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**STANDING COMMITTEE ON  
INFORMATION TECHNOLOGY  
(2016-17)**

**SIXTEENTH LOK SABHA**

**MINISTRY OF INFORMATION AND BROADCASTING**

**DEMANDS FOR GRANTS  
(2017-18)**

**THIRTY-FOURTH REPORT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

*March, 2017/ Phalguna, 1938 (Saka)*

**THIRTY-FOURTH REPORT**  
**STANDING COMMITTEE ON**  
**INFORMATION TECHNOLOGY**  
**(2016-17)**

**(SIXTEENTH LOK SABHA)**

**MINISTRY OF INFORMATION AND BROADCASTING**

**DEMANDS FOR GRANTS**  
**(2017-18)**

*Presented to Lok Sabha on 09.03.2017*

*Laid in Rajya Sabha on 10.03.2017*



**LOK SABHA SECRETARIAT**

**NEW DELHI**

*March, 2017/ Phalguna, 1938 (Saka)*

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## **COMPOSITION OF THE STANDING COMMITTEE ON INFORMATION TECHNOLOGY**

**(2016-17)**

### **Shri Anurag Singh Thakur - Chairperson**

#### **Lok Sabha**

2. Shri L. K. Advani
3. Shri Prasun Banerjee
- \*4. Shri Harish Dwivedi
5. Dr. Sunil Gaikwad
6. Shri Hemant Tukaram Godse
7. Dr. Anupam Hazra
8. Dr. Jayakumar Jayavardhan
9. Shri P. Karunakaran
10. Shri Virendra Kashyap
11. Shri Harinder Singh Khalsa
12. Shrimati Hema Malini
13. Shri Keshav Prasad Maurya
14. Dr. K.C. Patel
15. Shri Raosaheb Danve Patil
16. Shri Paresh Rawal
17. Dr. (Shrimati) Bharati Shiyal
18. Shri Abhishek Singh
19. Shri D.K. Suresh
20. Shri Ramdas Tadas
21. Shrimati R. Vanaroja

#### **Rajya Sabha**

22. Shrimati Jaya Bachchan
23. Shri P. Bhattacharya
24. Shri Suresh Gopi
25. Shri Prabhat Jha
26. Shri Santiuse Kujur
27. Shri Derek O'Brien
28. Shrimati Kahkashan Perween
29. Dr. K.V.P. Ramachandra Rao
30. Dr. Vinay P. Sahasrabuddhe
31. Shri Sachin Ramesh Tendulkar

#### **Secretariat**

- |                          |   |                      |
|--------------------------|---|----------------------|
| 1. Shri R.S. Kambo       | - | Additional Secretary |
| 2. Dr. Preeti Srivastava | - | Joint Secretary      |
| 3. Shri Y.M. Kandpal     | - | Director             |
| 4. Dr. Sagarika Dash     | - | Additional Director  |
| 5. Ms. Sonia Sankhla     | - | Executive Assistant  |

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\* Nominated to the Committee w.e.f. 19.10.2016 vide Bulletin Part-II dated 19.10.2016.

## **ABBREVIATIONS**

AIR	-	All India Radio
BE	-	Budget Estimate
BECIL	-	Broadcasting Engineering Consultants India Limited
CAS	-	Conditional Access System
CRS	-	Community Radio Station
CRSS	-	Community Radio Support Scheme
DAS	-	Digital Addressable System
DAVP	-	Directorate of Advertising and Visual Publicity
DCID	-	Development Communication and Information Dissemination
DD	-	Doordarshan
DTH	-	Direct to Home
GBS	-	Gross Budgetary Support
IEBR	-	Internal and Extra Budgetary Resource
IIMC	-	Indian Institute of Mass Communication
LCOs	-	Local Cable Operators
MSO	-	Multi System Operator
NFAI	-	National Film Archive of India
NFHM	-	National Film Heritage Mission
RCE	-	Revised Cost Estimate
RE	-	Revised Estimate
SRFTI	-	Satyajit Ray Film and Television Institute
STBs	-	Set Top Boxes
MoU	-	Memorandum of Understanding
CoS	-	Committee of Secretaries
DFP	-	Directorate of Field Publicity
SOP	-	Special Outreach Programme
DCP	-	Direct Contact Programme
DPR	-	Detailed Project Report
EMMC	-	Electronic Media Monitoring Centre

## INTRODUCTION

I, the Chairperson, Standing Committee on Information Technology (2016-17), having been authorized by the Committee to submit the Report on their behalf, present this Thirty-fourth Report on Demands for Grants (2017-18) of the Ministry of Information and Broadcasting.

2. The Standing Committee on Information Technology (2016-17) was constituted on 1<sup>st</sup> September, 2016. One of the functions of the Standing Committee, as laid down in Rule 331E of the Rules of Procedure and Conduct of Business in Lok Sabha, is to consider the Demands for Grants of the Ministry/Department concerned and to make a Report on the same to the House.

3. The Committee considered the Demands for Grants pertaining to the Ministry of Information and Broadcasting for the year 2017-18 which were laid on the Table of the House on 8<sup>th</sup> February, 2017. The Committee took evidence of the representatives of the Ministry of Information and Broadcasting on 21<sup>st</sup> February, 2017.

4. The Report was considered and adopted by the Committee at their sitting held on 4<sup>th</sup> March, 2017.

5. The Committee wish to express their thanks to the officers of the Ministry of Information and Broadcasting for appearing before the Committee and furnishing the information that the Committee desired in connection with the examination of the Demands for Grants.

6. The Committee would also like to place on record their appreciation of the assistance rendered to them by the officials of the Lok Sabha Secretariat attached to the Committee.

7. For facility of reference and convenience, Observations/Recommendations of the Committee have been printed in bold letters in Part-II of the Report.

**New Delhi**  
**04 March, 2017**  
**13 Phalguna, 1938 (Saka)**

**ANURAG SINGH THAKUR**  
**Chairperson**  
**Standing Committee on**  
**Information Technology**

## **REPORT**

### **PART – I**

#### **I. Introductory**

The Ministry of Information and Broadcasting (I&B), through the mass communication media comprising radio, television, films, Press and print publications, advertising and traditional modes of communication such as dance and drama, plays an important role in helping the masses to have access to free flow of information. The Ministry are involved among others, in focusing attention of the people on issues of national integrity, environmental protection, health care and family welfare, eradication of illiteracy and issues relating to women, children, minority and other disadvantaged sections of society.

2. The Ministry are divided into four wings, *i.e.* the Information Wing, the Broadcasting Wing, the Films Wing, and the Integrated Finance Wing. The Ministry function through its 21 Media Units/attached & subordinate offices, autonomous bodies and PSUs.

#### **II. Mandate of the Ministry of Information and Broadcasting**

- ❖ News Services through All India Radio (AIR) and Doordarshan (DD) for the people including Indians abroad.
- ❖ Development of Broadcasting and Television
- ❖ Development and promotion of film industry.
- ❖ Organization of film festivals and cultural exchanges for the purpose.
- ❖ Advertising and Visual Publicity on behalf of the Government of India and to get feedback on publication.
- ❖ Administration of the Press and Registration of Books Act, 1867 in respect of newspapers.



- ❖ Administration of the Cinematograph Act, 1952 in respect of certification of films.
- ❖ Broadcast Monitoring and Administration of the Prasar Bharati (Broadcasting Corporation of India) Act, 1990 (25 of 1990).
- ❖ Cable Television Networks (Regulation) Act, 1995 (7 of 1995).
- ❖ Administration of the Press Council Act, 1978 (37 of 1978).
- ❖ Cadre management of the Indian Information Service (Groups 'A' & 'B')
- ❖ Dissemination of information about India within and outside the country through publications on matters of national importance.
- ❖ Research, reference and training to assist the media units of the Ministry.
- ❖ Financial assistance to distinguished artistes, musicians, instrumentalists, dancers, dramatists, etc. who have substantially contributed to the Ministry's institutions.
- ❖ International relations in respect of broadcasting and news services.

