearly two third of all the sets. Before going into the outside of the various issues related to television it is important to note the 'History of Television in India, its growth and range'.

HISTORY AND GROWTH

"Indian Television merely three decades old is today, one of the biggest networks in the world. It is reaching over 76 per cent of the country's population through its 508 transmitters.¹ Television was launched in India with the inauguration of 1st experimental centre on 15th September, 1959, by the then President Dr. Rajendra Prasad. India introduced TV as an aid to social education

1. Annual report, Audience Research Unit, Doordarshan Kendra, New Delhi, 1990.

and development and as an instrument for social change; until March, 1976, TV as an organisation, functioned as a part of the Directorate General, All India Radio. On April, 1976, an independent Directorate was set up for Doordarshan so as to give a greater momentum to the efforts for the development and expansion of television services. In India, TV commercials were introduced on January 1, 1976. There has been a steady increase in the commercial revenue of Doordarshan since then. In the last five years, the gross revenue has been as under²:

1984-85	Rs.31.44 crores
1985-86	Rs.60.20 crores
1986-87	Rs.98.00 crores
1987-88	Rs.136.30 crores
1988-89	Rs.161.30 crores

The gross revenue target for commercials for the year 1989-90 has been fixed at Rs. 200 crores which is likely to be achieved. The target for next year 1990-91 has been placed at Rs.214 crores. The scheme for sponsorship of programmes was introduced in 1984

2. Annual report 1989-90, Ministry of Information and Broadcasting

with the telecast of the serial 'Humlog'. Simultaneously about 1600 proposals were received for sponsorship programmes by May 7, 1986 when receipt of further proposals were stopped.

PERSPECTIVE PLAN, 1985 - 2000

This plan was formulated for expansion of Doordarshan network. It was to be executed in three phases at an estimated expenditure of Rs. 680 crores. On completion under this plan, 50 per cent of area and about 75 per cent of the population is proposed to receive services in their own language. It is necessary at this juncture to point that India has two different (often somewhat contrary) systems of television. The national network of Delhi and other urban television centres like Bombay, Madras and Calcutta and the satellite continuity television stations like Sambalpur, Jaipur and Gulbarga. Both the systems are controlled by the Directorate of Doordarshan under the Ministry of Information and Broadcasting and hence, the financing and the chain of command in both is the same. However, there are a few important qualitative differences between satellite continuity (so-called

'rural' television stations and regular 'urban' network centres.) The two networks represent the vital concerns of the two sub-systems of the Indian society. The 'instructional' rural television stations with community TV sets in about 2200 villages in six states accentuate political ideas, issues and programmes of the ruling elite. The commercial urban-based television network represents economic interests of the business class, despite the television being controlled by the public sector. This point, I would pick up later while talking about the impact of TV commercials.

The history and reach of television in India would be incomplete without talking about the objectives of Doordarshan. These are :

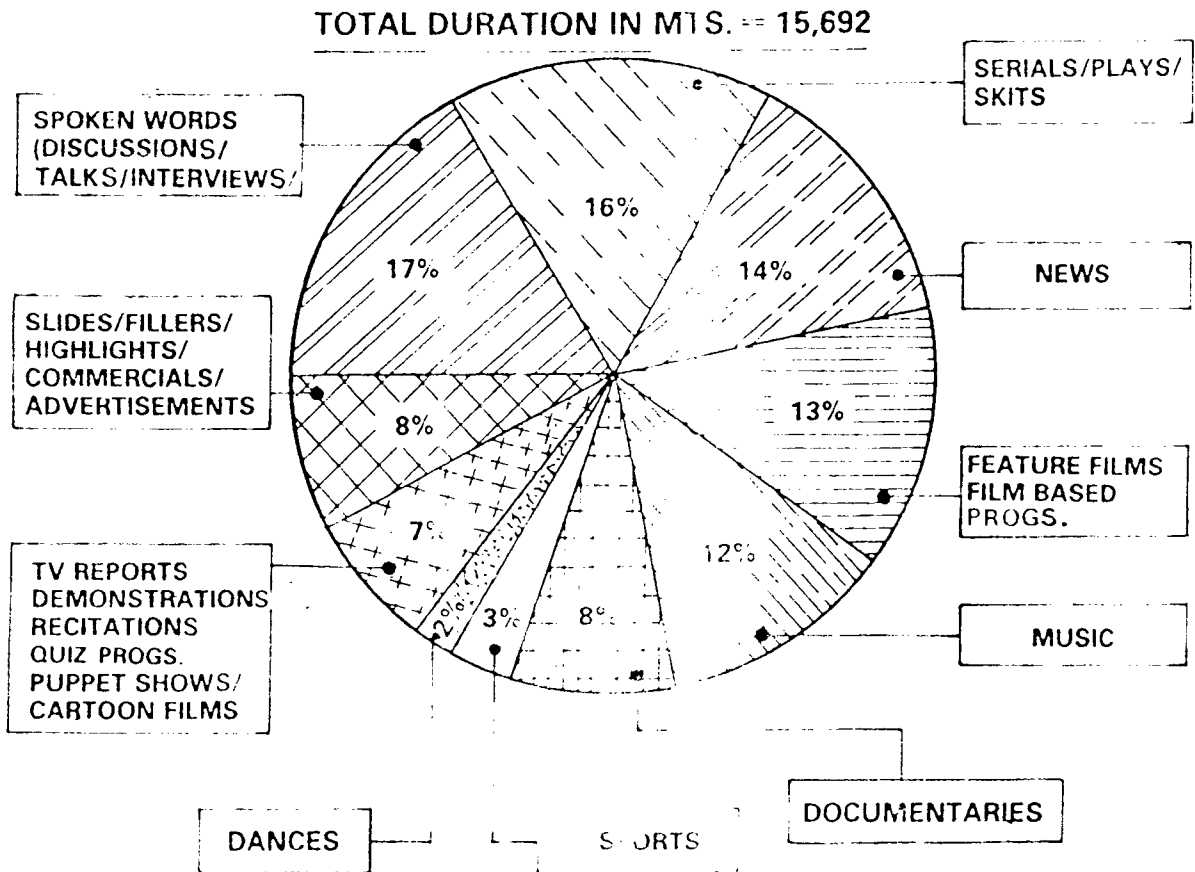
1. To act as a catalyst for social change
2. To promote national integration
3. To stimulate scientific temper among the people
4. To disseminate the message of family planning as a means of population control and family welfare
5. To stimulate greater agricultural production by providing essential information and knowledge

6. To promote and help in preservation of environmental and ecological balance
7. To highlight the need for social welfare measures including welfare of women, children and the less privileged
8. To promote interest in games and sports
9. Lastly to stimulate appreciation of country's artistic and cultural heritage

TV EXPANSION PLAN :

A special TV expansion plan was approved by the government in July, 1983 to instal by 1984-85 as many as 139 TV transmitters at a cost of Rs. 68 crores to cover 70 per cent of the country's population. The plan arrived at putting up relay centres with newly augmented studio facilities in the production of programmes in different languages. According to the latest report, Doordarshan is telecasting programmes in sixteen regional languages and 36 dialects. These are telecast in the two kinds of services that I have talked about earlier. Regional language programmes are transmitted from 18 Doordarshan programme production centres in the evening between 5.30 p.m. and 8.40 p.m. The regional centre

PROGRAMME COMPOSITION BY FORMAT



SOURCE:— TRANSMISSION LOG BOOK; DELHI DOORDARSHAN, MAY, 1988

mainly includes~~s~~ informative and educative programmes in entertaining formats and are addressed to the general as well as specific audience i.e. children, youth, women, farmers, industrial workers etc. The main concentration of these programmes has been on subjects like health and family welfare, agriculture, sports, arts and crafts and national integration. (See Dig. No.1) One needs to objectively explore how far the effort has been successful. Through studies and reports like the P.C. Joshi Committee Report on software for Doordarshan, which go a long way in exposing us to the 'exposure', or the uncritical borrowing of software from West. As P.C. Joshi has rightly pointed out "this uncritical borrowing of television technology and culture in all its aspects by the poor countries of the third world from the rich countries may reduce (and has in fact reduced) TV into a luxury of the upper and middle classes in many developing countries."³ This further opens up a number of questions related to the policy perspective of Doordarshan. I will take this up in detail in Chapter four.

³ P.C. Joshi : Television Culture And Communication in Mainstream, June 4, 1983.p.20

It would be incomplete to talk about the rural service of television without the mention of SITE (Satellite Instructional Television Experiment). The decision to implement it was taken in 1969. It was in operation for a year during 1975-76 and was carried out in six backward states viz. Bihar, Orissa, Madhya Pradesh, Rajasthan, Andhra Pradesh and Karnataka. How far SITE has been successful in evolving a 'truly national model' for Indian Television, i.e. Doordarshan, is open to doubt and further discussion. I will examine this aspect alongwith other relevant issues in the subsequent chapter on "Doordarshan and Rural Development : An Experiment with SITE".

‡ The commercial service area of Doordarshan has come under sharp criticism. We have to remember and stress the point time and again that initially television was viewed as a facilitator of regional co-operation and national unity keeping in mind the diverse cultural canvas of our country. The aim was to use it as a tool of development and modernization by moving along the ^Atimes of 'Education and Entertainment : The commercialization of television was resisted by the Government because.....

".....refusal to have commercial television is a very safeguard that we will not go the way of Western television. Generally, if the television organisation has to draw its income from the people who want to see their goods then they naturally insist on the maximum entertainment value of the programme they sponsor. So long as sponsoring of programme on television is not allowed, we can say there will not be commercial television in our country."⁴

But despite this strong resistance, the Union Ministry of Information and Broadcasting had to agree to introduce colour television and increase the timings and facilities for commercial advertising. As a result it has exposed the people of a poor country like ours to the 'international demonstration effect', to the consumption patterns and habits of the affluent countries. It is thus accentuating, the elite mass haitus. Thus

Secretary of the Ministry of Information and Broadcasting as quoted in Mirchandani, G.G. ((ed) Indian Backgrounders - Television in India, Vikrant Press, New Delhi, 1976, p.35.

effect of TV advertising in fastening consumerism cannot be wished away. There has been a tremendous increase in the revenue as noted earlier. It has yielded substantial increase in revenue, almost in a single decade, from a meagre 7 crores in 1976-77 to over 161 crores upto March, 1989. An important step in the growth of the TV commercial service was its delinking from All India Radio and accreditation of advertising agencies. The question of the increasing revenues from the commercials and their growing importance is not a simple one. It is linked to many other factors. According to the Annual Report of the Ministry of Information and Broadcasting the rate structure for commercials has been revised to offer incentive to advertising agencies and programmes sponsorship. It is expected to increase spot booking and revenue. No wonder from 161 crores in 1989 the figure is expected to reach 195 crores by the end of this financial year and the target for 1990-91 is Rs.214 crores.⁵

One can get a very clean picture from the programme composition by format Delhi Doordarshan that 8% of

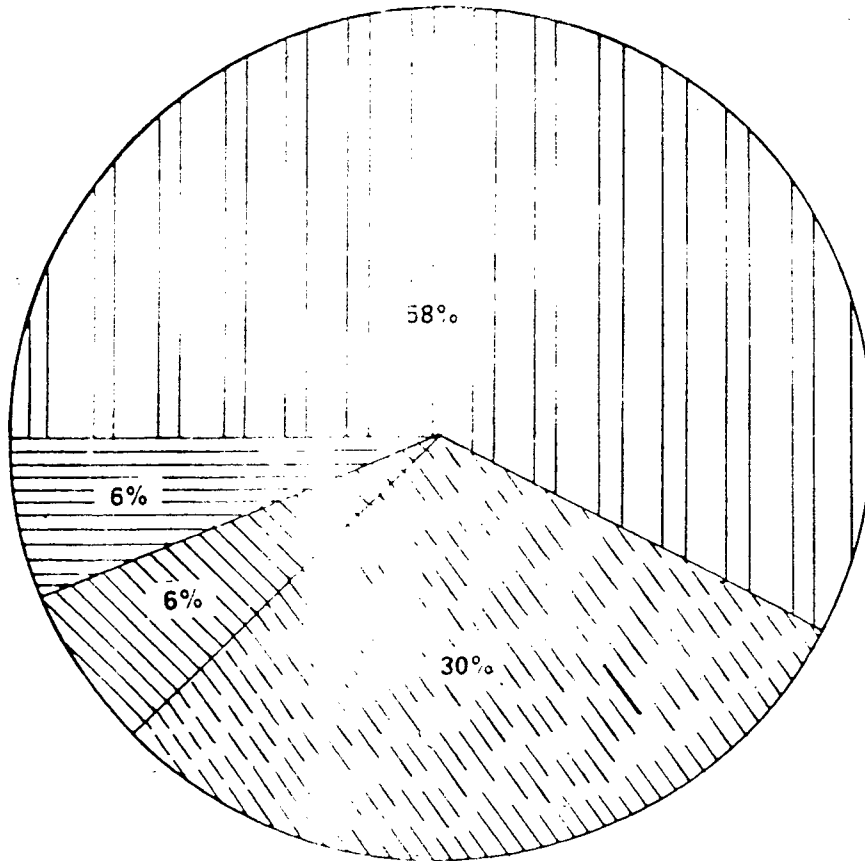
⁵ Annual Report : Audience Research Unit, Doordarshan 1990, p.13.

the total transmission time is spent on slides/fillers/highlights/commercials/advertisements. (See fig.1). Out of this less than 3% is said to be spent on commercials but the question that strikes one is that; is it really in terms of time that we can talk about the effect. Even if one talks in terms of time it has been a very clearly observable fact by anyone who watches TV that the sponsored programmes and serials are generally shown at the television's 'prime time' (when there is maximum viewership). Maximum number of commercials appear before the most popular serial which is going on. For example, these days the viewers almost feel sick before Mahabharat finally starts. There seems to be no end to the line of commercials preceding the serial. As Praful Bidwai says 'the serials are closely related to television "prime time"⁶. Not only are they placed in that plot; they increasingly tend, within certain physical limits of course, to determine what prime time is, more and more people are now organising

6 Praful Bidwai 'TV's New Bazar Culture in The Times of India, October 4, 1985.

[FIGURE 1]

COMPOSITION OF PROGRAMMES: KENDRAS/AGENCIES

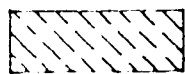


TOTAL TRANSMISSION 15,692
(IN MINS.)

