

Postal and Telegraphic.
(Broadcasting).

C.S.

1930

No.

178/30

S. of S. Telegram.

SUBJECT.

1930.
12th April.

BRITISH BROADCASTING CORPORATION.

Previous Paper.

PROPOSED BROADCASTING
SCHEME.

688/26

MINUTES.

1. Copy of despatch from S. of S. 23 Sept. 1927.
2. Copy of telegram from S. of S. No. 2. of 12th April.

Electrician in Charge?
Operator in Charge?

for note and report.
ER 13
for C.S.
17. IV. 30

Hon. Col. Sec.

*Noted. Every endeavour will
be made to receive this. I fear however
that the time i.e. 12-55 local time
is against good reception in this case.*
F. H. Ryan 22/4/30

*opr in charge.**passed to you accordingly*

Subsequent Paper.

Ym Col Sec

noted 22/4/30
A. Mercer

F.H.B. 22/4/30

Hon. Col. Ke

Papa returned as requested please

Telegram 7/5/30.

Telegram from Capt. 6/5/30

(3)

Y. 2

Schmitt with a

draft despatch.

for

A.H.

7/5/30.

7.5.30.

Despatch to S. of S. no. 108 of 8/5/30

4.

P.A. 9.5.30

5.

Telegram from Capt. 7/6/30

(5)

See vol 4.

P. 1/7/30

6.6.30.

Telegram from Secretary of State 4th January, 1932.

6.

Elect. in Chage

Please see at

report on reception of the news

bulletin.

Julius

5.1.32.

C.S.O. No. 178 | 30 ..

Inside Minute Paper.

Sheet No. 2

Hon Col Sec,

Noted. I will report on reception
in due course.

For Byron 6/1/31.

Stoke Mrs. Byron
a. f.

b. f.
26. 1. 32.
26. 1. 32.

b. f. 31/1/32.
a. f. 26/1/32.

Plck. i. Chage

For you how fine

< report, please ?

1. 2. 32.

1. 2. 32.

Hon Col Sec.

We have listened for this
news bulletin daily since the 6th of Jan
and we find that reception at
12-30 pm G.M.T. & 6-15 pm G.M.T. is impossible
as only a faint carrier wave is heard
from which speech cannot be resolved.

At midnight G.M.T. reception is
greatly improved, at times it is
possible to hear speech quite
clearly. We have received occasional
complete sentences. P.T.O.

In general however, the clarity of the speech received is such that it is not possible to follow the news bulletin intelligently.

H.B. 1/2/32.

G.P.
Schulz for operator.

Unfortunately this service does not appear to be of any great value.

Just

2.2.32.

Hou C. S.

Noted

2.2.32

Senior Operator

Steady O/T Station

Have you heard

anything of this news bulletin (and 6),

please ? Just

3.2.32.

C.S.O. No.....

Inside Minute Paper.

Sheet No.....

Hon Col Sec I have heard the news bulletin from G 5SW on two or three occasions: at times between 3.30 pm and 4 pm Stanley Summer time. One bulletin heard was concerning Salvage operations of the British Submarine recently lost in the Channel. Signals were good head-phone strength. Although the news was heard from the Loud speaker. Signals at midnight have not been received here so good as at 18.30 to 20.00 GMT. I will endeavour to listen in daily at 1815 GMT for G 5SW and keep reports for each day in future.

G. M. S.
15. 2. 32.

Plat. 2 Days

Please see :

Love you any thing further

to report 2 this connection ?

Yours

16. 2. 32.

Hon Col Sec Since writing my minute of 1/2/32 we have heard news being broadcast at 1815 GMT. Last night however speech

was very poor at 1815 gmt, and at midnight
it was no better.

To sum up it appears that this
service is definitely unreliable and at present
is of little or no local value.

Perhaps we shall have to wait for the
new Empire broadcasting station.

Alfred 17/2/32

J.R. Submitted. It is unfortunate that the
service is unreliable and of no local
use.

Mr. Craigie Halliday
A.G.C.S.
19.2.32.

Noted
J.G.
19.2.32

H. 2 3/3/32.
C.S. 20/2/32

P.A. 7/2/32
23, 3, 32.

S. of S. Circular Despatch of 10th February. 1-8.
1932.

Act. 2 Chas.

For further report, please.

(If possible, please
file report not later

than 20.4.32)

LS

8.4.32.

Hon Col Sec.

SSW has been very poor at midnight G.M.T. during the last few weeks, but very clear between 2000 & 2200 G.M.T. approximately.

Speech at 18.15 G.M.T. has been received during the past 10 days but not quite loud enough for intelligent reception.

A few of the clearest items received are as follows:-

19th Feb New bulletin at midnight G.M.T. unusually clear. One of news items received was that Lord Tennyson's cricket team drew with Jamaica.

22nd Feb At 21.30 G.M.T. speeches heard from a banquet given in connection with the British Industries Fair at Manchester.

H.R.H. The Duke of York heard.

13th April 2000-2100 G.M.T. Good speech & music heard. Talk on studios at New Broadcasting House, very clear.

FA B. pr. 19/4/32

Hon Col Sec.

News bulletin heard at midnight G.M.T. last night 18/4/32. Good headphone strength & quite clear.

FA B. pr. 19/4/32.

Rest. & change.

I should be obliged for

your opinion as to whether the

enclosed draft despatch sets out correctly
the position.

Yours
s

21. 4. 32

How bold I see

In my opinion, the enclosed draft despatch
correctly sets out the position.

St. Helena 21/4/32

Type ms
22. 4. 32.

Despatch to S. of S. No. 84 of 23/2/32 9.

bf 27. 7. 32.

ms 26. 4. 32.

P. B. ms
27. 7. 32.

C.S.O. No. 178/30.....

Inside Minute Paper.

Sheet No. 5.....

10-12 Minute from Electrician-in-Charge, 14/10/32.

G.D.
Schitt.

14.10.32.

14.10.32.

Hon. C. S.

Noted
the comment of Banya
is interesting

G.D.
14.10.32

Back & Change

Please see

18.10.32.

Hon. Col. Sec.

See. When further details are received from the B.B.C. in connection with the preparation of records in disc form of certain kind of programme, I hope it will be possible to procure some of these records for our Broadcasting Service.

18.10.32.

Elect in Charge

I agree : in sending

a suitable reply to sub 11-10

you will continue no doubt to

include the experience of sub 5

hope.

Wm. L. L.

19 10 32.

Hon. Col. Sec.

exp. certainly.

F. A. R. 20/10/32

P. M. L.

20. 10. 32

Telegram (No 27) from S. of S. 27/5/33 (13)

CS. 178/30

Yr. Submitted. It is to be hoped
conditions are favourable on the
night of the 15th June so that we
can hear the speech. I will
have to Mr Byron so that he
can prepare for it.

Mr. Craigie Hadden
ag CS.
30. V. 33

Hon Atty @ S.

It will indeed be a pleasure
if the conditions are favourable
Yes please do pass to
Mr Byron

J.G.
30. 5. 33

Sup^t Electrical Dept.

To note and for action
at the appropriate time.

Mr. Craigie Hadden
ag CS.
31. V. 33

Hon Col Sec.

Noted. Our time for reception
will be between 4 p.m. & 4.35 pm local
time.

An endeavour will be made to
relay this.

Mr Byron 1/6/33

b f 12. VI. 33
mch 1. VII. 33

Supt. Electrical Dept.

To remind you.

M. Carpi Karmata
ag. C.S.

14. 6. 33

Please see Mr. Thomas with this as
he can publish a short Notice about it.

mch

14. 6. 33

Hon Col Sec.

Noted.

"Hyper 14/6/33.

Editor "Penguin"

Passed to you, please.

14/6/33.

Hon Col Sec

Notice received from Superintendent
of Electrical Department on subject
red 13 published 13th June.

H Thomas

14/6/33.

p. A

mch 16. 6. 33

S of S linc. despatch of 21/10/36

14-15

Ag Ch.

Will you please furnish
replies to the Questionnaire on
Pages 14-16 of red 14.

MCH
CS.
21. XII. 36

Hon. C. S.

Replies are attached please

A. Mercer
Sup E & T
18.1.37.

Supervisors, E & T,

Will you please consider
the attached draft despatch and
submit any suggestions or
amendments which you have to
make.

C. J. S.
CS.
24/2/37.

Hon. Col Sec.

The attached draft considered.
no amendments to make. Thank you.
but if it is to be suggested that wireless
broadcasting should be adopted, It will be
remembered that when the financial
position improves, it is intended to instal
a modern Shortwave transmitter at the
Stanley station. Quotations we have received
show the proposed transmitter to be suitable
for Broadcasting

A. Mercer
Sup E & T
24. 2. 37.

Y/E

Submitted.

? Despatch to be forwarded.

G. S. J.
for C.S.
26/2/37

✓
in CH

Despatch to S of S. No. 40 of 26/2/37

✓
in CH

16-17

P.A.
1/3/37

S of S. line ② despatch of 21/2/37.
" " " " 19/10/37

20-21

22

Y.E

Submitted.

to the S. E. & P. S. O. W.?

Y.E.
3/1/37

✓

in CH.

S. K. H. 37

Sup. E. & T.

to see.

C. S. J.
for C.S.
3/2/37

for C. S.

Seen. Thank for

Sup. E. & T.
6. 12. 37

P.A.
13/2/37

P.A.

23. Minute from H. E. the Governor of 25.8.39.
 24. Telegram No. 60 to S. of S. of 25.8.39.
 25-26. S. of S. Circular Despatch of 20.9.39.

Sup^r Exec. Dept.

To note.

MCH
 C.S.

21. XII. 39.

Hon. CalSec

Noted. Thank you

AM

Sup Exr

21.12.39

27.

1 of A. Circ. Note of 26.7.46.
 (28)

S.B.T.

to see red (21) pl.

W. Jones
 7/10/46

(29)

Hon. C.S.

W. Jones
 28/10

Red 27 + 27a seen thank you

AM

DEPT

28.10.46

C L O S E D

See 0663/E.

(Itld.) A. H.

CIRCULAR.

Very exciting.

Downing Street,

23rd September, 1927.

Sir,

With reference to the discussion on the subject of wireless telegraphy, recorded on Pages 58-60 of the Summary of Proceedings of the Colonial Office Conference (Cmd.2883) I have the honour to inform you that I have been in communication with the authorities concerned with the broadcasting service in this Country, with the purpose of ascertaining what steps might be practicable and contemplated for instituting a satisfactory broadcasting service from Great Britain to the British Dependencies overseas, a development which, as the discussion at the Conference clearly showed, was one which would meet with the appreciation of the oversea Governments.

2. I have now been informed that the British Broadcasting Corporation propose in the near future to start a series of short-wave experiments between this Country and America in both directions, the problem being one almost entirely of reception and not of transmission. It is hoped that these experimental transmissions, which will not be continuous or constitute anything in the nature of a service, will be started before the end of the year.

3. As soon as the experiments are undertaken and prove satisfactory, a further communication will be sent to you in regard to the lines on which a broadcasting service can be arranged.

I have the honour to be,

Sir,

Your most obedient, humble servant,
(for the Secretary of State)

W. ORMSBY GORE.

The Officer Administering the
Government of

CODE.

TELEGRAM.

From SECRETARY OF STATE FOR THE COLONIES.

To H.E. THE GOVERNOR.

Despatched: 12th April, 1923. Time: 1845

Received: 13th April, 1923. Time: 1045.

No. 2.

My Circular Despatch 23rd September, 1927, and connected correspondence about Broadcasting from Great Britain to British Dependencies Overseas. The British Broadcasting Corporation have submitted an Empire Broadcasting Scheme which is now under my consideration and which I hope will be ready for discussion by forthcoming Colonial Office and Imperial Economic Conference. The essence of the scheme is to construct a medium powered station in this Country to carry out an experimental service to Dependencies Overseas on short wave for a period of some five year.

In order that the representatives at the above Conference may before they sail have some preliminary idea of what service would be Reuters have agreed to experimental broadcast news bulletin for a month without charge. I understand that Bulletin will be of about a quarter of an hour's duration and will be broadcast by British Broadcast Corporation from Chelmsford daily at 16.55 G.M.T. It will be proceeded by a tuning note for a few minutes and will be transmitted on short wave. This experiment will commence 22nd April. It should be realised that transmission will be purely experimental and not a fair representation of what is actually a possible with a new station specially designed for such a service.

SECRETARY OF STATE.

Hon. C.S.

Notice in 'Penguin'. Instruct Mr Byron and Mr. Mercer to take special pains to try and receive these messages and report daily. Despatch to S. of S. on completion of experiment.

(It'd.) A. H.

DECODE.

178/30.

3

TELEGRAM.

From Secretary of State.

To His Excellency the Governor.

Despatched: 6th May, 192 50. *Time:* 1245.

Received: 7th May, 192 50. *Time:* 1045.

No. 10.

My telegram of 12th April circular experimental broadcast of news bulletin.

I should be grateful to have your comments upon this experimental service before opening of Colonial Office Conference: with particular regard to (a) quality reception and (b) interest shown by Public.

S. of S.

GOVERNMENT HOUSE,
STANLEY.

8th May, 1930.

FAIRLAND ISLANDS.

No. 108.

My Lord,

With reference to your telegrams of the 12th of April and the 6th of May, 1930, on the subject of the experimental broadcast of news bulletins from Great Britain to the British Dominions overseas, I have the honour to report that reception in this Colony has not been satisfactory. Two independent listeners have been endeavouring to effect reception and they both agree in stating that virtually the carrier wave only has been heard and that such speech as does come through is too weak to be understood. This failure to receive the news bulletin is no doubt correctly assigned to the hour of transmission as reception in these latitudes is invariably poor during the mid-day period.

I have the honour to be,

My Lord,

Your Lordship's most
obedient humble servant,

ARNOLD HODSON.

THE RIGHT HONOURABLE
LORD PASSFIELD OF PASSFIELD CORNER, P.C.,
SECRETARY OF STATE FOR THE COLONIES.

Reception Press for GSSW.

April

22nd

GSSW

heard carrier wave only.

23rd

carrier wave only

24

carrier wave only

25

carrier wave hardly audible

26th

speech heard but too weak to
understand.

28th

carrier wave very weak.

29th

carrier wave only.

30th

not heard at all other stations
plentiful.

1st May

carrier wave heard, doubtful
if it is GSSW. very weak.

2nd

nothing heard

3rd

nothing heard, other stations strong.

4th. Sunday, a carrier wave heard. unknown.

5th

nothing heard.

6th

nothing heard.

No. _____

THE WESTERN TELEGRAPH COMPANY, LIMITED.

A Reply of _____ words to Telegram No. _____ handed in at _____ on the _____
 addressed to _____ having been prepaid, this form will be accepted

WITHIN SIX WEEKS of the date of its issue in payment, or part payment, as the case may be, of a Telegram.

The value of unused Prepaid Reply Forms will be refunded to the Sender of the original Telegram if the form be returned to the Issuing Office within THREE MONTHS of the date of issue. If the charge for a REPLY Telegram is less than the amount deposited in payment of the reply, any balance of charges will be refunded to the Sender of the original Telegram, on application within three months.

Signature of Issuing Officer _____

Office Stamp.

No. _____

No. of Words _____

No. and Circuit.

Date _____

Code Time _____

CHARGE.

Clerk's Stamp.

Sent at

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Via **MADEIRA.**

SERVICE INSTRUCTIONS.

Receiver's Name _____

Address _____

To prevent mistakes attention is called to the importance of Legible Writing.

All important Messages should be Repeated.—Quarter-rates charged for Repetition.

The Company may decline to forward any Telegram although it has been received for transmission, but in that case the Company shall, on request, refund to the Sender the amount paid for the transmission and delivery of such Telegram.

If any Telegram shall fail to reach its destination by reason of any neglect or default of the Company or its Servants, which shall have happened whilst the Telegram remained under the control of the Company, and such failure shall not have been caused by "force majeure," or by other circumstances which the Company could not reasonably have controlled, then the Company will refund to the Sender of such Telegram the amount paid for its transmission and delivery, less all moneys paid or payable by the Company in respect of such transmission or delivery to any other administration or authority (whether telegraphic or otherwise, and whether working in connection with the Company or not), which shall not be exclusively controlled by the Company.

The Company shall not be liable to refund any part of the amount paid for the transmission or delivery of a Telegram in any case in which the non-transmission or non-delivery thereof has been caused by "force majeure," or by other circumstances which the Company could not have controlled, whether there shall or shall not have been neglect or default on the part of the Company or its Servants while the Telegram was under its control.

The Company shall not, nor shall any other telegraphic administration or authority, be liable in any case whatever to make any compensation or payment beyond the amount (if any) to be refunded as above mentioned, for any loss, injury, or damage arising or resulting from the non-transmission or non-delivery of any Telegram, or for any delay, error, or omission in the transmission or delivery thereof, from whatever cause such non-transmission, non-delivery, delay, error, or omission shall have occurred.

For the purposes of these conditions the control of the Company over each Telegram shall be deemed to have entirely ceased when, in the course of the transmission of the Telegram to its destination, it shall have been entrusted by the Company for further transmission by telegraph or by post or otherwise to any administration or authority not exclusively controlled by the Company, and in case of further transmission by any line, system, or service of telegraphs whether the same shall or shall not be worked as part of or in connection with the telegraphic system or service of the Company, and the Company shall have full power to entrust any Telegram for further transmission to any other administration or authority subject to any conditions prescribed by them.

I request that the above Telegram may be forwarded according to the above Conditions, by which I agree to abide.

Signature of Sender _____

Address _____

Head Office:—ELECTRA HOUSE, FINSBURY PAVEMENT, LONDON, E.C.

CODE.

TELEGRAM.

From Secretary of State.

To His Excellency the Governor.

Despatched: 5th June, 1923 *Time*: 0850.

Received: 6th June, 1923 *Time*: 1045.

No. 17.

My telegram 6th May Circular Broadcast. Please expedite
your comments.

S. of S.

DECODE.

TELEGRAM.

From Secretary of State.

To H. E. the Governor.

Despatched: 4th January, 19 32. Time: 1515.

Received: 5th January, 19 32. Time:

Important.

No. 2. In anticipation of erection of permanent short wave wireless broadcast station which cannot be completed for about a year British Broadcast Corporation by arrangement reuter are including in experimental transmissions from station G 5 S W daily news bulletin at 12.30 p.m. 6.15 p.m. and midnight. Service commences 6.15 today and does not operate on Sundays. Usual copy-right restrictions apply to service which is intended for individual listeners and should not be reproduced or re broadcast by local station except by arrangement with British Broadcast Corporation.

S. of S.

(7)

Enclosure 1 in Circular despatch dated 10th February, 1932.

Empire News Service.

The British Broadcasting Corporation announces that from Monday, 4th January, 1932, by agreement with Reuters, specially prepared copyright news bulletins will be included in the transmissions from the short-wave experimental station G5SW, the service from which is to be continued and somewhat extended during the time which must elapse before the new Daventry short-wave station is ready for service.

Except on Sundays, when the station will be closed as at present, bulletins will be radiated daily as follows :—

12.30 p.m. (Saturdays 12.45 p.m.).

6.15 p.m.

12.00 midnight.

The first of these will be prepared chiefly to meet the needs of evening listeners in the Far East and Australasia, the second for the "middle" longitudes (Africa and nearer Asia) and the third for the western longitudes. This involves a certain specialization in the character of each, but all alike will be general news bulletins.

A further change taking effect next week will be that G5SW, which has hitherto been closed on Saturdays, will radiate programmes as on the other weekdays. The Saturday hours will be from 12.45 to 1.30 p.m. and from 6.15 p.m. to about 0.15 a.m.

The news, as well as the rest of the programme material, is intended for direct reception by listeners possessing short-wave sets; owing to copyright and other implications it is not available for local rebroadcast except by permission of the British Broadcasting Corporation and the owners of copyrights and news rights.

Enclosure 2 in Circular despatch dated 10th February, 1932.

List of Colonies, Protectorates, etc.

MIDDLE ZONE.

