CABINET

BROADCASTING POLICY: THE PILKINGTON REPORT

NOTE BY THE SECRETARY OF STATE FOR THE HOME DEPARTMENT

In accordance with the Cabinet's conclusion at their meeting on 8th June (C.C. (62) 40th Conclusions, Minute 6) the Committee on Broadcasting and Television have considered the draft of a White Paper dealing with certain technical matters arising from the Pilkington Report. The Committee thought that subject to Cabinet approval a White Paper should be presented early in July; that its scope should not be limited to technical matters; that it should include a statement that the Government would wait to see how public opinion reacted before giving their own views on the structural changes in independent television recommended by the Pilkington Committee; and that there would be no need for a separate statement of the Government's position at this stage.

2. In preparing the annexed draft White Paper the Postmaster-General has taken into account points which were raised in the Committee's discussion.

R. A. B.

Home Office, S.W. 1,
25th June, 1962.
TELEVISION AND BROADCASTING

PART I

1. The B.B.C. Royal Charter and Licence, and the Television Act, expire in July 1964. This has presented both the need and the opportunity for a fundamental examination of television and broadcasting.

2. Although in the final analysis it is the duty of the Government and of Parliament to reach conclusions on the important and far-reaching questions involved, the Government felt that as on previous occasions it should first seek the views of an independent Committee. The Government, therefore, set up in 1960 a Committee under the Chairmanship of Sir Harry Pilkington.

3. The Committee have now reported to the Postmaster-General (Cmnd. 1753). [The Government is indeed grateful to Sir Harry Pilkington and to the members of the Committee for the thorough examination they have carried out.]

4. The importance of the issues, and the far-reaching nature of certain of the Committee's recommendations, make it wise to avoid precipitate decisions. At the same time it is most desirable to reach early conclusions on some questions including the vital technical ones in order to lessen or remove the present uncertainty and doubt which is having a depressive effect on the broadcasting medium and the industries which serve it.

5. Part II of this White Paper therefore sets out the Government's first series of proposals. On certain issues, however, the Government has not yet reached conclusions, but intends to give them further consideration in the light of the views expressed in Parliament and in the country. The more important of these issues are referred to in Part III. The Government hopes to put forward proposals in the autumn.

PART II

The Government's Proposals

CONSTITUTIONAL ISSUES

6. No change is proposed by the Committee, or by the Government, in the main constitutional position. The B.B.C. will continue to be constituted by Royal Charter and the I.T.A. by Act of Parliament. The Government accepts the Committee's view that no independent Scottish or Welsh Corporation should be set up. It is, however, proposed that the B.B.C. National Broadcasting Councils should play a more important part (paragraph 13 below).

7. The Government accepts the Committee's view that the Charter and the Television Act should be renewed for 12 years from 30th July, 1964. It will bring proposals before Parliament in due course for extending the life of the I.T.A. for this period.

8. The Committee recommend that where it is possible for only one camera team to be present at Royal and State occasions of national interest, the B.B.C. should undertake the broadcast, the television picture being made available, as of right, to the I.T.A. The Government accepts this conclusion for those occasions which it has been agreed should be televised. As at present, both B.B.C. and I.T.A. should provide their own commentators where this is practicable.

9. In general the Government accepts the Committee's proposals on the Chairman and Governors of the B.B.C. and the Chairman and Members of the I.T.A. While it does not propose to make the ability to speak Welsh an absolute requirement for B.B.C. National Governor for Wales, it does propose to include, in the provision in the Charter which requires the National Broadcasting Councils to exercise control "with full regard to the distinctive culture, interests and tastes of Our People in that country", a specific reference to language.
10. The Postmaster-General will continue to be the Minister responsible for broadcasting, under the general direction of the Prime Minister. There will be no separate Minister for Broadcasting.

