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**STANDING COMMITTEE ON  
INFORMATION TECHNOLOGY  
(2012-13)**

**FIFTEENTH LOK SABHA**

**MINISTRY OF INFORMATION AND BROADCASTING**

**[Action Taken by the Government on the Recommendations/Observations of the Committee  
contained in their Thirty-second Report (Fifteenth Lok Sabha) on 'Demands for Grants  
(2012-13)']**

**FORTIETH REPORT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

*December, 2012/Agrahayana, 1934 (Saka)*

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13)']**

***Presented to Lok Sabha on 18.12.2012  
Laid in Rajya Sabha on 18.12.2012***



**LOK SABHA SECRETARIAT  
NEW DELHI**

***December, 2012/Agrahayana, 1934 (Saka)***

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**COMPOSITION OF THE STANDING COMMITTEE ON INFORMATION TECHNOLOGY  
(2012-13)**

**Shri Rao Inderjit Singh - Chairman**

**Lok Sabha**

2. Shri Abdul Rahman
3. Shri Rajendra Agrawal
4. Shri Raj Babbar
5. Shri Nikhil Kumar Choudhary
6. Shri A. Ganeshamurthi
7. Shri Rajen Gohain
8. Smt. Darshana Jardosh
9. Shri H.D. Kumaraswamy
10. Shri Baidya Nath Prasad Mahato
11. Shri Sadashivrao D. Mandlik
12. Dr. Thokchom Meinya
13. Shri Tapas Paul
14. Shri Ramsinh Rathwa
15. Shri Radhe Mohan Singh (Ghazipur)
16. Smt. Seema Upadhyay
17. Vacant
18. Vacant
19. Vacant
20. Vacant
21. Vacant

**Rajya Sabha**

22. Shri Joy Abraham
23. Shri Mohammed Adeeb
24. Shri Javed Akhtar
25. Shri Salim Ansari
26. Shri Rajkumar Dhoot
27. Shri Bharatsinh Prabhatsinh Parmar
28. Shri Sachin Ramesh Tendulkar
29. Dr. C.P. Thakur
30. Vacant
31. Vacant

**Secretariat**

1. Shri Brahm Dutt - Joint Secretary
2. Shri Y.M. Kandpal - Additional Director
3. Shri Shangreiso Zimik - Committee Officer

## INTRODUCTION

I, the Chairman, Standing Committee on Information Technology (2012-13) having been authorized by the Committee to submit the Report on their behalf, present this Fortieth Report on Action Taken by the Government on the Recommendations/Observations of the Committee contained in their Thirty-second Report (Fifteenth Lok Sabha) on 'Demands for Grants (2012-13)' of the Ministry of Information and Broadcasting.

2. The Thirty-second Report was presented to Lok Sabha/laid on the Table of Rajya Sabha on 2 May, 2012. The Ministry of Information and Broadcasting furnished their Action Taken Notes on the recommendations/observations contained in the Thirty-second Report on 16 October, 2012.

3. The Report was considered and adopted by the Committee at their sitting held on 13<sup>th</sup> December, 2012.

4. For facility of reference and convenience, Recommendations/Observations of the Committee have been printed in bold in Chapter-I of the Report.

5. An analysis of Action Taken by the Government on the Recommendations/Observations contained in the Thirty-second Report of the Committee is given at Annexure-II.

New Delhi  
17 December, 2012  
26 Agrahayana, 1934 (Saka)

RAO INDERJIT SINGH,  
Chairman,  
Standing Committee on  
Information Technology

## CHAPTER I

### REPORT

1. This Report of the Standing Committee on Information Technology deals with the action taken by the Government on the Recommendations/Observations of the Committee contained in their Thirty-second Report (Fifteenth Lok Sabha) on 'Demands for Grants (2012-13)' relating to the Ministry of Information and Broadcasting .

2. The Thirty-second Report was presented to Lok Sabha/laid in Rajya Sabha on 2<sup>nd</sup> May, 2012. It contained 33 Recommendations/Observations.

3. Action Taken Notes in respect of all the Recommendations/Observations contained in the Report have been received from the Ministry of Information and Broadcasting and are categorized as under:-

(i)	Recommendations/Observations which have been accepted by the Government Recommendation Serial Nos.:- 1, 2, 3, 9, 13, 21, 22, 23, 24, 29, 31, 32 & 33.	Total Chapter	13 II
(ii)	Recommendations/Observations which the Committee do not desire to pursue in view of the replies of the Government Recommendation Serial Nos.:- 18 & 26.	Total Chapter	02 III
(iii)	Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee and require reiteration Recommendation Serial Nos.:-5, 7, 8, 10, 12, 15, 19, 25 & 30.	Total Chapter	09 IV
(iv)	Recommendations/Observations in respect of which the replies of the Government are of interim in nature Recommendation Serial Nos.:- 4, 6, 11, 14, 16, 17, 20, 27 & 28.	Total Chapter	09 V

4. **The Committee trust that utmost importance would be given to implementation of the Recommendations/Observations accepted by the Government. The Committee further desire that Action Taken Notes on the Recommendations/Observations contained in Chapter - I and Final Action Taken Replies to the recommendations contained in Chapter-V of this Report should be furnished to them at an early date.**

5. The Committee will now deal with action taken by the Government on some of their recommendations.

**A. Rationalization and Restructuring of Plan Schemes**

**(Recommendation Serial No. 5)**

6. The Committee had recommended as under:-

“The Committee observe that the Ministry has undertaken an exercise to club schemes having commonalities to reduce the number of the total schemes. It has also informed that comprehensive rationalization and restructuring of the Plan schemes of the Ministry has been carried out based on Zero Based Budgeting (ZBB). Small schemes/programmes with similar objectives and activities spread across different media units have been merged together under umbrella schemes. New sub-schemes required for further strengthening of different activities have also been clubbed under these comprehensive schemes. As a result of this exercise, the number of schemes has been reduced from 65 in the Eleventh Plan to 25 in the Twelfth Plan. It includes five on-going schemes – three in the Information sector and two in the Films sector as on-going schemes. The Committee appreciate the initiative taken by the Ministry to rationalize and restructure the schemes of the Ministry. Coming to the status of approval of the schemes during the Twelfth Plan, the Committee observe that a four stage appraisal cum approval process is involved for getting formal approval of the schemes. The information furnished by the Ministry indicates that even on stage I the action has not been completed. The proposals have only been submitted to Planning Commission for in-principle approval. Not only that in the replies it has been stated that the Ministry has started evaluation of the Schemes.

The Committee are constrained to note that now when the Twelfth Plan has already commenced, the Ministry propose to undertake evaluation of some of the schemes of the Eleventh Plan. The Committee are of the firm view that the evaluation process should have been completed before the restructuring of the Planned Schemes that are proposed to be implemented during the Twelfth Plan. The reasons for delay of the evaluation as furnished by the Ministry are not justifiable. The Ministry while justifying the evaluation time has stated that the nature of the schemes to be evaluated is such that unless a phase is completed evaluation cannot commence. The Committee fail to understand how the phase of a particular scheme which was not complete a few months back can suddenly now be completed and the scheme become mature for evaluation. The Committee deplore the way the restructuring of planned schemes has been done without evaluating the various on going schemes of the Eleventh Plan. The Committee fail to understand how the Ministry has substantiated undertaking Zero Based Exercise in this scenario. The Committee apprehend that with the aforesaid process of evaluation and the stage of approval of the schemes, the Ministry may again lose the precious period of the Twelfth Plan in getting approvals. Nevertheless, the Committee now exhort the Ministry to take all the initiatives to speed up the approvals for the planned schemes so that the execution commence without any further delay.”

7. The Ministry in their Action Taken Note have stated as under:-

“There are two issues which need to be elaborated here: (i) Restructuring of schemes based upon Zero based budgeting (ZBB) principle and (ii) Evaluation of those schemes of 11<sup>th</sup> Plan which are to be continued into the 12<sup>th</sup> Plan.

ZBB principle demands that every activity within the organization must be analyzed in terms of its need along with its cost, so that the organization should aim at delivering its activities at minimal cost. The best time for adoption of ZBB principle is the beginning of the Five Year Plan and accordingly it was done, with a view to minimizing the cost of delivering various activities of the Ministry.

Second issue is regarding evaluation of the on-going schemes. The schemes to be evaluated under this category refer to those schemes which were taken up for implementation during the 11<sup>th</sup> Plan and are to be continued in the 12<sup>th</sup> Plan. As per the Finance Ministry's guidelines (O.M. No. 1(3)/PF.II/2011 dated 23.04.2012), these schemes need to be evaluated before 31.12.2012 to ensure their continuance during 12<sup>th</sup> Plan. Going by these guidelines, the Ministry has ordered evaluation of on-going schemes of Information Sector, Film Sector and Broadcasting Sector to be completed well in advance of December, 2012. However, it does not mean that no other scheme has been evaluated during 11<sup>th</sup> Plan. The Ministry has undertaken couple of policies related studies and carried out evaluation of two schemes of Film Sector. i.e. 'Export Promotion through Film Festivals' and 'Participation in Film Markets in India and Abroad' during 11<sup>th</sup> Plan; the findings of which were taken into consideration by the Ministry during restructuring of the schemes."

**8. The Committee note that following the Ministry of Finance guidelines, the Ministry of Information and Broadcasting has ordered evaluation of on-going schemes of Information Sector, Film Sector and Broadcasting Sector to be completed well in advance of December, 2012. The Committee are however, dismayed to note that the Action Taken Notes furnished by the Ministry is silent on getting the approvals for the Plan Schemes during the Twelfth Plan. The Committee are of the view that early approval of the Plan Schemes will have direct impact on the performance of the Ministry with regard to implementation of the Plan Schemes during the Twelfth Plan. As indicated by the Ministry during the examination of Demands for Grants (2012-13), that out of four stages process for getting formal approval of the Schemes not even Stage-I has been completed. The Committee reiterate that the Ministry should take all the initiatives to speed up the approval for the Plan Schemes so that execution commences without any further delay so as to avoid March rush.**

**B. Decline in the growth of revenue earned by DD & AIR and Financial Status of Prasar Bharati**

**(Recommendation Serial Nos. 7, 8 & 10)**

**9. The Committee had recommended as under:-**

"The Committee find that All India Radio and Doordarshan have not been able to earn revenue as per the projections made during each year of the Eleventh Plan. Moreover,



the growth in their revenue is very slow. Although there is some growth in the revenue earned by All India Radio and Doordarshan during each year of the Eleventh Plan, under the head 'Miscellaneous PB', the revenue is declining over the years. During the year 2008-09, the revenue generated was ₹ 165.32 crore which declined to ₹ 104.17 crore during the year 2010-11. During the year 2011-12, there is some improvement whereby ₹ 105.59 crore have been generated upto February, 2012. The Committee find that the revenue under 'Miscellaneous PB' mainly includes collection of Audition fee, Vani Certificate, Inplant Training, Licence fee from Staff Quarters, Electricity, Water & Transport charges, Interest on Fixed Deposits/LTC/TA advance, Sale of obsolete/unserviceable equipment/stores, Sale of CDs, Cassettes, DVDs of archives of both the Directorates, sale of proceeds of old News papers, etc. The Committee would like to be apprised about the details of the item-wise declining trend of revenue. Besides, the Committee may also like to recommend to evaluate the revenue trend under each of the segment so as to find out the sectors where the revenue is continuously declining followed by corrective action on the part of the Ministry and Doordarshan/All India Radio."

**. (Rec. Sl. No. 7)**

10. The Committee had further recommended as under:-

"The Committee further feel that the Ministry need to explore the feasibility to generate revenue from various areas. One such area is commercial use of the rich archives of All India Radio and Doordarshan. The extent of revenue that can be generated through these archives is evident from the fact that the footage for one minute is provided by Doordarshan at the rate of Rs. 6000 per minute to people making documentaries for telecast on any channels. The Committee have been informed that 100 DVD titles have been handpicked from the Archive of Doordarshan and are available for viewing to the public at large. The Committee are of the view that All India Radio and Doordarshan archives are the precious resource and have great commercial value. There is an urgent need to explore the ways to earn revenue nationally and internationally from these treasures on the part of the Ministry as well as All India Radio and Doordarshan. The Committee recommend that the details of the archives which can be made commercially available should be put on the website of Doordarshan/All India Radio/Ministry and publicized through various mechanisms which would definitely help in generating more revenue from this precious resource.

The Committee observe that the majority of the population in the country watch Doordarshan channels and the listeners of AIR are spread throughout the country. In spite of that the revenue of DD and AIR through advertisement do not stand in comparison to the private channels. The Committee find that AIR and DD need to project themselves to the public. Moreover, they have to devise their own mechanisms for TRP ratings and publicize the ratings for various programmes generated through their own mechanisms. The aforesaid proposed initiatives can definitely result into improving the advertisement revenue for AIR and DD.

The Committee strongly recommend that all the aforesaid initiatives should be taken urgently by AIR and DD to make these organizations self-sufficient. Besides, more such areas from where revenue can be generated should be identified by these organizations."

**(Rec. Sl. No. 8)**

11. The Committee had recommended as under:-

“The Commercial revenue earned by Doordarshan are lesser than the projections made during each year of the Eleventh Plan, the details of which have been given in the earlier part of the Report. Not only that the growth of the revenue earned by Doordarshan is very slow during these years. The Committee during the course of deliberations of Demands for Grants of this year have been apprised that IEBR of Rs. 5000 crore at the rate of Rs. 1000 crore for each of the annual plans has been assumed for the Twelfth Plan. In this direction, Rs. 400 crore out of IEBR have been earmarked during the year 2012-13 for planned projects of Prasar Bharati. The share of Doordarshan in this regard is Rs. 250 crore. The Committee are surprised to find that on the one hand, specific provision has been made and exclusive outlay out of IEBR has been earmarked for planned schemes. On the other hand, the Ministry has submitted in the written replies that Prasar Bharati may not be in a position to afford the expenditure for planned schemes for IEBR.

The Committee have further been apprised that as per the recommendations of the GoM, the Government shall meet expenditure on the following four components (i) Salary & Salary related establishment expenses, (ii) expenses on Augmentation & Replacement of Capital Assets, and the expenditure on the remaining items i.e. (iii) Other Administrative Expenses, and (iv) Software & Programme related expenses. In addition, the Prasar Bharati has to supplement IEBR in all the aforesaid four categories and remain in focus for budget crisis and paucity of funds. Pending decision of the Government on the aforesaid recommendations of GoM, a specific projection out of IEBR for planned schemes as elaborated above have been met for the first time.

The Committee conclude from the aforesaid details that Prasar Bharati which include Doordarshan and AIR have great challenges in the coming years in regard to generating resources for the activities. The Committee as such strongly recommend that DD should explore all the possibilities of revenue generation so as to meet the targets of projections made for planned schemes out of IEBR. Besides the Doordarshan has to prepare for meeting the devised parameters of sharing the expenditure as per the formula suggested by GoM.

The Committee observe huge gaps between the total IEBR of Prasar Bharati and the expenditure met out of IEBR during each year of the Eleventh Plan. During 2010-11, the expenditure met is Rs. 1112.78 crore out of Rs. 2939.73 crore of IEBR. Similarly, during the year 2011-12, the expenditure met after February, 2012 is Rs. 9575.40 crore out of total IEBR of Rs. 277.0 crore. The Committee have been apprised that as per the provisions made under The Prasar Bharati Act, the residual funds out of internal revenue of Prasar Bharati are kept in IEBR kitty and used for meeting its requirement on account of special maintenance of buildings and capital assets and to bridge the budget gap. In this connection, the Committee would like to be apprised about the total IEBR kitty of Prasar Bharati. The Committee would also like to be apprised as to how the IEBR savings are maintained meaning thereby whether the amount is kept in accounts of Banks etc. In that case, the amount generated through interest may also to be communicated to the Committee so as to understand the concept of IEBR kitty.

12. The Ministry in their Action Taken Note have stated as under:-

“Prasar Bharati has assured that they are taking urgent action on the Committee’s recommended initiatives for revenue generation and would identify the other areas of potential resources for revenue generation.”

**(Reply to Rec SI. Nos 7 & 8)**

13. The Ministry in their Action Taken Note have further stated as under:-

“Prasar Bharati has informed that it generated an average net revenue ranging between Rs. 1000 and Rs. 1200 crore per year as seen during each year of the 11<sup>th</sup> Plan period and the same was being utilized mainly to bridge the gap between the DBS and the actual demand of Prasar Bharati under Non-Plan heads including Salary components. In view of its limited resources, Prasar Bharati has informed that it may not be feasible for Prasar Bharati to set aside substantial amounts from IEBR for Plan schemes as proposed by the Ministry for dual funding.”