### **III. Implementation status of recommendations of the Committee contained in the Twenty Third Report on Demands for Grants (2016-17)**

3. The Twenty Third Report of the Standing Committee on Information Technology on the 'Demands for Grants' of the Ministry of I&B was presented to Parliament on 3<sup>rd</sup> May, 2016. The Action Taken Notes on the Observations/Recommendations contained in the Twenty Third Report on the Demands for Grants (2016-17) were received on 22<sup>nd</sup> July, 2016. The Thirtieth Report on Action Taken on the subject was presented to the House on 16<sup>th</sup> December, 2016. Action Taken Statement on the Observations/Recommendations contained in the Thirtieth Report have been received and will be laid on the Table of the House in due course.

#### IV. Twelfth Five Year Plan Fund Utilization

4. Gross Budgetary Support (GBS) of Rs. 7583 crore has been approved by the erstwhile Planning Commission for the Twelfth Five Year Plan (2012-17) of the Ministry of Information and Broadcasting as against the proposed outlay of Rs.21731 crore. Besides, a provision of Rs.1000 crore has been kept for Internal and Extra Budgetary Resources (IEBR) by Prasar Bharati for financing New Content Development Scheme of Prasar Bharati for the Twelfth Five Year Plan (2012-17). Thus, a total outlay of Rs.8583 crore has been approved for funding the various Plan Schemes of the Ministry during the Twelfth Plan Period.

5. When the Committee desired to know about the financial and physical performance of the Ministry during the entire 12<sup>th</sup> plan period *vis-à-vis* the targets set for the three sectors, the Ministry, furnished the sector wise financial targets and achievements as under:-

(Rs. in crore)

Name of the Sectors	Total BE (2012-13 to 2016-17)	Total RE (2012-13 to 2016-17)	Total Expenditure (2012-13 to 21.02.2017)
Information	924.49	1056.37	926.76
Film	696.18	444.10	353.44
Broadcasting	2908.86	2277.53	2209.25
<b>Total</b>	<b>4529.53</b>	<b>3778.00</b>	<b>3489.45</b>

6. The major physical targets achieved by the three Wings of the Ministry *viz.* Information, Film and Broadcasting are given in **Annexure-I**.

7. The utilization trend of funds during the five years of the 12<sup>th</sup> Plan is as follows:-  
(Rs. in crore)

Year	BE	RE	Actual Expenditure (as per CCA)	% w.r.t. RE
2012-13	905.00	676.00	612.10	91
2013-14	905.00	740.00	715.22	97
2014-15	1005.00	752.00	740.78	99
2015-16	914.53	750.00	734.42	98
2016-17	800.00	860.00	538.33(as on 30.01.2017)	63

8. The Ministry have been furnishing the same reasons for underutilization of funds year after year for the entire twelfth plan period. Against this background, the Committee desired to know what concrete steps the Ministry are going to take to avoid these hurdles in plan implementation. To this, the Ministry submitted that the expenditure stands at 91 percent of RE for the year 2012-13, 97 percent for 2013-14, 99 percent for 2014-15, 98 percent for 2015-16 and 80 percent for 2016-17 (up to 21.02.2017). It may be seen from the above that the Ministry had made concerted efforts to improve its expenditure *vis-à-vis* the allocation over the years. From 91 percent in 2012-13, the utilization has gone up to 99 percent during the last two years. The Ministry are making all out efforts to ensure full utilization of allocation for the current year 2016-17 even though allocation of RE has been enhanced by an amount of Rs. 60 crore for the current year.

#### **V. Budget (2016-17) Performance and Demands for Grants (2017-18)**

9. When the Committee desired to know the reasons for underutilization of funds during 2016-17, the Ministry, in a written note, stated that the Revised Estimates (RE) 2016-17 (Plan) stands at Rs. 860 crore as against BE 2016-17 (Plan) of Rs. 800 crore. The

increase in RE 2016-17 is mainly due to Cash Supplementary Grant of Rs. 20 crore for Directorate of Field Publicity (DFP) and Rs. 40 crore for Directorate of Audio and Visual Publicity (DAVP). The Ministry have tried to optimize the allocation of Rs. 860 crore amongst the Schemes of Ministry Sector-wise by allocating funds to the Media Units in a rational manner.

Further, the Ministry stated that the actual expenditure of the Ministry of I&B (as per CCA) stands at Rs. 539.04 crore till 06.02.2017. The main reasons for shortfall in utilization of funds during 2016-17 *inter-alia* include finalization of RE 2016-17 (Plan) in January 2017, long procurement process of Prasar Bharati for procurement of goods and services and delay in approval of the new Schemes under the three sectors, viz. Information, Film and Broadcasting. There was also delay in Revised Cost Estimate (RCE) of Scheme “Infrastructure Development Programme relating to Film Sector” and of the Scheme “National Museum of Indian Cinema” in the Film Sector. The RCE of the Scheme “Infrastructure Development Programme relating to Film Sector” was done on 16.12.2016 and of “National Museum of Indian Cinema” was done on 06.12.2016. Accordingly RE 2016-17 for the Scheme “Infrastructure Development Programme relating to Film Sector” of Film Sector stands at Rs. 36.19 crore.

10. The Committee asked whether the Ministry are hopeful of spending the left over 37.5% of Rs. 860 crore allocated during RE 2016-17, to which the Ministry, in a written note, stated that against the RE 2016-17 of Rs. 860 crore, the expenditure of the Ministry upto 21.02.2017 stands at Rs. 686.93 crore, *i.e.* 80 percent of RE 2016-17. The Ministry are confident of spending the entire allocated fund earmarked during the year 2016-17.

11. When the Committee pointed out that on the one hand the Ministry are unable to utilize the budgetary allocation made in 2016-17 and on the other hand the Ministry

have cited want of funds as reason for slow pace of implementation of the Plan Schemes and asked the Ministry to explain this paradox, the Ministry, in a written note, stated that against the RE 2016-17 of Rs. 860 crore, the expenditure of the Ministry upto 21.02.2017 stands at Rs. 686.93 crore, *i.e.* 80% of RE 2016-17. It is evident from the pace of expenditure that the Ministry would be able to utilize its budgetary allocation significantly upto 31.03.2017.

12. Further, the Committee asked about the initiatives that are being taken by the Ministry/Prasar Bharati to ensure prudence in expenditure incurred under various Schemes to which the Ministry informed that the funds demanded by the Ministry are rational and realistic estimates which have been undertaken based on the Scheme wise requirements of the Ministry. Given the availability of resources and the set of priorities of the Government of India, Ministry have tried to optimize the allocation of the funds amongst the Schemes. Further, to improve Plan expenditure, various measures have been taken by the Ministry which *inter-alia* include, periodic review, mid-term appraisal of all major Schemes and regular monitoring of expenditure and implementation. Engineering Wings of PB/DD/AIR prepare proposals for required modernization/up-gradation/expansion of the broadcast network, keeping in view the latest technology, which are deliberated upon in the Prasar Bharati Board. These proposals are examined at the Ministry and also pass through Planning Commission/Niti Aayog. This process ensures adequate deliberations on the purpose of expenditure, appropriateness of chosen technology etc. At the time of implementation and during procurement process, various Govt. guidelines and prescribed instructions are followed invariably.