11. No major change is proposed in the powers of the Government, which will remain largely as at present. These powers are largely reserve powers, and the traditional independence of the broadcasting authorities in the matter of programme content, and of day-to-day management of their affairs, will continue. This is not to say that changes will not be proposed in the new Charter and Act. It would be surprising if with the passage of time changes in machinery and control had not shown themselves to be desirable. Some changes the Government has already in view, and the desirability of others may emerge in the course of Parliamentary debates.

12. The Postmaster-General's powers to control the hours of broadcasting will continue.

13. The Committee recommends an important constitutional innovation in relation to television; namely that the B.B.C. National Broadcasting Councils for Scotland and Wales (and for Northern Ireland if one is set up) should exercise the same powers in relation to the content of television services as they already do for sound. This the Government accepts, and it proposes to recommend this change in the new Charter. It will, if need be, recommend transferring this additional function even earlier by means of a supplemental Charter.

14. The Government accepts the following recommendations with regard to Advisory Committees.

   (1) The appointment of the B.B.C.'s General Advisory Council, but not its size, to continue to be prescribed by the Charter. The Council to contain men and women of standing and independence representative of the people and active in the life of Scotland and Wales, particularly as the Council has specific duties in regard to selection of members of the National Broadcasting Councils. The same general considerations apply in regard to Northern Ireland, particularly if a National Broadcasting Council were set up there.

   (2) The size of the B.B.C. National Broadcasting Councils to be variable between 8 and 12 members, and the requirement that certain members be selected "as being representative of local authorities in the country concerned" to be deleted. The Councils should be representative of the interests of the public in general, and local authorities may well be consulted by the General Advisory Council in the process of selection.

15. The Government commends to the attention of the B.B.C. the Committee's comments about an advisory committee on Scientific Programmes.

16. The Committee recommend that the B.B.C.'s Central Religious Advisory Committee, which advises the I.T.A. as well as the B.B.C. on religious broadcasting, should include a larger number of lay members chosen for their personal qualities. They also recommend that the I.T.A. should set up a religious advisory committee of its own, separate from the B.B.C. Committee. It will be for the B.B.C. and I.T.A. to discuss these proposals with religious bodies and leaders.

17. The Committee recommend that it should no longer be a statutory requirement, as under the present Television Act, for the I.T.A. to set up the three advisory committees which advise them on religious broadcasting, children's and young persons' programmes, and advertising standards, and that the advice of these committees should no longer be mandatory. The Committee also recommend that the Authority should as a statutory requirement set up a General Advisory Council, its size to be determined by the Authority, and a separate Committee to advise on schools broadcasting. These matters are bound up closely with the general question of the future structure of independent television, which is dealt with in Part III. The Government therefore reserves its position here for the time being. It agrees, however, with the Committee's view that representation on the advertising advisory committee should be strengthened with general consumer representation, such as a representative of housewives and mothers.

18. The Committee also recommend that the Authority should set up a Committee for Wales to advise it on the general conduct of independent television
SECRET

in Wales, as it has done in Scotland and Northern Ireland. The Government
thinks this is right, but agrees with the Committee that these arrangements do not
require statutory force.

19. Certain detailed recommendations with regard to the Charter and
Licence of the B.B.C. and the Television Act and I.T.A. Licence (paragraphs
487–491 of the Report) will be dealt with when these documents are redrafted.

SOUND BROADCASTING

20. The Committee take the view that no additional national sound
broadcasting services are needed and here the Government is in agreement. Local
broadcasting is dealt with in Part III.

21. The B.B.C. wishes to extend progressively the hours of its Third
Programme/Network Three throughout the day, and to run the Light Programme
from 5.30 a.m. until 2 a.m. The B.B.C.'s intention is to provide more serious music
in Network Three and more light music in the Light Programme. Bearing in mind
the claims of shift-workers and others, and the relative cheapness of extending
the hours of sound broadcasting as compared with television, the Postmaster-
General will now authorise extensions in sound hours up to the times indicated.

