REPORT
of the
TELEVISION COMMISSION
1959

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I, Sean Ormonde, Minister for Posts and Telegraphs, hereby appoint a Commission to consider and make recommendations on the question of establishing a television service. The terms of reference of the Commission shall be as follows:-

On the basis that no charge shall fall on the Exchequer, either on capital or on current account, and that effective control of televised programmes must be exercisable by an Irish public authority to be established as a television authority, to consider and to make recommendations on

1. the practicability of establishing a television service,

2. the arrangements that can be made to ensure that the television system will be owned by the State, either from the outset or after an interval,

3. the proposals that have been made to the Department of Posts and Telegraphs and any further proposals that may be received,

4. the powers and duties of the television authority and the manner of its constitution,

5. the special arrangements that should be made
   (a) to provide for the use of the Irish language and for the adequate reflection of the national outlook and culture and
   (b) to govern the presentation of information and news in the television service,

6. the desirable relationship between the television service and the sound-broadcasting service and

7. any other relevant matters to which the Commission deem it advisable to draw attention.

The Commission will consist of the following persons:-

The Hon. Mr. Justice George D. Murnaghan (Chairman),
Commander George Crosbie,
Hugh de Lacy,
Terence Farrell,
Thomas A. Finlay,
To the Minister for Posts and Telegraphs.

The Commission appointed by Warrant dated the 26th March 1958 has now the honour to submit its Report.

PREFACE

The Warrant of Appointment directed the Commission to consider and make recommendations on the question of establishing a television service.

The Terms of Reference of the Commission are as set out in the Warrant of Appointment.

The first meeting was held on the 9th April 1958. In order to give the public and all persons or bodies interested the fullest opportunity of expressing their views or making proposals an invitation was issued to organisations and individuals desiring to be heard. This invitation was advertised fully in the daily newspapers in Ireland and arrangements were also made for the publication of suitable notices in selected magazines dealing with broadcasting and television in Great Britain and the United States of America.

The Commission met weekly with the exception of the holiday periods when members were not available. A great proportion of the Commission's time was taken up in hearing evidence, particularly on the proposals made to establish a television service. An official transcript was made of all evidence received. The expense and delay involved in incorporating this transcript in this Report, together with the exhibits and documents submitted to the Commission and referred to in the course of the evidence, would not be justified.
of the Department of Posts and Telegraphs and of Radio Éireann; its thanks are also due to the organisations and individuals who presented statements and gave oral evidence.

In Great Britain the Commission received every possible assistance from the British Broadcasting Corporation (BBC). To the many officials of that organisation who showed the members of the Commission the BBC studios and equipment and graciously and cheerfully answered all the many questions they were asked it would be quite impossible to make adequate acknowledgment. A similar acknowledgment must be made in the case of the Independent Television Authority (I.T.A.).

The Commission also wishes to express its indebtedness for information, facilities and assistance received from various other organisations including the Institut National Belge de Télévision, the Nederlandse Televisie Stichting, the Swiss Television Service, Radiotelevisione Italiana, the Board of Broadcasting Governors (Canada), the Canadian Broadcasting Corporation, and (in the U.S.A.) the American Broadcasting Company, the Columbia Broadcasting System Inc., and the National Broadcasting Company.

The members of the Commission are under a great obligation to the Commission's staff, with a special word about the Secretary, Mr. O Droma. He handled the office and travel arrangements, the preparation and circulation of documents, always with efficiency and tact. The Commission was most fortunate to have his assistance and acknowledges it gratefully.
CHAPTER I

Introduction

1. Consistent with an endeavour to make this Report as short as possible, it is necessary at the outset shortly to mention some general matters which will provide a background for the Commission's recommendations.

2. There are various kinds of television. Television for the purpose of the inquiry of the Commission means television broadcasting; that is the transmission of visual images with associated sound for reception by the public. The term "television" as used hereafter covers both sight and sound. The term "radio" will be used to describe sound broadcasting. "Ireland" where used denotes the State. The word "Proposer" in this Report is used to describe an individual, individuals or group who made a proposal for a television service.

3. The means of transmitting television are basically the same as those used for radio. Television is, however, in the present state of technical knowledge, by reason of the nature of the waves used, limited in the physical range within which an acceptable image and sound can be broadcast. This range, depending on certain technical factors, is approximately of the order of 60 miles from the transmitter. Many people in this country who are accustomed to receive programmes broadcast by the BBC from Divis in Northern Ireland at a greater distance than 60 miles will point to this fact, but the signal which they receive is not a strong signal, is not a certain signal at all times, and is subject to interference. Reception beyond the range of the reliable signal is commonly referred to as "fringe reception", and while reception beyond the distance mentioned may be tolerable, the signal is not uniformly satisfactory or, for advertising purposes, of a commercial
standard. This limitation in physical range means that in order to provide a satisfactory television service, with national coverage, it will be necessary that there should be a number of transmitters. Under the Plan agreed at an international conference held at Stockholm in 1952, Ireland was allocated frequencies for television and very high frequency (V.H.F.) radio transmitting stations at or near the following places: Dublin, Cork, Galway, Kilkenny and Ballyshannon. If a single programme is to be broadcast for reception simultaneously throughout Ireland it is necessary that the several transmitters be linked. This linkage is provided by either coaxial cable or microwave equipment. Incidentally, it is of interest to note that V.H.F. radio uses the same kind of frequencies, with limited range, as television, which means that if it were ever decided to have radio on the V.H.F. system in Ireland transmitters would probably be required at the same places as for television.

4. The television picture as seen by the viewer is built up of a number of horizontal lines. The quality of the picture depends on the number of lines and various other technical factors; other things being equal, the greater the number of lines, the better the quality of the picture. There is a limit, imposed by economic and other considerations, to the number of lines which it is practical to use in the formation of the picture. The BBC inaugurated the first regular public television service in November 1936 and adopted a line standard of 405 lines. This is the line standard currently in use in Great Britain. The U.S.A. followed Great Britain into the field of television but adopted a line standard of 525 lines, while European countries with the exception of France (819 lines) generally adopted a line standard of 625 lines. Modern technical opinion would seem to favour the universal adoption of a 625 line standard.
Public interest in television in Ireland may be said to have commenced subsequent to the opening of the BBC transmitter at Sutton Coldfield in December 1949, but the number of receivers were few until the Autumn of 1955 when the BBC opened a further transmitter at Divis (near Belfast). It is difficult to get even an approximate estimate of the number of television receivers at present in Ireland. The Commission, on information obtained from the Central Statistics Office based on home production and net imports, and from the Post Office, based on a count of visible aerials, made an approximate estimate of 20,000 sets in use in May 1958. The number has, it is believed, substantially increased since then and may now well be 30,000 or more.

Broadcasting in the sense of communication to the public in their homes, whether by radio or television, is basically the same kind of service and probably should have similar aims, whether it uses the medium of sound only or combines vision with sound. There are differences between the techniques of radio and television. The differences also extend to the suitability of the two media for different types of programme. Further, there is a difference in the impact of the two media upon the public. Notwithstanding these differences it would seem that it might be possible that both radio and television should be under the same authority, though the differences would seem to require a degree of autonomy for each service. The question of the constitution, powers and duties of the television authority and the relationship between television and radio will be more fully discussed later in this Report (Chapters V and VI).

Television has been correctly described as a hungry animal in relation to programmes. Programmes described as "live" are
those which depict on the viewer's screen what is actually then taking place in front of the camera. Programmes can be recorded on film, or on tape, which is a recent development, and can then be broadcast at a time which is suitable. Material on film and tape forms a large proportion of present television programmes. The number of live programmes is limited by available studio space (including space for rehearsals), by available qualified personnel, and by financial considerations. A proportion of programme material on film or tape to a greater or lesser extent is inevitable in any television service which may be established in Ireland. The question of programmes will later be considered in more detail (Chapter VII).

Television in all its aspects is very costly. Heavy capital expenditure is required for transmitters, links, studio buildings and equipment and the cost of technical maintenance and operation is correspondingly high. Television programmes cost many times as much as radio programmes. At the viewer's end the capital expenditure on a television receiver and aerial is very heavy compared with a radio receiver, and the cost of television receiver maintenance is correspondingly great. The question of the cost of a television service for Ireland is dealt with in Chapter III, in an attempt, by reference to figures, to give a general idea of (1) the probable cost and (2) the probable revenue of a service that the Commission would consider it reasonable that Ireland should start with.

Television has already entered into the lives of a significant number of people and is here to stay. In countries which have provided television services beyond the initial stage, television has long since ceased to be a scientific novelty or a rich man's toy. A television receiver is coming to be regarded as a prime necessity in the modern home. This is the general impression one gets the more one learns about this medium throughout the world, notwithstanding the fact that television is still in a state of
growth and experiment.

10. It is not the possession of a television receiver that really matters, though in view of the number in use there must be an effect not only on the household but on the national economy; it is the programmes which these receivers make it possible to present that are really important. These are becoming an integral part of domestic life, and tending to be considered as more and more essential.

11. The influence of television will continue to grow. As yet it is difficult to say that its potentialities have been fully recognised. Every community must endeavour to adapt it to its own use, and make it an agency for the common good. How it is used depends largely on how a country sees its responsibility. Properly managed, television can bring into the home entertainment of a kind that is ordinarily beyond the reach of most, and more important, can impart a breadth of knowledge of history, world affairs, art, science and crafts hitherto unknown and completely unattainable by the public generally before the advent of television.

12. It may be that television can be used as an influence in the rehabilitation of family life. The family in modern society has tended to be less and less together due to more and more outside activities and more separation of those activities. It may be by reason of the fact that it will no longer be necessary to go out of the home for entertainment of the type which can be provided by television that the tendency will be once again to make the family more of a unit.

13. Television should be used in such a way as to be beneficial to the viewers. Indiscriminate and extended viewing of television programmes may have an undesirable effect on children,
particularly those of tender years. Parents must accept the duty of regulating the type of programmes to be viewed by their children and also the extent of such viewing.

14. The possible benefits of television can only be obtained by a positive attitude towards the medium. This attitude must have the twofold purpose of not only ensuring that television will not work evil, but of striving to take full advantage of the opportunities it offers to do good.

15. Colour television is a reality. Programmes are broadcast in colour in the United States of America but are comparatively very few in number. The advent of colour television generally would appear to be a long way off. The main obstacle in the way of colour television is the cost involved. The production of programmes in colour is much more costly than in the case of the normal black and white, and the cost of a receiver for colour television is at present in or about three times that of an ordinary receiver. Until it is found possible greatly to reduce these costs colour television will remain more or less a novelty.

16. The establishment of a television system for Ireland is a major undertaking involving the erection of probably five transmitting stations, the erection or the reconversion of suitable premises for studios, and the installation of the necessary equipment, involving a total capital expenditure in the region of a million pounds or more. Estimates of 9 to 15 months were given to the Commission of the time necessary to get the first transmitter into operation.

17. All the Proposers said they would commence their operations
by first erecting the transmitter and providing the necessary studio accommodation for the Dublin area and then progressively erecting the remaining transmitters necessary for full coverage of the country.
18. Each country has its own peculiar problems in relation to television. These arise because of the special conditions obtaining in each. Some countries may have similar problems.

19. One of the problems affecting Irish television arises because of Ireland's geographical position in relation to Great Britain; this creates an embarrassment; it may also be a help. Great Britain, according to present standards, has a very highly developed and wealthy television system. Ireland's problem is rendered acute because the British system at the moment includes transmissions from Northern Ireland of BBC programmes, and by the end of the present year will, it is anticipated, include transmissions of a commercial type programme under the aegis of the Independent Television Authority (I.T.A.). Tolerable reception of the programmes broadcast from Northern Ireland can be obtained in many places north-east of a line drawn roughly through Wicklow and Sligo; fair to good reception is obtained depending on the area. It is also possible in certain areas to receive programmes broadcast from stations situated in Great Britain on a good to indifferent basis of reception. Transmissions from stations near Dublin and Ballyshannon would be receivable in areas of Northern Ireland in the same way as programmes broadcast from Northern Ireland have been received here.

20. The fact that British programmes are received in Ireland to the extent that they are, of itself makes it imperative that Ireland should have a television service of its own, and without delay. The alternative is a progressively increasing number of Irish viewers taking the BBC programme and in the near future the
additional I.T.A. programme. It seems to be generally accepted that television viewers are apt to form viewing habits, and that once they become accustomed to viewing a particular programme it is difficult to persuade them to change to another programme. If this be a valid view, and the evidence would seem to suggest that it is, it is very desirable that the number of Irish viewers who have grown accustomed to the British programme should be kept as low as possible. The early establishment of an Irish television system capable of competing successfully with British television is the only way this can be achieved.

21. There is much that is good in the British programmes, but they are of course primarily designed on the basis that they are satisfactory and suitable for the British public, and necessarily and properly deal with British values. The fact that these programmes are acceptable to the British public is no basis for thinking that they would be desirable for the Irish people.

22. As a nation we want and require something distinctively Irish, and not a copy of what may be good in Great Britain or elsewhere. However, it may well be that programme material from outside sources could usefully and with advantage be incorporated in an Irish service if at the same time the programme generally is kept characteristically Irish.