LEGEND:



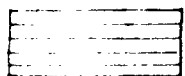
DOORDARSHAN PRODUCTIONS



OTHER INDIAN SOURCES



FOREIGN SOURCES



MISCELLANEOUS INCLUDING COMERCIAL S/ADVERTISEMENTS

SOURCE:— TRANSMISSION LOG BOOK, DELHI DOORDARSHAN, MAY, 1988

their television viewing around serials. Within that viewing framework most other programmes are peripheral. Twice as many people watch serials as those who view news bulletins. Serial watchers outnumber the viewers of educational programmes 3:1 perhaps 5:1. It is clearly evident that serials are now overtaking commercial Hindi films in television popularity. According to a recent survey of TV viewership by Doordarshan, soap operas and serials such as Ramayan and Mahabharat now have more fans than the Hindi film passed song sequence programme 'chitrahar'. The viewership of some of the serials is as high as 70 to 90 per cent (of the total number of TV sets in the country). This popularity has an all India character. As many as 60 to 85 per cent of all TV viewers in Pondicherry and Chengalpattu for instance watch the popular serials in Hindi, a language many of them do not understand fully. By contrast, less than 40 per cent of all Northern or Eastern TV viewers watch the news bulletin in Hindi or English on the national programme. Most of these serials are sponsored by business houses which get free advertising time in return. The latest in this regard is the case of Doordarshan's news contract with an organisation

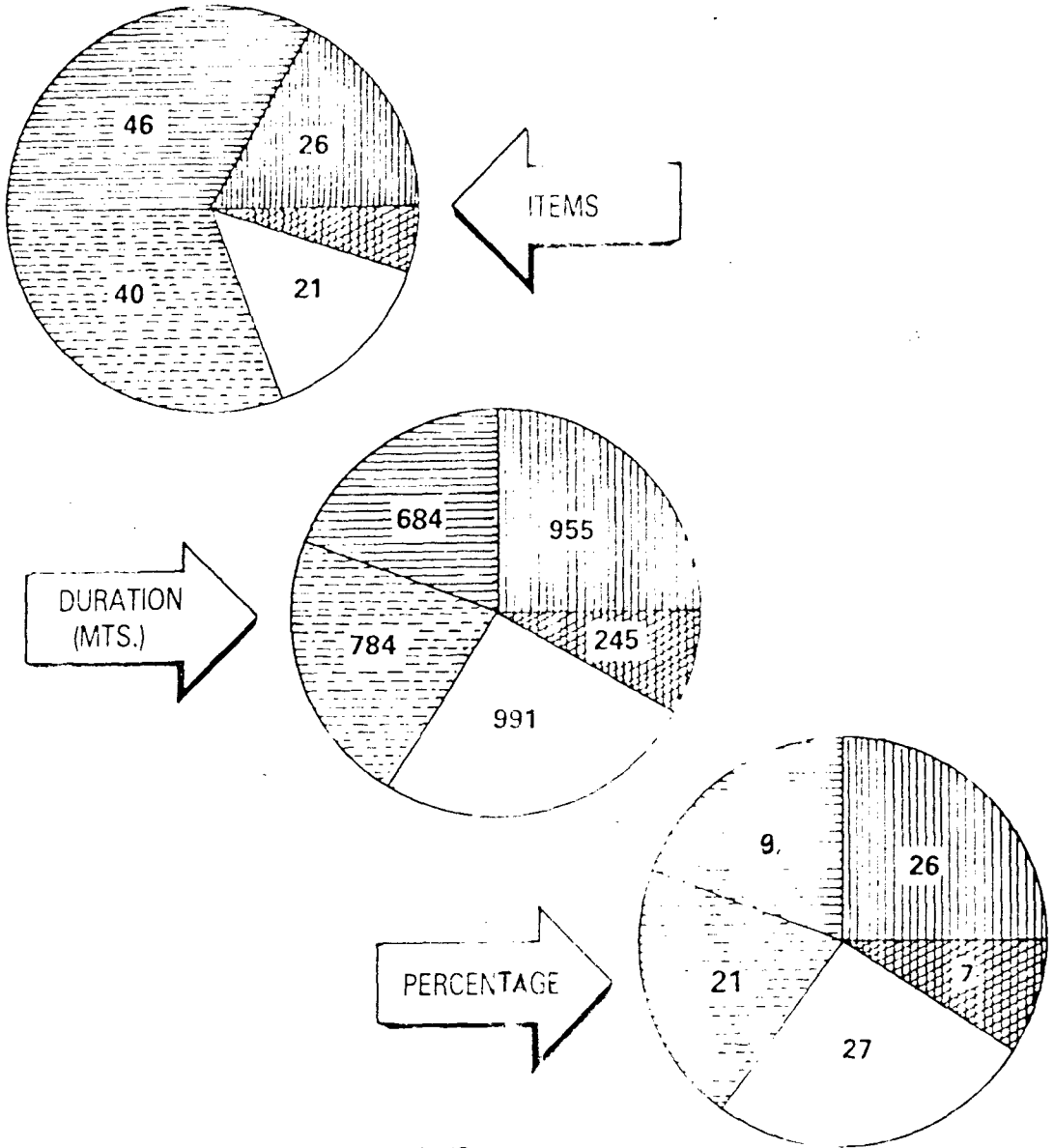
known as 'ITV' which is sponsored by an industrial house reportedly with international financial dealing. It is also interesting in this connection to observe the fact that this private news agency, with several foreign media experts behind the scenes, bagged a govt contract on something as sensitive as Television news.

The main objectives of TV which have been en-listed in the beginning of chapter along with assistance in the process of social and economic development of the country and the three in one aim of acting as a medium providing information, education and entertainment. Whether this has been successfully achieved is a big question. What we hear about Television's social impact is precious little. When one looks at the content analysis of one weeks transmission of Doordarshan, it gives a clear picture of programmes being covered on diverse topics ranging from information to entertainment. (see fig 2) The annual report of the Ministry of Information and Broadcasting very confidently lists the serials telecast in the year 1988-89 category-wise covering social science and sports on one end to women oriented programmes on the other end. But the point that I would like to raise over here is that we have very

[FIGURE 2]

CONTENT ANALYSIS OF ONE WEEK TRANSMISSION

(21-27 MARCH, 1988)



TOTAL TRANSMISSION = 3659 (MTS.)



INFORMATIVE



DEVELOPMENT
ORIENTATION



ART & CULTURE



ENTERTAINMENT



ANNOUNCEMENTS/
COMMERCIALS

SOURCE: TRANSMISSION LOG BOOK, DELHI TELEVISION CENTRE

inadequate knowledge of what effect really these programmes have on the targeted and general viewers. Does the answer lie in simply the growth in the number of TV sets which is again more in the urban areas as it seems from the official documents of the ministry of Doordarshan (Mandi House). Very little attention has been paid to television and its cultural impact. For the most part the debates have revolved around the question of autonomy which of course needs attention. One is not trying to give entertainment a second place over here but simply laying the emphasis on what kind of entertainment should be applied in designing and selecting programme and who should set these standards. These questions have not been clearly posed. And meanwhile, in the absence of a serious debate on them, those who run the organization have chosen to develop Doordarshan on a model which has full scale commercialisation of all cultural inputs. It is for any body to realise who watches Television that the education & information oriented programmes fall in the background. They just seem to fill up the gap of time.

TELEVISION: POTENTIAL FOR DEVELOPMENT

Television stands as a medium with untapped potential in the midst of the problems of a developing

country like India with subcontinental dimensions and with its multi-lingual and multi-religious character. Television faces a dual challenge of integrating the various parts of the country in a national network and at the same time ensuring the preservation and expression of regional diversity. Television can help vast millions to free themselves from the massive liability of lack of familiarity with the printed world and to cross the literacy barrier. The focal point of neglect in the Development of Doordarshan has been the area of soft-ware planning. As P.C. Joshi has rightly pointed out "the rapid expansion of hardware has preceded without timely and appropriate planning of software."⁷ A developing country is exposed to the danger of erosion of its national cultural identity from such neglect of software planning. 'Positive software planning is the most effective way of strengthening the foundations of cultural independence and of national culture.

Therefore the need for creativity bulks large. There has to be a fine balance between the creative freedom of the producer and his social accountability

7* Indian Television Today And Tomorrow - Regional Seminars and National Colloquium organized by (NAMEEDIA) Media foundation of the non aligned New Delhi 1986 Part I, P.4.3.

to the policy makers. Also another important aspect is the decentralization of the structure, so that people can participate; communication has to create a participatory model of development, a participatory community in which communication flows not only downwards but also upwards from the people. A people oriented software must be in the language spoken and understood by the people. One positive step towards this direction has been the telecast of programmes in sixteen regional languages and thirty six dialects as noted earlier. But here again access to television sets becomes an important issue.⁸ "Today communication planning in India stands at the cross roads: Should India rely entirely on the market mechanism as a means of access to T.V. which in effect results in TV being accessible only to the middle classes in towns and villages who have the purchasing power to own a TV set? Or should India prepare a plan of providing on behalf of the state at least one TV set to each village for community viewing by the weaker sections ^{as} and an aid to planned development and social change? It does not simply end here, if we recognize the importance of promoting community

⁸ Ibid, Page 4.6.

viewing of TV, we must also recognize its software dimensions. Making programmes for community viewing in terms of information, education and entertainment calls for a different kind of approach, methodology, techniques and equipment. Doordarshan has yet to put this new task' of meeting the programme requirements of community viewers in the centre of the stage. I have tried to examine this point of role of television in rural development in the subsequent chapter. It ~~interests~~^{interests} me because I feel that television can play a very important role in a country like ours provided it is tapped at the right place and for the right purpose. Therefore it is impertinent to ~~answer~~^{answer} the question that alright expansion of the television network is important but expansion for whom and for what? With the introduction of the Prasar Bharti bill a new chapter has opened up in the history of communication in India. Freedom or ~~Q~~utonomy will go a long way in creating an integrative, interactive and participatory model of communication, ^{the} which is/need of our society. It might give incentives to the producers who are sensitive to the socio-cultural requirements of the Indian society to come out with fresh and innovative ideas. But autonomy has to

be associated with responsibility, the two have to go along side by side. I would like to take up this question in the chapter on the policy implications.

One can say that we still have to uncover the layers of dust on the working of Television Industry in India. Mandi House has to start afresh with a new approach and bring up Television as the most powerful tool for conveying the message of development to our people. The message is not new but the method to deliver it needs the attention of media persons. Potential is tremendous but dormant, we have to make it an active medium by further interaction and participation.

CHAPTER III

DOORDARSHAN AND RURAL DEVELOPMENT:

AN EXPERIMENT WITH SITE

CHAPTER III

DOGRDARSHAN AND RURAL DEVELOPMENT: AN EXPERIMENT WITH SITE

This chapter is being written with the basic assumption that development is desirable and that communication media can contribute towards development. But I want to immediately stress over here that media can never be effective alone, without practical changes in a country's social political and organizational structure. The value of communications media is in support of a whole range of developmental initiatives. There is little that media can do in isolation. Before I go on any further I would like to expand a little on 'development'. Development is a whole; it encompasses the natural environment, social relations, education, production, consumption and well being. "Development is endogenous: it springs from the heart of each society which relies first on its own strength, the resources and defines in sovereignty the vision of its future, cooperating with societies sharing its vision and future".¹ Therefore development is above

1. In Rural Development and Communication Policies Development approaches and implications for communications policy by EDWARD W. POLMAN. (I.I.M.C.) 1980. p. 40.

all a human process and not just a mechanical or a technological change. It does not mean the construction of physical structures however imposing, installation of machines however complicated or adoption of latest technology however sophisticated. In the ultimate analysis, it is the development of people. Development of the people implies development in them of the awareness of their problems, identification by them of opportunities available for a better life, a capacity to work out what needs to be done and formulate programmes to solve problems and fulfill their needs, goals and aspirations. If development of the people has to be accomplished in the manner indicated above, what is required is education of an entire population for a better living. Now this is where the media and especially T.V. comes in to play a very important role. As it is the cheapest and the swiftest method of reaching rural communities and of providing some expertise where none has existed. In a developing country like India where more than 70% of our population is concentrated in the rural areas we have to really go back and ask the question, Media for Whom? Development for whom? To these questions I want to add on a few more raised by P.C. Joshi. These are some

urgent practical questions related to development and communication. "How do we communicate the modern concepts of nationalism and democracy; economic growth and social justice; science and technology; rationalism and secularism; to the illiterate people of a tradition-dominated and predominantly agrarian country? How do we the educated elite, approach our people who are for centuries rooted in qualitatively different concepts, values and norms and who have different meaning system or world view?"² But are we really heading towards the effective use of this medium for modernization and development? Even after 30 years of achieving several landmarks in its 30 years of service, Doordarshan continues to be in the main an urban centred communication medium, its programmes are mostly for entertainment (which is one of the main reasons for its rapid expansion). Such a situation goes against the basic policy formulations which guided the establishment of television in India in 1959. According to the 1981 census the rural population accounted for 525.2 million (76.69%) out of the total population of 685.2 million. The cultural ethos

2. P.C. Joshi - Communicator and Social Transformation in Mainstream, April 28, 1984.P.10

and milieu of India is basically rural as I have said earlier also. It is therefore, pertinent to examine the way television - the most sought after electronic medium is serving the rural masses, as also the contents and constraints of the programmes concerned with rural development.

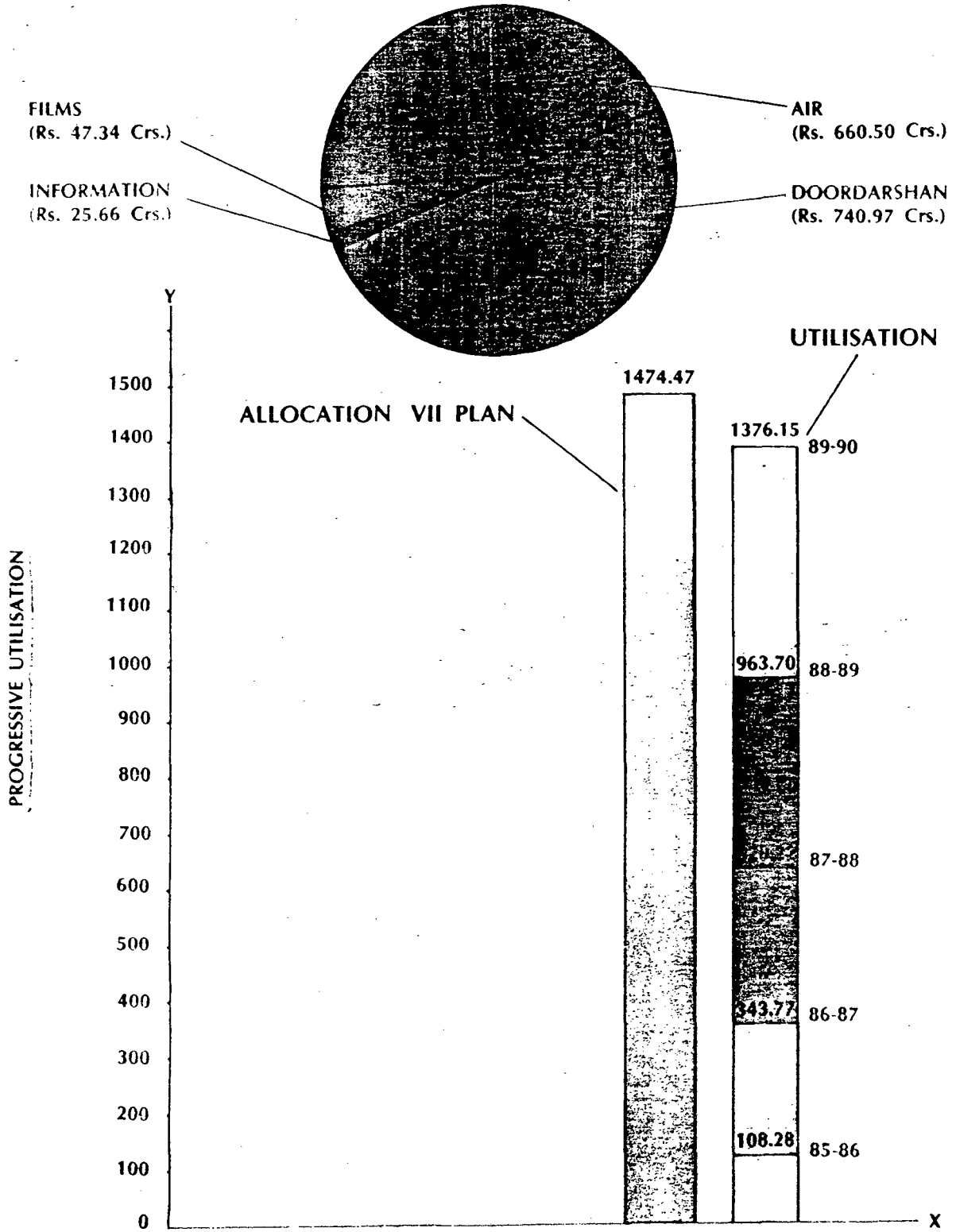
In our country the approach 'communication for development' with special emphasis to rural areas has been a major factor in acquiring new technologies. But the fact of the situation is that 75 per cent of television sets in India are presently located in the urban areas. So a predominantly rural country, has by and large an urban-based electronic medium. This is accentuating the knowledge gap between the rural and urban, since the rural masses do not have access to television. Thus, the point that I want to make over here is that the question of access to the television is the prime one because if we keep on talking about rural development and Media without the people having any reach to it then it all stands meaningless and baseless. But nevertheless one can see a ray of hope where the expansion of T.V. and its reach is concerned. All

[Fig 1.]