**(Reply to Rec SI. No. 10)**

14. The Committee after finding that the growth of revenue in the case of All India Radio and Doordarshan very slow during the Eleventh Plan had felt the need to explore the feasibility to generate revenue from various areas so as to make them self-sufficient. The underlying need to earn revenue could be further gauged from the fact that IEBR of Rs. 5000 Crore at the rate of Rs. 1000 crore for each of the annual plan has been assumed for the Twelfth Plan and during the year 2012-13, Rs. 400 crore out of IEBR have been earmarked for the Plan schemes. Even the GoM had recommended that the Prasar Bharati has to supplement IEBR on four components, such as, (i) Salary & Salary related establishment expenses, (ii) expenses on Augmentation & Replacement of Capital Assets, and the expenditure on the remaining items i.e. (iii) Other Administrative Expenses, and (iv) Software & Programme related expenses. The Committee are dismayed to note that no concrete plan has been formulated by Prasar Bharati to identify the other areas of potential resources for revenue generation. The Committee note that even if Prasar Bharati is a ‘Public Broadcaster’, it has been entrusted with the task of generating its own revenue so as to meet both Plan and Non-Plan expenditure as recommended by GoM. The Committee are of the view that Prasar Bharati has wide audiences/viewerships especially in rural areas of the country and therefore should generate programmes and broadcast contents that can compete with those telecast by private channels. The Committee are perturbed to note that Prasar Bharati instead of trying to increase its own IEBR has expressed its inability to set

aside amounts for IEBR for Plan Schemes as proposed by the Ministry for dual funding. The Committee, therefore, reiterate their earlier recommendation that Prasar Bharati should take all initiatives to make it self-sufficient and meet the targets of projections made for Plan Schemes out of IEBR. The Committee would like the Ministry and Prasar Bharati to prepare a roadmap for the same and expedite identifying the areas of revenue generations and apprise of the progress made in this regard.

**C. Comprehensive audit of Prasar Bharati**

**(Recommendation Serial No. 12)**

15. The Committee had recommended as under:-

“The Committee have been apprised that CGA office has conducted a comprehensive audit of Prasar Bharati on 05.06.2009. The scope of the audit was comprehensive which included general accounting issues, financial issues and issues pertaining to Doordarshan communicated by Vigilance Wing. The Committee would like to be apprised of the findings of the aforesaid audit and the corrective action taken thereon. The Committee would also like to be apprised of the system of internal/external audit of Prasar Bharati. The Committee are surprised to note the reply of the Ministry when the issue of assessment regarding the AIR and DD was raised during the course of examination of Demands for Grants. The Ministry instead of taking initiatives has come to the conclusion that such assessment is not necessary in both the Directorates since Prasar Bharati is largely dependent on Government grants. The aforesaid response of Prasar Bharati clearly indicates the visible dependence of Prasar Bharati on the Government grants. The Committee may like to remind the Ministry about the recommendations of GoM the details of which have been given above. The Committee hope that the aforesaid recommendation of GoM would motivate Prasar Bharati to take all the desired initiatives so as to move to the direction of self-sufficiency. Besides, the assessment of financial health of AIR and DD should be undertaken so as to find out the grey areas followed by the corrective actions taken by both AIR and DD.”

16. The Ministry in their Action Taken Note have stated as under:-

“Ministry in its audit had found serious lacunae in the working of Prasar Bharati. Financial and auditing procedures like reconciliation of receipts with bank statements, proper implementation of investment policies, an established system of pre-check and post check of payments, proper regulation of cash balances, bank balances and due adherence to guidelines of financial propriety appeared practically non existent in Prasar Bharati. The reports also found various anomalies in the bidding procedures adopted during the telecast of Cricket series on Doordarshan, the inefficient contractual management system, the improper maintenance of records like log books, telecast certificates relating to commercial advertisements aired and the deficient revenue generation mechanisms. Prasar Bharati was requested by the Ministry to furnish comments.

Prasar Bharati has informed that they initially envisaged conducting special audit of all the 600 DDOs (approx.) by outsourcing Chartered Accountants Firms across the country. However, considering the huge amount of expenditure involved as also the volume of work, it was decided to get only 49 DDOs located in Delhi, audited and based on the outcome of which, the rest of the DDOs be either audited if required or it be ensured that the findings/defects noticed in 49 DDOs as pointed out in Special Audit Report do not recur in other DDOs not covered under Special Audit.

With regard to assessment of the financial health of both the Directorates, GoM on Prasar Bharati in its 5<sup>th</sup> meeting held on 23.06.2011 has recommended that during the next five years from 2011-12 to 2015-16, Government Non-Plan support would be extended for meeting 100% expenses on account of salary and salary related expenses and Augmentation/ Replacement of Capital Assets. All the other items of operating expenses shall be borne by Prasar Bharati from out of its internal revenue earnings. The matter would be reviewed after five years, if required.

The above recommendations are under consideration of the Government.”

**17. The Committee take serious note of the fact that Ministry in its audit had found serious lacunae in the working of Prasar Bharati and due adherence to guidelines of financial propriety appeared practically non-existent in Prasar Bharati. Anomalies have also been found in the bidding procedures adopted during the telecast of cricket series on Doordarshan. The Committee are surprised to note that no serious efforts have been made either by the Ministry or the Prasar Bharati to rectify the prevailing irregularities in the Prasar Bharati. The Committee are of the view that the above observations warrant a serious review of the functioning of Prasar Bharati. Even the initial target of conducting special audit of all the 600 DDOs (approx) by outsourcing Chartered Accountants Firms across the country has been abrogated and now decided that only 49 DDOs located in Delhi would be audited. The Committee are not convinced by the assertion that it was due to huge amount of expenditure and the volume of work that only 49 DDOs would be audited and based on the outcome of which the rest of the DDOs be either audited if required or it be ensured that the findings/defects noticed do not recur in other DDOs not covered under Special Audit. The Committee are of the view that a thorough review of the Prasar Bharati require conducting special audit of the 600 DDOs (approx) and corrective actions taken on the finding based on the audit report for each DDOs. The Committee strongly feel that in the light of the serious lacunae in the working of Prasar Bharati as observed by the Ministry in its audit report, the need to review the working of Prasar Bharati has become all the more important. The Committee do not agree with the view of the Ministry that assessment of AIR and DD are not required as Prasar Bharati is largely dependent on Government grants.**

The Committee are also of the view that the recommendation of the GoM to meet 100% expenses on account of salary and salary related expenses and augmentation/replacement of capital assets for the next five years from Government Non-Plan support and meeting of all other operating expenses by Prasar Bharati from its internal revenue earnings should also be given a positive consideration by the Government. The concern of the Committee may be forwarded to Prasar Bharati for further necessary action at their end and all further progress in this regard may be furnished to the Committee at the earliest.

**D. Finalization of Recruitment Rules**

**(Recommendation Serial No. 15)**

18. The Committee had recommended as under:-

“The Committee find that out of the total sanctioned strength of 48022, the existing staff of AIR and DD is 33800, the gap being of 14222 posts. The vacancies are in all the Wings. However, the critically affected areas are Programme Wing and NSD/News. In the Programme Wing, out of the total sanctioned strength of 10679, the existing strength is just 6108 just leaving the gap of 4571. Similarly, in NSD/News out of sanctioned strength of 379, the existing strength is 255, the vacancies being 146. The Committee have consistently been exhorting the Ministry to fill up the critical vacancies in DD and AIR. The Committee during the course of the Study visits to various parts of the country have been apprised about the difficulties being encountered by various Regional Stations due to staff shortages. In spite of that the situation has not been addressed at the right earnest. The Ministry/Prasar Bharati have not been able to keep their promises made before the Committee to handle the situation.

On the issue of setting up of Recruitment Board for Prasar Bharati, the then CEO of Prasar Bharati during the course of examination of Prasar Bharati Broadcasting (Corporation) of India Amendment Bill, 2010 had assured the Committee that the task of finalization of Recruitment Board and service conditions would definitely be finished by 31 March, 2011. Now, when full one year has elapsed since then, the issues have still not been settled resulting in further delay in filling up these vacancies. With regard to latest position, the Committee have now been informed that the notification with regard to setting up of Recruitment Board is under inter-Ministerial consultation. The Committee understand during the course of deliberations that still there are some issues to be resolved between the Ministry/Department of Expenditure and the DoPT. Not only that the Ministry/Prasar Bharati is grappling with the issue of undertaking recruitment process for such a large number of vacancies particularly when UPSC and SSC have both refused to select for a non-Governmental organization.

The Committee while deploring the situation whereby the finalization of recruitment rules and setting up of Recruitment Board are further being delayed leaving the situation of Prasar Bharati and AIR from worse to worst scenario. The Committee fail to understand how DD and AIR can work effectively without filling the critical vacancies.

The Committee again exhort the Department to settle the issues with various Ministries and fast track the recruitment rules and setting up of recruitment board so that the process of filling up the vacancies can start. The concerns of the Committee in this regard should adequately be conveyed to the respective Ministries. In the meanwhile the Ministry should also finalize the strategy to fill the vacancies on a fast track basis so that the recruitment process commences immediately when the Recruitment Board and Recruitment Rules are in place so as to enable Prasar Bharati to fill up the vacancies within the shortest possible timeframe.”

19. The Ministry in their Action Taken Note have stated as under:-

“The recommendations of the Committee have been noted for compliance. The Prasar Bharati has identified 3254 posts as essential category of posts requiring filling up on immediate basis. Based on the recommendations of Group of Ministers (GOM), the Ministry of Information and Broadcasting proposed to seek Cabinet approval for filling up these posts. These posts will be filled following notification of Recruitment Regulations (RRs) for the employees of Prasar Bharati and functioning of the Prasar Bharati Recruitment Board.

The progress in this regard is as follows:

The Prasar Bharati is in the process of incorporating the suggestions of the DOP&T in the draft RRs. The original proposal of draft RRs is at present under active consideration of the Department of Expenditure (DOE).

Regarding the proposal of draft notification for creation of Prasar Bharati Recruitment Board (PBRB), the DOE has raised a query which has been communicated to the Prasar Bharati Secretariat for response. The Prasar Bharati have informed of revising the proposal of PBRB and have proposed for undertaking recruitment of Groups ‘B’ and ‘C’ through the Staff Selection Commission. The Ministry is in the process of taking up the revised proposal with the DOE.”

**20. The Committee note that vacancies exist in all the Wings of the Prasar Bharati, critically affected areas being programme Wing and an NSD/News and numerous difficulties are being encountered by various Regional Stations due to staff shortage. At the heart of the problem is that the Recruitment Rules and Recruitment Board are still not set up in the Prasar Bharati, inspite of the continuous recommendation of the Committee. The Prasar Bharati has now identified 3254 posts as essential category requiring filling up on immediate basis. However, pending notifications of Recruitment Regulations and Recruitment Board, the Committee are of the view that the aforesaid vacancies may not be able to be filled up on immediate basis. The Committee are of the view that huge vacancies against the sanctioned strength in AIR and Doordarshan has created shortage of staff due to which various Regional stations are encountering various difficulties. The Committee therefore reiterate their earlier recommendation to fast track finalisation of Recruitment Rules and Recruitment Board so that filling up the**

**vacancies can start. Department of Expenditure may also be requested to accord early approval of the draft RRs and the revised proposal for PBRB may also be taken up with the Department of Expenditure at the earliest.**

**E. Implementation of Cable Television Networks (Regulation) Amendment Bill, 2011**

**(Recommendation Serial No. 19)**

21. The Committee had recommended as under:-

“The Committee find that the Cable Television Networks (Regulation) Amendment Bill, 2011 for introduction of Digital Addressable system (DAS) has recently been enacted. As per the Act, the Ministry has notified the dates for switching over to digital addressable system from analogue cable services by December 2014. The Committee understand that following the passing of the above legislation making digitization mandatory, there is an ongoing demand for set top boxes in future and there will be large scale demand for set top boxes to meet the requirement. However, the Committee find that the Ministry has not done any survey on the availability of set top boxes to ascertain the domestic preparedness and self sufficiency in the manufacturing of set top boxes. The Committee had also deliberated on the issue while examining the Demands for Grants of the Department of Electronics and Information Technology (Ministry of Communication & Information Technology also under the purview of this Committee) and the Committee were apprised that in order to encourage the domestic manufacturing of set top boxes and to protect the interests of local manufactures, the Government has introduced 5 % tariff on import of set top boxes. During the deliberations certain crucial Research & Development(R&D) issues relating to the technology also emerged and the Committee were apprised that it would take some time for the country to become fully self reliant with regard to indigenous production of set top boxes. The Committee further observe that even if the Indian industry is able to produce the desired number of set top boxes by the stipulated timeline for switching over to digitization as per the provisions of the aforesaid act, the Government intervention would be required to ensure 100 per cent indigenization of set top boxes. In this direction, the Government may consider hiking of the import duty from 5 to 10 per cent. In the light of above, the Committee may like to emphasize that the Ministry of Information and Broadcasting should coordinate with the Department of Electronics and Information Technology on the issue of extension of the proposed deadline after having detailed strategy with regard to manufacturing of the required number of Set Top Boxes through indigenous production and also finalizing the policy issue with regard to providing competitive edge to our own country manufactured Set Top Boxes.”

22. The Ministry in their Action Taken Note have stated as under:-

“The Ministry of Information and Broadcasting had moved a proposal on fiscal incentives/duty concessions in case of broadcasting industry to facilitate time bound transition of analogue cable system to digital addressable system (DAS) of cable services and the matter was taken up by CoS in its meeting held on 10<sup>th</sup> February, 2012. The Ministry in its note for the CoS had inter-alia proposed reduction of basic customs duty on the major items in digital addressable system distribution i.e. digital headend equipment and STBs to zero level to give a boost to conversion of broadcast distribution network to digital addressable system. The items on which custom duty



exemption has been sought including STBs are not manufactured in India and zero customs duties on these items would reduce the burden on the consumer. Moreover, even the local industry which needed to import certain key inputs in the manufacturing of these items would also benefit from import of duty exemption. In the meeting of CoS dated 10<sup>th</sup> February, 2012, it was recommended, inter-alia, that consultations with domestic industry by Department of Information Technology and Ministry of Information and Broadcasting may be taken to ensure that the equipment required for switch over to DAS is available through indigenous manufacturer. The proposal of the Ministry for fiscal incentives to broadcasting industry was not supported and it was also recommended that the Ministry may finalize the quality parameters through Bureau of Indian Standards to ensure that quality products are made available by domestic industry. The timeline for implementation of DAS in the first four phases in the four metros of Delhi, Mumbai, Chennai and Kolkata has been extended to 31.10.2012. The transition to DAS which requires an STB as a prerequisite would on a conservative estimate require 68 million STBs. The sheer volume of the requirement of STBs would make it imperative to import the numbers for implementation of DAS within the timelines fixed and in this regard reduction of basic customs duty to zero level for STBs and other equipment related to digital addressable broadcast was proposed as a one-time measure to boost the pace of digitalization leading to complete switch over by December, 2014 to DAS regime. Thus the Ministry has considered this aspect from the policy angle and the same was considered by the CoS in its meeting of 10.2.2012."

**23. The Committee note that the Government has made digitization of Cable Network mandatory and the Ministry of Information and Broadcasting has notified the dates for switching over to digital addressable system from analogue cable services by December, 2014. It emerged during the course of examination of Demands for Grants (2012-13) of the Department of Electronics and Information Technology that it would take sometime for the country to become fully self reliant with regard to indigenous production of Set Top Boxes and in order to encourage the domestic manufacturing of Set Top Boxes and to protect local manufactures, Government has introduced 5% tariff in import of set top boxes. In this regard, the Committee had also recommended to consider hiking of the import duty from 5% to 10%. The Committee observe from the reply furnished by the Ministry that no coordination had been made between the Ministry of Information and Broadcasting and Department of Electronics and Information Technology to provide competitive edge to domestic industry for manufacturing of Set Top Boxes. The Ministry of Information and Broadcasting instead of protecting and promoting the domestic industry by increasing the custom duty had proposed reduction of basic customs duty to zero level to give a boost for conversion to digital addressable system and to reduce the burden on the consumers. The Committee are of the view that the Ministry has initiated the digitization process without ascertaining the preparedness of domestic industry to provide set top boxes. The entire effort for meeting the requirement of 68 million set top boxes which is a conservative estimate for digitization of cable networks in the country by December**

2014 seems to be completely dependent on the import of Set Top Boxes. The Committee clearly express their displeasure to know the half hearted efforts made by the Ministry to protect the domestic manufactures of Set Top Boxes. The Committee are of the view that effort should be made by the Government so as to attain not only self-sufficiency in manufacturing of set top boxes but also as an exporter of Set Top Boxes to other countries. To meet the aforesaid objective, support of Government is required to protect and promote domestic industry. Meeting the deadline of digitization, which is December, 2014 should not be seen as the only objective of digitization, but overall growth of the cable industry as whole which include protection of domestic industry and consumer interest should also be an inevitable part of the process. The Committee, therefore, reiterate the earlier recommendation that Ministry of Information and Broadcasting should coordinate with the Department of Electronics and Information Technology with regard to having detailed strategy in the matter of manufacturing of Set Top Boxes through indigenous production and also finalise policy issue for providing competitive edge to our own country in manufacturing Set Top Boxes.