23. Economic pressure will necessitate, particularly in the initial stages, taking British, American and other programme material on film or on tape in order to provide any worthwhile Irish television programme, because of the cost and the difficulty of producing any substantial volume of programmes of Irish origin.
What is required in Ireland is a programme that will contribute to a development of an Irish consciousness, sense of identity and culture, and the arrangements recommended for this purpose will be subsequently dealt with in this Report (Chapter IX).

It is perhaps of interest to note that Ireland is not unique in having the problem just described. A Royal Commission on broadcasting in Canada in its report issued in March 1957 considered that Canada had in relation to the United States of America a somewhat similar problem. Belgium and Switzerland also have each somewhat similar problems in relation to France. Canada takes a proportion of its programme material from the United States of America as do Belgium and Switzerland from France.

Quite apart from the question of programme material, the present television system in operation in Great Britain and Northern Ireland poses for Ireland a very difficult problem which has to be resolved before any permanent Irish television system can be inaugurated. The question is should Ireland adopt the line standard of 405 lines upon which the British system is based, or should Ireland adopt the Continental system of 625 lines. Weighty considerations and arguments are advanced in support of an affirmative answer to each of these alternatives, and these will be particularly discussed in a later chapter (Chapter X).

A domestic problem arises from the manner in which the population is distributed in Ireland. The greatest density is in Dublin, while generally the counties on the western seaboard are more sparsely populated than is the rest of the country. When regarded in relation to the number of individuals to be served the provision of television in the western half of the country is
relatively much more costly than in the eastern half. The provision of a television service for the rural areas is, in the opinion of the Commission, as important as the establishment of a service for the City of Dublin and the urban areas where entertainment facilities are already available.

28. A special and unique problem arises in connection with the Irish language. This is not to say that other countries have not language problems in relation to television. Many have such problems; Switzerland, for example, has a multi-language problem. The problem in these other countries is not, however, the same as in Ireland where the problem is twofold, being first a bilingual problem and second the problem of the resuscitation of a language and the implementation of national policy in that regard. The suggested arrangements for dealing with the use of the Irish language on television programmes will be considered in more detail later in this Report (Chapter IX).

29. Another problem is related to the standard of living in Ireland, which makes it difficult to draw any helpful conclusions from experience in Great Britain of financing television. Uninformed opinion, forgetful of the difference between the relative standards in Great Britain and Ireland, will expect that Ireland should have a television system broadcasting programmes to the same extent, and of at least the same quality, as the British. Knowledge of Irish economic conditions tended in the early stages of their labour to make members of the Commission dubious, if not pessimistic, about the practicability of establishing an Irish television service within the Commission's terms of reference. The optimism, based on what appeared to be sound
economic considerations, of many of the Proposers who appeared before the Commission in support of their respective proposals to provide a television system for Ireland on a commercial basis has gone a long way towards dispelling such doubts and pessimism.
30. The Commission has had to consider the probable capital costs of providing a television service, together with the estimated annual expenditure thereon and the estimated annual income therefrom. A number of estimates in varying detail under these heads was furnished to the Commission and, while they were made to no uniform plan or specification of requirements, they have enabled the Commission to approach the consideration of what is financially involved in providing and running a television service.

31. As might be expected, the estimates of capital and other costs submitted to the Commission varied widely according to the Proposers' views of the requirements. There was, however, a substantial measure of agreement that 5 main transmitting stations with connecting links and a programme centre (studios) would be necessary to give a satisfactory degree of national coverage.

32. From the estimates received, the Commission considers that an organisation which undertakes to provide the kind of national network mentioned in the preceding paragraph would need to have, or be able to call upon, capital of the order of £1,500,000 for the necessary installations, studios and equipment, and working capital.

33. Annual costs may conveniently be dealt with under the following broad heads:

(a) Managerial, technical and other fixed charges
   (including provision for interest and depreciation),

(b) Programmes.
34. Expenditure under (a) would be of the order of £300,000 a year.

35. The cost of television programmes depends to such an extent on what it is desired to achieve that no estimate is possible without making numerous assumptions, e.g., in regard to number of programme hours, kind and complexity of programmes, etc.

"Live" programmes, which are usually the more expensive, can be of any degree of complexity from a solo item to elaborate plays and spectacles. Programmes on film or on tape are, in general, cheaper than "live" programmes and are available under present conditions at rates which are based on the number of receiving sets capable of being reached by such programmes and the capacity of the organisation to pay. In order to give some idea of the cost of a possible "mixed" programme comprising "live" and filmed or tape-recorded programme material, the following assumptions have been made:

Number of programme hours: 30 a week, consisting on average of 25% of "live" programmes and the balance of filmed or tape-recorded material.

On these assumptions the annual costs of programmes are estimated at £350,000 a year. The programme pattern taken for the purposes of this estimate is not based on any specific proposals made to the Commission.

36. On the foregoing estimates the total annual running cost would amount to £650,000 odd.

37. The two chief sources of revenue would be licence fees and advertising revenue.

38. As mentioned in Chapter I the number of television sets in Ireland in May 1958 was estimated at 20,000. The Commission has
no doubt that the number is now substantially higher. Varying estimates were furnished to the Commission of the likely growth in the number of television sets once a television service was established in Ireland. For the purposes of this estimate it is proposed to take the most conservative figure given to the Commission for the third year of operation, namely 120,000 sets. On the basis of a television licence fee of £3 a year revenue in the third year would amount to £360,000, less costs of collection, which might be taken at about $\frac{8}{12}$ (say $\frac{1}{12}$), giving a net £330,000. The Commission considers it would take probably 7 or 8 years at least for the number of licences to reach the figure which would provide sufficient income based on an annual licence fee of £3 to cover costs of the order of £650,000 a year mentioned above. In practice these costs would by then almost certainly have risen substantially, if for no other reason than inevitable public demand for better - and therefore more expensive - programmes.

39. The Commission has been informed that no reliable estimate is available of total expenditure on advertising in Ireland. In a paper presented to the Statistical and Social Inquiry Society of Ireland in May, 1958, it was estimated that the volume of expenditure in 1957 on press display advertising in Ireland was £2.781 million. The Commission was informed that total expenditure on other forms of advertising, e.g., poster, cinema and radio, is not very substantial, and a total figure of the order of £3.5 million suggested by the Association of Advertisers in Ireland is probably sufficiently accurate for present purposes.

40. A number of arguments was presented to the Commission to the effect that the amount of revenue to be obtained by commercial television in Ireland could not be substantial. These were
largely based on the limited advertising market in Ireland which, it was maintained, could not be expanded materially without an overall increase in trade and purchasing power. It was argued that television advertising revenue would have to be obtained mostly, if not entirely, at the expense of other media, particularly press advertising. One organisation pointed out that the aforementioned analysis of expenditure on press display advertising showed that only 20% of such expenditure, say roughly £600,000, was in respect of brands with an advertising budget exceeding £1,000, which figure they regarded as about the minimum necessary for advertising in television; it held accordingly that about £600,000 represented the maximum revenue which television could hope to obtain from commercial advertising, and that, in fact, in competition with the newspapers, television was unlikely to secure much more than a third of this sum, say £250,000 a year at most. Other witnesses made the point that advertising rates would have to be based on the audience reached and that advertisers would take account of viewers lost to the BBC and I.T.A. programmes.

On the other hand, the Commission was informed that advertising agencies had received numerous enquiries, particularly from British and American sources, about the prospects of the introduction of commercial television here. Attention was directed to the success of the smaller I.T.A. companies despite competition from the BBC, and it was claimed that television advertising was so effective that there would be a ready market for short "spots" at remunerative rates which even the smaller Irish firms could afford.

The Commission is satisfied that the outlook for commercial television service in Ireland is not a pessimistic one. There
are grounds for the view that this new medium of advertising, which has been so successful elsewhere, should be able to secure an advertising revenue of an amount equivalent to about 10% of existing advertising expenditure. In the inevitable competition for viewers with the BBC and I.T.A. programmes, Irish television will enjoy two valuable advantages. Over most of the service area it will offer a better picture, and in large parts of the country it will offer the only service. While it is true that television advertising rates must ultimately be based on the audience reached, it was pointed out to the Commission that advertisers will pay much more than the rates warranted by the number of estimated viewers on the opening of a service in order to secure prior claims to particular advertising hours.

Revenue from advertising on an Irish television service has been variously estimated by Proposers as in the ranges £140,000 to £520,000 in the first year, and £272,000 to £800,000 in the third year. The Commission considers it would not be over-optimistic to expect that net advertising revenue of the order of £350,000 at least would be obtained in the third year of operation.

Summarising the estimates of annual expenditure and revenue, the broad picture in the third year of operation (assuming full national coverage at that stage) could be somewhat as follows:

<table>
<thead>
<tr>
<th>Expenditure</th>
<th>Revenue</th>
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<tr>
<td>(a) Managerial, Technical</td>
<td>Net Licence Revenue</td>
</tr>
<tr>
<td>and other fixed charges)</td>
<td>300,000</td>
</tr>
<tr>
<td>(b) Programmes</td>
<td>Advertising Revenue</td>
</tr>
<tr>
<td></td>
<td>350,000</td>
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<td></td>
<td>£650,000</td>
</tr>
<tr>
<td></td>
<td>£680,000</td>
</tr>
</tbody>
</table>
After the third year the balance of revenue over expenditure should increase with the growth in the number of receiving sets and the consequent increase in licence and advertising revenue.

45. While the foregoing estimates are necessarily tentative they are sufficiently realistic to provide a basis for consideration. Having considered the evidence before it, the Commission is of the opinion that, viewed conservatively, a television service based on a reasonable licence fee and advertising revenue would probably show a profit about the third year of operation. Certain Proposers were satisfied that it was possible to make a financial success of the operation without the assistance of licence fees, and made their proposals on that basis.

46. When dealing with the question of finance, the Commission considers that it is appropriate that attention should be directed to some of the wider financial implications of the introduction to television in Ireland.

47. It is important to emphasise that, irrespective of what form Irish television may take, the costs involved will in the ultimate result have to be borne by the Irish people. These costs will be very heavy. The capital cost of the television system (£1 - £1½ million) will be a relatively small part of the total costs involved. At an average cost of, say, £80 per set, 100,000 receiving sets will cost some £8,000,000. It is possible that the number will grow to at least double that number in 6 or 7 years. The maintenance and replacement costs of receiving sets will represent a substantial sum each year. In addition, viewers may expect to be charged a licence fee, and the Irish purchasing public will bear the cost of advertising programmes. This last point is apt to be overlooked, but advertisers on Irish television
will pass on their costs to the consumer.

48. If the expected increase in the growth of receiving sets takes place, some changes may be expected in the social habits of the Irish people, principally in the pursuit of entertainment. From the economic point of view, the most important impact would be felt in cinema attendances. Cinema entertainments tax provides an annual revenue for the Exchequer of over £1m. The Commission was informed that in other countries where television is well established cinema attendances have fallen substantially. Evidence was given that in the case of an important group of Irish cinemas attendances had already fallen by 20% as compared with 1956. If this experience should prove to be general, the Exchequer may well stand to lose considerable revenue as a result of the establishment of an Irish television service. A more serious consequence may be the impact on the cinema industry itself as a result of the fall in attendance. It has been reported widely that a very large number of cinemas have been forced to close in England in recent years. It may be noted here that the alternative employment potential of television is limited, the maximum estimate given to the Commission being 220 (apart from the employment given to artists).

49. Some more general consequences may be expected from the introduction of television advertising. The diversion of advertising revenue from existing media is bound to have some effect on the position of businesses operating these media. A witness stated that the principal effect may be on provincial publications, and pointed to experience in Great Britain, where, since television began, a number of these publications had been forced to close down. While diverting existing advertising expenditure, television may be expected to generate some additional advertising expenditure.
Television is likely to increase certain costs. In particular, Radio Éireann will have to compete with the television service for Irish artists and skilled technicians. The greater demand for their services will tend to increase programme costs for both services. Commercial television will also tend to draw advertisers away from sound broadcasting, and it is probable that only a vigorous policy of exploiting commercial programmes on a wider basis (i.e., the removal of the restriction on advertising foreign goods) will enable sound broadcasting to compete effectively with television in this respect.

The introduction of commercial television may present a difficult problem for Irish firms. Television is an expensive advertising medium, but an effective one for those who can afford it. It would, in the Commission's view, be a matter for concern if, because of high advertising rates, television were to be used largely for the promotion of sales of imported goods. At the same time it must be recognised that a private commercial organisation may well find it impossible to give preferential treatment at its own expense to Irish advertisers. Unfortunately the Commission did not receive any evidence from or on behalf of Irish firms, as such, on this problem, and is, therefore, not in the position of being able to do anything but make a general recommendation that arrangements should be made to ensure that Irish advertisers will be able to participate.
CHAPTER IV

Structure of Organisation to establish Television Service

52. Television is a powerful medium of communication and is capable of wielding a great influence on public opinion. Prima facie it is therefore desirable that, if possible, the facilities television provides should be kept substantially in Irish hands. The manner in which effective control of Irish television programmes can best be exercised depends to some extent on the nature of the organisation selected to produce such programmes.

53. None of the Proposers would be interested in providing an Irish television service except on the basis of a monopoly. The Commission doubts the practicability of establishing a television service within the Commission's terms of reference otherwise than on that basis.

