

**STANDING COMMITTEE  
ON COMMUNICATIONS  
(1996-97)**

**ELEVENTH LOK SABHA**

**MINISTRY OF INFORMATION  
AND BROADCASTING**

*[Action Taken by Government on the Recommendations contained  
in the Third Report (Eleventh Lok Sabha) of Standing Committee  
on Communications on Demands for Grants (1996-97)]*

**EIGHTH REPORT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

*March, 1997/Phalguna, 1918 (Saka)*

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(ELEVENTH LOK SABHA)

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*Presented to Lok Sabha on 10.3.97  
Laid in Rajya Sabha on 10.3.97*



LOK SABHA SECRETARIAT  
NEW DELHI

*March, 1997/Phalguna, 1918 (Saka)*

C.O.C. No. 08

Price : Rs. 16.00

ANUWAKHAT JALARI  
Rajya Govt. Secretariat  
And No. 96682 (2)  
Date 17.3.97

LC  
328.3657R  
N6.8;1

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Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Eighth Edition) and Printed by Jainco Art India, 13/10, W.E.A., Saraswati Marg, Karol Bagh, New Delhi-110005.

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COMPOSITION OF STANDING COMMITTEE ON  
COMMUNICATIONS (1996-97)

Shri Somnath Chatterjee — *Chairman*

MEMBERS

*Lok Sabha*

2. Shri K.L. Sharma
3. Shri Harin Pathak
4. Dr. S.N. Jatiya
5. Prof. Rasa Singh Rawat
6. Smt. Sheela Gautam
7. Smt. Bhavna Chikhalia
8. Shri Mahesh Kanodia
9. Shri Pankaj Chaudhary
10. Shri Harpal Singh Sathi
11. Shri Tarachand Bhagora
12. Shri Th. Choaba Singh
13. Shri Girdhar Gamango
14. Smt. Sukhbuns Kaur
15. Shri Somjibhai Damor
16. Shri Mrutyunjaya Nayak
17. Shri Mohanbhai Delkar
18. Shri Thomas Hansda
- \*19. Shri Neil Aloysius O' Brien
20. Shri Dinesh Chandra Yadav
21. Shri T. Veera Bhadram
22. Shri R. Devadas

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\* Appointed as Member w.e.f. 26.2.1997 in place of Shri M.P. Veerendra Kumar, who ceased to be Member of the Committee on his appointment as Minister w.e.f. 19 February, 1997.

23. Dr. Shafiqur Rehman Barq
24. Shri V.P. Shanmuga Sundram
25. Shri Kothapalli Subbarayudu
26. Shrimati Geeta Mukherjee
27. Shri Budh Sen Patel
28. Shri Keshab Mahanta
29. Shri Joachim Baxla
30. Shri Churchill Alemao

*Rajya Sabha*

31. Shrimati Veena Verma
32. Shri Iqbal Singh
33. Shri S.S. Ahluwalia
34. Shri Ahmed Patel
35. Shrimati Jayanthi Natarajan
36. Shri Govindram Miri
37. Shri O. Rajagopal
38. Shri Shatrughan Prasad Sinha
39. Shri Narendra Pradhan
40. Dr. Ramendra Kumar Yadav Ravi
41. Shri Md. Salim
42. Shri S. Austin
43. Shri Ish Dutt Yadav
44. Shri Satish Pradhan
- \*45. Vacant

SECRETARIAT

Shri A.K. Pandey	—	<i>Additional Secretary</i>
Shri J.P. Ratnesh	—	<i>Joint Secretary</i>
Shri Ram Autar Ram	—	<i>Director</i>
Shri S.K. Sharma	—	<i>Deputy Secretary</i>

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\* Vacancy caused due to retirement of Shri R.K. Karanjia from Rajya Sabha w.e.f. 10 January, 1997.

## INTRODUCTION

I, the Chairman, Standing Committee on Communications (1996-97) having been authorised by the Committee to submit the Report on its behalf, present this Eighth Report, on Action Taken by Government on the recommendations contained in the Third Report of the Standing Committee on Communications (Eleventh Lok Sabha) on Demands for Grants (1996-97) relating to Ministry of Information and Broadcasting.

2. The Third Report was presented to Lok Sabha on 2 September, 1996 and was also laid in Rajya Sabha the same day. The Government furnished replies indicating Action Taken on the recommendations contained in the Report on 31 December, 1996.

3. The Eighth Report was considered and adopted by the Committee on 27 February, 1997.

4. An analysis of Action Taken by Government on the recommendations contained in the Third Report of the Standing Committee on Communications (Eleventh Lok Sabha) is given in Appendix-II.

NEW DELHI;  
February 27, 1997  
Phalgun 5, 1918 (Saka)

SOMNATH CHATTERJEE,  
Chairman,  
Standing Committee on Communications.

## CHAPTER I

### REPORT

This report of the Standing Committee on Communications deals with the action taken by Government on the Recommendations contained in its Third Report (Eleventh Lok Sabha) on Demands for Grants (1996-97) relating Ministry of Information and Broadcasting.

2. The Third Report of the Committee was presented to Lok Sabha on 3 September, 1996 and laid on the Table of Rajya Sabha the same day. It contained 21 observations/recommendations.

3. Action taken notes in respect of all the 21 observations/recommendations contained in the Report have been received and have been categorised as under :

- (i) Recommendations/observations which have been accepted by the Government.

Sl. Nos. Para Nos. 1(12), 4(23), 6(31), 7(32), 8(34), 9(38), 13(60), 14(61), 17(64), 19(73), 21(77).

Total - 11

#### Chapter II

- (ii) Recommendations/observations which the committee does not desire to pursue in view of the reply of the Government.

Sl. No. Para Nos. 2(13), 3(16), 5(26), 10(39), 11(43), 12(59), 15(62), 16(63), 18(72), 20(74)

Total - 10

#### Chapter III

- (iii) Recommendations/observations in respect of which replies of Government have not been accepted by the Committee and which require reiteration.

-NIL-

#### Chapter IV



- (iv) Recommendations/observations in respect of which replies are of interim nature.

NIL

## Chapter V

4. The Committee will now deal with action taken by government on some of its recommendations.

### Unrealistic estimates of resource generation

#### Recommendation Sl. No. 2 (Para No. 13)

5. The Committee in its Third Report had pointed out that aggregate outlay allocated during the period 1992-97 was Rs. 2394.14 crores against the 8th plan approved outlay of Rs. 3672.42 crores which constituted only 66 percent of the approved outlay. The aggregate expenditure upto 31 March, 1996 had been Rs. 1545.29 crores. The Committee thus apprehended that Budget outlay of Rs. 1937.25 crores for the year 1996-97 (both Plan and Non-Plan) would remain unattainable and in turn, adversely affect achievement of physical targets. The Committee had desired that in future realistic estimates of resource generation should be made in consonance with the prevailing realities.

6. The Ministry of Information and Broadcasting in its action taken note has stated that the Ministry only projects Annual Plan and Non-Plan requirements before the beginning of the financial year. However, the Annual Plan outlays are approved by the Planning Commission and the Non-Plan outlays by the Ministry of Finance. The total of Annual Plan (1992-93 to 1996-97) allocations work out to Rs. 2397.80 crore, and their utilisation (including anticipated expenditure for 1996-97) to Rs. 2078.29 crore. It is stated that viewed against the Annual Plan allocations and their utilisation, there is only a shortfall of 13.3% in financial terms. The shortfall in physical terms is stated to be on account of delays in acquisition of suitable land for the projects; slow progress of civil works; delays in supply of equipment; delays in sanction of projects; delay in sanctioning of creation of posts by competent authority. It is further added that the progress in implementation of all the projects is monitored by the respective Media Heads and of the important ones by the Ministry.

7. The Committee considers shortfall of 13.3 per cent in financial terms in utilisation of Annual Plan allocations quite substantial. Viewed against the lower allocation of Rs. 2397.80 crores vis-a-vis the projected outlay of Rs. 3672.42 crores, the shortfall becomes a matter of concern, which unfortunately, it seems, is not shared by the Department. The Committee will like to be apprised of the specific constraints experienced in fuller utilisation of budgetary allocations, the schemes which suffered and the remedial steps taken to avoid such recurrences in future. The reasons for shortfall in physical terms such as delays in acquisition of suitable land for projects; slow progress of civil works; delays in supply of equipment; delay in sanctioning of the projects and creation of posts by competent authorities are the factors which can be expedited to certain extent with effective monitoring, follow up action and coordinated efforts. The Committee expects that suitable steps will be devised to streamline the procedure in this regard.