**F. Emergence of Cross Media Holdings**

**(Recommendation Serial No. 20)**

24. The Committee had recommended as under:-

“The Committee find that the Ministry had sponsored a study by Administrative Staff College of India, Hyderabad which has established existence of Cross Media Ownership/cross media monopoly in various segments of the Country. The extensive study has recommended that Cross Media Ownership Rules for Broadcasting, Print and the News Media must be put in place. It has also suggested that prior to Setting up of Media rules, periodic market analysis should be conducted to ascertain the structure of ownership and the level of competition. The ASCI Report had also stated that the equity ownership on restriction in number of channels owned as provided in the Draft Broadcasting Services Regulation Bill are inadequate and needs to be modified. The Committee are surprised to note that though the above Study had established the existence of cross media holdings, the Ministry, apart from timely uploading the Study Report for seeking comments from various Stakeholders, has neither taken any concrete action in accordance with suggestion/recommendation of the ASCI study nor set any specific deadline to finalize/formulate the rules on Cross Media. The Secretary instead of giving his considered view dealt with the issue of monopoly in the context of DTH. The Committee may like to put on record that some of the stakeholders who deposed before the Committee in the context of examination of The Cable TV (Regulation) Network Second Amendment Bill, 2011 brought before the Committee the emergence and growing trend of cross media holdings in the country. The Committee may like to emphasize that the issue merits urgent attention and need to be addressed before it emerges as a threat to our democratic structure. The Ministry, therefore,

should formulate their stand on the issue of cross media ownership in coordination with TRAI after taking into account all related aspects and the prevalent international practice followed by the suitable legislation/guidelines in this regard.”

25 The Ministry in their Action Taken Note have stated as under:-

“The Ministry has indentified the issue of cross media ownerships as an important and crucial issue affecting fair competition in the Indian media landscape , particularly in the context of several changes and convergence of technologies. TRAI has earlier looked into the issue of media ownership and made its recommendations on 25.2.2009. These recommendations were examined in the Ministry and, as recommended by TRAI the Ministry sponsored a study through Administrative Staff of India (ASCI) in July, 2009. The study dealt with the nature and extent of cross media ownership, existing regulatory framework, relevant market and international experience. The Ministry has placed study of ASCI in the public domain for seeking stakeholder views/comments.

Since several changes have taken place over the last three years in the media sector as also keeping in view the technological advancements, developments in convergence and changes in media consumption pattern, the Ministry felt that a stage has come to address issues of cross media restrictions afresh. Accordingly a reference to TRAI was sent on 16.5.2012 to look into the issue of cross holding and make appropriate recommendations on the following issues:-

- i) In the present emerging scenario more and more broadcasting companies owning television channels are venturing into various distribution platforms, namely cable TV distribution, DTH, and IPTV etc. Similarly many companies owning distribution platforms are also entering into television broadcasting. This type of vertical integration can seriously affect competition and promote monopolistic practices. Therefore, there is a need to address such vertical integration. TRAI may suggest measures that can be put in place to address vertical integration in order to ensure fair growth of the broadcasting sector.
- ii) In another scenario companies have controls/ownerships across print, TV and Radio leading to horizontal integration. At present there is no restriction for a company to have ownership across Radio, Television and Print mediums. Such a situation may prevent plurality of news and views and, in turn, may have several implications including ensuring quality services at reasonable prices. TRAI may also look at this issue and suggest appropriate measures in this regard. The recommendations of TRAI on the above issues are awaited.”

**26. The Committee note that an extensive study conducted by Administrative Staff College of India, Hyderabad in 2009 had recommended that Cross Media Ownership Rules for Broadcasting, Print and the News Media must be put in place. The Committee are glad to know that taking into account of the several changes that have taken place over the last three years in the media sector, a reference was made by the Ministry on 16.05.2012 to TRAI to look into the issue of Cross holding and make appropriate recommendations. From the reply furnished by the Ministry, the Committee observe that there are two types of cross media holdings, i.e. vertical**

integration, which is, Broadcasting companies owning television channels venturing into various distribution platforms, namely cable TV distribution, DTH and IPTV etc. and companies owning distribution platform entering into television broadcasting, and horizontal integration, which is, companies having controls/ownerships across print, TV and Radio. The Committee note that both type of integrations could seriously affect competition, promote monopolistic practices and may prevent plurality of news and views. The Committee are of the view that there is an urgent need to frame rules for cross media ownership to regulate both vertical and horizontal integration, so that, monopolistic practice which may prevent plurality of news and views and ensuring quality services at reasonable prices that would have serious consequences for a democratic country like India may be prevented. The Committee, reiterate their earlier recommendation to formulate Ministry's stand on the issue in coordination with TRAI by taking into account prevailing international practices and desire that the matter be pursued vigorously.

**G. Directorate of Advertising and Visual Publicity (DAVP)**

**(Recommendation Serial No.25)**

27. The Committee had recommended as under:-

"The Directorate of Advertising and Visual Publicity is the nodal multi media advertising central agency to execute publicity campaigns through advertisements etc. on behalf of various Ministries/Departments of Government of India, Autonomous Bodies and Public Sector Undertakings.

The Committee note with concern that some Ministries/Departments have been issuing display advertisements directly in violation of Clause-3 of the Advertisement Policy of the Government, which provides that all Central Govt. Ministries/ Departments/ Attached & Subordinate Offices/ Field Offices shall route their advertisements, including display advertisements, through DAVP. More so even when Ministries are violating the guidelines of Clause 3 including financial guidelines, there are no penal provisions and hence the Ministry is not in a position to invoke them. The immediate fall out of such violation by the Ministries/Departments has resulted in small, medium and regional language newspapers not getting their due share. Many regional newspapers have been alleging favoritism by DAVP. The Committee are given to understand that even when the Ministry has time and again taken up the issue with the Ministries/Departments to route their advertisements through DAVP only, the Ministries /Departments continue to violate the provisions of Clause-3. Further the Secretary during the deliberations informed the Committee that the payment situation has been put up online, as it is the major source of corruption. The Committee desire that the Ministry should incorporate some penal provision in the above advertisement policy so as to discourage this trend."

28. The Ministry in their Action Taken Note have stated as under:-

“The matter regarding violation of Clause 3 of the advertisement policy has been taken up by this Ministry seriously. Such violations have been brought to the notice of Cabinet Secretary, who in turn has written to all defaulting Ministries to route their advertisements through DAVP. As such, it is expected that there may not be many cases of violations in future.”

29. **Having noted with concern that some Ministries/Departments have been issuing display advertisements directly in violation of Clause -3 of the advertisement policy of Government, which provided that all central Government Ministries/Departments/attached and subordinate offices/field offices should route their advertisements, including display advertisements, through DAVP, the Committee had desired that the Ministry should incorporate some penal provision in the above advertisement policy so as to discourage this trend. The Committee are however constrained to note that no penal provision has been incorporated in the Advertisement Policy for violating Clause-3. The Committee are of the view that display advertisements of the Central Government Ministries/Departments etc., are important source of revenue for small, medium and regional language newspapers and hence strict adherence to Clause-3 of the Government Advertisement Policy will go a long way in the functioning of these newspapers. The Committee are not convinced by the reply given by the Ministry that since Cabinet Secretary has written to all defaulting Ministries to route their advertisements through DAVP, it is expected that there may not be many cases of violation in future. The Committee are of the view that this trend can be checked effectively only by incorporating penal provisions in the advertisement policy and therefore, reiterate the earlier recommendation for providing penal provision for violating Clause-3. The Committee would await conclusive action taken by the Government in this regard.**

**H. Film and Television Institute of India, Pune**

**(Recommendation Serial No. 30)**

30. The Committee had recommended as under:-

“The Committee observe that PG diploma courses in various disciplines of film and television, awarded by the institute do not enable the students to take up higher studies and research. Therefore, the possibility of getting equivalent status for its PG Diplomas from the Ministry of HRD/ Association of Indian Universities as in the case of National School of Drama is being explored by the institute by taking up the issue with HRD and the Association of Indian Universities. The Committee desire that the issues relating to

upgrading the status of FTII and its courses should be sorted out expeditiously. The Committee would like to be apprised about the definite plan of the Ministry for accomplishment of the above proposal.

Further, the Committee during their study visit to Pune in the year September, 2008 had observed that the intake of foreign students had been less than the prescribed number of seats. The Committee had been informed that better co-ordination with different Embassies, ICCR and other Film schools were being resorted to increase the number of foreign students in FTII. The Committee would like to know whether the above measures have helped in increasing the intake of foreign students alongwith the current status of foreign students enrolled in FTII as on date. ”

31. The Ministry in their Action Taken Note have stated as under:-

“It is the endeavour of the institute to have a global academic interaction with important films schools of the world. Students from many countries keep visiting FTII for short duration courses as well as three year PG diploma courses. Presently, there are seven foreign students studying in FTII. One seat each in all the four basic courses in film in FTII is reserved for foreign students who are admitted through ICCR. These include students from Sri Lanka, Poland, Bangladesh, Azerbaijan, France and Switzerland. In recent years, students from Kuwait, USA, France, Italy, Malaysia, Russia, Nepal and Canada have also studied in FTII. FTII is also making serious efforts to have more academic exchanges with institutions abroad.”

32. **Observing that PG diploma courses in various discipline of film and television awarded by the Institute do not enable the students to take up higher studies and research, the Committee had desired that the issues relating to upgrading the status of FTII and its courses should be sorted out expeditiously. The Committee are, however, disheartened to note that the reply of the Ministry is silent on the issues raised by the Committee relating to upgrading the status of FTII and its courses. The Committee are of the view that India being one of the highest producers of films in the world and keeping the diversity of the country in mind, there is an urgent need to establish FTII as an institute of national importance where students can take up higher studies and research. The Committee expect that Government replies to their recommendations are comprehensive and complete. They, therefore, await follow-up action by the Government in regard recognition of degree/diploma awarded by FTII by taking up the matter with Ministry of Human Resource Development and Association of Universities.**

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## **CHAPTER-II**

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

#### **Budgetary Grants for 2012-13**

##### **(Recommendation Serial No. 1)**

The Committee observe that the Ministry of Information and Broadcasting has proposed the Demands for Grants for the year 2012-13 amounting to ₹ 2737.36 crore which comprises of ₹ 905 crore as the Plan outlay and Rs. 1832.36 crore as the Non-Plan outlay. The Eleventh Plan has come to an end and the Twelfth Plan has commenced w.e.f. 1 April, 2012. The financial performance of the Ministry particularly under the Plan schemes during the Eleventh Plan has not been very satisfactory. The allocations provided at Budget Estimates were reduced at Revised Estimates stage due to overall trend of utilisation. Even the reduced allocations could not be utilized fully resulting into under spending of the scarce resources during each year of the Eleventh Plan.

The extent of the variation can be gauged from the data furnished by the Department. The Department was allocated ₹ 3686 crore at BE stage against the projections of ₹ 7812.12 crore if the overall allocations during the Eleventh Plan as a whole are taken into consideration. The BE allocations were then reduced to ₹ 3143.70 crore at RE stage. The utilisation is to the tune of ₹ 2579.21 crore thus resulting into under spending of ₹ 564.49 Crore. The under spending is more during the years 2008-09 and 2010-11 crore when 66.99 per cent and 74.74 per cent of the outlay respectively could be utilised.

The Committee have consistently been raising the issue of under spending in their reports. In spite of that the trend continued resulting into blocking of the national resources. The Ministry has cited the delay in approval of the schemes, long procurement procedures, and systemic problems in Prasar Bharati as the reasons for under spending during the Eleventh Plan. Said reasons have continuously been repeated by the Ministry, whenever the question of under spending has been raised by the Committee. The Secretary during the course of oral evidence while acknowledging the problem of under spending in the Ministry has cited the problems concerning Prasar Bharati as a major reason for under spending particularly when large allocation of the Ministry relates to Prasar Bharati. The Secretary was hopeful that once the recommendations of GoM are accepted by the Cabinet, it would rationalize a great deal of things. The Committee hope that the problems relating to Prasar Bharati are addressed and ways are found during the Twelfth Plan resulting into effective implementation of various programmes which would ensure cent per cent utilisation of the outlay.

#### **Reply of the Government**

The actual expenditure during 2011-12 was Rs.762.83 crore, indicating a utilization of 97% of RE. As regards, Prasar Bharati, the utilisation of funds was 100 % of RE, which is encouraging.

The main reason for under utilization of plan outlay during 11<sup>th</sup> Plan was the delay in approval of schemes. However, during 12<sup>th</sup> Plan, detailed time lines have been fixed for all new schemes to ensure their early approval. In the meantime, evaluation of on-going

schemes is being undertaken which is required as per Finance Ministry's guidelines. Secretary (I&B) is reviewing the progress in every weekly meeting with Senior Officers.

[Ministry of I&B O.M. No. 4/31/2012-PC dated 26.06.2012]

### **(Recommendation Serial No. 2)**

The Committee have dealt with repeated problem of delay in approval of the schemes, lesser procurement procedures and systemic problems in Prasar Bharati in detail in the later part of the report. The Committee may like to emphasize for periodic close monitoring of the implementation as well as the expenditure position under the three sectors viz. Broadcasting, Film and Information Sector. Besides, the Committee would like the Ministry to identify the grey areas, make the implementation of its schemes more effective and step up the monitoring mechanism so as to ensure optimum utilization of funds. Moreover the Ministry should make serious efforts to identify the weakness in the system and streamline the planning process so as to ensure effective utilization of Plan outlay i.e. ` 1305 crore during the year 2012-13. The Committee would like to be apprised about the specific steps taken by the Ministry in this regard.

### **Reply of the Government**

The following steps have been initiated:

- (i) Proposals for seeking in-principle approval of all new schemes have been submitted to Planning Commission.
- (ii) As 12<sup>th</sup> Plan outlay is yet to be fixed by Planning Commission, to ensure timely utilization of funds in the current year, Ministry has drawn up time bound action plan to get the schemes appraised and approved on the basis of Annual Plan 2012-13 outlay. The approval of the schemes is likely to be completed soon.
- (iii) Ministry has initiated the process of getting the on-going schemes evaluated as per the Finance Ministry's guidelines to ensure their continuance during the 12<sup>th</sup> Plan period.
- (iv) A system of weekly monitoring mechanism has been adopted at the level of Secretary. This is expected to ensure timely implementation of various key activities within the time lines fixed by the Ministry.

[Ministry of I&B O.M. No. 4/31/2012-PC dated 26.06.2012]

### **Utilisation of Outlays under the Non Plan Head**

### **(Recommendation Serial No. 3)**

The Committee observe that during the year 2011-12, out of the proposed allocation of Rs. 2026.11 crore under the non-Plan head for the three Sectors i.e Film, Information and Broadcasting, the BE was Rs. 1782.71 crore, which was increased to ` 1818.13 at the RE stage and the Actual Expenditure was Rs. 1813.31 i.e. 99.74 per cent of the RE allocation. The Committee also observe that the proposed allocation of the Ministry for the year 2012-13



under non-Plan head is Rs 1832 crore which is more than double of the Plan Outlay of Rs. 905 crore. Justifying the increase, the Secretary has stated that many of the spending of Prasar Bharati is evaluated in terms of creating infrastructure. Further, for many programmes of Directorate of Field Publicity (DFP) in Song and Drama Division a lot of expenditure takes place through non-Plan budget and the outputs are not tangible. While appreciating the facts enumerated by the Secretary, the Committee would like the Ministry to give the details of the activities under non-Plan head for which the allocations during 2012-13 have almost been double. Besides, the Committee would like to emphasize for rationalization of expenditure under the non-Plan head as per the General Financial Rules. Besides, the Ministry should try to contain its expenditure in non-Plan head so as to have a proper balance between the Plan and non-Plan head.