54. The fact that an organisation which would provide a television service for Ireland would have a monopoly in the field of television gives rise to a question of fundamental significance. This question may best be illustrated by drawing a comparison between television on the one hand and newspapers and the cinema on the other. There is little doubt that if the Irish newspapers or cinemas were in the hands of one individual or group of individuals there would be grounds for grave public uneasiness. The manner in which television is to be established becomes therefore a matter of general concern, the question being simply whether television shall be operated by an individual or individuals whose interest it is to make a private profit, or whether it shall be operated as a public service.
55. These alternatives require careful consideration. The Commission has not concerned itself with the relative advantages of public service organisation and private enterprise as such, but has only considered the relative advantages and disadvantages of the alternatives mentioned in relation to a television monopoly in Ireland.

56. The success of private enterprise in the operation of a television service from the point of view of the public would be measured almost entirely by the programmes it produced. The quality and quantity of these programmes would largely depend on the personnel of the private organisation, its financial resources, and on the control to which it was subject. The question of control will require further consideration and will be dealt with later in this Report (Chapter V).

57. Broadcasting, of which television is a part, is generally accepted because of its nature to be one of the matters which at all times must be within the ultimate control of the State. When the State does not itself operate the service, the usual method of control is the reservation to the State of the right to grant a licence or permission to broadcast within its territory, coupled with an absolute prohibition against broadcasting without such licence or permission. The necessity of having a licence or permission to broadcast television, and the fact that such licence or permission could be withdrawn, at first sight would appear to provide a safeguard in the case of an individual or a private group who might abuse the privileges and responsibilities of a monopoly. The effectiveness of this method of control depends very largely on whether the State would suffer any embarrassment if it was forced to take the step of withdrawing a licence or permission. It might be difficult or impossible to persuade another individual or group to step forthwith into the shoes of the
existing organisation. If at any point of time this happened to be the situation, the threat of the withdrawal of a licence or permission from the existing organisation might be a very ineffective sanction. The granting of a licence or permission to broadcast television in Ireland to an individual or group of individuals could, for the foregoing reasons, create a potentially difficult situation.

58. Any television service to be established in Ireland within the Commission's Terms of Reference must depend on advertising in its programmes for the whole or part of its revenue. Experience tends to suggest that commercial forces have an undesirable influence on programme performance. This influence is not necessarily direct, but often stems indirectly from the demands of advertisers. A private organisation however anxious its individual members may be to provide worthwhile programmes, will on account of these forces be primarily interested in reaching the largest possible audience most of the time, and with programmes intended primarily for mass entertainment. It will therefore be faced with a conflict of interests and motives, namely whether to try and serve the public interest by treating television as much more than just another medium of mass entertainment, or to endeavor to please its advertisers by attracting maximum audiences and at the same time make greater profits for itself. It is therefore, imperative that if television provided by a private organisation is to serve the public interest, there must be externally enforced standards in order to counter the influence of commercial pressures. If the control is not effective, commercial pressure will probably prevail to the detriment of the programme material.

59. One group who made a submission to the Commission deplored "the proposal to establish commercial television in Ireland" for the reason (amongst others) "that in commercial television not
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the reason (amongst others) "that in commercial television not
only does self-interest, of its nature, override cultural values for the sake of appealing to mass audiences, but, in doing so, produces a proportionate and progressive vulgarisation of public taste as a whole". A witness, who has obviously given great thought and consideration to the question of television, in the course of his evidence said that he would personally not find it a frightening prospect that there should not be an Irish television service if it were a question of choosing between that alternative and commercial television.

A few individuals wrote to the Commission expressing their dislike of commercial television, but the very great majority of the persons who appeared before the Commission naturally accepted the prospect of commercial television without concern.

It would be possible to establish a television service for Ireland in one or other of the following ways:—

a) as a public service financed from public funds and licence fees (the term "public service" is here and elsewhere in this chapter used in contra-distinction to "private enterprise" and would include a service operated either directly by the State or by a statutory public corporation) or

b) as a private enterprise, financed mainly by revenue from advertisements or

c) in special circumstances, as a public service financed by licence fees and advertisements, but with no assistance from the Exchequer.

If the necessary capital was available there is little or no doubt that television should, if possible, be provided on the basis of a public service. A television service on basis (a) above is, however, not possible within the Terms of Reference of the Commission.
A proposal was made to the Commission that a television service could and should be provided on basis (c) above within the Terms of Reference. This proposal involved submitting information to the Commission on a confidential basis, and consequently it was decided to deal with the details of this proposal in the Supplement to this Report. For the reasons therein given the Commission is not satisfied that this proposal would ensure a satisfactory service. In the existing circumstances an Irish television service can, therefore, only be provided on basis (b) above.

62. If, therefore, Ireland is to have a television service, and under the existing circumstances the Commission does not accept that Ireland can afford to be without its own television service, it follows that such a service must for the present be provided by private enterprise, notwithstanding the considerable difficulties that are attendant on the establishment of a commercial service by private enterprise.

63. In the circumstances, created by the facts that the BBC programme is received in Ireland to the extent that it is, and that in addition an I.T.A. programme will probably be broadcast from Northern Ireland by the end of the present year, it is of the utmost importance that an Irish television service of a high standard should be established as quickly as possible, and then should be operated successfully. To this end it is necessary that the operating organisation should be capable of making prompt decisions, of carrying such decisions quickly into effect, and of taking calculated business risks associated with such an enterprise. The new service will right from the very start have to compete with the existing BBC service and with the I.T.A. service from Belfast, which, it must be assumed, will be operated on the same lines as the other I.T.A. services in Great Britain.
While the Commission at this stage recommends the establishment of a television service on the basis of private enterprise, it further recommends that if and when the circumstances favour a change over to a basis of public service, this should be done unless by that time experience has shown that the present misgivings associated with a system based on private enterprise are unfounded.

In the selection of a private operating organisation to hold the Irish television concession care has to be taken to examine the character, standing and background of the individual or individuals comprising such organisation, so as to ensure as far as possible, first, that such organisation is unlikely to broadcast television in any way detrimental to the best interests of the nation, the State or any of its citizens, and second, and more important, that he or they are likely to endeavour to use television to the advantage of those interests. It has also to be remembered that an Irish television service requires a special knowledge of local conditions and attitudes, and that there are many disadvantages in remote control and absentee ownership.
CHAPTER V

Television Authority

66. The Commission strongly approves of the decision of the Government to vest the control of Irish television in an Irish public authority.

67. In dealing with television, which is a developing and dynamic medium, and which is liable to rapid change technically, artistically and otherwise, the controlling authority must be responsive to changing needs, and in its administration should, in the opinion of the Commission, be subject to the minimum of Parliamentary control.

68. The Authority should have its power and duties defined by statute, and should act through an executive officer who would be responsible to the Authority for:

(1) the day to day regulation and supervision of the operating organisation as to programme content and station performance,

(2) the execution of the policy of the Authority,

(3) the administration of the Authority's finances,

(4) the appointment and discharge of members of the staff, subject to any reservations laid down by the Authority, and

(5) the enforcement of contract conditions.

69. The Commission considers that the Authority should take the form of a Board composed of a maximum of nine (9) members which should be given corporate status. The Commission recommends that the operating organisation should be permitted to be represented by having one member on the Authority, and for this purpose to make a nomination to the Government for appointment,
if approved, and subject thereto that a member of the Authority should have no such financial or other interest as would be likely to affect prejudicially the discharge of his functions as a member of the Authority and should not be a member of the Oireachtas.

The Commission suggests that the members of the Authority should be appointed by the Taoiseach on the advice of the Government for a fixed term of three (3) years. Prior consultation with the Opposition would allay possible political misgivings about appointments. The Taoiseach should appoint one of the members (who should not be the nominee of the operating organisation) as Chairman. Power should be taken to call for the resignation of a member by notice in writing, a copy of which should be laid before the Oireachtas. A member should be allowed to resign by notice in writing.

It is important that the Authority should, as far as possible, reflect public opinion and sentiment, and for this reason the Commission feels that three members of the Board should retire each year, and, with the exception of the Chairman, should not be immediately eligible for reappointment. This would achieve a gradual but assured rotation in the membership. It is obviously important that the entire membership of the Authority should not change at any one time. It is desirable in the initial stages that the Authority should have a more permanent basis; consequently at the outset the members should be appointed in groups of three for three years, four years, and five years, respectively. The Chairman should not hold office for more than 9 years.
36.
The question of the payment of members of the authority for their services is one of some difficulty. The minimum remuneration should be such as to afford reasonable compensation to a competent person for the time taken by the business of the Authority from such person's usual source of livelihood. The remuneration of the Chairman should be fixed on the basis that the office is a responsible and important one and that he would have to afford more time to the business of the Authority than would an ordinary member.

73.
The Authority should be provided with adequate premises and funds to carry out its functions and duties. The Authority would, in addition to its executive officer, need a small administrative staff.

74.
The terms of reference of the Commission envisage the television system being owned by the State either from the outset or after an interval. At whatever point of time this happens the system should be vested in the Authority for and on behalf of the State. The Authority should be empowered and under a duty to maintain, or make the necessary arrangements for maintaining, the system once it had become vested in the Authority.

75.
The main function of the Authority should be to provide a television service, and for this purpose to establish, maintain and operate stations under licence for broadcasting television programmes, and to this end it should be empowered, if necessary, to contract with other persons or bodies to act as the operating organisation. In exercise of this function the Authority would be primarily responsible for the television programme.
76. All Proposers in evidence before the Commission accepted that they would necessarily have to be, and should be, guided by advisory committees on certain aspects of the programme material. The Authority should be given general power to appoint or arrange for the assistance of such advisory committees, to give advice to the Authority and operating organisation, as the Authority might from time to time determine, and in particular power to appoint committees dealing with:

(a) religion
(b) national culture and language
(c) the form and content of advertisements
(d) the welfare and education of children
(e) agriculture.

The power to obtain such assistance would not relieve the Authority of the ultimate responsibility, or clothe the advisory committees with any function other than to give advice.

77. The method and manner of control by the Authority should be such as to be a positive as well as a negative process. The Authority, in addition to making general regulations as to performance, should have power to require improvement of performance by a specific direction. Short of terminating the right of an operating organisation to transmit programmes it is suggested that the Authority should be empowered to sue an operating organisation for a monetary penalty in the event of a breach of a general regulation of the Authority or a failure to comply with a specific direction. It is suggested that as the exercise of this power would probably seldom arise, and that when it did it would probably involve matters of serious import, the necessary
proceedings should be taken in the High Court, in which the operating organisation should be afforded the right, by way of defence, of establishing the unreasonableness of the regulation or direction in question. This would provide an operating organisation with a method of appeal, sufficient though indirect, in a case where a regulation or direction was alleged to be unduly onerous or otherwise unreasonable. The conditions under which the ultimate sanction of determining the right to operate should be invoked would be a matter of contract between the parties, but it is suggested that it might be provided that it should not be possible to determine a contract without some form of public hearing.

78. The Authority should have power to make suitable arrangements with other broadcasting authorities outside the State for the receipt, exchange or provision of programmes, and, if necessary, to delegate this power, subject to such safeguards as may be necessary, to the operating organisation.

79. The gross amount of licence revenue less expenses of collection should be paid to the Television Authority. The Authority should pay therefrom (a) such remuneration and allowances as the Minister for Posts and Telegraphs with the approval of the Minister for Finance would determine should be paid to its members, (b) the salaries of its own employees and (c) the expenses of the Authority. The balance should be applied in furtherance of the objects of the Authority as prescribed by statute. The Commission recommends that under no circumstances should licence fees be paid direct to the operating organisation.
80. The Authority should be authorised to charge fees for broadcasting any class of matter, and for other services rendered or facilities provided by the Authority. The Authority should be empowered to delegate this power to an operating organisation.

81. It will probably be necessary that the Minister for Finance should make some advance to the Authority to cover initial working expenditure. It is therefore suggested that the Authority should be given general borrowing power and the Minister for Finance should be authorised to make repayable advances to the Authority. The Authority should be empowered to invest its funds in approved investments.

82. The Authority should be required to keep records and accounts and to submit a report and annual statement of accounts to the Government, copies of which should be laid before the Oireachtas.

83. In addition to the foregoing the Authority should be bound to preserve the utmost impartiality in the broadcasting of news and information and programmes of political or industrial controversy, or relating to current public policy, and to refrain from expressions of its own opinion on any such matters, and also to ensure against abuse of monopoly in respect of such matters as discrimination in the employment of artists, acceptance of advertisements, etc. The Authority would also be bound to provide time for the broadcast of announcements and notices for public purposes, and to this end to make suitable arrangements, if necessary, with the operating organisation.

84. In addition to the powers already indicated the Authority
should be given power:-

(1) to hold and dispose of land and property and to acquire land compulsorily

(2) to sue and be sued

(3) to recruit staff, determine their terms and conditions of employment and terminate their employment in certain circumstances

(4) to enter into contracts for performance of the functions and duties imposed on the Authority subject to the Authority's primary responsibility in this regard

(5) to borrow and invest money subject to the approval of the Minister

(6) to organise, provide or subsidise concerts or other entertainments in connection with television broadcasts

(7) to compile and publish magazines and other printed matter as may seem conducive to the Authority's object

(8) to collect news and information for broadcasting

(9) to subscribe to broadcasting unions or associations and to educational, musical and dramatic or other entertainment or cultural bodies

(10) to undertake any other matters that the Authority may consider to be conducive to the carrying out of its functions.