13. The BE, RE and expenditure for the year 2016-17 and Demands for Grant for 2017-18 under Ministry of Information and Broadcasting is as follows:-

(Rs. in crore)				
SECTOR	BE (2016-17)	RE (2016-17)	Expenditure (As on 20.02.2017)	BE (2017-18)
<b>Ministry of I &amp; B (GROSS)</b>	<b>4083.63</b>	<b>4161.00</b>	<b>3323.10 {80%}</b>	<b>4409.00</b>
<b>(A) Plan (Scheme)</b>	<b>800.00</b>	<b>860.00</b>	<b>667.45 {78%}</b>	<b>840.00</b>
<b>Prasar Bharati</b>	<b>450.00</b>	<b>450.00</b>	<b>401.21 {89%}</b>	<b>430.00</b>
<b>Broadcasting (Main Secretariat)</b>	<b>25.50</b>	<b>19.23</b>	<b>10.26 {53%}</b>	<b>23.00</b>
<b>Total – Broadcasting</b>	<b>475.50</b>	<b>469.23</b>	<b>411.47 {88%}</b>	<b>453.00</b>
<b>Information</b>	<b>183.02</b>	<b>256.38</b>	<b>162.09 {63%}</b>	<b>180.00</b>
<b>Film</b>	<b>141.48</b>	<b>134.39</b>	<b>93.89 {70%}</b>	<b>207.00</b>
<b>(B) Non-Plan (Establishment)</b>	<b>3283.63</b>	<b>3301.00</b>	<b>2655.65 {80%}</b>	<b>3569.00</b>
<b>Note1: Figures in parenthesis show % utilization against RE.</b>				

14. On being asked about the major thrust areas of Ministry for the year 2017-18, the Ministry stated as under:-

- Integrated Approach to Media Campaign
- Film Heritage Mission to restore and preserve India's rich cinematic resources
- Strengthening, upgradation and modernization of infrastructure in the Information, Film Sectors and Public Broadcasting
- Investment on Content Development of Prasar Bharati to strengthen Public Service Broadcasting
- Digitization of Cable Television Network
- Community Radio Expansion for Community Empowerment
- To encourage production and manpower training in Animation field

- Digitalization of Doordarshan Network
- Setting up a Film & Television Institute at Itanagar, Arunachal Pradesh

15. When the Committee enquired about the specific steps the Ministry propose to take for boosting utilization in the financial year 2017-18, the Ministry, in a written note, stated that the expenditure during the 12<sup>th</sup> Five Year Plan period stood at Rs. 3489.45 crore (up to 21.02.2017) as against Revised Estimates of Rs 3778 crore. On an average Ministry utilized 96 percent of Revised Estimates during the first four years of 12<sup>th</sup> Five Year Plan (2012-13 to 2015-16) and for year 2016-17 the utilization is 80 percent as on 21.02.2017.

16. The Ministry of Information and Broadcasting have carried out a comprehensive rationalization and restructuring of the Plan Schemes. In order to enhance utilization, progress in the achievement of physical and financial targets in respect of Schemes is reviewed by Secretary (I&B). Further, Additional Secretary & Financial Advisor of the Ministry and the concerned Joint Secretaries also convene meetings at their level to review the performance of the Plan Schemes. In such meetings, representatives from various Media Units under the Ministry of Information and Broadcasting and implementing agencies also participate in the discussion, whenever required.

17. When the Committee asked the Ministry that whether the allocation of Rs. 840 crore for the year 2017-18 is sufficient to fulfill its mandate, the Ministry stated that the BE 2017-18 (Plan) stands at Rs. 840 crore for Ministry of Information & Broadcasting. Given the availability of resources and the set of priorities of the Government of India, the financial allocations are made by the Ministry of Finance. Against the proposed amount of Rs.962.54 crore, the Budget allocation for the year 2017-18 for the Ministry of Information & Broadcasting is Rs. 840 crore. However, subject to the resource

constraint, the Ministry of Information & Broadcasting have tried to optimize the reduced allocation of Rs. 840 crore amongst the Schemes of the Ministry sector wise, by allocating funds to the Media Units in a rational manner to overcome the difficulty of reduced allocation. The Ministry, subject to the availability of the budget, will make all out efforts to fulfill its mandate. If felt necessary, additional funds would be sought at the RE stage commensurate with the mandate given to the Ministry.

18. Further, the Committee desired to know the rationale gone into the sectoral allocation of funds for these three sectors for the financial year 2017-18 and also explain factors weighed in favor of substantial increase in allocation for Film Sector. To this, the Ministry, in a written note, stated that the sector-wise fund allocation for Information, Film and Broadcasting sector are based on the following rationale:

- 1) The Scheme-wise expenditure trend during last five years of the 12<sup>th</sup> Five Year Plan;
- 2) Overall ceilings approved by Expenditure Finance Committee/Standing Finance Committee/Revised Cost Estimates, for the 12<sup>th</sup> Plan (2012-17) with respect to each Scheme;
- 3) Annual Scheme-wise budget proposals from different wings based on their expenditure capacity;
- 4) Full provision for continuing Schemes for completion of the Schemes.
- 5) Overall ceiling fixed by the Ministry of Finance.

There are essentially three Schemes for which the allocation has been increased substantially which are as follows:

- i). The Revised Cost Estimates (RCE) of Scheme “Infrastructure Development Programme relating to Film Sector” of Film Sector was done on 16.12.2016. Accordingly, the budgetary allocation of sub Scheme “Infrastructure Development in SRFTI (SRFTI)” under the Scheme “Infrastructure Development Programme relating to Film Sector” has been increased from Rs. 7 crore in BE 2016-17 to Rs. 22 crore in BE 2017-18.



- ii). “Setting up a Centre of Excellence for Animation, Gaming and VFX (Main Sectt)” has been approved by the Standing Finance Committee (SFC) on 27.12.2016. Accordingly, the budgetary allocation for this Scheme has been increased from Rs. 5.10 crore in BE 2016-17 to Rs. 60 crore in BE 2017-18.
- iii). Budgetary allocation for Scheme “National Film Heritage Mission” increased from Rs. 30 crore in BE 2016-17 to Rs. 50 crore in BE 2017-18 to restore and preserve India’s rich cinematic resources.

In view of the RCE/SFC of above Schemes and enhanced focus on the above areas, total allocation towards Film Sector has substantially increased.

19. In addition when the Committee desired to know how the Ministry are going to benefit from the elimination of plan and non plan distinction from this year and what major changes in expenditure scenario are going to take place with this expenditure reform, the Ministry in a written note stated that the Ministry of Finance have dispensed with the Plan & Non-Plan classification from the year 2017-18 and classified Central Government expenditure into Revenue & Capital Expenditure in the following six broad categories :-

A. Centre’s Expenditure:

- (i) Establishment expenditures of the Centre;
- (ii) Central Sector Schemes;
- (iii) Other Central expenditure including those on CPSEs and Autonomous Bodies;

B. Transfers:

- (iv) Centrally sponsored Schemes;
- (v) Finance Commission Transfers\*; and
- (vi) Other transfers to States.

\*(The demand titled “Transfers-to-States” in the Department of Expenditure, Ministry of Finance alone will have the category of ‘Finance Commission Transfers).

Allocation/expenditure of the Ministry of Information & Broadcasting is covered under the first three categories at 'A' above. With the removal of this distinction, it is expected that the link between spending and outcome will improve. The total expenditure would become more focused and generate value for all people as the benefits of Plan Schemes of this Ministry flow uniformly to the entire population aiming at mass communication of the policies and programmes of the Government as well as entertainment and education. Doing away with the distinction would make expenditure holistic bringing an ease in resource allocation and ensuring effective monitoring to meet the objectives of the Ministry. The total outlay of the Ministry will now be subjected to periodic review and monitoring in the absence of Plan and Non Plan distinction keeping in view optimal allocation of resources.