(6.15 p.m. Greenwich)

AFRICA (EAST)	GOLD COAST
AFRICA (SOUTH)	ASHANTI
CAMEROONS	INDIAN EMPIRE
CEYLON	MAURITIUS
CYPRUS	NIGERIA
GAMBIA	NYASALAND
GIBRALTAR	PALESTINE

RHODESIA
ST. HELENA
SEYCHELLES
SOMALILAND
SUDAN

TANGANYIKA TERRITORY
TOGOLAND
TRISTAN DA CUNHA
UGANDA
ZANZIBAR

EASTERN ZONE

12.30 p.m. (Greenwich)

AUSTRALIA	MALAYA (Federated Malay States and Straits Settlements)
BORNEO (British North)	
BURMA (but usually in Middle Zone)	NEW ZEALAND
FIJI ISLANDS	PACIFIC ISLANDS (except a few small islands in neutral zone)
HONG KONG	
	SARAWAK

WESTERN ZONE

Midnight (Greenwich)

ASCENSION	BRITISH WEST INDIES
BERMUDAS	Bahamas
BRITISH GUIANA	Barbados
BRITISH HONDURAS	Jamaica
	Cayman Islands
	Caicos Islands
	Leeward Islands
	Windward Islands
	Trinidad
	Tobago
	CANADA
	NEWFOUNDLAND
	SIERRA LEONE

CIRCULAR.



Downing Street,

10th February, 1932.

Sir,

Red 6
I have the honour to refer to my Circular telegram of 4th January in which I informed you that the British Broadcasting Corporation were instituting on that day a daily news service from the experimental wireless station G5SW.

2. You will remember that at the Colonial Office Conference in June, 1930, certain proposals by the British Broadcasting Corporation for the institution of an Empire Broadcasting Service were considered and that these proposals were further considered at the Imperial Conference in the autumn of the same year. A considerable delay then ensued owing to certain difficulties connected with the financing of the scheme, but the Corporation recently decided to proceed with the erection of a special short-wave station for the transmission of this service at their own expense. It is not, however, anticipated that this station will be ready for service till towards the end of the current year, and the Corporation, recognizing the importance of early action in view of the rapid growth of short-wave services in other countries, therefore decided as an interim arrangement to utilize the existing experimental station G5SW, which they rent from Marconi's Wireless Telegraph Company, for the daily transmission of an Empire News Service ; and by agreement with Messrs. Reuters this service was actually instituted on 4th January.

3. I shall be glad if you will report to me after a reasonable interval, say three months, on the quality of reception in the territory under your Government and the extent to which the service has given satisfaction.

4. I enclose for your information and for such action as you may consider desirable a copy of the announcement made by the British Broadcasting Corporation in regard to the inauguration of this service, together with a list of the various parts of the Empire to which the three News Bulletins radiated daily (except on Sundays) at 12.30 p.m. (Saturdays 12.45 p.m.), 6.15 p.m., and midnight, are respectively directed.

The Officer Administering
the Government of

5. As you were informed in the telegram referred to above, the usual copyright restrictions will apply in respect of this service, which is intended for individual listeners and should not be reproduced in any way, or rebroadcast by local stations except by arrangement with the British Broadcasting Corporation. The listeners for whom the bulletins are intended are primarily residents in the Colonies and Dependencies, secondly listeners in the Dominions, and thirdly British subjects wherever they may be ; and it is presumed that they will in the main listen directly on short-wave receiving sets. The question of local broadcast, where facilities exist, depends on the local situation with regard to copyright and news rights ; and in the matter of the use of their material Reuters and their oversea suppliers request, as they are fully entitled to do, that all reasonable assistance should be afforded them for protection of their rights against unfair commercial exploitation by local broadcasters or local newspapers. As a precaution against unauthorized rebroadcast or reproduction, listeners' licences issued by the General Post Office in this country contain a notice that " This licence does not authorize the licensee to do any act which is an infringement of any copyright which may exist in the matter transmitted." I shall be glad if arrangements can be made for including a similar notice, or some more direct prohibition, in licences issued locally in future, and also for notifying holders of existing licences, unless such licences already contain a warning to that effect.

6. I shall probably make proposals to you at a later date for the grant of some subvention to the Corporation from the sums collected by your Government in respect of licence fees, but the time has not yet arrived when such proposals can be formulated.

I have the honour to be,

Sir,

Your most obedient, humble servant,

P. CUNLIFFE-LISTER.

GOVERNMENT HOUSE,
STANLEY.

23rd April, 1932.

TALKLAND STANLEY.

No. 34.

Sir,

With reference to your Circular despatch of the 10th of February, 1932, on the subject of the daily transmissions of an Empire News Service by the British Broadcasting Corporation from the experimental station 353W, I have the honour to report that, in general terms, the Service as yet in this Colony is unreliable and of little real value. Speech has been received recently at 18.15 G.M.T. but scarcely in sufficient strength to be intelligible and at midnight G.M.T. reception is usually very poor, although on occasion it has been surprisingly clear at good headphone strength.

2. I would add that, again in general terms, reception of 353W in this Colony appears to be best between the hours, approximately, of 2000 and 2200 G.M.T.

3. I would observe, incidentally, that no mention of this Colony is made in the list enclosed in your Circular despatch under reply of the various parts of the Empire to which the three News Bulletins are radiated.

I have the honour to be,

Sir,

Your most obedient
humble servant,

JAMES O'GRADY.

THE RIGHT HONOURABLE
SIR PHILIP CUNLIFFE-LISTER,
G.B.E., P.C., M.C., M.P.,
SECRETARY OF STATE FOR THE COLONIES,

THE BRITISH BROADCASTING CORPORATION

Telephone
WELBECK 4468



Telegrams
ETHANUZE, LONDON

BROADCASTING HOUSE, LONDON
W. 1

When replying please quote O/CFA

18th August, 1932.

F. A. Byron, Esq.,
Telegraph Department,
Port Stanley,
Falkland Islands.

Dear Sir,

As you may have seen, either in the Press or from correspondence, the Corporation is about to form an Empire Department, of which the functions will be to manage the Empire service that is to be given from the new Daventry transmitters and, as a supplement to this service, to prepare records in disc form of certain kinds of programme which it is hoped will be of particular interest to broadcasting stations in the Dominions and Colonies.

It is hoped that regular broadcasting from the Empire transmitters will begin not later than 1st January, 1933, the experimental service from G5SW at Chelmsford being meantime continued. An immediate start, however, is being made with the recording side of the scheme and it is planned to produce in the near future about a dozen records of programmes which it is hoped will be of particular appeal to inhabitants of the Dominions and Colonies. The price and other conditions under which these will be available to broadcasters are not yet fixed, but they will be offered in the first instance to all broadcasters operating under licence from their respective governments. They will be available for broadcasting only and will not be put upon the public markets.

The possible use of other forms of recording - notably for topical events - and the organisation of the programme service from the new station are being carefully considered, but no detail decisions have as yet been made.

We should appreciate the early comments of our broadcasting colleagues on both branches of our Empire scheme, and notably as to the classes of programme material which would be most acceptable to their audiences, either as transmissions or as records.

It is hoped that in two or three months' time a member of our new Empire Department will undertake as extended a tour of the various parts of the Empire as circumstances at that date will permit. He will take with him specimens of the recorded programmes.

Further and fuller details of the scheme will be supplied to you in due course by our Empire Service Director.

Yours faithfully,
THE BRITISH BROADCASTING CORPORATION,

C. H. Atkinson

Director, Foreign and Overseas Department.

No.

MINUTE.

(It is requested that, in any reference to this minute, the above Number and the date may be quoted).

October 14th 1932.



From

To

Electrician-in-Charge.

THE COLONIAL SECRETARY,

Stanley, Falkland Islands.

I have the honour to forward ^{herewith} a letter received by me from The British Broadcasting Corporation.

The recording side of the scheme mentioned in the second paragraph is very interesting.

F. Byron Elect/c.

DECODE.

TELEGRAM.

From Secretary of State for the Colonies.

To His Excellency the Governor.

Despatched : 27th May, 1933. 19 *Time :* 0920.

Received : 28th May, 1933. 19 *Time :*

No.27. Through facilities provided by British Broadcasting Corporation my speech at Corona Club Dinner 15th June will be broadcast to African Zone approximately 9 to 9.35 p.m. British Summer Time; to Canadian Zone on the same day approximately 12.45 p.m. to 1.20 p.m. ; and on the next day 6 to 6.35 a.m. British Summer Time in Australian Zone and 2.45 to 3.20 a.m. in Indian Zone.

Secretary of State.

Miscellaneous

No. 469

INTERIM REPORT OF A
COMMITTEE ON
BROADCASTING SERVICES
IN THE COLONIES

COLONIAL OFFICE,
July, 1936

Miscellaneous

No. 469

*Miscellaneous No. 469. Interim Report of a Committee on
Broadcasting Services in the Colonies.*

ERRATA.

Page 16, last line, for " 500 mW " read " 50 mW "

Page 17. In the third line of the paragraph headed " *Transient Phenomena* ", for " 80 msec " read " 70 msec "

Page 17, penultimate line, for " maximum " read " minimum "

Page 18. In the fifth line of the paragraph headed " *Notes* " for
" e^{-16} " read " $e^{-4.6}$ "

Page 18. Add the following :—

NOTE BY COMMITTEE.

While these are the standards adopted by the C.C.I.F. and in use in this country for high quality broadcasting, the Committee feel that the needs of Colonial Administrations might well be met, at any rate at the outset, by circuits having a less good performance than set out above. A frequency pass figure of 100 to 5,000 p.p.s. and a noise figure of 400/1 (6N. or 52 dbs.) for all types of lines might be considered satisfactory initially.

38512 375

Printed for the use of the Colonial Office

Miscellaneous

No. 469

INTERIM REPORT OF A
COMMITTEE ON
BROADCASTING SERVICES
IN THE COLONIES

COLONIAL OFFICE,
July, 1936

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Committee appointed by the Secretary of State for the Colonies to consider and recommend what steps could usefully be taken to accelerate the provision of broadcasting services in the Colonial Empire, to co-ordinate such services with the work of the British Broadcasting Corporation, and to make them a more effective instrument for promoting both local and Imperial interests.

The EARL of PLYMOUTH	<i>Chairman.</i>
Mr. R. V. VERNON, C.B.	} Colonial Office.
Mr. H. F. DOWNIE, O.B.E.	
Mr. E. B. BOWYER	
Sir WILLIAM F. GOWERS, K.C.M.G.	Crown Agents for the Colonies.
Mr. F. W. PHILLIPS, C.M.G.	} General Post Office.
Col. A. S. ANGWIN, D.S.O., M.C.	
Mr. W. E. WESTON	
Mr. A. J. GILL	
Sir NOEL ASHBRIDGE	} British Broadcasting Corpora- tion.
Mr. C. G. GRAVES, M.C.	
Mr. J. B. CLARK	
Mr. L. W. HAYES	
Dr. W. W. VAUGHAN, M.V.O.	Advisory Committee on Educa- tion in the Colonies.

Secretary, Mr. J. MEGSON

Colonial Office.

INTERIM REPORT

TO THE RIGHT HONOURABLE W. G. A. ORMSBY GORE, M.P.,
SECRETARY OF STATE FOR THE COLONIES.

I.—TERMS OF REFERENCE, ETC.

1. We were appointed by the Right Honourable J. H. Thomas, in February, "to consider and recommend what steps could usefully be taken to accelerate the provision of broadcasting services in the Colonial Empire, to co-ordinate such services with the work of the British Broadcasting Corporation, and to make them a more effective instrument for promoting both local and Imperial interests".

2. Meetings have taken place on the 12th of March and the 27th May, and in between these dates there have been meetings of a Sub-Committee to consider various details in connection with our recommendations.

3. A list of definitions of certain terms used in this Report is annexed as Appendix I.

II.—THE EMPIRE BROADCASTING SERVICE.

4. At the outset we took note of the work already done by the British Broadcasting Corporation in developing the Empire short-wave service from Daventry. Full information with regard to this has recently been sent to the dependencies. Briefly it may be said that the British Broadcasting Corporation have for some years been devoting considerable expenditure and attention to the development of this service both from the point of view of bringing the programmes as far as possible into line with the ascertained requirements of listeners and of increasing the power and adjusting the nature of the transmissions so as to secure good reception in all parts of the Empire: for this latter purpose large capital expenditure on additional transmitters is at present being incurred. We were glad to learn that the objects which the British Broadcasting Corporation have been pursuing in this matter have received the endorsement of the Broadcasting Committee appointed by the Postmaster General to consider the constitution, control and finance of the broadcasting service in this country (the Ullswater Committee) who, in their published report (Cmd. 5091), stated that they attached great importance to the maintenance and development of the Empire Service and recommended that it should be recognized as an important normal function of the broadcasting organization in this country, that it should be expressly authorized in the new charter of the British Broadcasting Corporation, and that the additional funds required for its development should be provided by the Corporation from the increased share of licence receipts which was also recommended by the Committee.

5. It is obviously essential that Colonial Governments for their part and at their end should take all practicable steps to encourage and promote the increased reception of the Empire service by those

sections of the Colonial populations to which its contents are suitable. (It is appreciated, of course, that there must be large sections of the population in various dependencies to which a European programme conducted in English can make little appeal.) The problem of selecting suitable means to make the Empire service available to listeners in a dependency, is part of the wider problem of devising local broadcasting systems with as wide a coverage as possible, to which reference will be made later in this Report, but we desire meanwhile to record the great importance which we attach in principle to the promotion by all practicable means of increased reception locally of the Empire service.

6. We shall not attempt here to assess the direct benefits which listeners in any Colonial community may derive by way of entertainment or recreation alone from the Empire service; these are benefits for which the prospective beneficiaries might well be expected themselves to pay by way of licence fees and by the purchase of suitable receiving sets, or by subscription to a local wire broadcasting system, and their readiness to do so will to a large extent afford a measure of their view of the entertainment and recreation value of the service.

7. There are, however, considerations involved which go beyond this primarily financial aspect of the question. The Ullswater Committee, in their report, instanced the world-wide transmissions of broadcasts by His late Majesty King George V at Christmas and of the Jubilee celebrations as outstanding examples of the value of linking the Empire by broadcasting, and the Secretary of State in his circular despatch of the 8th May, 1935, referred, in connection with such broadcasts, to the "opportunities offered to listeners assembled in masses and groups to take part in ceremonial and similar occasions of high importance in which, in circumstances psychologically favourable, they may be impressed with a more vivid realization of their connection with the Empire". These views as to the significance which the Empire service can have on certain occasions need no endorsement from us. Apart from these special occasions, the Empire service has a significance which cannot be measured in terms of entertainment value. Regular daily contact with the Home Country (and at times with other parts of the Empire) and the repeated projection on the minds of listeners overseas of British culture and ideas, and all that this implies must exert a great influence. The effect of this in the long run is perhaps the more valuable, because it is neither direct nor deliberate. Its importance cannot be assessed in a positive manner. It will vary in different territories with the race and education of the listeners and according to the extent to which they are subjected to other influences, whether these be foreign wireless propaganda, films or the Press, and the extent also to which it can displace these influences. The point which we wish to make here is that there are considerations involved outside the entertainment function of

the Empire service which should be taken into account by a Colonial Government in determining whether any expenditure on equipment for the reception and redistribution of the Empire service is likely to provide an adequate return.

III.—LOCAL BROADCASTING.

General Considerations.

8. We have so far confined our attention to the Empire service, but any local system designed for the re-broadcasting or re-distribution by wire of the Empire service would, of course, be suitable also for the distribution of locally originated programmes and material and conversely, any system designed for the latter purpose would be suitable, or could be readily adapted, for the former. The considerations described in the latter part of the preceding paragraph necessarily apply also to locally originated programmes and should be taken into account in the application of the general proposition regarding the financing of Colonial broadcasting which we found it necessary to adopt at the outset of our deliberations. This proposition, which was advanced by the Colonial Office representatives on this Committee, and from which the rest of us were not in a position to dissent, is that no dependency should be expected to incur a substantial and permanent financial loss on the equipment and maintenance of a broadcasting system designed solely for the provision of entertainment or almost entirely for that purpose.

Wire Broadcasting.

9. Applying this principle to the two systems—wire broadcasting and wireless broadcasting—we considered first wire broadcasting. Experience in West Africa and elsewhere appears to indicate that a wire broadcasting system could be installed with comparatively small capital outlay, and, given a minimum number of subscribers in a compact area such as Lagos, Accra or Freetown, and an annual subscription by listeners of say £3 (including the rent of the loud speaker) could, after a short time, be run without loss or even at a profit. Information regarding the system is contained in the Secretary of State's circular despatch of the 8th May, 1935, but we would draw attention to recent development in the Gold Coast; there wire broadcasting systems installed at Accra and Sekondi have been or are being extended by feeder lines to sub-stations in the neighbouring towns of Achimota and Takoradi respectively. From the point of view of subscribers, reception by wire has a great advantage over the ordinary receiving set, in that it is practically fool-proof and requires no heavy initial outlay or expenditure, other than the annual subscription. In short, for them it is cheaper and simpler. And moreover, since the central receiving set may be presumed to be capable of much better results than the

receiving set which any private listener might be expected to have, overseas stations, such as Daventry, redistributed by wire are clearly more efficiently received by this method than by direct reception on a receiving set. The very limitation of the listener to the programme which the exchange distributes has the advantage that the programmes with which he is supplied can thereby be controlled and objectionable wireless propaganda excluded. The system, however, must, to be an economic proposition, be confined to restricted areas of a certain minimum population density, i.e., in general to towns and large villages. Such a system could not, therefore, cover the whole or in general, anything but a small part of a Colony; but we cannot escape the conclusion that, unless a dependency is in a position to attempt something more ambitious, it should at least make a start with the installation of wire broadcasting systems in suitable areas.

10. In this connection the possibility of carrier frequency transmission over existing telephone lines should receive careful consideration as a means of reaching areas in a dependency which might not otherwise be within reach of a local centre of programme distribution without expensive and powerful transmitting apparatus. By the use of carrier frequencies, it is practicable to transmit programmes over an ordinary telephone line without appropriating all telephone channels on that line and thereby immobilizing it for simultaneous telephone communication. This method may offer possibilities in the development of Colonial broadcasting. Thus if two places A and B in a Colony—which may be hundreds of miles apart—are already connected by telephone circuits of sufficiently good quality, it would be possible to transmit a programme over the telephone wire from A to B (or vice versa) which could be picked up by suitable apparatus at B and fed out to a subsidiary system covering the vicinity of B, of which B would become the centre of distribution. (This method can be used of course not only for the transmission to point B of programmes originated at A but also for the transmission to point B of oversea programmes received at A by wireless; in both cases however, the cost of adapting the existing trunk telephone circuit for carrier frequency transmission would of course have to be compared with the cost of the alternative method of installing a central wireless receiver at point B.) It is important to realize, however, that the method depends on the existence of telephone circuits of fairly high quality. We are unable to say, in the absence of specific information from each dependency, as to the quality and network of the telephone system, how far this development is likely to assist in the problem of securing the coverage of any given territory, but it is doubtful whether in a number of territories the telephone system, in its present condition, will be capable of any extensive adaptation to the system and it is clear that even where it is, the areas which can be covered by wire broadcasting will still form only a small part of the populated area.

Wireless Broadcasting.

11. We are driven to the conclusion that, to secure any real development of Colonial broadcasting in the larger dependencies, the establishment of wireless broadcasting systems will be necessary. But while wire broadcasting is an experiment which can readily be undertaken in any considerable centre of population, because there is a fair prospect that it may pay its own way, the same cannot be said of wireless broadcasting. Such information as we have indicates that the establishment and operation of a system of local wireless broadcasting may be expected to involve a heavy capital outlay and a substantial recurring loss for some years in all but the largest and most heavily populated territories. This estimate of ours, however, takes no account of the possibilities of revenue from advertisement or sponsored programmes, which in certain territories might be quite large, and while we should be sorry to see the extensive development of advertisement as a feature of Colonial broadcasting programmes, we consider that it would be better to have a broadcasting system partially financed by such advertisement than to have no broadcasting system at all. Such advertisement should not exceed a fixed small percentage of programme time.