SEVENTH PLAN ALLOCATION/UTILISATION

(Rs. 1474.47 Crs.)

(Rs. 1376.15 Crs.)



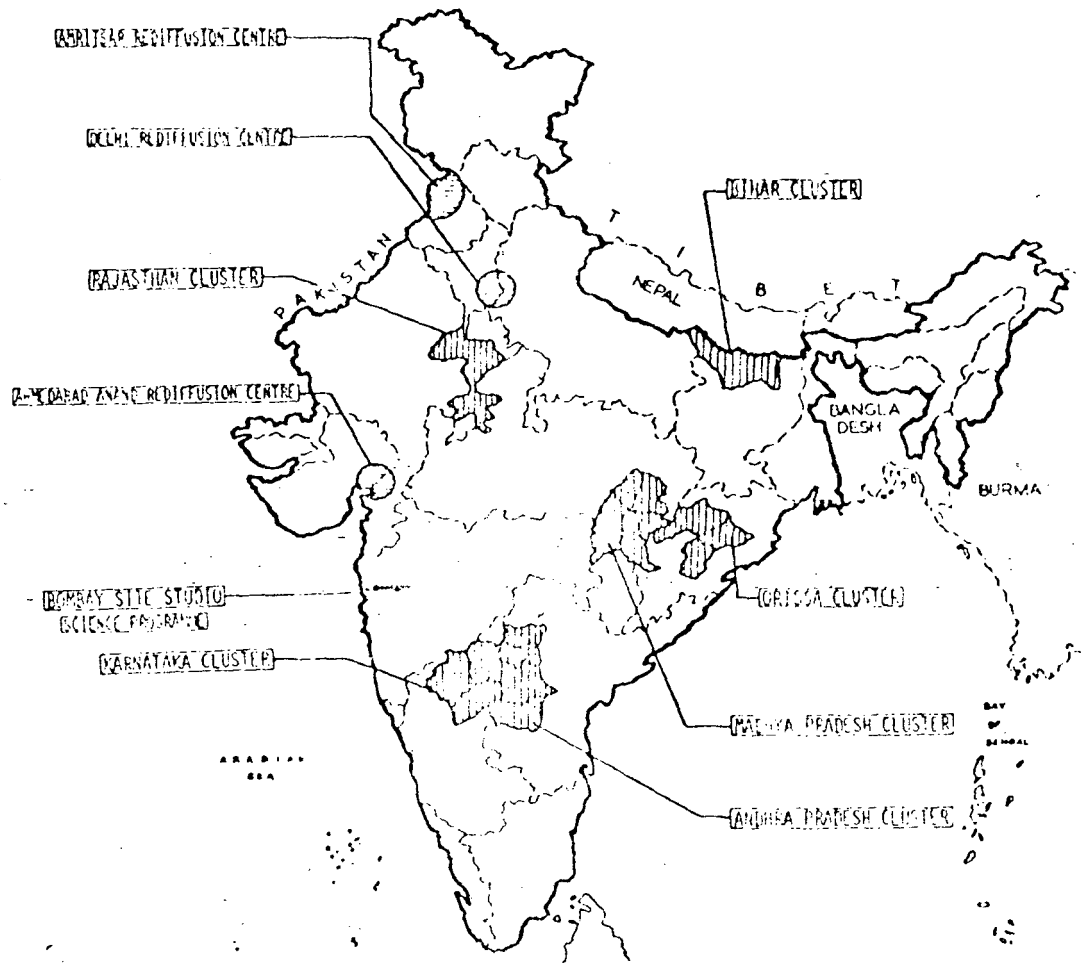
SCALE Y - AXIS - 1 Cm = 100 Crores

that we need is to review our media policy. I will take this up in the following chapter. "Even if a TV set is installed in each village which may not be possible because not all villages have power, the total cost of TV sets will not exceed Rs. 100 crores.³ The seventh plan is said to have made an allocation of nearly Rs. 1,500 crores for Doordarshan alone. (See fig.1.) After the question of accessibility comes the task of adapting television to the peculiar needs and requirements of a developing country like ours. This is the major creative challenge facing our media experts today. The answer lies in mastering the television technology on the one hand and cultivating social perception and sensitiveness to Indian society on the other. "P.C. Joshi has put this idea as "Introducing a few village oriented programmes without introducing a new approach often results in presenting rural programmes with urban people in a rural garb. What is needed is a creative adaptation of both hardware and software so as to take account of the predominantly rural and agrarian character of Indian society. Such a rural and agrarian orientation cannot be achieved without strengthening both the

3. N.L. Chowla - T.V as a catalyst of Social Change. The Times of India. November 10, 1985.

relaying and the production capabilities at the regional and the local levels. The communication equipment and programming must be so restructured as to capture the field view of rural life with all its visual variety, richness and splendour.⁴ Door-darshan has to become a medium of development, information and motivation. There has been an experiment in which all these ideas were put together. This was in the form of SITE i.e. (Satellite Instructional Television Experiment). The potential and possibilities of satellite television as an effective medium of mass communication and education were first visualized and suggested by Dr Vikram Sarabhai, Chairman of the Indian Space Research Organization (ISRO) at that time. ISRO and NASA (National Aeronautics and Space Administration, handled the hardware dimension where as the programmes were produced by the All India Radio. It was decided to carry out the SITE project in six backward states, viz. Bihar, Orissa, Madhya Pradesh, Rajasthan, Andhra Pradesh, and Karnataka. (See Map) The criteria used for selecting these states were.

4. P.C. Joshi - Television Culture and Communication in Mainstream, June 4, 1983. p. 20-21



" "...to gain the widest possible experience which could be used in future nation wide system, the clusters will be located in regions having different cultural, linguistic, and agricultural background. The criteria for cluster selection are: (1) backwardness of the region (2) availability of sufficient inputs and infrastructure facilities so that adoption of techniques suggested in the programme is possible; and (3) the possibility of continuity of service after the satellite experiment".⁵ SITE, in the minds of the planners, was to be a learning experience to provide guidelines to produce good and effective programmes, to trigger and catalyse the development activity, and assess the impact. The special target audience of the SITE experiment excluded the women and children too. This pilot project was conducted for one year during 1975-76. The social objectives of SITE were:

1. To create a climate for development by providing awareness and knowledge about improved methods and practices in agriculture, health, nutrition and family planning.

5. Lok Sabha Secretariat - Sixty-Fourth report on Ministry of Information & Broadcasting: Television, Fifth Lok Sabha, 1974, p. 64.

2. To explore the possibility of bringing about through television attitudinal and behavioural changes which would facilitate development.
3. To test the availability of a system (hardware as well as software) that could deliver the development messages to people with different socio-economic characteristics (UNESCO Report).⁶

Alongwith the social objectives there were primary instructional objectives and secondary instructional objectives. This included contribution to family planning, improvement of agricultural practices and contribution to national integration. The latter objectives were contribution towards general school and adult education, teacher training improving occupational skills and reach and hygiene. But while listing these objectives one must remember that one year of TV was not designed to bring about some hypothetical level of development in remote villages. Thus the objectives did not list specific behavioural outcomes in terms of measurable criteria.

6. 'The SITE Experience' UNESCO: (Report and Papers on Mass Communication), Vol.91. p. 23

There have been a number of studies on the evaluation, analysis and impact of the SITE experiment. Some general observations derived from these studies showed that health, hygiene and nutrition was one area where there were indications of a definite gain. This is also the only major area where women gained more than men and children and adopted some of the innovations. On the other hand the micro analysis of SITE impact study (Sinha 1981) has already indicated that many ideas could not be translated into practice because of some economic, social or cultural factor. There were some infrastructural problems at the stage of adoption. A successful adoption has a miraculous demonstration effect. Surveys as well as case studies recorded that the villagers adopt those innovations which do not involve any additional expenditure or need little expenditure. The suggested physical inputs were sometimes not available in the viewer's nearby surroundings. This was particularly true of the agriculture related programmes. Sometimes the seeds and fertilizers etc. talked about in the programme were either unfamiliar to the villagers or not within their reach in terms of availability. All studies have one common agreement and that is, that the language in which the programme

was telecast was very important. Viewers could comprehend the programmes in their native dialect. The frequency of television viewing is another very important factor, most of the studies indicate that the frequent viewers or in other words the regular punctual viewers were the ones who gained maximum in terms of awareness and innovations. 'SITE has succeeded in attracting amongst its viewers large numbers of illiterate persons and individuals from the poorer sections of the society. Though the literate, upper status villagers may have been better represented in percentage terms in the research, the majority of the audience could have been the other categories.'⁷ The same study quotes that the awareness level of the nutritional importance of foods and diets rose upto 75 per cent through the programme. "A shorter version of the over all modernity scale developed by Inkeles and Smith was used to find out whether television had led to any increase in modernization among the television viewers. Very little information is available on what specifically was contained in the television programmes that

7. Social Impact of SITE on Adults - (Ed. Binod Agarwal, SAC ISRO) in UNESCO Report, Vo.91). p. 3

was expected to contribute to the process of modernization. Despite this lack of clarity, SITE does seem to have influenced that individual's overall concept of modernity in a positive direction. The hypothesis that those who viewed television gain in overall modernity could not be rejected at least as far as the occasional and the frequent viewers were concerned. Data showed that the difference between the control and the occasional viewers was statistically significant.⁸

There were basically two kinds of studies undertaken one by the SAC scientists which included a team of a sociologist, communication specialist and Anthropologist. The other study was taken up by the Planning Commission. The purpose of this study was to evaluate the social impact in terms of its main objectives. Both the studies used a similar experimental design. The villages were divided into two groups (1) Experimental group which consisted of 30 villages with a TV set installed and these were matched by the control group villages located

8. Ibid, p. 36.

at least 10 km away from the experimental group and not exposed to television. The intervening variables that affected the findings of the study were age, education, occupation, land holding, farmer category, income, position held, caste-exposure to other media etc. The basic findings of the Planning Commission study that the gains in the experimental group taken as a whole were not significantly higher than the gains in the control group. The Planning Commission's report is incisive in its argument and has a much greater unity of presentation than the SAC report. It is a small but compact study with a strong linear argument bereft of temporization on doubts but this is also its weakness since the authors seem to over argue their case. In other words they have summarized the overall result of their analysis in a very simple sentence: 'SITE accomplished very little in the way of change in the levels of awareness, knowledge and adoption of new methods in the three areas of agriculture, health and family planning. On the other hand, the SAC scientists have adopted a more complex analytical design and helped identify an important phenomenon in the differential impact of television of the

viewers. They consistently present the differential response of the rare, the occasional and the frequent viewers to the same message which makes their arguments sometimes difficult to follow, but adds by the same measure a vital dimension to the analysis of the communication phenomenon. It also makes a very important point that where the frequency of television viewing is high the programme impact is also high and often significantly so.

Two entirely different types of policy conclusion can be drawn on the basis of the approach adopted on the one hand by the SAC scientists. On the basis of the Planning Commission's study, which argues that SITE television has contributed nothing significantly towards a change in either the awareness or attitudes of SITE villagers, it could be argued that television has no place in the development strategy of a country. On the other hand, following upon the SAC study, which shows that frequent television viewing is likely to bring about the desired change in the developmental direction, it could be argued that what needs to be done is not to scrap television but to improve it. This improvement may be in the

direction of strengthening the message content, making it more attractive, making the conditions of television viewing in the villages most conducive and, above all supporting the message by ground service from extension agencies. For example the Karnataka study⁹ makes a plea for a definite policy regarding the role of television in India in terms of, whether it should be rural-oriented and specifically aimed at rural development. If it should be, then the immediate and pressing needs according to the researchers, is to establish television centres in the rural areas. The extension of urban based telecasts are not likely to meet the needs of the rural people. The urban needs and influences would tend ultimately to encroach upon and overwhelm all the communications intended for rural areas. The researchers also pointed out to some of the obvious short comings in software components of the SITE experiment. This is the point where the development of an appropriate software suited to the Indian needs comes up as the most important task ahead. P.C. Joshi Committee report goes a long way in showing

9. Evaluation of Karnataka SITE experience (K.E. Epan). UNESCO Report vol. 9, p. 42.

the government and the policy makers as to how one can make this possible. Here one may quote P.C. Joshi on the choice of having or not having modern communications. "Instead of being at the receiving end, we must turn into communication planners and evolve our own version of the communication Revolution. Instead of endlessly debating whether to expand or not to expand communication, we must begin to ask; Expansion for what, and for whom? We have to chose between a mechanical technology transfer and an innovative adaption of modern technology.¹⁰ The basic idea is that the more creative we are, the closer we shall be to our national objectives and priorities.

To my mind the experiment with SITE was the first sincere step towards achieving this goal, but even though a follow up committee was formed by the government it has not really proved to be very effective. There are some important inferences on the review of the status of community TV in various states both in the historical perspective as well as its present standing. Some of the following general observations are important:

10. P.C. Joshi - 'An Indian Personality for Television' Report of the working group on Software for Doordarshan. p. 29.

1. "The effective reach of TV in villages, in the areas covered by TV transmission, is very much limited. It is inhibited by lack of minimal structure and facilities for organized viewing.¹¹
2. So long as the infrastructure for linking the potential audience with the medium remains weak and disjointed, there is no logic in creating transmission facilities and pleading helplessness. It would never be cost-effective, if facilities do not exist for exposure". *

This inference is an important one for the future policy of TV in India in terms of utilization, strategies of the physical infrastructure (i.e., TV network, how many, TV sets and where?). There is an immediate need to develop rural TV centres taking into account the fact that rural audiences have limited access to other media, and they are by and large illiterate, and have limited exposure to the outside world due to poor transportation and communication facilities. As I have said earlier

11. B.S.S. Rao Rural TV Communication: The Need for a Functional Delivery System (Papers and Proceedings of Seminar organized by I.I.M.C.) 1980, pub. by I.I.M.C. p-146

that if one wants to go ahead with the task of tapping the potential of TV for rural development then we must give top priority to community viewing, and state governments should ensure the installation and maintainance of community TV sets in each local centre. (For the number of community TV sets see Table 2). Secondly programmes produced for rural TV centres should be of a localized nature, in view of the fact that the programmes of a general nature did not attract as large an audience as expected and were not very effective in terms of catering to local needs of the audience. Here I would like to site the example of the KHEDA experiement.

KHEDA TELEVISION

'Kheda is a district in Gujrat where one year of a television experiment within SITE was carried out. Even though it was within SITE it was in certain ways different, more innovative and a step ahead and I want to quote it here because I think that the conclusions and implications drawn out from this experiment are very important in our understanding

[TABLE 2]

COMMUNITY TV SETS

Sl.	State	Number
1.	Andhra Pradesh	1226
2.	Bihar	2156
3.	Delhi	1074
4.	Gujarat	4858
5.	Jammu and Kashmir** (Excludes Ladakh and Jammu)	577
6.	Karnataka	345
7.	Madhya Pradesh	412
8.	Maharashtra	7053
9.	Orissa	711
10.	Punjab	549
11.	Rajasthan	1799
12.	Tamil Nadu	8098
13.	Uttar Pradesh	6357
14.	West Bengal	349
<u>NORTH EAST REGION @</u>		
15.	Assam	940
16.	Manipur	438
17.	Mizoram	103
18.	Meghalaya	363
19.	Nagaland	390
20.	Tripura	373
21.	Arunachal Pradesh	75
TOTAL		38246

* As in October, 1989.