85. The future development and advance of television cannot easily be forecast. For this reason it is suggested that it would be advantageous to have a basic re-examination of the broadcasting system and its governing legislation after a fixed inter-
val. To this end it is suggested that the statute dealing with television should provide a specific date when it will expire unless extended by the Oireachtas.
CHAPTER VI

Relationship between Television and Radio

86. The Commission has been expressly asked to make recommendations on "the desirable relationship between the television service and the sound broadcasting service". In order to inform itself of the history of Radio Éireann and the existing position therein the Commission obtained memoranda from Comhairle Radio Éireann and from the Department of Posts and Telegraphs. The Commission subsequently heard evidence from the members of Comhairle Radio Éireann, the Director of Radio Éireann and from senior officials of the Department. A memorandum was also submitted by the Wireless Broadcasting Panel, Staff Side, and evidence was given on behalf of the Panel.

87. Radio in Ireland commenced in the year 1926 and the organisation responsible therefor was directly subject to the Minister for Posts and Telegraphs and through him to the Department of Finance as far as money matters were concerned. The organisation subsequently became known as Radio Éireann and was reorganised in the year 1953. Comhairle Radio Éireann was then established to advise and assist the Minister for Posts and Telegraphs in the conduct of the broadcasting service and to be responsible under him for the general control and supervision of the service. The Comhairle has no legal status. The members are part-time and technically are civil servants. They were originally appointed for two years but have in fact been members for more than six years. Despite the unsatisfactory nature of its status the Comhairle has succeeded in greatly improving the public trust and confidence in Radio Éireann.
38. The Comhairle is provided with an annual sum for the running of the service which, with certain reservations, can be spent without getting authority from the Department of Finance on details. The Comhairle also has authority to recruit staff directly without going to the Civil Service Commission, which Radio Éireann had formerly to do, and which was obviously a very unsuitable method in respect of many members of the staff.

39. The staff of Radio Éireann is now 377 persons, including 28 actors, 97 members of the orchestra and 10 singers. The members of the staff are civil servants. The majority are unestablished, and under present circumstances are incapable of being established, and consequently are not pensionable. Though unestablished, there are certain members of the staff with at least 15 years service who are entitled to get a gratuity on retirement based on the number of years service. The Commission was informed that one of the disquieting things about Radio Éireann was that at present the majority of the staff are very dissatisfied due to the fact that they cannot become established. This position is aggravated by the fact that this majority are employed side by side with a minority who were recruited from other branches of the Civil Service and having retained their established Civil Service status are eligible for pension.

40. The Radio Éireann Staff Panel is apprehensive as to what may happen to people at present employed by Radio Éireann if it should be decided that the control of Radio Éireann should be taken over by some form of public authority outside the Civil Service. The Commission would assume that in any reorganisation of the structure of the radio organisation no person at present employed by Radio Éireann would suffer in the conditions of his employment, and that the rights of unestablished civil servants
entitled to a gratuity on retirement would be protected, but the Commission does not feel called upon to deal with the conditions of employment under such public authority.

1. The present broad financial structure of Radio Éireann is that the total of licence fees and sponsored programme fees amounts to approximately £529,000. The sum just about meets requirements for normal operation but allows no provision to be made for capital or interest. Radio Éireann is not in fact charged the amount which it costs the Post Office to collect the licence revenue, which the Commission was informed was the very large sum of £105,000 per annum. Radio Éireann in addition gets services from other Government Departments valued at approximately £26,000 per annum without actual cost to Radio Éireann. The revenue from sponsored programmes is about £90,000 per annum. The general opinion is that all or some of this advertising revenue would be lost on the advent of a commercial television service.

2. Radio Éireann considers the premises at present available to it unsuitable. It was strongly represented on behalf of Radio Éireann that television and radio should be controlled by a joint authority. It was submitted that it would be a desirable thing to get integration, in order to share resources instead of competing for them and to make the most economical use of the limited resources available in Ireland. Radio Éireann has found it difficult to build up and keep together the qualified staff it has, as, for instance, the hundred professional musicians, some of whom have had to be recruited outside Ireland.

3. The Commission is strictly not concerned with the constitution of Radio Éireann except in so far as it might bear on
the desirable relationship between Radio Éireann and the television service. That this relationship should be the best possible goes without saying. The Commission is of the opinion that the best chance of obtaining the optimum relationship is to ensure that each service is of equal standing, and if television is to be controlled by a public authority that radio should be likewise controlled.

94. The Commission inclines to the view that, in principle, broadcasting in Ireland, whether it take the form of radio or television, should be under the control of a single broadcasting Authority. The Commission is, however, firmly of the opinion that for some years to come it is not only desirable but necessary that Irish television and radio should be controlled by separate and independent bodies.

95. The advent of an Irish television service will present Radio Éireann with fresh problems. The most obvious is that for the first time Radio Éireann will have a domestic competitor. The competition will in the first place be for an audience, which, if it does not prefer radio to television, will at least want both radio and television. If Radio Éireann is to continue its present policy of sponsored programmes, and it would seem to the Commission that from an economic point of view this must happen, there will be competition for advertisers. While it may happen that because of television Radio Éireann may lose some advertising revenue, at the same time it is unlikely that any television programmes will be broadcast at the times during the morning and early afternoon when sponsored programmes are at present broadcast by Radio Éireann. Radio Éireann will also have to face the inevitable competition for artists.
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It is necessary that Radio Éireann should be fitted as far as possible to meet and deal with the new situation. It appears to the Commission that for this purpose it will be necessary so to constitute the radio service that it will have an equal standing with the television service and as much freedom of action in the field of administration as the latter, and that it will also be necessary to improve the financial resources of Radio Éireann.

The Commission considers that the new television service will fully occupy the attention of the television Authority and that it would be undesirable in the early stages of television to burden that Authority with the additional responsibility of the radio service. The Commission therefore recommends that the control of the radio service be for the present vested in a separate but similar public authority to that already suggested in the case of television.

The Commission does not feel called upon to consider in detail the constitution, powers and duties of the proposed Radio Authority. It is sufficient for the purpose of this Report to say that the Commission considers that it would be satisfactory if the administration of Radio Éireann was established on the basis of an independent public authority and given similar powers and duties to those proposed to be given to the television Authority.

It is desirable that Irish television and radio should share such resources as are capable of being shared. One obvious example would seem to be the news service. At present Radio Éireann pays £14,000 per annum to international news agencies for world news material, and in addition has about 175 correspondents throughout Ireland sending news material on fees. Another example might be technical and engineering personnel. It should
be the duty of the television Authority and the radio Authority to ensure that such resources were shared to the greatest possible extent, and, if necessary, to establish a suitable coordinating organisation to this end.

100. The Commission recommends that on the establishment of the television service there should be two types of licence fees, one a combined fee for television and radio, and the other for radio alone. The latter should, in the opinion of the Commission, be increased from the present sum of 17s. 6d. Based on the number of present radio licences an increase of 2s. 6d per licence would produce an additional annual income of £60,000. The Commission recommends that the combined licence fee should not exceed £4.
CHAPTER VII

PROGRAMMES

101. A television system must be judged on the programmes it provides. One of the problems that has faced the Commission is whether all or any of the Proposers could or would establish a television service which would day in day out provide programmes likely, in the opinion of the Commission, to be satisfactory in quality and quantity.

102. The general functions of programmes would appear to be to entertain, to inform (by news and coverage of public events), to enlighten (by education, discussion, debate), and in the case of what are known as commercial programmes, to advertise goods. There must be a balance between each of the broad functions mentioned above, and all must be performed. Any organisation which performed only one of these functions and none of the others, or even too much of one and too little of the others, would not provide a satisfactory service.

103. An Irish television service must in its programmes adequately reflect the national outlook and culture and also must make suitable provision for the use of the Irish language.

104. It is not possible or even desirable that the Commission should attempt to provide a blueprint of future television programmes, and to do so would not be strictly within the Commission's terms of reference.

105. Attention has already been called to the tendency on the part of private persons or groups, whose primary interest is to make a profit, to put out mostly programmes of the widely popular kind so as to appeal to the largest possible audience at the lowest cost per viewer per minute. The Commission doubts the possibility, especially in the absence of any form of competition,
that any private interest will successfully at all times overcome this tendency.

106. Programme content will necessarily be dealt with by statute in the sense that the general requirements must be defined and the duty cast upon the Authority of ensuring that those requirements are complied with.

107. Express statutory provision should also deal with the conditions under which advertising would be permitted in programmes. The Commission is of the opinion that a general maximum of six minutes per programme hour for "spot" advertisements should be prescribed. In this connection the Commission, however, recommends that subject to an overriding daily maximum calculated on the basis of six minutes per programme hour the Authority should be empowered to permit up to ten minutes in any one hour. The Commission recommends that as a general rule advertisements should be in the form of "spots" in the programmes, but that the Authority should be empowered, when satisfied in a given case that the specific programme or programmes was or were of a sufficiently high standard and otherwise unobjectionable, to permit such programme or programmes to be broadcast on a sponsored basis. The Authority should be empowered to make regulations dealing with the form and content of advertisements.

108. Programme hours will be limited by economic considerations. Depending on the nature of the programme the cost can be measured in hundreds or thousands of pounds per hour. On the other hand it is in the interest of a programme operator to have as many hours of transmissions as reasonably possible so as to increase the number of available spaces for advertisement, provided that the advertising revenue per extra hour will be such as to exceed the cost of programmes.
A worthwhile programme would seem to demand a certain minimum number of hours of broadcasting per week. To some extent the minimum number of hours required for an Irish television service has to be considered in the light of the number of hours per week occupied by the BBC programme and the probable length of the imminent I.T.A. programme. It is clear that the first necessity of a programme is that it should be of a high standard, at least equal to that of the best British programmes received in Ireland. The quality of the programme should not be allowed to suffer in an effort to have programmes for longer hours, but it would seem to the Commission that at the start there should be a minimum of 21 programme hours per week with a gradual stepping up to 50 programme hours per week.

It is obviously desirable that a high proportion of the programme material should be of Irish origin and should adequately reflect the national culture and outlook. Not only should the programmes be of Irish origin but they should as far as possible be of Irish subject material and by Irish artists. In this connection the Authority should encourage and foster the development and training of Irish personnel for the television service. It should be the duty of the Authority to ensure by regulation or otherwise that, having regard to financial considerations and the availability of talent and subject, an adequate proportion of the programme hours is composed of programmes produced in Ireland.

At the commencement of the service it is obvious that it might be difficult to have a sufficiency of programme hours of Irish origin, but no effort should be spared to have the number of these hours built up to the maximum with as little delay as possible.

Certain witnesses interested in the advertising business submitted to the Commission that there should be no absolute restrictions on any kind of legitimate advertising. They recognised
that it might be desirable to exercise control of certain types of advertising during those hours when the audience was likely to be composed largely of children. The Commission recommends that consistent with the nature of television as a medium there should be no more restriction on advertising on television than there is on advertising generally in any other medium in Ireland.

112. It would be the duty of the Authority to prescribe the proportion of broadcasting time which may from time to time be devoted to party political broadcasts, but not to assign such time between the political parties. Such assignment would be a matter of arrangement between the political parties themselves.

113. The Commission recommends that the Authority and the operating organisation should endeavour to encourage the production of programmes in which current national affairs and political and economic problems would be debated and discussed.
CHAPTER VIII

Information and News

114. The presentation of information and news is dealt with generally in different contexts elsewhere in this Report. As, however, the Commission is asked particularly "to consider and make recommendations on the special arrangements that should be made... to govern the presentation of information and news in the television service" it has been decided to have a short chapter dealing specifically with this topic.

115. The Commission accepts that information and news should be presented as part of the television service and so recommends.

116. The information and news to be presented should conform with standards to be laid down by the Authority and should be of national, international, and local interest and should be presented with due accuracy, impartiality and objectivity and, if necessary, be assessed solely on its news value. Due regard should be had to the use of the Irish language in the presentation of information and news.

117. Provision should be made whereby a Minister of State may, if he considers it necessary or expedient in connection with his functions as such, by notice in writing require the Authority to broadcast any announcement with or without an appropriate television picture at a particular time or times. The Authority should be bound to comply with such notice and if necessary to make arrangements in that behalf with the operating organisation. In such a case the Authority or the operating organisation should be permitted to announce that the broadcast was done in pursuance of such a notice.

118. The Commission recommends, in order to save expense and to relieve Radio Éireann of part of the financial burden entailed,
that the Authority should arrange, or ensure that the operating organisation would arrange, to share with Radio Éireann the facilities for obtaining news material.

119. The Commission recommends that no advertising material should be permitted to be associated with any news broadcast and that there should be no sponsorship of news or information.
CHAPTER IX

National Outlook, Culture and Language

120. The Commission is asked in its Terms of Reference "to consider and make recommendations on the special arrangements that should be made to provide for the use of the Irish language and for the adequate reflection of the national outlook and culture in the television service". The ways and means by which the national policy in regard to these matters might be implemented through the medium of television have, therefore, been considered by the Commission.