12. We consider also that careful consideration should be given to the possibility of the part-time use for broadcasting of radio telephone transmitters in territories where they exist or are in contemplation.

13. Even when due allowance is made for the enhancement of revenue by advertisement or for the part-time use of radio telephone transmitters, it seems clear that the establishment of wireless broadcasting in most dependencies may involve serious financial considerations, and before these dependencies can be invited to undertake such commitments, it seems necessary to examine closely just what the aim of such broadcasting should be and how far, even with comparatively large financial outlay, it is likely to be attained.

IV.—THE AIMS OF COLONIAL BROADCASTING.

14. We envisage the development of Colonial broadcasting—and its justification—not only as an instrument of entertainment for Europeans and others of similar education and means, who can for the most part listen in direct to Daventry and other stations on short-wave receiving sets, but also as an instrument of advanced administration, an instrument, not only and perhaps not even primarily for the entertainment but rather for the enlightenment and education of the more backward sections of the population and for their instruction in public health, agriculture, etc. Only development along these lines would, we feel, justify any large outlay by Colonies and where there is no real prospect of such development,

broadcasting stations must, we think, be more or less self-supporting. Conversely, we feel that any promising development in this direction would certainly justify expenditure on the part of a Colony, and we consider that the potentialities of this instrument of administration are so great that at least some expenditure is demanded of Colonial Governments by way of experiment and investigation.

15. These remarks do not apply, of course, with equal force to all dependencies. We have in mind, in particular, the large mass of Africans (i.e., other than that small minority whose circumstances and standard of education are such that their broadcasting requirements are similar to those of Europeans). We understand that there is very little known as to the likely reactions of these people to broadcasting; as to whether and to what extent it would appeal to them after its initial novelty had gone; as to what extent in particular they could be persuaded to listen to educational and instructional broadcasts; as to what extent such instruction would have to be combined with entertainment broadcasting; and as to what form of lighter broadcasts would be most likely to appeal. These are fundamental problems which demand investigation before substantial progress can be made, and which could, it is suggested, be investigated without undue expenditure in certain territories. In Kenya, for example, which lends itself to such an experiment by reason of the fact that a broadcasting station exists at Nairobi within range of native communities, we understand that suggestions have already been made for the installation of receiver and loud speaker equipment at selected points with a view to carrying out such experiment. The problems referred to above appear, in fact, closely similar to those problems of the native reactions to films which, we are informed, are at present being investigated in East Africa by the Bantu Education Cinema Experiment, and it may be that the reception of broadcasts in conjunction with the reception of films by natives may offer a partial solution of the problem.

16. The experiment which is at present going on in Palestine represents, no doubt, a more advanced stage. There, central receivers connected to loud speaker equipment are being installed in schools, halls, etc., in about one hundred villages of a population of over one thousand each, with a view to the diffusion of broadcasts in Arabic.

17. Educational broadcasting apparently has been carried out in some areas in Ceylon, but this, we understand, is more in the nature of the broadcasts for schools which take place in this country, and although we believe that such educational broadcasting has an important place in the Colonies as well as in this country, it has little bearing on the problem referred to above.

18. We have considered in the foregoing, the question of broadcasting as an instrument of entertainment and have concluded that,

as such, it should be self-supporting, and we have suggested that, in many territories, this condition could be satisfied, if not by wireless broadcasting, at any rate by wire broadcasting in suitable areas. We have qualified this by pointing out that even entertainment broadcasts from British sources and in particular the Empire service, may have over a period a considerable beneficial influence which would justify some Government loss on expenditure to promote their reception. We have gone on to point out, however, that broadcasting should be regarded as an important function of administration which might justify considerable expenditure and which, at least, demands careful investigation by all Colonial Governments, and we have outlined the aims which we think should be pursued.

V.—COMMUNAL LISTENING.

19. It is, of course, clear that the extent to which these aims can be attained is directly proportional to the number of the population which can be reached by any broadcasting system or combination of systems in a dependency. Those who can afford a sufficiently good receiving set will, in general, be able to listen in direct to Daventry and other stations, and it is not primarily for such that any local broadcasting system is required; they would, in any case, be in a very small minority. There will be a larger number who will be able to afford or will prefer for some reason to make the smaller annual subscription to a wire broadcasting system, if such is available to them, but the number of people who can afford even this will still, no doubt, constitute only a small proportion of the population. The vast majority of the population then can only be provided for by the installation at the receiving points of any system, whether it be wireless or wire broadcasting, of central receivers or equipment connected to loud speakers installed in schools, halls, public squares and other places of public assembly. This idea is being developed in Palestine as has been pointed out above, and is, it is understood, very popular in other territories where it has been tried to some extent. It should present no technical difficulty at points where signals of sufficient strength are received. In some cases it may be possible to impose small charges on the audience to recoup the broadcasting authorities for their outlay; in many cases, however, this may not be possible, particularly where the broadcasts are primarily educational in nature and the outlay would then have to be regarded as an administrative charge on the Colonial Government concerned. Such central points of reception would necessarily be limited to compact communities of a minimum size, although listeners might be prepared to come a short distance to the central point. There will remain however a number of the population both unable to afford a receiving installation and without access to these central receiving points.

VI.—CHOICE OF EQUIPMENT AND WAVE-LENGTHS FOR COLONIAL BROADCASTING.

20. The extent to which a broadcasting system can cover the population of a territory will, in the larger territories, be limited, not only as indicated above, by the nature of the population distribution, but also by the range of the transmitting centre or centres. In this connection we have already dealt in paragraphs 9 and 10 with both the possibilities and the limitations of wire broadcasting. We turn now to the question of wireless broadcasting. The choice of suitable wave-lengths which will secure, from an economic and technical point of view, the optimum coverage of the territory depends on a number of considerations into which we enter more fully in the subsidiary report which forms Appendix II to this interim report. Briefly, the ideal solution in normal circumstances for a large dependency would probably be a chain of medium-wave stations so arranged as to cover the whole territory; but in most cases this may be ruled out as impracticable on grounds of expense. Failing that, the next best solution is probably a medium-wave transmitter to serve the most densely populated area of a dependency, together with a short or intermediate wave transmitter to serve outlying areas. Even this, however, may be too expensive for many territories and in some cases, particularly where the population is scattered throughout a large area, as in the Fiji Islands, the only possible solution within the financial means of the territory may be a short or intermediate wave broadcasting station of which the latter would probably be preferable. The use of short or intermediate wave broadcasting in the dependencies, however, raises, from the international point of view, questions of some difficulty to which we have found it necessary to give special consideration. On that point our view, briefly, is that since the ultimate solution in many dependencies is probably to be found in the use of waves in the intermediate band of 80-200 metres, the authorities should consider the possibility of securing, at the next International Conference at Cairo in 1938, the allocation for broadcasting of waves within these limits. Pending international agreement we consider that some use might nevertheless be made of these wave-lengths on low power and where freedom from interference with other services can be assured. As regards the short-waves (10-80 metres) any application to use them would require the most careful consideration in the light, on the one hand of local circumstances and on the other of the difficulties of interference with other stations.

21. It is important to observe that wireless broadcasting and wire broadcasting are in no way mutually exclusive, but are rather complementary. Within the range of transmission of a broadcasting station, the possibilities of increasing the number of listeners by wire distribution should always be investigated, and outside that

range the possibility of small independent broadcasting centres should be considered. For example, centres which could not be reached by long-distance broadcasting either by wire or wireless from the main programme distribution centre or centres of a territory might, in certain cases, work independently of the system by means of a local wire system which might, if equipped with a suitable receiver, redistribute the Empire programme or might, if local programme material is available, distribute that. Administrative, educational, agricultural and medical officers might, for example, be able to make use of such a system for instructional broadcasts.

22. When all allowance is made for methods of this kind, however, it will be seen that there must remain, at any rate in the present stage of scientific development, a substantial portion of the population outside the reach of broadcasting. This does not invalidate our previous conclusions; the portions of Colonial populations which can be reached by local broadcasting systems should still be sufficiently large to justify the development of such a system to the fullest possible extent in accordance with the principles which we have outlined.

VII.—APPLICATION OF ABOVE PRINCIPLES TO INDIVIDUAL TERRITORIES.

23. We have so far confined ourselves to principles which we consider of fairly general validity. The precise application of these principles to individual territories with a view to the establishment of suitable broadcasting systems presents considerable difficulty and requires a knowledge of local conditions, which we do not possess. Nevertheless, we feel that we shall not have completed the task which has been set us until we have made such definite recommendations, at any rate in regard to those territories which have not already a system capable of adaptation and extension along the lines described above. We are fortunate in having resources of technical advice available, greater than those of perhaps most dependencies, and we believe, from despatches which the Secretary of State has received from certain dependencies, that a number of Colonial Governments would welcome specific recommendations in their own case from the Secretary of State, based on technical advice such as that at the disposal of this Committee. In order to enable us to make such recommendations where they may be desired, we have drawn up a questionnaire (Appendix III) which we suggest should be circulated to Colonial Governments for completion in such cases. It would be desirable that these Governments, in returning the completed questionnaire, should, where they are in a position to do so, accompany it by definite proposals for the development of local broadcasting. It would be helpful also if each of these Governments would indicate whether it would find it possible to send one of its technical experts to this country to co-operate with experts here

in the determination of the most suitable broadcasting system or systems for the territory in question, or alternatively to pay for the visit to that territory of a technical expert from here, if such an expert were available.

24. The possibilities of co-operation between adjacent territories in the matter of the provision of broadcasting facilities, and also with regard to the preliminary question of securing expert technical advice should not be overlooked.

VIII.—GOVERNMENT CONTROL.

25. We have not yet in this report dealt with the question of the conduct of broadcasting services wholly or partly by companies or individuals licensed by a Colonial Government. We do not think that there is, in regard to most dependencies, much to be said in favour of such an arrangement; the profit which is clearly a necessary condition of any company undertaking such a project would merely be an extra charge on the service, and private control has obvious (though not insuperable) obstacles to the development of the service as a social and administrative service. Exceptionally where Cable and Wireless, Limited, conduct all the external wireless services of a dependency they might be able to save on maintenance and staff charges by comparison with Government working; but where for such a reason it would be more economical for them to operate the wireless broadcasting service, their operations might, we think, be confined to the technical conduct and maintenance of the service, the programme side being in the hands of the Government. Similarly, in certain territories where the internal telephone system is conducted by a company, that company might be in a better position than the Government to arrange for the installation and the technical maintenance of a wire broadcasting system. The view may be held also in some quarters that in certain dependencies it would be embarrassing for the Government to be responsible for all programmes broadcast. We are unable to attach much force to this argument in the case of most dependencies; but where such a consideration may be held to have weight, it may be desirable to set up an organization on the lines of the British Broadcasting Corporation, i.e., a semi-autonomous body responsible to the Government. This, however, probably represents a more advanced stage of development than that which will be reached by most dependencies in the near future, and in general, we consider that broadcasting activity, as a service of cardinal importance, should be under the direct control of the Colonial Government. Government control, in so far as it relates to programme policy, should be vested in a committee of standing to which draft programmes would be submitted in advance at suitable periods. The precise composition of such a committee and in particular the extent, if any, to which it would contain unofficial representation, would depend on local circumstances; but it should, we think, be presided over by

an official of high standing and should contain representatives of the departments interested in the use of broadcasting as an administrative service, i.e., the Education, Public Health and Agricultural Departments. Where it may not be immediately practicable for the Government to take over complete control of the broadcasting system, arrangements should be made for securing to the Government, when desired, a proportion of the broadcasting time for Government broadcasting, particularly broadcasting of an instructional nature, and provision should also be made to ensure that the programmes generally should contain a substantial proportion of British material and especially British news.

26. The Committee desire to record their appreciation of the ready and efficient assistance which has been rendered to them by Mr. Megson in his capacity as Secretary.

PLYMOUTH.

R. V. VERNON.

H. F. DOWNIE.

E. B. BOWYER.

W. F. GOWERS.

F. W. PHILLIPS.

A. S. ANGWIN.

W. E. WESTON.

A. J. GILL.

NOEL ASHBRIDGE.

C. G. GRAVES.

J. B. CLARK.

L. W. HAYES.

W. W. VAUGHAN.

J. MEGSON,
Secretary.

July, 1936.

APPENDIX I.

Definitions of certain Terms used in the Interim Report.

1. "Wireless broadcasting"—The transmission by means of wireless (Hertzian) waves of programmes intended for reception by the general public.
2. "Wire broadcasting"—The transmission of programmes from whatever source to listeners over wire.
3. "Broadcasting"—The general term used in the Report to cover both the above systems.
4. "Rebroadcasting"—The wireless broadcasting from a central point of programmes received at that point by wireless.
5. "Redistribution by wire"—The wire broadcasting from a central point of programmes received at that point either by wire or wireless.
6. "Redistribution"—The general term used in the Report to cover both the above forms of retransmission to listeners.
7. Wave-lengths—
 - Short—10-80 metres.
 - Intermediate—80-200 metres.
 - Medium—200-545 metres.
 - Long—over 545 metres.

APPENDIX II.

Subsidiary Report on the Choice of Suitable Wave-lengths for Colonial Broadcasting.

It will be convenient for the purpose of this memorandum to divide the wave-lengths into

- Short—10-80 metres,
- Intermediate—80-200 metres,
- Medium—200-545 metres,
- Long—over 545 metres,

although a different classification is recognised internationally.

2. In the long-waves there are no bands allocated by the General Radio Communication Regulations Madrid, 1932, to broadcasting outside Europe and certain other limited areas.

In the medium-waves the whole range 200-545 metres is allocated to broadcasting.

In the short-waves the following bands are allocated to broadcasting:—

- 48.78—50 metres.
- 31.25—31.58 metres.
- 25.21—25.64 metres.
- 19.54—19.87 metres.
- 16.85—16.90 metres.
- 13.92—13.99 metres.
- 11.28—11.72 metres.

In the intermediate range of 80-200 metres no bands are allocated specifically to broadcasting.

Article 7, paragraph 1, of the General Radio Communications Regulations however provides that the administrations of contracting countries may

assign any frequency to any radio-electric station under their authority upon the sole condition that no interference with any service of another country results therefrom, and under this clause it is open to an administration, subject to the proviso stated, to assign frequencies for broadcasting outside the bands specifically allocated by the regulations for broadcasting. Under this dispensation, wave-lengths within the intermediate range are in fact being used for broadcasting, notably in the Netherlands East Indies, and experimentally in certain British dependencies, e.g., Malaya.

3. The great advantage of short or intermediate-wave transmission over medium or long-wave transmission is that a comparatively low power, and therefore cheap, short or intermediate-wave transmitter has a very wide potential range. Owing to the phenomenon of "skip-distance" it is, however, liable to be badly received just beyond the immediate vicinity of the transmitter, and at greater distances reception may be subject to "fading". While, therefore, a comparatively low power short or intermediate-wave transmitter would potentially be able to reach all parts of even the biggest colony, reception for the above reasons would be unreliable. A medium or long-wave transmitter, on the other hand, is relatively limited in range for a given power, but within that limited range reception is comparatively reliable and good. In tropical regions atmospherics may modify these conditions appreciably as their prevalence is much more marked on medium and long-waves than on the shorter waves, so much so that in some regions it may be impracticable to use long or medium-waves effectively. This applies with greater force to long-waves since the level of atmospheric interference increases rapidly with increasing wave-length. Short-wave transmissions on the other hand might be subject to severe interference by the numerous and frequently no doubt more powerful short-wave stations of other countries. This objection does not apply to the same extent to the intermediate wave-lengths. On the whole the ideal solution in normal circumstances for a large colony would be a chain of medium-wave stations so arranged as to cover the whole territory, but this may be ruled out as impracticable on grounds of expense. Failing that, the next best solution is probably a medium-wave transmitter to serve the most densely populated area of a colony together with a short-wave or intermediate-wave transmitter to serve outlying areas, which is, in fact, the method at present adopted by the broadcasting station of Cable and Wireless, Limited, at Nairobi, Kenya, and in certain other parts of the Empire. Even this, however, may be too expensive for many territories, and in some of these cases, particularly where the population is scattered throughout a large area as in the Fiji Islands, the only possible solution within the financial means of the territory may be a short or intermediate-wave broadcasting station. Where a short- or intermediate-wave transmitter is used it may of course be necessary to employ different wave-lengths according to the time of day, season and local conditions.

4. Short-wave transmission has also, in the view of certain colonies, the advantage that since its range extends beyond the confines of the colony in question, it can "put the colony on the map" for broadcasting purposes. This consideration is one which may in some cases have a certain commercial value but which should not in our opinion be a deciding factor.

5. There are, however, certain serious obstacles to the widespread use of short-wave broadcasting in the colonies, namely that by reason of its potentially wide range it is liable to cause interference with transmissions from other countries. It is in the consideration of these difficulties that it is convenient to sub-divide the shorter wave-length ranges into wave-lengths below about 80 metres (short) and those between 80-200 metres (intermediate). Both have the advantage that on a comparatively low power transmitter their potential range is sufficient for even the largest

colony. Below about 80 metres, however, the range may be so great that the transmissions will be liable to cause interference with those of other short-wave stations (and conversely, as has been pointed out to be "jammed" by such transmissions); over about 80 metres this danger becomes considerably less. From this point of view, therefore, the range between 80-200 metres would probably in many cases be more satisfactory for purposes of Colonial broadcasting than that below 80 metres.

6. No bands between 80-200 metres are however specifically allocated to broadcasting, and these wave-lengths are in fact allocated by the General Radio Communication Regulations to other services. It would, therefore, be a condition of broadcasting on wave-lengths within this range that it should not interfere with any of these services, and any application on the part of a colony to broadcast within this range would require careful consideration in the light of this requirement. In view, however, of the value of the intermediate wave-lengths for purposes of Colonial broadcasting we recommend that the authorities should consider the possibility of securing at the next International Conference at Cairo in 1938 the allocation for broadcasting of waves within these limits. Pending international agreement we consider that some use might still be made of these wave-lengths on low power and where freedom from interference with other services can be assured.

7. With regard to the wave-lengths below about 80 metres it has been pointed out above that the use of such wave-lengths is open to the objection that they are liable both to interfere with and to be interfered with by similar transmissions from other broadcast stations. It is true that certain bands within that range have been specifically allocated to broadcasting but within these bands no allocation has been made by international agreement as between different stations and effective use of these bands is at present dependent on a considerate attitude by administrations to the needs of other countries. These short-wave bands allocated to broadcasting are already highly congested and after consultation with the General Post Office and the British Broadcasting Corporation, the Secretary of State found it necessary to lay down the principle that, while he did not consider that there was sufficient ground for placing a complete ban in the meanwhile on the use of short-waves for broadcasting in the colonies, the situation demanded that such short-wave broadcasting should be confined to territories whose needs could not be satisfied by the use of the longer waves. In view of the difficulties of interference already referred to we do not find ourselves in a position to recommend any relaxation of this principle, and we consider that any application by a colony to use short-waves for broadcasting would require careful consideration in the light, on the one hand of the international difficulties, and on the other hand of local circumstances.

APPENDIX III.

Questionnaire for Colonial Administrations.

1. Is there an existing wireless broadcasting service in your territory or is one definitely contemplated? Please give brief particulars. Is it (or will it be) operated by Government or private enterprise?

2. If broadcast transmitters are in operation, what is the geographical situation, wave-length, type of aerial and the power of the broadcasting stations? What do you consider to be the service area of each of them, i.e., the area effectively served under normal conditions?

3. Is a wire broadcasting system being operated? If so, in what towns and what is the number of subscribers? Within what radius of the centres of distribution do they live? What is the charge to subscribers and does it include licence fee and/or loud speaker rental?

4. Is your broadcasting system confined to listeners of the English-speaking population?

5. If the answers to 1 and/or 3 are in the affirmative, please provide observations on the following points:—

(a) Approximate hours of service, local time.