#### **VI. Broadcasting Sector**

20. Broadcasting sector has two main constituents, *i.e.*, Prasar Bharati and Main Secretariat. The BE ,RE and actual expenditure for 2016-17 and BE allocation for the year 2017-18 under Broadcasting sector is as follows:-

**(Rs. in crore)**

<b>Name of Sector</b>	<b>Proposed BE 2016-17</b>	<b>BE 2016-17</b>	<b>RE 2016-17</b>	<b>Actual Expenditure upto 31.01. 2017</b>	<b>Proposed BE 2017-18</b>	<b>BE 2017-18</b>
Broadcasting	745.66	475.50	469.23	297.92	498.00	453.00

21. An analysis of the budget shows that during the year 2016-17 an amount of Rs. 475.50 crore was allocated to the Broadcasting sector at BE stage which was reduced to Rs.469.23 crore at RE stage and the actual utilization up to 31.1.2017 has been Rs. 297.92 crore. When the Committee desired to know the reasons for reduction of BE for the year 2017-18 as compared to BE 2016-17, The Ministry in a written note stated that in so far as Prasar Bharati is concerned, there is only marginal variation. The BE for the 2017-18 has been fixed keeping in view the trend of expenditure on various Central Sector Schemes.

22. On being asked about the reasons for underutilization of funds in the Broadcasting sector which has such an important mandate to fulfill, the Ministry, in a written note, stated that Prasar Bharati, out of the allocated budget, around 95% or more in case of DD and around 93% in case of AIR are likely to be spent by the year end. As such there is no substantial underutilization of allocation in the year 2016-17. However, as most of the equipment is manufactured overseas, many a times, import of such equipment gets delayed due to reasons of mainly Force Majeure nature. Such delays lead to slight deviation from the targeted utilization.

23. When the Committee desired to know the efforts being made for the effective utilization of BE 2017-18, the Ministry stated that Prasar Bharati is doing constant endeavor to complete the projects within the specified time frame. The procurement procedures are being fast tracked and the monitoring mechanism has been strengthened considerably to ensure timely completion of the projects and optimum utilization of allocated funds.

**a. Allocation to Prasar Bharati and its Schemes**

24. The Government provides the total financial support for Plan Schemes of Prasar Bharati in the form of Grant-in-aid-General and Grant for Creation of Capital Assets. The outlay in the Annual Plan 2017-18 for Prasar Bharati has been fixed at Rs.430 crore which include a provision of Rs.80 crore for Kisan Channel and balance of Rs.350 crore are for Creation of Capital Assets.

25. The BE, RE in respect of Schemes under Prasar Bharati, during the year 2016-17 and BE for the year 2017-18 is as under:-

(Rs. in crore)

<b>Scheme</b>	<b>2016-17 (BE)</b>	<b>2016-17 (RE)</b>	<b>2017-18 (BE)</b>
(A) Prasar Bharati(AIR & DD)	389.90	380.00	350.00
1) Broadcasting Infrastructure Network Development			
On-going Component	195.17	198.81	160.20
New Component	194.73	181.19	189.80
(2) Content Development (AIR & DD) (On-going Component)*	0.00		
(3)Special Projects(including Kisan Channel)	60.00	<b>70.00</b>	<b>80.00</b>
<b>Total Prasar Bharati (GBS)</b>	<b>450.00</b>	<b>450.00</b>	<b>430.00</b>

Break-up figures of 2016-17 (RE) and 2017-18 (BE) for Schemes at Sl. No. 1, 2 and 3 is not available at present.

26. The IEBR for New Content Development Scheme of Prasar Bharati was approved by erstwhile Planning Commission for the Twelfth Plan Period (2012-2017) only. For the years 2017-18 onwards, a proposal for earmarking GBS to this Scheme is under consideration in the Ministry.

### **IEBR-Prasar Bharati**

27. The Ministry have furnished the following information on the utilization of IEBR generated by Prasar Bharati during entire Twelfth five year plan period:-

FY	Net Revenue (excl. of Service Tax)	Expenditure through IEBR				
		Other Administrative Exp. (OAE)	Software (excl. Service Tax)	Excess paid for Salary	Excess paid for Plan schemes	Total
2012-13	1405.81	738.61	295.60	146.56	34.95	1215.72
2013-14	1472.53	865.94	352.57	134.66	39.30	1392.47
2014-15	1412.60	941.19	465.34	31.72	30.49	1468.74
2015-16	1267.12	902.83	475.67	0	0	1378.50
2016-17	857.33*	588.27	237.59	0	0	825.66

\*including interest on FD upto Dec, 16.

28. When the Committee desired to know that why the net revenue generation by Prasar Bharati is coming down since 2014-15 and what steps are being taken to reverse this trend, the Ministry, in a written note, stated that as far as AIR is concerned, the trend of Commercial revenue earnings of All India Radio is indicating growth whereas the revenue earnings from sharing of its Resources mainly with private radio operators are marginally declining. This shortfall of revenue took place in 2016-17 due to shifting of rotation of issuing of invoices to financial year 2017-18 for 84 private FM Channels due to the process adopted in getting technical/site clearances for 84 channels and handing over the same to M/s BECIL/Private FM Broadcasters. As far as Doordarshan is concerned, the following are the main factors for decline in revenues:

1. Being a Public Service Broadcaster the program telecast relates to upholding the unity and integrity of the country and value enshrined in the Constitution. Doordarshan is duty bound to provide programs relating to national interest, environment, public health, agriculture, health and family welfare, adequate coverage to diverse cultures, and language of various regions. These programs have

low commercial value for the advertisers, thereby attracting less advertisements which is the main revenue source in absence of any subscription revenue being free-to-air (FTA) services. In contrast, most of the 24x7 pure entertainment channels attract more advertisements and generate higher advertisement revenues in addition to subscription revenues.

2. Tremendous increase in competition in the radio and television sector in the recent years and the development of new media platforms have taken a toll on the revenue earnings of Prasar Bharati. With the growth in broadcasting services and spread in cable digitisation and satellite connectivity, large number of radio and TV channels, especially in regional and local languages, are available to the consumers. As a result, the advertisement spend of various entities is shared by a larger number of broadcasters which earlier, especially in remote and rural areas, used to be availed primarily by Prasar Bharati.
  3. Broadcast Audience Research Council (BARC), an industry led market research body, has started to measure and release viewership data pertaining to rural areas. As a result many private players have come up with their channels focusing such areas. This has led to sharing of advertisement slice which till recent times was coming exclusively to Doordarshan.
  4. The Central Government Department/ Ministries have reduced their Advertisement spends, in general, affecting Doordarshan as well.
  5. AIR and Doordarshan air some of the programs on agriculture, health, and national interest without any commercial break.
  6. Acute Shortage of regular programming staff limits production of quality content which in turn results in drop in viewership and, consequently, revenues;
29. The Ministry have informed that the following steps are being taken by Prasar Bharati to improve its revenues:
1. Auctioning of time slots on DD-National channel;
  2. Making available more channel capacity available for auction on the Doordarshan's DTH platform-DD Free Dish;
  3. Strengthening of sales and marketing teams of AIR and Doordarshan, including induction of sales/marketing professionals;

4. Offering of turn-key solutions to various Ministries and Govt. Departments for dissemination of various social development Schemes administered by them;
5. Sharing of infrastructure such as towers, studios, auditoria etc.
6. Business Model for DTT network is being framed to rope in Private players and put to commercial use of the DTT network;
7. Tie-ups with e-commerce sites for better monetization of AIR/DD archive products;

In addition to the above, the following steps are being taken by AIR to boost revenue generation:

1. Expanding the FM Rainbow network.
2. Uniform frequency of FM Channels across the country to help in brand recall and brand loyalty.
3. Maintaining channel identity of FM Channels;
4. Insertion of local advertisements in relay stations of AIR for additional revenue;
5. Monetization of Raagam Channel devoted to Indian classical music that has caught the imagination of music lovers.
6. Exploring the possibility of collaborating with companies having CSR Funds in order to contribute to the overall revenue generation of AIR.
7. Monetisation of External Services Division directed to the Indian diaspora settled worldwide.
8. Revision of Tariff - The accent is on simplification and rationalisation. With the addition of some new stations and up scaling transmission time, there is scope for more advertising options.