TELEVISION

22. The scope of television in this country, during the next 10 or even 20
years, will be determined by decisions to be taken now. These are conditioned by
what is technically possible.

THE TECHNICAL POSSIBILITIES

23. The number of television programmes technically possible depends on
the total frequency space available and the bandwidth required, i.e., the amount of
this space each transmission needs.

24. The bandwidth in turn depends principally on the number of lines which
makes up the picture. Our present picture is on 405 lines, and this needs a
bandwidth of 5 megacycles per second. The higher continental standard—625 lines
—needs a wider bandwidth of 8 megacycles per second to do it full justice.

25. The space available for television in the frequency spectrum is limited,
and so fewer programmes are possible using 625 lines than on 405 lines. However,
for international planning reasons the same bandwidth (8 megacycles) will be used
in the Ultra High Frequency bands as on the Continent and the number of
programmes will therefore be the same, whether we retain 405 lines or change to
625 lines.

26. Television must use frequencies in either the Very High Frequency
(V.H.F.), or the Ultra High Frequency (U.H.F.) range. The V.H.F. frequencies
available for television by international agreement are Bands I and III, and the
U.H.F. frequencies are Bands IV and V. So far, we have not used U.H.F. for
television.

BAND I (41–68 Mc/s)

27. This Band provides five 405-line channels. It is used for B.B.C. television,
and is virtually fully employed. The B.B.C. continue to improve and extend their
coverage in this Band by means of low-power satellite stations. Stages I, II and
III of their scheme have already been approved and when completed 99.5 per
cent of the population will be covered. Further low-power stations will be possible
but 100 per cent coverage is not possible.

BAND III (174–216 Mc/s)

28. This Band provides eight 405-line channels. It is partly used for I.T.A.
television which serves some 94 per cent of the population and will also be further
extended by means of low-power stations. But this does not exhaust Band III.
It could be used to provide an additional 405-line programme serving some 95
per cent of the population.
29. Alternatively, it could be used, on 405 lines, to provide a self-contained television service in Wales—at present South Wales has to share its programme with the West of England—and to extend and improve coverage elsewhere in the United Kingdom of the existing B.B.C. and I.T.A. programmes.

30. Thus, even if we were to stay on 405 lines, we should have to bring U.H.F. into service for television unless we remained content indefinitely with one more programme, itself not of fully national coverage.

**BANDS IV AND V (470–582 Mc/s and 606–960 Mc/s)**

31. The upper part of Band V is already being used for other types of communication. Nevertheless four television services with near-national coverage on 625 lines can be accommodated in Bands IV and V by using frequencies up to 822 Mc/s. For full national coverage for these programmes frequencies up to 854 Mc/s would be needed, and the Government is examining the possibilities of making this additional frequency space ultimately available.

32. Bands I and III can together in the long term accommodate two 625-line programmes with near-national coverage so that the four television bands can together provide six national programmes even on 625 lines.

**THE LONG-TERM PLAN**

33. The Committee take the view that it is right to plan on the assumption that the maximum use should be made of frequencies available. They foresee a need, in 15 years' time, for all six programmes. They recommend that one additional programme (B.B.C.) should be authorised immediately and a second (I.T.A.) within five years of the Authority being reconstituted as they propose.

34. The Government subscribes to the view that an ultimate pattern of six programmes should be kept in sight, with two additional programmes being provided in the next few years. The Government feels that in this pervasive and persuasive medium it is essential to make possible more selective and rewarding viewing.

35. For this two things are necessary. First, a greater choice of programmes. And second a greater proportion of the more thoughtful and challenging types of programme.

**THE QUESTION OF EDUCATION**

36. Some people take the view that the first need is to offer more programmes of a strictly educational nature and that a separate channel should be given entirely to education and run by an educational authority.

37. While the Government fully agrees that television can do a great deal more for education it considers, as do the Committee, that such programmes will be best provided as part of the general service programmes and that it would be a mistake to hive them off, at this stage at least, into an entirely separate programme insulated from the attractions of television in general.