### **Reply of the Government**

During the financial year 2012-13, the Non-Plan budget of the Ministry has been fixed at Rs.1832.39 crore under Revenue Section, which is slightly higher (Rs.49.68 crore) i.e. 2.79% increase over the Budget Estimates 2011-12 of Rs.1782.71 crore but only Rs.14.26 crore i.e. 0.78% increase over Revised Estimates of 2011-12. However, allocation during 2012-13 has increased marginally under the Major Head Secretariat Social Services for (i) Rent, Rates and Taxes from Rs.10 lakh to Rs.20 lakh due to anticipation in increase in Service charges slabs in respect of Sookhna Bhawan and for (ii) Directorate of Field Publicity from 8 lakh to 23 lakh under the head of Wages because of increase in the number of contractual staff such as Programmer, Assistant Programmer and 7 Data Entry Operators at Headquarter and 22 Data Entry Operators at Regional Offices. Further, a new object head "Grants-in-aid-Salaries" (No.36) has been introduced from the Financial year 2012-13 by Ministry of Finance. This has resulted in reduced allocation under object head "Grants-in-aid-General" (No.31) and increase under the head "Grants for Creation of Capital Assets" (No.35) and Grants-in-aid-Salaries(No.36) in respect of SRFTI, Kolkata. However, overall budget for SRFTI, Kolkata remains at the same level i.e. Rs. 7.00 crore under Non-Plan for the financial year 2011-12 and 2012-13. Similar is the case with IIMC where total budget has been retained at BE 2011-12 level in this year and there have been re-adjustments because of introduction of new object head Grants-in-aid-Salaries(No.36). This applies to other grantee bodies also under this Ministry namely Prasar Bharati, Press Council of India, Film & Television Institute of India, Pune and Childrens Film Society. Further as advised by the Standing Committee, concerted efforts are being made by the Ministry to rationalize the Non-Plan expenditure in accordance with GFR. A comparative statement as under reflects that the ministry has fully exhausted the allocations under Non-Plan during the last two years:

(Rs. in crore)

<b>2010-2011</b>			<b>2011-12</b>		
BE	RE	Actual expenditure	BE	RE	Actual expenditure
1754.18	1768.06	1757.05	1782.64	1818.06	1814.35

### **Streamlining the procurement procedures**

#### **(Recommendation Serial No. 9)**

The long procurement process has repeatedly been cited as one of the reasons for under spending of Plan Outlay during each year of the Eleventh Plan. The Committee find that

to address the issue the period of procurement process has been reduced from 52 weeks to 26 weeks. Besides, AIR and DD have prescribed timelines for each of the activity. The Committee appreciate the initiative taken by the Ministry in streamlining the procurement process as well as fixing timeline for each of the stage of the procurement. The Committee in this regard may like to emphasize that now there is a need to ensure that the timelines are strictly adhered to. To achieve this objective, the Ministry needs to fix accountability for delay at each of the stage so as to ensure that the procurement takes place within the prescribed 26 weeks by adhering to the activity wise timeline. The Committee may further like to emphasize that there is an urgent need to make the system of procurement e-enabled so as to ensure transparency as well as accountability. Besides, monitoring of the timelines for procurement need to be done in an effective manner. The Ministry should formulate some structured mechanism in this regard. Urgent initiatives in this regard should be taken by the Ministry and the Committee informed accordingly.

The Committee further observe that whereas the Ministry has reduced the procurement time from 52 weeks to 26 weeks the information furnished with regard to timeline under each of the activity separately for AIR and DD indicates that in case of DD the total time comes to 28 weeks. The Committee may like the Ministry to clarify the position.

### **Reply of the Government**

Although, the timeline drawn by both the directorates differs by 2 weeks more for DD, Prasar Bharati would ensure adherence of the timeline of 26 weeks drawn out for procurement process by both the Directorates uniformly. Procurement Committee with DG as Chairperson, E-in-C, ADG (Purchase), ADG(System Design), ADG(Fin)/IFA and DDG (Purchase) as members is already in place to expedite the procurement process. Provision of 2 weeks additional time has been kept in case some information/clarifications are required to be collected from the Firms/OEMs.

Provisions for “e-governance” has been kept by AIR in the 12<sup>th</sup> Plan proposals, e-procurement of AIR and Doordarshan is proposed to be part of this. However, present NIT along with tender specifications, quantities of equipment to be procured, standard tender documents, amendments, clarifications, techno-commercial bid opening date and contact details of concerned officer etc., for procurement of equipment are uploaded on Doordarshan’s website as well as the public portals namely: tenders.gov.in and eprocure.gov.in/cppp.

The schedule of pre bid conference, details of the queries raised by the prospective bidders and clarifications given by DD officials after the prebid conference are also displayed on DG:DD website.

After award of the contract, details of the purchase order (A/T) alongwith its number, Name of the firm, Descriptions of the items and amount of the order is also clearly displayed on the DG:DD website.

[Ministry of Information & Broadcasting O.M. No. 502/2/2012-B(D) dated 31.07.2012]

### **Outstanding dues from Doordarshan Kendras and National Channels**

#### **(Recommendation Serial No. 13)**

The Committee find from the information made available by the Ministry that ₹ 330.09 crore are outstanding from producers of various Doordarshan Kendras and National Channels

for the sponsored programmes/serials during the year 2010-11. Similarly, a total outstanding of ₹ 166.38 crore is due from agencies during the year 2010-11. With regard to the year 2011-12, the data has not been compiled so far as by the Ministry/Prasar Bharati. The Committee express serious concern over the huge outstanding amount during one year i.e. 2010-11.

The Committee exhort the Ministry/Doordarshan to take urgent initiatives to recover the amount from the various producers and agencies. The Committee would also like to be apprised about the details of the amount outstanding during the previous years and the action taken against the producers and agencies for not making timely payment. The Committee may also like to be apprised whether at any time any of the producers/agencies has been blacklisted by Doordarshan for not paying the outstanding dues.

### Reply of the Government

Prasar Bharati has informed that in written reply to point No. 69 on Demands for Grants (2012-13) of Ministry of Information and Broadcasting, Doordarshan had informed their outstanding dues as under :-

S.No.	Year	Outstanding	(₹ In Crores) Remarks
1.	2010-11	₹ 330.95	-
2.	2011-12	₹ 166.38	<i>Provisional</i> (up to 29-02-12)
	<b>Total</b>	<b>₹ 497.33</b>	

Hence, the final figure of 2010-11 was only Rs. 330.95 Crores.

It has been indicated that Doordarshan did a total business (accrued) of Rs. 1494.46 Crore with producers and agencies during 2011-12. With the outstanding dues of Rs. 330.95 Crore for 2010-11, the total of Rs. 1825.41 Crore (including business accrued during the year) was, therefore, recoverable from producers/agencies during 2011-12. Doordarshan has realized Rs. 1081.66 Crore as commercial revenue. The outstanding amount is now Rs. 743.75 Crore as on 31.03.2012. This includes Rs. 574.55 crores pending with 86 defaulting producers/agencies, against whom Doordarshan has initiated arbitration/legal proceedings.

Hence, an amount of Rs. 169.20 Crore (Rs. 743.75 – Rs.574.55 Crore) is currently outstanding as on 31.03.2012 with producers and agencies. ₹ 51.40 Crore has been received from the defaulting producers/agencies as award/interim award during arbitration /legal proceedings.

Further, Doordarshan has informed that Rs. 363.06 Crore (provisional) has also been realized from producers and agencies during the current year 2012-13 (up to 31-07-2012)

It may be clarified that full revenue of total business (accrued) during a financial year cannot be realized within that year because Doordarshan provides the credit facility to accredited agencies for 60-75 days as per the industry norms and Prasar Bharati Policy. Doordarshan charges interest @ ₹ 14.5% p.a. (simple interest) on the component that remains outstanding after the expiry of credit period.

Therefore, there can never be a NIL balance against an agency/producers doing rolling business with Doordarshan. There will always be a possibility of rolling outstanding amount of more than ₹ 200/- Crores depending upon the business accrued, in that particular period.

As regards, the steps taken to recover the outstanding dues in case of defaulting agencies, Doordarshan takes the following steps to recover the dues:-

Regular reminders are issued to defaulting agencies.

Their Bank Guarantees are encashed.

Their accreditation /registration are cancelled or frozen which reduces their creditability in the media market.

Legal notices are issued.

Arbitration/court proceedings are initiated.

[Ministry of Information & Broadcasting O.M. No.103/1/2012-BC-I dated 29.8.2012]

### **Expansion of FM Radio**

#### **(Recommendation Serial No. 21)**

The Committee are happy to note that the Cabinet at their meeting held on 7<sup>th</sup> July, 2011 has approved the policy guidelines on expansion of FM Broadcasting Services through private agencies (Phase III). The Committee also find that permission for FM Channels is going to be awarded through ascending e-Auction as followed by Department of Telecommunications for the auction of 3G and BWA Spectrum, mutates-mutandis as recommended by Group of Ministers (GoM) as licensing Methodology for FM Phase III. The salient features of the policy include inter-alia increase in FDI+FII limit from 20 per cent to 26 per cent, permission to carry out news bulletins of All India Radio in unaltered form, special incentive or North East (NE) Region and Jammu & Kashmir (J&K) and Island territories etc. The Ministry has informed that e-Auction is going to be held in batches over a period of 3 years with the approval of the Ministry of Information and Broadcasting and the first batch of e-Auction is likely to be held in December, 2012. The Committee observe that the Ministry has constituted two Committees (i) Inter Ministerial Committee and (ii) Application Review Committee to guide and supervise the process of e-Auction. The Committee are of the view that the above decision is certainly a step forward in the direction of fast expansion of FM Radio Services in the country as it will give further boost to the FM Services movement. The Committee desire that the above two Committees meet on a regular basis and constantly review the e-Auction process so that licenses are issues/granted in fair and transparent manner.

#### **Reply of the Government**

(i) Office Memorandum regarding Constitution of Committee(Inter-Ministerial Committee (IMC)) for the conduct of e-auction for award of license of FM channels under FM Radio (Phase-III) Expansion issued on 11.11.2011. Four meetings of the IMC, under the Chairmanship of Additional Secretary, Ministry of I&B have already been held on 15.2.2012, 19.3.2012, 7.5.2012 and 11.6.2012.

(ii) Office Memorandum regarding Constitution of Committee (Application Review Committee) for short listing of bidders for e-auction for award of License of FM Channels under FM Radio (Phase-III) Expansion has been issued on 11.11.2011. The work of this Committee will start only after receipt of applications from bidders.

(Ministry of Information and Broadcasting O.M. No.803/18/2012-FM dated 27<sup>th</sup> June, 2012)

### **Community Radio Stations**

#### **(Recommendation Serial No. 22)**

The Committee observe that the Government of India had approved the policy in 2002 for grant of licenses for setting up of Community Radio Stations to well established educational institutions including IITs/IIMs. As on date, 130 CRSs are operational in the Country. The Ministry has informed that 1026 applications have been received since 2002 when the first policy of CRS was brought out. Out of 363 permissions issued so far 165 Grant of permission agreement (GOPA) have been signed and 268 applications are under the consideration for grant of permission at various stages. The Committee note with concern that out of the 268 applications, as many as 110 applications are pending with various Ministries such as Ministry of Home Affairs, Ministry of Defence, Ministry of Human Resource Development, Wireless Planning & Coordination wing of Department of Telecommunications and Indian Council of Agricultural Research. The Committee are of the view that the Ministry of Information and Broadcasting being the sole authority responsible for spread of Community Radio Movement should co-ordinate with the concerned Ministries / agencies for early clearance of pending applications so that community radio services spread fast in the country reaching out to large population.

#### **Reply of the Government**

Ministry is holding monthly co-ordination meetings with all concerned Ministries/Departments to expedite the clearances and overcome communication gaps. So far, 20 co-ordination meetings have been held and clearances received from concerned Ministries are detailed below:

Ministry/Department	MHA	WPC Wing	MOD	MHRD	ICAR
No. of clearances/comments received	295	302	331	46	15

(Ministry of I & B, O.M. No. 403/104/2011-CRS, Dated: 13-07-2012)

#### **(Recommendation Serial No. 23)**

The Committee observe that the Ministry had constituted a Working Group to suggest a mechanism to provide State funding to CRS. The Working Group had suggested that a corpus fund might be set up called Community Radio Support Fund of India (CRSFI) to assist organizations in setting up CRS in India. However, setting up of the corpus fund could not materialize due to Ministry of Finance Guidelines not allowing creation of fund either out of revenue or out of Government borrowing. As such, the Community Radio Movement continued to face financial constraints resulting in their slow growth. The Committee are happy to learn that during the Twelfth Five Year Plan, a Planned Scheme of "Supporting Community Movement in India" has been conceived to provide grants to CRS in the range of 1 lakh to 15 lakh depending on the purpose for which the grant is sought. Under this scheme a provision has been made to award grants for infrastructure/equipment to scale the growth of new

community radio stations especially in remote and rural areas that have little access to media as well as stations managed by disadvantaged and marginalized communities. The Committee are of the strong view that lack of financial support being a major hurdle in way of Community Radio expansion, the above Scheme will definitely bring good relief and encourage those applicants who refrained from applying due to financial considerations. Since the plan is yet to receive in-principle approval of the Planning Commission, the Committee desire the Ministry to take up the matter urgently with the Planning Commission for its early clearance. Apart from taking up the issue of adequate funds for the Scheme during the Twelfth Plan with Planning Commission, efforts should also be made for full utilization of Rs.5 crore allocated for the year 2012-13.

### **Reply of the Government**

Ministry has already sent a note for in-principle approval of the Planning Commission. The EFC Memo has also been prepared and will be circulated to concerned Ministries immediately after in-principle approval of Planning Commission.

(Ministry of I & B, O.M. No. 403/104/2011-CRS, Dated: 13-07-2012)

### **(Recommendation Serial No. 24)**

The Committee observes that RNI has a mandate to perform various statutory functions which include maintenance and compilation of particulars of newspapers/periodicals, ensuring that newspapers/periodicals are published in accordance with the provisions of PRB Act, verification of circulation claims etc. However, the Committee observes that as against the budgetary provision of Rs.17.00 lakhs for the year 2011-12, RNI could utilize only Rs.4.00 lakhs i.e., 23.53%. While deploring the under utilization, the Committee would like the ministry to apprise the Committee, how far the above shortfall has affected the activities and achievements of RNI during 2011-12.

The Members during the course of oral evidence have observed that in the list of books maintained by RNI, there are hardly any books in the Regional languages. From this, the Committee is inclined to conclude that either there are not many publications coming out in Regional languages or it is a lapse in the part of RNI not to have listed these publications. The Committee while emphasizing on promotion of publications in Regional Languages recommend the Ministry/RNI to look into the matter and make necessary actions so that Regional Newspapers/publications get due publicity.

The Committee have been informed that in order to provide prompt, efficient and transparent service to the newspapers and ensuring effective implementation of the PRB Act and evolving and enforcing a strict circulation check, two new Regional Offices at Guwahati in North Eastern Region and Bhopal in Central Regional have been opened during Eleventh Plan period 2007-12. While appreciating the above initiative, the Committee desire that more and more number of such institutes are set up through out the country.

### **Reply of the Government**

During the 11<sup>th</sup> Plan two new Regional Offices have been set up under the Plan Scheme 'Strengthening of RNI' – one at Guwahati, Assam and another at Bhopal, Madhya Pradesh with an approved outlay of Rs.88.06 lakhs. However, no staff component was approved and Officers from other media units were entrusted with additional responsibility for running these offices with the support of outsourced staff. In 2011-12, the officer entrusted

with the additional charges of Guwahati Office did not join and hence RNI could not utilize the amount allocated for this office. An amount of Rs.13.00 lakhs was surrendered on this account. However, RNI managed the activities of North-eastern states from the Headquarter itself without affecting the activities of RNI.

Regarding books, it is clarified that as the subject matter comes under the Ministry of Human Resource Development and hence the list of books are not maintained by RNI. RNI maintains the list of registered and verified titles of newspapers/magazines which includes titles in regional languages also.

As for the advice by the Committee for opening more offices, the same will be considered keeping in view the volume of work in different regions.