#### **Budget allocation for display/classified Advertisements**

##### **Recommendation Sl. No. 4 (Para No. 23)**

8. The Committee in its earlier Report had observed that proposed Budgetary allocation for display/classified advertisements had been reduced to Rs. 17.09 crores in 1996-97 against Rs. 24.53 crores in 1995-96. The representative of the Ministry shared the Committee's apprehensions that it would lead to reduction in total quantum of advertisements. The Committee felt that reduced allocations would drastically curtail activities of DAVP and the desired objective would not be fulfilled. In this context, the Committee had desired that other government agencies engaged in social sector, rural development, agriculture, health and welfare etc. which have sufficient funds earmarked for advertising be approached to have a coordinated action in regard to giving publicity in such important spheres.

9. In its action taken notes, Ministry of Information and Broadcasting had clarified that though an amount of Rs. 24.53 crore was approved in 1995-96 under Non-Plan for display/classified advertisements, it included Rs. 7.44 crore, which was provided for clearing previous year's arrears. The amount provided in the Budget for publicity for 1995-96 was only 17.09 crore, which is same as for the year 1996-97. It is stated that the provision is only for non-paying Deptts./Ministries. The Ministries which pay for the Advts. to be

released by DAVP will place their Budget at the disposal of DAVP. Thus, there may not be any reduction in the quantum of Advts. to be released by DAVP. The Ministry has further stated that so far as the coordinated action with other Govt. agencies engaged in social sector, rural development etc. for giving publicity is concerned, the former Minister of Information and Broadcasting had taken a meeting with the representatives of various Ministries and Departments in October, 1995 wherein the need to augment the resources for publicity efforts was discussed. Subsequently, in February 1996, the then Minister of Information and Broadcasting had written to various Union Ministers suggesting that the cost of publicity should be built in each and every scheme and project and a small percentage of the total project cost should be earmarked for the purpose of publicity and dissemination of information. It has been stated that the matter will be taken again with concerned Ministries.

10. The Committee finds a glaring case of contradiction in the assumptions of the Ministry of Information and Broadcasting. Earlier, its representatives had shared Committee's apprehensions that there would be reduction in the total quantum of advertisements owing to reduction in Budgetary allocations from Rs. 24.53 crores in 1995-96 to Rs. 17.09 crores in 1996-97 under non-plan expenditure on display/classified advertisements. However, in the action taken note, while explaining that Rs. 7.44 crores were provided in 1995-96 estimates for clearing previous years arrears, the Ministry has stated that there may not be any reduction in the quantum of advertisements to be released by DAVP as the amount provided in the year 1996-97 has been the same as in the year 1995-96. The Committee desires the Ministry to reconcile the two statements.

11. Further the Committee feels that with the same allocations of Rs. 17.09 crores in 1996-97 as in the year 1995-96, the quantum of advertisements is bound to be less if there has been any revision of advertisement rates during the year in view of the inflationary pressure. The Committee desires the Ministry to clarify the position.

12. The Committee will also like to apprise of the final outcome of the deliberations going on with other Ministries/Departments for coordinated action in regard to giving publicity.

## **Delay in completion of Feature Films**

### **Recommendation Sl. No. 6 (Para No. 31)**

13. The Committee in its earlier Report had expressed its concern at the fact that the target to produce 60 feature films in 10 mm specially meant for rural audience and development of 16mm technology would suffer a serious shortfall. The Committee had observed that the shortfall was due to non-completion of assignments given to independent producers and in-house Directors. The Committee was not convinced by the reasoning that the production of feature films, documentaries being a creative activity, an element of flexibility in regard to time schedule for completion, was unavoidable and that it could not exert pressure on these professionals. The Committee had desired the Films Division to analyse the reasons in depth which are causing delays in completion of feature films.

14. The Ministry has submitted in its action taken note that the observations of the Committee have been noted. During 1996-97, the Division proposes to complete the target of 12 featurettes. It has informed that a Committee to review the functioning of Films Division has been constituted under the Chairmanship of Shri Shyam Benegal, a noted film personality and the Films Division will also place the observations of the Standing Committee before the Shyam Benegal Committee for suggesting remedial measures.

15. The Committee would like the Films Division to place its suggestions before the Committee set up under the Chairmanship of Shri Shyam Benegal as early as possible. The Committee will like to be apprised of the measures suggested by the Shyam Benegal Committee to avoid delay in completion of Feature Films.

## **Utilisation of transmitters**

### **Recommendation Sl. No. 14 (Para No. 61)**

16. The Committee in its Third Report had noted that no study was undertaken by Doordarshan to gauge the extent of utilisation of the transmitters. The Committee had desired that an exercise should be done to evaluate the extent of utilisation of the commissioned transmitters which the Committee opined would go a long way to improve effective functioning of the transmitters.

17. The Ministry of Information and Broadcasting in its action taken note has stated that the transmitters for which full complement

of staff (22 posts at HPTs and 12 posts at LPTs) has been sanctioned can relay full transmission. Most of the transmitters which have been commissioned without staff sanction/with limited sanction relay evening transmission for about 7-8 hours per day (about 38% of total duration of transmission) as the skeleton staff drawn from other Centres can not be deployed in 3 shifts. It is further stated that the Ministry has decided to set up an Internal Committee to examine the extent of utilisation of the existing TV transmitters in the country.

**18. The Committee would like the Ministry to expedite setting up of Internal Committee to examine the extent of utilisation of the existing TV transmitters in the country. They would also like to be apprised of the findings of the Internal Committee.**

## **CHAPTER II**

### **RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT**

#### **Recommendation Sl. No. 1 (Para 12)**

The Committee note that the 8th Plan outlay of the Ministry of Information & Broadcasting approved by Planning Commission is Rs. 3672.42 crores sectoral allocations being Rs. 1134.95 crores for All India Radio (AIR), Rs. 2300 crores for Doordarshan, Rs. 149.79 crores for Films and Rs. 87.69 crores for Information media. However, the Committee find that aggregate outlay of annual plans (1992-97) has been Rs. 2394.14 crores (Rs. 834.42 crores on AIR, Rs. 1345.32 crores on Doordarshan, Rs. 152.66 crores on films and Rs. 61.74 crores on Information Media). The Committee has been informed that Plan outlays of Rs. 3672.42 crores is based on the premise that plan schemes would be funded to the extent of Rs. 3217 crores through internal generation of resources (IEBR) by AIR, Doordarshan and National Film Development Corporation, budgetary resources provided are merely Rs. 455.42 crores. The Ministry had informed Planning Commission in May, 1992 itself that target of Rs. 3217 crores was unattainable. The resource generation of that time by electronic media i.e. AIR and Doordarshan was only Rs. 347 crores. As the Budget support component was not enhanced, the approved plan outlay remained unrealistic. In fact the internal generation of resources is likely to be Rs. 1803 crores against the target of Rs. 3217 crores. As the physical targets of the Plan were related to the imaginary outlay of Rs. 3672.42 crores the targets are not attainable. It speaks poorly of the Planning process. In fact it is negation of Planning as the targets laid down are unrealistic.

#### **Action Taken by Government**

The 8th Plan outlay in respect of this Ministry was approved/ fixed by the Planning Commission. In that process Planning Commission had also fixed targets with regard to the availability of internal resources and budgetary support component. Based on the premise that the Plan scheme would be funded to the extent of Rs. 3217.00 crore through internal generation of resources and Rs. 455.42 crore to be provided through budgetary support, the 8th Plan outlay

of Rs. 3672.42 crore was fixed for this Ministry. However, the actual realisation on account of internal generation of resources is much less than the projected one. As against the target of Rs. 3217.00 crore for internal generation of resources, the actual amount at the close of the 8th Plan would be Rs. 1767.62 crore. The actual budgetary support, however, would be to the extent of Rs. 306.87 crore. The actual Plan allocations for the 8th Plan on the basis of Annual Plans 1992-93 to 1996-97 outlays workout to Rs. 2391.80 crore. Thus, the amounts/outlays projected at the time of formulation of 8th Plan proposals were not made available in actual terms. This Ministry had in May, 1992, made a request to the Planning Commission to enhance the budget support so that the Plan outlays at the approved level would be maintained. As the budget support component for the 8th Plan outlay was not enhanced, the Plan outlay approved for this Ministry remained unrealistic. With a view to avoid such a situation in future the recommendation has been brought to the notice of the Planning Commission also for suitable action.