30. When, the Committee asked about the efforts that are being made to reduce the expenditure under OAE head from IEBR, the Ministry stated that various efforts have been made to reduce expenditure which includes adopting austerity measures and close monitoring of expenditure of field Units, curtailing wasteful expenditure, etc. Some of the steps include:-

- a) Policy decision has been taken to replace expensive armed guards by less expensive unarmed security guards in non-sensitive areas;
- b) Policy decision has been taken to shift, wherever feasible, LPTs/DMCs to DD/AIR owned premises from rented premises, thereby saving rent;

- c) PB Sectt. Has been shifted to own premises resulting in savings from payment of rent; and
- d) In order to reduce the expenditure of electricity/power charges, the electricity/power-efficient transmission devices are being installed;

It can be seen from the information that expenditure under OAE has been reduced in the year 2015-16 and in current year also the trend is likely to continue. This is despite the fact that expenditure under power supply sub-head has increased, apart from other inflationary factors such as govt. levies, fuel prices, etc.

31. The Committee enquired as to why the expenditure made during 2015-16 through IEBR is exceeding the net revenue generated to which the Ministry informed that all the operational expenses of Prasar Bharati are funded by IEBR. These are the bare minimum expenses required for the continuance of broadcasting services of Prasar Bharati which otherwise would get obstructed. This is essential to fulfill its social commitments and its mandate as public service broadcaster. The expenditure made during 2015-16 through IEBR has exceeded the net revenue generated by Prasar Bharati on account of lower revenue generation.

32. The Committee also asked as to why Prasar Bharati is not spending its IEBR on excess paid for salary and excess paid for Plan Schemes since 2015-1 to which the Ministry, in a written note, stated that as per the decision dated 14.09.2012 of the Cabinet, Government is to provide support to Prasar Bharati for meeting 100% expenses towards salary and salary related expenses. In addition to this, as per the said decision of the Cabinet, Govt. is also to provide funds in the form of Grant-in-Aid to Prasar Bharati for creation of Capital Assets.



33. When the Committee desired a statement of IEBR generated by Prasar Bharati during the year 2016-17, the Ministry furnished the information (up to Dec.16) as under:-

Name of the Unit/ Component of Revenue Receipt	Progressive during 2015 -16 (Excl. Service Tax) As Reported to MIB	(Rs. in crore) Net Revenue (Excl. S.T & discount)
		Progressive upto the month of December, 2016
<b>A. All India Radio</b>		
i) Commercial Receipts	378.36	266.04
ii) Misc. Receipts	7.87	5.34
<b>Total (A)</b>	<b>386.23</b>	<b>271.38</b>
<b>B. Doordarshan</b>		
i) Commercial Receipts	750.47	511.34
ii) Misc. Receipts	5.32	3.15
<b>Total (B)</b>	<b>755.79</b>	<b>514.49</b>
<b>C. Resources (AIR+DD)</b>	60.29	20.33
<b>D. Other resources (Recording/Training)</b>	1.24	0.86
<b>E. Intt. On FD</b>	63.57	50.27
<b>G. Total (A to E)</b>	<b>1267.12</b>	<b>857.33</b>

34. On being asked about the specific efforts made by Prasar Bharati to generate revenue under IEBR during 2016-17, the Ministry in a written note stated that in case of Doordarshan, Marketing Divisions have been strengthened to increase the revenue augmentation. Slot Sale policy has been introduced in Doordarshan under which prime-time slots have been allocated to big media houses which would fetch fixed revenue. Similarly, Disney and Children Films Society of India have also been given slots which would also fetch fixed revenue with 50% Commercial Time to ensure revenue without any input cost on software. This effort is likely to increase TRP of Doordarshan's National channel and therefore, the remaining FCT may be sold at higher rates. In case

of AIR, the following steps are being taken to explore the avenues to augment the revenue generation:-

- a) Appeal to Chief Secretaries of the States of Gujarat, Haryana, Punjab, Rajasthan and Uttar Pradesh to involve AIR in a big way while releasing advertisements and launching multi media campaigns.
- b) In Rajasthan, there was a beeline in Commercial Broadcasting Service (CBS), AIR, Jaipur with Govt., Departments vying with each other to place business on the state network.
- c) Special revenue sharing tie-ups have been initiated. The recent tie-ups include i) M.S. Dhoni's biopic; ii) Shri Ameen Sayani's "Sangeet ke Sitaron ki Mehfil" and iii) Lakshya Films' for the audio version of "Mahabharata". These tie-ups may not only boost revenue earnings but also save production costs for the organisation.
- d) Highway Advisory Services (HAS) - Highway Advisory Services, started on pilot basis on Delhi-Jaipur Highway got an overwhelming response. Prompted by the success of the service, Ministry of Road Transport & Highways (MoRTH) has agreed to start the service on 11 other prominent highways.
- e) Enlisting the support of Head of Station in revenue generation: Dispelling the notion that marketing/sale of airtime is not a task to be left merely to those manning CSU/CBS Centres, every Head of Office, irrespective of the cadre he/she belongs, is being taken on Board.
- f) Web Radio Monetization:- Keeping pace with the global trends, AIR made forays into new media platforms with alacrity. Several channels including FM Rainbow, FM Gold, Vividh Bharati, Urdu Service and RAAGAM were live streamed. Furthermore, they were available on mobile app also. Ways are being explored to monetise the web radio.
- g) Focus on CSR Funds:- All profit making companies have an earmarked fund for Corporate Social Responsibility (CSR). We are exploring the possibility of collaborating with such firms so that they spend a share of their CSR Funds for the Public Service Broadcaster, ultimately, contributing to revenue generation of AIR.
- h) Monetisation of ESD:- The Indian Language Services of External Services Division are basically designed for and directed to the Indian diaspora settled worldwide. Once we are able to decide upon the footprint and listenership, we can finalize the rates for commercial bookings.
- i) Revision of Tariff:- From time to time, All India Radio revises its Tariff Card keeping in view the market dynamics. The last revision was carried out in April 2013. With the addition of some new stations and up scaling time, there is scope for more advertising options and additional revenue generation.

- j) Field Units have been instructed to augment revenue generation by strengthening the programme content, have more interactive programmes to increase listenership and adopt vigorous marketing strategy to fetch the clients by the wholesome efforts.

35. Further, on being asked about the gross revenue projections and net revenue earned during the last five years including 2016-17 in respect of Prasar Bharati, the Ministry submitted the information as under:

**(Rs. in Crore)**

<b>Financial Year</b>	<b>Gross Revenue projections</b>	<b>Net revenue earned (exclusive of Service Tax)</b>
2012-13	1815.00	1405.81
2013-14	1996.00	1472.53
2014-15	2195.00	1412.60
2015-16	2211.80	1267.12
2016-17	1774.19	857.33 (till December, 2016)

36. The Committee desired to know as to why the net revenue earned by Prasar Bharati during the entire Twelfth five year plan is less than the Gross Revenue Projection. To this, the Ministry, in a written note, stated that aggressive Gross Revenue Projection/targets were set to motivate the sales/marketing teams of Prasar Bharati to realize the targeted revenues. However, in view of decline in viewership and, consequently, advertisement revenues, it was observed that falling short from achieving the set targets was adversely affecting the morale of the sales/marketing teams and, therefore, proving counter-productive. Accordingly, it was decided to review the revenue projections to make them more realistic.