** As in December 1987.

@ As in December, 1989.

of how to produce programmes which cater to the local needs of the people. Not that it did not have any drawback but the point is that one can definitely learn from the lacunae. Basically the Kheda television planners tried to develop a participatory medium to create a window to the outside world and to fill the informational needs of people. In general, Kheda telecast was socially meaningful and relevant for the poor and also the general viewer. It was thought to be a "lab" close to the scientists for innovation and experimentation in SITE and aimed at effecting changes in the behavioural pattern of the poor. It was viewed in the 355 villages within its range. The programmes were telecast every evening for a period of one hour from 7 p.m. to 8 p.m. The first half hour telecast was in Hindi from Delhi and the second was in Gujrati from a transmitter located in 'Pij' area (Gujrat). The programme content included news, folk dances and other informative programmes in Hindi. The programme in Gujarati were targetted and issue related on 'social problems'. The most important lesson from Kheda is that the single most important factor that influenced the programme preference was language. "In general

Gujarati programmes were preferred to Hindi ones in all cases. But programmes in Charautari dialect were preferred most. A mixed response to the agricultural programmes was observed. Innovations of immediate use, and easy to adapt, in a lecture demonstration format were greatly appreciated. Also, innovations like "scientific method of irrigation and "bed preparation for paddy" were accepted and put to use".¹² The same study also draws the conclusion that the TV programmes on agriculture, animal husbandry and poultry raised the viewers level of awareness, created a desire to do new things and made them conscious of the infrastructure availability which they could use for their development. Health programmes generated discussion among the viewers and also gave them the long and much needed information on subjects they wanted to know. Along with hope; higher expectation was also created in the people, but they could not convert their new found hope into action due to lack of follow up action and alternative means of survival.

12. Aggarwal and Malek - 'Television In Kheda'
A Social Evaluation of SITE, Space Application
Centre, Ahmedabad, p. 70

Now coming to the difference in Kheda and SITE one can say after reviewing their literature that the method of TV programme production in Kheda for the developmental messages is quite different when compared with SITE programme production. 'The care' philosophy of Kheda television centred around developing a participatory medium for creating a window for the outside world and to fill the informational needs of its viewers. To achieve this goal, a number of local forms, idioms and art traditions were used. By this the TV medium, to a large extent got assimilated into the Kheda cultural tradition.¹³

When one is talking of rural development and communication; studies which talk about the audience effect are almost nil. Since its inception in 1959 Doordarshan has been telecasting development related programmes. The feedback from the audience has to be considered for the future of the medium and its programming potential. One can here talk about a field based study that was undertaken in Delhi and adjoining areas. The method adopted was

13. Ibid, p. 73.

indepth interviews. An important observation about Krishi Darshan programme was that this programme meant for moving the rural audience was not been able to achieve the desired objective because of low viewership. Spot observation conducted by Audience Research Unit Delhi Doordarshan in Haryana (April May 1988) revealed that not more than two adult members view the programme meant for the rural audience. Reasons are limited access and more leaning towards entertainment. It was also argued that the information is not need based and is generally theoretical in nature and untimely. The seeds, fertilizers and pesticides referred to in the programmes are generally not available according to farmer viewers.

Family planning is another very important area. Even though it is difficult to give a definite answer to the question of controlling population through TV medium, yet studies in villages have proved that the messages given in the quickes (snap shots) have gone home well. "The ideological change in the attitude of viewers was evident but it is too early to measure the change at the behavioural

level. These spots on family planning and family welfare function as vital source of information and might become one of the channels for motivating the viewers."¹⁴

Thus one may conclude by saying that the major thrust of rural TV should be to reach the underprivileged sectors. There is a need for proper coordination, both horizontal and vertical, among media, extension agencies, field publicity units and other rural development agencies. In order to make programmes more useful, on the spot guidance and effective follow up activities (demonstrations, supply of necessary inputs etc) should be taken up. Also the programmes have to be locally and functionally relevant, based on the needs, aspirations and problems of the rural audience. One has learnt these lessons from the experiments of Kheda and SITE. Our policy makers have to take into considerations all these issues touched upon to make television an effective medium which will act as a catalyst in the developmental process. Development should imply for us a break from the status quo, from inertia,

14. UNI - Backgrounder 'TV in India' its Range and Impact, p. 9. Vol 14, No 28, JULY 13, 1989.

it has to imply movement, change,.....economic development cannot take place in isolation: it requires changes in the social system and in the attitudes of the individual, it implies breaking away from bondages and oppression, and most importantly - it necessitates an 'awakening' of the individual and his self confidence. Communication through the effective medium of television can demonstrate, inform and make the people aware so that they become a part of an on going social process.

CHAPTER - IV

DOORDARSHAN : POLICY FRAMEWORK AND IMPLICATIONS

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This chapter basically deals with the various policy issues concerning the broadcast media and their implications. The need for a relevant communications policy is very important because communications is an input in development and an essential element in modernizing and democratizing societies. Therefore, it has to be subject to policy planning. The very growth, range and versatility of modern communications and the possibility of assembling in varied combinations and systems with diverse capabilities vests it with an overarching importance. The development of communications systems has implications that bear on investments, choices of technology, organizational form, embracing patterns of ownership and control, education, culture, security, individual rights and social responsibility. In the circumstances the evolution^{of} a philosophy if, or a policy for communications is desirable and perhaps increasingly inevitable. The astonishing growth of technology, with all its

promise of low cost and versatility and dangers of manipulations and alienation is itself reasons to ensure that technology does not become a runaway monster but remains a benign humanizing influence.

Communication can be an instrument of power, a revolutionary weapon, a commercial product, or a means of education, it can serve the ends of either liberation or of oppression, of either the growth of the individual personality or of driving human beings into uniformity. Each society has to choose the best way to approach the task facing all of us and to find the means to overcome the material social and political constraints that impede progress. The modern nature of communication means that its fullest possible exercise and potential depends on the consequent political, social and economic conditions, the most vital of these being democracy within a country and equal democratic relations between countries. It is in this context that the democratization of communication at national and international levels, as well as the larger role of communication in inculcating democratic spirit in a society, acquire utmost

importance. Therefore, it is essential that there should be a comprehensive national communication policy linked to overall cultural, social and development objectives. As communication is linked with every aspect of life there is need for a communication policy which will help to narrow down the existing communication gap and eventually eliminate it. The aim of the national media policy is to define the lines on which the media should develop so that they fulfil the role envisaged for them.

Television has expanded rapidly in the country in the recent past. Started as an experimental service in Delhi on September 15, 1959, Doordarshan has now about 180 transmitters all over the country. The coverage of the population is about 70 per cent. With the help of the INSAT, Doordarshan to some extent, has extended its service to backward and remote areas where development activities need support. Colour transmission over Doordarshan was introduced on August 15, 1981. Though the Doordarshan network covers over 70 per cent of the population numerically, the actual coverage is much less as the number of television sets in the country is around 30 lakhs and that also are not distributed uniformly over the country.

The coverage provided by Doordarshan is also lopsided in another way. The transmission to most of the low power transmitters scattered all over the country is from the Delhi Doordarshan centre where the national network programme originates. Most of these programmes are either in English or in Hindi. As a result Doordarshan viewers in many areas do not have access to programmes in their language. There is a need for separate channels for national, state-level and district level programmes if the potential of visual media is to be effectively tapped (see Chapter III).

Thus the primary aim of the Government in formulating a national media policy is to put before the country and the people the broad lines on which the media would develop. This would enable optimum use of the available resources for the social, cultural and economic development of the country, the other side of the picture is the implementation of these policies, and it is generally the gap between policy making the policy implementation from which the problems arise.

Priorities for a Policy

We have to remember that media for social change and media for development are often mentioned as the two most desirable objectives to pursue in national communication policies, in all developing societies. In India, too, these objectives have been repeatedly emphasized in several official documents. What has been lacking however is a clear perception of the concept and a coherent policy framework. Media planners have often used these terms in ritualistic ways that is why the impact on media planning and output has been minimal or superficial. In fact the recent induction of high communication technology has added a new dimension to the need for a purposeful media policy. The revenue of low cost media and such other forms which have been based on people's participation in communication and have been an integral part of our social system have receded into the background.

The mass media and communication planners have a clear policy choice and priority over here. Will they turn into an instrument of the 'new rich' in village society for strengthening a pattern of

economic and social life suited to their dominance, to their integration with urban elites and to their alienation from other members of the village society.⁰ "Will these be allowed to subvert moral values and moral order inherited from centuries? Or will mass media be tapped for promoting the material and cultural upliftment of individuals, groups and communities within the moral universe of collective good of sharing, cooperation and interdependence? Will mass media and communication be agents of accelerating the disintegration of community bonds and consciousness or will they serve to rebuild the shattered structure of rural communities on the basis of more rational, more egalitarian, and more secular socio-economic relationships."¹

We seem to be running away from the objectives with which Television was introduced in our country. Our priorities seem to be shifting from the vast rural masses, their backwardness and developmental needs to serve the entertainment purpose of a handful of urban middle and upper middle classes. Therefore the priorities have to be very clearly defined there

* P.C. Joshi, Communication and National Building Perspective and Policy, The Sardar Patel Memorial Lectures, 1985, p. 11.

has been a move towards the free and unintervened flow of information in the form of the introduction of the Prasar Bharti bill, which will be taken up subsequently in the chapter.

Priority has to be given to the expansion of TV network. There has been no consistent policy of expansion of television network in India. The decisions have been ad-hoc and based on political and other considerations. There seems to be no well planned communication strategy in this regard. Plan figures on broadcasting give a picture of priority and importance attached by the government to broadcasting. There has been a small increase in the funds allocation but the utilization is low². This continued till the Fifth Five Year Plan. But, the Sixth Five Year Plan had a big departure in allocation of funds. "For television the sixth plan had a provision for Rs. 870 million. Because of subsequent expansion plans as mentioned in the chapter II, the outlay went up to about Rs. 2400 million. It was the special television expansion plan originally not incorporated in the sixth plan which has changed the media scene tremendously.

This plan made a provision for Rs. 68 crores aiming at a coverage of 70 per cent of the population by November 1984. In the same year some new projects including expansion of TV network in north eastern region were sanctioned. These involved an outlay of Rs. 56 crores."³

During the Seventh Plan, with the tremendous interest generated by the massive expansion of television network in India, the lack of quality software has, of late become a major concern for the planners and the government. During all these years software for TV has been grossly neglected. The seventh plan envisages the objective of TV reaching the remotest part of the country. It visualizes a "three tier service" for Doordarshan, primary service, national service and local service. Primary service and local service will go a long way to serve the present needs. As the primary service will be available in each major state having a reach throughout the state. It will telecast programmes in the language

2. Bisarya, S.K. "Special Expansion Plan for Doordarshan", Indian and Foreign Review, vol.21, no.16, 15 June 1984, p. 22.

3. Annual Report, Ministry of Information and Broadcasting, 1984-85, Government of India.

of the particular state catering to the needs of the people residing in rural and backward areas. If implemented successfully it can have a far reaching effect as discussed in Chapter III.

Implications for Rural Communications Policy

There is a need for the formulation of communications policies on the basis of the adopted plans of rural development. For this purpose, the objectives of such communication policies must be defined. It has been said time and again that the purpose of communications should include the promotion of change; alienation has to be avoided and participation encouraged. Communication policies related to rural development and even otherwise should be based on clearly stated priorities in terms of investment training etc, for rural communication needs. It is also necessary that these policies provide for connection of the inadequacies and imbalances which have been identified. Also the coordination between the development agencies and the communication agencies is very important. In framing communication policy

and planning, all communication and delivery systems should be considered, with major emphasis on the need for development communication to be in personal contact with the villagers. Also decentralization and localization have become important parts of the communication policy and planning. Since television as a visual medium has a specific role to play and potentiality to reveal and therefore to educate and stimulate action, we have to yet evolve a purposeful net work of community television sets. As talked about in chapter III, several Indian studies on SITE have brought about the inadequacies in software. There appears to be some lack of clarity in the role of post-SITE terrestrial centres. A clear policy definition of television's role in rural development should enable the organization to allocate the resources essential for its more effective contribution and to develop necessary expertise for the purpose. Along with this the use of domestic communication satellite calls for an indepth study. If an effort is made toward establishing audience profile it can give the essential feedback.

"How to adopt television to the peculiar needs and requirements of the poor countries is a major creative challenge facing the media experts, political leaders, the intelligentsia and the people in the developing countries. The officials, experts and leaders of public opinion dealing with television policy and planning have a great moral responsibility. It can only be fulfilled by mastering television technology on one hand, cultivating social perception and sensitiveness to the Indian society on the other."*⁴

Television: The Question of Autonomy and the Prasar Bharti Bill

The issue of state control over the broadcasting media has been a burning topic for debates and discussions for a long time. The perception that the electronic media can function unbiased only when they are autonomous is not new. In our country, however, this perception has sharpened over time, in keeping with the ever increasing reach of radio and television as far back as in 1964, the government

4. Joshi P.C., "Television Culture and Communication", in Mainstream, 4 June 1983.p. 20-21.

had appointed a committee under A.K. Chanda which had examined the functioning of AIR, the only electronic broadcasting medium at that time. This Committee had observed as follows:

"It is not possible in the Indian context for a creative medium like broadcasting to flourish under a regime of departmental rules and regulations. It is only by an institutional change that AIR can be liberated from the present rigid financial and administrative procedures of the government."^{5*}

This committee had recommended the constitution of a separate corporation for Akashwani with freedom to evolve its own methods of recruitment, regulated scales by pay and conditions of service according to its needs and devise a financial accounting system appropriate to its creative activities. In 1977 following the trauma of Emergency, one of the major objectives of the Janata government was the granting of autonomy to AIR and Doordarshan. A committee had been appointed, under the chairmanship of B.G. Verghese, to examine the functioning of the two

5*. Literature on the Prasar Bharti Bill, Ministry of Parliamentary Affairs and Information and Broadcasting.

media and to make appropriate recommendations. On the basis of these recommendations a Bill called the Prasar Bharti Bill had been introduced in the Lok Sabha in 1979. The Verghese Committee Report identified seven facets of autonomy which have again become very relevant with the introduction of the Prasar Bharti Bill, these are as follows.^{6*}

(i) Substance not form: The question of autonomy is not a matter of its nomenclature, but the real substance that matters. The character of an institution projects the 'real life situation' irrespective of the structure.

(ii) Monopoly evokes restraint: Autonomy for broadcast media is inconceivable in a monopolistic system. It is however possible in a competitive situation. For example the thrust of freedom of press is the existence of competitiveness. The reader is exposed to a large range of choices as there are many newspapers, of which each one expresses itself freely and has its own policy.

6*. "Akash Bharati: National Broadcast Trust", Report of the Working Group on Autonomy for Akashwani and Doordarshan, Ministry of I&B, Government of India, New Delhi, 1978, vol.1, pp. 22-27.

(iii) Not a gift: The quantum of autonomy or the degree of interference will be dependent on "the internal affairs" and "credibility" of the institution. If Doordarshan is made autonomous, "to what extent it can protect its autonomy will largely depend upon how well it is run, to what extent it satisfies its consumers. The excellence of its programmes and how objective and fair it is in news and current affairs programming. Its ability to remain autonomous and to prevent constant intervention by outside authorities will largely depend upon itself."⁷

(iv) Culture of Independence: The concept of autonomy concerns the management of the organization. It is generally presumed that autonomy of Doordarshan is mainly autonomy in relation with the government. Therefore, the autonomy has to be more comprehensive. This has to promote, 'decentralization of management' and 'culture of independence'.