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A dtd.  
31.12.1996]

#### **Recommendation (Sl. No. 4, Para 23)**

The Budgetary provision for Directorate of Advertising and Visual Publicity *inter-alia* includes expenditure on publicity activities such as exhibitions, display/classified advertisements, advertising on Radio/TV, printed publicity and outdoor publicity. The Committee observe that proposed Budgetary allocation for display/classified advertisement has been reduced to Rs. 17.09 crores in 1996-97 against Rs. 24.53 crore in 1995-96. The representative of the Ministry candidly admitted that there will be reduction in total quantum of advertisements. The Committee are of the view that reduced allocations would drastically curtail activities of DAVP and the desired objective will not be fulfilled. In this context, the Committee note that other Government agencies engaged in social sector, rural development, agriculture, health and welfare etc. have sufficient funds. The Committee, therefore, desire that these agencies may be approached upon to have a coordinated action in regard to giving publicity in such important spheres.

#### **Action Taken by Government**

It is true that the allocated budget in SBG for 1996-97 is Rs. 17.09 crore under Non-Plan for display/classified advertisements in respect of non-paying Departments. But, the fact is that there is no reduction of allocation over the previous year. Though an amount of Rs. 24.53

crore was approved in 1995-96 under Non-Plan for display/classified advertisements, it included Rs. 7.44 crore, which was provided for clearing previous year's arrears. The amount provided in the Budget for publicity for 1995-96 was only Rs. 17.09 crore, which is same as for the year 1996-97. The provision is only for non-paying Deptts./Ministries. The Ministries which pay for the Advts. to be released by DAVP will place their budget at the disposal of DAVP. Thus, there may not be any reduction in the quantum of Advts. to be released by DAVP.

As for the Committee's recommendation to have coordinated action with other Government agencies engaged in social sector, rural development, etc. for giving publicity, it is stated that the former MIB had taken a meeting with the representatives of various Ministries and Departments in October, 1995 wherein the need to augment the resources for publicity efforts was discussed. Subsequently, in February, 1996, the then MIB had written to various Union Ministers suggesting that the cost of publicity should be built in each and every scheme and project and a small percentage of the total project costs should be earmarked for the purpose of publicity and dissemination of information. The matter will be taken up again with concerned Ministries.

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A dtd.  
31.12.1996]

### **Comments of the Committee**

(Please see Para No. 10, Chapter-I)

### **Recommendation (Sl. No. 6, Para 31)**

The Committee are concerned to note that the target of the Films Division to produce 60 feature films in 10mm specially meant for rural audience and development of 16mm technology would suffer a serious shortfall. The Committee observe that the shortfall was due to non-completion of assignments given to independent producers and in house Directors. The reasons given for delays that the production of feature films documentaries being a creative activity, an element of flexibility in regard to time schedule for completion, is unavoidable and therefore it could not exert pressure on these professionals, is hardly convincing. The Committee have been informed that even if all the 18 films which are under production and the target of 12 films for 1996-97 are accomplished, the achievements would be 90 percent. However, the Committee feel that in the light of past performance



during the last 2 years where only 6 films have been completed each year, it is a tall claim which is not likely to be achieved. The Committee fail to understand as to why these factors were not kept in mind while fixing the targets. Had that been done earlier, production shortfall would not have been so high. The Committee will like the Films Division to analyse the reasons in depth which are causing delay in completion of feature films.

### **Action Taken by Government**

The observations of the Standing Committee have been noted. During 1996-97, the Division proposes to complete the target of 12 featurettes. In the meantime, a Committee to review the functioning of Films Division has been constituted under the Chairmanship of Shri Shyam Benegal, a noted film personality. Films Division will also place the observations of the Standing Committee before the Shyam Benegal Committee for suggesting remedial measures.

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A dtd.  
31.12.1996]

### **Comments of the Committee**

(Pl. see Para No. 15 of Chapter-I)

### **Recommendation (Sl. No. 7, Para 32)**

The Committee also note that a Committee has been set up to look into various aspects of working of Films Division including the time aspect of completion of a film. The Committee desire that the aforesaid Committee should undertake thorough review of the working of Films Division so as to identify the causes for shortcomings. They further recommend that the cumbersome production procedures being currently followed be done away with. The coordination between Films Division, outside producers and the Department/Ministry also need to be made more effective.

### **Action Taken by Government**

The views of the Committee have been noted and will be placed before the Committee headed by Shri Shyam Benegal.

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A dtd.  
31.12.1996]

### **Recommendation (Sl. No. 8, Para 34)**

The Committee observe that as against the Budget Estimate of Rs. 1 lakh during the last two years, Rs. 0.08 lakh during 1994-95 and Rs. 0.034 lakh during 1995-96 could be spent on professional training and orientation courses for important training to technical and non-technical officers and staff of Films Division. The reasons for the shortfall in expenditure is stated to be less number of staff deputed for training due to non-availability of suitable training programmes. The Committee find the reasoning quite unconvincing. They are of the view that some tie-up should be made well in advance with the training institutions for conducting the training and orientation courses as per the specific requirements of Films Division.

### **Action Taken by Government**

The views of the Committee have been noted for compliance. The Films Division has been instructed to take necessary steps to avoid shortfall in expenditure on training.

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A dtd. 31.12.1996]

### **Recommendation (Sl. No. 9, Para 38)**

The Committee find that as against the outlay of Rs. 100 lakhs provided in the Budget Estimates of 1995-96 for setting up of Mini-Media Centres (MMCs) at Rural Branch offices of the Press Information Bureau, a meagre amount of Rs. 0.50 lakhs has been spent. The reason for the shortfall in expenditure is stated to be non-approval of the scheme by Standing Finance Committee as scope of the scheme as formulated had undergone a considerable change from what was envisaged in the 8th Five Year Plan. It is disturbing to note that schemes which were not duly approved were allocated as high as Rs. 1 crore in Budget for 1995-96 knowing fully well that the scheme did not have the necessary approval and that the proposed amount was not likely to be expended. The Committee find this situation highly deplorable. The Committee hope that in future utmost care will be taken by the Ministry to see and ensure that the outlay provided for a scheme is fully utilised.

### **Action Taken by Government**

Observations of the Committee have been noted for future guidance.

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A dtd. 31.12.1996]

### **Recommendation (SI No. 13, Para 60)**

The Committee further note that as on 31.3.1996, 37 LPTs and 31 VLPTs which are technically ready are waiting commissioning. Moreover at present 9 HPTs and 139 LPTs that have been commissioned are not functioning to the desired level as only skeleton staff transferred from other stations has been deployed. Consequently there has been under-utilisation and the people in those areas are denied the intended services. The reason for non-commissioning of these transmitters is stated to be shortage of staff which has not been sanctioned by the Ministry of Finance even after the technical completion of project. It is unfortunate that the intended benefits to the society for the project completed at enormous costs have been denied. The Committee regret this state of affair. The Committee desire that the procedure in this regard should be streamlined to ensure that staff posting is synchronised with the Commissioning of project that have been built at high cost to the nation. The valuable assets should not be allowed to remain idle denying the returns to the society.

### **Action Taken by Government**

It has been desired by the Standing Committee on Communications to ensure that staff postings are synchronised with the commissioning of projects. At present, the powers to create posts in all the Groups vest with the Ministry of Finance. The proposals for the sanction of staff are sent by this Ministry to the Ministry of Finance before completion of the projects so that these could be commissioned to service immediately after completion.