38. The Government is anxious that an early start should be made in providing more educational programmes for adults. This is a comparatively new field, and the potential value to viewers is great. The Government is therefore prepared to authorise at once additional hours for the B.B.C. and I.T.A. television services, provided these are used for programmes for the education of adults, these programmes to be defined by reference to an agreed formula. It proposes to ask the B.B.C. and I.T.A. to produce such a formula for its consideration, in consultation with the educational authorities.

39. So long as the B.B.C. and I.T.A. have each a single service, it is inevitable that most of these adult educational programmes are likely to fall outside the peak evening viewing hours. The long-term answer is to provide extra services.

**ADDITIONAL PROGRAMMES**

40. One directly effective way of giving the viewer a choice of different types of programme, including more programmes of an educational and informative nature, or drawn from regional sources, is to authorise the B.B.C. to
put out a second one. This the Committee recommend and the Government proposes to authorise. The new programme will be on 625 lines in U.H.F. (see paragraph 44 below). The timetable is discussed in paragraph 50. The question of allocating an additional programme to the I.T.A. is dealt with in Part III.

STANDARDS IN TELEVISION PROGRAMMES

41. The Government wishes to make clear that it is impressed with the criticisms made against violence and triviality in television generally. The Government's aim is to encourage higher standards all round, on all television programmes, both B.B.C. and I.T.A., and it proposes to discuss the question with both these bodies.

NEW RECEIVING SETS

42. To provide the additional programmes for which a need is foreseen will mean bringing into use the Ultra High Frequency (U.H.F.) Bands, and new sets and aerials will be needed to receive them.

43. Most viewers will probably feel that a better picture, additional programmes and a wider choice will be well worth the cost of new sets and aerials. In any case existing programmes will continue to be receivable on existing sets for a number of years.

LINE DEFINITION

44. The Government has decided that new programmes in U.H.F. should be on 625 lines from the start. The Television Advisory Committee Report 1960 pointed out that the introduction of television in Bands IV and V would provide the last opportunity of improving the technical standards of our television picture; and that at such a stage it would be in the country's long-term interest to change our standards. The Committee have endorsed this view. It is also the Government's view, particularly having regard to the increasing importance of the international exchange of programmes, recorded or live, including those over the Eurovision network, which will be facilitated by the change in standards.

45. The present services will continue on 405 lines for some considerable time to come. It would be wrong, however, to continue these programmes indefinitely on technically inferior standards and sooner or later, therefore, these too should be changed over to 625 lines. This raises a complicated technical issue as to the best method of changeover from 405 to 625 lines. Expert opinion is that this question cannot be decided until experience of U.H.F. television in this country has been obtained. Test transmissions in the U.H.F. Bands will start this year and these will help to solve the problem. It may well be that this will involve duplicating the existing 405 line programmes on 625 lines in U.H.F. In this event the frequency space available in Bands IV and V (paragraph 31 above) would all be needed from an early date.

46. As has already been said, viewers will need new receivers and aerials if they wish to receive the new programmes in U.H.F. The Radio Industry will therefore need to produce sets capable of receiving the existing programmes on 405 lines in V.H.F. and new programmes on 625 lines in U.H.F. The Government has noted with appreciation that the industry has already applied itself to this problem and has succeeded in producing sets which will do this at prices not greatly in excess of the present cost.

THE TIMETABLE

47. The creation of a national network of U.H.F. stations will be a major undertaking, since more U.H.F. stations than V.H.F. stations are needed to provide the same coverage, because the service area of U.H.F. stations is more restricted than that of V.H.F. stations.

48. This is inherent in U.H.F. television and it must be overcome by building a larger number of carefully planned stations, and using higher transmission power. (U.H.F. television has a compensating advantage in that it is comparatively free from man-made interference, e.g., from car ignition systems.)
49. Existing V.H.F. sites and masts will be used to the fullest possible extent, but many new U.H.F. stations will need to be built. All U.H.F. programmes for the same area will be transmitted from the same sites and masts, as indeed the Committee recommend.