**b. Grant in aid to Prasar Bharati for Kisan Channel**

37. The proposed BE, BE, RE and Actual expenditure under this Scheme for the year 2016-17 and proposed BE and budgetary allocation for the year 2017-18 are as under:-

(Rs. in crore)

Name of the Scheme	Proposed BE 2016-17	BE 2016-17	RE 2016-17	Actual Expenditure upto 31.01. 2017	Proposed BE 2017-18	BE 2017-18
Grant in aid to Prasar Bharati for Kisan Channel	87.56	60.00	60.00	39.00	85.00	80.00

38. When the Committee desired to know as to why the Ministry have not been able to achieve full utilization of fund available under this Scheme during 2016-17 and the major assets created during the year 2017-18 for Kisan Channel, the Ministry, in a written note, stated that full utilization of funds available under the Scheme during 2016-17 is likely to be made by 31.03.2017. The major assets created at CPC, Delhi for Kisan channel during 2016-17 are:

- i) Multichannel Automated Playback facility and Multi Camera Studio Production facility in HDTV format
- ii) Collaborative Non-Linear Post Production facility in HDTV format
- iii) XDCAM Camcorders, Recorders/ Decks, NLE, Camera support system, Zoom Lens

Major assets to be created for Kisan channel during 2017-18:

- i) Earth station at CPC, Delhi
- ii) Field production equipment at 18 Regional Kendras

A Multi Camera Studio Production facility in HDTV format at CPC Delhi has also been ordered.

39. The Committee desired to know the initiatives undertaken by the Ministry for promotion of the Kisan channel during the year 2016-17. To this the Ministry, in a written note, stated that Prasar Bharati has taken the following new initiatives during the year 2016-2017:-

- Focus is now clearly on QUALITY- Special emphasis is being laid to ensure that quality programme are produced and delivered.
- The producers and executives in the channel have been sensitised towards the need for quality, which alone can take the channel forward.
- A system of close check on the programmes being produced by preview as also review of the same is now in place.
- Emphasis has been laid on making programmes field based and interactive so as to make them interesting. Besides, the earlier concept of making programme in the comfort zone of nearby rural areas has been done away with. Programmes are now been made in all the States in the Hindi belt, including Punjab, Gujarat, Bihar, Chattisgarh, Orissa, Madhya Pradesh, etc.
- A system of regular monitoring of technical glitches, screening of promos as also TRPs for various programmes has also been put in place.
- Two new in-house programmes 'Swastha Kisan' and 'Chunhauti' have already been introduced. Besides, 'Gaon Mange Hisaab' and 'Jaago Kisan' at a final stage and shall be on air shortly.
- Introduced daily Kisan News bulletin in the afternoon slot also.

40. To a query as to whether the Ministry have conducted any survey to assess the utility of programmes broadcasted on Kisan Channel and the efforts being made to make the content of Kisan Channel relevant keeping in view different agriculture demands of the regional farmers, the Ministry in a written note stated that Broadcast Audience Research Council (BARC) provides real time Television Rating Points (TRP). TRP rating of each of the programmes telecasted through DD Kisan is closely monitored. Based on this feedback efforts are made to improve the programmes. Based on the data released by BARC, the monthly viewership details of DD Kisan channel for the calendar year 2016 and the comparative chart of gross viewership of Kisan Channel in terms of rural, urban and all India viewership, during the period October 2015 till February 2017 is given in **Annexure-II** and **Annexure-III**.

41. During the year 2016-2017 new initiatives were undertaken to improve quality and make more field-based, interactive and interesting programmes. Evaluation of existing programs is also being carried out. A content preview committee has been put in place. A system of regular review of programme has also been put in place so that further improvement can be made. Programmes are now being made in all the States in the Hindi belt, including Punjab, Gujarat, Bihar, Chattisgarh, Odisha, Madhya Pradesh, etc. so as to make the channel more inclusive.

**c. Financial Performance of AIR and DD (2016-17)**

42. The Ministry have furnished the financial performance of AIR and DD during 2016-17 as under:-

(Rs. in crore)

Prasar Bharati	BE	RE	Actual expenditure upto Dec. 2016	%age of utilization over RE
	2016-17	2016-17		
ALL INDIA RADIO				
Grant-in-aid-General (for Kisan Channel)	0.00	0.00	0.00	
Grant for Creation of Capital Assets	177.00	177.00	108.27	61.17%
Total Plan	177.00	177.00	108.27	61.17%
Total Non-Plan#	1219.85	1292.95	912.37	70.56%
Total of AIR	1396.85	1469.95	1020.64	69.43%
DOORDARSHAN				
Grant-in-aid-General (for Kisan Channel)	52.00	52.00	*47.78	91.00%
Grant for Creation of Capital Assets(incl. Kisan Channel)	221.00	221.00	128.77	58.00%
Total Plan	273.00	273.00	176.55	65.00%
Total Non-Plan#	1491.45	1473.91	1039.65	70.53%
Total of DD	1764.45	1746.91	1216.20	69.62%

<b>PRASAR BHARATI</b>				
Grant-in-aid-General (for Kisan Channel)	52.00	52.00	*47.78	91.00%
Grant for Creation of Capital Assets (incl. Kisan Channel)	398.00	398.00	237.04	59.56%
<b>Total Plan</b>	<b>450.00</b>	<b>450.00</b>	<b>284.82</b>	<b>63.29%</b>
<b>Total Non-Plan#</b>	<b>2716.86</b>	<b>2766.86</b>	<b>1955.87</b>	<b>70.68%</b>
<b>Grand Total</b>	<b>3166.86</b>	<b>3216.86</b>	<b>2240.69</b>	<b>69.65%</b>

\*Expenditure for Kisan Channel is on accrual basis.

# Non-Plan expenditure upto November, 2016.

43. The Committee desired to know the reasons for underutilization of funds under grant for creation of capital assets of AIR during 2016-17 to which the Ministry, in a written note, stated that the approved outlay for AIR for the year 2016-17 is Rs. 177 Crore. It is expected that about 93% of the allocated budget will be utilized by the end of Financial Year. Balance 7 % is doubtful due to various reasons like, improper response against major tenders, delay in delivery of a major imported consignment and some other administrative reasons. As such there will not be any major impact on the implementation of the Schemes targeted for year.

44. The Committee asked about the measures that are being taken to address the structural and procedural lacunae which are coming in way of implementation of Plan Schemes to which the Ministry in a written note submitted as follows:-

- There has been acute shortage of staff in AIR at all levels particularly at middle and lower professional levels. The transition from Government organization to corporate sector has witnessed almost a complete halt on recruitments, trainings and promotions.
- As far as acquisition of land for new setups is concerned, Ministry of I&B shall take up the matter with respective state Governments for speedy disposal of the issues.

- Some Schemes are not implemented in time due to local issues including law and order particularly in NE regions and border areas. Ministry of I&B shall take up the matter with respective state Governments for extending necessary assistance.

45. Regarding underutilization of funds under grant for creation of capital assets of DD during 2016-17 the Ministry, in a written note, stated that the approved outlay for BE 2016-17 was Rs. 273 crore which was retained in RE with minor re-appropriation of the approved outlay. About 95% of the allocated fund is expected to be utilized during the current financial year. About 5% allocation is expected to remain unutilized due to cancellation of tenders on administrative/ technical reasons. As such, there is no significant impact on the implementation of the Schemes.

46. The Committee pointed out to the present utilization of plan funds under DD which stood at 65% and asked as to how the Prasar Bharati is going to utilize another 35% in next three months. To this, the Ministry in a written note stated that the approved BE 2016-17 is Rs. 221.00 crore. The expenditure incurred up to Jan., 2017 is Rs. 135.89 crore. About 95% of the allocation made at RE stage is expected to be utilized, since the expenditure is expected to pick up in last quarter of financial year on account of maturity of various purchase orders and completion of projects in later part of financial year.