It may be stated in this connection that as early as June, 1994 this Ministry had taken up with the Ministry of Finance the matter of creation of posts for various approved plan schemes of All India Radio and Doordarshan and proposed to create 3798 and 4706 posts (in all the Grades) for All India Radio and Doordarshan respectively. However, the Ministry of Finance had advised this Ministry in July, 1994 to first implement 10% cut in the existing staff strength. The exercise to achieve 10% was subsequently carried out in the Ministry and the Ministry of Finance was accordingly apprised in April, 1995. This Ministry had been pursuing with the Ministry of Finance expeditious creation of posts. It finally decided to propose creation of 2229 posts in the first phase for Doordarshan and AIR projects. Subsequently, Ministry of Finance agreed, in principal, to the creation of 800 posts (160 in AIR and 640 in Doordarshan), to begin with, on the basis of *ad-hoc* reduction from proposed/recommended levels for different projects. The specific

approval project-wise continues to be obtained from the Ministry of Finance for the creation of 800 posts. Subsequently, it was decided by the Ministry that the Ministry of Finance be requested to approved the posts for all the projects which were completed upto 31.3.1996. A fresh list of completed projects of All India Radio and Doordarshan was accordingly prepared and sent to the Ministry of Finance in August, 1996, a copy of which is enclosed as Annexure, As per this list, the number of posts proposed is 2157, which is the absolute minimum requirement for operationalising the projects which are ready for commissioning in all respects. The latest position of sanction of staff against these projects is also indicated.

It is proposed to take up the matter with the Ministry of Finance for sanction of staff as per SIU/existing norms alongwith the EFC/ SFC sanction for the projects as final and binding on the Government so that action could be taken for recruitment/placement of staff along with commissioning of the projects.

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A dtd.  
31.12.1996]

#### ANNEXURE

#### TV PROJECTS COMPLETED

State/U.T.		Projects	Position of Staff Sanction
Andhra Pradesh	HPT	Kurnool	Not sanctioned
	LPTs	Beliampally	5 posts sanctioned
		Pedanandipadu	Not sanctioned
		Kadiri	-do-
		Markapur	5 posts sanctioned
Arunachal Pradesh	VLPTs :	Kalaktang	Unmanned installation
		Chayanotaio	-do-
		Yomcha	-do-
Bihar	LPTs	Phoolpares	5 posts sanctioned
		Noamundy	-do-
Gujarat	LPTs	Amod	-do-
		Deesa	-do-
		Mangral (Surat)	-do-
		Morbi	12 posts sanctioned
Goa	LPT	Panaji (DD-II)	Not sanctioned
Haryana	LPT :	Rohtak	-do-

State/U.T.		Projects	Position of Staff Sanction
Himachal Pradesh	VLPT	Jhalma	Unmanned installation
Jammu & Kashmir	LPT	Rajouri	Not sanctioned
Karnataka	LPTs	Hardanahalli	5 posts sanctioned
		Sagar	-do-
		Gokak	Not sanctioned
		Basava Kalyan	5 posts sanctioned
Kerala	LPT	Thodupuza	Not sanctioned
Madhya Pradesh	LPTs	Gaderwara	-do-
		Sakti	-do-
		Kelaras	5 posts sanctioned
		Narayanpur	Not sanctioned
	VLPTs	Diamond Mining Project	Unmanned installation
Maharashtra	LPTs	Shirpur	5 posts sanctioned
		Shandur	Not sanctioned
		Sironcha	-do-
		Aheri	-do-
		Nayapur	-do-
	VLPTs	Badiapur	Unmanned installation
		Bhokar	-do-
Manipur	VLPT	Moreh	-do-
Nagaland	HPT	Mokakchung	22 posts sanctioned
Rajasthan	HPTs	Jaisalmar	9 posts sanctioned
		Barmer (interim)	Not sanctioned
	LPTs	Nohar	5 posts sanctioned
		Mt. Abu	-do-
		Pratapgarh	-do-
		Karauli	-do-
		Nimaj	-do-
		Rajgarh	-do-
		Bari-sadri	Not sanctioned
		Shahpura	5 posts sanctioned
	VLPTs	Neem ka Thana	Unmanned installation
		Gangapur	-do-
Orissa	LPTs	Sohela	Not sanctioned
		Kabisuryanagar	-do-
	VLPTs	T. Rampur	Unmanned installation
		Badabarbil	-do-

State/U.T.		Projects	Position of Staff Sanction
Tamilnadu	LPTs	Pattukottai Attur Shankarankovil	Not sanctioned 5 posts sanctioned -do-
Tripura	VLPT	Dharmanagar	Unmanned installation
Uttar Pradesh	LPTs	Ganj Dundwara Kasganj Naugarh Auraiya New Tehri Mahoba Athdama Nanpara Nainidanda	Not sanctioned 5 posts sanctioned Not sanctioned -do- -do- -do- -do- 5 posts sanctioned Not sanctioned
	VLPTs	Chaukhatia Pratap Nagar	Unmanned installation -do-
West Bengal	LPTs	Farakka Murshidabad (DD-II)	Not sanctioned -do-
Andaman & Nicobar Islands (U.T.)	LPT	Port Blair (DD-II)	-do-
	VLPT	Great Nicobar	Unmanned installation
Dadar & Nagar Haveli (U.T.)	LPT	Silvassa	5 posts sanctioned
Daman & Diu (U.T.)	LPT	Diu	Not sanctioned

**TOTAL NUMBER OF TRANSMITTERS—74 (HPTS—4, LPTS—54, VLPTS—16)**

Note : SIU NORMS : HPT — 22 posts, LPT — 12 posts.

#### **Recommendation (Sl. No. 14, Para 61)**

It is surprising to note that no study has been undertaken by Doordarshan to gauge the extent of utilisation of the transmitters. The Committee desire that an exercise should be done to evaluate the extent of utilisation of the commissioned transmitters which the Committee trust will go a long way to improve effective functioning of the transmitters.

### **Action Taken by Government**

The transmitters for which full complement of staff (22 posts at HPTs and 12 posts at LPTs) has been sanctioned can relay full transmission. Most of the transmitters which have been commissioned without staff sanction/with limited sanction relay evening transmission for about 7-8 hours per day (about 38% of total duration of transmission) as the skeletal staff drawn from other Centres can not be deployed in 3 shifts. However, as recommended by the Standing Committee on Communications, this Ministry has decided to set up an Internal Committee to examine the extent of utilisation of the existing TV transmitters in the country.

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A dt. 31.12.1996]

### **Comments of the Committee**

(Pl. *see* Para No. 18 of Chapter I)

### **Recommendation (Sl. No. 17, Para 64)**

The Committee note that certain equipments and TV cameras provided in some Doordarshan Kendras particularly at Bombay, Trivandrum, Calcutta and Madras have outlived their utility and have become obsolete. However, the Ministry have contended that studio equipments and cameras installed at all these places mentioned above have not become due for replacement. In this context the Committee will like to add that even though the life span of these equipments and cameras may not have expired, yet due to the technological advancement, cameras and other equipment of improved versions, which can give much better results have arrived. Therefore, technological obsolescence has set in the case of older generation equipment. These equipment and cameras therefore, need replacement. The Committee desire that these equipments might be examined technically and replaced as may be found necessary after such examination.

### **Action Taken by Government**

Schemes for replacement of studio equipment at major Doordarshan Kendras including Mumbai, Trivandrum, Calcutta and Madras and proposed for inclusion in IX Plan proposals. Recommendations of the Standing Committee on Communications have been noted and would be complied with while deciding the equipment which is to be replaced.

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A dt. 31.12.1996]

### **Recommendation (Sl. No. 19, Para 73)**

The Committee is concerned to note that out of the 15 studio projects that were to be commissioned in 1995-96 as many as 10 studio projects could not be completed for reasons such as non-availability of power supply, slow progress of civil works, shortage of labour and material etc. The Committee feel that with the timely steps taken at higher level and coordination with the other agencies completion work could have been expedited. The Committee trust that procedure in this regard will be streamlined and bottlenecks identified with a view to take prompt corrective action.

### **Action Taken by Government**

Steps have been taken to simplify the procedures and to strengthen the monitoring system. Modern techniques of PERT/CPM have been introduced to make the monitoring more effective.

Frequent visit to the project sites are being made to assess the progress and wherever bottlenecks are identified steps are taken to rectify them.