(Ministry of I&B I.D. No.10/21/2011-MUC dated 27.7.2012)

### **Decline of Indian Films Internationally**

#### **(Recommendation Serial No. 29)**

On an analysis of documents provided by the Ministry, the Committee observes that India is the largest producer of films in the world, producing film in 26 languages. It produces more than 1000 films per year in different languages. However, as per two evaluation studies conducted under the aegis of the Ministry, the share of major markets for the Indian films worldwide has been declining over the years due to factors such as decline in quantum of film selection in leading international film festivals, commercial viability being the driver of Indian film sector and promotion of Indian cinema in a fragmented manner. The Committee also feels that over the years, no attempt has been made in promoting Indian cinema internationally and the presence of Indian cinema in international film festivals such as Cannes or Locarno Film Festival is insignificant. The intervention of the Ministry in areas of promotion of films internationally through its schemes such as 'Export Promotion Through Film Festivals', 'Participation in Film Markets in India and Abroad' has not been upto the desired level. The Committee observe that the Ministry has taken some initiatives in partnership with the Ministry of Tourism with a view to providing a platform to Indian filmmakers to promote and carry out their business activities effectively. The Committee recommend that during the 12<sup>th</sup> Plan, a concerted effort should be made to ensure that promotion of India cinema abroad is carried out in a more structured and vociferous manner.

#### **Reply of the Government**

For the 12<sup>th</sup> Plan a comprehensive Scheme has been worked out titled "Development of Communication & Dissemination of Filmic Content". The scheme envisages participation in film festivals in India and abroad, participation in international film markets, organization of film festivals which include children and documentary film festivals, production of documentary, children films and feature films in various regional languages. It is expected that this scheme will give the required impetus for production of good quality films and their promotion in various international film festivals. From the later part of the 11<sup>th</sup> Plan, our participation in international film markets has been streamlined by assigning the task to NFDC. The India Pavilions being set up during various international film festivals would be organized in a focused manner with a view to providing an ideal platform for young and upcoming film makers to interact with film producers and filmmakers from other countries and to network with prospective buyers to market their products.

[Ministry of I&B OM No. 306/2/2012-F(F) dated 12.06.2011]

### **Global Film School**

#### **(Recommendation Serial No. 31)**

The Committee is constrained to note that though the scheme of Global Film School had been conceptualized in the early part of the 11<sup>th</sup> Plan, yet, the Ministry could not get in-Principle approval for the scheme. The Committee find that the scheme has now been subsumed to be a part of the common programme of the scheme of infrastructure development programme relating to the film sector. The urgent need for a film school standard cannot be underestimated in the context of decline of Indian Films internationally as enumerated in the preceding para. The Committee desire that subsuming of the scheme in the broader scheme of infrastructure development should not dilute its thrust and purpose and every effort should be made to upgrade and modernize the FTII during the current financial year so as to enable the institute to meet the standards of global film school.

#### **Reply of the Government**

The proposals for upgradation / modernisation of FTII which was envisaged under Global Film School, have since been worked out and have been included as part of a comprehensive plan for development of infrastructure of the media units under Films Wing of the Ministry of Information & Broadcasting during the 12<sup>th</sup> Plan. Feasibility Report to the Planning Commission in this regard has been sent and action is being taken for evaluation by the appraisal body and approval by the competent authority. All efforts would be made to execute the project on time.

[Ministry of I&B OM No. 306/2/2012-F(F) dated 12.06.2012]

### **Satyajit Ray Film and Television Institute, Kolkata**

#### **(Recommendation Serial No. 32)**

The Committee observed that Satyajit Ray Film and Television Institute was established in 1995 and registered as a society on 18<sup>th</sup> August, 1995 under the West Bengal Societies Registration Act, 1961. It is an autonomous society funded by Ministry of Information & Broadcasting with a Governing Council, Standing Finance Committee and an Academic Council. Named after the acclaimed film Director, SRFTI is a premier institute of India for film training. The Committee find that the actual expenditure of the institute has been less as compared to RE during the first three years of the 11<sup>th</sup> Plan. However, during 2010-11 and 2011-12, the actual expenditure has picked up and the institute has been able to absorb 90 per cent of funds allocated. There is a need to give the institute more impetus so as to enable it to fulfill its mandate in a more forceful manner.

The Committee are given to understand that a draft legislation on 'National Institute of Film and Television' covering both FTII and SRFTI is under the consideration of the Ministry to declare the film and TV institutes as institutes of national importance. The Governing Body of the proposed institute would be a board of Governors headed by a Chairman. The Board of Governors would have eminent personalities in the field of film, television and allied studies apart from officials from Ministry of Information & Broadcasting and the concerned State Governments as its members, a senate is proposed for taking all decisions on academic issues, the institute will provide undergraduate and post-graduate courses and hold



examinations, the institute will be empowered to grant degrees, diplomas, certificates which shall be equivalent to such degrees, diplomas granted by any other Universities and there will be the apex policy decision making body of the Institutes. The draft Bill is in the process of being circulated to various Ministries for their comments. The Committee further note that since its inception in 1995, the institute has not been subjected to any review and a comprehensive study is likely to be undertaken during this year. In view of the fact that the institute is being considered to be declared as institute of national importance, the Committee recommend that a comprehensive review of the institute should be undertaken this year itself and the findings of the comprehensive review should also be incorporated in the aforesaid Act.

### **Reply of the Government**

To give the institute more impetus so as to enable it to fulfill its mandate in an effective manner, creation of additional infrastructure and introduction of modern technology are being envisaged during the 12<sup>th</sup> Plan.

In order to declare the Film and Television Institutes under Ministry of I&B, institute of national importance, a draft Bill has been worked out and circulated to various Ministries for comments. This is being expedited with the concerned Ministries so that the draft Bill is finalized and submitted for the approval of the Cabinet before being introduced in the Parliament.

A review of SRFTI is being done during the current year. As suggested, the findings of the review, wherever feasible, would be incorporated in the aforesaid draft Bill.

[Ministry of I&B OM No. 306/2/2012-F(F) dated 12.06.2012]

### **Children's Film Society of India**

#### **(Recommendation Serial No. 33)**

The Committee observe that the Children's Film Society of India established in May, 1995 under the aegis of the Ministry of Information & Broadcasting, Government of India, is primarily engaged in the task of production, exhibition and promotion of children's films and it is registered under the Societies Registration Act, XXI of 1860 with the main objective of providing children and young and 'value based' entertainment through the medium of films. The Committee find that an allocation of Rs. 10 crore has been made for production of children films under the proposed plan scheme of Production of Films and Documentaries in various languages. The Committee are constrained to note that even when the CFSI has taken up the matter with Film Institutes such as SRFTI and FTII to impress upon students to produce diploma films on children's subjects, no proposals are forthcoming. The Committee strongly feel that when the slum children of India could participate and get international acclaim in an international film like Slumdog Millionaire, there is no dearth of creativity and talent in India. There is a need to explore the talents within the country in the field of creative writing and good scripts and channelise these to produce good films with humane touch and social values. Even the films focusing on teen issues can also be encouraged. Therefore, the Committee recommend that the CFSI in coordination with Film Institutes should encourage and motivate students by giving wide publicity to the concept/ idea and also appropriately funding the project on the diploma films on children's subjects.

### **Reply of the Government**

CFSI would continue to explore talents by approaching the institutes to encourage their students to develop scripts on children's subjects so that diploma films can be made on children subjects. The institutes, on their part, would continue to encourage and motivate their students to develop projects on children's subjects. The Ministry has taken up this with both FTII and SRFTI as well as CFSI.

[Ministry of I&B OM No. 306/2/2012-F(F) dated 12.06.2012]

## **CHAPTER-III**

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

#### **Policy for Introduction of Mobile Television**

##### **(Recommendation Serial No. 18)**

The Committee observe that the draft Policy of Mobile Television has been put on hold due to non-availability of adequate spectrum in the VHF band V(585-698 MHz) and in view of this the Ministry may have to examine the feasibility of introducing mobile TV services. The Ministry has informed that they had initially projected requirement of spectrum for Doordarshan 585-646 MHz and mobile TV 96-646 MHz in UHF Band V. It was then brought to notice by WPC of Department of Telecommunications that frequency Band 625-675 MHz i.e. total 50 MHz has already been decided to be allocated to Defence. The allocation of Frequency Band to Defence has disturbed the continuity of spectrum in the entire band i.e. 585-646 MHz. The Committee fail to understand as to when the Ministry had already communicated WPC about their projection requirement of spectrum for DD (585-646 MHz) and mobile TV 96 MHz beyond 646 MHz (646-742 MHz), and at what point the decision was allowed to be taken to allocate frequency band 625-675 MHz, a total of 50 MHz to Defence with 588-695 MHz though it had been originally been allocated to Ministry of Information and broadcasting for Broadcasting and Mobile Television purposes. The Committee are extremely disappointed to note that Ministry has not handled the issue of spectrum allocation with concerned authorities timely and with requisite attention which has led to such a stalemate in the issue. As the Empowered Group of Ministers on vacation of spectrum has now given a decision to restrict the requirement of spectrum for various broadcasting services within 585-646 MHz, the Committee at this point has no choice but to advise the Ministry to review the spectrum availability and take up the matter suitably with the concerned authorities so that the launching of mobile television is not put into cold storage and the country does not lag behind in this area.

##### **Reply of the Government**

The Ministry has been in dialogue with Department of Telecom (DoT) for spectrum requirement for various broadcasting services in the UHF Band V as the frequency band 700 MHz i.e 698-806 MHz has been earmarked for International Mobile Telecommunications (IMT) services by World Radio Conference (WRC-07). The Ministry has projected the following spectrum requirement to DoT in the UHF Band V for various broadcasting services

#### **(a)\_Doordarshan**

As part of digitalization of its terrestrial networks , DD is planning to set up 630 digital transmitters which comprise 230 HPTs and 400 LPTs. Under the 11<sup>th</sup> Plan, Doordarshan has already taken up projects for establishment of 40 digital transmitters (SDTV) and 4 High Definition digital transmitters. Doordarshan's long term plan is to have a multiplex of five

transmitters— two for SDTV Channels, two for HDTV Channels and one for mobile TV service - at each of the 630 locations to provide a competitive platform. Keeping in view the long term perspective of digitalization process of Doordarshan, the total spectrum requirement of Doordarshan for the digitalization of its terrestrial network will be met in Band-IV (470-582 MHz) and eight channels in Band-V (582-646 MHz). DD has also frequency assignment in 700 MHz band, viz., two carriers (745 MHz and 795 MHz each with a band width of 20 MHz )i.e 40 MHz for Mobile video link and Channel 54(734-742 MHz) for Digital Terrestrial Transmitters (DTT) at four metro cities.

#### **(b) Mobile TV Services**

TRAI, in its recommendations on “Issues relating to Mobile Television Service” dated 23.1.2008 had identified UHF Band V (585-806 MHz) for Mobile TV services by private operators thorough terrestrial mode. It also recommended that private players may be assigned at least one slot of 8 MHz each for mobile TV operation. It is estimated that at least 96 MHz (*4 licensees/license area x 8 MHz x 3 Consecutive Regions = 96 MHz*) of spectrum will be required for 4 operators to start mobile TV services. This requirement was also projected to the DoT.

#### **(c) Other broadcasting Services**

TRAI had, in 2005, recommended that terrestrial television broadcasting in India should be thrown open to private players as well. Though the policy for private TV broadcasting has not been formulated till now, the Ministry has requested DoT to earmark adequate frequency in the UHF Band V for this purpose as well so that there should not be any shortage of spectrum when the policy is formulated in future as frequency band 585-806 MHz, according to NFAP-2008, is predominantly for broadcasting services, including Mobile TV.

TRAI, in its recommendation on “spectrum management and licensing framework” dated 11.2.2010 has recommended that 585-698 MHz may be earmarked for digital broadcasting services, including Mobile TV and that 698-806 MHz be earmarked for IMT Applications. Keeping this in view, in the draft India Remarks for NFAP-2011, the WPC has proposed to bifurcate UHF Band V (585-806 MHz) i.e IND 37 (585-698 MHz) and IND 38(698-806 MHz). The Ministry has opposed the proposed bifurcation and sent a dissent note to Chairman, NFAP Review Committee requesting him not to bifurcate IND 37 of NFAP 2008 as the proposed division of band 585-806 MHz would adversely affect the requirement spectrum for present and future development of TV broadcasting. According to NFAP-2011, the band 585-698 MHz has been allocated to Digital Broadcasting Services including Mobile TV and 698-806 MHz has been allocated to IMT and Broad Wireless Access (BWA).

Subsequently , in order to discuss requirement of spectrum in the UHF Band V for the broadcasting sector, including Doordarshan, a meeting was held at the level of Secretary (DoT) and Secretary (I&B) on 5.5.2011 where in the Ministry has reiterated its earlier stand on the requirement of spectrum for broadcasting services in the band 585-806 MHz. It was decided to set up a committee comprising Wireless Adviser, E-in-C (Doordarshan), and Joint

Secretary (Broadcasting) to examine the actual requirement of spectrum for DD and other broadcasting services, including mobile TV, in the UHF band V. The Committee has met two times and deliberated spectrum requirement of DD as well as other broadcasting services, including Mobile TV in UHF Band V. In the meetings, like in earlier occasion, the Ministry's has projected its requirement of spectrum for DD (585-646 MHz) and Mobile TV (96 MHz beyond 646 MHz ) in UHF Band V. It was then brought to the notice of the Ministry by WPC that it has been already been decided to allocate frequency band 625-675 MHz i.e a total of 50 MHz to defence within 585-696 MHz though it is allocated to broadcasting services. This allocation to defence disturbs the entire band as requirement spectrum for DD and Mobile TV is to be met within 585-698MHz, as recommended by TRAI as also as per NFAP 2011.

During the discussions, it was considered that in case defence is to be considered it should be relocated towards one end of 585-698 MHz i.e beyond 646 MHz so that broadcasting spectrum remain contiguous. Accordingly, re-location of defence to 646-698 MHz (a total of 52 MHz) came up in the meeting. Although the band 585-698 MHz has been earmarked for broadcasting services, in view of the allocation to defence 625-675 MHz, a view emerged in the meeting that WPC will take up with Defence for re-location of their allocation beyond 646 MHz so that the Ministry of I&B can rationalize its spectrum requirement for various broadcasting service, including DD's requirement within 585-646 MHz. Accordingly, the Ministry has communicated to WPC that the Ministry would plan for spectrum requirement for broadcasting services within 585-646 MHz in the UHF Band V (585-698 MHz) subject to the condition that defence may be asked to re-locate their spectrum towards the tail end of 585-698 MHz i.e beyond 646MHz. Empowered Group of Ministers on vacation of spectrum has subsequently taken note of the Ministry's above stand that the requirement of spectrum for various broadcasting services within 585-646 MHz. Thus, keeping in view of the DD's requirement for spectrum for its digitalization programme, there would be no spectrum available in the band 585-646 MHz for Mobile TV services.

### **Directorate of Advertising & Visual Publicity**

#### **(Recommendation Serial No. 26)**

The Committee note with satisfaction that there has been near 100% utilization of RE funds by DAVP during the Eleventh Plan. The Committee hope that the same trend will continue during the Twelfth Plan. The Committee are, however unhappy to note that total outstanding dues to DAVP from various Ministries/Departments of the Government of India is approximately 63 crores. The Committee have been informed that the Ministries/Departments pay their outstanding in the first quarter of the next financial year. Fresh outstanding also arise in the last quarter of the financial year, when the Letter of Authority issued by the Departments/Ministries lapses on 31<sup>st</sup> March. The Committee observe that the existing system of recovery of dues from Ministries/Departments is not prudent enough heading to huge amount of outstanding dues. Therefore, the Committee desire that DAVP should evolve a system whereby the Ministries/Departments may be asked to settle their dues within one month from the date of issue of letter of Indent.

### **Reply of the Government**

Release of advertisements by DAVP is a continuous process which goes on throughout the year. Normally the payments for each advertisement released by DAVP are received from the client Ministries before issue of advertisement. However utilization of this authorized amount depends upon the receipt of bills from the newspapers which usually takes one to two months. In this process, it is natural that the bill for the advertisements released in March is received during the month of April/May which results in the lapse of authorized amount. However, DAVP will try to settle the payments as early as possible and ensure that the outstanding payments at any given time are kept to the bare minimum.