(b) Is programme material locally produced? If so, in what proportions are live talent and gramophone records respectively employed?

(c) To what extent are programmes, received by wireless from distant broadcasting stations redistributed, and from what long, medium or short-wave stations?

(d) Are any local programmes multilingual or are individual languages restricted to specific programme periods? Give an indication of the proportion of local programme time devoted to different languages.

(e) Does indigenous music or drama figure largely in your programmes? If so, give a brief indication of its nature.

(f) Is the Empire Station at Daventry sufficiently well received to permit rebroadcasting or redistribution by wire? What are found to be the best periods of the day (local time) and the best wave-lengths for reception?

6. If the Empire Station or other stations are rebroadcast or redistributed by wire, what type of receivers and aerials are used for the initial reception? A note of the approximate cost of the receiving installation excluding site and building would be of interest.

7. What short-wave or other broadcasting stations are receivable direct on ordinary sets? In particular is the Empire Station so received satisfactorily, and during what periods (local time)? Please indicate also the most popular makes of receivers in use and local prices. What is the local position in regard to technical service and maintenance of receiving sets?

8. Have you any comments to make on the present broadcasting service from Daventry in relation to hours of operation, programme content (including news, etc.)?

9. Can you produce rough maps* showing the variation of density throughout the territory and the numbers of the population under the following heads:—

(a) Population able to understand English from a broadcasting point of view.

(b) Population using the *main* local languages which might be required for local broadcasting purposes (map for each language).

10. Would you please provide observations on talent and/or material available in your territory for local broadcast activity in relation to:—

(a) European (English) programmes and talks.

(b) Vernacular programmes and talks.

(c) Official services—official announcements, educational programmes, instruction in public hygiene, agriculture, etc.

(d) News bulletins in local languages or in English.

11.—(a) Can you give some idea of the number of persons likely to be able to afford a simple receiving set and licence therefor in the event of a local wireless broadcasting service being set up?

* Suggested methods of shewing these data on a map are (i) by a series of dots each dot representing a certain unit of population, say 1,000 or (ii) by shading areas differently according to the density of population per square mile.

Are they in restricted or in scattered areas or in what towns. On what costs per receiving set and licence are you basing this information?

(b) Please give similar data as to the number and distribution of persons in the towns and other populous centres able to subscribe to a wire broadcasting system on a basis of say 5s. a month inclusive.

12. With reference to paragraph 9 of the Interim Report are telephone lines suitable for the transmission of

- | | |
|------------|---|
| (a) Music | } For a criterion of suitability of circuits see C.C.I.F. Avis in Budapest White Book, 1934, Vol. III, p. 166 (attached). |
| (b) Speech | |

If not, could existing lines be equipped to make them suitable for broadcast transmission

- (i) at audio-frequency, or
- (ii) by the use of carrier current circuits?

It would be convenient if this information could be accompanied by an annotated map showing the trunk telephone system.

13. Can you give an estimate of the population living within five to 10 miles on either side of any trunk telephone routes which are suitable for or could be converted to the transmission of broadcast programmes as indicated in 12?

14. What power supplies are available in the country for operating a broadcast transmitter, all mains receivers or for accumulator charging?

15. With reference to paragraph 11 of the Interim Report what radio-telephone transmitters are in existence or in contemplation which could be adapted for part-time use for broadcasting? Give the location power and wave-lengths of operation, and the periods during which they might be allocated to broadcasting.

16. Is there available, either in Government or private employ, technical personnel capable of installing and maintaining (a) a wireless broadcasting station, (b) a wire broadcasting system.

17. If a licence system is already in force, please give cost of licence and an up-to-date figure of number issued.

18. With reference to paragraph 18 of the Interim Report to what extent do you consider that it would be practicable to charge admission to audiences assembled in public places for broadcast reception?

19. An indication of the general intensity of atmospheric disturbances as they affect reception on (a) medium waves, (b) intermediate waves, (c) short waves would be useful.

C.C.I.F.: BUDAPEST, WHITE BOOK, 1934, VOL. III, p. 166.

Translation (see paragraph 12 of Appendix III).

Band of frequencies effectively transmitted.

In order that the transmission of speech and music may be good, the band of frequencies effectively transmitted by the entire circuit relaying the broadcast transmission should be from 50 to 6,400 pps. at least. For a frequency to be considered effectively transmitted, the equivalent at this frequency should be less than 0.5 N. or 4.3 Dbs. at the most lower than the equivalent at 800 pps.

Transmitted power.

In order to reduce the harmful effects of cross-talk and non-linear distortion, the power transmitted during a broadcast transmission should not, at any point on the international circuit, exceed 500 mW.

Maximum volume.

The measurement of maximum or minimum volume transmitted by the circuit during the broadcast transmission should be made provisionally by means of a maximum impulse indicator intended for a frequency band of 30 to 7,000 pps. and fulfilling the conditions prescribed for impulse indicators (*see* Vol. IV, Part 3).

The circuits used for the relay of broadcast transmissions should permit a volume, which may vary over a range of 4.6 N. (40 Dbs.), to be transmitted satisfactorily.

Non-linear distortion.

For the maximum power and for a certain frequency within the band of frequencies effectively transmitted, the attenuation of harmonic distortion should at least be equal to 2.3 N. or 20 Dbs. (provisional limit). The broadcasting organizations have observed that the effects of non-linear distortion are already noticeable in a broadcast transmission when the attenuation of harmonic distortion is 3.2 N. or 28 Dbs.

(This value was adopted in Avis No. 49 of the C.C.I.R. at Copenhagen as a value of attenuation of harmonic distortion for broadcast transmitters.)

Transient phenomena.

The index of phase distortion for a frequency of 6,400 pps. must not exceed 10 msec. on a circuit used for broadcast transmissions. On the other hand, a limit of 80 msec. is considered as provisionally admissible for this index at 50 pps. on a circuit used for broadcast transmissions, subject to modification according to later experiments to be made on this subject, and also according to later decisions which might be made for the extension towards the low frequency (for example: to 30 pps.) of the band of frequencies effectively transmitted by the circuits for broadcast transmissions.

Compensation of the effects of temperature variations.

It is necessary to make suitable arrangements to compensate the effects of temperature variations on the conditions of equalisation of broadcast circuits.

Cross-talk.

The attenuation of near- or far-end cross-talk for speech between two circuits being used for broadcast transmissions, or between one of these circuits and a telephone circuit, should be 9 N. or 78 Dbs. at least for cable lines, and 7 N. or 61 Dbs. at least for open-wire lines. In the case where it is necessary to use lines with a cross-talk attenuation lower than the above values for the relay of broadcast transmissions, the maximum power applied to the input of these lines must necessarily be reduced.

Noise.

(a) Noise voltage at points of minimum level.

At points where the relative level of *voltage* is minimum, the ratio between the maximum useful voltage (Note i) and the noise voltage (line noise and cross-talk) must be at least 1000/1 (6.9 N. or 60 Dbs.) for cable circuits, and at least 400/1 (6 N. or 52 Dbs.) for open-wire lines.

(b) Noise voltage at the end of Section B (Note ii).

The noise voltage measured objectively (Note iii) at the end of section B when closed by an impedance of 600 Ohms. must always be less than 1/1000 part of the maximum useful voltage defined above. The ratio between the maximum value of the useful voltage and the noise voltage must always be greater than 10.

The foreign voltage measured objectively but without any filtering network, must never exceed 1/100 part of the maximum useful voltage (provisional limit); the measurement of the foreign voltage is useful in order to be sure that there is no danger of saturation or of parasitical modulation.

NOTES.

(i) The "maximum useful voltage" at any point in a circuit means the sinusoidal voltage (maximum value) which, when applied at this point, gives a power of 50 mW at the output of the repeaters. The "minimum useful voltage" at any point in a circuit means the voltage corresponding to the maximum useful voltage at the same point multiplied by e^{-40} .

(ii) The end of section B is the output of the last line repeater, i.e., the input to the local line which connects the long distance circuit to the offices of the Broadcasting Organization.

(iii) The noise measuring set (psophometer) must be provided with a special filter of which the characteristics are given in Vol. IV, Part 3.

CIRCULAR.



15

Downing Street,

21st October, 1936.

Sir,

✓ I have the honour to inform you that early this year my predecessor, the Right Honourable Mr. J. H. Thomas, appointed a Committee "to consider and recommend what steps could usefully be taken to accelerate the provision of broadcasting services in the Colonial Empire; to co-ordinate such services with the organization of the British Broadcasting Corporation, and to make them a more effective instrument for promoting both local and Imperial interests." This Committee, under the chairmanship of the Earl of Plymouth and composed of representatives of the Colonial Office, the General Post Office and the British Broadcasting Corporation, as well as Sir William Gowers (one of the Crown Agents for the Colonies) and Dr. Vaughan of the Advisory Committee on Education in the Colonies, have presented an interim report, a copy of which I enclose.

Misc. 469.

2. Successive Secretaries of State have urged the importance of securing as rapidly as is practicable the fullest development of broadcasting as a factor in the life of Colonial communities; and it is hardly necessary for me again to emphasize a truth which has won general appreciation. The Committee, in accordance with their terms of reference, have directed themselves primarily to the question of ways and means of giving effect to this policy, but in so doing they have found it necessary to subject the aims behind the policy to a careful analysis which has resulted in the expression of a number of general principles with which I find myself in complete agreement. I commend these principles to your attention, and I hope it will not detract from the weight which I feel should be given to all of them if I direct your special attention to the following statement in paragraph 14 of the report:—

"We envisage the development of Colonial broadcasting—and its justification—not only as an instrument of entertainment for Europeans and others of similar

The Officer Administering
the Government of

education and means, who can for the most part listen in direct to Daventry and other stations on short-wave receiving sets, but also as an instrument of advanced administration, an instrument, not only and perhaps not even primarily, for the entertainment but rather for the enlightenment and education of the more backward sections of the population, and for their instruction in public health, agriculture, etc."

3. *The Committee have dealt in some detail with the measures which may be possible in the Dependencies to secure the development of broadcasting in accordance with the principles enunciated, and I do not think that it is necessary for me to comment on this aspect of the report ; it is sufficient to note that the composition of the Committee is such that on questions of this kind their recommendations, which it will be observed have been framed with careful regard to financial realities, must carry the utmost weight.*

4. *The Committee recognize that the determination of the precise measures to be taken in individual territories with a view to the establishment of suitable broadcasting systems may in some cases be a matter of considerable difficulty, and they make the helpful suggestion that a number of Colonial Governments may welcome specific recommendations in their own case based on the technical advice at the disposal of the Committee. In order to enable them to make recommendations in such cases they have drawn up a questionnaire which forms Appendix III to the report. "It would," the report adds, "be helpful also if each of these Governments would indicate whether it would find it possible to send one of its technical experts to this country to co-operate with the experts here in the determination of the most suitable broadcasting system or systems for the territory in question, or, alternatively, to pay for the visit to that territory of a technical expert from here, if such an expert were available."*

5. *I regard the above suggestions of the Committee as of great importance and I hope, therefore, that Colonial Governments will consider very carefully to what extent it may be possible for them to utilize the further advice of the Committee, and to submit proposals, including replies to the questionnaire, accordingly. I appreciate that in a few Dependencies where broadcasting has already reached a comparatively advanced stage of development this course will not be necessary, and I would not wish in such cases to trouble either the Colonial Government with the preparation, or the*

Committee with the consideration, of unnecessary material. In a number of Dependencies, however, no effective start has yet been made with the initiation of broadcasting systems capable of adaptation and extension along the lines indicated in the report, and in such cases it seems to me eminently desirable that the Colonial Governments concerned should take steps to avail themselves of the advice which the Committee are prepared to offer, and that to this end they should furnish the information indicated in the questionnaire, accompanied by such proposals as they are in a position to put forward. It is, of course, not to be expected that this information will in all cases be sufficient to enable the Committee to reach definite conclusions, and it is important therefore that the Colonial Government concerned should also indicate, as the Committee suggest, whether it would find it possible to send one of its technical experts to this country to co-operate with the Committee or, alternatively, to pay for the visit to the territory of a technical expert from here if available.

6. I should add that, while I have not yet decided to publish the report in this country, there is no objection to the report and this despatch being given such local publicity as is considered desirable.

I have the honour to be,

Sir,

Your most obedient, humble servant,

W. ORMSBY GORE.

REPLIES TO QUESTIONNAIRE.

1. No, the matter has been under consideration.
2. No, none in operation.
3. Yes. In Stanley only. Subscribers number 121. Annual licence fee of £1. is charged.
4. Population are all English speaking.
5. (a) Hours of service. Monday Wednesday & Friday 2 hours each
8.30 p.m. to 10.30 p.m.
Saturdays, Childrens corner 1 hour 7 p.m. to 8 p.m.
Sundays, relay local Church Service 7 p.m. to 8 p.m. and relay
overseas programmes or records for 1 hour 8.30 p.m. to 9.30 p.m.
- (b) No local talent. All by gramophone records and occasional talks.
- (c) Wireless programmes relayed from Radio Excelsior L.R. 5, Buenos
Aires, 9 p.m. to 9.30 p.m., Monday and Friday, medium band.
B.B.C. programmes relayed Monday, Wednesday, Friday and Sunday,
subject to receiving conditions. Transmission 4 GSB and 5 GSF.
- (d) Local programmes are relaying of records, all of which are in
English.
- (e) No.
- (f) Yes, from 15.30 to 22.30 in winter months and from 19.00 to 22.30
in summer. There is no redistribution after 22.30.
6. One receiver used. Makers: Phillips Model 342. A. (as sold to
the public). Aerial Inverted L. Cost of receiver £18.
7. Other sets in the Colony can often receive programmes which we are
unable to relay. In most cases private sets have the advantage
of a better position for aerial erection, and in many cases the
receivers are more selective than the receiver used in the
Government service. Makes of sets in use. RCA Victor (U.S.A.)
Pilot (U.S.A.) Burndept, Eddystone, Phillips G.E.C. and McMichael.
There is no department for the repair or overhaul of receivers in
the Colony.
8. No comments.
9. The population of the Falkland Islands is approximately 2500
including children. Stanley the capital has some 800 or 900
of a population, the remainder are in small camp settlements
throughout the Islands.
- (a) All understand English.
- (b) Main local language is English.
10. ---
11. Estimate 150 persons not including persons residing in camp farm
stations because they have no means of charging receiver batteries:
they have no electric mains.
12. White book not received.
13. ---

GOVERNMENT HOUSE,

STANLEY.

26th February, 1937.

FALKLAND ISLANDS.

No. 40.

Sir,

I have the honour to acknowledge the receipt of your Circular despatch of the 21st of October, 1936, on the subject of the provision of broadcasting services in the Colonial Empire.

2. While I appreciate the importance of securing as rapidly as is practicable the fullest development of broadcasting as a factor in the life of Colonial communities, it is hardly necessary for me to point out that the Falkland Islands was one of the first Colonies - if not the pioneer - to adopt broadcasting not only as an instrument of entertainment but also as an instrument for broadcasting news received from the United Kingdom and for other purposes.

3. As you are aware, the wire broadcasting system is in use in this Colony. The system has been found to be both economical and efficient. At present it is limited to Stanley but outlying districts connected by telephone receive the same advantages if they become subscribers to the broadcast service. News, official notices and other matters of public interest, is communicated to the West Falkland W/T. Station daily and then to stations connected by telephone. I have to explain however that the telephone system in the outlying districts of the East and West Falklands is privately owned and that

in

THE RIGHT HONOURABLE
W. G. ORMSBY GORE, P.C., M.P.,
SECRETARY OF STATE FOR THE COLONIES.

in its present condition would not be capable of any extension to cover all populated areas except at prohibitive cost.

4. I am of opinion that the outlying districts of this Colony and particularly the islands would be best served by a wireless broadcasting service. Financial considerations, however, have stood in the way of the adoption of a more ambitious scheme of broadcasting, such as would benefit the whole of the Colony not only as an instrument of entertainment but also for the enlightenment of its scattered population. I trust that it will be found possible in the not distant future to bring such a scheme to fruition.

5. I transmit herewith a statement of replies to the questionnaire which forms Appendix III. to the report of the Committee. I would add that so far as this Colony is concerned it would appear unnecessary in existing circumstances to carry out either of the alternative suggestions mentioned in paragraph 4 of your despatch.

I have the honour to be,

Sir,

Your most obedient
humble servant,

(Sgd.) M. C. Craigie-Hallen

In duplicate.

14. Present power supply 50 kw single phase 50 cycle 220 volt.
New plant developing up to 140 kw estimated for this year.
15. There are no radiotelephone transmitters in the Colony.
16. Yes. In the Government service.
17. Wireless receiver licence in force cost 10/- per annum. Number
of licences applied for to date 130.
18. Do not consider it to be practicable in Falkland Islands.
People would prefer to receive their own programmes in majority
of cases.
19. Atmospheric disturbances are more intense during summer months on
all bands. There is no equipment here to measure the intensity
of such disturbances.
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Enclosure in circular despatch dated 21st September, 1937.

THE TRAINING OF BROADCASTING STAFF FOR SERVICE IN THE COLONIAL DEPENDENCIES.

In dealing with this subject it is perhaps appropriate to open with some quotation from the B.B.C.'s *Memorandum on Broadcasting and the Colonial Empire* (25th October, 1935) :

"The time has come for consideration to be given to definite, comprehensive action throughout the Colonial Empire to the end that the Daventry service should cover the Empire satisfactorily in both the technical and programme sense; that Colonies should be equipped to receive the Daventry service (a proposition quite distinct from the encouragement of direct listening by individuals), providing themselves with central receiving apparatus, with a view, in the very small Colonies, to central community listening, and, in the larger ones, to the Daventry service being relayed (in whole or part according to local resources); that the necessary arrangements for relay throughout the Colonies should be made, either by the wireless exchange system or by local transmitters, or a combination of both, programme material being provided locally to such extent as resources, programme and finance permit; and that broadcasting be 'institutionalised' and treated as an organic interest in the Colonial Office and all Colonies."

The aims of Colonial broadcasting were further amplified in the recently published *Interim Report of the Committee on Broadcasting Services in the Colonies* as follows :—

"We envisage the development of Colonial broadcasting—and its justification—not only as an instrument of entertainment for Europeans and others of similar education and means, who can for the most part listen direct to Daventry and other stations on short-wave receiving sets, but also as an instrument of advanced administration, an instrument, not only and perhaps not even primarily for the entertainment but rather for the enlightenment and education of the more backward sections of the population and for their instruction in public health, agriculture, etc. Only development along these lines would, we feel, justify any large outlay by Colonies and where there is no real prospect of such development broadcasting stations must, we think, be more or less self-supporting. Conversely, we feel that any promising development in this direction would certainly justify expenditure on the part of a Colony, and we consider that the potentialities of this instrument of administration are so great that at least some expenditure is demanded of Colonial Governments by way of experiment and investigation."

It will be seen that relaying is the prime method in building up a Colonial broadcasting service; and it can take the following forms :—

(a) The reception of the B.B.C.'s relatively weak Empire Station signals and their retransmission at much greater strength through a locally-erected wireless transmitting station; this is the only means of covering a large and sparsely-populated area.

(b) The reception of the B.B.C.'s Empire programme and its conveyance by a system of telephone lines direct to listening points. This method is eminently suitable for a compact and thickly-populated urban area. It has the merit of cheapness; it avoids the necessity for purchasing expensive wireless transmitting plant, and one central receiver is sufficient for the whole area, a loud-speaker being the only apparatus required in the listener's home. This system commonly known as the 'Wireless Exchange' or 'Rediffusion' system."

Both these systems can be used to convey programmes of local origin to listeners in the area, either by the use of fixed broadcasting studios or by placing microphones in public places, out-of-doors, or anywhere else, and connecting them by telephone to the point of transmission. Broadcasting systems of either type need to be operated by a specially-trained technical staff, though the staff required for the Wireless Exchange method is relatively small in numbers and needs a training not very different from that of a telephone engineer, except that in addition enough wireless experience is essential to allow of the efficient operation of the receiving station. The Wireless Transmission method is more complex, requiring generally a larger staff and a higher degree of training. These two systems are fully dealt with in the *Interim Report of the Committee on Broadcasting Services in the Colonies*, pages 3 to 5 inclusive.