This Ministry has also constituted a High Powered Monitoring Committee under the Chairmanship of Secretary, Ministry of Information & Broadcasting which holds monthly meetings with the senior officers of the Directorate on the progress of various projects targetted for achievement during the current financial year. This has helped in identifying the problem areas and to find remedial measures. This procedure has helped a lot to achieve the set goals by coordinating with the State Governments in the areas like approach roads, power supply etc.

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A dt. 31.12.1996]

### **Recommendation (Sl. No. 21, Para 77)**

The Committee is of the view that the need to have a Perspective Plan for a vast Department like Information & Broadcasting can hardly be emphasised. The Committee note that, of late, Ministry has realised the need of perspective planning and have initiated some steps in this direction. Doordarshan and All India Radio — both have been advised to have an integrated approach in respect of their projects with a view to optimise benefits from the investments made. The Committee will like Ministry of Information & Broadcasting to direct their other



divisions also to initiate steps in this regard. They will also like to be apprised of the further progress made to formulate Perspective Plan.

### **Action Taken by Government**

The recommendations of the Committee regarding the need to have a Perspective Plan for this Ministry have been taken note of, while formulating the 9th Five Year Plan (1997—2002) and the Annual Plan (1997-98). It is also stated herewith that a sub-working group on the approach paper for the 9th Plan had been formed and discussions were held while formulating the proposals for the 9th Plan and the Annual Plan (1997-98) in respect of all Media Units including AIR and Doordarshan.

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A dt. 31.12.1996]

## **CHAPTER III**

### **RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE REPLIES OF GOVERNMENTS**

#### **Recommendation (Sl. No. 2, Para 13)**

The Committee find that aggregate outlay allocated during the period 1992-97 comes to Rs. 2394.14 crores against the 8th plan outlay of Rs. 3672.42 crores which constitute only 66 per cent of the approved outlay. The aggregate expenditure upto 31.3.1996 has been Rs. 1545.29 crores. Obviously the shortfall of Rs. 1278.28 crores *vis-a-vis* the plan outlay has been due to lesser mobilisation of internal resources. It is a matter of grave concern. In the light of these facts, the Committee apprehend that Budget outlay of Rs. 1937.25 crores for the year 1996-97 (both Plan and Non-Plan) will remain unattainable. It will, in turn, adversely affect achievement of physical targets also that have been set in. The project that are likely to suffer are in the critical areas like High Power Transmitters (HPTs), Studios, News Automation, Augmentation of Electronic News Gathering, Satellite service, special software schemes and staff quarters in the case of Doordarshan & Training, External services, Computerisation, upgradation of technology etc. in the case of AIR to mention a few. The Committee trust that in future realistic estimates of resource generation will be made in consonance with the prevailing realities.

#### **Action Taken by Government**

This Ministry only projects Annual Plan and Non-Plan requirements before the beginning of the financial year. However, the Annual Plan outlays are approved by the Planning Commission and the Non-Plan outlays by the Ministry of Finance. As already explained against Recommendation No. 1 (para 12) the total 8th Plan outlay of Rs. 3672.42 crore for I&B sector was not made available due to lesser realisation of internal resources. The total of Annual Plan (1992-93 to 1996-97) allocations work out to Rs. 2397.80 crore, and their utilisation (including anticipated expenditure for 1996-97) to Rs. 2078.29 crore. Viewed against the Annual Plan allocations and their utilisation, there is only a shortfall

of 13.3% in financial terms. The shortfall in physical terms is on account of delays in acquisition of suitable land for the projects; slow progress of civil works; delays in supply of equipment; delay in sanction of projects; delays in sanctioning of creation of posts by the competent authority. It may, however, be added that the progress in implementation of all the projects is monitored by the respective Media Heads and of the important ones by the Ministry. The progress of internal resource generation has, however, been satisfactory during the 8th Plan period, as given below :—

				(Rs. in crore)
Year				IEBR
1992-93	—	—	—	286.51
1993-94	—	—	—	285.62
1994-95	—	—	—	367.34
1995-96	—	—	—	396.15
1996-97	—	—	—	432.00

[Ref. Ministry of I&B's, O.M. No. G. 20016/3/96-B&A dt. 31.12.1996]

### Comments of the Committee

(Please see Para No. 7 of Chapter I)

### Recommendation (Sl. No. 3, Para 16)

The Committee note that proposed Plan outlay for 1996-97 (BE) is Rs. 533 crores against Rs. 496.61 crores in 1995-96 (RE) and the provisional expenditure of Rs. 487.07 crores. The outlay has been raised from Rs. 315.38 crores to Rs. 340.38 crores in the case of Doordarshan; Rs. 132 crores to Rs. 140 crores for Sound Broadcasting; Rs. 37.54 crores to Rs. 41.26 crores for Films Media, while in the case of Information Media it has decreased from Rs. 11.69 crores to Rs. 11.36 crores. Evidently, provisions made are more or less at the same level as in the previous year i.e. 1995-96 (RE) barring Doordarshan in which case there is an impressive increase of about 8 percent. If escalation in price level that has taken place during the past year is taken into consideration this year the increased outlay looks imaginary. In real terms it may be less than what was provided in the previous year. On

the other hand, important projects are being neglected due to inadequate resources.

### **Action Taken by Government**

The Annual Plan outlay for 1996-97 to the extent of Rs. 1116.47 crore (Information Media - Rs. 45.56 crore, Film Media - Rs. 59.68 crore and Broadcasting Sector - Rs. 1011.23 crore) in respect of the Ministry was projected. However, Planning Commission after completion of Annual Plan exercise on allocations for 1996-97 decided the Plan outlay of this Ministry to the extent of Rs. 533.00 crore. The net budgetary support was to the tune of Rs. 101.00 crore and internal generation of resources Rs. 432.00 crore.

2. The size of the budgetary support was the same as was in 1995-96 i.e. Rs. 101.00 crore. The increase in allocation to Doordarshan was only on account of increase in internal resources. The same was the case with the Film Wing (internal resources generation of NFDC).

3. It may be added that escalation in price level was not the sole criterion for fixing the Annual Plan outlay. Since one of the Media Units of the Information Media had completed its Plan Schemes in 1995-96, no provision was required during 1996-97 by that Media Unit. Therefore, there was a reduction in the Annual Plan (1996-97) outlay for the Information Media. Besides, constraint in resources and higher priority assigned to other sectors are also the reasons for decrease in outlay of Information Media.

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A dt. 31.12.1996]

### **Recommendation (Sl. No. 5, Para 26)**

The Committee take a serious note of the fact that budgetary allocations have been reduced on some of the sanctioned schemes with a view to divert resources to release grant to Assam Government under Assam Accord for development of Jyoti Chitraban Film Studio. Whatsoever may be the merits of the diversion of funds, the Committee do not approve this course of action. The correct course in this regard in Committee's view is to get adequate budgetary allocations made by mobilisation of resources instead of diverting funds allocated for other schemes. As the allocations made for Jyoti Chitraban Film Studio in Budget was Rs. 4.9 crores and the grants released were of the order of Rs. 6.00 crores, the Committee will like to be apprised of the details of diversion of funds from other schemes also.

### Action Taken by Government

The Plan allocation for each activity is reviewed having regard to the relative priorities at the Mid-term review stage each year. Accordingly, the requirements of various media units under Information and Film Sectors had been reviewed during October, 1995 and Rs. 153.00 lakh had been identified as savings out the Sanctioned Budget Grant 1995-96 of Rs. 2376.00 lakh under Revenue Section. The details of savings were as given below :—

						(Rs. in lakhs)
Media						Savings
C.B.F.C.	—	—	—	—	—	1.00
Films Division	—	—	—	—	—	23.35
N.F.A.I.	—	—	—	—	—	53.00
F.T.L., Calcutta	—	—	—	—	—	20.00
I.I.M.C.	—	—	—	—	—	9.59
D.A.V.P.	—	—	—	—	—	5.00
P.I.B.	—	—	—	—	—	12.92
D.F.P.	—	—	—	—	—	16.14
S. & D.D.	—	—	—	—	—	7.00
Publications Division	—	—	—	—	—	5.00
						Total : 153.00

Out of this Rs. 115.00 lakhs had been diverted to the scheme Development of Jyoti Chitraban Film Studio. Rs. 38.00 lakh was diverted to Directorate of Film Festivals. Thus, the Revised Estimates 1995-96 had been fixed as Rs. 2261.00 lakhs. (excluding the scheme Jyoti Chitraban Film Studio).