(v) Objective Measure, Accountability: The concept of autonomy is not absolute, it has close links with accountability. According to the committee autonomy must be granted along with the "agreed

7 4. Ibid, p. 25.

set of goals" and Doordarshan should be made accountable for its acts of omissions and commission. Then only the actual meaning of autonomy can be realized because it cannot become arbitrary and manipulation of it by individuals for their vested interest will not be possible.

(vi) The Verghese committee admits that absolute autonomy is not attainable because of the prevalent mode of national planning. Any organization in India, including Doordarshan, however, autonomous it becomes, it should "necessarily be part and parcel of the large process of national planning and development". However, a distinction must be made between "national development and national goals" and "party political goals". Lastly one needs a national environment which is conducive to autonomy and development because we cannot understand media in isolation, the general ethos, culture and temperament of the people also plays a very important role.

Verghese committee submitted its report in two volumes discussing diverse areas of All India Radio and Doordarshan and a broad framework for communication policy for India. The major recommendations of this committee were:

- (1) An autonomous national trust should be established under which Akashvani and Doordarshan would function.
- (2) Radio and Television should work for the public purpose. They should function within the framework of a broad perspective of national communication policy.
- (3) The proposed autonomous broadcasting trust authority should be owned by the nation and be accountable to the parliament.
- (4) The priority of broadcasting has to change from "urban elitist moorings to the rural and semi-urban areas and to the urban poor"^{8*} It should also work toward filling the rural-urban and tradition - modernity gaps.
- (5) The autonomy of the authority and independence from control of the government should be guaranteed by the constitution. The committee also suggested a charter for the proposed broadcasting organization.

8*. Ibid, p. 224.

Most of these recommendations are very relevant to the development of television system in our country, although in 1978 when the committee submitted its report the government could not do much as the political scene changed with the congress government coming to power. But the question bulks large today once again with the introduction of the Prasar Bharti Bill and the promise of the National Front government to give autonomy to the media.

In the Prasar Bharti Bill the government has proposed to set up one corporation, with two wings, one for Radio and the other for television. There will be a board of governors, with four full-time (finance) and Governor (Personal). In addition there will be six part-time governors who will be people of eminence in various fields of relevance to the two media. The two Directors general of Radio and Television will report to the Executive Governor. The method of appointment of the Chairman and Governors proposes to virtually do away with the Government's role in the process. They will be appointed by the President on the recommendations of a committee consisting of the Chairman of the

Council of states, the chairman of press council of India and a nominee of the President of India. The independence of the Board of Governors has been further strengthened by providing that the Chairman and Governors before the expiry of their terms, can only be removed in the same manner as prescribed for the removal of the Chairman and members of the Union Public Service Commission in the constitution. It is equally necessary to ensure that the rights and sensibilities of individuals and groups of people, which could be hurt by insensitive or biased programming, are not allowed to be infringed. It is in this context that a provision has been made for the establishment of a broadcasting council. This council will examine all complaints of unfairness and bias or those relating to programmes not being in conformity with the objective of the corporation. This council will consist of a President who will function whole time. He will be assisted by ten other part time members, drawn from various walks of life, so that every aspect of programming could be brought under scrutiny. There is also a provision which will enable this Council to set up Regional Councils to cater to regional needs. The government proposes

to keep creativity and merit as the focal points. Necessary steps will be taken to ensure this. The finances of the corporation will be underwritten by the government on the touchstone of public service. Nevertheless, financial autonomy has to be promoted by providing that the corporation shall have its own funds, into which shall be paid broadcast receives licence fee, if any, advertisement revenue, service fee and other earnings.

A provision has been made to make the corporation accountable to the Parliament. Its annual Report, incorporating a report by the Broadcasting Council, will be placed before both the Houses of Parliament to enable this august body to exercise scrutiny, debate over the manner in which the organization has functioned, and to give the required directions and guidance⁹.

As said earlier autonomy cannot exist in isolation by itself. A proper infrastructure has to be created, an environment which encourages creative software.

⁹. Drawn from address of P.Upendra, Minister of Parliamentary Affairs and Information and Broadcasting, while introducing the Prasar Bharti Bill in Lok Sabha on 29.12.1989.

This is the only elimination of fears like, once the control is removed, all of our country's problems- regional and communal conflicts, separatist movements, conception, criminality will be magnified. However, these are not valid as autonomy of media provides for regulation by the government in public interest, but the objectives and nature of such regulations are defined and the professionals manage the institution to the best of their ability. The Joshi committee which submitted its report to the government in 1984, on the issue of software policy for Doordarshan was of the opinion that the Indian televisions present structure hampers creativity. It proposed, "a structure may be fully autonomous from the government control and yet still be a formidable constraint on the release of creativity. An institution may continue to be within the government framework and yet be so restructured as to assist creativity and innovation as for instance in the case of Atomic Energy and Space Research Centre."¹⁰

10*. "An Indian Personality for Television TV: Report of the Working Group on Software for Doordarshan", Mainstream, May 5, 1984, p.15.

Software Policy and Planning for Doordarshan

Relevant software policy is a very vital component, because in the ongoing communication revolution in many developing countries including India, the basic feature of disparity is between the expansion of hardware and software. In our country the vast expansions of TV (low power transmitters) and (high power transmitters) are not backed by adequate and timely software planning. The MacBride commission had warned about the "under-development of software" as a crucial issue which could hamper the process of development otherwise possible by television. The absence of indigenous software poses a serious danger to the 'cultural sovereignty' of a nation. In such cases the "outside forces" in league with local commercial forces become very active. The commission was of the opinion that genuine and effective (national) independence cannot exist without the support of communication resources. It noted that it is not the media but the message that is important and conditions must be created to carry the cultural message."¹¹

¹¹ 'Radio and Television, Report of the Committee on Broadcasting and Information Media,' Ministry of Information and Broadcasting, Govt. of India, New Delhi, 1966, pp. 1-2.

As said earlier at several places the impact of audio visual media is much greater than print media . This gives rise to anxieties about cultural domination and threats to cultural identity. The solution is not simply to put a stop on borrowing from the west. What is needed is a "positive software planning." As the Joshi committee notes that 'Positive software planning is the most effective way of strengthening the foundations of cultural independence and of national culture. The existing Indian situation is characterised as "poverty of software" which is caused by absence of "collective national will" to bring the creative talent to plan software that will suit the complex diverse and a vast country like India.¹² The government media particularly Doordarshan seems to be alienated from the basic needs and problems of the people of our country. Particularly the rural masses are neglected. If development has to take place then information has to effectively go down and reach the masses for them to come along and participate in this ongoing process. But this does not seem to be the case

¹² An Indian Personality for Television, op.cit., vol.1,p.4.

as discussed in chapter III. Doordarshan at present is feeding everyone with the same spoon. Whereas the need of our time is to understand the peculiar nature of problems of our rural masses. These differ from region to region. The cultural matrix cannot be left behind. simply increasing the number of transmitters is not the solution. We have to remember the objectives with which Television was launched in India. A 'credibility gap' has emerged because of the growing hiatus between profession and practice, between official pronouncements emphasizing use of television for development and education, and the increasing drift and departure from them in actual programming. The recommendations made by the panel on communications of the National Planning Committee before independence and by pioneers like Vikram Sarabhai after independence have still to be implemented fully. The development potential of television has remained untapped because of the neglect of the software policy and planning. The government needs to seriously take into consideration the recommendations of the P.C. Joshi committee report as it has discussed various issues relevant

for software policy and planning for Indian Television. It proposes to give our own version to the communication revolution instead of being at the receiving end from west. Doordarshan as it exists at present is creating a gap between rich and poor by introducing the urban middle classes to the consumerist culture through the commercialization of media. As discussed in Chapter II we need to essentially create facilities for community viewing in India's villages and secondly develop relevant development oriented softwares. In this direction the vision and creativity is essentially lacking. Making programmes for community viewing in terms of information, education and entertainment calls for a different kind of approach, methodology, techniques and equipment which we have not developed as yet. The granting of freedom in the functioning of Doordarshan might encourage the sensitive producers to come forward with programmes and packages which are useful and suited to the needs of a developing country like India. To realise this new vision of software the system of management and administration of Doordarshan must be reformed. Granting autonomy is the first step in this direction, but along with this the factor of social accountability is also

very important. Therefore, as a part of policy and planning objectives need to be clearly and boldly stated and then various recommendations made by the committees appointed from time to time be taken into consideration for the achievement of these objectives. The present software planning has an elitist orientation. The weaker sections of the society are badly neglected. There seems to be a paradox a gap between 'promise and performance; between planning and execution." This brings down the role which television is expected to perform. The objectives stated in (Chapter II) go to the background. Also the various projects and schemes launched by the government are devoid of any communication strategy. Thus we have a growing television network which has yet to come up to our expectations. Audio visual media still remains a power which has not been exploited to its fullest. It can play a very important role in mass education and family planning in a country like India where the masses are largely illiterate. In the atmosphere where radical changes in the educational system are being talked about mass media in general and television in particular, has a very challenging role to play.

Realising this potential, the status report of the Ministry of Education observes that by the support of a satellite, a TV network covering most people of the country can offer a lot to the promise of new educational initiatives. This technology can undoubtedly, revolutionise the teaching-learning system by enriching formal education and also by supporting non formal education as well as the distance learning systems. Media, particularly Doordarshan can neutralise the apathetic attitude and the passivity of the people related to literacy programmes. It can make the people aware of its importance in fighting the forces which keep them oppressed and poor. Adult education can also become a very important part of this literacy drive, as adult education needs communication support.

A Namedia (media foundation of the non-aligned) document, a vision for Indian Television (1986) has pointed out that "education through television must be highly diversified, feasible and informal, not be degree oriented nor catering to dropouts, but more vocationalized to help stem the frustration

of educated youth driving to revolt." An (operational Research group) study 1988 on 2,850 children from 300 schools in 84 towns and cities revealed "the lowest viewership even among the ninth and the tenth class students. These programmes meant for viewing in schools are watched by barely 10 per cent students in 11-15 age group."¹³

An earlier study in (1980) by NCERT entitled "Utilization and comprehensibility of school television programmes in Delhi," stated: of the 850 schools having arrangements for viewing educational programmes, students in about 62 per cent schools were found not viewing these programmes. Again, of those schools where students watched these programmes, one-third were attentive while watching these programmes." It was also discovered that 'many teachers did not find these programmes useful... the lesson quality per class was also not sufficient.' The main reason for under-utilization of these programmes were said to be "lesson content not being different," improper environment and most lessons being "out of course."*

¹³ M.R. Dua, "Impact of Television on Its Audience," in VIDURA, September-October 1989, pp.5-6.

Majority of these programmes evidently lack creativity, or the treatment on the part of the producers which can attract children's interest. To be successful, children's programmes will need special care, sensitivity in subject selection, treatment and deep understanding of the child's mind. In addition, flexibility of thought on emphasis, curiosity, felicity of language, humour, concept formation, sex-role identification and fantasy are some of the key points for the success of children's shows on television. Unfortunately, a large majority of children's programmes on Doordarshan do not adroitly weave these factors, and are consequently unattractive. These are either too subtle, profound, loaded with facts and information, presented in a drab manner. The obvious results are that children rarely look forward to watching these programmes. Though things have begun to take a turn of late, but much more indeed remains to be done by Doordarshan in this area of utter request and unconcern so far.

Entertainment : A New Approach

Doordarshan policy already lacks a perspective on entertainment. It is quite clear from its programming

content that by entertainment it means formula feature films and film - based programmes. This vibes well with the revenue interests of Doordarshan. Doordarshan needs to make its own tele-films with a message and cultural content. The rich folk and cultural tradition of our society is awaiting attention from Doordarshan. What we need most is meaningful entertainment. This has to become an important aspect of software planning for Doordarshan in India.

Doordarshan and Portrayal of Women

Doordarshan's programming on women made tremendous impact on the viewers in the initial stages. 'Ghar Baahar' compered by Ms Pratima Puri used to be the most viewed show for several years. The programme has since lost vision and lacked direction, though it has been catching up for some time. The reason for its eclipse has been changes in its transmission time anchor person and programming content. Besides, a consistent indifference was visible for quite some time to meaningful and relevant programmes for women. So much so that the Namedia document on television

referred to earlier has very candidly stated that in television programmes on women^{*14} "the grossest injustice was done to women and a conscious and unconscious male chauvinism dominated." Stereotypes of women as a sex symbol, the object of man's lust, subordinate to male will, social and domestic slave, patient sufferer in family interest, shining example of self-abnegation and other such outmoded and reactionary roles supposedly sanctioned in tradition were shown and glorified. The women as an equal companion of man in life's struggle was never stressed."

On the other hand the female figures, vulgarly exploited in several advertising campaigns, is a sign of disturbing concern to the honest feminist movement in the country. The glamorous female image is a "confirmation of the swinging, westernized woman, who advertisers believe symbolizes the unconscious dream of every Indian women." The reality is that the true role of women in India society needs to be redefined, an honoured place in society assured and promoted.

14*

Ibid., p.6.

The Joshi committee also stressed this point. "The government must, at the earliest, formulate clear cut guidelines regarding the positive portrayal of women on television. This must take note of women in all facets of their lives - as workers, significant contributors to family survival and national economy, and must further endeavour to integrate women on terms of equality in all sectors of national life and the development process."¹⁵

Family Planning and Human Resource Development

Policy framework of Doordarshan also has to take into account the task of support in the implementation of family planning programmes. As the size and growth of India's population has added enormous complexity to the task of socio-economic development, the population has more than doubled since independence. Television has enormous potential to promote family planning. But family planning communication as it exists seems to be a single stream exercise that concentrates exclusively on projecting the necessity

15. Ibid p. 6.

for and means of adopting contraceptive technology. An integrated approach is needed which envelopes related components like poverty alleviation, health education, raising the status of women etc. For all this to be possible the basic condition as stated earlier is that TV should be accessible to all the targeted audience..

Moreover, any intensification of communication activities to promote family planning must be accompanied by a simultaneous gearing up of a network of accessible and satisfactory devices that conform with what is being projected. If a headway is to be made by the family planning programme, the separate related programme on health education, poverty eradication, improvement of women's status etc. have to be shown. These programmes can act as a support to the package on family planning. It will also help the narrow conceptualization of family planning communication; which has become a single-stream exercise that concentrates exclusively on projecting the necessity for and means of adopting contraceptive technology. The family planning message needs to be firmly rooted in an integrated philosophy

of human development and social change. In this connection what is needed is a careful identification of the range of issues with which population interests combine, and a systematic build-up of the knowledge base of the communicators on the linkage, so that a deep-rooted population concern permeates programmes on all the related issues. It will be helpful if there is a population policy statement that spells out time bound goals for the inter-related development measures necessary to ensure the achievement of the demographic goals. Such a policy statement would provide the mainspring of an integrated social communication effort. An integrated effort also calls for the use of all mass media in conjunction with extension and inter-personal network. The role of Television needs to be categorically spelt out within a large orchestrated communication campaign that has an effective interface of the inter-personal and extension resources with the mass media".¹⁶

The focus on direct communication has been useful for creating an awareness among the people for the programme. But now, the continued major

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'An Indian Personality for Television' .
op. cit ed p - 15. part III

emphasis on creating awareness among the people is no longer needed. In past the poor availability of resources or basic health services, are dreadfully weak. This area needs to be strengthened as emphasized earlier. "A key element in service delivery is well trained and motivated field workers. A development support communication approach is needed to achieve this. The key to this approach, is the utilization of communication researchers to first keep strengthening the service delivery infrastructures and then secondly to encourage the target groups to use these services. In practical terms this means using family planning communication resources to help a range of related activities"¹⁷. Also various target groups differ from each other in their needs for family planning information, therefore, the communication component of family planning programmes has to be flexible in content and strategy. In other words communication strategies have to be tailored to the specific needs and circumstances of different target groups throughout the country. In order to effectively reach the masses of people living in the rural areas, the communication messages should also take into account their socio-economic characteristics,

17* S.C. Jain 'A New Approach to Family Planning Communication' in 'Vidura' June 1985. p.147.

cultural values and traditions and religious orientations. The telecast of spots on family planning started only in October 1987. The initial reactions towards these spots were studied by Audience Research Unit of Delhi Doordarshan Kendra during March - April, 1989 in a Haryana village, Rohtak. The following details emerged "At the normative level the villagers welcomed the idea of being educated by the 'audio visual' medium. The male viewers termed them as educators and guides for the young who could plan their lives in a better way. In Delhi and Rohtak city, the adult viewers did not support these telecasts at prime viewing time since they caused embarrassment in family viewing situation. The potential of the medium as an educator, however was accepted by all the viewers'.