50. The proposed timetable is the start of a public service by the B.B.C. in U.H.F. by mid-1964 in London; and its extension to the rest of the country as rapidly as possible after that. But a timetable of some years is inevitable, as it was for the B.B.C. and I.T.A. present networks, and the planning of the new network will need urgent and thorough study.

**TELEVISION FOR SCOTLAND AND WALES**

51. Wales has not hitherto enjoyed a self-contained television service. Important parts of the principality are served by stations which also serve English viewers. In particular, South Wales and the West of England are served by the same stations, with the result that the programmes are unable to meet fully the differing needs of either area. This can only be remedied by bringing into use additional transmitters. Frequencies which can be used for this purpose are available in Band III (paragraphs 28 and 29).

52. A similar problem exists to some extent in Scotland, where areas in the South-West receive their television from stations outside Scotland.

53. This problem does not arise in Northern Ireland.

54. The Committee recommend that the first call on the unallotted frequencies in Band III should be to enable the B.B.C. to separate its service to Wales from that to the English Regions. The Government accepts this, and proposes to authorise the B.B.C. to go ahead as early as possible with the provision of a new transmitter to enable a distinctively Welsh service to be given to South Wales. Stations to serve North-East Wales and South-West Scotland will probably also be necessary to implement the conception of self-contained national television services.

55. It will still be possible, after meeting the needs of Wales and Scotland, to make some further use of the unallotted Band III frequencies. The Committee recommend using them to improve the reception of the existing B.B.C. and I.T.A. programmes and to complete their coverage. The Government will discuss with the B.B.C. and the I.T.A. the use of frequencies available for this purpose.

56. The needs of Wales and Scotland have been kept fully in mind in the preliminary planning of U.H.F. television and ultimately a fully self-contained service for both countries, and in Northern Ireland, will be possible in Bands IV and V. At that stage it will be possible to close down the special V.H.F. services now to be provided as a short-term measure.

**COLOUR TELEVISION**

57. The Committee recommend that colour television should start on a modest scale on 625 lines in U.H.F., and that meanwhile no public colour service on 405 lines should be authorised.

58. This is in line with Government thinking and it is proposed to authorise the B.B.C. to start transmitting some programmes in colour as part of their second programme (paragraphs 40 and 50), and similarly for any future I.T.A. second programme. The system of transmission is, however, not yet finally decided.

59. Television programmes are expensive to produce in colour, and the special receiving sets necessary would also cost much more than monochrome sets, at least to start with. But the Government feels that colour must have a place in the future pattern of television, and that its introduction should not be postponed indefinitely on the score of cost.

**FINANCE**

60. The proposals for more hours for sound broadcasting, a second television programme, a start to colour, Welsh and Scottish television, and more educational programmes for adults on the present television service will mean increased B.B.C. expenditure. The B.B.C. have referred to the need to receive the equivalent of the full proceeds of a television licence fee of £5 or even £6, in order to finance all these developments.

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61. The Government accepts its responsibility to see that the B.B.C. has sufficient income to finance adequate services. The Committee recommend that the B.B.C. should continue to be financed solely by licence revenue. The Government agrees that the licence system should continue but reserves for the time being on whether all the money required by the Corporation should be provided by means of increased licence fee or by other means.

BORROWING

62. The Government accepts the Committee recommendations that the B.B.C. should have power to borrow up to £10 million for temporary banking accommodation, and up to £20 million for capital purposes, the latter subject, as now, to the approval of the Postmaster-General. It agrees that borrowing would be an appropriate means of meeting a fairly short term need for high capital expenditure over a limited period.