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A dt. 31.12.1996]

### Recommendation (Sl. No. 10, Para 39)

As many of the Divisions of the Ministry of Information and Broadcasting are performing the similar functions in publicity sector, an integrated approach can help to avoid duplication of efforts and would maximise utilisation of capabilities built at enormous costs.

### **Action Taken by Government**

Though the goals & objectives entrusted to the Media Units are to keep the people informed about Government's policies and programmes through the mass media, yet each Media Unit is unique in its functioning and caters to different segments of audiences. Press Information Bureau puts out information on Government policies, programmes and activities by a variety of means—press releases and features, Press conferences and conducted tours for coverage in National as well as Regional and local Press. Directorate of Advertising & Visual Publicity executes multimedia publicity campaigns through press advertising, other printed material, pamphlets for free distribution and posters, radio spots/jingles and TV spots, exhibitions and outdoor media on behalf of various Ministries and Departments etc. Directorate of Field Publicity uses the medium of interpersonal communication and communicates with people by way of organising film shows, photo displays, group discussions, debates, seminars etc. Publications Division publishes books for sale through emporia and other means, journals and other printed material in English, Hindi and regional languages on a wide variety of subjects primarily to broaden people's understanding of the country's history, geography, social structure and its linguistic pattern. Song & Drama Division adopts the resourceful/live entertainment media particularly the traditional and folk media for effective publicity of Government policies and programmes. Photo Division produces photographs which are used by the press, publications, displays, printed publicity and govt. agencies, Missions abroad, Autonomous Bodies and public at large. Thus each Media is doing a distinct job, unique in its own respect. Of late, this Ministry has been pursuing a Multi Media approach by way of converging of the distinct role played by each of them so as to optimise the effectiveness of a single or a group of similar messages (like for examples for Rural Development, Pulse Polio Campaign etc.). Thus each Media Unit performs differing functions, though the aim is publicity to the programmes of the Government, as a whole.

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A dt. 31.12.1996]

### **Recommendation (Sl. No. 11, Para 43)**

The Committee note that the total outlay provided for Publication Division for 1994-95, 1995-96, 1996-97 remained almost static. Keeping in view the escalation in input costs, they find such allocations to be quite unsatisfactory. The Committee apprehend that with these allocations Publication Division will not be able to achieve its objectives effectively.

### **Action Taken by Government**

Allocation of outlay for a particular organisation depends upon the overall outlay being allocated to the Ministry by Government of India. The outlay being provided to this Ministry has been allocated to various organisations, keeping in view the priorities and the normal activities being taken by the organisation has not suffered for want of funds. The S.B.G. 1995-96 is Rs. 666.63 lakhs. This was reviewed and an outlay of Rs. 680.15 lakh provided in the Revised Estimates 1996-97. Against this the Division was able to spend only Rs. 671.79 lakhs. As such, the allocation provided to the Publications Division found adequate to undertake its normal activities/functions. However, the observations of the committee has been noted.

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A dt. 31.12.1996]

### **Recommendation (Sl. No. 12, Para 59)**

The Committee is concerned to note that Doordarshan would not be able to achieve the 8th plan target of 57 transmitters and the shortfall is expected to be as high as 26 transmitters. The achievement in regard to Low Power Transmitters/Very Low Power Transmitters (LPTs/VLPTs) is however, expected to be higher than the fixed target. It is also distressing to note that of late there has been a policy shift from HPTs to LPTs as the gestation period in the former case is very high. However, the Committee do not approve *ad-hoc* approach of the Ministry in such important matter. The reasons for lower achievements *vis-a-vis* the targets laid down in the 8th Plan are stated to be resource gap. The Committee feel that shortfall of 26 HPTs is high and it is necessary that steps should be taken to rectify the situation.

### **Action Taken by Government**

As a matter of policy, higher priority was assigned to establishment of LPTs and VLPTs, as compared to HPTs. The deliberate policy shift was considered to be appropriate for hilly, border, tribal and interior rural areas, where LPTs/VLPTs were able to be set up quickly, thus removing their sense of alienation. Accordingly, Planning Commission was requested by this Ministry in August, 1995 to approve modification of the 8th Plan targets for LPTs from 200 to 350, for VLPTs from 80 to 150, and for HPTs from 39 to 25.

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A dt. 31.12.1996]

### **Recommendation (Sl. No. 15, Para 62)**

The Committee are distressed to note that adequate attention has not been given to North Eastern states of the country by Doordarshan.

This position require immediate rectification. The Committee further note that there has been unusual delay in commissioning of HPT at Fazilka due to various reasons like delay in availability of power supply and antenna for interim set up and also delaying completion of technical areas of the Transmitter building. Besides, work relating to setting up of HPT at Bhuj has also not completed. The Committee took serious note of this delay and resultant cost escalation, and urge expeditious completion and commissioning of these two projects. This matter assume added urgency as both the projects are located in border areas.

### **Action Taken by Government**

Doordarshan assigned a high priority to expansion of TV service in North-East region during VIth, VIIth and VIIIth Plans. Special schemes for the purpose had been formulated-2 such major schemes were North East TV Expansion Plan and TV coverage of remote and sensitive areas besides, a large number of other systems. It is proposed to achieve a coverage of 95% population in North-Eastern States. An outlay of Rs. 280.00 crore approx. is being proposed for various schemes in North-Eastern States. A note giving the details of Doordarshan facilities established in North-East States, the schemes presently under implementation/proposed during the IX Plan is enclosed (Annexure).

All out efforts are being made to complete the HPT project at Fazilka and Bhuj at the earliest. Bhuj HPT is already operational with full power (10KW) from a 100 M tower, as an interim arrangement. With the completion of 300 M tower, its range will further get augmented. Interim set up at Fazilka is expected to be commissioned by end. of 1996-97. matter regarding early completion of towers at Fazilka and Bhuj has been taken up with the concerned agencies executing the work. These projects are being monitored at Secretary's level and Doordarshan is making best efforts to get the works completed at the earliest.

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A dt. 31.12.1996]

### **Television Coverage in North-East States**

#### **Present Status**

At present there are 11 studios. 11 HPTs, 25 LPTs, 26th VLPTs and 3 transponders functioning in the North-Eastern States for Primary channel service. In addition to above, 8 LPTs have been installed at the State capitals/major towns for relay of DD-2 service. Also there is a regular Earth Station for uplinking of regional service programme at Guwahati. The extent of present T.V. coverage in North Eastern Region is 80.24 per cent by population and 49.61 per cent by area *vis-a-vis*



National Coverage of 85.8 per cent by population and 68.8 per cent by area.

### **Annual Plan (1996-97)**

Details are being worked out how to upscale the allocation during 1996-97 for N.E. Region to 10%. Efforts will be made to sanction a few schemes for the Region during the remaining period of 1996-97.

### **Proposals for the IXth Plan**

2. An outlay of approximately Rs. 2500 crore (Capital Rs. 2000 crore and Revenue Rs. 500 crore) is being proposed for IXth Plan T.V. Development Projects in the country. With a view to achieve a coverage of 95% population in North Eastern States including Arunachal Pradesh, Nagaland, Manipur and Mizoram, 14% of the total outlay i.e. Rs. 280.00 crore is being proposed for various schemes in the aforesaid areas as follows :—

(Rs. in crore)

#### **(I) Continuing Schemes :**

PSNG : HPTs Churachandpur, Mokokchung, LPTs/VLPTs/Staff Quarters :	35.00
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#### **(II) Scheme with approved locations but not sanctioned due to paucity of funds :**

3 HPTs, 11 LPTs, 5 VLPTs and Transposers etc. :	45.00
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#### **(III) New Schemes :**

- (i) 6 regular Earth Station and transmitters for intergrating TV services in North East with rest of the country in all the capitals except Guwahati where an Earth Station already exists :

(The lead time involved in implementation of Earth Stations would be about 3 years from the date of approval of the scheme by the competent authority.)