121. It is difficult to define "national outlook and culture", but it may be accepted that as an individual's culture is the pattern of behaviour which he has learned as a member of society - his way of life - so also is a national culture a nation's way of life. It is distinctive of the particular nation, and it is determined and influenced by a variety of factors, e.g., religious beliefs, traditions, language, customs, habits, games, music, songs, folklore and history.

122. That it is important that the national outlook and culture should be adequately reflected in television programmes cannot be gainsaid. Some people would go so far as to say that television could threaten and endanger its very existence. The danger that the national culture could suffer at least debasement through unsuitable television programmes is obviously a real one. The problem is not peculiar to Ireland. The General Manager of Associated Rediffusion Ltd. (who are the I.T.A. programme contractors for the London area, Monday to Friday) in a recent article says "British television, whilst being international in searching for the best from all over the world, should not propagate a foreign
philosophy or outlook", an opinion which was quoted with approval in "Prospects for Television", a PEP (Political and Economic Planning) Publication, Volume XXIV, Number 427. The Commission has noted that, for instance, in the case of British programmes there is a strongly national tenor to be felt in practically all programmes, from those for the very young to the most sophisticated in the programme range.

With the advent of television it is incumbent on those responsible for its provision and administration to ensure the perpetuation and development of our national cultural traditions. It was submitted to the Commission that the Irish national character requires a television service of a kind that would support and protect it against the many influences that are at work against it. There is no doubt that care must in the first place be taken to ensure that television does not become one of the many influences referred to. The natural growth and development of the national culture will be endangered, if not completely frustrated, unless a considerable proportion of television programmes is of native Irish origin and essentially characteristic of the nation. The Commission is satisfied that this proportion of Irish television material is readily available. There will naturally be a strong temptation on the part of the operating organisation to shirk its obligation in this regard by reason of the availability of an increasingly rich fare of programme material from other countries at relatively low cost. Ireland would certainly be the poorer if it did not have this material available as part of the total programme fare, but as a nation it cannot accept the flow of other nations' culture without running the grave risk of a cultural osmosis that could dilute and finally eliminate its own national characteristics.
124. One of the main duties of the Authority will be to ensure that the national outlook and culture is adequately reflected in television programmes. In the attainment of this objective the Authority will have the help of the appropriate advisory bodies referred to in Chapter V.

125. It should be borne in mind that all these safeguards notwithstanding, the effectiveness of both the Authority and the advisory body will be limited unless the operating organisation has a wide and basic knowledge of the national outlook and culture, and a positive feeling for it. The national outlook and culture can best be reflected in television programmes broadcast by people who themselves are imbued with that outlook and culture. Given the good-will other people may, however, succeed in producing suitable programmes if given positive direction.

126. When the technical, financial and other essential features of proposals are equal or nearly so, that proposal should get preference which is made by persons who are more likely than others to ensure that the national outlook and culture are promoted by the television programmes.

127. Television would seem an admirable and one of the most effective mediums for the implementation of the national policy in regard to the Irish language. If advantage is to be taken of this medium it must be on the basis of a positive approach from the very outset of the service.

128. The objective should be to present the Irish language naturally, attractively and efficiently throughout the programmes. This result must depend on an enlightened approach by the operating organisation. The latter would very probably be greatly assisted as to the proper manner of approach by an advisory committee.
The Commission does not suggest any hard and fast rules governing the use of the Irish language in the television service, but it proposes that the Authority and the operating organisation would have the duty of bringing the Irish language to the people in accordance with an overall plan that would provide for the gradual increase of the use of the language in television programmes. To this end the members of the Authority should have a proper understanding of the national importance of the Irish language. The Commission considers that at the start it is preferable that little would be done well rather than much done badly, and that there should be a gradual and natural increase in the use of the language in the programmes. The rate of progress would depend on many considerations and should be controlled by the Authority.

The implementation of the policy of the Authority will devolve ultimately on the staff of the operating organisation dealing with the composition and production of programmes. At these levels it is obviously necessary that there should be adequate staff capable of performing their duties in both the Irish and English languages. It should be the aim that eventually all staff dealing with the production and transmission of programmes should be bilingual.

It should be the aim of the Authority to see, as far as is reasonably practicable, that the language is not associated with other than first rate programme material, because otherwise the language is bound to suffer from mere association with second and third-rate programmes.

The children's programme should be used to promote an interest in, and a love and knowledge of, the Irish language.
The Commission recommends that the Authority should make suitable arrangements to ensure that preferential rates are available in the case of advertisements in which the Irish language is used.

The recommendation as to the increasing use of the Irish language in television programmes is not to be taken as in any way detracting from the view that Irish television should present the best the world has to offer in its programmes. Where feasible, the introduction to and the commentary on such programmes could be in the Irish language.
135. It is proposed to deal in this chapter with the problem already referred to in Chapters I and II, namely whether an Irish television service should be based on the British standard of 405 lines or on the Continental standard of 625 lines.

136. Many considerations arise in connection with this problem. Of these the technical considerations will be dealt with first. The International Radio Consultative Committee (C.C.I.R.) favours the general adoption of the 625 line standard in the European region. This is a good reason why, if other considerations were equally balanced, Ireland should adopt the suggested standard. It is possible to produce a better picture on 625 lines than on 405 lines. The 625 line picture can be more comfortably viewed, closer to the receiving set than can the picture on the 405 line standard, and it can also be more successfully projected on to a larger screen.

137. On the other hand the Commission is satisfied from its experience that the picture produced on the 405 line standard in Great Britain is an excellent picture and compares very favourably for all practical purposes with the 525 line and 625 line pictures.

138. No technical difficulty stands in the way of broadcasting a 405 line picture in Ireland, but considerable difficulties arise if it is desired to broadcast a 625 line picture here. This is because at the Stockholm Conference, 1952, Ireland was allotted 5 channels for television on the 405 line standard and the bandwidth of these channels assumes the use of the 405 line standard
by both Ireland and Great Britain. The allocation of television channels to Great Britain and Ireland at this conference was on the basis of minimum mutual interference. From the economic point of view the aim must be to obtain national coverage with a minimum number of transmitters. Within the terms of the Stockholm agreement Ireland can probably obtain a reasonable measure of national coverage from the 5 transmitters for which channels were thereby provided. If there is to be any departure from the terms of the Stockholm agreement it can only be on the basis that such departure would not cause interference with the British television services. The technical problem created by any such departure is not simple and would involve protracted technical discussions and in all probability a considerable increase in the number of transmitters required for national coverage and consequently in the capital cost.

In regard to possible interference with other television services Great Britain is the only country with which Ireland is really concerned. It is in the interest of both countries that they should mutually arrange matters that interference should be eliminated or reduced to the minimum. Difficulties arise in making such arrangements unless Great Britain and Ireland both use the same line standard of definition. For this reason alone the fact that Great Britain uses the 405 line standard gives Ireland very little option in the selection of the line standard to be adopted here, and if it were certain that Great Britain would continue to use this standard there would be little difficulty in deciding what standard Ireland should adopt.

The question of introducing the 625 line standard is being debated in England at the moment. The fact that there are now in Great Britain over 9 million receiving sets representing a capital
investment of more than £600 million makes it doubtful that support for a changeover to the 625 line standard would be forthcoming from the public. It was expected in Great Britain that the Television Advisory Committee would recently have put forward recommendations in connection with line standards in time for the C.C.I.R. Conference in Los Angeles in April, but no recommendations on this subject were made which would have been helpful to the Commission. The I.T.A. station at present in course of construction in Northern Ireland will use the 405 line standard. It would seem, therefore, that there is no immediate intention in Great Britain of changing from the 405 line to the 625 line standard, at least in Bands I and III, which are those at present in use. It is possible that transmissions on the 625 line standard may be commenced in Great Britain on Bands IV and V, which are not at present in use, with a view to an eventual changeover to that standard on all Bands.

Apart from the technical aspect a probable advantage of adopting the 625 line standard both here and in Great Britain would be that manufacturers of receiving sets would in that event be in a better position to compete in the Continental market.

If Ireland were now to adopt the 625 line standard, no existing receiving set in Ireland or Northern Ireland could receive the Irish programme. It is possible that many of the present owners of receiving sets would not bother to equip themselves to receive the Irish programme, either by purchasing new sets or by having suitable modifications made to their existing sets. All sets are not capable of such modification. The prospective television viewer would be faced with making a decision whether to purchase a set suitable for receiving either the Irish programme only, or the British programmes, or, at a greater cost, a
set capable of receiving both the Irish programme and the British programmes if such were available.

On the basis that it was decided to adopt the 625 line standard, certain of the Proposers offered, in the interest of the owners of existing receiving sets, to broadcast for a period, from the Dublin transmitter at least, on both 405 lines and 625 lines. To do this would, in the opinion of the Commission, defeat its own purpose, because in that event it is almost inevitable that a large proportion of the new receiving sets purchased on the establishment of the service would be on the 405 line standard so that they would be capable of receiving the British programmes in addition to the Irish programme.

Another circumstance to be taken into consideration is that if Ireland is to look forward to making use of the Eurovision service, difficulties would arise if Ireland was not using the same standard of line definition as Great Britain. On the other hand, if Ireland was to adopt the 405 line standard there would be difficulty in using programmes from the Continent on video tape.

If the question simply was which line standard should Ireland adopt, the Commission would have no difficulty in recommending the 625 line standard. For the reasons hereinbefore set out the Commission, however, is satisfied that it has no option but to recommend that the 405 line standard be now adopted.

The Commission is conscious in making its recommendation that if and when Great Britain should change over from the 405 line standard to the 625 line standard Ireland would of necessity have to follow suit. Consequently the Commission further recommends that it should be made a term of the contract with the
operating organisation that if and when the necessity arose the operating organisation would take all the necessary steps to effect the changeover to the new standard with the least possible upset to the public.

At the time the Commission was appointed a number of proposals were in touch with the Department indicating their stand on the event of a Government decision to establish a service. Only a few proposals at that time had gone to the point of making concrete proposals. In this state of affairs Proposers who had been in touch with the Department were susceptable to taking the initiative to ask their proposals differenation.

In all, the Commission, as had to consider what to do. The time arrived early in 1933 when the Commission, that in order to complete its work it could not therefore or consider any further proposals. At this time a proposal was referred to the Commission for decision. It was decided not to proceed further with the proposal. The proposal was dated 29th March 1933. The result of the Commission's decision was that the proposal was too late.
CHAPTER XI

PROPOSALS

147. The Commission in its terms of reference was asked to consider and to make recommendations on "the proposals that have been made to the Department of Posts and Telegraphs and any further proposals that may be received".

148. At the time the Commission was appointed a number of proposers were in touch with the Department indicating their interest in the event of a Government decision to establish a television service. Only a few proposers at that time had got to the stage of making concrete proposals. In this state of affairs all proposers who had been in touch with the Department were communicated with asking them to make their proposals direct to the Commission. Notices were published in the public press setting out the Commission's Terms of Reference and inviting submissions.

149. In all, the Commission has had to consider nine proposals.

150. The time arrived early in 1959 when the Commission decided that in order to complete its work it could not thereafter receive or consider any further proposals. At this time an enquiry reached the Commission indirectly on behalf of a prospective proposer who wanted a month to submit concrete proposals. The enquirer was informed of the Commission's decision. At or about the same time a proposer intimated to the Commission that it had decided not to proceed further with its proposal. A further proposal dated 25th March, 1959, reached the Commission when this part of the Report was already in draft. The proposer was informed that the proposal was too late.
The Commission has met all the Proposers and their technical and financial advisers. The Proposers, who made proposals on the basis of private enterprise, all comprise keen business men primarily interested in an endeavour to make a profit out of the enterprise. The Commission is neither qualified nor authorized to act as a negotiating body, nor does it conceive it to be within its terms of reference to do more than to study and make recommendations on such proposals as were made. Many times during the taking of evidence in connection with proposals it was said to the Commission that if it was known what was wanted perhaps the proposal would be modified. The Commission at all times adopted the attitude that it could not make any suggestions to a Proposer as to the form the proposals should take.

A number of Proposers, having given evidence before the Commission, subsequently submitted new proposals which generally were an advance to a greater or lesser extent on their original proposals. This appeared to be due in some cases to impressions that Proposers seem to have got that their proposals or some parts thereof were not favourably received in the first instance by the Commission. An impression gained by the Commission was that this may also have been due to recent experience in Great Britain of the profits possible to be gained from commercial television. It is not suggested that it would be possible to achieve profits in Ireland of anything like the same magnitude as those recently earned by British commercial television, but the fact that such profits have been made has obviously led people to the view that it would be possible to make a profit in Ireland.

The Commission has carefully considered all the proposals. Of these there are some which the Commission recommends should
not be further considered. In the case of the remainder the Commission recommends that there should be negotiation and the working out of commercial and other details before an ultimate decision is reached.