(Ministry of I&B I.D. No.10/21/2011-MUC dated 27.7.2012)

## **CHAPTER-IV**

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

#### **Rationalization and Restructuring of Plan Schemes**

##### **(Recommendation Serial No. 5)**

The Committee observe that the Ministry has undertaken an exercise to club schemes having commonalities to reduce the number of the total schemes. It has also informed that comprehensive rationalization and restructuring of the Plan schemes of the Ministry has been carried out based on Zero Based Budgeting (ZBB). Small schemes/programmes with similar objectives and activities spread across different media units have been merged together under umbrella schemes. New sub-schemes required for further strengthening of different activities have also been clubbed under these comprehensive schemes. As a result of this exercise, the number of schemes has been reduced from 65 in the Eleventh Plan to 25 in the Twelfth Plan. It includes five on-going schemes – three in the Information sector and two in the Films sector as on-going schemes. The Committee appreciate the initiative taken by the Ministry to rationalize and restructure the schemes of the Ministry. Coming to the status of approval of the schemes during the Twelfth Plan, the Committee observe that a four stage appraisal cum approval process is involved for getting formal approval of the schemes. The information furnished by the Ministry indicates that even on stage I the action has not been completed. The proposals have only been submitted to Planning Commission for in-principle approval. Not only that in the replies it has been stated that the Ministry has started evaluation of the Schemes.

The Committee are constrained to note that now when the Twelfth Plan has already commenced, the Ministry propose to undertake evaluation of some of the schemes of the Eleventh Plan. The Committee are of the firm view that the evaluation process should have been completed before the restructuring of the Planned Schemes that are proposed to be implemented during the Twelfth Plan. The reasons for delay of the evaluation as furnished by the Ministry are not justifiable. The Ministry while justifying the evaluation time has stated that the nature of the schemes to be evaluated is such that unless a phase is completed evaluation cannot commence. The Committee fail to understand how the phase of a particular scheme which was not complete a few months back can suddenly now be completed and the scheme become mature for evaluation. The Committee deplore the way the restructuring of planned schemes has been done without evaluating the various on going schemes of the Eleventh Plan. The Committee fail to understand how the Ministry has substantiated undertaking Zero Based Exercise in this scenario. The Committee apprehend that with the aforesaid process of evaluation and the stage of approval of the schemes, the Ministry may again lose the precious period of the Twelfth Plan in getting

approvals. Nevertheless, the Committee now exhort the Ministry to take all the initiatives to speed up the approvals for the planned schemes so that the execution commence without any further delay.

### **Reply of the Government**

There are two issues which need to be elaborated here: (i) Restructuring of schemes based upon Zero based budgeting (ZBB) principle and (ii) Evaluation of those schemes of 11th Plan which are to be continued into the 12th Plan.

ZBB principle demands that every activity within the organization must be analyzed in terms of its need along with its cost, so that the organization should aim at delivering its activities at minimal cost. The best time for adoption of ZBB principle is the beginning of the Five Year Plan and accordingly it was done, with a view to minimizing the cost of delivering various activities of the Ministry.

Second issue is regarding evaluation of the on-going schemes. The schemes to be evaluated under this category refer to those schemes which were taken up for implementation during the 11th Plan and are to be continued in the 12th Plan. As per the Finance Ministry's guidelines (O.M. No. 1(3)/PF.II/2011 dated 23.04.2012), these schemes need to be evaluated before 31.12.2012 to ensure their continuance during 12th Plan. Going by these guidelines, the Ministry has ordered evaluation of on-going schemes of Information Sector, Film Sector and Broadcasting Sector to be completed well in advance of December, 2012. However, it does not mean that no other scheme has been evaluated during 11th Plan. The Ministry has undertaken couple of policies related studies and carried out evaluation of two schemes of Film Sector. i.e. 'Export Promotion through Film Festivals' and 'Participation in Film Markets in India and Abroad' during 11th Plan; the findings of which were taken into consideration by the Ministry during restructuring of the schemes.

### **Comments of the Committee (Please see Para 8 of Chapter I)**

#### **Decline in the growth of revenue earned by DD & AIR**

#### **(Recommendation Serial Nos. 7 & 8)**

The Committee find that All India Radio and Doordarshan have not been able to earn revenue as per the projections made during each year of the Eleventh Plan. Moreover, the growth in their revenue is very slow. Although there is some growth in the revenue earned by All India Radio and Doordarshan during each year of the Eleventh Plan, under the head 'Miscellaneous PB', the revenue is declining over the years. During the year 2008-09, the revenue generated was ` 165.32 crore which declined to ` 104.17 crore during the year 2010-11. During the year 2011-12, there is some improvement whereby ` 105.59 crore have been generated upto February, 2012. The Committee find that the revenue under 'Miscellaneous PB' mainly includes collection of Audition fee, Vani Certificate, Inplant Training, Licence fee from Staff Quarters, Electricity, Water & Transport charges, Interest on Fixed Deposits/LTC/TA advance, Sale of obsolete/unserviceable equipment/stores, Sale of CDs, Cassettes, DVDs of archives of both the Directorates, sale



of proceeds of old News papers, etc. The Committee would like to be apprised about the details of the item-wise declining trend of revenue. Besides, the Committee may also like to recommend to evaluate the revenue trend under each of the segment so as to find out the sectors where the revenue is continuously declining followed by corrective action on the part of the Ministry and Doordarshan/All India Radio.

**(Rec. Sl. No. 7)**

The Committee further feel that the Ministry need to explore the feasibility to generate revenue from various areas. One such area is commercial use of the rich archives of All India Radio and Doordarshan. The extent of revenue that can be generated through these archives is evident from the fact that the footage for one minute is provided by Doordarshan at the rate of ` 6000 per minute to people making documentaries for telecast on any channels. The Committee have been informed that 100 DVD titles have been handpicked from the Archive of Doordarshan and are available for viewing to the public at large. The Committee are of the view that All India Radio and Doordarshan archives are the precious resource and have great commercial value. There is an urgent need to explore the ways to earn revenue nationally and internationally from these treasures on the part of the Ministry as well as All India Radio and Doordarshan. The Committee recommend that the details of the archives which can be made commercially available should be put on the website of Doordarshan/All India Radio/Ministry and publicized through various mechanisms which would definitely help in generating more revenue from this precious resource.

The Committee observe that the majority of the population in the country watch Doordarshan channels and the listeners of AIR are spread throughout the country. In spite of that the revenue of DD and AIR through advertisement do not stand in comparison to the private channels. The Committee find that AIR and DD need to project themselves to the public. Moreover, they have to devise their own mechanisms for TRP ratings and publicize the ratings for various programmes generated through their own mechanisms. The aforesaid proposed initiatives can definitely result into improving the advertisement revenue for AIR and DD.

The Committee strongly recommend that all the aforesaid initiatives should be taken urgently by AIR and DD to make these organizations self-sufficient. Besides, more such areas from where revenue can be generated should be identified by these organizations.

**(Rec. Sl. No. 8)**

### **Reply of the Government**

Prasar Bharati has assured that they are taking urgent action on the Committee's recommended initiatives for revenue generation and would identify the other areas of potential resources for revenue generation.

**(Reply to Rec. Sl. Nos. 7&8)**

**Comments of the Committee  
(Please see Para 14 of Chapter I)**

## **Financial Status of Prasar Bharati**

### **(Recommendation Serial No. 10)**

The Commercial revenue earned by Doordarshan are lesser than the projections made during each year of the Eleventh Plan, the details of which have been given in the earlier part of the Report. Not only that the growth of the revenue earned by Doordarshan is very slow during these years. The Committee during the course of deliberations of Demands for Grants of this year have been apprised that IEBR of ₹ 5000 crore at the rate of ₹ 1000 crore for each of the annual plans has been assumed for the Twelfth Plan. In this direction, ₹ 400 crore out of IEBR have been earmarked during the year 2012-13 for planned projects of Prasar Bharati. The share of Doordarshan in this regard is ₹ 250 crore. The Committee are surprised to find that on the one hand, specific provision has been made and exclusive outlay out of IEBR has been earmarked for planned schemes. On the other hand, the Ministry has submitted in the written replies that Prasar Bharati may not be in a position to afford the expenditure for planned schemes for IEBR.

The Committee have further been apprised that as per the recommendations of the GoM, the Government shall meet expenditure on the following four components (i) Salary & Salary related establishment expenses, (ii) expenses on Augmentation & Replacement of Capital Assets, and the expenditure on the remaining items i.e. (iii) Other Administrative Expenses, and (iv) Software & Programme related expenses. In addition, the Prasar Bharati has to supplement IEBR in all the aforesaid four categories and remain in focus for budget crisis and paucity of funds. Pending decision of the Government on the aforesaid recommendations of GoM, a specific projection out of IEBR for planned schemes as elaborated above have been met for the first time.

The Committee conclude from the aforesaid details that Prasar Bharati which include Doordarshan and AIR have great challenges in the coming years in regard to generating resources for the activities. The Committee as such strongly recommend that DD should explore all the possibilities of revenue generation so as to meet the targets of projections made for planned schemes out of IEBR. Besides the Doordarshan has to prepare for meeting the devised parameters of sharing the expenditure as per the formula suggested by GoM.

The Committee observe huge gaps between the total IEBR of Prasar Bharati and the expenditure met out of IEBR during each year of the Eleventh Plan. During 2010-11, the expenditure met is ₹ 1112.78 crore out of ₹ 2939.73 crore of IEBR. Similarly, during the year 2011-12, the expenditure met after February, 2012 is ₹ 9575.40 crore out of total IEBR of ₹ 277.0 crore. The Committee have been apprised that as per the provisions made under The Prasar Bharati Act, the residual funds out of internal revenue of Prasar Bharati are kept in IEBR kitty and used for meeting its requirement on account of special maintenance of buildings and capital assets and to bridge the budget gap. In this connection, the Committee would like to be apprised about the total IEBR kitty of Prasar Bharati. The Committee would also like to be apprised as to how the IEBR savings are maintained meaning thereby whether the amount is kept in accounts of Banks etc. In that case, the amount generated through interest may also to be communicated to the Committee so as to understand the concept of IEBR kitty.

### **Reply of the Government**

Prasar Bharati has informed that it generated an average net revenue ranging between Rs. 1000 and Rs. 1200 crore per year as seen during each year of the 11th Plan period and the same was being utilized mainly to bridge the gap between the DBS and the actual demand of Prasar Bharati under Non-Plan heads including Salary components. In view of its limited resources, Prasar Bharati has informed that it may not be feasible for Prasar Bharati to set aside substantial amounts from IEPR for Plan schemes as proposed by the Ministry for dual funding.

### **Comments of the Committee (Please see Para 14 of Chapter I)**

#### **Comprehensive audit of Prasar Bharati**

#### **(Recommendation Serial No. 12)**

The Committee have been apprised that CGA office has conducted a comprehensive audit of Prasar Bharati on 05.06.2009. The scope of the audit was comprehensive which included general accounting issues, financial issues and issues pertaining to Doordarshan communicated by Vigilance Wing. The Committee would like to be apprised of the findings of the aforesaid audit and the corrective action taken thereon. The Committee would also like to be apprised of the system of internal/external audit of Prasar Bharati. The Committee are surprised to note the reply of the Ministry when the issue of assessment regarding the AIR and DD was raised during the course of examination of Demands for Grants. The Ministry instead of taking initiatives has come to the conclusion that such assessment is not necessary in both the Directorates since Prasar Bharati is largely dependent on Government grants. The aforesaid response of Prasar Bharati clearly indicates the visible dependence of Prasar Bharati on the Government grants. The Committee may like to remind the Ministry about the recommendations of GoM the details of which have been given above. The Committee hope that the aforesaid recommendation of GoM would motivate Prasar Bharati to take all the desired initiatives so as to move to the direction of self-sufficiency. Besides, the assessment of financial health of AIR and DD should be undertaken so as to find out the grey areas followed by the corrective actions taken by both AIR and DD.

### **Reply of the Government**

Ministry in its audit had found serious lacunae in the working of Prasar Bharati. Financial and auditing procedures like reconciliation of receipts with bank statements, proper implementation of investment policies, an established system of pre-check and post check of payments, proper regulation of cash balances, bank balances and due adherence to guidelines of financial propriety appeared practically non-existent in Prasar Bharati. The reports also found various anomalies in the bidding procedures adopted during the telecast of Cricket series on Doordarshan, the inefficient contractual management system, the improper maintenance of records like log books, telecast certificates relating to commercial advertisements aired and the deficient revenue generation mechanisms. Prasar Bharati was requested by the Ministry to furnish comments. Prasar Bharati has

informed that they initially envisaged conducting special audit of all the 600 DDOs (approx.) by outsourcing Chartered Accountants Firms across the country. However, considering the huge amount of expenditure involved as also the volume of work, it was decided to get only 49 DDOs located in Delhi, audited and based on the outcome of which, the rest of the DDOs be either audited if required or it be ensured that the findings/defects noticed in 49 DDOs as pointed out in Special Audit Report do not recur in other DDOs not covered under Special Audit.

With regard to assessment of the financial health of both the Directorates, GoM on Prasar Bharati in its 5<sup>th</sup> meeting held on 23.06.2011 has recommended that during the next five years from 2011-12 to 2015-16, Government Non-Plan support would be extended for meeting 100% expenses on account of salary and salary related expenses and Augmentation/ Replacement of Capital Assets. All the other items of operating expenses shall be borne by Prasar Bharati from out of its internal revenue earnings. The matter would be reviewed after five years, if required.

The above recommendations are under consideration of the Government.

### **Comments of the Committee (Please see Para 17 of Chapter I)**

#### **Finalization of Recruitment Rules**

#### **(Recommendation Serial No. 15)**

The Committee find that out of the total sanctioned strength of 48022, the existing staff of AIR and DD is 33800, the gap being of 14222 posts. The vacancies are in all the Wings. However, the critically affected areas are Programme Wing and NSD/News. In the Programme Wing, out of the total sanctioned strength of 10679, the existing strength is just 6108 just leaving the gap of 4571. Similarly, in NSD/News out of sanctioned strength of 379, the existing strength is 255, the vacancies being 146. The Committee have consistently been exhorting the Ministry to fill up the critical vacancies in DD and AIR. The Committee during the course of the Study visits to various parts of the country have been apprised about the difficulties being encountered by various Regional Stations due to staff shortages. In spite of that the situation has not been addressed at the right earnest. The Ministry/Prasar Bharati have not been able to keep their promises made before the Committee to handle the situation.

On the issue of setting up of Recruitment Board for Prasar Bharati, the then CEO of Prasar Bharati during the course of examination of Prasar Bharati Broadcasting (Corporation) of India Amendment Bill, 2010 had assured the Committee that the task of finalization of Recruitment Board and service conditions would definitely be finished by 31 March, 2011. Now, when full one year has elapsed since then, the issues have still not been settled resulting in further delay in filling up these vacancies. With regard to latest position, the Committee have now been informed that the notification with regard to setting up of Recruitment Board is under inter-Ministerial consultation. The Committee understand during the course of deliberations that still there are some issues to be resolved between the Ministry/Department of Expenditure and the DoPT. Not only that the

Ministry/Prasar Bharati is grappling with the issue of undertaking recruitment process for such a large number of vacancies particularly when UPSC and SSC have both refused to select for a non-Governmental organization.

The Committee while deploring the situation whereby the finalization of recruitment rules and setting up of Recruitment Board are further being delayed leaving the situation of Prasar Bharati and AIR from worse to worst scenario. The Committee fail to understand how DD and AIR can work effectively without filling the critical vacancies. The Committee again exhort the Department to settle the issues with various Ministries and fast track the recruitment rules and setting up of recruitment board so that the process of filling up the vacancies can start. The concerns of the Committee in this regard should adequately be conveyed to the respective Ministries. In the meanwhile the Ministry should also finalize the strategy to fill the vacancies on a fast track basis so that the recruitment process commences immediately when the Recruitment Board and Recruitment Rules are in place so as to enable Prasar Bharati to fill up the vacancies within the shortest possible timeframe.

### **Reply of the Government**

The recommendations of the Committee have been noted for compliance. The Prasar Bharati has identified 3254 posts as essential category of posts requiring filling up on immediate basis. Based on the recommendations of Group of Ministers (GOM), the Ministry of Information and Broadcasting proposed to seek Cabinet approval for filling up these posts. These posts will be filled following notification of Recruitment Regulations (RRs) for the employees of Prasar Bharati and functioning of the Prasar Bharati Recruitment Board.

The progress in this regard is as follows:

- i) The Prasar Bharati is in the process of incorporating the suggestions of the DOP&T in the draft RRs. The original proposal of draft RRs is at present under active consideration of the Department of Expenditure (DOE).
- ii) Regarding the proposal of draft notification for creation of Prasar Bharati Recruitment Board (PBRB), the DOE has raised a query which has been communicated to the Prasar Bharati Secretariat for response. The Prasar Bharati have informed of revising the proposal of PBRB and have proposed for undertaking recruitment of Groups 'B' and 'C' through the Staff Selection Commission. The Ministry is in the process of taking up the revised proposal with the DOE.