(ii) (a) LPTs/VLPTs at approximately 50 locations in Arunachal Pradesh :	40.00
<b>(LPT &amp; VLPT projects can be implemented in about 2 years time after approval of the projects by the competent authority, and ready built accommodation for these projects will have to be provided by the State authorities.)</b>	
(b) LPTs/VLPTs at approximately 16 locations in Manipur :	12.50
(c) LPTs/VLPTs at approximately 16 locations in Mizoram :	12.50
(d) HPTs/LPTs/VLPTs at approximately 20 locations in Nagaland : <b>(Lead time involved in implementation of an HPT project is about 3-4 years after approval of the scheme by the competent authority.)</b>	16.00
(e) HPT/LPTs/VLPTs at approximately 10 locations in Tripura :	14.00
(f) HPTs/LPTs/VLPTs at approximately 40 locations in Assam :	44.00
(g) HPTs/LPTs/VLPTs at approximately 10 locations in Meghalaya :	15.00
(h) Staff Quarters : and	5.00
(i) Replacement/Augmentation of equipment :	5.00
Total of (III)	<u>200.00</u>
GRAND TOTAL FOR IX FIVE YEAR PLAN PROPOSALS FOR NORTH-EAST	<u><u>280.00</u></u>

3. Presuming that all the schemes are approved by the competent authorities by the end of 1996-97, and requisite funds are available with Doordarshan, phasing of the expenditure will be as under :

Year	Amount (Rs. in crore)				
1997-98	—	—	—	—	15.00
1998-99	—	—	—	—	87.00
1999-2000	—	—	—	—	89.00
2000-2001	—	—	—	—	54.00
TOTAL :					245.00 crore

4. For the purpose of speedy implementation of aforesaid schemes, establishment of zonal office at Guwahati is absolutely essential. This Ministry have already approved the zonal office for Guwahati but requisite staff is to be sanctioned. Augmentation of staff at Doordarshan Headquarters for planning work associated with above schemes would also be required. Work load during VIII Plan has increased tremendously but there has been no corresponding augmentation of staff at all. In fact, with the imposition of 10% cut, even the existing strength got reduced. Staff proposal for zonal office at Guwahati has already been worked out. Staff proposal for augmentation to Doordarshan Directorate and HPTs/LPTs/Earth Stations would be separately forwarded at appropriate time.

#### Recommendation (Sl. No. 16, Para 63)

The Committee regret to note that two major projects of Doordarshan costing more than Rs. 20 crores namely Doordarshan Bhavan at Delhi and TV expansion at Bombay have been delayed abnormally resulting in heavy cost-run. The project of Doordarshan Bhavan was originally approved in April 1987 with commissioning target being March 1990 at the estimated cost of Rs. 3415 crores. Time over-run in this case is 108 months and the cost has escalated to Rs. 81.60 crores. It is said that scope of the project was revised in November, 1994 and it would now be commissioned in March, 1999. In the case of the other project of TV Expansion Bombay, original approval was in March, 1989 at the cost of Rs. 20.19 crores and completion date being March, 1994. It has also been revised in November, 1995 and anticipated commission date is March, 1996. The time over-run in this case is 48 months and the cost over-run Rs. 19 crores. The reasons for delay are stated to be revision in the scope of the Doordarshan Bhavan and slow progress in the case of Bombay project. The abnormal delay is highly deplorable. The Committee will

like the Ministry to investigate the reasons for delay with a view to fix responsibility and report back to the Committee about the remedial measures taken/to be taken to rectify the situation. They will also like the construction work to be speeded up without further loss of time.

### **Action Taken by Government**

Self-contained notes on the two projects viz. Expansion of TV centre Mumbai and Doordarshan Bhavan (Studio Complex) are enclosed as Annexure-I and Annexure-II. Reasons for delay in completion of the projects are indicated in these notes. It is not feasible to fix the responsibility on any individual for the delay in completion of project for reasons explained in Annexures referred above. All out efforts are being made by Doordarshan to complete the Mumbai project by end of 1997-98 and Doordarshan Bhavan project by end of 1998-99.

A separate Monitoring Cell is proposed to be set up at Doordarshan Directorate for the purpose of monitoring of various projects. In addition to the aforesaid monitoring cell, a separate unit for planning, implementation and monitoring of Doordarshan Bhawan project is also being considered. Doordarshan Bhawan project is one of the few mega projects being executed by Doordarshan and considering the capital cost of the project, sanctioning of separate monitoring cell exclusively for this project would ultimately safeguard against time and cost over run thereby making it cost effective. Workload at Doordarshan Directorate has increased tremendously during the VIIIth Plan but no augmentation of staff has taken place. Moreover, even the existing strength has reduced considerably with the imposition of 10% cut in staff strength.

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A dt. 31.12.1996]

### **Doordarshan Bhawan (Studio Complex)**

The project was originally approved by the Government in April, 1987 at a capital cost of Rs. 3415.14 lakhs (W-1625; E-1790.14 lakhs). Scope of the project included construction of the building providing a total plinth area of 39,750 Sq. Mtrs. accommodating 12 studios and a basement of 10,000 Sq. Mtrs. 6 studios were envisaged to be commissioned in the first phase and provision for new equipment had been made only for 3 studios. For the remaining 3 studios, equipment presently available at Doordarshan Kendra, Delhi was envisaged to be utilised. The design of the proposed studio complex was finalised through a competition. Meanwhile, Municipal bye-laws relating to the construction of high-rise buildings in the central district of NDMC

area were revised and it was not feasible to construct the building as per the approved design in the context of revised bye-laws and building plans had to be revised. Building of the studio complex had been planned to be constructed in 2 stages i.e. foundation and basement in first stage and superstructure in second stage. Work of basement construction was awarded in March, 1990.

Scope of the project got changed due to change in Municipal Bye-laws; encroachment at site; extra accommodation required by NDMC for Power Supply sub-station; change in number and size of studios and it became necessary to go in for revision of cost estimates. Revised cost estimates of the project were approved by the competent authority in November, 1994. Revised approved cost of project is Rs. 8160.43 lakhs (W-4928; E-3232.43).

Work of superstructure was awarded in April, 1995 and is in progress. Part technical area has been completed. Overall civil works are expected to be completed during 1997-98. Equipment earlier procured for the project had been diverted to other installations (Parliament project). Specifications for new equipment have been finalised and orders are expected to be placed during 1996-97. As per revised scope, 8 studios of different sizes are being established. Project is expected to be completed during 1998-1999.

Reasons for escalation of cost and delay in completion of project are as under :—

Escalation of cost-escalation under works is Rs. 3303.00 lakhs and under equipment Rs. 1442.29 lakhs. Reasons for cost escalation are given below :—

#### **Works**

- (a) Change in scope of civil works.
- (b) Escalation of cost index.
- (c) Revision of consultation fee to be paid to Architect.
- (d) Due to time over-run.

#### **Equipment**

- (a) Change in scope for approved facilities.
- (b) Change in scope for additional facility due to change in technology.
- (c) Change in customs duty tariff.
- (d) Increased in price due to exchange rate variation.

**Reasons for delay in completion of Project :**

1. Change in scope of project due to change in Municipal By-laws (relating to parking regulation and fire safety).
2. Necessity to go in for revision of cost estimate of project.
3. Encroachment at site.

**ANNEXURE-II****Expansion of TV Centre, Mumbai**

The project was sanctioned in March, 1989 at a capital cost of Rs. 2018.10 lakhs (W-828; E-1190.10). Sanctions for major equipment were issued in March, 1989 itself and orders for equipment subsequently placed. Civil works were awarded in March, 1989 and were scheduled to be completed by March, 1991. Progress of work by the agency was very slow and civil contract had to be rescinded in November, 1991. Fresh award for civil works was given in November, 1992 and civil works were envisaged to be completed by June, 1995. Some modification in technical block was suggested and the agency was directed to stop the work in technical areas. Work recommenced in Nov., 1993 and is in progress. Part technical area has been completed and departmental installation works are in progress. Civil works are expected to be completed by March, 1998.

Meanwhile, it had become necessary to go in for revision of cost estimates of the project on account of cost escalation and some change in scope of project. Revised cost estimates of the project amounting to Rs. 3935.99 lakhs (W-1488.14, E-2447.85) were approved by the competent authority in November, 1995.

As per present indications, project is expected to be completed by the end of 1997-98.