Unless a Colony is content to take all its programmes from the B.B.C.'s Empire Service or some foreign source, it would need a local programme organization. Though a Colony might rely, in the early stages of broadcasting, on outside programme sources, it is inconceivable that any Colony would be content permanently to exclude its own local activities and affairs from its broadcasting service; and the need for a local programme organization can therefore be taken for granted. Conditions vary greatly from one Colony to another, but it is probably true to say that the majority of British Colonies would find it difficult to maintain a full programme staff in paid employment. This difficulty, however, is not insuperable, since much can generally be done on a voluntary and unpaid basis, particularly in small communities. Nevertheless, it is important that there should be in each community someone in authority, having a knowledge of the potentialities and technique of the medium, who can guide other voluntary workers and stimulate interest.

The voluntary programme organization, in whatever way it might be constituted, would perform the following functions :—

- (a) Select the programmes from Great Britain or other sources which would provide the relayed portions of the service;
- (b) Decide what local material should be incorporated in the programmes, and when;
- (c) Carry out the broadcasting of local material referred to in (b) above.

With the object of assisting Colonial Administrations to establish broadcasting organizations in their territories on a sound footing, the B.B.C. is prepared to accept for training a certain number of nominees of Colonial Governments. It is suggested that these nominees should be treated in two categories :

- (a) Technical staff—i.e., persons who would, if broadcasting organizations were set up, be employed on a paid basis as engineers responsible for the specification and installation of the electrical side of the work, and also for the maintenance and operation of the broadcasting equipment.
- (b) Suitable members of Colonial Government staffs who could, on their return to the Colonies, be a focal point around which the voluntary programme organization would revolve.

The course of training for these two categories is detailed hereunder.

Training for Technical Staff.

The B.B.C. has no established training school for electrical or broadcasting engineers. The existing organization of the Engineering Division of the Corporation, however, permits of the training of persons who have already qualified, both academically and practically, for appointment as engineers for the specification of requirements and installation of broadcasting equipment, and for the maintenance and operation of such equipment. This training consists of attaching trainees for given periods to representative transmitting stations, studio centres and specialist departments of the Engineering Division to observe the operation and to assimilate the technical details of the broadcasting equipment in use. Wherever possible, instruction is given not only in respect of equipment but also in general technical organization and administration. The B.B.C. can accept two trainees at a time for this course, and it is considered that the period of training should be not less than four months and not more than six months.

A typical schedule covering the six months course can be detailed as follows :

1. Overseas and Engineering Information Department, and Tatsfield Receiving Station	4 weeks.
2. Lines Department, Head Office	4 ..
3. London Control Room, Technical Recording Section and Outside Broadcast Section	6 ..
4. Medium-wave transmitting stations	8 ..
5. Empire Station, Daventry, and Specialist Departments, Head Office	4 ..
	<hr/> 26 weeks. <hr/>

This schedule can be varied, within certain limits, to give possible specific training facilities which may be approved for individual trainees.

It is very desirable that the full training course, which can be started at any time of the year, should be taken as a consecutive whole and not as a number of periods interspaced with other pursuits or training arrangements.

Programme Training for Colonial Government Staffs.

The B.B.C. has recently established its own training school, to which such Colonial officials would be attached. The school holds three courses a year, starting approximately on 1st October, 7th January and 15th April, and lasting twelve weeks each. Students are instructed partly by lectures, partly by practical demonstrations undertaken by experts, and partly by practical experience of every aspect of broadcasting under the supervision of experts. The course covers as much of the electrical processes as it is desirable for those in charge of programmes to know ; it includes every aspect of programme work : writing, editing, casting and production. Music, talks, outside broadcasts, radio reporting, commentaries on sporting and other events, light entertainment, etc., are all dealt with fully. The instruction, though mainly based on the practice of the B.B.C., does not exclude reference to broadcasting practice in other countries.

The type of man to benefit by this course is one with some knowledge of, and keenness for, public entertainment of all kinds. The journalistic mind, as opposed to the academic mind, is usually more successful in this medium. A sound sense of public policy and an understanding of the domestic, social, religious and economic interests of the person for whom the broadcasting service is designed is eminently desirable. It is believed that an intelligent member of a Colonial Administration, who combines many or all of these qualities, after undertaking this three months' course, could, on return to his Colony, stimulate sufficient enthusiasm and provide sufficient knowledge and experience to build up an adequate programme organization.

It is not, of course, for the B.B.C. to dictate the type of officer whom Colonial Governments would select for such training, but the Corporation would suggest the desirability of choosing a Secretariat officer, or other officer who is likely to remain for a substantial period in the principal town, which may be presumed to be also the local broadcasting headquarters. It is not suggested that such an officer would necessarily be employed on whole-time duty as director of programmes ; his services might be effectively employed if he were attached, as secretary or in some other capacity, to the programme committee, the establishment of which is advocated in paragraph 25 of the *Interim Report of the Committee on Broadcasting Services in the Colonies*. Continuity of control and inspiration is all-important, since the establishment of broadcasting creates an ever-growing demand for it, and the removal to an out-station of the focal officer, who would provide the expert knowledge and also the stimulus for good programme work, could not fail to have an adverse effect on broadcasting in a Colony.

The B.B.C. makes no charge for receiving guest-pupils at its Staff Training College, or for the facilities, outlined above, which it can offer for the specialized training of engineers. It will, however, be appreciated that in neither case can the B.B.C. be responsible for the general expenses of officers under training : and in the case of the Staff Training College the number of officers who can be received at any time must be conditioned by the number of vacancies and by the general requirements of the College.

17/2/30

(21)

CIRCULAR (2).



Downing Street,

21st September, 1937.

Sir,

Red 15
With reference to my circular despatch of the 21st October, 1936, on the development of broadcasting in the Colonial Dependencies, I have the honour to transmit to you the accompanying copy of a memorandum by the British Broadcasting Corporation on the training of broadcasting staff for service in the Dependencies. The memorandum draws attention to the facilities, both technical and general, offered by the Corporation for the training of broadcasting staff, and makes suggestions as to the manner in which Colonial Governments might make use of these facilities.

2. You will no doubt share my appreciation of the very helpful attitude which the Corporation are adopting in this matter. The proposals offer Colonial Governments which have in mind the development of broadcasting a convenient way of dealing with a problem with which many of them must find themselves confronted, and I feel sure that they will desire to make full use of the facilities offered.

I have the honour to be,

Sir,

Your most obedient, humble servant,

W. ORMSBY GORE.

The Officer Administering
the Government of

CIRCULAR



Downing Street,

19th October, 1937

Sir,

Recd 15.

I have the honour to refer to my circular despatch of the 21st October, 1936, regarding the Interim Report of a Committee on Broadcasting Services in the Colonies. In the last paragraph of that despatch I said that whilst I had not then decided to publish the Report in this country there was no objection to its being given such local publicity in the Colonies as was considered desirable.

2. Various enquiries received in the Colonial Office have shown that it will be convenient to have the Report in a form in which it will be available to the public, and I therefore decided that steps should be taken for its publication. The Report was accordingly published in this country on the 29th September as a Stationery Office publication (Colonial No.139, price 6d.).

I have the honour to be,

Sir,

Your most obedient, humble servant,

W. Cornsby Gore

The Officer Administering
the Government of

From His Excellency the Governor

to the Honourable the Colonial Secretary.

I wish the following telegram
sent to the Spt in Swt. Code: —

For your information, radio reception
very good here, B.B.C. empire transmissions
all received perfectly

~~Wtlt~~ 25/8/39

DECODE.

TELEGRAM.

From His Excellency the Governor,

To Secretary of State for the Colonies.

Despatched: 25th August, 19 39. *Time:* ...

Received: 19 ... *Time:* ...

No. 60. For your information, radio reception very good
here, B.B.C. empire transmissions all received perfectly.

GOVERNOR.

24

BROADCASTING SERVICES IN THE COLONIES

First Supplement to the Interim Report
of the Committee

(Colonial No. 139, 1937)

Choice of Suitable Wave-lengths for Colonial Broadcasting

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LONDON

PRINTED AND PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE

To be purchased directly from H.M. STATIONERY OFFICE at the following addresses:

York House, Kingsway, London, W.C.2; 120 George Street, Edinburgh 2;

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1939

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tion for broadcasting of waves within the limits of the intermediate band of 80 to 200 metres. At the International Telecommunications Convention held at Cairo in 1938, additional allocations for broadcasting of waves below 200 metres were provided. These allocations, which are to come into operation on the 1st September, 1939, are embodied in the General Radio-communication Regulations (Revision of Cairo, 1938).

In consequence of the changes made, it has been necessary to modify the Memorandum on the Choice of Suitable Wavelengths for Colonial Broadcasting, which appeared as Appendix II to the Committee's Interim Report, in order to bring it into accord with these revised allocations. A revised version of the Memorandum is printed below.

The definitions of wavelengths in paragraph 7 of Appendix I to the Interim Report should similarly be amended to accord with paragraph 1 of the revised Memorandum.

Colonial Office.

July, 1939.

FIRST SUPPLEMENT TO COL. 139, 1937

Page 5. In line 9 from foot of page, 4,990 kc/s should read 4,900 kc/s.

H 692

In paragraph 20 of their Interim Report of July, 1936, the Committee on Broadcasting Services in the Colonies recommended that consideration should be given to the possibility of securing, at the next International Conference, the allocation for broadcasting of waves within the limits of the intermediate band of 80 to 200 metres. At the International Telecommunications Convention held at Cairo in 1938, additional allocations for broadcasting of waves below 200 metres were provided. These allocations, which are to come into operation on the 1st September, 1939, are embodied in the General Radio-communication Regulations (Revision of Cairo, 1938).

In consequence of the changes made, it has been necessary to modify the Memorandum on the Choice of Suitable Wavelengths for Colonial Broadcasting, which appeared as Appendix II to the Committee's Interim Report, in order to bring it into accord with these revised allocations. A revised version of the Memorandum is printed below.

The definitions of wavelengths in paragraph 7 of Appendix I to the Interim Report should similarly be amended to accord with paragraph 1 of the revised Memorandum.

Colonial Office.

July, 1939.

APPENDIX II.

Subsidiary Report on the Choice of Suitable Wave-lengths for Colonial Broadcasting.

It will be convenient for the purpose of this memorandum to divide the wave-lengths into

Short—10-60 metres,
Intermediate—60-187.5 metres,
Medium—187.5-545 metres,
Long—over 545 metres,

although a different classification is recognised internationally.

2. In the long-waves there are no bands allocated by the General Radio Communications Regulations (revision of Cairo, 1938) to broadcasting outside Europe and certain other limited areas.

In the medium-waves the whole range 200-545 metres is allocated to broadcasting, and outside Europe the range 200 metres to 187.5 metres is shared between broadcasting, fixed and mobile services.

In the short-waves the following bands are allocated to broadcasting—

48.39—50 metres.
41.10—41.67 metres (shared with amateurs).
30.93—31.58 metres.
25.21—25.64 metres.
19.54—19.87 metres.
16.81—16.90 metres.
13.79—13.99 metres.
11.11—11.28 metres in American Continent only.
11.28—11.72 metres.

In the intermediate range of 60—187.5 metres, no bands are allocated exclusively to broadcasting, but under Article 7 of the General Radio-communication Regulations (revision of Cairo, 1938) which come into operation on September 1, 1939, the bands 120—130.4 metres, 85.71—90.91 metres, and 60.42—62.89 metres may be shared by broadcasting with other services in certain tropical and semi-tropical regions as follows:—

In the region included between meridian 30° West and meridian 50° East on the one hand (in an easterly direction starting from meridian 30° West), and parallel 30° North and parallel 30° South on the other hand, the two bands

2,300—2,500 kc/s (130.4—120 metres)

3,300—3,500 kc/s (90.91—85.71 metres)

may be used for broadcasting services, concurrently with fixed and mobile services. Regional agreements will settle the nocturnal maximum power and the distribution of frequencies within these bands, in such a way that

(a) interference shall not occur in the region in question,

(b) broadcasting stations in that region shall not cause interference with stations of the fixed and mobile services already working in these bands.

In the region included between meridian 50° East and meridian 140° West on the one hand (in an easterly direction starting from meridian 50° East) and parallel 30° North and parallel 30° South on the other hand, excluding the Hawaiian Islands, the two frequency bands mentioned above may be used for broadcasting services concurrently with fixed and mobile services. Regional agreements will settle the allocation of frequencies within these bands in such a way as to prevent interference in the region concerned.

In the region included between meridian 30° West and meridian 140° West (in a westerly direction starting from meridian 30° West),

(a) as regards the zone south of the parallel 5° latitude South, the frequency band 2,300—2,500 kc/s (130.4—120 metres) may be used for broadcasting services concurrently with mobile services;

(b) so far as concerns the countries of the American Continent included between the south of Mexico and the north of Colombia, the frequency band 2,300—2,350 kc/s (130.4—127.7 metres) may be reserved for broadcasting. This allocation is made by virtue of an agreement under the terms of which not more than two distinct frequencies per country will be used within this band, suitable restrictions being made as to power and to the use of directive aerials, and on condition that the broadcasting stations do not cause interference with the stations of other services at present using these frequencies north and south of that part of the American Continent considered in this paragraph;

(c) in addition, the band from 2,350 to 2,400 kc/s (127.7 to 125 metres) may be used for broadcasting by Guatemala, El Salvador, Honduras, Nicaragua, Costa Rica, Panama and the Canal Zone. This use is subject to regional arrangement between the Administrations of the countries named, with a view to avoid any interference with existing fixed and mobile services.

(d) In the British, French and Netherlands possessions situated east of meridian 80° West on the one hand, and between parallel 20° North and the coast of South America on the other hand, the band from 2,300 to 2,400 kc/s (130.4 to 125 metres) may be used by broadcasting services, concurrently with fixed and mobile services, on condition that the broadcasting stations cause no interference with stations of the fixed and mobile services of the American Continent already working in this band.

In the region included between meridian 0° and meridian 140° West on the one hand (in an easterly direction, starting from meridian 0°), and parallel 30° North and parallel 30° South on the other hand, the band from 4,835 to 4,965 kc/s (62.05 to 60.42 metres) may be used by broadcasting services concurrently with fixed and mobile services, on condition:

(i) that the broadcasting stations do not cause interference with fixed stations already working in this band. To this end directive aerials shall be used so far as possible;

(ii) that the nocturnal maximum power of the said stations shall not exceed 5 kilowatts.

In the region included between meridian 0° and meridian 30° West on the one hand (in a westerly direction starting from meridian 0°), and parallel 30° North and parallel 30° South on the other hand, the band from 4,770 to 4,990 kc/s (62.89 to 61.22 metres)—usable channels 4,775—4,895 kc/s (62.83—61.29 metres)—may be used by broadcasting services, concurrently with fixed and mobile services, subject to the same conditions as those stated in (i) and (ii).

In the region of South America situated north of parallel 5° South, the band from 4,770 to 4,900 kc/s (62.89 to 61.22 metres)—usable channels 4,775—4,895 kc/s (62.83—61.29 metres)—may be used by broadcasting services concurrently with fixed and mobile services under the same conditions as those stated in (i) and (ii).

Article 7, paragraph 1, of the General Radio Communication Regulations however provides that except in the case of Broadcasting Stations in the European region the administrations of contracting countries may assign any frequency to any radio-electric station under their authority upon the sole condition that no interference with any service of another country results therefrom, and under this clause it is open to an administration, subject to the proviso stated, to assign frequencies for broadcasting outside the bands specifically allocated by the regulations for broadcasting.

3. The great advantage of short or intermediate-wave transmission over medium or long-wave transmission is that a comparatively low power, and therefore cheap, short or intermediate-wave transmitter has a very wide potential range. Owing to the phenomenon of "skip-distance" it is, however, liable to be badly received just beyond the immediate vicinity of the transmitter, and at greater distances reception may be subject to "fading". While, therefore, a comparatively low power short or intermediate-wave transmitter would potentially be able to reach all parts of even the biggest colony, reception for the above reasons would be unreliable. A medium or long-wave transmitter, on the other hand, is relatively limited in range for a given power, but within that limited range reception is comparatively reliable and good. In tropical regions atmospherics may modify these conditions appreciably as their prevalence is much more marked on medium and long-waves than on the shorter waves, so much so that in some regions it may be impracticable to use long or medium-waves effectively. This applies with greater force to long-waves since the level of atmospheric interference increases rapidly with increasing wave-length. Short-wave transmissions on the other hand might be subject to severe interference by the numerous and frequently no doubt more powerful short-wave stations of other countries. This objection does not apply to the same extent to the intermediate wave-lengths. On the whole the ideal solution in normal circumstances for a large colony would be a chain of medium-wave stations so arranged as to cover the whole territory, but this may be ruled out as impracticable on grounds of expense. Failing that, the next best solution is probably a medium-wave transmitter to serve the most densely populated area of a colony together with a short-wave or intermediate-wave transmitter to serve outlying areas, which is, in fact, the method at present adopted by the broadcasting station of Cable and Wireless, Limited, at Nairobi, Kenya, and in certain other parts of the Empire. Even this, however, may be too expensive for many territories, and in some of these cases, particularly where the population is scattered throughout a large area as in the Fiji Islands, the only possible solution within the financial means of the territory may be a short- or intermediate-wave broadcasting station. Where a short- or intermediate-wave transmitter is used it may of course be necessary to employ different wave-lengths according to the time of day, season, and local conditions.

4. Short-wave transmission has also, in the view of certain colonies, the advantage that since its range extends beyond the confines of the colony in question, it can "put the colony on the map" for broadcasting purposes. This consideration is one which may in some cases have a certain commercial value but which should not in our opinion be a deciding factor.

5. There are, however, certain serious obstacles to the widespread use of short-wave broadcasting in the colonies, namely, that by reason of its potentially wide range it is liable to cause interference with transmissions from other countries. It is in the consideration of these difficulties that it is convenient to sub-divide the shorter wave-length ranges into wave-lengths below about 60 metres (short) and those between 60-187.5 metres (intermediate). Both have the advantage that on a comparatively low power transmitter their potential range is sufficient for even the largest colony. Below about 60 metres, however, the range may be so great that

the transmissions will be liable to cause interference with those of other short-wave stations (and conversely, as has been pointed out, to be "jammed" by such transmissions); over about 60 metres this danger becomes considerably less. From this point of view, therefore, the range between 60-187·5 metres would probably in many cases be more satisfactory for purposes of Colonial broadcasting than that below 60 metres.

6. With regard to the wave-lengths below about 60 metres it has been pointed out above that the use of such wave-lengths is open to the objection that they are liable both to interfere with and to suffer interference from similar transmissions from other broadcast stations. It is true that certain bands within that range have been specifically allocated to broadcasting but within these bands no allocation has been made by international agreement as between different stations and effective use of these bands is at present dependent on a considerate attitude by administrations to the needs of other countries. With the object of restricting the use of these wave-lengths Article 7, Section 22 (3) of the General Radiocommunication Regulations (Revision of Cairo, 1938) recommends that only transmitters of power at least equal to 5 k.w. be used for long distance broadcasting on this band of wave-lengths. These short-wave bands allocated to broadcasting are already highly congested and after consultation with the General Post Office and the British Broadcasting Corporation, the Secretary of State found it necessary to lay down the principle that, while he did not consider that there was sufficient ground for placing a complete ban in the meanwhile on the use of short-waves for broadcasting in the Colonies, the situation demanded that such short-wave broadcasting should be confined to territories whose needs could not be satisfied by the use of the longer waves. In view of the difficulties of interference already referred to we do not find ourselves in a position to recommend any relaxation of this principle, and we consider that any application by a colony to use short-waves for broadcasting would require careful consideration in the light, on the one hand, of the international difficulties, and on the other hand of local circumstances.



26

CIRCULAR

Downing Street,

20th September, 1939.