47. Regarding the major achievements of Doordarshan during the year 2016-17, the Ministry submitted as under:-

- i) Technical facility for launch of new TV Channel “DD Arun Prabha” has been completed
- ii) Order has been placed for implementation of Indian CAS (iCAS)
- iii) Multichannel Automated Playback facility set up and installation of Multi Camera Studio Production facility in HDTV format is in progress at CPC, Delhi



- iv) Old ageing HPT has been replaced by new 10 KW HPT at one location
- v) Construction of Prasar Bharati House has been completed
- vi) In respect of Kissan Channel, various information relating to agriculture was disseminated for the benefit of farmers across the country.
- vii) Generation of outdoor programme-production and transmission of NE culture, sports and other activities over Arun Prabha Channel.

48. As far as AIR is concerned, the major achievements are as follows:-

- a) Total No. of Transmitters as on 31<sup>st</sup> March, 2012: 432 ((MW-148, SW-48, FM-236)
- b) Total no. of Transmitters as on 10<sup>th</sup> February, 2017: 610 (MW-143, SW-48, FM-419) *(including 195 nos. of 100 W FM Transmitters)*

49. The details of projects of AIR completed during the 12<sup>th</sup> Plan Period, year-wise is as follows:-

Projects commissioned	2012-13	2013-14	2014-15	2015-16	2016-17
FM Transmitters (including replacement of old Tx)	118	35	60	26	9
MW Transmitters	-	2	1	-	1
MW DRM Transmitters (excluding mast strengthening)	1	7	-	16	12
500 kW SW DRM Transmitter	-	1	-	-	-
Digitization of Existing Studios	-	48	-	-	-
Digitization of Existing Regional News Units (RNUs)	44	-	-	-	-
Creation of New RNUs	-	7	-	-	-

Creation of New Archival Facilities	3	2	-		
Technically Ready Projects	-	-	-	-	9

50. For the year 2017-18, the details of allocations made for AIR and DD are as under:-

(Rs. in crore)			
Budget Head	AIR	DD	Total
<b>(i) Grant-in-aid-General for Kisan Channel</b>			
Normal	0.00	55.00	55.00
North East component	0.00	8.00	8.00
<b>Total</b>	<b>0.00</b>	<b>63.00</b>	<b>63.00</b>
<b>(ii) Grant for Creation of Capital Assets</b>			
a) Normal for Capital compt.	129.00	179.00	308.00
b) Capital component for Kisan channel		15.00	15.00
<b>North East component</b>			
a) Normal	25.00	17.00	42.00
b) for Kisan channel		02.00	02.00
<b>Total</b>	<b>154.00</b>	<b>213.00</b>	<b>367.00</b>
<b>Grand Total of Plan (GBS)</b>	<b>154.00</b>	<b>276.00</b>	<b>430.00</b>

51. The Committee asked the reasons for reduction of allocation of funds to AIR and DD and in what way this reduced allocation is going to impact financial sustainability of AIR and DD, to which the Ministry, in a written note, stated that the financial allocation for AIR has reduced from Rs.177 crore in 2016-17 to Rs. 154 crore in 2017-18 whereas

that for DD has been reduced from Rs.221 crore to Rs. 213 crore. This reduction in allocation is marginal. However, depending upon the implementation, more funds would be asked for at the RE stage.

**d. Action taken on Sam Pitroda Committee Recommendations**

52. Sam Pitroda Committee constituted to review the institutional framework of Prasar Bharati, in their report submitted in February, 2014 had made 26 recommendations in the areas of (i) Governance and Organisation, (ii) Funding, (iii) Human Resources, (iv) Content, (v) technology, (vi) Archiving, (vii) Social Media, and (viii) Global Outreach. The recommendations addressed issues of financial and administrative autonomy of Prasar Bharati to ensure that it is appropriately positioned to execute its role as a genuine public broadcaster. These included models of funding to ensure autonomy with due financial accountability, human resource management, to ensure efficiency and adequate talent and skill infusion, content creation and improved management to bring Prasar Bharati at par with global benchmarks, technology interventions in the digital and cable TV operations, archiving of DD and AIR's rich content repository with an eye on monetizing, creating social media platforms as well as a global outreach.

53. When the Committee desired to know the progress of implementation of Sam Pitroda Committee recommendations, the Ministry stated that they had requested Prasar Bharati (PB) to prepare an action plan for undertaking suggestions/review/audits etc. on various issues recommended by the Sam Pitroda Committee. It was also brought to the notice of PB that these studies/audits are critical to any action to be initiated as part of the Committee Report, by the Government. Prasar Bharati sought advice of the Ministry for conduct of Manpower Audit in Prasar Bharati on 24.3.2015. Suitable suggestion was made to Prasar Bharati on 16.10.2015. On the request of Prasar Bharati,

this Ministry approached the Department of Expenditure (DoE) on 09.02.2016 for conducting Manpower Audit of Prasar Bharati. DoE, however, expressed its inability to undertake this work. Subsequently, Prasar Bharati had been suggested on 07.06.2016 to explore the possibility of manpower audit by reputed public/private agencies that perform these functions. On 06.2.2017, Prasar Bharati has informed that their Internal Finance Division has advised to pre-determine the terms of reference for conducting manpower audit and to invite quotations from some reputed institutions. The matter is under active consideration in Prasar Bharati.

54. When the Committee desired to know by what time Prasar Bharati is going to finalize the manpower audit and whether any timeline has been fixed for this, the ministry in a written note stated that Prasar Bharati has informed that it is in the process of negotiations with Public Sector Organization for conducting Manpower Audit. All efforts are being made by Prasar Bharati to complete the Manpower audit by the end of financial year 2017-18.

55. On the issue of 'Transfer of Assets' the Ministry stated that complete inventorization of assets has not yet been provided by Prasar Bharati. However, the Ministry on its own re-initiated the process on 09.11.2016 and referred the file to Ministry of Law & Justice proposing to issue a generic notification whereby all the movable assets of AIR/DD may be transferred to Prasar Bharati on lease basis/non-alienable basis and all movable assets are so transferred without any restriction on availability or disposal. Ministry of Law & Justice has made some suggestions which are under consideration in the Ministry. Other recommendations of Sam Pitroda Committee Report are being examined in the Ministry in consultation with Prasar Bharati.

56. When the Committee enquired about the suggestions of Ministry of Law & Justice on transfer of assets of Prasar Bharati on lease basis and by what time the Ministry are going to take a view on this, the Ministry in a written note stated that on this matter of transfer of properties and assets, Ministry of Law & Justice, Legislative Department suggested that properties vested with the Central Government already stands transferred to Prasar Bharati with the commencement of the Prasar Bharati Act, 1997 and there is no enabling provision to issue a notification for transfer of properties and assets which will dilute the provision of the Act. However, the Central Government may determine the terms and condition of transfer of properties and assets can be set by issue of an executive order. Terms and conditions of transfer of properties and assets are being finalized in consultation with department of Legal Affairs

57. On being asked about the actual position with regard to Land Bank lying idle as on date and initiatives that are being taken to generate additional revenue through these lands, the Ministry in a written note stated that a proposal was received from Prasar Bharati for monetization of land at Kingsway Camp, New Delhi. The proposal was examined by this Ministry and the same was not agreed to in view of the fact that Prasar Bharati has to engage in broadcasting and related activities only as per mandate given in the Prasar Bharati Act, 1990 and not to transact in the assets and property of Prasar Bharati.