### **Comments of the Committee (Please see Para 20 of Chapter I)**

## **Implementation of Cable Television Networks (Regulation) Amendment Bill, 2011**

### **(Recommendation Serial No. 19)**

The Committee find that the Cable Television Networks (Regulation) Amendment Bill, 2011 for introduction of Digital Addressable system (DAS) has recently been enacted. As per the Act, the Ministry has notified the dates for switching over to digital addressable system from analogue cable services by December 2014. The Committee understand that following the passing of the above legislation making digitization mandatory, there is an ongoing demand for set top boxes in future and there will be large scale demand for set top boxes to meet the requirement. However, the Committee find that the Ministry has not done any survey on the availability of set top boxes to ascertain the domestic preparedness and self sufficiency in the manufacturing of set top boxes. The Committee had also deliberated on the issue while examining the Demands for Grants of the Department of Electronics and Information Technology (Ministry of Communication & Information Technology also under the purview of this Committee) and the Committee were apprised that in order to encourage the domestic manufacturing of set top boxes and to protect the interests of local manufactures, the Government has introduced 5 % tariff on import of set top boxes. During the deliberations certain crucial Research & Development(R&D) issues relating to the technology also emerged and the Committee were apprised that it would take some time for the country to become fully self reliant with regard to indigenous production of set top boxes. The Committee further observe that even if the Indian industry is able to produce the desired number of set top boxes by the stipulated timeline for switching over to digitization as per the provisions of the aforesaid act, the Government intervention would be required to ensure 100 per cent indigenization of set top boxes. In this direction, the Government may consider hiking of the import duty from 5 to 10 per cent. In the light of above, the Committee may like to emphasize that the Ministry of Information and Broadcasting should coordinate with the Department of Electronics and Information Technology on the issue of extension of the proposed deadline after having detailed strategy with regard to manufacturing of the required number of Set Top Boxes through indigenous production and also finalizing the policy issue with regard to providing competitive edge to our own country manufactured Set Top Boxes.

### **Reply of the Government**

The Ministry of Information and Broadcasting had moved a proposal on fiscal incentives/duty concessions in case of broadcasting industry to facilitate time bound transition of analogue cable system to digital addressable system (DAS) of cable services and the matter was taken up by CoS in its meeting held on 10th February, 2012. The Ministry in its note for the CoS had inter-alia proposed reduction of basic customs duty on the major items in digital addressable system distribution i.e. digital headend equipment and STBs to zero level to give a boost to conversion of broadcast distribution network to digital addressable system. The items on which custom duty exemption has been sought including STBs are not manufactured in India and zero customs duties on these items would reduce the burden on the consumer. Moreover, even the local industry which needed to import certain key inputs in the manufacturing of these items would also benefit from import of duty exemption. In the meeting of CoS dated 10th February, 2012, it was recommended, inter-alia, that consultations with domestic industry by Department of

Information Technology and Ministry of Information and Broadcasting may be taken to ensure that the equipment required for switch over to DAS is available through indigenous manufacturer. The proposal of the Ministry for fiscal incentives to broadcasting industry was not supported and it was also recommended that the Ministry may finalize the quality parameters through Bureau of Indian Standards to ensure that quality products are made available by domestic industry. The timeline for implementation of DAS in the first four phases in the four metros of Delhi, Mumbai, Chennai and Kolkata has been extended to 31.10.2012. The transition to DAS which requires an STB as a prerequisite would on a conservative estimate require 68 million STBs. The sheer volume of the requirement of STBs would make it imperative to import the numbers for implementation of DAS within the timelines fixed and in this regard reduction of basic customs duty to zero level for STBs and other equipment related to digital addressable broadcast was proposed as a one-time measure to boost the pace of digitalization leading to complete switch over by December, 2014 to DAS regime. Thus the Ministry has considered this aspect from the policy angle and the same was considered by the CoS in its meeting of 10.2.2012.

**Comments of the Committee  
(Please see Para 23 of Chapter I)**

**Directorate of Advertising and Visual Publicity (DAVP)**

**(Recommendation Serial No. 25)**

The Directorate of Advertising and Visual Publicity is the nodal multi media advertising central agency to execute publicity campaigns through advertisements etc. on behalf of various Ministries/Departments of Government of India, Autonomous Bodies and Public Sector Undertakings.

The Committee note with concern that some Ministries/Departments have been issuing display advertisements directly in violation of Clause-3 of the Advertisement Policy of the Government, which provides that all Central Govt. Ministries/ Departments/ Attached & Subordinate Offices/ Field Offices shall route their advertisements, including display advertisements, through DAVP. More so even when Ministries are violating the guidelines of Clause 3 including financial guidelines, there are no penal provisions and hence the Ministry is not in a position to invoke them. The immediate fall out of such violation by the Ministries/Departments has resulted in small, medium and regional language newspapers not getting their due share. Many regional newspapers have been alleging favoritism by DAVP. The Committee are given to understand that even when the Ministry has time and again taken up the issue with the Ministries/Departments to route their advertisements through DAVP only, the Ministries /Departments continue to violate the provisions of Clause-3. Further the Secretary during the deliberations informed the Committee that the payment situation has been put up online, as it is the major source of corruption. The Committee desire that the Ministry should incorporate some penal provision in the above advertisement policy so as to discourage this trend.

### **Reply of the Government**

The matter regarding violation of Clause 3 of the advertisement policy has been taken up by this Ministry seriously. Such violations have been brought to the notice of Cabinet Secretary, who in turn has written to all defaulting Ministries to route their advertisements through DAVP. As such, it is expected that there may not be many cases of violations in future.

(Ministry of I&B I.D. No.10/21/2011-MUC dated 27.7.2012)

### **Comments of the Committee (Please see Para 29 of Chapter I)**

### **Film and Television Institute of India, Pune**

#### **(Recommendation Serial No. 30)**

The Committee observe that PG diploma courses in various disciplines of film and television, awarded by the institute do not enable the students to take up higher studies and research. Therefore, the possibility of getting equivalent status for its PG Diplomas from the Ministry of HRD/ Association of Indian Universities as in the case of National School of Drama is being explored by the institute by taking up the issue with HRD and the Association of Indian Universities. The Committee desire that the issues relating to upgrading the status of FTII and its courses should be sorted out expeditiously. The Committee would like to be apprised about the definite plan of the Ministry for accomplishment of the above proposal.

Further, the Committee during their study visit to Pune in the year September, 2008 had observed that the intake of foreign students had been less than the prescribed number of seats. The Committee had been informed that better co-ordination with different Embassies, ICCR and other Film schools were being resorted to increase the number of foreign students in FTII. The Committee would like to know whether the above measures have helped in increasing the intake of foreign students alongwith the current status of foreign students enrolled in FTII as on date.

### **Reply of the Government**

It is the endeavour of the institute to have a global academic interaction with important films schools of the world. Students from many countries keep visiting FTII for short duration courses as well as three year PG diploma courses. Presently, there are seven foreign students studying in FTII. One seat each in all the four basic courses in film in FTII is reserved for foreign students who are admitted through ICCR. These include students from Sri Lanka, Poland, Bangladesh, Azerbaijan, France and Switzerland. In recent years, students from Kuwait, USA, France, Italy, Malaysia, Russia, Nepal and Canada have also studied in FTII. FTII is also making serious efforts to have more academic exchanges with institutions abroad.

[Ministry of I&B OM No. 306/2/2012-F(F) dated 12.06.2012 ]



**Comments of the Committee  
(Please see Para 32 of the Chapter-I)**

## **CHAPTER-V**

### **RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH REPLIES ARE OF INTERIM IN NATURE**

#### **The preparation for Twelfth Plan**

##### **(Recommendation Serial No. 4)**

The Committee have consistently been raising the issue of delay in approval of the schemes of the Ministry while examining Demands for Grants of the previous year. The whole Plan period of the Eleventh Plan was over and four important schemes viz. Global Film School, Setting up of National Centre of Excellence for Animation, Gaming and Special Effects, National Film Heritage Mission under Film Sector and International Channel under Broadcasting Sector could not be formally approved during the long period of five years. The Committee have consistently been cautioning the Ministry to streamline the approval system so that the situation of approvals in Eleventh Plan is not repeated during the Twelfth Plan.

The Committee find from the information furnished by the Ministry that lessons have not been learnt by the Ministry. The aforesaid four schemes which grappled with the process of approvals have now been put under the category of new schemes for the Twelfth Plan which means that the schemes would again go through the long process of approvals. The Committee find that some sort of work would have been done by the Ministry in coordination with Planning Commission/Ministry of Finance in the context of passing through the various phases of formal approvals. The Ministry could have started from the stage the approval process was left during the Eleventh Plan which could have made these schemes on the implementation mode during the first year of the Twelfth Plan. Nevertheless, the Committee now exhort the Ministry to look into the issue in the light of the aforesaid observation of the Committee and ensure that the implementation of the schemes start during the first year itself that too in the earlier part of the year so that the allocations earmarked for the year 2012-13 are utilized.

##### **Reply of the Government**

In fact the Ministry has been going ahead exactly in the same way as desired by Hon'ble Committee. A great deal of work was done in respect of four schemes in "conceptualizing" and taking up of pre-implementation activities, like preparation of Detailed Project Report. In the case of scheme named "National Film Heritage Mission", even the in-principle approval was obtained from Planning Commission. Pending approval of outlay for the 12<sup>th</sup> Plan by Planning Commission, the Ministry has drawn up a time bound action plan to get the schemes appraised and approved on the basis of outlay approved for Annual Plan 2012-13 in order to ensure that the implementation of the schemes could start at the earliest. It is expected that the schemes will be implemented from the first year of the 12<sup>th</sup> Plan.

[Ministry of I&B O.M. No. 4/31/2012-PC dated 26.06.2012]

### **Addressing to the issue of systemic problems.**

#### **(Recommendation Serial No. 6)**

The Committee find that the systemic problem is another reason resulting into under spending of the Plan programmes of the Ministry. When asked about the details of the systemic issues the Committee have been apprised that the under-spending of Capital Expenditure is due to lack of coordination among various wings in the Directorates, disputes raised by suppliers causing non-fruition of purchase proposals resulting in low expenditure in Capital head are some of the administrative impediments attributable to systemic problems. The Ministry has elaborated that in order to expedite the procurement process and effective use of plan funds various measures including revamping of the organization are being contemplated. The Committee observe that lack of coordination among various wings is an urgent area which need to be addressed to ensure the effective functioning of the various wings of the Ministry. The Ministry need to formulate some sort of structured mechanism to achieve the coordination among various wings in the Directorate. The Committee may also like to be apprised about the details of the revamping exercise. The various proposed initiatives should urgently be taken within the stipulated time frame for the effective functioning of the various wings which would ensure proper implementation of the plan schemes and cent percent utilization of the resources. The Ministry itself has acknowledged that the present procurement system based on procedures prescribed in the DGS&D Manuals does not suit to the requirement of a commercial organisation like Prasar Bharati. The Committee understand that the manuals of Doordarshan and All India Radio were last revised in the year 1989. The Ministry has assured that a new manual would be drawn up to replace the outdated DGS&D Manual. The Committee strongly recommend that the new manual should be formulated within the stipulated timeframe to ensure an effective procurement system with AIR and Doordarshan.

#### **Reply of the Government**

Prasar Bharati has taken serious note of the above observation of the Committee and constituted a Procurement Manual Committee on 31.03.2012 comprising Member (Fin); E-in-C, Doordarshan and two outside experts/consultants for revision of Procurement Manual and review/updating of tender documents.

[Ministry of Information & Broadcasting O.M. No. 502/2/2012-B(D) dated \_\_\_\_\_]

### **IT Automation and Expansion of Doordarshan's DTH Platform**

#### **(Recommendation Serial No. 11)**

During the examination of Demands for Grants 2011-12 on measures being taken by Prasar Bharati to generate revenue, the Ministry had stated that it was proposed to move towards the use of tools provided by IT to enable automation of various functions so as to bring down the man power requirement. Further, Doordarshan is in the process of increasing the number of channels in its DTH platform and these channels are proposed to be allocated in its DTH platform which is to be allocated by auction method and thereby generating more revenue. The Committee are concerned to see that though AIR had

proposed “E-Governance by implementing ERP system” in XI Plan for effective management of the vast infrastructure but it could not be approved and this scheme has now been proposed as a fresh scheme in XII plan at a cost of Rs. 70 Cr. The Committee are not convinced with the reasons cited by the Ministry that though comments were sought from the Planning Commission, no comments were received. Later on the Planning Commission had opined that the requirements of Doordarshan may also be included in the SFC Proposal. Accordingly, requirements of the Doordarshan were obtained. Total requirements of AIR & Doordarshan could not be met within the allocated amount of ` 28 crores during the 11<sup>th</sup> plan. Therefore, this scheme could not be put up for approval and it was decided to take it up as a fresh scheme in 12<sup>th</sup> plan. About the proposal for generating revenue by Doordarshan through increase in number of channels in DTH platform the Committee was informed that Doordarshan’s DTH platform at present has capacity of 59 Standard Definition (SD) TV channels. A plan scheme for up-gradation of Doordarshan’s DTH platform to 97 TV channels was approved by the Government in August, 2010. Prasar Bharati Board later approved further expansion of Doordarshan’s DTH platform to 150 TV channels. An additional satellite transponder was required for up-gradation of DTH platform. The Committee feel that the Ministry should have done adequate preparatory work before embarking upon both these schemes. Once the scheme has been conceptualized, the reasons for under performance are untenable. Taking a serious note of the way the Ministry has addressed the above issues, the Committee desire that the Ministry should take up the project on priority basis and expedite approval from the Planning Commission and all corrective action may be taken so as to utilize the outlay effectively in the Twelfth Plan.

### **Reply of the Government**

Prasar Bharati has taken serious note of the above observation of the Committee and would take effective steps for speedy approval and implementation of the scheme in both the Directorates. However, the Scheme for up-gradation of Doordarshan’s DTH platform to 97 TV channels was approved by the Government in August, 2010. Prasar Bharati Board later approved further expansion of Doordarshan’s DTH platform to 150 TV channels. Up-gradation of DTH platform from 59 to 97/150 TV channels was dependent on availability of an additional transponder from Deptt. of Space (DOS). The matter regarding allocation of an additional transponder on INSAT 4B Satellite had been taken up with DOS and in various meetings with them. Doordarshan was informed that its requirement of an additional transponder was being considered favourably. However, DOS informed in November, 2011 that they were unable to meet Doordarshan’s immediate requirement of additional transponder on INSAT 4B. Due to non-availability of additional transponder from DOS, it was decided with the approval of Prasar Bharati Board to increase the capacity of Doordarshan’s DTH platform to 75 channels utilizing the existing transponders available with Doordarshan. Tenders for up-gradation of DTH platform to 75 channels were received and processed. DOS have now made available an additional transponder on INSAT 4B to Doordarshan. In view of this, Prasar Bharati Board’s approval has been sought for taking up the expansion of Doordarshan’s DTH platform from 59 to 97 channels instead of 75 channels.

Provision for “e-governance” scheme (common to AIR & Doordarshan) has been made by AIR in their 12<sup>th</sup> Plan proposals.

[Ministry of Information & Broadcasting O.M. No. 502/2/2012-B(D) dated 31.07.2012 ]

### **Under Utilization of Planned fund in the Andaman & Nicobar Islands**

#### **(Recommendation Serial No. 14)**

The Committee are unhappy to note that out of the planned allocation of ₹ 300 crore for up-gradation of studios and transmitters of All India Radio in the Andaman and Nicobar Islands, only ₹ 1.8 Crore has been spent. The Committee are not convinced with the reasons cited by the Ministry that delay in approval of schemes only on 27<sup>th</sup> April, 2010 delayed procurement and implementation of the project resulting in low expenditure. The committee are of the considered view that when the budgetary provision had already been made for the project, the Ministry should have set the physical targets, closely monitored the progress of physical targets and ensured full utilization of funds in the Island. The Committee take a serious note of the above underspending and recommend the Ministry to take adequate measures during 2012-13 so that projects are expedited and funds utilized optimally during the current Financial Year.

#### **Reply of the Government**

Prasar Bharati has taken serious note of the above observations of the Committee for strict compliance.

Scheme of “Digitalisation” was approved on 27<sup>th</sup> April 2010. All actions have been taken for completion of Schemes in Andaman & Nicobar Islands during 2012-13.