Education and Information Policy

Television has the potential to approach and appeal to the educated and the uneducated, the rich and the poor, the urbanites and the rural folk. The mass nature of the television medium favours simplicity of form. The audio-visual aspect of the medium makes it an effective channel for educational purposes.

TABLE 1

Percentage distribution of the level of motivation with regard to the variables such as Production Loci, Formats of Presentation, Transmission quality (audio and video) and defined objectives.

S.I. Variables	Level of Motivation							
	High		Moderate		Low		Total	
	No.	%	No.	%	No.	%	No.	%
1. Production Loci								
a. Indoor (N=29)	5	(17.2)	12	(41.4)	12	(41.4)	29	49.1
b. Outdoor (N=20)	10	(50.0)	8	(10.0)	2	(10.0)	20	34.0
c. Both (N=10)	2	(20.0)	7	(70.0)	2	(10.0)	10	17.0
2. Formats								
a. Lecture format (N=24)	3	(12.5)	12	(50.0)	9	(37.5)	24	40.7
b. Interview/Discussion (N=11)	-	-	6	(54.5)	5	(45.5)	11	18.7
c. Narration/Voice over (N=24)	14	(58.3)	9	(37.5)	1	(4.2)	24	40.6
3. Audio (Pace & quality)								
a. Medium & Lively (N=42)	17	(40.5)	22	(52.4)	3	(7.1)	42	71.2
b. Slow & Monotonous (N=17)	-	-	5	(29.4)	12	(70.6)	17	28.8
4. Video Quality								
a. Excellent (N=19)	17	(89.5)	2	(10.5)	-	-	19	32.3
b. Good (N=31)	-	-	24	(77.4)	7	(22.6)	31	52.6
c. Poor (N=9)	-	-	1	(11.1)	8	(88.9)	9	15.3
5. Defined Objectives								
a. Clearly Spelt (N=37)	17	(45.9)	18	(48.6)	2	(5.4)	37	62.7
b. Not clearly spelt (N=22)	-	-	9	(40.9)	13	(59.1)	22	37.3

Television can be effective in schools and colleges as it conveys most literal form by giving us oral language/verbal communication combined with visual perceptions. Television entered into class rooms during January-March, 1960 and the school children were the beneficiaries. The regular INSAT television programmes for higher education were started in the year 1984. The University Grants Commission has evolved a credo for the country-wide class room and accordingly these programmes will aim to upgrade and enrich the quality of education; motivation, creativity and analysis will be the guiding elements. They shall seek to exploit the television's potential to bring the latest findings, a research laboratory, a remote location or a case study to the viewers. In a study on the ETV programmes P. Govindaraju¹⁸ has tried to relate the percentage distribution of the level of motivation with regard to the variables such as Production Loci, Formats of Presentation, Transmission quality (audio and video) and defined objectives. (See table 1) Out of the total of 59 programmes which were actually reviewed by the author around 73% of the programmes produced were more or less structured in nature and subject oriented in form. The rest were in the form

18. Govindaraju, P. ETV Programmes in VIDURA, September-October, 1989.

of general enrichment. Out of the total around 49% of the production were mainly based on indoor locations, followed by 34% of outdoor locations, and the remaining 17% used both the loci points. It was generally observed that outdoor shots motivate to a great extent than the indoor shots productions. The differential level of motivation also depends upon the mode of presentation. Out of the three major formats described, the narrative/voice over and interview/discussion formats possess 'high' and 'moderate' levels of motivation potential respectively. Audio quality is also very important for the level of motivation. The programmes rated slow and monotonous were of a 'low level' motivation. The idea of outdoor based programmes having a better impact with regard to the level of motivation coincides with the SITE experiment with the rural audience.

While we talk of education and information, our policy framework needs to keep the rural audience in front. According to the 1981 census the rural population accounted for 525.2 million (76.69%) out of the total population of 685.2 million. The cultural ethos and milieu of India is rural. It is, therefore, pertinent to examine the way television - the most

[Table - 2.]

Comparison of contents analysis of Krishi Darshan Programme

Sr. No.	Content classification	Period of Study			
		30 September - 20 October, 1986 Items (40)		26 June - 16 July, 1989 Items (32)	
		Frequency of items	Percentage	Frequency of items	Percentage
1.	Crop information including horticultural and vegetable crops	10	25.0	4	12.4
2.	Information on marketing, procurement, loans, crop and cattle insurance	8	20.0	1	3.1
3.	Entertainment	7	17.5	6	18.6
4.	Health & Hygiene	3	7.5	1	3.1
5.	Farm Machinery & Implements	3	7.5	-	-
6.	Soil Conservation & Plant Protection	2	5.0	2	6.2
7.	Rural Handicrafts	2	5.0	-	-
8.	Development topics including Panchyati Raj, Jawahar Rojgar Yojana, Women's participation, agricultural education, etc.	1	2.5	8	24.8
9.	Kitchen Gardening	1	2.5	-	-
10.	Animal Husbandry & Veterinary Sciences	2	5.0	-	-
11.	Letters from farmers - feedback	1	2.5	1	3.1
12.	Agricultural News Bulletin	-	-	2	6.2
13.	Miscellaneous topics including Weather Reports, Social Forestry, Tele-communication, etc.	-	-	7	21.7

sought after modern electronic medium - is serving the rural masses, as also the contents and constraints of the rural development programmes. The Krishi Darshan Programme (KDP) since its early inception in 1967, and gradual expansion to four weekly evening relays of half an hour each continues to be the single most regular programme for agriculture and rural development. The basic objectives of the programme are to familiarise the rural audience with the latest scientific and technical knowhow about farming practices, agricultural machinery and implements, animal husbandary and rural development programmes; to acquaint the viewers with the importance of health and hygiene, employment, sanitation and educational issues. This programme was watched regularly for its contents, resource personnel and mode of presentation for four weeks from 30, September to 30, October, 1986 (reported by authors in Vidura, 1987, 24, 2) and 26, June - 16, July, 1989. Details of contents in (table 2) indicates that whereas the earlier programmes were heavily crop science based and programmes on development schemes and plans were very few, the trend has registered a remarkable change over the period with focus on developmental issue

as Panchayati Raj, Jawahar Rozgar Yojana, Women's Participation and Representation in Panchayati Raj institutions, forming a major component of KDP. Likewise there was more coverage on topics like social forestry, tele-communication etc. However, certain important segments like animal husbandary and veterinary sciences continue to be more or less ignored. Thus there is a need to improve the programme content. Subsequently, more television programmes must emanate from the villages, with common issues and problems and from the farmers fields. Television must not only produce programmes for the rural people but also of the rural people; let it present what the rural people think of themselves and what solutions do they offer for their problems. Let the television not present, as the Joshi Committee Report on Software for Doordarshan pointed out "an urban view of rural problems or a view of the problems of urbanised villages".

Doordarshan's information and news policy has also been much talked about. As information is one of the major tasks of any media and in the case of Doordarshan the responsibility increases with the visual effect. Doordarshan's news is criticised to

be essentially a 'VIP oriented news'.

In fact, during the last elections this point had come in lime light with various cartoons naming Doordarshan as 'Rajiv Darshan'. The National Front Government has taken the first step towards removing this bias by introducing the Prasar Bharti Bill. One may here recall some information based programmes shown in the recent past by independent producers such as Nalini Singh who carried investigative reports on Bhagalpur communal riots; had a tremendous impact on the viewers. This to say that in the right environment autonomy to the producers might encourage similar efforts and increase the credibility of the information based programmes. Bring them out of the monotony into a viewership which is active and critical. The news policy of the broadcast media provides that distinction should be made between news and views, i.e. factual and objective reporting alongwith news making views should only be included in news bulletins. Background of events and happenings should be provided to the viewer, for this will place the news in its proper perspective.

To sum up, in this chapter, I have tried to discuss the various policy related issues of Doordarshan. Alongwith this the software policy of Doordarshan towards a clear perspective to evolve a "people oriented, problem oriented and development oriented" television in the Indian context. One has also tried to discuss that the need in the Indian context is that TV should act as a catalyst in the process of social change. Doordarshan has to move along the objectives which were clearly stated in the policy framework when it was launched as an experiment in 1959. There have been efforts to review and improve in the forming of various committees. But their recommendations have to be implemented very seriously especially the P.C. Joshi Committee Report is the most comprehensive one. The crux of our fault lies in the gap between policy making and policy implementation.

CONCLUSION

CONCLUSION

The twentieth century has been appropriately called the age of the development of mass media. It has tremendous potential to support the developmental process. This is assuming that development is desirable and that communication media particularly television with its obvious audio-visual advantage can play a very important role. But media cannot stand alone. The value of communication media is in support of a whole range of developmental initiatives. There is little that media can do in isolation. To take up any academic exercise in the direction the understanding of the backbone of communications i.e. the media theories is very important. Keeping this in view (Chapter I) briefly summarizes and links up the various theories and schools of thought related to communication. These theories have their own intrinsic weaknesses and plus points. They are somewhat time bound and even dated in formulation. Mass communication has been expanding and changing in such a way that it is very difficult to retain a consistent view of it.

Societies too are changing and one proposition which is common to all theories and which cannot be ignored is that we are entering information age. This is the take off point - when we say information society one is basically saying at the very least that mass media are expanding and becoming more efficient at producing and distributing information.

The subsequent chapters have tried to link up how this information penetrates downwards in a developing country like India. This question is embedded in the policy framework and strategies related to communication. Keeping in mind the unprecedented expansion of television network in India with the VI plan and INSAT, an attempt has been made to understand the growth of television beginning from 1959 when it was started as an experiment. Chapter II states the objectives with which television was introduced, its expansion growth and commercialization and potential are other issues which have been taken up. A peep into the functioning and growth of Doordarshan in India shows that it has been quite haphazard. It has an essentially urban based character. The boldly stated objectives which included social change and

integration on one end to stimulation and appreciation of country's artistic and cultural heritage on the other have been left far behind. Commercialization has taken over the scene very heavily, along with film based entertainment and big banner serials. Along with this, uncritical borrowing from the west has reduced television into a luxury of the upper and the middle classes. This has opened up a number of questions related to the policy perspective of Doordarshan which have been taken up in Chapter IV.

When we talk of 'development' for our country, the rural masses are the ones who call for attention. Television cannot merely become a commodity to be placed in the living rooms of privileged people. Its potential needs to be tapped for helping the rural masses to come into the mainstream of information. Development is above all a human process and not just a mechanical or a technological change. In the ultimate analysis it is the development of the people, which implies development in them of the awareness of their problems. This is where Doordarshan comes in. It is the swiftest and the most effective way of reaching the rural communities. The questions that come up

are media for whom? Development for whom? Expansion for whom? But we are not really heading towards the use of Doordarshan for modernization and development. Even after 30 years of achieving several landmarks, Doordarshan continues to be in the main an urban centered communication medium. Its programmes are not for the ones who need them most. The only experiment which took up these relevant issues has been SITE. Suggested and visualized by Dr. Vikram Sarabhai in 1975-76, it was started with the social objective of bringing about attitudinal and behavioural changes through Doordarshan to facilitate development. Along with ~~with provide~~ ^{provides} this it also provides awareness and information relating to improved methods and practices in agriculture, health, nutrition and family planning. Within the economic social and cultural constrain this experiment along with the one in 'Kheda' district of Gujarat have shown that if the targeted audience are provided information in their own language it surely has a desired effect. Several post SITE studies - have been discussed to highlight, the various problems in the implementation of the project and future suggestions. A common view in these studies is that frequent television viewing is likely to bring about the desired changes

in the developmental direction. But for this the software dimension needs immediate attention as the urban needs and influences are ultimately overwhelming the communication intended for rural areas. There have been some obvious shortcomings in the software component of the SITE experiment. In the last chapter this issue has been discussed along with the question of autonomy.

SITE experiment has clearly shown that so long as the infrastructure for linking the potential audience with the medium remains weak and disjointed, there is no logic in creating transmission facilities and pleading helplessness. The question of accessibility is important but again the point is for whom? There is an immediate need to develop rural TV centres taking into account the fact that rural audiences have limited access to other media and moreover they are by and large illiterate.

These issues throw us back to policy planning and perspective. It is essential that there should be a comprehensive national communication policy linked to overall cultural, social and developmental objectives.

Priorities for the policy framework need to be boldly laid down, and Doordarshan has been increasingly succumbing to the pressures of the elite groups in society. This has led to a strong urban bias. The objectives with which Doordarshan started have been repeatedly emphasized in various documents and committee reports. What has been lacking however, is a clear perception of the concept and a coherent policy framework which is purposeful at the same time. Software dimension has to be the most important part of this policy. There is a clear policy choice of either alienating the media from the masses for whom it was introduced or serve the interests of a handful of people. Also, even though attention has been given to expansion in planning but the policy has not been consistent and coherent. The decisions have been rather adhoc and based on political and other such consideration. On the other hand there is lack of quality software, it has been grossly neglected all these years. The P.C. Joshi committee report which is most comprehensive has clearly stated that Doordarshan should mirror an 'Indian personality'.

Decentralization and localization have to become important parts of the communication policy and planning. We have yet to evolve a purposeful network of community television sets. It is futile to talk about Doordarshan and development without it being accessible to people living in the rural areas. Family Planning and Education need an important place in the policy framework.

The granting of autonomy to Doordarshan is a step which is much welcomed. The Verghese committee has discussed the various issues and dimensions of autonomy and comprehensively shown how it is attainable giving our conditions and limitations. The Prasar Bharti Bill is a major step in this direction. Autonomy will give an opportunity to creative producers and also to the people it will give a canvas of choice. The government needs to go back to the suggestions and recommendations made by the Verghese committee.

One may say that Doordarshan policy needs a fresh perspective. Its expansion seems to be a conscious political decision which aims toward propaganda and image making. The commitment towards the stated

objectives seems to be lacking. The seventh plan envisages to increase the TV coverage to 80 per cent, but without the provision of community TV sets to the poor people in rural areas it is meaningless. There is a need to take out Doordarshan from the clutches of commercialization to a new approach of reaching out to the masses with the message of development. This objective can only be fulfilled by mastering television technology on one hand and cultivating social perception and sensitivity to the Indian society on the other.