**Reasons for delay in completion of project and cost escalation are as under :—**

**Reasons for delay in completion of project :**

1. Slow progress by the agency and necessity to rescind the first contract.
2. Water logging/regular seepage in basement and seepage in upper floors.
3. Non-availability of construction material for sometime.
4. Necessity to go in for revision of cost estimates of the project.

**Reasons for cost escalation-cost escalation under works is Rs. 660.14 lakhs and under equipment is Rs. 1257.75 lakhs.**

**Works**

- (a) Due to escalation of cost index.
- (b) Due to change in scope.

- (c) Due to under estimation.
- (d) Due to time over-run.

### **Equipment**

- (a) Due to change in customs duty tariff.
- (b) Due to under estimation.
- (c) Due to change in scope.
- (d) Due to cost escalation.

### **Recommendation (Sl. No. 18, Para 72)**

As in the case of Doordarshan, the Committee find that out of 15 studio projects of All India Radio which were to be commissioned in 1995-96, five studio projects at Pauri (UP), Mount Abu. (MP), Panaji, Parbhain and Bangalore were not commissioned as the requisite staff to man them was not sanctioned. Similarly, 11 transmitter projects at Allahabad MW, Pauri MW, Kinnaur MW, Allahabad FM, Mount Abu FM, Kulhu FM, Kurseong MW, Panaji SW, Bangalore stereo, Nagarcoil FM and Uttarkashi MW could not be commissioned due to non-availability of staff. Of the 13 transmitter projects that were commissioned during 1995-96, no staff has been sanctioned for Dephu and CBs Cochin. These stations are made operational by deployment of staff on tour from nearby stations. In the case of other five projects, the sanctioned operational staff is considered inadequate by AIR. It is a sad commentary on the commissioning of projects that have been completed at enormous cost. Obviously, the benefits of heavy investments in the field of information have been denied to the people on account of red tapism and procedural wranglings. The Committee feel that to obviate such recurrences in future, power to sanction staff should be decentralised and synchronised with the completion of a project.

### **Action Taken by Government**

Over the past 3 years or so as and when Ministry of Finance was approached for creation of posts, they have referred back the files to impose 10% cut and abolish the posts as directed by them. Secondly they pointed out that the SIU norms are very old i.e. of 1970 and thereafter a lot of automation/state of art has taken place and the old



SIU norms have become obsolete. Fresh study of AIR Stations is to be done by SIU which has not yet been taken up. Meanwhile with the intervention of MIB, Finance Ministry has started giving sanctions on ad-hoc basis for the minimum operational staff for commissioning the technical ready stations. This is subject to review later on depending on the revised norms to be recommended by SIU.

In the past, powers were delegated to Secretary of concerned Ministry/Deptt. for creation of Group B, C, D posts and Group A posts were sanctioned by Ministry of Finance. The delegation for creation of Group B, C, D posts to the concerned Secretary of Ministry/Deptt. was withdrawn by Ministry of Finance *vide* their O.M. No. 7(12) E-Coord/94, dated 29th March, 1994. This was done perhaps to control expenditure on Govt. machinery. Restoration of power to the concerned Ministry/Depts. is a policy decision to be taken by Ministry of Finance not only in respect of this Ministry but the Govt. as a whole.

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A dtd.  
31.12.1996]

#### **Recommendation (Sl. No. 20, Para 74)**

The Committee take a serious note of the time and cost over run of replacement of two 58 KW SW transmitters at Khampur (Delhi) and modernisation of speech input and tape recording equipment at studio centres. These two projects have suffered time over-run of 24 months and 48 months. Obviously, there will be cost over-run also over the originally approved cost of Rs. 34.13 crores and 32.59 crores as the estimates were approved in 1992 and 1993 respectively. The reasons advanced for delays are hardly convincing. The Committee urge expeditious completion of these projects.

#### **Action Taken by Government**

##### **INSTALLATION OF 2 NOS. OF 250 KW SW TR. (KHAMPUR) DELHI**

The Civil works in the technical area is now nearing completion and is expected to be handed over for installation of equipment by the end of November, 1996.

One transmitter unit has been received at site and the order for the other transmitter unit has also been placed and is expected to be received at site shortly.

The project is expected to be completed by 1997-98 and steps have been taken to ensure that this target is strictly adhered to.

#### REPLACEMENT/MODERNISATION OF SPEECH INPUT AND TAPE RECORDING EQUIPMENTS AT STUDIO CENTRES

This is an equipment oriented scheme and more than 70% of the equipment under the scheme have already been received. Supply of 200 CD players is expected to be materialised by December, 1996.

Procurement of equipment under the scheme is expected to be over by March, 1997.

[Ref. Ministry of I&B's O.M. No. G. 20016/3/96-B&A  
dt. 31.12. 1996]

## **CHAPTER IV**

**RECOMMENDATIONS/OBSERVATIONS IN RESPECT  
OF WHICH REPLIES OF GOVERNMENT HAVE  
NOT BEEN ACCEPTED BY THE COMMITTEE  
AND WHICH REQUIRE REITERATION**

**- NIL -**

**CHAPTER V**  
**RECOMMENDATIONS/OBSERVATIONS IN RESPECT**  
**OF WHICH GOVERNMENT HAVE FURNISHED**  
**INTERIM REPLIES**

-NIL-

NEW DELHI;  
*February 27, 1997*  

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*Phalgun 8, 1918 (Saka)*

SOMNATH CHATTERJEE,  
*Chairman,*  
*Standing Committee on Communications.*

## APPENDIX I

### MINUTES OF THE TWENTY-SECOND SITTING OF THE COMMITTEE ON COMMUNICATIONS (1996-97)

The Committee sat on Thursday, the 27 February, 1997 from 15.00 to 17.00 hrs. in Committee Room "B", Parliament House Annexe, New Delhi.

#### PRESENT

Shri Somnath Chatterjee — *Chairman*

#### MEMBERS

##### *Lok Sabha*

2. Shri K.L. Sharma
3. Prof. Rasa Singh Rawat
4. Smt. Sheela Gautam
5. Smt. Bhavna Chikhalia
6. Shri Th. Choaba Singh
7. Shri V.P. Shanmuga Sundram
8. Smt. Geeta Mukherjee
9. Shri Budh Sen Patel
10. Shri Keshab Mahanta

##### *Rajya Sabha*

11. Smt. Veena Verma
12. Shri Govindram Miri
13. Shri O. Rajagopal
14. Dr. Ramendra Kumar Yadav Ravi
15. Shri Md. Salim
16. Shri Ish Dutt Yadav

#### SECRETARIAT

Shri Ram Autar Ram — *Director*  
Shri S.K. Sharma — *Deputy Secretary*

2. The Committee took up for consideration Draft Reports on Action Taken by Government on the recommendations contained in the First, Second and Third Reports on Demands for Grants (1996-97) relating to Ministry of Communications (Department of Post & Department of Telecommunications) and Ministry of Information & Broadcasting respectively. The Committee adopted the First and Third Reports relating to Department of Post and Ministry of Information & Broadcasting without any modifications/amendments.

3. \* \* \* \* \*

4. Thereafter the Committee authorised the Chairman to finalise and present the Report in both Houses of the Parliament.

*The Committee then adjourned.*

## APPENDIX II

(Vide : Introduction of Report)

### *Analysis of Action Taken by Government on the Third Report of Standing Committee on Communications (Eleventh Lok Sabha)*

- |  |                    |
|--|--------------------|
| I. Total Number of Recommendations   | 21                 |
| II. Recommendations/observations which have<br>been accepted by Government.  |                    |
| Para Nos. 12, 23, 31, 32, 34, 38, 60, 61, 64, 73, 77   |                    |
|  | Total : 11         |
|  | Percentage : 52.39 |
| III. Recommendations/observations which the<br>Committee does not desire to pursue in view<br>of the reply of the Government.                              |                    |
| Para Nos. 13, 16, 26, 39, 43, 59, 62, 63, 72, 74   |                    |
|  | Total : 10         |
|  | Percentage : 47.61 |
| IV. Recommendations/observations in respect of<br>which replies of Government have not been<br>accepted by the Committee and which require<br>reiteration. |                    |
|  | NIL                |
| V. Recommendations/observations in respect of<br>which replies are of interim nature.  |                    |
|  | NIL                |