Sir,

Red 15
I have the honour to refer to Lord Harlech's circular despatch of the 21st October, 1936, enclosing copies of the Interim Report of the Committee on Broadcasting Services in the Colonies.

2. In paragraph 20 of their report the Committee recommended that consideration should be given to the possibility of securing, at the next International Conference, the allocation for broadcasting of waves within the limits of the intermediate band of 80 to 200 metres. At the International Telecommunications Convention held at Cairo in 1938, additional allocations for broadcasting of waves below 200 metres were provided. These allocations, which are to come into operation on the 1st September, 1939, are embodied in the General Radio-communication Regulations (Revision of Cairo, 1938).

3. In consequence of the changes made, it has been necessary to modify Appendix II to the report to bring it into accord with these revised allocations, and I enclose, for your information, a revised version of that Appendix which should be regarded as superseding, with effect from the 1st of September, 1939, Appendix II as printed in the original Report (Miscellaneous No. 469 and Colonial No. 139). The definitions of wave lengths in

The Officer Administering
the Government of

paragraph 7 of Appendix I to the Report should similarly be amended to accord with paragraph 1 of the revised version of Appendix II.

I have the honour to be,

Sir,

Your most obedient, humble servant,

Malcolm Macdonald

Circular Note.

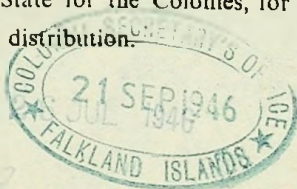
No. 2.

27

FALKLAND ISLANDS

178/30

Transmitted with the compliments of
the Secretary of State for the Colonies, for
information and distribution.



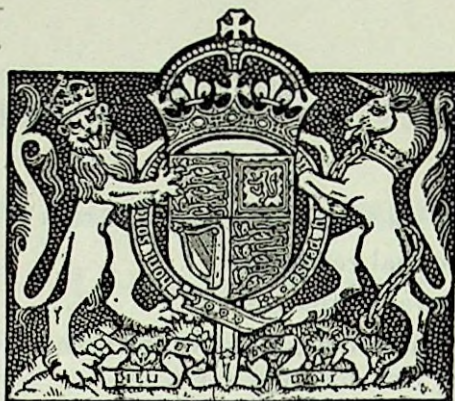
Colonial Office,

Downing Street.

(2/46) (5284) Wt. 52108/4859 5m. 4/46 C.N.Ld. 749

L/S Circ Note
of 26/7/46

(27a)



BROADCASTING POLICY

*Presented by the Lord President of the Council and the Postmaster General
to Parliament by Command of His Majesty
July, 1946*

LONDON
HIS MAJESTY'S STATIONERY OFFICE
SIXPENCE NET

Cmd. 6852

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BROADCASTING POLICY

A.—THE BRITISH BROADCASTING CORPORATION'S CHARTER

I.—Historical Retrospect

1. The first public service of wireless broadcasting in Great Britain was opened in 1922 by the British Broadcasting Company, a commercial undertaking sponsored by the principal British radio manufacturers. This Company, which operated under a short-term licence from the Postmaster General, derived its revenue partly from royalties charged on the sale of wireless receiving sets and partly from the receipts from the issue of wireless receiving licences.

The Sykes and Crawford Committees

2. The original British Broadcasting Company, although it did excellent pioneer work with the limited resources then available, did not provide a universally acceptable service, and the various aspects of broadcasting were the subject of enquiries by committees appointed by the Postmaster General in 1923, under the Chairmanship of Sir Frederick Sykes, and in 1925, under the Chairmanship of the late Earl of Crawford and Balcarres. Their reports (Cmd. 1951 and 2599) recognised the part played by the British Broadcasting Company in establishing the service, but found that the range and functions of broadcasting in the fields of entertainment, culture and education, its social and political possibilities, and its potential power over public opinion called for more control by the State.

3. The Sykes Committee, in recommending a single broadcasting service, had in mind not only the part which broadcasting would play in the life of the nation and in international relations, but also the need to use the limited number of wavelengths available for this purpose in the best interests of the community.

4. The Crawford Committee, in endorsing this recommendation, considered and rejected the alternatives of continuing the British Broadcasting Company in its existing or in a modified form or of placing the service under direct Government control. It rejected the United States system of free and uncontrolled broadcasting as unsuited to this country and felt that no body constituted for profit could adequately perform the broader functions which were then beginning to emerge. On the other hand, it equally rejected the transfer of the service to the direct control and operation of the State, on the grounds that the State would lack the necessary freedom and flexibility to meet the varying demands of the public. The Committee recommended, therefore, that broadcasting should be conducted by a public corporation to be known as the British Broadcasting Commission, acting as Trustee for the national interest; that its status and duties should correspond to those of a public service; and that, although Parliament must retain the right of ultimate control, and the Postmaster General must be answerable to Parliament for broad questions of policy, the Commission should be invested with the maximum freedom which Parliament was prepared to concede.

5. The Crawford Committee also proposed that the Commission should consist of from five to seven Commissioners (later styled Governors),

nominated by the Crown. It rejected the suggestion that the Governors should represent the various interests concerned with broadcasting, such as music, drama, education and manufacturing, on the grounds that such appointments might lead to a division of allegiance between the Governors' responsibility for the broadcasting service and their special interests. It considered that they should be persons of judgment and independence, who would inspire public confidence by having no other interests to promote than those of the public service. It recommended that they should be appointed for a term of five years.

6. The Crawford Committee also recommended that the Commission should receive from the Postmaster General, as a first charge on revenue from the issue of wireless receiving licences, an income adequate to enable it to ensure the full and efficient maintenance and development of the broadcasting service, and that any surplus revenue should be retained by the State which safeguarded the listener against exploitation and exercised regulative powers without which broadcasting would be thrown into chaos.

7. In July 1926, the Postmaster General announced the Government's acceptance of the substance of the Crawford Committee's recommendations. The Commission, renamed the British Broadcasting Corporation, was established by Royal Charter on the 20th December, 1926, for a period of ten years from the 1st January, 1927. A Licence and Agreement to cover the same period were concluded between the Postmaster General and the Corporation, laying down the conditions under which the Corporation would operate and defining the percentages of the licence revenue which the Corporation should receive.

The Ullswater Committee

8. In April 1935, towards the end of the life of the first Charter, the Postmaster General announced the appointment of a Committee, under the Chairmanship of Viscount Ullswater, to consider the constitution, control and finance of the broadcasting service and to advise generally on the conditions under which the service, including broadcasting to the Empire, television, and wire broadcasting, should be conducted after the 31st December, 1936.

9. After a thorough investigation, the Ullswater Committee in its report (Cmd. 5091) endorsed the general principles which had guided the Corporation in the conduct of the broadcasting service, and recommended the renewal of its Charter, with some modifications, for a further ten years. The report recommended that a senior Minister without heavy Departmental responsibilities should answer in Parliament on matters of general broadcasting policy, the Postmaster General remaining responsible for the technical conduct of the service; this recommendation was later rejected by the Government on the grounds that allocation of responsibility to a senior Minister would imply an increased control over the day-to-day activities of the Corporation and would lead to an undesirable division of responsibilities between two Ministers. Further notable recommendations by the Ullswater Committee were that Empire and television services should be expressly authorised.

10. The Government announced in June 1936 (Cmd. 5207) that they had accepted the main recommendations of the Committee, and the Charter and the accompanying Licence and Agreement were renewed, with appropriate modifications and extensions, for a further period of ten years (Cmd. 5329). Less than three years of this period had elapsed when the normal progress of British broadcasting was interrupted by the War.

II.—Renewal of the Charter

Reasons for Not Appointing a Committee of Enquiry on this Occasion

11. The existing Charter and the Licence from the Postmaster General expire on the 31st December, 1946. The Government has given careful consideration to the desirability of appointing an independent body, on the precedent of the Ullswater Committee, to advise them on the organisation of British broadcasting after that date. But they have decided that such an enquiry would not be appropriate in present circumstances.

12. As will be seen from paragraph 14 below, the Government themselves are satisfied that the present system of broadcasting is the one best suited to the circumstances of the United Kingdom. They appreciate, however, the need to ensure that the problems of a body like the British Broadcasting Corporation, whose essential feature is its political impartiality and which enters so largely into the everyday life of the people, are fully ventilated. For this reason they are not opposed in principle to the appointment of an independent committee of enquiry, and their reasons for not appointing one at the present juncture may be summarised as follows:—

- (i) Since the outbreak of war the Corporation has been operating under completely abnormal conditions. This means that the existing Charter and Licence have only run for two and a half years under normal conditions, an insufficient period to enable any conclusions to be formed as to the merits or otherwise of the broadcasting organisation which they established.
- (ii) The last ten years have undoubtedly seen very material technical progress in the field of electronics, but research has been directed almost entirely to warlike ends, and it is too early to foresee with any clarity its effect on peace time broadcasting.
- (iii) British broadcasting must operate within the framework of international agreements regarding the allocation of wavelengths, both between the various services which use radio, and, in the field of broadcasting, between different countries. It will inevitably be some time before the existing international agreements can be revised to take account of the geographical and technical changes of the last six years.

It may be said incidentally that, at this late stage, time does not allow for the appointment of a committee of enquiry which could complete its task in time for the Government to reach a decision on its recommendations before the current Charter expires. Nor would any useful purpose be served by extending the Charter for, say, a period of one year so as to enable such a committee to be appointed. There is no reason to believe that the arguments against appointing a committee of enquiry in 1946, will be appreciably less cogent in 1947 and such a course would, therefore, merely leave the B.B.C. in a state of uncertainty for a further year and seriously embarrass the Corporation's forward planning.

Renewal of the Charter for Five Years

13. For these reasons the Government have come to the conclusion that in order to span the period of transition and to enable new technical developments to reach a point at which their bearing on future broadcasting in this country can be more clearly foreseen, the Charter and the Licence should be renewed, with such alterations as are discussed later in this paper, for a period of five years from the 1st January, 1947. The Government

propose to consider well in advance of the expiry of this period, the desirability of appointing an independent committee to advise on future broadcasting policy.

14. The Government think it proper, however, to set out at this stage their views on whether, in the present state of broadcasting technique, the B.B.C. should continue to be the only body licensed to originate broadcasts in this country, since, if it is agreed that a single national broadcasting organisation is desirable, there is no evidence of any widespread desire for a radically different type of organisation. It has been argued that the existing system places too much power in the hands of a single corporation, and deprives broadcasting of the advantages of healthy competition. The Government are, however, satisfied that the present system is best suited to the circumstances of the United Kingdom. Where only a limited number of suitable wavelengths is available to cover a comparatively small and densely-populated area, an integrated broadcasting system operated by a public corporation is, in their opinion, the only satisfactory means of ensuring that the wavelengths available are used in the best interests of the community, and that, as far as possible, every listener has a properly balanced choice of programmes. Co-ordination and the planned application of resources, rather than their dissipation is, moreover, in the opinion of the Government, likely to lead to the greatest advances both in technique and programmes. Finally, the Government are satisfied that the record of the British Broadcasting Corporation during the twenty years of its existence fully justifies its continuance. The Corporation has, no doubt, been open to fair criticism from time to time; and, indeed, criticism and constructive suggestions from Parliament, the public, and the press are desirable. But taken as a whole, the achievements of British broadcasting since 1926 will bear comparison with those of any other country.

Regional Devolution

15. Both the Government and the Corporation are fully alive to the advantages to be derived from the spirit of competition in broadcasting, and in order to encourage this, the Corporation is actively pursuing a policy of enhancing the status of its individual regional organisations, and fostering a spirit of emulation throughout the service, with the object of developing a number of vigorous regional bodies, each with a staff drawn largely from the region which it serves and each with a distinctive programme policy in keeping with the character of the region and the needs and wishes of its people. The Government welcomes this policy of regional devolution. The general standard of broadcasting cannot fail to be enriched by the encouragement of the cultural and entertainment resources of the several regions. They consider, however, that, in order to ensure that the regional directorates of the Corporation are in close touch with movements of thought and opinion in their regions, there should be established in each region a Regional Advisory Council for the purpose of advising the Corporation on all matters affecting the regional programme policy. The composition of these bodies should be broadly representative of the general public of the region and members should be chosen for their individual qualities and not as representatives of particular interests.

III.—General Provisions Governing the Conduct of Broadcasting Services

Relations of the Corporation to His Majesty's Government

16. Relations between the Government and the British Broadcasting Corporation rest formally upon its incorporation by Royal Charter and on the Postmaster General's powers under the Telegraph and Wireless

Telegraphy Acts 1863 to 1945. While under both these heads the Government's control over the Corporation is in the last resort absolute, they have, in peace-time, allowed the Corporation complete independence in the day-to-day management of its business. This practice is in accordance with the views of the Crawford Committee which recommended that, while the Postmaster General would be responsible to Parliament for all broad questions of policy and finance, the Corporation should not be subject to continuous Ministerial guidance and direction, which the Committee thought would discourage enterprise and initiative, but should have the fullest liberty, within well-defined limits, to conduct the service. This policy was adopted when the Corporation was set up, and has been consistently followed in peace-time by successive Governments. It was endorsed by the Ullswater Committee, which was convinced that no better line of demarcation between the responsibilities of the Government and of the Corporation could be found. The Government see no reason to alter that policy which they believe to be the one best calculated to ensure freedom of expression on the air and to remove from the party in power the temptation to use the State's control of broadcasting for its own political ends.

17. The objects of the Corporation, its powers and its organisation are prescribed in its Charter (Cmd. 5329), while the terms and conditions under which it operates are set out in the accompanying Licence and Agreement between the Postmaster General and the Corporation. The Corporation's Licence contains not only provisions complementary to those of the Charter, but also confers the authorisation required under the Wireless Telegraphy Acts for the working of broadcasting stations. The provisions of the Licence may conveniently be divided into three groups: those governing the technical operation of the stations, dealing with such matters as siting, power and wave-lengths; those which relate to the revenue of the Corporation and certain other financial matters (dealt with more fully in Section F of this paper); and provisions relating to the character and conduct of the broadcasting services themselves. There is an overriding clause reserving the right of the Government to take over and operate the Corporation's stations in time of emergency.

Exercise of the Government's Powers of Direction over Broadcasting Services

18. Apart from a general obligation to observe the International Telecommunication Convention and any International Convention relating to broadcasting to which the United Kingdom may be party, there are four principal conditions broadly governing the character and conduct of the service. The first prohibits the broadcasting of commercial or sponsored programmes except with the written permission of the Postmaster General. The second provides that the Corporation shall broadcast for Home and Empire audiences during such times as the Postmaster General shall prescribe. The third provides that the Corporation shall broadcast any announcement or other matter which a Department of His Majesty's Government may require. The fourth states that the Postmaster General may require the Corporation to refrain from broadcasting any matter, either particular or general.

19. The clause requiring the Corporation to broadcast Government announcements has been applied principally in relation to such matters as police notices and outbreaks of animal diseases. The clause contains a provision permitting the Corporation to announce that any such item is sent at the request of a named Department.

20. The power vested in the Postmaster General of prohibiting the broadcasting of a particular item has never been formally exercised, although

remaining as an ultimate sanction. Under his power to prohibit the broadcasting of any class of matter, the Postmaster General issued certain general instructions to the Corporation, at the time of the first Licence: firstly, that it should not broadcast its own opinion on matters of public policy, and, secondly, that it should not broadcast on matters of political, industrial or religious controversy. The first prohibition was regarded as essential in a public service with potentially so wide an influence, and has been maintained. The second prohibition was withdrawn by the Postmaster General in 1928, leaving the Corporation to exercise its discretion in permitting broadcasts on controversial subjects, in the belief that the Corporation would ensure that such subjects would be treated with complete impartiality. The Government of the day made it clear that they held themselves free to modify their decision in the light of experience, but the present Government has no desire to exercise this right. The arrangement has worked well in practice and has shown clearly the value of introducing a controversial element into broadcasting programmes.

21. During the war, most of the Postmaster General's powers in non-technical matters under the Licence were transferred to the Minister of Information. In assuming these powers, the Minister of Information disavowed from the outset any intention to take over the administration of the Corporation or to become responsible for its entertainment programmes. The Corporation agreed that it would accept the direction of the Government in all matters affecting the war effort.

Ministerial Responsibility

22. On the dissolution of the Ministry of Information on the 31st March, 1946, the powers under the Licence reverted to the Postmaster General. As the Prime Minister announced in the House of Commons on the 7th March, 1946, the Postmaster General will be responsible for the Broadcasting Vote and in the ordinary course Questions in the House of Commons on broadcasting will, in present circumstances, be answered by the Assistant Postmaster General. The Prime Minister went on to say that Questions on major broadcasting policy should be addressed to him. Since then the Prime Minister has asked the Lord President of the Council to exercise this responsibility on his behalf. As a general rule, therefore, the Lord President will answer Questions on major broadcasting policy unless the matter at issue is clearly within the province of one of his ministerial colleagues.

IV.—Miscellaneous Provisions

The Board of Governors

23. The Government intend to ensure that the Governors of the Corporation are as representative as possible of the public which they serve, and are convinced that the importance of broadcasting makes it essential that the Corporation should be controlled by the best possible talent. It is on the Governors that the Charter places the responsibility for developing and exploiting the service "to the best advantage and in the national interest," and it is to them that the Director-General and all other officers of the Corporation are responsible for their actions. In exercising this responsibility it is the Governors' duty to take an active interest, not only in the programmes, but also in the financial and staff policy of the Corporation. The current Charter provides that, out of the revenues of the Corporation the Chairman of the Governors shall receive a salary of £3,000 per annum, and the Vice-Chairman and other members of the Board £1,000 per annum. The Government has given careful consideration to

the appropriateness of these salaries. They are satisfied that there is no reason to alter the salary either of the Chairman or of the Vice-Chairman, but they feel that while the duties of the other members of the Board are highly responsible the call which these duties make on their time is not such as to justify payment at the rate of £1,000 per annum. They accordingly propose that, when the Charter is renewed, the salaries of other members of the Board should be fixed at £600 per annum.

Broadcasting of Parliamentary Reports

24. The Government attach great importance to the part which broadcasting can play in keeping the public informed of Parliamentary proceedings, but they are opposed to the broadcasting of actual debates since they do not consider that the proceedings of Parliament lend themselves to such treatment. Daily reports are already being given in the Corporation's programmes in addition to weekly talks by Members, and the Government have now laid upon the Corporation an obligation to continue to broadcast an adequate and impartial daily account by professional reporters, of the proceedings in both Houses of Parliament.

Political Broadcasting

25. The Government do not think it desirable to attempt to reduce to written rules the principles which should govern the Corporation in regard to political broadcasting. It must be the responsibility of the Corporation to maintain an impartial balance between political parties and in exercising this responsibility the Corporation will, no doubt, act in concert with the representatives of the political parties, as was done during the pre-Election period in 1945 when the Corporation provided facilities to nominated spokesmen of the main political parties and studiously avoided, in its own programmes, any expressions of political opinion.

The Corporation's Staff; Joint Consultative Machinery

26. The Ullswater Committee made recommendations on the recruitment and terms of appointment of the Corporation's staff, designed to prevent patronage and favouritism in selection, and to ensure that members of the staff dealing officially with matters of controversy should maintain a degree of anonymity and impartiality similar to that expected from Civil Servants. These recommendations were accepted, and there have since been no important developments in this field which call for a reconsideration of the status of the Corporation's staff. The Government consider that, in staff matters, the Corporation should retain the general independence which it now possesses, and Government control should be restricted to laying down broad limits of policy within which it should work; nevertheless, the Corporation has been informed that, while it is not rigidly bound to relate the salaries and conditions of employment of its permanent staff to those ruling in the Civil Service, it should, in fixing such salaries and conditions, pay proper regard to those of the Civil Service and to the greater security offered by employment in a Public Corporation, as compared with employment in most business concerns. The Government consider, moreover, that there should be adequate machinery between the Board of Governors and the staff for the settlement by negotiation of terms and conditions of employment with provision for reference to arbitration in default of such settlement in such cases as may be agreed; and for joint consultation regarding the operational efficiency of the Service. They propose, therefore, that the new Charter should impose upon the Corporation the obligation to consult with accredited representatives of such organisations representing the staff

as appear to the Corporation to be appropriate, with a view to agreeing upon satisfactory arrangements for this purpose.