The witnesses on behalf of most of the Proposers all endeavoured to impress on the Commission a sense of the urgent necessity of having the Irish television service established with the least possible delay. This sense of urgency increased when it became known that it was intended to start broadcasting a second programme (under the aegis of the I.T.A.) from Northern Ireland about the end of the present year. The 31st October, 1959, has now been fixed as the provisional date for the commencement of this programme. The Commission is satisfied that it is of importance that all necessary steps should be taken to ensure that at least the first stage of a television service should be put into operation at the earliest possible moment. It was in an effort to make a contribution to this result that the Commission submitted the interim report on the twenty-third day of December 1958.

If time permitted, the natural body to conduct the necessary negotiations with Proposers would be the Authority. It will obviously be some considerable time before the necessary legislation can be enacted and the Authority established. In these circumstances the Commission recommends that the Government should immediately have the necessary negotiations undertaken, and a contract entered into at the earliest possible moment. Once the contract was signed it would be possible therewith to commence the erection of the necessary transmitting stations and studios and the installation therein of the necessary equipment, an

Not published. It was officially announced on 24.3.59 that the Government had accepted a recommendation in an interim report from the Commission to acquire and develop a site for a television transmitter to serve the Dublin area and that arrangements were being made to acquire a site at Kippure for the purpose, the cost to be recouped from the future television organisation.
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operation which should not, in the opinion of the Commission, have to await the enactment of legislation.

The Commission recommends that as a basis of negotiation the Government should lay down the following general requirements:

1. that the contract period should be for not more than ten years;

2. that the television service be provided for the Dublin area within a maximum period of 15 months from the date of the contract and that national coverage should if possible be achieved in 3 years, or in any event within 5 years;

3. that the transmission system should be installed to the approval of the licensing authority and properly maintained, and should be vested in the Authority at the end of the contract period, if not before;

4. that the Proposer should maintain, keep up-to-date and operate the transmission system to the satisfaction of the Authority, or recoup the cost thereof, during the term of the contract;

5. that studios and fixed equipment, properly maintained and kept up-to-date, should be vested in the Authority at the end of the contract period;

6. that the Proposer should provide a minimum of 21 hours of television programmes per week at the start, with a gradual stepping up to 50 hours per week;

7. that advertisements in programmes should in general take the form of "spot" advertisements, though sponsored programmes may be specifically permitted;

8. that a minimum of 1 hour per day of programmes originating in Ireland would be expected in the initial stages and that the Proposer would be expected to increase this time progressively;
(9) that a natural and increasing use of the Irish language in, or in association with, programmes is necessary;

(10) that the Proposer should, during the course of the contract, comply with all regulations and directions of the Authority and with such recommendations of advisory committees as may be approved by the Authority, subject as recommended in Chapter V, Paragraph 77, of this Report;

(11) that the Proposer should take the form of an Irish registered company, any change in the control of which would have to be approved by the Authority.

157. In the month of October, 1958, the Minister for Posts and Telegraphs referred certain correspondence with the Dublin Corporation in relation to a proposed television relay service to the Commission. The Commission subsequently heard evidence from a representative of the organisation concerned. The organisation is one interested in distributing by thin coaxial cable a television signal received on a community aerial, and is only interested in an area where the population is concentrated and of at least 10,000 persons. This type of service would appear to be suitable for an area where for some reason or another it was difficult to receive a good television signal, and has the advantage that an aerial is unnecessary. The Commission has decided to deal with the service proposed by this particular organisation in the Supplement.
158. The Commission considers it desirable to draw attention, under item (7) of the Terms of Reference, to certain matters not specifically dealt with in the preceding chapters.

159. Interference with television reception is a matter of concern to all viewers. The possible causes of such interference are numerous, and they may be remote or local in origin.

160. Interference may occur in all areas as a result of solar activity and also because of long distance radio communication services. In the "fringe" areas, which are areas at a considerable distance from the transmitting station, reception may vary within very wide limits because of changes in atmospheric conditions. There is little that can be done to remove such remote causes of interference.

161. Local interference is caused by electrical equipment in the area of reception. Many electrical appliances used in the home, in hospitals and for industrial purposes are capable of causing such interference, as are also internal combustion engines with spark ignition. This type of interference is particularly annoying to the viewer, but it is not an easy matter to deal with effectively in the absence of cooperation by the manufacturers and others engaged in the production and sale of electrical equipment, on the one hand, and by the public on the other hand.
A difficulty arises owing to the fact that the owner of equipment is often unaware that he is in fact causing interference. Fluorescent lights, faulty electric switches and ill-fitting plugs on portable appliances are frequent sources of interference.

The Post Office Authorities, in evidence, informed the Commission that they had a favourable response to nearly all the requests they made to fit suppressors on offending apparatus.

The Commission considers that it is essential that powers should be taken, where necessary, to deal with cases of interference by apparatus generating, or liable to generate, fortuitously, electro-magnetic energy. The Commission therefore recommends that the Minister for Posts and Telegraphs should be given statutory powers (1) to make regulations prescribing the requirements to be complied with in the case of such apparatus as may be specified in such regulations if such apparatus is to be used, or is to be sold (otherwise than for export) or let on hire; and (2) to enforce such regulations.

Another form of interference not generally appreciated was brought to the notice of the Commission. It is caused to radio reception by spurious radiation from television receiving sets. The Commission is informed that this type of interference can be dealt with fairly simply by manufacturers. The Commission considers that it should be sufficient to call the attention of manufacturers to it to have the necessary remedy adopted.
166. The problem of interference is common to both radio and television and the arrangements for dealing with it should, in the opinion of the Commission, be the responsibility of the Department of Posts and Telegraphs, the cost to be a charge against radio and television licence revenue.

167. It was submitted in memoranda furnished to the Commission by interests representing Irish musicians that (1) television should be established as a public service, and (2) the service should include a substantial proportion of "live" programmes using Irish material in order to protect the employment opportunities available to Irish artists. These interests were concerned that there should be an agreement between the television governing body and the musicians' associations which would provide for basic conditions of employment acceptable to the associations. It was also submitted that where music is used in television the Irish law of copyright should be amended and brought into line with current international practice. The Commission is not in a position to deal with the question of copyright.

168. An association representing Irish actors claimed in evidence that it should have the right to negotiate on behalf of its members engaged in television; that a large proportion of television programmes should be Irish in origin, a reasonable proportion being "live"; and that a representative of the "artistes" should be appointed to the Television Authority. It was stated - and the point was emphasised in evidence - that no member would take part in any transmission on the new television service unless a contract embodying certain minimum specified terms had first been agreed upon.
In general, the Commission endorses the view that Irish artists, provided they are of a sufficient standard, should get as much employment as possible on Irish television.

(3d.)

Geo. D. Murnaghan
(Chairman)
George Crosbie
Hugh de Lacy
Terence Farrell
Thomas A. Finlay
Richard V. H. Levinge
H. R. McAdoo
John McCarthy
Patrick John MacLaughlin
Ed. B. MacManus
Pádraig Ó Cacínigh
Aindrias Ó Muimhneacháin
T. J. O'Reilly
Donnchadh Ó Síleabáin
Colleen Stafford

S. Ó Droma
(Secretary)
8 May, 1959.
RESERVATIONS TO REPORT
Reservation No.1 to Report

by Commander George Crosbie
Sir Richard Levinge
Very Rev. Dr. John Canon McCarthy
Pádraig Ó Caoimh
Aindrias Ó Muimhneacháin
Donnchadh Ó Súilleabháin

1. We are in general agreement with the conclusions set out in the Report, except the conclusion in Paragraph 61 that in existing circumstances an Irish television service can only be provided as a private enterprise, financed mainly by revenue from advertisements.

2. The Commission has accepted that: "If the necessary capital was available there is little or no doubt that television should if possible be provided on the basis of a public service." In this conclusion we fully concur. We are of opinion that from the outset the Television Authority should provide and own the essential transmitting stations and links. We believe that only within such a framework can the national, cultural and industrial interests of the nation be adequately safeguarded.

3. We believe that ownership of the transmitting service by the Authority is the country's best security against undesirable programmes and against the risk that the television service may be subordinated to purely commercial considerations.

4. The Television Authority should in our opinion have little difficulty in raising the necessary capital within the State, either from private or commercial sources, or both. Moreover, the licence revenue recommended by the Commission would in itself be sufficient security to cover the interest and sinking fund of the capital required.

5. We recommend that at the earliest moment an agreement should be entered into with acceptable programme contractors whereby a
short-term lease or concession should be granted to such contractors on the terms that they should during the period of their lease provide and maintain the entire service of programmes, including the studios and studio equipment (but exclusive of links from the studios to the transmitting stations) subject to the Authority's right to broadcast certain defined television programmes should the Authority so desire, the studios and studio service to be available for this purpose to the Authority.

6. The rental for the concession referred to in paragraph 5 should be at least sufficient to cover the working costs of the transmission service.

7. Being aware of the urgent need for setting up a service with the least possible delay we are satisfied that the legislation necessary for the establishment of the Authority, the vesting in the Authority of the ownership of the transmitting service and the provision of the necessary capital should be quite feasible within a relatively short period from the date of this Report and that it can be done without placing any burden on State Funds.

8. Our recommendations envisage a Television Authority having all the freedom normally enjoyed by private enterprise.

9. We recommend that the nominal capital of the Authority should be £1,000,000 of which only £600,000 need be issued for the provision of the first three transmitting stations. The setting up of these transmitting stations and the other stations necessary for complete national coverage could in our opinion be completed within the time contemplated by the Commission's Report.
10. All the evidence suggests that a project so carried out would not only safeguard national interests but would be self-supporting and very probably profitable in a comparatively short time.
Reservation No. 2 to Report

by Hugh de Lacy
Terence Farrell

Reservation in respect of Line Standard

I feel it to be my duty to disagree with the recommendation made by the Commission to adopt the 405 line standard for the following reasons.

From the technical point of view it is commonly agreed that the 625 line standard is the most satisfactory (cf para. 4). It gives a better picture than 405 line. The 625 line picture can be more comfortably viewed closer to the receiving set than can the picture on 405 lines and it can also be more successfully projected on to a larger screen (cf para. 136). As I understand it the duty of the Commission is to recommend the best system from every point of view.

No matter which line standard is adopted some technical problems will arise but it is doubtful if they are any greater in the case of the 625 line standard than if the decision is made to adopt 405 lines. The only technical problem involved in the adoption of the 625 line standard for Ireland is the prevention of possible interference with British TV transmitters sharing the same or adjacent channels. The possibility of interference arises with the adoption of either system and it is impossible to assess with accuracy to what extent it may be troublesome. The problem if it does arise will not be insoluble. I am not aware of any evidence that cross interference occurs between the Dutch 625 and British 405 systems. This would seem to indicate that the Report of the Commission exaggerates to some extent the possibility of serious interference.
I understand that under the Plan agreed at the 1952 Stockholm Conference, Ireland provisionally selected the 405 line standard. If this be so, it must be viewed for what it is, a provisional agreement, subject to later ratification, alteration or rejection by the Government of the Irish people for the benefit of the Irish people.

Were the question of which standard that should be adopted purely a technical one, it would not be of great importance, but it is far more than that. Britain is alone in the world in the adoption of the 405 line system and there is strong evidence that she intends to change to 625 on Bands IV and V. It would be of interest to know why she contemplates this change. I take it that her reasons are commercial and political.

To adopt the 405 line system will commit Ireland to a social, cultural and political bondage to Britain and will cut off all possibility of communication with all countries throughout the world using the 625 line system. It must be remembered that with the advent of video tape it is now a very simple matter to interchange programmes on identical line systems. If the recommendation of the Commission is adopted the only programmes that can be received in Ireland are those translated by the British and thus we are left completely at the mercy of an alien censorship.

It has been suggested that the British transmissions from the BBC and shortly ITV in the North would offer a measure of competition to an Irish service on 405 lines particularly in regard to the quality of programmes. This I cannot subscribe to since both BBC and ITV programmes are based on British standards of culture and entertainment, which I submit are very different from Irish standards. To my mind there is grave danger that these British programmes may produce the very reverse of the effect anticipated and their influence may be rather to the detriment of the Irish service in the promotion of its cultural aims particularly in regard to Irish language.
The existing 405 line receivers within the country have been quoted as a strong argument against the adoption of a 625 line system. It should not be forgotten however that these receivers are mainly in the fringe area of the BBC transmissions from the North and that the bulk of these receivers are contained within an area bordered on the South by a line running from Sligo to south Dublin. The rest of the country which cannot receive British television will receive only the proposed Irish Service. Surely one half of the country should not receive any more favourable treatment than the other half as could be assured only by the adoption of the 625 line standard.

It seems to me a bleak prospect to present to Irish industrialists that they will never have the opportunity of developing a world wide export trade. They will certainly not be able to compete in the well catered for British market. Even if they should try to do so there is a strong probability all their efforts must be abandoned in a few years when Britain adopts the 625 line system.

Finally some measure of independence and initiative should be offered to Irish engineers. To adopt the 625 line system would put them in professional contact with many countries throughout the world. To adopt the 405 system will mean that they follow in the footsteps of their British colleagues.

It is apparent by committing Ireland to the 405 line system we are forging another link in the chain that binds us to Great Britain.

In my opinion to recommend other than the 625 line standard is a mistake and one that may prove costly to Ireland.
Reservation No. 3 to Report

by
Terence Farrell
Edward B. MacManus
Mrs. James Stafford

We agree with the main substance of the Report but with reservations on Chapter Three on Finance and the introduction to the Supplement and certain conclusions contained therein.