APPENDIX
(TABLES AND DIAGRAMS)

CHRONOLOGY OF EVENTS

1. Doordarshan experimental service inaugurated at Delhi 15.09.59
2. School Television (STV) launched 24.10.61
3. Daily one hour regular service started at Delhi 15.08.65
4. First Hindi News Bulletin introduced at Delhi 15.08.65
5. Krishi Darshan - first rural programme started at Delhi 26.01.67
6. Duration of TV service increased to two hours, on Sundays, and one and half hours on other days 15.08.68
7. First English News Bulletin introduced at Delhi 03.12.71
8. Bombay Kendra inaugurated 02.10.72
9. Srinagar Kendra inaugurated 26.01.73
- 10.a. Satellite instructional TV experiment (SITE) launched in six states. 01.08.75
- 10.b. SITE completed 31.07.76
11. Calcutta Kendra inaugurated 09.08.75
12. Madras Kendra inaugurated 15.08.75
13. Lucknow Kendra inaugurated 27.11.75
14. Commercial Service introduced 01.01.76
15. Doordarshan de-linked from Akashwani 01.04.76
16. First Post-SITE TV Center(Jaipur) commissioned 01.03.77
17. Hyderabad Kendra inaugurated 23.10.77
18. Jalandhar Kendra inaugurated 13.01.79
19. National Programmes of Music and Dance introduced in four metros 25.01.80
20. Bangalore Kendra inaugurated 01.11.81
21. Nagpur Kendra inaugurated 15.08.82

22. TV Goes Colour	15.08.82
23. National Programme introduced	15.08.82
24. Guwahati Kendra inaugurated	19.11.82
25. Trivandrum Kendra inaugurated	19.11.82
26. 20 Low Power Transmitters commissioned	19.11.82
27. TV Coverage of Asiad	19.11.82
28. TV Coverage of NAM	7 - 12.03.83
29. Operationalization of INSAT-IB	15.10.83
30. Starting of Regional News in Telugu from Hyderabad	14.11.83
31. Ahmedabad Kendra inaugurated	19.11.83
32. TV Coverage of CHOGM	22 - 28.11.83
33. First sponsored serial 'Hum Log' (156 episodes) goes on air	05.07.84
35. Gorakhpur Kendra inaugurated	13.08.84
36. Higher Education Television(HETV) produced by UGC introduced	15.08.84
37. Rajkot Kendra inaugurated	30.08.84
38. Transmitters linked with Calcutta (West Bengal)	
(a) Asansol	15.09.84
(b) Murshidabad	14.02.87
(c) Kurseong	30.04.88
39. Doordarshan celebrates Silver Jubilee	15.09.84
40. Delhi Kendra gets 2nd Channel	17.09.84
41. Bombay Kendra gets 2nd Channel	01.05.85
42. Uplinked of Hyderabad with other transmitters in Andhra Pradesh	14.01.87
43. (a) INTEXT Service introduced at Delhi	19.11.85
(b) INTEXT Service introduced without decoder on Channel 101.12.87	

44. Terrestrial transmitters in Maharashtra linked with Bombay 09.08.86
45. First unmanned Very Low Power Transmitter (VLPT) fed by solar panel, installed at Rawatbhatta 04.01.87
46. Terrestrial transmitters in Andhra Pradesh linked with Hyderabad 13.01.87
47. Kodaikanal (Tamil Nadu) linked with Madras Kendra 14.01.87
48. Morning Transmission introduced 23.02.87
49. Late Night feature film introduced 07.04.87
50. Weekly News Bulletin 'Hearing Impaired' introduced at Delhi 15.10.87
51. Calcutta Kendra gets 2nd Channel 19.11.87
52. Employment News introduced at Delhi 31.05.88
53. Madras Kendra gets 2nd Channel 01.07.88
54. Regional News Bulletin introduced at Cuttack Kendra 01.07.88
55. INSAT-1C launched 27.07.88
56. Cochin Linked with Trivandrum 21.08.88
57. Terrestrial transmitters in Tamil Nadu linked with Madras Doordarshan for limited duration 15.08.88
58. Bhatinda linked with Jalandhar Kendra through micro-wave 16.08.88
59. Calicut linked with Trivandrum Kendra 21.10.88
60. Transmitter complex at Pitampura inaugurated at Delhi 07.11.88
61. Doordarshan Kendra Hyderabad Shifted to New Studios 27.11.88
62. Thursday Feature film re-scheduled at Delhi 08.12.88
63. Afternoon transmission begins 26.01.89
64. Central Production Centre (CPC) inaugurated at Delhi 06.02.89
65. Morning Transmission extended upto 8.45 am. 01.05.89
66. Duration of **Second Channel** at four metros increased to three hours from 7.30 to 10.30 pm. 26.01.90

BASIC INFORMATION

1.	<u>EXISTING TV TRANSMITTERS</u>	508
	<u>(As on 15th Dec. 1989)</u>	
	High Power Transmitters	54
	Low Power Transmitters	371
	Very Low Power Transmitters	69
	Transposers	14
2.	<u>EXISTING PRODUCTION CENTRES</u>	18
3.	<u>TRANSMITTERS EXPECTED TO BE IN SERVICE ON COMPLETION OF VII PLAN SCHEME</u>	545
	High Power Transmitters	84
	Low Power Transmitters	356
	Very Low Power Transmitters	80
	Transposers	25
4.	<u>PRODUCTION CENTRES</u>	48
5.	<u>BROADCAST COVERAGE (IN %)</u>	
	EXISTING (As on 15th Dec. 1989)	
	Population	76
	Area	54
	PROPOSED (In Completion of VII plan scheme)	
	Population	84
	Area	70
6.	<u>TOTAL TV SETS - November '89 (in lakhs)</u>	
	Domestic	225.4
	Colour	55.7
	Black & White	169.7
	Community	00.38
7.	<u>ADVERTISING - 1988-89(in lakhs)</u>	
	Gross Revenue	16126

* * * * *

EXISTING PROGRAMME PRODUCTION CENTRES

	<i>States/Union Territories</i>	<i>Existing Centres</i>
1.	<i>Delhi*</i>	<i>Delhi</i>
2.	<i>Maharashtra</i>	<i>Bombay Nagpur</i>
3.	<i>West Bengal</i>	<i>Calcutta</i>
4.	<i>Tamil Nadu</i>	<i>Madras</i>
5.	<i>Punjab</i>	<i>Jalandhar</i>
6.	<i>Uttar Pradesh</i>	<i>Lucknow Gorakhpur</i>
7.	<i>Kerala</i>	<i>Trivandrum</i>
8.	<i>Karnataka</i>	<i>Bangalore</i>
9.	<i>Jammu and Kashmir</i>	<i>Srinagar</i>
10.	<i>Assam</i>	<i>Guwahati</i>
11.	<i>Gujarat</i>	<i>Ahmedabad Rajkot</i>
12.	<i>Rajasthan</i>	<i>Jaipur</i>
13.	<i>Andhra Pradesh</i>	<i>Hyderabad</i>
14.	<i>Bihar</i>	<i>Ranchi</i>
15.	<i>Orissa</i>	<i>Cuttack</i>

* Additionally a Central Production Center (CPC) has been set-up on 6.2.89.

PROGRAMME PRODUCTION CENTRES TO BE COMMISSIONED

(As part of the VIIth plan)

States	Proposed Centers
Andhra Pradesh	Vijaywada
Arunachal Pradesh	Itanagar
Assam	Dibrugarh Silchar
Bihar	Patna Daltanganj Muzaffarpur
Goa	Panaji
Haryana	Capital City
Himachal Pradesh	Shimla
Jammu & Kashmir	Jammu
Karnataka	Gulbarga
Maharashtra	Pune
Madhya Pradesh	Bhopal Raipur
Manipur	Imphal
Meghalaya	Shillong Tura
Mizoram	Aizwal
Nagaland	Kohima
Orissa	Bhubneshwar
Sikkim	Gangtok
Tamil Nadu	Madurai
Tripura	Agartala
Uttar Pradesh	Allahabad Bareilly
West Bengal	Siliguri
<u>Union Territory:</u>	
Andaman, Nicobar Islands	Port Blair
Chandigarh	Chandigarh
Pondicherry	Pondicherry

STATE-WISE TV TRANSMITTERS*

State/Union Territory	HPT's	LPT's	VLPT's	Trans- posers	Total
Assam	3	8	-	2	13
Andhra Pradesh	3	25	-	2	30
Arunachal Pradesh	-	3	15	-	18
Bihar	3	27	-	-	30
Goa	1	-	-	-	1
Gujarat	4	28	1	-	33
Haryana	-	5	-	-	5
Himachal Pradesh	1	6	5	-	12
Jammu & Kashmir	3	2	8	-	13
Kerala	2	13	-	-	15
Karnataka	2	26	-	-	28
Madhya Pradesh	3	50	-	1	54
Meghalaya	2	1	1	-	4
Maharashtra	3	39	-	-	42
Manipur	1	1	2	-	4
Mizoram	1	-	2	-	3
Nagaland	1	2	3	1	7
Orissa	2	21	-	1	24
Punjab	3	4	-	1	8
Rajasthan	1	32	1	1	35
Sikkim	-	1	3	-	4
Tamil Nadu	2	20	-	2	24
Tripura	1	-	-	1	2
Uttar Pradesh	7	42	8	2	59
West Bengal	4	10	-	-	14
Delhi	1	-	-	-	1
Andaman-Nicobar	-	2	6	-	8
Daman & Diu	-	1	1	-	2
Pondicherry	-	1	3	-	4
Lakshadweep	-	-	9	-	9
Chandigarh	-	1	-	-	1
Dadar & Nagar Haveli	-	-	1	-	1
TOTAL	54	371	69	14	508

* As on 15.12.89.

TV COVERAGE IN STATES/UNION TERRITORIES *

(Figures are in percentage)

Sl.	States/ Union Territories	Existing		On completion of VII Plan Schemes	
		Area	Population	Area	Population
1.	Andhra Pradesh	52.3	68.0	67.7	78.0
2.	Arunachal Pradesh	10.3	39.2	13.0	48.0
3.	Assam	66.3	77.0	73.1	80.8
4.	Bihar	74.0	78.2	92.3	91.7
5.	Goa	100.0	100.0	100.0	100.0
6.	Gujarat	63.0	76.8	74.4	75.8
7.	Haryana	96.6	98.5	96.6	98.5
8.	Himachal Pradesh	37.2	58.7	38.6	61.9
9.	Jammu & Kashmir	26.2	89.8	32.3	91.7
10.	Karnataka	43.9	56.8	59.4	68.6
11.	Kerala	84.0	86.3	97.0	97.0
12.	Madhya Pradesh	38.9	47.9	64.0	69.3
13.	Maharashtra	49.6	67.4	68.4	80.0
14.	Manipur	31.3	66.4	66.0	81.0
15.	Meghalaya	94.6	97.2	94.6	97.2
16.	Mizoram	42.1	53.1	61.0	80.0
17.	Nagaland	43.4	47.2	68.5	80.0
18.	Orissa	50.0	65.5	71.0	77.0
19.	Punjab	100.0	100.0	100.0	100.0
20.	Rajasthan	29.9	51.8	60.3	66.9
21.	Sikkim	36.6	63.1	77.4	95.0
22.	Tamil Nadu	89.5	89.2	90.0	91.1
23.	Tripura	93.3	93.3	93.3	93.3
24.	Uttar Pradesh	74.6	87.1	78.3	92.0
25.	West Bengal	94.3	95.1	94.3	95.1

* As on 15.12.89.

NUMBER OF TV SETS AS ON 31ST DECEMBER

OF EACH YEAR FROM 1962 ONWARDS

Year	Total sets in the country
1962	41
1963	58
1964	93
1965	649
1966	4,170
1967	6,184
1968	7,765
1969	12,303
1970	24,833
1971	44,855
1972	84,114
1973	1,63,446
1974	2,75,424
1975	4,55,430
1976	4,79,026
1977	6,76,615
1978	8,99,123
1979	11,91,311
1980	15,47,918
1981	16,72,568
1982	20,95,537
1983	27,83,370
1984*	36,32,328
1985	67,50,000
1986	1,10,00,000
1987	1,32,56,000
1988	1,73,39,000
1989 (Estimated)	2,25,39,000

* Figures upto 1984 are based on the actual licences issued by by Post and Telegraph Department. Thereafter the system of licensing has been abolished. Rest are estimated figures.

DOMESTIC TV SETS
(Estimated as in November, 1989)

(Figures are in lakhs)

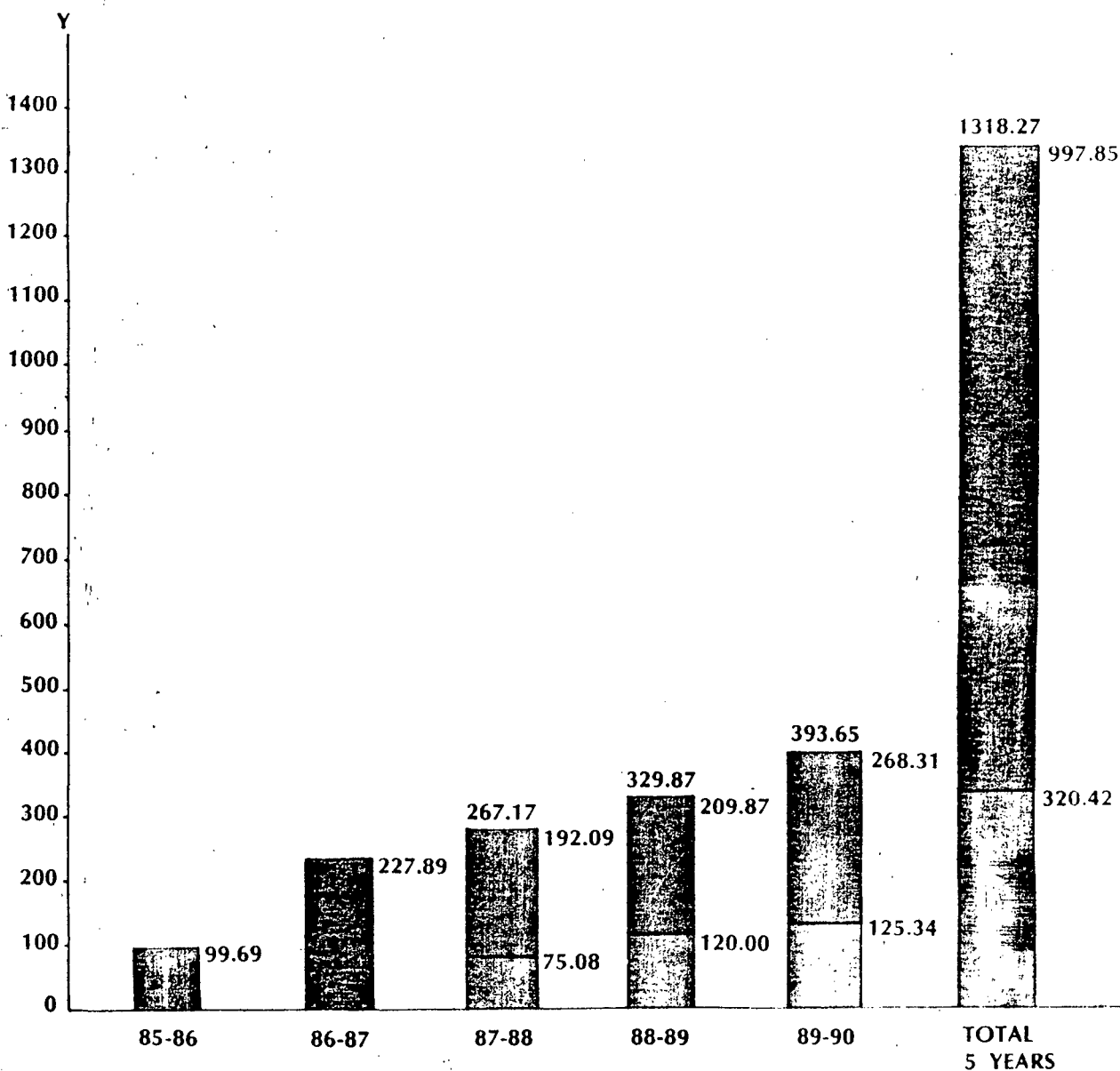
Sl.	State	Total Sets	Type	
			Black & White	Colour
1.	Andhra Pradesh	13.76	11.01	2.75
2.	Bihar	9.49	7.02	2.47
3.	Delhi	13.65	10.51	3.14
4.	Gujarat	14.12	9.46	4.65
5.	Kerala	4.89	2.35	2.54
6.	Karnataka	13.59	9.51	4.08
7.	Madhya Pradesh	14.18	10.49	3.69
8.	Maharashtra	41.18	28.83	12.35
9.	Orissa	3.88	2.17	17.10
10.	Punjab/Haryana/ Himachal Pradesh/ Jammu & Kashmir	18.58	15.43	3.15
11.	Rajasthan	7.76	6.80	1.16
12.	Tamil Nadu	17.37	12.51	4.86
13.	Uttar Pradesh	26.51	22.27	4.24
14.	West Bengal	21.53	17.85	3.88
15.	North East Region	4.90	9.80	3.92
All India		225.39	169.70	55.70
		(100%)	(76%)	(24%)

Sl. States/ Union Territories	Existing		On completion of	
	Area	Population	Area	Population
<u>Union Territories</u>				
1. A & N Islands	*	99.0	*	99.0
2. Chandigarh	100.0	100.0	100.0	100.0
3. Dadra & Nagar Haveli	40.0	43.6	40.0	43.6
4. Delhi	100.0	100.0	100.0	100.0
5. <u>Daman & Diu</u>				
a. Daman	100.0	100.0	100.0	100.0
b. Diu	100.0	100.0	100.0	100.0
6. <u>Pondicherry</u>				
a. Pondicherry	100.0	100.0	100.0	100.0
b. Mahe	100.0	100.0	100.0	100.0
c. Yaman	100.0	100.0	100.0	100.0
d. Karaikal	100.0	100.0	100.0	100.0
7. Lakshadweep Islands	*	97.5	*	99.0
National	54.4	76.2	69.6	84.0

Based on 508 TV Transmitters.