B.—THE INTERNATIONAL PROBLEM OF WAVELENGTHS

27. The number of separate broadcasting services which can be transmitted at any given time to Home listeners and the proportion of the total population which can be reached by these services, depend to a large extent on the number of long and medium wavelengths available to the Corporation for the purpose.

28. In broadcasting, as in other types of wireless communications, the wavelength used by any station must be protected from interference by other stations if effective service is to be given. Since stations may be capable of interfering with each other over great distances if they use identical or neighbouring wavelengths, protection from interference must be organised internationally; and nearly all nations have adhered to an International Telecommunication Convention, last codified at Madrid in 1932, to which are annexed Regulations governing the operation of wireless services. These Regulations, which are normally revised at about five-yearly intervals, allocate groups of wavelengths to the various categories of wireless service, such as maritime services, fixed (*i.e.*, long-distance telegraph and telephone) services, aeronautical services, and broadcasting services. The use to which radio waves can be put depends on their wavelength. Thus national and regional broadcasting services, involving transmissions over distances up to some hundreds of miles, require long and medium wavelengths; long-distance services over distances of thousands of miles can only be conducted on short wavelengths; while television and frequency-modulated broadcasting services can only be operated on very short wavelengths which are normally suitable only for local transmissions over some tens of miles. The number of wavelengths of any class that can be made available to broadcasting is restricted by the requirements for wavelengths of other essential radio services.

29. The distribution between the various countries of the wavelengths thus made available for broadcasting services so as to avoid mutual interference can only be settled by further international agreement. This agreement is difficult to secure in practice because in broadcasting, as in other radio services, there are not nearly enough wavelengths to provide for all the services which each country would like to undertake; and compromise must be achieved in allocations which take account of the varying requirements and considerations of the individual nations. If agreement were not reached on an international basis and countries acted without co-ordination, completely chaotic conditions, under which intolerable interference would be experienced between the services of one country and another, would inevitably follow.

30. In the case of long and medium wavelengths used for national and regional broadcasting services where interference may be caused over moderate distances only, Continental agreements have been concluded under which the wavelengths available for such services are shared out among the claimant nations. The present allocations in Europe are based on a plan agreed by an international conference at Lucerne in 1933. Under this plan, wavelengths were allocated to each country in the European region in order to enable it to conduct a national broadcasting service, the number of wavelengths allotted to any one country depending on such considerations as the population, area and configuration of the country, the number of languages spoken in multilingual countries, and the density and distribution of receivers.

31. The Lucerne plan gave the United Kingdom the use of one long and ten medium wavelengths, and also permitted it to operate transmitters of very low power on two further medium wavelengths whose use is shared between a number of countries. While it proved impracticable to use these shared wavelengths, on account of interference from stations in other countries, an additional medium wavelength allotted to Belgium but not then used by that country was secured for use by the United Kingdom by bilateral agreement.

32. Transmissions to countries outside Europe are made on short wavelengths and it is expected that it will be possible, by international agreement, to retain sufficient short wavelengths to enable a number of programmes to be broadcast from this country simultaneously. The problem of how best to allocate these resources between the various foreign and Empire services must be left for solution in the light of circumstances ruling from time to time.

C.—THE HOME SERVICES

I.—Transmitting Stations

The Development of the System

33. On its establishment in 1927, the Corporation took over from the British Broadcasting Company one long-wave transmitter of 25 kilowatts, eight medium-wave stations each of a maximum power of 3 kilowatts, and eleven auxiliary stations of low power.

34. While these stations provided the main centres of population with one programme, the Corporation's aim, progressively realised between 1927 and 1939, was to give every listener in Britain, as far as technically possible, (a) an uninterrupted service throughout the day and evening, and (b) a selection between two alternative contrasting programmes, one national and supplied mainly from London, the other including a considerable proportion of regionally produced material. A high-power long-wave transmitter became the mainstay of the National Programme and a chain of medium-wave stations carried the alternative Regional Service. Some of the medium-wave stations were equipped with twin transmitters to increase the area covered by the National Programme in addition to carrying the local Regional Programme.

35. The power of the stations was progressively increased and by the autumn of 1939 the National Programme was carried by one 150 kilowatt long-wave transmitter and three medium-wave stations each of 20–50 kilowatts; while nine medium-wave transmitters ranging in power from 60 to 100 kilowatts, supplemented by four relay stations of lower power, formed a network, organised in seven distinct regions (London, West of England, Midland, North, Scotland, Wales and Northern Ireland), for the alternative programme. Further increases in power have since been made to improve the audibility of the programmes in areas of difficult reception.

Technical Research and Development

36. Throughout the history of the Corporation, its engineers, working in close and cordial co-operation with those of the Post Office, have kept in the van of technical development and progress and no greater tribute could be paid to the technical excellence and reliability of their stations and equipment than to say that these have been extensively copied in

other countries. The Government, however, attach great importance to improving the technical quality of the broadcasting services still further, and have welcomed the Corporation's proposal to spend a substantial sum each year on research and development in broadcasting engineering and allied spheres. The Government also approve the Corporation's intention to press ahead with the development of frequency-modulated broadcasting on very short wavelengths as a solution to some of the reception difficulties caused by the limited availability of long and medium wavelengths, and hope that the radio industry will realise the importance of producing sets designed to receive this type of transmission.

II.—Wavelengths

37. The distribution of the available twelve wavelengths in August 1939 is shown in Appendix 1. The high-powered transmitter using the long wave, and several stations synchronised on one medium wavelength, carried the National Programme. The remaining medium wavelengths were used for the Regional Service, two wavelengths each being used by transmitters in the West of England, North and Scottish Regions while the remaining Regions (London, Midland, Wales and Northern Ireland) were each served by one wavelength.

38. On the outbreak of war, the separate National and Regional Services were discontinued, mainly to avoid giving navigational aid to enemy aircraft, and a single Home Service was given to the whole country, transmitted by a number of stations synchronised first on two, and later on three, medium wavelengths. The degradation of service caused by this procedure in certain areas was alleviated in some degree by the provision of a number of low-power auxiliary transmitters in densely populated areas. The Home Service was supplemented, in January 1940, by a Forces Programme, transmitted first on one, and then on two medium wavelengths and on short wavelengths for overseas reception. The remaining five British medium wavelengths and the long wavelength were used for broadcasting to Germany and other European countries. The Allied Expeditionary Forces Programme, addressed to Allied forces in Europe, was added in 1944, being transmitted on a medium wavelength allocated under the Lucerne Agreement to Latvia and Tunis, but not then used by the latter country (see Appendix 1).

39. After the end of the European war, in July 1945, a return was made towards the pre-war arrangements for the Home listener. The National (now called the "Light") Programme is again, as before the war, transmitted on the long wave and from synchronised stations on one medium wavelength. The alternative programme, now called the "Home Service," was restored on a regional basis, but because of the continuing requirement of the European Service for wavelengths, only eight medium wavelengths are employed instead of the ten used before the war. This saving has been effected by using only one wavelength for the Scottish Region, and by synchronising one of the Northern Regional transmitters and the Northern Ireland transmitter on the same wavelength. The two medium wavelengths thus saved, supplemented by one additional medium and one long wavelength not then in use by the countries to whom they were allotted under the Lucerne Plan, were employed on the European Service. The Allied Expeditionary Forces Programme was closed down and the wavelength previously employed for this service was transferred to the Home Service, as the Belgian wavelength, which was used before the war, had been taken back by the Belgian authorities (see Appendix 1).

III.—Reorganisation

The New Third Programme

40. The Corporation now proposes to make a third programme available to the Home listener. This programme, which will at the outset be confined to evening periods, will be transmitted by one main transmitter situated at Droitwich, using a good medium wavelength and giving reliable reception up to one hundred miles from the station. This will be supplemented by a number of low-power transmitters synchronised on one medium wavelength; and although there is a limit to the number of such synchronised stations which can be used without mutual interference, it is hoped that these will bring the programme to all towns of over 120,000 inhabitants which are outside the range of the main transmitter at Droitwich. By these means the Corporation hopes to enable the third programme to be received effectively by about 80 per cent. of the population.

The Reorganisation of the Regions

41. Since the Government consider it essential to maintain the European service and to continue to use at least two medium waves for this purpose (see section D II of this paper) only one of the wavelengths required for the third programme can be obtained by diverting it from the European Service. The other wavelength will be made available by a rearrangement of the Home Service, reducing the number of Regions from seven to six by merging the West of England and Midland Regions into one (see Appendix 1). Any loss of range brought about by this reorganisation will be largely compensated by additional low-power transmitters at Redruth in Cornwall and Bartley near Southampton, and by the erection of a new aerial system at the London Regional Station which will considerably increase its range. With the other regional services continuing unchanged, it is estimated that 94 per cent. of the population (approximately the same proportion as at present) will be able to hear the Home Service satisfactorily, although in certain small areas, for instance in parts of Norfolk, programmes intended for listeners in other regions will be received at better quality and strength than those proper to the area. Similarly, listeners in certain areas of Northern England will continue to receive transmissions for Northern Ireland under more favourable conditions than those for the North of England. These cases of "cross-regionalisation," however, cannot weigh heavily against the advantages of introducing a third national programme, which the reorganisation will permit. Moreover, the improvement of the London Regional transmitter will give substantially better reception of the Home Service in South East England. On the other hand, any reorganisation of broadcasting services must inevitably shift the boundaries of areas of poor reception and as a result there will be a deterioration of reception in some areas, balanced by improvement in others. The Corporation recognises the importance of affording a satisfactory standard of reception to the greatest possible number of listeners, and will be supported by the Government in pursuing technical investigations to this end.

42. The Corporation proposes, with the Government's agreement, to introduce the third programme, with the consequent reorganisation of the Regional services, in the autumn of this year—if possible, on the 1st October, 1946.

43. The Light Programme will continue, as at present, to be transmitted on a long wavelength, supplemented by low-power stations synchronised on a medium wavelength, covering about 95 per cent. of the population.

IV.—Programmes

44. During the period of the first Charter, the Corporation steadily expanded both the number and variety of the programmes, and the total programme-hours broadcast per week in 1936 (including regionally-produced items) was 169 as compared with 73 at its inception. This expansion continued after the renewal of the Charter and the weekly programme-hours in respect of services for Home listeners reached 181 in 1939 and now stand at 227.

45. The selection of programme material to meet all tastes is an extremely difficult task, but the Corporation has endeavoured, by all the means open to it of ascertaining the wishes of the public, to give all listeners a wide selection of the types of programme they desire, while preserving a reasonable balance between the various broad categories of programmes. Many of the Corporation's regular programmes, such as the Symphony Concerts in the field of serious music, "World Theatre" and "Saturday Night Theatre" in the field of drama, their Information Services and Broadcasts for Schools in the field of education, "ITMA" in the field of light entertainment, "The Week in Westminster," "World Affairs" and the "Brains Trust" in the field of general interest are outstanding judged by any standards; but of course it is not possible to please all tastes at any one moment when the choice of alternative programmes is limited.

46. The third programme will be mainly directed to the serious-minded listener, and will be used for such purposes as the broadcasting of plays, concerts and operas in full. Although its introduction will not mean the elimination of such items from the other two programmes, listeners will normally have a wider choice of contrasting programmes during the evening periods of listening than is possible at present. The Government are satisfied that, when the new service is in full operation, the British listener will be able to receive a wide variety of programmes ranging over the whole field of literature, science and art. The existing methods by which the Corporation keeps in constant touch with listeners' views and requirements will be maintained.

Commercially Sponsored Programmes

47. The Government have considered the use by the Corporation of commercially sponsored programmes, and do not consider that there is a case for any change in the present policy of prohibition. The Corporation has shown no desire to use sponsored programmes, and any attempt to do so, they consider, would be resented by a large body of public opinion. Such programmes would also be out of keeping with the responsibilities of the Corporation as the trustee of a Public Service. The Government, moreover, intend to take all steps within their power, and to use their influence with the authorities concerned, to prevent the direction of commercial broadcasts to this country from abroad.

V.—Growth of Home Listening

48. The improvement in the broadcasting services, and the increasingly important part played by them in the life of the nation, is reflected in the steady increase in the number of wireless licence holders. During the period of the British Broadcasting Company, this number increased from about 35,000 at the end of 1922 to over two million at the end of 1926. At the expiry of the first Charter of the British Broadcasting Corporation the figure had risen to nearly eight million, and by early 1946 it had passed the

ten million mark, so that about four households in every five now have a wireless receiving licence. (A table showing the number of licences issued yearly from 1922 to 1945 is given in Appendix 2.)

D.—THE OVERSEAS SERVICES

I.—Services to the Empire

Historical Summary

49. Experimental shortwave broadcasts from this country to overseas listeners began in December, 1927. The results were sufficiently satisfactory for plans for an Empire Broadcasting Service to be drawn up by the Corporation and to be submitted to the Colonial Conference of 1929 and to the Imperial Conference of 1930. A regular service to the Dominions and Colonies was inaugurated in December, 1932, beginning with a ten-hour daily service in English, sent out from two short-wave transmitters. The service was gradually expanded, and reached eighteen hours a day in 1939. New high-power stations and new aerial systems improved its efficiency and arrangements were made with Commonwealth broadcasting organisations for the relaying of selected programmes from London by their domestic broadcasting stations.

50. At the outbreak of war, the Empire Service became a world service, enabling listeners in all parts of the globe to hear frequent news bulletins and talks in English, giving the British point of view on current events. Later, to satisfy the needs of British and Allied troops overseas for news and entertainment, a General Overseas Service and General Forces Programme were introduced, broadcast throughout the twenty-four hours of the day. Assistance and facilities were also afforded to Dominion and Allied Commands for broadcasting to their troops stationed in this country.

Post-War Policy

51. The Government consider it essential that the Empire Services of the Corporation should be maintained and developed in co-operation with the Dominions, India, and the Colonies. The wavelengths available for these services should be used to the greatest advantage and should be supplemented by the transmission of programmes over overseas telephone circuits for rebroadcasting locally, and by the export of programmes in the form of scripts and recorded material. They consider that more emphasis should be laid on programmes of interest to individual member countries of the British Commonwealth. The Government have informed the Corporation that they approve, and wish it to continue, its practice of employing staff with a background Dominion experience in its programme departments and, where possible, of making arrangements for a periodic interchange of staff with the Dominion broadcasting authorities. In order to maintain the reciprocal nature of these services, the Government hope that the Dominion broadcasting authorities will be encouraged to develop more programmes suitable for United Kingdom audiences, which could be accepted by the British Broadcasting Corporation for rediffusion in the services for Home listeners.

II.—Services to Foreign Countries

The Corporation's Responsibilities

52. In October, 1937, after other countries, notably Germany, had embarked on extensive schemes of broadcasting to listeners in foreign

countries in their own languages, the Government of the day decided, in accordance with a recommendation of the Ullswater Committee, that broadcasts of news in foreign languages should be started, without detriment to the development of the Empire Services. The Government considered that the Corporation should have the same full responsibilities and duties, as set out in its Charter, for the Overseas services as for the other services.

The Overseas Services during the War

53. The foreign language services began early in 1938 with Arabic broadcasts to the Near East and with programmes in Spanish and Portuguese for Latin America. A service for European listeners was inaugurated during the Munich crisis in September, 1938, with a speech by the Prime Minister, Mr. Chamberlain, which was translated into French, German and Italian. News bulletins in these languages then continued daily throughout the crisis. From that date onwards the scope of foreign broadcasting increased rapidly, particularly after the outbreak of war. Many new transmitters were specially built and brought into service, including the largest short-wave station, and the most powerful long-wave transmitter, in the world. News bulletins were supplemented by commentaries, talks, music and feature programmes, so arranged as to give, as far as possible, an early morning and midday bulletin in each language as well as a fuller evening programme. More frequent transmissions were given in the principal European languages. Facilities were also given to Allied Governments in exile for broadcasting to their own peoples, and to the United States Office of War Information for relaying American broadcasts to Europe. An American broadcasting station (A.B.S.I.E.) was also established in this country and obtained transmitting facilities from the British Broadcasting Corporation. These activities reached a peak in the summer of 1944, when the Corporation's own foreign language services to Europe amounted to 37 programme hours a day in 24 languages. At that time, the total volume of broadcasting to overseas audiences was over 130 hours a day in 46 languages. A reduction took place after the end of hostilities in Europe and again after the victory over Japan, with the result that at present foreign language broadcasts to Europe total about 26 hours a day out of an aggregate of just over 100 hours to overseas audiences in all.

54. The important part played by the Corporation's Overseas broadcasts, in creating and maintaining goodwill towards this country during the war, is universally recognised. The Corporation's services to the occupied countries of Europe, in particular, were of the greatest value in sustaining the morale and spirit of resistance of the people. In some cases, the broadcasts became an effective link between the leaders of the resistance movements and their followers, as, for example, when one of the leaders of the Danish underground movement recorded a speech at his secret headquarters, the records were smuggled out of the country and the voice of their leader, broadcast from London, shortly afterwards called the people of Denmark to further action. Instructions from the Supreme Commander, Allied Expeditionary Force, were regularly broadcast in the Corporation's European Service and helped to make the efforts of the people still under Nazi domination an integral part of the Allied assault on their oppressors. Expressions of appreciation for the help given by broadcasts from this country have been received from many foreign Governments, broadcasting and other organisations, and from countless individuals in every part of the world.

55. Apart from direct transmissions to foreign audiences the Corporation, originally at the request of the Government, supplied records of

programmes to stations overseas. These recordings, supplied in English and 19 foreign languages, are transmitted by local stations in all parts of the world, thus bringing British programmes to large numbers of listeners who cannot receive them direct.

56. The rebroadcasting of such programmes and the relaying of transmissions direct from this country by stations overseas have been greatly facilitated and stimulated by the efforts of Corporation representatives permanently stationed in Australia, Canada, India, the Middle East, the United States, and Latin America.

The Monitoring Service

57. Another war-time development of the overseas services was the establishment by the Corporation of a Monitoring Service to keep a check on the output of broadcasting stations in foreign countries. During the war this Service listened to 1½ million words a day in thirty languages, extracted important news and intelligence material and made it available to the British and Allied Governments, to the Corporation for its own news programmes, and to the Press. With the restoration of communications with most parts of the world, the scope of the Monitoring Service has been considerably reduced, but it still provides a valuable means of obtaining news and information.

The Maintenance of the European Service

58. The Government have considered the future of the foreign language services, and have come to the conclusion that, in the national interest and in order to maintain British influence and prestige abroad, it is essential that many of the services should continue. Conditions have, of course, changed with the advent of peace, and the European Service, for example, cannot expect to retain the enormous audience which it built up for itself during the war. In the first place, it is normally not technically possible for transmissions from this country to Europe to compete with the standards of audibility achieved by locally-situated Continental stations, and European listeners no longer have the strong incentive to listen to British programmes that they possessed under the German domination. Moreover, now that the national broadcasting systems of the Continent have regained their independence, it must be assumed that many listeners will be content to take from them the news and comment on current events for which they were forced to rely on this country during the war. Nevertheless the European Service retains a large audience and friends of this country on the Continent are anxious that it shall continue. Moreover, there are clear indications, at present, that other Powers intend to continue to use the broadcasting medium to put their point of view before the European audience and we cannot afford to let the British viewpoint go by default. To continue the European Service effectively requires the use of at least two medium wavelengths on high power in addition to short wavelengths. The Government consider it essential that out of the medium wavelengths available to this country, two should be set aside for this purpose.