There are many factors regarding Finance which, in our opinion, have not been taken into consideration in that Chapter and which are of National importance.

We consider that, assuming a contractor is able and willing to give a high quality television service, one of the most important factors is the financial effect of such a service on Government revenue. We, therefore, address ourselves to this particular problem.

The Government must necessarily have in mind not only the revenue which it might obtain from the television service, but also the loss of revenue which the impact of the introduction of the service would have on other existing sources of revenue such as the cinema tax and the levy on newsprint.

So far as the cinema is concerned entertainment tax last year brought in £1,356,000. Already reception of television from Northern Ireland has affected cinema revenue, as a consequence of which the Government has given a remission of £150,000 tax this year. With the introduction of an Irish television service, the impact on the cinema revenues will obviously be progressively
greater as television coverage extends, and there is little doubt that the Government will find itself compelled to remit most, if not all, of the cinema entertainment tax, if it is to keep the industry in existence and protect the employment of those engaged in it.

Newspapers will be affected to a lesser degree. The five percent newsprint tax yields roughly £80,000 a year and this will almost certainly have to be remitted.

The two foregoing taxes amount to £1,425,000 a year, and with the advent of a national television service, almost all that amount will be lost to the Exchequer. Obviously, the Government must find some alternative source of revenue to offset this loss and the only source that comes within our scope is a television licence fee.

To give any organisation operating a commercial television service the revenue from a £3. television licence fee, with no deduction for cost of collection, should, in our view, be completely ruled out. We submit, indeed, that our Terms of Reference specifically bar such a proposal. However, leaving this fact out of consideration, we quote the following figures to illustrate the effect of it.

If it is assumed that there are 90,000 receivers at the end of the first year, increasing to a ceiling of 350,000 by the end of the tenth year, the total loss to the Government of television licence revenue over a 21 year period would be £19,350,000; or if simple interest is added, about £30,000,000; or, if compound interest is reckoned, about £36,000,000. Not only, however, would the Government lose this substantial television licence revenue, it would have to bear the cost of collection of television
licence fees, as well as the cost of such Television Authority as may be constituted. Furthermore, as we have pointed out, the Government would lose about £1,500,000 a year in respect of cinema and newsprint taxes; which, over a 21 year period, would amount to about £31,500,000 or including interest, over £60,000,000.

It is our view that in the interest of the general body of Taxpayers it should be an essential requirement of the Television Contract that the television licence fees should be retained in full by the Exchequer, so as to help to make good the loss of revenue on cinema and newsprint taxes. Some of the prospective contractors do not ask for any part whatsoever of the revenue from the television licence fee.

Because of the fact that during the prolonged initial period heavy losses would be certain, we are strongly of opinion that if a contractor without guaranteed extensive financial resources were to be given a concession to provide an Irish commercial television service producing high quality programmes, a complete break-down of the service could hardly be avoided. The seriousness of this consideration will be appreciated, if it is kept in mind that from its beginning the service will be faced with extreme competition from external sources. The break-down of the Irish service would not only lead to great public criticism of the Government, it would impose on it an obligation to salvage the wreck and reconstitute the service as best it might. It would be a grave breach of faith for any Government, to permit, the free sale of television sets to the public, on the basis that a satisfactory and regular television service would be provided, and then to fail to ensure the continuance of that service.
In our view it is equally out of the question to give the Television Authority all the licence fee revenue, less cost of collection. On the assumption that a commercial company will operate the television service completely, without receiving any of the television licence fee revenue, the Television Authority will not have to incur any expenditure whatsoever on establishing or operating the system or on providing and broadcasting the programmes. It is not clear to us therefore what the Television Authority would do with the very large sums of licence fee revenue which would remain in its hands after paying the expenses of its own organisation (which would amount to £25/£30,000 a year).

A concession for a longer period than 10 years would probably have to be granted to a contractor who did not require any of the television licence fee revenue and would offer the Government a participation in profits.

The Commission received applications from eight organisations for a concession to operate a commercial television service in Ireland. In examining these we have had in mind the following basic qualifications which from the point of view of the Nation and the Government we consider a television commercial organisation serving the Irish public should possess:—

The organisation—

1. should have the requisite technical efficiency, resources and know-how, for the construction and for the maintenance of the television system.

2. should have wide experience in providing, broadcasting and distributing (for sale) television programmes.

3. should have capital available to establish the whole system rapidly and to provide working capital during the prolonged initial period of commercial losses.
(4) should be under Irish control.

(5) should have the will to provide a high quality service during the full period of the concession.

(6) should run the service as a commercial enterprise and not expect any subsidy direct or indirect from the Government, whether the subsidy be given directly as an Exchequer grant, or indirectly in the form of television licence fee revenue or by remission of taxes or otherwise. Any such subsidy could only be obtained at the expense of the general body of taxpayers, either by payment out of present sources of revenue or by withholding sources of revenue which would otherwise flow to the Exchequer. This would be directly contrary to the condition, specifically laid down in the Terms of Reference, that "no charge shall fall on the Exchequer, either on capital or current account".

(7) should comply with the Government's general policy on programmes, as laid down by a Television Authority.

(8) should be prepared, when the service eventually proves to be commercially profitable (i.e. after covering initial losses, repayment of capital, etc.), to give the Government an appropriate share of such profits, in addition to normal taxation.

(9) should be willing to hand over to the Government at an appropriate time the whole of the television system in good and efficient working order.

(10) should grow its roots in Ireland to the maximum extent; for example, it should employ as many Irish Nationals as possible on its staff and in its general organisation and should have a substantial amount of its plant and equipment manufactured in Ireland.

We suggest within the Terms of Reference of the Commission these basic requirements are essential for final adjudication on the proposals submitted to the Commission. In these circumstances, we have excluded from consideration proposals which
failed to satisfy some or all of the above criteria.

On the subject of the effect of commercial television on the earnings of already-established advertising media such as the press, it should be noted that in every country where commercial television has been introduced, all the main media have increased their advertising revenue once the initial novelty of television has worn off. This is usually quite a short period, and in Britain even cinema advertising (which might have been expected to suffer most) is showing gains.

This is the result of greater awareness of the power of advertising by modern business. Even the Woolworths chain, which used to be held up as proof that advertising was not essential to success, is now using the press in a heavy way.

Taking £1 million as a round overall figure for the expenditure on advertising in Ireland (which is low in relation to most other free-economy countries), it could be estimated conservatively that a 5% yearly increase in expenditure would occur, with or without commercial television. At the end of five years, therefore, well over £1 million extra will have gone into the general advertising pool without affecting the revenue of any advertising medium.

Financial calculations are attached.
<table>
<thead>
<tr>
<th>Year</th>
<th>Contribution</th>
<th>Accumulated Fund</th>
<th>Annual interest @ 6%</th>
<th>Accumulated Total interest (simple)</th>
<th>Sets at £3 licence Fee</th>
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£30,823,200 £19,350,000 £11,473,200

TOTAL PRINCIPAL INTEREST
## Appendix B to Reservation No. 3 to the Report

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<th>Year</th>
<th>Accumulated Total Fund (+ interest) at end of previous yr.</th>
<th>Annual Contribution at Commencement of each year.</th>
<th>Accumulated Total Fund (+ interest) at commencement of each year.</th>
<th>Compound Interest @ 6% on amount in Col. 3.</th>
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| TOTAL | £36,284,378 | £19,350,000 | £16,934,378 |

**TOTAL** PRINCIPAL INTEREST
MINORITY REPORT OF THE IRISH TELEVISION COMMISSION.

Submitted by: Eoghan Ó hAodha,
Sile Ó Chinnéide,
Michael Gibbons,
Roger McHugh.

In our opinion the deficiencies of this chapter in the major part of the report, and in the submission of the minority, were caused by the assumption that an Irish broadcasting service must be completely independent of any commercial interests.

Consequently we believe that we cannot accept the views contained in the submission which we consider to be an integral part of the majority report.

In our opinion these views fail to recognize the importance of the national and competitive needs of an Irish television service.

The fundamental problem which we have to face is how an Irish television service can be both a national service and a commercial service which can maintain itself against very stiff competition.

Houses of the Oireachtas
1. We regret the necessity of differing with our colleagues, whose work we have shared during the past year upon certain basic matters which appear to us to affect the fundamental nature of an Irish television service.

2. We disagree with the assessment contained in the Majority Report, Chapter III, of the circumstances in which an Irish commercial television service will operate. We disagree also with the estimate contained in the same chapter of the programme-costs necessary for the successful commercial operation of the service.

   In our opinion the defectiveness of this chapter leads to a serious underestimate of the revenue required, to a failure to investigate fully the possibility of obtaining it and to an assumption that an Irish commercial television service cannot be completely independent of competing British commercial interests.

3. Consequently we regret that we cannot accept the evaluations contained in the Supplement which we consider to be an integral part of the Majority Report.

   In our opinion these evaluations fail to recognise the importance of the national and competitive needs of an Irish television service.

4. The fundamental problem which we have to face is how an Irish television service can be both a national service and a commercial service which can maintain itself against very strong competition.

5. We believe that an Irish television service should be, in the fullest sense, a national service. This implies that it should worthily serve the Irish people who will ultimately bear the cost of it; that it should reach the whole nation; that its programme policy should be directed by Irish nationals; that its
programmes should be programmes of high quality and standards, capable of winning and holding viewers against strong competition; that economically they should benefit Ireland to the maximum extent, both through the employment of Irish writers, artists and technicians and through the sale of telerecorded Irish television programmes in an expanding world market. While the Majority Report appears to accept most of those aims, we are of the opinion that it has not shown how they may be properly implemented.

6. Our terms of reference rule out our consideration of an Irish television service as a public service. For this reason and in view of the strongly competitive commercial competition which, in addition to B.B.C. television competition, an Irish television service will have to face, we accept as a necessity that an Irish television service will be a commercial service.

7. The national aspect of the problem involves the country's responsibility to ensure that its separate identity is in no way impaired by television. The power of the impact of television is unquestionable. Our geographical position renders us particularly susceptible to the impact of British television and we consequently have great need of a television service which will preserve, and, where necessary, assert our own values, including that of our national language. This need is all the more pressing because of the difficult political relationship between the two countries which, bearing as it does upon our national independence, makes an Irish service which would be in any way dependent upon British television interests unacceptable to us.

8. We are of the opinion that an Irish television service could not properly fulfil the function of a national
service if the concession for it, or for any considerable part of it is awarded to any programme-contractor connected with a competing British commercial television service. In the first instance the defects discussed in succeeding paragraphs would be great; in the second, the Irish partner in the arrangement would run the risk of relegation to a comparatively subordinate position.

9. In our judgment any such arrangement would merely increase the number of programmes of British origination seen by viewers in this country. We have no desire to exclude good British programmes from Irish television programmes. An Irish television programme-contractor, however, should be in a position of sufficient independence to treat good British programmes on exactly the same footing as other good foreign programmes. An Irish television service should open upon the whole world and not mainly upon our neighbour's prospect of it.

10. Undue reliance upon such programmes would cut across the fundamental national function of an Irish television service in several ways. It would tend to make an Irish service into a British regional service with such concomitant limitations upon distinctiveness and originality as are evident in Scottish or Welsh commercial television or Welsh B.B.C. television programmes. It could also subject Irish listeners to an increased impact of the same kind of programmes which Irish television programmes are called upon to compete against; programmes whose viewpoint involves constant respect for and reiteration of political and cultural values which are
not necessarily our own. This applies not only to programmes dealing with the English scene and English history but to those dealing with international affairs, documentaries, variety features and even "Quiz" games.

11. It is sometimes believed that the Television Authority can guard against such difficulties by an adequate system of controls and codes. In effect, however, the power of the television programme-contractor is all important. Sir Robert Fraser, Director General of Britain's Independent Television Authority is quoted recently as saying: "You can lay down codes until you are blue in the face, but in the end it's the taste and common sense of the producer that counts." (Sunday Times)

The policy and supervisory capacity of the programme-director determine the kind of programme seen by the viewer. If an Irish television service was mainly dependent upon programmes originated in any one foreign country, it is clear that its standards would be proportionately influenced by the standards of that country. If the commercial interests of the television programme-contractor of an Irish television service were mainly in British television we would not be in a position of the necessary independence to resist the policy-pressure of competing interests in Britain.

12. Television is highly competitive. Commercial television is a constant battle for viewers. The number of viewers held by each programme can be rated by competent viewer-research organisations. The number of advertisers wishing to pay for time upon commercial television services depends upon those ratings. When
ratings are low, the support of advertisers drops and with it the revenue available for the production of programmes.

13. Competition in England is not purely between commercial television programmes. There is also fierce competition between the various commercial contractors and B.B.C. television, leading to highly competitive expenditure on programmes of English origination and to highly competitive bidding for the purchase or hire of popular programmes from abroad or for the services of writers, producers, artists, etc.

14. The practical task facing an Irish television programme-contractor is that of competing successfully against both B.B.C. and British commercial television.

15. This is recognised in the Majority Report and we agree fully with its statements that the first necessity of Irish programmes is that they "should be of a high standard at least equal to that of the best British programmes received in Ireland" that "a high proportion of the programme material should be of Irish origin and should adequately reflect the national outlook and culture", and that the degree to which Irish programmes can be Irish in content is "largely a matter of finance."