* Figures not available.

FINANCING OF ANNUAL PLANS (BROADCASTING SERVICES)



LEGEND-



BUDGETARY SUPPORT

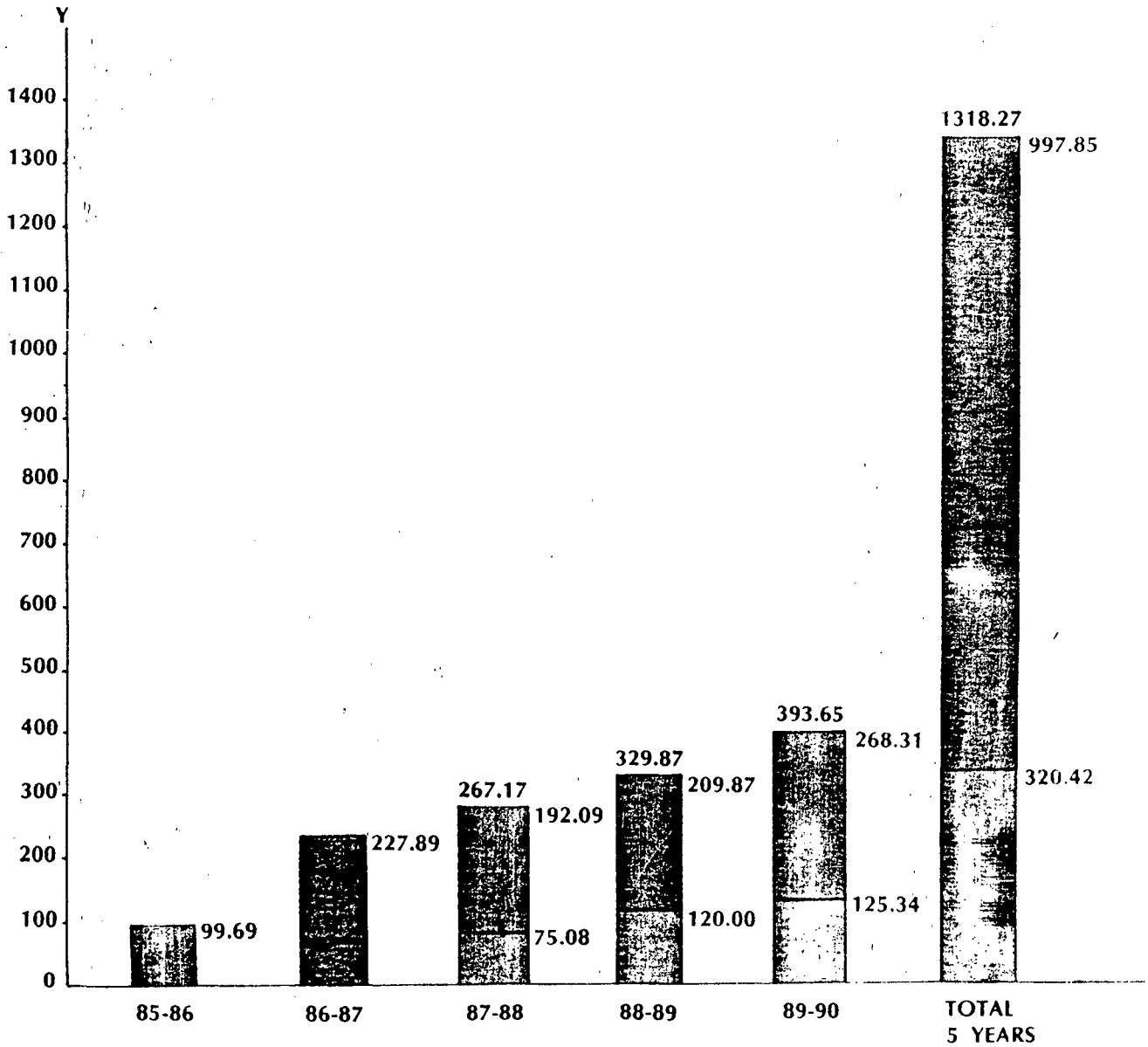


FUNDED FROM COMMERCIAL REVENUES
OF AIR & DD

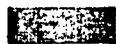
SCALE-

1 cm = Rs. 100 Crores

FINANCING OF ANNUAL PLANS (BROADCASTING SERVICES)



LEGEND-



BUDGETARY SUPPORT



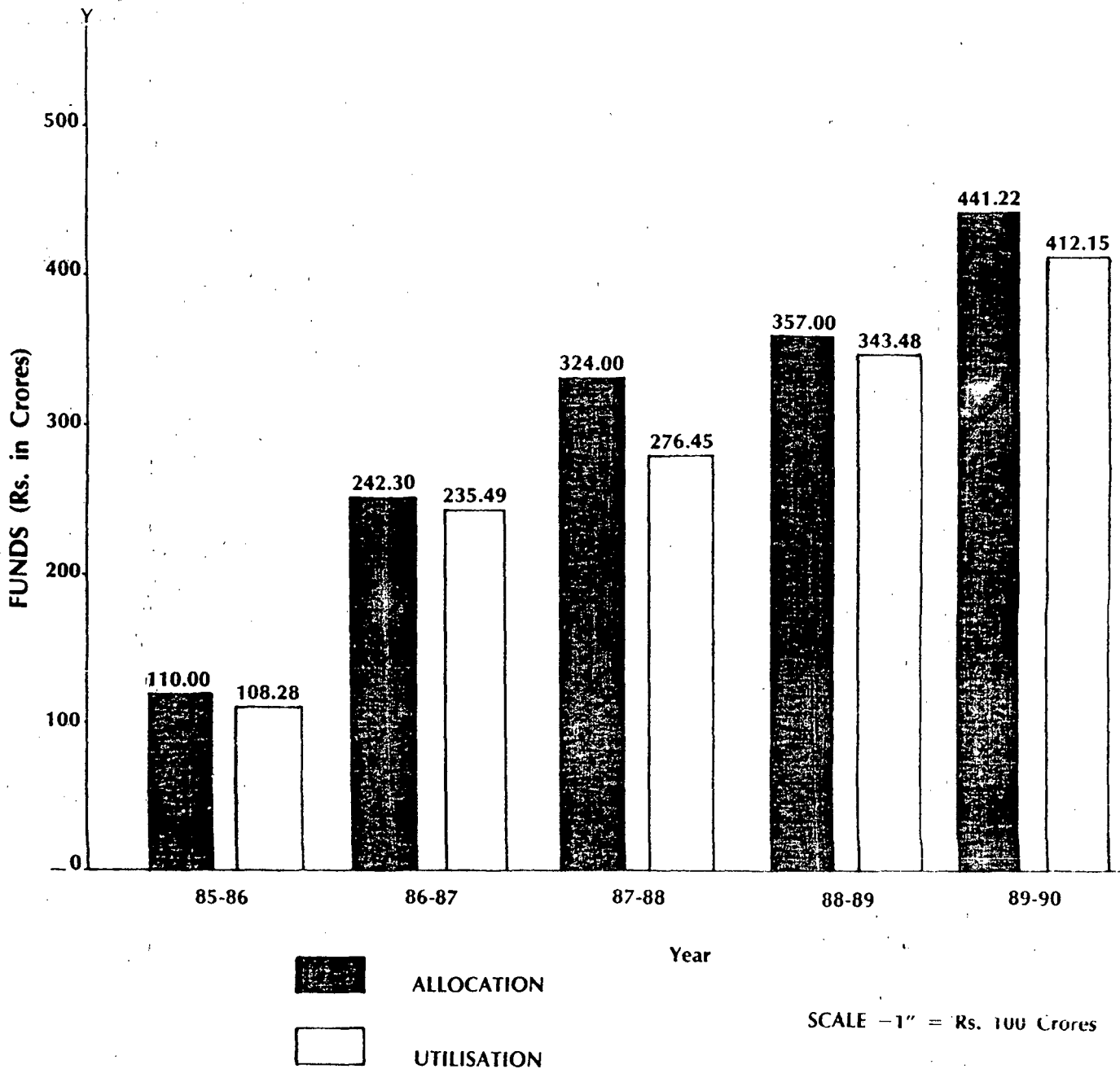
FUNDED FROM COMMERCIAL REVENUES
OF AIR & DD

SCALE-

1 cm = Rs. 100 Crores

YEARWISE UTILISATION

OF PLAN ALLOCATION OF
MINISTRY OF INFORMATION & BROADCASTING



RATE FOR SPONSORSHIP OF DOORDARSHAN PROGRAMMES
(INCLUDING IMPORTED PROGRAMMES)

APPENDIX I

	NATIONAL NETWORK	DELHI & LPT'S	BOMBAY & LPT'S	MADRAS/ HYDERABAD	BANGALORE/ AHMEDABAD/ CALCUTTA	TRIVENDRIM/ LUCKNOW/ JALANDHAR	SECOND CHANNEL DELHI/ BOMBAY/ CALCUTTA/ MADRAS	SRINAGAR/ GAUHATI*
		(G - I)	(G - II)	(G-III)	(G-IV)	(G - V)	(G - VI)	(G - VII)
SUPER A SPL (CITRAHAR) 3,75,000 (HFF)	4,80,000	1,20,000	75,000	40,000	35,000	30,000	25,000	8,000
SUPER A	2,50,000	60,000	50,000	27,000	24,000	22,000	12,500	5,000
"A" SPECIAL	1,50,000	-	-	-	-	-	-	-
"A"	1,00,000	40,000	22,000	12,500	11,000	9,000	7,500	3,000
"B" (WITH 40	50,000	10,000	6,000	4,500	4,000	3,000	2,250	1,500

NOTE - WHEN COMMERCIALS ARE INTRODUCED
G - GROUP

RATE FOR SPOT BUY (10 SECONDS)

APPENDIX II

	NATIONAL NETWORK MITTERS	DELHI AND RELAY TRANS-MITTERS (GROUP I)	BOMBAY AND RELAY TRANS- (GROUP II)	MADRAS/ HYDERABAD (GROUP III)	BANGALORE/ CALCUTTA AND AHMEDABAD (GROUP IV)	TRIVANDRUM/ LUCKNOW/ JALANDHAR (GROUP V)	SECOND CHANNEL DELHI/ BOMBAY/ CALCUTTA & MADRAS (GROUP VI)	SRINAGAR, GUWAHAT (GROUP VII)
SUPER A SPL	80,000 75,000(HFF)	-	-	-	-	-	-	-
SUPER A	65,000	22,500	16,000	8,000	7,000	6,000	5,000	1,500
"A" SPECIAL	40,000	-	-	-	-	-	-	-
"A"	15,000	10,000	7,000	4,000	3,500	3,000	2,500	1,000
"B"	15,000	3,000	2,000	1,500	1,250	1,000	1,000	500
TIME CHECK BEFORE NEWS	25,000	6,000	5,000	3,000	2,500	2,000	1,000	1,000

NOTE * WHEN COMMERCIALS ARE INTRODUCED.

SPONSORED PROGRAMMES PRODUCED BY OUTSIDERS
(RATE FOR SPONSORSHIP ALONG WITH DETAILS OF FCT)

APPENDIX III

TIME CATEGORY	NATIONAL NETWORK	DILHI & LPT'S	BOMBAY & LPT'S	MADRAS/ HYDERABAD	BANGALOE/ AHMEDABAD CALCUTTA	TRIVANDRUM/ LUCKNOW/ JALANDHAR	SECOND CHANNEL DELHI/ BOMBAY/ CALCUTTA/ MADRAS	SRINAGAR/ GUWAHATI
SUPER A	1,25,000 with 60 Sec F.C.T	20,000 with 90 Sec. F.C.T.	10,000 with 120 Sec. F.C.T.	9,000 with 150 Sec. F.C.T.	7,500 with 180 Sec. F.C.T.	7,000 with 180 Sec. F.C.T.	6,000 with 210 Sec. F.C.T. (A Category)	5,000 with 240 Sec. F.C.T.
"A" SPECIAL	1,00,000 with 90 Sec. F.C.T.	Note I : Programmes produced by outsider Producers (except Tele-films/Tele-plays) will be telecast by the Regional Kendras only in Super A Category (except Channel II)						
"A"	90,000 with 120 Sec. F.C.T.	Note II : For programmes on Regional Kendras, the advertiser is entitled to bank 60 seconds if the duration of F.C.T. is 180 seconds or more. This will be utilised in the same category (atleast 30 seconds per programme)						
"B" (a) New Prog-	25,000 rammes. with 150 Sec. F.C.T.							
(b) Repeat	70,000 Programmes. with 90 Sec. F.C.T.							
TELE - FILMS/TELE - PLAYS :								
(i) 90 Minutes	50,000	30,000	15,000	7,000	7,000	5,000	4,000	3,000
(ii) 60 Minutes	35,000	20,000	10,000	5,000	5,000	3,000	2,500	2,000
NOTE : The F.C.T. entitlement for Tele-films/Tele-plays is				* WHEN COMMERCIALS ARE INTRODUCED.				
90 Mts : Four minutes including two minutes of banking.								
60 Mts : Three minutes including one minute of banking.								

INCENTIVES/PACKAGES (Per 10 Second)-Effective 1st March 1989.

(a)	<u>NATIONAL NETWORK</u>	<u>Discount</u>
1.	An ad telecast at 9.00 pm and in the 'B' category on the same day:	33.3% on 'B' category
2.	Ad telecast twice in 'A Special' category on the same day:	25%
3.	Telecast of the same ad four times in 'B' category in the same week:	33.3%
4.	Telecast of the same ad twelve times in 'B' category during the same month:	33.3%
(b)	<u>REGIONAL KENDRAS</u>	
1.	Telecast of the same ad in 'A' and 'B' category on the same day:	15%
2.	Telecast of the same ad in 'A' and 'B' category thrice in the same week;	25%
3.	Telecast of the same ad four times in 'B' category in the same week:	33.3%
4.	Telecast of the same ad eight times in 'B' category during the same month:	25%
5.	Telecast of the same ad twelve times in 'B' category in the same month:	33.3%

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