The Character of the Overseas Services

59. The Government consider that the Overseas services of the Corporation should continue to be conducted in the most effective manner possible, consistent with economy in money, manpower and wavelengths; and that every endeavour should be made to secure the acceptance by Overseas broadcasting authorities of as many of the Corporation's programmes as possible for rediffusion over their national networks. Such programmes, reaching

the Overseas listener with as high a standard of audibility as his own programmes, can do much to promote an understanding of British life and customs. The Government would also welcome acceptance by the Corporation of suitable foreign programmes for rediffusion in the services for Home listeners. As far as the content of the Overseas services is concerned, the Government consider that great care should be taken to ensure the complete objectivity of the news bulletins which will form the kernel of all Overseas broadcasting. The Corporation's reputation for telling the truth must be maintained, and the treatment of an item in an Overseas news bulletin must not differ in any material respect from its treatment in current news bulletins for domestic listeners.

Contact between the Corporation and Government Departments regarding the Overseas Services

60. The Government intend that the Corporation should remain independent in the preparation of programmes for overseas audiences, though it should obtain from the Government Departments concerned such information about conditions in those countries and the policies of His Majesty's Government towards them as will permit it to plan its programmes in the national interest.

E.—TELEVISION

Pre-War Development; the Selsdon Committee

61. Experimental television broadcasts started in this country as far back as the autumn of 1929, and in August 1932 the British Broadcasting Corporation afforded facilities to Baird Television Limited for public experimental transmissions of low-definition television (30 line) from its London Station at Brookmans Park.

62. Other systems of television began to emerge and in May 1934 a Committee was appointed, under the chairmanship of the late Lord Selsdon, "to consider the development of television and to advise the Postmaster General on the relative merits of the several systems and on the conditions under which any public service for Television should be provided." After receiving a considerable volume of evidence, inspecting various television systems and sending delegations to the United States of America and Germany, the Committee submitted its report (Cmd. 4793) to the Postmaster General in January 1935. Its principal recommendations were:—

- (a) that a public television service of high definition operated by the British Broadcasting Corporation should be established;
- (b) that the Postmaster General should appoint an Advisory Committee to plan and guide the initiation and early development of the service;
- (c) that an initial station in London should at the outset operate on the systems of Baird and Marconi-E.M.I. alternately;
- (d) that the aim should be the establishment of a network of stations operating on a national standardised system of transmission;
- (e) that at the start the cost of the service should be borne out of broadcast receiving licence revenue.

63. The Government accepted these recommendations and a regular public high-definition television service, the first in any country, was inaugurated in November, 1936, at the Corporation's station at Alexandra Palace. The Baird and Marconi-E.M.I. systems were used alternately until

February, 1937, when it was decided, on the recommendation of the Advisory Committee, that the Marconi-E.M.I. system (405 lines) should be employed alone in future.

64. By 1939 the service had reached a high standard; the programme technique had made great progress, and the result was a service of considerable entertainment value. Plans were under consideration for the extension of the service to the Provinces, but before further progress could be made the television service was closed down for military reasons on the 1st September, 1939.

The Hankey Committee

65. In September, 1943, a Committee under the chairmanship of Lord Hankey was appointed "to prepare plans for the reinstatement and development of the television service after the war."

66. The main recommendations in its report* were:—

- (a) that the Minister responsible for sound broadcasting should also be responsible for television and that the British Broadcasting Corporation should continue to operate the service;
- (b) that an Advisory Committee should again be appointed;
- (c) that the London service should be restarted on the pre-war standard of definition and that this standard should also form the basis of plans for an extension of television to provincial centres;
- (d) that vigorous research should be initiated with a view to the introduction of an improved system approaching the cinema standard of picture definition and possibly incorporating colour and stereoscopic effects;
- (e) that two types of special television licences should be introduced for domestic viewers and for cinemas respectively.

67. The recommendations of the Hankey Committee were accepted in substance by the Government in October, 1945. A Television Advisory Committee was set up under the chairmanship of Mr. G. M. Garro Jones to advise the responsible Minister on television policy, with particular reference to the following points:—

- (a) the planning, after consultation with the industry, of the future television service, including the standards to be adopted;
- (b) the co-ordination, and where necessary the initiation, of research into the principles and practice of television;
- (c) the encouragement of pooling of television patents and their use in the national interest;
- (d) the investigation of all developments in television, at home and abroad, including its use for cinemas, bearing in mind the importance of the export trade and the desirability of the adoption of international television standards.

The Committee contains representatives of the Corporation and of all Government Departments directly concerned with the development of television from the financial, supply, technical and scientific points of view. The Committee meets frequently to consider and report to the Postmaster General (as the Minister now responsible for broadcasting) on all the problems connected with television as they arise. It also maintains close liaison

* Report of Television Committee 1943: published by His Majesty's Stationery Office, 1945.

with the radio industry and, as necessary, other interests concerned with various aspects of the development of the television service.

68. The London television service was reopened by the Corporation on the 7th June, 1946, and urgent consideration is being given to the difficult problems involved in extending it to the Provinces.

F.—FINANCE

Pre-War Arrangements

69. The Corporation was financed up to the war by the payment to it of a sum representing a stated percentage of the net licence revenue—i.e., the receipts from the issue of wireless receiving licences, less the costs of their issue and of the associated services undertaken by the Post Office (consisting of accounting, enquiries and prosecutions in respect of unlicensed sets, and investigations and advice to the public in regard to electrical interference with broadcast reception). These costs amounted to 9 per cent. of receipts during the years immediately before the war.

70. Various alternative methods of financing the broadcasting services in this country, such as by the use of sponsored programmes, special duties levied on manufacturers of sets, or on imported receiving sets, an addition to general taxation, and so on, were examined in detail by the Sykes Committee of 1923 but were rejected for reasons which still hold good in all essential respects. The licensing system has the merits of simplicity, fairness and ease in administration and the financial arrangement based upon it directly relates the expenditure on the broadcasting services to the amount collected from listeners.

71. The existing Licence and Agreement between the Postmaster General and the Corporation provides (Clause 20) that the Corporation should receive in each year a sum equal to 75 per cent. of the net licence revenue, but provision is made for an increase in this percentage if the Corporation shows that the amount thus made available is insufficient in any particular year for the adequate conduct of the service. That situation did, in fact, arise before the war, and an increase of 8 per cent. was granted in 1937–38, which was raised to 15 per cent. for 1938–39, thus bringing the Corporation's proportion of net licence revenue to 90 per cent. There were clear indications that, even under pre-war conditions, the continuing development of the Corporation's services would necessitate still larger expenditure in subsequent years, with the result that the stage was imminent where the total licence receipts would have been insufficient to meet the cost of those services.

Finance during the War

72. During the war, however, the normal arrangement had of necessity to be set aside, since national requirements imposed such heavy expenditure upon the Corporation as far to outstrip the revenue from the issue of licences. The Corporation has accordingly been financed by Grants-in-Aid, the amount of which has, during the past three years, been at a rate of over £8 millions per annum.

Proposals for the Future

73. With the return to peace-time conditions, the Government consider this procedure no longer appropriate, and it is proposed that at the end of the present year there should be a reversion in principle to the pre-war

method. The Corporation will again receive as a first charge on the net revenue from the issue of licences an income adequate to enable it to ensure the full and efficient maintenance and development of the broadcasting and television services, and, if necessary, the whole of the net revenue from licences will be made available to the Corporation for this purpose.

Home Services

74. The level of the Corporation's expenditure on the Home services during the new Charter period can be estimated only broadly at this stage, but it is expected that the cost of the Home sound broadcasting services under conditions of normal post-war development will soon rise to the order of £7½ millions a year. This is a very considerable increase over the pre-war cost but takes into account the higher standards of service which listeners in this country may rightly expect to receive in post-war years, the general increase in prices and the extension in the daily hours of broadcasting, including the addition of the third programme which it is the Corporation's intention to provide later this year. For example, the Corporation intends, by the end of 1946, to increase the number of hours of programmes broadcast weekly for reception by Home listeners by about 50 per cent. over the pre-war level. The average cost of each hour of programme, in turn, is expected to be almost double the pre-war level, on account of a number of factors such as the greater complexity and variety of programmes, higher fees to artists, greatly increased engineering costs arising from the larger number and much greater power of the transmitting stations, and the generally increased levels of salaries and wages.

75. In addition, the cost of the television service, as far as can be estimated at present, is likely soon to reach about £2 millions a year. Initially, the cost of this service will not be covered by the proceeds from the issue of the special television licences, and the cost of the service during the development period will have to be met to a substantial extent from the proceeds of ordinary sound broadcasting licences. The Government consider that this course is justified, since the development of television will ultimately be of direct benefit to a substantial proportion of broadcasting licensees.

76. In the circumstance, the Government have raised the annual charge for wireless receiving licences from 10s. to £1 for the reception of sound programmes only, and have issued a new licence covering the reception of television and sound programmes for domestic use at an annual charge of £2. Consideration is being given to the conditions which should apply in the case of licences for the reception of television programmes in cinemas and other places where a charge is made for admission.

77. The Government have given very careful and sympathetic consideration to the impact of the increased wireless licence charge on people of small means, such as old age pensioners, widows in receipt of pensions, and so on. They have reluctantly come to the conclusion, however, that it would be impracticable to try to adjust the charge to the varying means of listeners, and that the cost of administering such a scheme would be prohibitive in relation to the annual sum involved. The new charge of £1 a year represents a cost of only two-thirds of a penny per household per day, which is a very small sum in relation to the value given in the wide diversity of programmes available to the listener from early morning until late at night. For those who might otherwise find difficulty in meeting this charge, facilities are already available through the Post Office for the accumulation of small sums of money (which may be withdrawn at any time) by the purchase of savings stamps which are sold in 6d. units.

78. While the number of licences which may be taken out in future years cannot be predicted with certainty, it is expected that the total revenue from the new licences will be about £10 millions per annum initially and that the yield will grow as the television service is developed and extended, and the number of television licences increases.

79. Although the levels of expenditure for the Home sound broadcasting and television services forecast in the preceding paragraphs will not be reached in the immediate future, the indications are that the provision necessary for these services will soon absorb practically the whole of the net licence revenue.

Overseas Services

80. The Government have decided that financial provision for all Overseas broadcasting services, whether directed to the Empire or to foreign countries, and including their ancillary services, should take the form of an annual Grant-in-Aid to the Corporation from public funds, so that the cost of these services will not be a charge against wireless licence revenue. The present cost of the Overseas Services is about £4 millions per year and the amount of the Grant-in-Aid should be adjusted from year to year to meet the cost of the operation by the Corporation of Overseas services of a character and on a scale approved by the Government.

The Broadcasting Vote

81. During the period of the new Charter, financial provision in respect of all services conducted by the Corporation will be made as hitherto in an annual Vote for broadcasting, for which the Postmaster General will be responsible

G.—SUMMARY OF CONCLUSIONS

82. The conclusions reached by the Government are summarised below:—

The Charter

- (1) It is not proposed on this occasion to appoint an independent committee of enquiry to advise the Government on broadcasting policy. (Paragraph 11.)
- (2) The Corporation's Charter and Licence will be renewed for a period of five years from the 1st January, 1947. (Paragraph 13.)
- (3) The Government welcomes the policy of regional devolution; Regional Advisory Councils should be set up to advise the Corporation on regional programme policy. (Paragraph 15.)
- (4) The Postmaster General will be responsible to Parliament for the Broadcasting Vote, but as a general rule the Lord President will answer Parliamentary Questions on major broadcasting policy. (Paragraph 22.)

Miscellaneous Provisions

- (5) The Governors of the Corporation must be representative of the public they serve. (Paragraph 23.)
- (6) An obligation has been laid on the British Broadcasting Corporation to broadcast a daily account of the proceedings of Parliament. (Paragraph 21.)

- (7) The maintenance of an impartial balance between parties in political broadcasting must be the responsibility of the Corporation. (Paragraph 22.)
- (8) The Corporation should retain its general independence in staff matters, but in fixing salaries and conditions of employment the Corporation should pay due regard to those of the Civil Service and to the security of employment offered. Steps will be taken to ensure that there exists adequate machinery for negotiation and consultation between the Governors and the staff, with provision for arbitration. (Paragraph 26.)

Home Services

- (9) Great importance is attached to improving the technical quality of broadcast transmissions to the public. (Paragraph 36.)
- (10) A third programme for Home listeners with a consequent reorganisation of the present regional arrangements will be introduced in the autumn of this year. (Paragraph 42.)
- (11) The present prohibition of commercially sponsored programmes will be maintained and all steps will be taken to prevent the direction of such broadcasts to this country from abroad. (Paragraph 47.)

Overseas Services

- (12) The Empire Services of the British Broadcasting Corporation should be maintained and developed in collaboration with the Dominions, India and the Colonies. (Paragraph 51.)
- (13) In support of British prestige and influence abroad, many foreign language services must be continued and for this purpose two of the available medium wavelengths must be set aside for the European Service. (Paragraph 58.)
- (14) Every endeavour should be made to secure acceptance of British Broadcasting Corporation programmes for rediffusion by Dominion and other Overseas broadcasting authorities. The acceptance of suitable Empire and foreign programmes for rediffusion in this country will be welcomed. (Paragraphs 51 and 59.)
- (15) Great care must be taken to ensure complete objectivity of news bulletins in Overseas broadcasts. (Paragraph 59.)
- (16) The Corporation will have independence in the preparation of Overseas programmes, but should, in regard to them, maintain close liaison with the Government Departments concerned. (Paragraph 60.)

Television

- (17) As already announced, the recommendations of the Hankey Committee have been accepted in substance and the public service of television was reopened in London on the 7th June. (Paragraphs 67 and 68.)

Finance

- (18) The pre-war method of financing the Home Services of the Corporation will be restored at the end of 1946 and the Corporation will receive from licence revenue, an income fully adequate for the efficient maintenance and development of those Services, to the extent of the whole of the net licence revenue if necessary. (Paragraph 73.)

- (19) As already announced, the annual charge for licences for the reception of sound broadcasting has been raised to £1 and a new licence covering the reception of television and sound programmes for domestic use at an annual charge of £2 has been introduced. The conditions applicable to a licence for the reception of television programmes in cinemas, &c., are under consideration. (Paragraph 76.)
- (20) It would be impracticable to adjust the charges for receiving licences to the varying means of listeners. (Paragraph 77.)
- (21) The cost of all Overseas services (Empire and foreign) will be covered by an annual Grant-in-Aid and will not be a charge against wireless licence revenue. (Paragraph 80.)

APPENDIX 1

DISTRIBUTION OF MEDIUM AND LONG WAVELENGTHS

<i>Service.</i>	<i>August 1939.</i>	<i>October 1944.</i>	<i>November 1945.</i>	<i>October 1946.</i>
National ...	1500 metres	...	1500 metres	1500 metres
	261.1 metres	...	261.1 metres	261.1 metres
Regional—				
London ...	342.1 metres	...	342.1 metres	342.1 metres
Western ...	285.7 metres	...	514.6 metres	
	203.5 metres	...	203.5 metres	{ 216.8 metres
Midland ...	296.2 metres	...	296.2 metres	{ 296.2 metres
Northern ...	449.1 metres	...	449.1 metres	449.1 metres
	267.4 metres	...	{ 285.7 metres	{ 285.7 metres
N. Ireland ...	307.1 metres	...	{ 285.7 metres	{ 285.7 metres
Scottish ...	391.1 metres	...	391.1 metres	391.1 metres
	233.5 metres			
Welsh ...	373.1 metres	...	373.1 metres	373.1 metres
Home ...	...	449.1 metres		
	...	391.1 metres		
	...	203.5 metres		
Forces ...	...	342.1 metres		
	...	296.2 metres		
Allied Expeditionary Forces	...	514.6 metres		
Third Programme	...	...	...	514.6 metres
	...	...	...	203.5 metres
European...	...	1500 metres	307.1 metres	307.1 metres
	...	373.1 metres	267.4 metres	267.4 metres
	...	307.1 metres	216.8 metres	
	...	285.7 metres		
	...	267.4 metres		
	...	261.1 metres		
American Broadcasting Station in Europe	...	307.1 metres	{ shared with	
	...	267.4 metres	{ European Service	

NOTE.—The above wavelengths were allocated to the United Kingdom under the Lucerne Plan, with the following exceptions: 514.6 metres, allocated to Tunis and Latvia, and originally used by the British Broadcasting Corporation in 1944 for the Allied Expeditionary Forces Programme; 233.5 metres, allocated to Belgium under the Lucerne Plan, borrowed by the Corporation for the Scottish Region before the war, and now taken back for use by Belgium; and 216.8 metres allocated to Poland and Albania under the Lucerne Plan, and originally used by the Corporation in 1945 for the European Service. (A further long wavelength (1,796 m.) allocated under the Lucerne Plan to France, is also in temporary use at present for the European Service.)

APPENDIX 2

NUMBER OF WIRELESS RECEIVING LICENCES

The following table gives the number of wireless receiving licences current on the 31st December of each year, including those issued free of charge to the Blind:—

<i>Year.</i>	<i>Licences.</i>	<i>Year.</i>	<i>Licences.</i>
1922	35,774	1934	6,780,569
1923	595,496	1935	7,403,109
1924	1,129,578	1936	7,960,573
1925	1,645,207	1937	8,479,600
1926	2,178,259	1938	8,908,900
1927	2,395,183	1939	8,947,570
1928	2,628,392	1940	8,904,177
1929	2,956,736	1941	8,625,579
1930	3,411,910	1942	9,139,426
1931	4,330,735	1943	9,435,617
1932	5,263,017	1944	9,649,475
1933	5,973,758	1945	9,987,276

APPENDIX 3

WIRE BROADCASTING

1. In a wire broadcasting system, broadcast programmes are picked up at a central point, either by the use of very high-grade wireless receivers, or, in some cases by means of direct lines from a convenient point on the cable network which the Corporation leases from the Post Office for its normal programme distribution; the programmes received by these methods are then distributed to individual homes by specially provided wire lines. The central receiving point, with its associated network of distribution lines, is known as a "relay exchange." The system avoids the need for a separate wireless receiver in each home, the only equipment required in most cases being a loud speaker and programme-selector switch.

2. Each subscriber, before he can be connected to a wire broadcasting system, is required to be in possession of the usual annual wireless receiving licence in addition to paying a rental to the owner of the relay exchange for the facilities provided, including the hire of the loud speaker and the use of the lines.

3. The Ullswater Committee recommended in 1936 that the Post Office should undertake the unification and co-ordinated development of wire broadcasting in this country, together with the ownership and operation of the relay exchanges, for which it had been granting special licences to private proprietors since 1927. The Government of the day came to the conclusion that this recommendation should not be adopted immediately in view of the many practical and technical considerations involved, and that it would be expedient that the system of licensing private concerns to conduct relay services should continue for a further period, during which the Post Office could undertake technical and practical experimental work. The licences to operate relay exchanges were accordingly extended to the 31st December, 1939, and a programme of research and experiment was put in hand by the Post Office.

4. Before any final conclusions could be drawn, however, the growing international tension and eventually the outbreak of war necessitated the reconsideration of the whole matter; and it was decided that the existing relay exchange licences should be extended to the 31st December, 1949, and that any new licences granted should be terminable on the same date. The experimental work in hand

by the Post Office was suspended; and, during the war, shortages of materials and labour made it necessary also to suspend the issue of new licences to private undertakings.

5. The existing concerns gained a substantial number of new subscribers during the war, largely because of the difficulties of direct wireless reception in many districts under war conditions; the scarcity of domestic receiving sets, components and batteries; and the shortage of servicing electricians. At the present time subscribers to relay exchanges number some 650,000 (i.e., about 6½ per cent. of the total number of holders of wireless receiving licences), as compared with 260,000 at the outbreak of war, and are served by 274 separate relay exchanges.

6. All licences issued to relay exchange undertakings can be determined, subject to a year's notice, on or after the 31st December, 1949, and provide that on their expiration the Postmaster General may acquire by purchase all or any part of the plant and apparatus of the licensee for a sum equal to the value at the date of purchase, exclusive of any other consideration.

7. The Government have considered the future of wire broadcasting in this country and have deferred a decision on the question of public ownership and operation of wire broadcasting services pending a further review nearer the date on which the licences held by the relay exchange proprietors are terminable.

LONDON

PRINTED AND PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE

To be purchased directly from H.M. STATIONERY OFFICE at the following addresses:

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1946

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