16. In our view these remain merely platitudes if the real problem of competition is not faced and if all possibilities of solving it are not fully investigated.

17. Competition against commercial television becomes a very real problem as soon as the new commercial television station in Belfast begins operating. Independent television in Britain is shared by a number of programme-contractors who cater for different regions or for the same region on different
days. While highly competitive against each other in the production of audience-winning programmes, they are also dependent upon each other in that they co-operate in selling programmes of their own origination to each other. If each of them had to originate all his own programmes, instead of depending to a considerable extent on "network" programmes, the phenomenal cost of production would make operations less economic.

18. These mutual interests of British television programme contractors make it inadvisable that any of them should be in a position of influence over the programming of an Irish national television service: for their predominating commercial interests will naturally centre outside Ireland and will not necessarily coincide with Irish interests. Under such circumstances, the Irish service would tend to repeat the pattern of the British networks and would depend largely on "canned" programmes, which would be created outside this country and in many cases would probably have been used previously on existing networks.

Further since an Irish television service will be competing for viewers within the Six Counties against British commercial television services the competitive power of the programme-contractor would obviously be limited by association with any of his competitors. It should be noted that Irish advertisers are already booking time on Belfast commercial television.

19. Again, should the expanding range of telecasting make it possible for Irish programmes to reach the western seaboard of Britain on the same basis as British transmissions reach this country, the freedom
of an Irish programme-contractor from connection with competing British interests would be still more necessary.

20. Nor is the production to a maximum degree of programmes of Irish origin possible under these circumstances, nor concentration upon the advantage to Ireland in exploiting the expanding world market for telerecorded programmes.

21. In effect, therefore, through investment, purchase of sets, advertising and licence fees, the Irish people would be paying the whole cost of television, without necessarily benefitting to the full extent through employment or sales abroad.

22. A consideration of the costings for Irish programmes (excluding engineering costs) proposed by 3 applicant groups for the Irish television concession who are wholly or partly engaged in British commercial television at this point is revealing. Their proposed programme costs ranged from just under £140 per hour to £190 per hour (maximum).

23. The cost of B.B.C. programmes per hour (exclusive of engineering and other costs) was £1,538 in 1956-57 (B.B.C. Handbook for 1958, p. 222) and £1,730 per hour in 1957-58 (B.B.C. Handbook for 1959, p. 216). In short, B.B.C. expenditure on programming per hour last year was nine times the amount which those applicants propose to spend on Irish television programmes. It rose in one year by approximately the total amount per hour which these applicants propose to spend on Irish television programmes. Exactly comparable
figures of expenditure by I.T.V. contractors on their own programmes are not obtainable since the I.T.V. contractors cut their costs by exchanging programmes at reduced rates; but the evidence suggests that £800 to £1,000 per hour would be a conservative estimate. An Irish T/V service will be in competition with both B.B.C. and I.T.V. programmes.

24. The figures mentioned in paragraph 22 above suggests the conclusion that no British Contractor considers Irish commercial television viable except on the basis that its programmes are second-hand to a preponderant degree, and are presented by the associated British Company at little or no cost to the contractor operating the Irish service. The Interim Minority Report (para.4) alludes to this danger.

25. Belfast commercial television can exist only by accepting the status of a British regional commercial concern which takes its programme material mainly from the I.T.V. net-works on a sharing basis. Its programmes are unlikely to be any more distinctive than those of B.B.C. Belfast Television, which are already only too obviously regional.

26. The prospect, under these circumstances, of programmes of Irish origination which are "largely a matter of finance" becoming a large proportion of the programme material would thus appear to be entirely tenuous; so also would the sale of telerecorded Irish programmes abroad. And the prospect of supplying the first

§ See footnote on Page 66.
necessity, of Irish programmes "of high standard at least equal to that of the best British programmes" would be as remote as the prospect of providing good quality programmes in Irish.

27. This is not to deny that some excellent programmes for television can be produced at comparatively little cost and can succeed by their artistic value in commanding attention throughout the world. But the inescapable facts are that television is primarily a method of entertaining and interesting people, that in the entertainment world one must pay highly to command the services of the best skilled personnel, and that commercial television cannot succeed without being prepared to spend up to the level of its competitors when that is necessary to hold its viewing public. This is a matter which concerns not only those who watch television but also those who participate in presenting "live" programmes.

28. In Chapter I, Section 7, the majority Report rightly refers to the capacity of television for consuming programme material. To writers, producers, actors, singers, musicians and other artists this hungry giant is a benevolent one and pays richly for the use of their talents. The result is a natural gravitation of many of our most talented people towards the best market, in which many of them have already established themselves. It would be unfortunate if the best Irish programmes were in fact regularly transmitted from British television stations while an Irish service was forced to depend mainly on British "canned" programmes.
29. Ireland has certain potential assets, we believe, in that she is a country which has two languages, one of them spoken internationally; she has also a distinct and independent tradition and an unusual degree of artistic talent which needs training and fostering. A genuine national service, with adequate revenue to do so, would immeasurably help to exploit these assets. A regional commercial service may do a little but cannot do much in this direction.

30. Further, Ireland now has a chance to enter an expanding world market in the field of TV film-making and distribution. In a recent statement, published in the Financial Times (March 2, 1959) Mr. Lew Grade, deputy managing director of ATV, alluded to the importance of the U.S. market for tele-recorded programmes and went on to say; "The significance of the international market for television films should not be underestimated. In the U.K. alone the audiences for peak-time programmes over the ITV network regularly top 10 million and are still on the increase. The international market may well become of equal importance to that of the United States itself."

31. It is, we believe, a vital necessity that Ireland should be enabled to enter this market independently of other countries; to do so she must produce programmes of a high standard and with some special stamp of distinction. A memorandum submitted by the Irish Film Society for the consideration of the Commission, alluding to the necessity of high standards says "the observance of these standards will enable Irish television broadcasters to produce a commodity which will be a
distinctive national product, capable, in cases where broadcasts are made by the use of filmed material, of becoming a valuable export."

Dependence upon imported programmes for a large part of our programme material would pre-empt our entry into the world market and would retard our chances of assisting the rapid development of an Irish film industry.

We can do neither unless we are assured of adequate financial resources. An annual programme budget for 30 hours weekly at £800 per hour (less than half of the B.B.C. programme cost) would total £1,248,000.

The Post Office estimate of the programme and administration cost for a 30 hour week is £936,000 per annum, of which only about 4% is for administration. (Doc. Ev. No. 32)

An annual programme budget for the still more modest figure of £500 per hour would total £780,000 per annum.

On the estimates given in chapter III of the Majority Report it is clear that the revenue to be expected from advertising alone (£350,000 p.a.) or from licences alone (£330,000 p.a.) in the third year or from both combined (£680,000 p.a.) would be quite insufficient to permit programme costs of this order, to which other running costs of at least £300,000 per annum must be added.

The deficiency would not be made up by raising the television licence fee, unless it was raised to a prohibitive figure. The evidence suggests that any figure over £3 p.a. would probably have a deterrent effect on sales of television receivers. In the U.K. a combined
television and radio licence fee costs £1. (B.B.C. Handbook 1958, Page 212). Nor is the deficiency likely to be made up by an expansion of television advertising in the foreseeable future.

35. The only other source of revenue suggested to the Commission for the financing of high quality television programmes, which would enable an Irish television service to meet strong competition, was International Commercial Sound Broadcasting (I.C.S.B.)

36. This was brought to the notice of the Commission because two of the original proposals submitted to it concerned I.C.S.B. in such a manner as to bear directly on the question of an Irish television service. Other proposals bore indirectly on this matter at some stage of their presentation.

Apart from such considerations, we were extremely impressed by the independent testimony of four very important Irish bodies concerned with international markets, Aer Lingus, Bórd Fáilte, Coras Trachtála Teoranta and Hospitals Trust, as to the advantages to the national economy of international commercial sound broadcasting.

37. It is our considered opinion, based upon the evidence submitted to us, that there is a reasonable prospect of securing the revenue necessary to the adequate programming of an Irish television service from I.C.S.B.; that this revenue might be of an order sufficient not only to achieve this purpose but also to provide considerable profits to the Government; and that substantial foreign investment should be available, if necessary, to finance this project without cost to the State.
Our terms of reference lay upon us the duty of making recommendations upon any relevant matters to which we deem it advisable to draw attention. Therefore we considered it advisable to examine the possibility of financing Irish television by I.C.S.B. both in connection with such proposals and divorced from them. It was also our opinion that its investigation would affect our recommendations under our terms of reference (2) and (6). We disagree with the omission from the Majority Report (in particular from Chapter III) of any serious consideration of this possibility.

From other evidence submitted to the Commission we are satisfied that we should recommend that this matter be further investigated by the Government. A method of testing the feasibility and the permissibility with regard to the international regulations of international commercial sound broadcasting from Ireland is suggested in the confidential part of this Minority Report. We recommend that this method be adopted by the Government.

We reiterate our view of the chief problem concerning an Irish television commercial service. It is how an Irish television service can be both a national service and a commercial service which can maintain itself against strong competition.

National considerations demand, in our opinion, that the programming of the service, from its inception shall be in the hands of Irish nationals.
Competitive commercial considerations demand that the group operating a television service shall be assured of sufficient revenue to produce programmes using mainly Irish talent and of the highest quality, so that the end-product is worthy of Ireland and serves her interests, whether national or international, to the maximum extent.

If the testing of the possibilities of I.C.S.B. which we have recommended proves successful, the Government would be in a position to work out some arrangement by which a fully Irish group could be enabled by the revenue derivable from it to operate the television service on a successful competitive basis.

If the testing proves unsuccessful, the position is no worse than before, but at least the Government cannot be accused of neglecting the full investigation of possibilities which affect the vital interests of an Irish television service and of the country.

Our recommendations, based upon the preceding arguments set out in this Minority Report are:-

(a) that the concession for an Irish television service should be awarded to a wholly Irish contracting group free of any connection with competing British commercial television interests.
(b) that international commercial sound broadcasting from Ireland, if proved technically feasible and permissible in accordance with the international regulations, be seriously considered by the Government as a potential source of revenue for the financing of high-quality Irish television programmes, capable of competing successfully with B.B.C. and I.T.V. television programmes.

(c) that the method of testing referred to in section 39 of this Minority Report be adopted.

Signed: Eoghan Ó hAodha
Síle Mí Chinnéide
Michael Gibbons
Roger McHugh

8. V. '59
Alphabetical list of persons or organisations, other than Proposers, who submitted written (supplemented by oral) evidence

Aer Rianta, Aer Lingus, Aerlínte Éireann (Messrs. J. F. Dempsey and G. C. Draper)

Association of Advertisers in Ireland, Ltd. (Messrs. W. F. Cavanagh, A. Price and G. C. Draper)

Bord Fáilte (Messrs. T. J. O'Driscoll and N. Sheridan)


Comrádha na Gaedhilge, An Comhchaidreamh, Comhdháil Náisiúnta na Gaeilge (T. Ó Muircheartaigh, E. De Blaghd, T. Ó Floinn)

Córas Tráchtála Teoranta (Messrs. W. H. Walsh and M. J. Killeen)

Department of Posts and Telegraphs (Messrs. L. Ó Brion, M. Gorham, M. Doherty and J. O'Keeffe)

Electricity Supply Board (Mr. P. J. Corr)

Mr. P. J. Ennis, Connaught House, 53 Pembroke Road, Dublin

Hospitals' Trust (1940) Ltd. (Capt. Spencer Freeman)

Irish Actors' Equity Association (Mr. N. Lynch)

Irish Association of Advertising Agencies (Messrs. L. Mahon and D. B. O'Kennedy)

Irish Federation of Musicians (Messrs. W. Gerrard and P. J. Malone)

Irish Music Association (Dr. A. J. Potter and Mrs. O. Smith)

A. C. Nielsen Co. Ltd. (Mr. W. V. Kingston)

Mr. M. J. O'Connor, "Claremont", 5 St. Catherine's Park, Glenageary, Co. Dublin

Mr. W. P. O'Donoghue (Marketing and Research Ltd., etc.)

Theatre and Cinema Association (Ireland) (Messrs. W. Bergin, J. Brennan, E. A. Grace, M. Casey and P. Rackow)

Wireless Broadcasting Panel, Staff Side (Messrs. D. Meehan, C. McCarthy, T. Murphy, P. R. Geoghegan and T. Hardiman).
Alphabetical list of persons or organisations who submitted written but not oral evidence

Arts Council

J. & K. Barry, Mallow

Cumann na Meán-Mháinteoirí, 33 South Frederick St., Dublin

Mr. E. Green, D.Sn., "Greentops", Foxrock, Co. Dublin

Capt. T.C. Maher, "Garra na Gréine", Ballinderry, Mullingar

Miss M.M. McDonnell, 7 Charles St., Barnsley, Yorkshire

Miss M. McGeethin, 5 Wellington Road, Ballsbridge, Dublin

Mothers' Union, Ireland

Mr. C.W. Scott, Director of Lighting, Tyne Tees Television Ltd., Television Centre, City Road, Newcastle-on-Tyne.