I.T.A. FINANCE

63. I.T.A. finance is dealt with in Part III.

ADVERTISING TIME, STANDARDS AND PRACTICES

64. In its appraisal of advertising time and practices the Committee conclude that an average of six minutes an hour, and a maximum of seven minutes an hour, is reasonable. They are against any legislative provision and this the Government accepts.

65. The Government also accepts the recommendation that advertising magazines should be abolished.

66. The Television Act, by implication, does not permit subliminal advertisements. The Committee suggest, and the Government agrees, that the ban should be made explicit in new legislation.

67. Much argument has centred on the term “natural break”, used to denote the time when advertisements may be inserted within programmes. It is an idea which everyone understands, some differently from others. The Committee recognise the difficulty of defining the term, point out that the needs of good broadcasting should be paramount, and recommend that the Authority should keep the matter under review. In the Government view this does not go far enough and it proposes to prohibit breaks (except between programmes) more frequently than once every 20 minutes within programmes.

68. The Committee recommend amplification of the I.T.A.’s Principles of Advertising to give additional guidance on the permissible content of advertisements, and the formulation of I.T.A. case-law. They suggest that the nature of the appeal made by some advertisements is socially undesirable. The Government proposes to discuss these matters with the I.T.A. and also advertisements during children’s programmes and the question of advertisements for medical treatments and preparations. In this context the Government has in mind a statutory requirement that all medical advertisements should be referred to a panel of medical consultants to be appointed by the I.T.A. after consultation with professional organisations accepted as appropriate by the Postmaster-General.

RELAY

69. The relay companies, which distribute broadcast programmes to subscribers over wires, operate under licences from the Postmaster-General which run until 31st December, 1967. The Committee recommend that these licences be renewed for a period expiring on the same date (July 1976) as the Charter and Television Act. The Government proposes to offer the companies new licences running for 12 years after the present licence expires. The present restriction whereby the companies are not allowed to originate their own programmes will be continued.

70. The Government will consider the Committee’s recommendations on the detailed provisions of the Relay Licence when the terms of the new licence are drawn up. It cannot, however, accept the recommendation that the companies’ obligation to ensure that their subscribers hold broadcast receiving licences should be
abandoned. Subscribers should know that licences must be taken out and it is reasonable to expect the companies, whose function it is to supply a service which requires a licence, to see that one is held.

71. The Government looks to the I.T.A. and Relay Services Association to consider afresh the arrangements for distributing independent television programmes in the light of the Committee's comments, and to submit their views to the Postmaster-General.

**Music-by-Wire Services**

72. The Government accepts the Committee's recommendation that there should be no extension of the music-by-wire services to other than business premises, and that no radio frequencies should be allotted to it.

**Isle of Man—Future Sound and Television Services**

73. The Government will continue its discussions with the Isle of Man Government on this matter.

**Staff Conditions of Employment**

74. In the 1952 White Paper on Broadcasting (Cmd. 8550), paragraph 37, the B.B.C. were enjoined, in fixing the salaries and conditions of their staff, to take account of the Government's general policy on wages and kindred matters. This obligation continues and must extend to the I.T.A.

**Part III**

75. This section deals with recommendations on which the Government has felt it right to reserve its position for the time being.

**Local Sound Broadcasting**

76. The Committee consider that a "sustained and broadly-based trial" of local sound broadcasting is justified. They recommend this should be entrusted to the B.B.C., on the ground that local broadcasting by anyone else would require a new public corporation to control standards and to ensure impartiality. Of commercial operation in particular, they argue that it would set up new local commercial monopolies, probably interested in setting up a network of independent stations. In the Committee's view a two-tier system of commercial companies and a controlling corporation would repeat what they consider to be an organic defect in independent television (paragraph 81 below), aggravated in the case of commercial local broadcasting by the difficulty of supervising a multitude of small bodies. They also point out that the position of local newspapers would be a further source of difficulty in a commercial system. To include them might lead to a dangerous concentration of the media of communication; to exclude them would endanger their existence.