[Ministry of Information & Broadcasting O.M. No. 502/2/2012-B(D) dated 31.07.2012 ]

### **Prasar Bharati Act, 1990**

#### **(Recommendation Serial No. 16)**

The Standing Committee, in their various Reports have consistently been recommending for organizational and financial restructuring of Prasar Bharati. The Standing Committee have been expressing serious concern over the non-implementation of various provisions of the Prasar Bharati Act, 1990 such as constitution of a Parliamentary Committee and the Broadcasting Council as per provisions in the Act. In spite of the continuous insistence on implementation of these provisions, the Ministry has neither constituted a Parliamentary Committee and Broadcasting Council nor these have been deleted from the Prasar Bharati Act, 1990 by bringing amendments to the Act. The Committee observe that the Group of Ministers (GoM) on Prasar Bharati constituted to examine various issues pertaining to Prasar Bharati had made a number of recommendations aimed at bringing about significant increase in the degree of efficiency in the overall operation of Prasar Bharati on one hand and improving governance in Prasar Bharati on the other. It has also undertaken comprehensive review to the Prasar Bharati Act, 1990 and suggested certain amendments to the Act. However, the Ministry are still in the process of preparing a separate cabinet Note for the amendments suggested by the

GoM to Prasar Bharati (Broadcasting Corporation of India) Act 1990. The Committee having seen the sad state of affairs in Prasar Bharati's functioning such as systemic problems, massive under-utilization of funds, acute shortage of staff etc. emphasize that the various provisions of the Prasar Bharati Act, 1990 need to be reviewed comprehensively keeping in view the ongoing scenario and new legislations/ modifications to the existing Act should be brought to Parliament without any further delay. As elaborated by the Secretary during the course of evidence there is also an urgent need to address the issue of relationship between Prasar Bharati and the Government and redefine it in clear-cut terms. The subject of „Review of the Functioning of the Prasar Bharati Organization“ is already under the examination of the Committee and the Committee will come out with appropriate recommendations on the subject in due course. However, going by the way the organization is functioning at this juncture and the views expressed by the Secretary and the CEO Prasar Bharati, the Committee at this point of time would like to emphasize that comprehensive amendments to the Act are long overdue and the Ministry after having wider consultations with all concerned should expeditiously bring in a comprehensive amendment to the Prasar Bharati Act, 1990 so as to address issues relating to the organization.

### **Reply of the Government**

The Government constituted a Group of Ministers (GoM) on Prasar Bharati (PB) to examine various issues pertaining to the functioning of PB. The GoM has also undertaken a comprehensive review of various provisions of the Act in the light of the experience and developments since the creation of PB and recommended certain amendments to the Act. While making these recommendations, the GoM also kept in mind its additional mandate given to them for examining governance structure of PB and the relationship between the Government and PB. These amendments are aimed at improving governance in PB, making the Chairperson and Members more accountable and enabling the Government to make timely interventions and effectively supervise the functioning of PB. As directed by the GoM, the Ministry initially prepared a Cabinet Note on all recommendations of the GoM and it was sent to Cabinet Secretariat. The PMO, meanwhile, directed the Ministry to complete inter-ministerial consultation on the proposal. The Cabinet Note was accordingly circulated to Department of Expenditure (DoE), Department of Revenue, DoPT, Department of Pension & Pensioners' Welfare (DPPW), Planning Commission, Department of Telecommunications (DoT), and Department of Space (DoS), seeking their comments. Besides the GoM recommendations on financial, manpower and employees issues of PB, the aforesaid Cabinet Note also contained certain legislative proposals relating to amendments to the PB Act, 1990. As some of the recommendations of the GoM with regard to financial restructuring of PB and filling up of essential category posts were considered to be implemented on priority with the approval of the Cabinet, it was decided to de-link the proposal for amendments to PB Act from the Cabinet Note, which was earlier circulated for inter-ministerial consultation. Accordingly, the earlier Cabinet Note has been withdrawn, and it has been decided to move a separate Cabinet Note for amending Prasar Bharati (Broadcasting Corporation of India) Act, 1990, based on the recommendations of GoM.

## **Commonwealth Games and Related Issues**

### **(Recommendation Serial No. 17)**

The Committee are given to understand that the Ministry had requested the CVO Prasar Bharati to investigate into 17 issues and identify and pinpoint irregularities and lapses in the Commonwealth Games. However, in the meantime the CBI informed the Prasar Bharati that all the issues except issue No. 14 on 'customization of venues' are under their scope of enquiry and the CVO inquiry will interfere with the investigation being conducted by CBI. The CVO investigation has since been kept on abeyance. The only issue i.e. issue No. 14 relating to 'customization of venue' which was investigated by the CVO is under the examination of the Ministry. The Ministry is awaiting communications from CBI on all the 16 other issues on irregularities and lapses. The Committee desire the Ministry to follow up and keep track of the CBI investigation and apprise the Committee of the findings as and when it is made available to them. The Committee also desire the Ministry to furnish to the Committee the details of the CVO findings on issue No. 14 'customization of venues' which is currently being examined for their information.

### **Reply of the Government**

The recommendation of the Committee regarding follow-up with the CBI has been noted for compliance. The following sub-points of investigation were identified by the Ministry of Information & Broadcasting in respect of item No. 14 'customization of venues':

(I) Whether the cost of customization of venues was deliberately kept below Rs. 20 crore by Smt. Aruna Sharma, former Director General, Doordarshan (DG:DD) to bring it within the sanctioning power of DG:DD?

(II) Whether the subsequent increase to Rs. 27 crore was based on filed requirements which could not have been envisaged at the time of finalization of the scope of work?

2. The Chief Vigilance Officer, Prasar Bharati (CVO) submitted an investigation report which was under examination in the Ministry. In the meantime, on 22.02.2012, a new Chief Executive Officer (CEO) was appointed in the Prasar Bharati. The Ministry has sought comments of the new CEO, Prasar Bharati on the report of CVO. The comments of CEO, Prasar Bharati are awaited.

## **Emergence of Cross Media Holdings**

### **(Recommendation Serial No. 20)**

The Committee find that the Ministry had sponsored a study by Administrative Staff College of India, Hyderabad which has established existence of Cross Media Ownership/cross media monopoly in various segments of the Country. The extensive study has recommended that Cross Media Ownership Rules for Broadcasting, Print and the News Media must be put in place. It has also suggested that prior to Setting up of Media rules, periodic market analysis should be conducted to ascertain the structure of

ownership and the level of competition. The ASCI Report had also stated that the equity ownership on restriction in number of channels owned as provided in the Draft Broadcasting Services Regulation Bill are inadequate and needs to be modified. The Committee are surprised to note that though the above Study had established the existence of cross media holdings, the Ministry, apart from timely uploading the Study Report for seeking comments from various Stakeholders, has neither taken any concrete action in accordance with suggestion/recommendation of the ASCI study nor set any specific deadline to finalize/formulate the rules on Cross Media. The Secretary instead of giving his considered view dealt with the issue of monopoly in the context of DTH. The Committee may like to put on record that some of the stakeholders who deposed before the Committee in the context of examination of The Cable TV (Regulation) Network Second Amendment Bill, 2011 brought before the Committee the emergence and growing trend of cross media holdings in the country. The Committee may like to emphasize that the issue merits urgent attention and need to be addressed before it emerges as a threat to our democratic structure. The Ministry, therefore, should formulate their stand on the issue of cross media ownership in coordination with TRAI after taking into account all related aspects and the prevalent international practice followed by the suitable legislation/guidelines in this regard.

### **Reply of the Government**

The Ministry has indentified the issue of cross media ownerships as an important and crucial issue affecting fair competition in the Indian media landscape, particularly in the context of several changes and convergence of technologies. TRAI has earlier looked into the issue of media ownership and made its recommendations on 25.2.2009. These recommendations were examined in the Ministry and, as recommended by TRAI the Ministry sponsored a study through Administrative Staff of India (ASCI) in July, 2009. The study dealt with the nature and extent of cross media ownership, existing regulatory framework, relevant market and international experience. The Ministry has placed study of ASCI in the public domain for seeking stakeholder views/comments.

Since several changes have taken place over the last three years in the media sector as also keeping in view the technological advancements, developments in convergence and changes in media consumption pattern, the Ministry felt that a stage has come to address issues of cross media restrictions afresh. Accordingly a reference to TRAI was sent on 16.5.2012 to look into the issue of cross holding and make appropriate recommendations on the following issues:-

In the present emerging scenario more and more broadcasting companies owning television channels are venturing into various distribution platforms, namely cable TV distribution, DTH, and IPTV etc. Similarly many companies owning distribution platforms are also entering into television broadcasting. This type of vertical integration can seriously affect competition and promote monopolistic practices. Therefore, there is a need to address such vertical integration. TRAI may suggest measures that can be put in place to address vertical integration in order to ensure fair growth of the broadcasting sector.

In another scenario companies have controls/ownerships across print, TV and Radio leading to horizontal integration. At present there is no restriction for a company to



have ownership across Radio, Television and Print mediums. Such a situation may prevent plurality of news and views and, in turn, may have several implications including ensuring quality services at reasonable prices. TRAI may also look at this issue and suggest appropriate measures in this regard. The recommendations of TRAI on the above issues are awaited.

**Comments of the Committee  
(Please see Para 26 of Chapter I)**

**Indian Institute of Mass Communication**

**(Recommendation Serial No. 27)**

The Ministry proposes to convert the Indian Institute of Mass Communication (IIMC) into an International Media University under the Scheme of Up-gradation of IIMC to international standards, which will allow it to award its own degrees in place of existing post graduate diploma degree courses. The Committee are disappointed to note that the Ministry has been extremely slow in implementing the scheme. The scheme was initiated at the beginning of the Eleventh Plan and five years later, the approvals are still pending with the Ministry of Human Resource Development (HRD). The Committee observe that IIMC had approached the Ministry of HRD seeking its approval to make PG Diploma courses of IIMC equivalent to Master degree. However, the Ministry of HRD/University Grant commission (UGC) had not agreed with the proposal and observed that the courses/syllabi proposed by IIMC for its PG Diploma Programmes have not been found to be of Masters Level in their present form. IIMC has been advised by the Ministry of HRD to resubmit the revised proposal after taking into consideration the observations of UGC so that further necessary action could be taken. The Institute as of now cannot award degree for which an Act of Parliament is required so as to confer the organization Degree granting power. The Committee was also informed that in view of the above development, it is felt that the process of bringing in an Act of Parliament would be fast tracked in order to facilitate IIMC to get the Degree granting power. Justifying the Grant of degree granting power to IIMC even when its courses are not updated, the Secretary has stated that IIMC's content has to be different from university content. Therefore, the Ministry wants to really make this point that the content has to be different from a two-year programme and therefore, like the IITs' content are different from the engineering degree content of the State Universities, there is no complete parity between the two contents. The Committee, therefore, would like the Ministry to put the scheme on fast track and introduce the Bill to Parliament to enable IIMC to award its own degree and allow international collaboration. The Committee also desire that the Ministry of HRD may be requested to give its approval to IIMC's content which is different from university content to enable IIMC to award its own degree as soon as possible in the Twelfth Plan.

**Reply of the Government**

As recommended by the Committee on demand for grants (2012-13) relating to the Ministry of I&B, following actions have been taken-

1. The draft Act of Parliament, incorporating the comments/ changes advised by the expert on the earlier draft bill has been forwarded to the Ministry by IIMC on 11.5.2012 for consideration.

2. The revised/ modified syllabi/ course contents proposed for" two year Advanced Post Graduate Diploma courses in Journalism (Hindi), Journalism (English), Radio & TV Journalism and Advertising & Public Relation, equivalent to Master's Degrees, to be offered by IIMC after taking into consideration and incorporating the observations/ recommendations of the UGC Expert Committee have been forwarded to the Ministry of Human Resource Development (HRD), Department of Higher Education, Govt. of India, on 22.5.2012.

### **Setting up of Media Council**

#### **(Recommendation Serial No. 28)**

The Committee observe that in view of mushrooming of large number of schools across the Country which are imparting education and training in media related discipline, a need is being felt that a Media Council should be set up on the lines of All India Council of Technical Education (AICTE) for electronic media to promote media education and research in the Country. The Committee are happy to note that the Ministry has taken up the matter of setting up of Media Council with the Ministry of Human Resource Development (HRD). The Ministry of Human Resource Development (HRD) as a first step has decided to set up a task force with representatives from stakeholders, Ministries, UGC, IGNOU etc. to examine and identify the problem and suitable remedial steps including setting up of an accreditation mechanism. Keeping in view the urgent need for setting up of such a council, the committee recommend the Ministry to constantly follow up with the Ministry of Human Resource Development on the above issue so that Media Council is immediately constituted to facilitate media education and training on media related discipline.

#### **Reply of the Government**

A task force with representatives from stakeholders, Ministries, UGC, IGNOU etc. has been constituted in the Ministry of Human Resource Development to examine and identify the problem and suitable remedial steps including setting up of an accreditation mechanism. The Task Force will submit its report/ recommendations within a period of one year from the date of its first meeting. Ministry would constantly follow up with the Ministry of Human Resource Development and extend all support in the deliberations of the Task Force which is examining the issue relating to media education and training on media related discipline.

New Delhi  
December, 2012  
 Agrahayana, 1934 (Saka)

RAOINDERJIT SINGH,  
 Chairman  
 Standing Committee on  
 Information Technology

**ANNEXURE-I**

**STANDING COMMITTEE ON INFORMATION TECHNOLOGY  
(2012-13)**

**MINUTES OF THE THIRD SITTING OF THE COMMITTEE**

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The Committee sat on Thursday, the 13<sup>th</sup> December, 2012 from 1500 hours to 1630 hours in Committee Room 'D', Parliament House Annexe, New Delhi.

**PRESENT**

**Shri Rajendra Agarwal – In the Chair**

**MEMBERS**

***Lok Sabha***

2. Shri Abdul Rahman
3. Shri Nikhil Kumar Choudhary
4. Shri Rajen Gohain
5. Shri Baidya Nath Prasad Mahato
6. Dr. Thokchom Meinya
7. Shri Tapas Paul
8. Smt. Seema Upadhyay

***Rajya Sabha***

9. Shri Javed Akhtar
10. Shri Salim Ansari
11. Dr. C.P. Thakur

***SECRETARIAT***

- |    |                   |   |                  |
|----|-------------------|---|------------------|
| 1. | Shri Brahm Dutt   | - | Joint Secretary  |
| 2. | Dr. Sagarika Dash | - | Deputy Secretary |

2. In the absence of the Chairman, the Committee chose Shri Rajendra Agarwal, a Member of the Committee to act as the Chairman for the sitting in accordance with Rule 258(3) of the Rules of Procedure and Conduct of Business in Lok Sabha.

3. At the outset, the Chairman welcomed the Members to the sitting of the Committee. The Committee then took up for consideration of the Draft Action Taken Reports on Demands for Grants (2012-13) relating to the Ministry of Information and Broadcasting and ....xxxxxx..... After some discussion, the Committee adopted the same without any modification. The Committee, then, authorized the Chairman to finalize and present the reports to the House during the ongoing Session of Parliament.

4. xxxxx.....xxxxx.....xxxxx.....xxxxx.....xxxxx.

5. xxxxx.....xxxxx.....xxxxx.....xxxxx.....xxxxx.

*A copy of verbatim proceedings of the sitting has been kept.*

**The Committee, then, adjourned.**

**ANNEXURE -II**

**ANALYSIS OF ACTION TAKEN BY THE GOVERNMENT ON THE  
RECOMMENDATIONS/OBSERVATIONS CONTAINED IN THEIR THIRTY-  
SECOND REPORT (FIFTEENTH LOK SABHA)**

**[Vide Paragraph No. 5 of Introduction]**

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

Recommendation Serial Nos.:- 1, 2, 3, 9, 13, 21, 22,  
23, 24, 29, 31, 32 & 33.

Total                    13  
Percentage            39.40

- (ii) Recommendations/Observations which the Committee do not desire to pursue in view of the replies of the Government

Recommendation Serial Nos.:- 18 & 26

Total                    02  
Percentage            6.06

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

Recommendation Serial Nos.:-5, 7, 8, 10, 12, 15, 19,  
25 & 30

Total                    09  
Percentage            27.27

- (iv) Recommendations/Observations in respect of the reply which is of interim nature

Recommendation Serial Nos.:- 4, 6, 11, 14, 16, 17, 20,  
27 & 28.

Total                    09  
Percentage            27.27