77. The Government agrees that the justification for local sound broadcasting would be the provision of a service genuinely "local" in character. As yet, however, there has been little evidence of any general public demand for this and the Government would be loath to "create" extra demand on resources which, for the present, should be concentrated on national requirements. The resources of the B.B.C. are likely to be fully stretched in undertaking the innovations dealt with in Section II. Moreover, a full service of local broadcasting, as the B.B.C. envisage it, would cost the equivalent of 5s. extra on sound licences.

78. The Government would, therefore, prefer to take cognisance of public reaction before reaching a decision.

**The Future of Independent Television**

79. An untried system was brought into being by the Television Act, 1954. It introduced a novel partnership between public and private enterprise, producing
between them lively and certainly popular television. The Government recognised at the time that the system would need re-examination after some years of operation.

80. In some ways the system has been very successful. The evidence suggests that more people watch its programmes than those of the B.B.C. In some fields—for example light theatre, news and religious broadcasting—it has undeniably contributed something of value to television and by bringing competition into the world of television exercised an enlivening effect on television in general.

81. The Committee recommended a radical change in the future arrangements for independent television, both structurally and financially. The I.T.A., they say, should sell the advertising time, make some programmes themselves and buy others from the programme companies, who would continue to operate under contract to the I.T.A. but solely as programme producers. The Committee's main argument is that in the context of the present structure it is impossible fully to reconcile the commercial purpose of the companies with the realisation of the "purposes of broadcasting".

82. The Government feels that so fundamental a proposal requires the most thorough examination, and that it must be satisfied that any new structure would succeed in remedying the defects it was designed to overcome and would not throw up equally serious difficulties of its own or deprive the system of those qualities for which it can fairly claim credit. Most important, the Government must be convinced that the Committee's proposals, operated against the background of two B.B.C. programmes, would lead to better balanced programmes.

83. For these reasons the Government feels that more thought must be given to the Committee's recommendations. Its final proposals will be framed after further consideration following debates in Parliament.

84. The Government considers there will be scope at a later stage for a second I.T.A. programme. But its timetable, as well as its exact shape, must await the solution of the problem briefly discussed in the foregoing paragraphs.

85. Other questions on which the Committee have commented—in regard to the nature of programme companies and the relationship of the Press to television—will also turn on the central point described above.

PAY-TELEVISION

86. Pay-television is a service whereby the subscribers would pay for each television programme viewed on their sets. The Committee recommend against pay-television. They think that, if successful, it would impoverish the existing television services by outbidding them for material; would be compelled to pursue the biggest audience in order to pay its way; and would be unlikely to enlarge the present range of programmes. They also think that it is the most expensive way of providing another television service to viewers, limited to those who could afford it.

87. Different people envisage pay-television as operating in different ways. Some see it simply as providing a cinema in the home, by wire only; others see it as a broadcasting service for new films, complete West End stage productions, championship boxing matches, special educational programmes, which viewers cannot now see.

88. The Government will take cognisance of the Committee's arguments and for the present reserves its decision on pay-television. It should be noted that the frequencies available, if two more national services are authorised and provision is to be made for a changeover to 625 lines (paragraph 45), would not leave room for a service of pay-television over the air, on any general scale, for some time to come. This objection would not apply to a service provided by wire.

TELEVISION FOR PUBLIC SHOWING

89. This means televising a programme or event for display on a big screen in a number of public places—cinemas and theatres—where the public would pay to see it.

90. The Committee recommend against this on the same general grounds as they recommend against pay-television (paragraph 86).
The Government feels there may be a place for this and its present disposition is to consider applications to provide such a service, each application being considered individually on its merits for the time being. Naturally there would be no question of public spectacles and sporting events of overwhelming public interest being "cornered" for "public showing" taken away from the B.B.C. and I.T.A.

PARTY POLITICAL BROADCASTING

92. The Government proposes to discuss this subject, in the light of the Committee's comments, with the political parties, the B.B.C. and the I.T.A.