58. When the Committee desired to know the status of implementation of other recommendations of the Sam Pitroda Committee and how long the Ministry and Prasar Bharati are going to take to implement the recommendations of Sam Pitroda Committee, the Ministry in a written note stated that other recommendations of the Committee are being looked into in consultation with Prasar Bharati. The

recommendations are process and policy oriented, so it is difficult to indicate fixed time limit.

**e. Main Secretariat Schemes under Broadcasting Sector**  
**(i) Strengthening of Electronic Media Monitoring Centre (EMMC)**

59. The Government has set up a state-of-art Electronic Media Monitoring Centre (EMMC) to monitor and record channels on a 24x7 basis. The capacity of the centre was enhanced during the year 2010-11 from 150 channels to 300 Channels. The purpose of this Scheme is to augment the capacity of EMMC to 1500 channels during 12<sup>th</sup> Plan Period. The proposed BE, BE, RE and Actual expenditure under this Scheme for the year 2016-17 and proposed BE and budgetary allocation for 2017-18 are as under:-

<b>(Rs. in crore)</b>						
<b>Name of the Scheme</b>	<b>Proposed BE 2016-17</b>	<b>BE 2016-17</b>	<b>RE 2016-17</b>	<b>Actual Expenditure upto 31.01. 2017</b>	<b>Proposed BE 2017-18</b>	<b>BE 2017-18</b>
Strengthening of Electronic Media Monitoring Centre (EMMC)	19.30	12.00	11.60	6.86	12.00	12.00

60. When the Committee desired to know the reasons for underutilization of funds under this Scheme and how this has impacted the implementation of the Scheme, the Ministry, in a written note, furnished that out of the allocated fund of Rs 11.60 crore, Rs. 7.42 crore has already been spent. In order to stagger the deployment of resources commensurate to the likely additional channels that may be approved for uplinking/downlinking, an amount of Rs. 2 crore is therefore being surrendered. EMMC is striving

to achieve broad deliverables under the Plan Scheme. Nonetheless a conscious effort is being made not to implement a non-workable proposition on issues related to FM/CRS monitoring.

61. The Committee asked about the achievements made under the Scheme during 2016-17 and the number of TV channels that have been covered under Content Monitoring System as on date. To this, the Ministry in a written note, stated that content acquisition facility has been setup in EMMC for 900 channels. 729 channels have been successfully configured for content monitoring out of 872 channels which are being uplinked and downlinked in India. EMMC and BECIL are co-coordinating with the industry to obtain the technical parameters for the configuration of remaining channels.

62. When the Committee desired to know the reasons for not achieving the target of 1500 channel set under twelfth plan year, the Ministry in a written note stated that the target of 1500 channels was based on the estimates for expansion of TV channels during the 12<sup>th</sup> Plan Scheme. Till 31<sup>st</sup> December, 2016, 892 channels have been given licence by the Ministry of I&B. The development of said facility in EMMC is in tune with the number of channels which have been granted permission. Keeping in mind the prospective growth of the industry, currently EMMC is making provision for the content acquisition of additional 100 channels. If required, the facility would be scaled up further. By this, it will be ensured that IT infra is not unutilised nor funds for creating them blocked unnecessarily.

63. On being asked about the physical targets set under the Scheme for the year 2016-17, the Ministry stated that EMMC aims to configure remaining 78 TV channels in the existing software set up. The configuration requires technical parameters for Free to

Air (FTA) channels while in case of Pay channels it requires broadcasters to provide necessary equipments for downloading and decryption of the content/signal.

64. In addition, with regard to the updated status of setting up of Centralized Content Monitoring Facility for private FM and Community Radio Stations, the Ministry, in a written note, stated that, EMMC initiated the process for setting up centralized facility for FM and CRS monitoring however, on detailed analysis it is concluded that it is not feasible to do centrally real time monitoring. BECIL, which is handling the project on turnkey basis, had invited tenders for the setting up of monitoring facility for private FM and CRS which did not receive any valid response. Real time transmission of content from FM and CRS stations across the length and breadth of the country to a centralized monitoring facility is challenging in terms of technology and IT infrastructure in remote areas. The efficacy of such a system is doubtful due to the information overload. In view of this the method of refining the complaints based monitoring would be further strengthened for greater efficacy and compliance to license conditions by the FM / CRS license holders.

65. The Committee also enquired as to whether the failure in implementing centralized content monitoring facility has not taken valuable time of the Scheme and how durable and effective is the method of refining the complaints based monitoring. To this, the Ministry, in a written note, stated that Ministry of I&B and EMMC relentlessly worked in consultation with BECIL to set up the centralised monitoring system. Despite the difficulties faced in the implementation of the above, complaint based monitoring is being carried out and action as appropriate is being taken by the Ministry. The lack of formal institutionalisation of monitoring facility has not hindered the implementation of the Scheme from its original objective. EMMC is equipped to address the formal complaint based monitoring. The recent Supreme Court order dated



12.01.2017 on WP(C) No.387 of 2000 has acknowledged the self-regulatory mechanism in addition to the complaint based processes adopted by the Ministry. In compliance with these orders the Ministry are in the process of formalising the complaints redressal mechanism by giving it a statutory status.

**(ii) Supporting Community Radio Movement in India**

66. The purpose of this Scheme is to strengthen the movement through financial support and awareness campaign. The proposed BE, BE, RE and Actual expenditure for the year 2016-17 and proposed BE and budgetary allocation for 2017-18 are as under:-

(Rs. in crore)						
<b>Name of the Scheme</b>	<b>Proposed BE 2016-17</b>	<b>BE 2016-17</b>	<b>RE 2016-17</b>	<b>Actual Expenditure upto 31.01. 2017</b>	<b>Proposed BE 2017-18</b>	<b>BE 2017-18</b>
Supporting Community Radio Movement in India	9.30	4.00	3.63	0.89	4.00	4.00

67. When the Committee asked about the reasons for variation in RE and actual expenditure upto 30.01.2017, the Ministry, in a written note, furnished that during the year 2016-17, 08 awareness workshops were planned at an estimated expenditure of Rs.76 lakhs. As per payment plan, advance of only 40% of the estimated expenditure has been released so far. Remaining amount is to be released after completion of workshops and submission of vouchers by organizing agencies. So far, 07 workshops have already been organized and 8<sup>th</sup> workshop is scheduled from 17-18<sup>th</sup> February 2017. Further, the National Sammelan and Regional Sammelans of operational Community

Radio Stations could not be organized during this year. Also, out of 45 stations which were issued in-principle approvals for grants for purchasing equipment only 10 stations purchased equipment and submitted their bills for release of grants. Further, funds kept for innovation grants could not be released, as no proposal was approved for release of grant.

68. When the Committee wanted to know the details of the state where the Scheme has not picked up and the reasons for slow implementation of the Scheme, the Ministry stated that the uptake of the Scheme is slow in following states/UTs as very few organizations are coming forward from below states/UTs for setting up of community radio stations despite holding of awareness workshops in these areas. Ministry organizes one awareness workshop every year in North East.

<b>S. N.</b>	<b>State/UT</b>	<b>Permissions Issued</b>	<b>GOPA signed</b>	<b>Operational CRS</b>
1	Arunachal Pradesh	3	Nil	Nil
2	Goa	1	Nil	Nil
3	Manipur	8	2	Nil
4	Meghalaya	Nil	Nil	Nil
5	Mizoram	Nil	Nil	Nil
6	Nagaland	3	Nil	Nil
7	Sikkim	3	Nil	Nil
8	Tripura	3	2	Nil
9	Andaman and Nicobar Islands	1	Nil	Nil
10	Dadra and Nagar Haveli	Nil	Nil	Nil
11	Daman and Diu	Nil	Nil	Nil
12	Lakshadweep	Nil	Nil	Nil

It may be seen that permissions to set up community radio stations have been issued in states of Arunachal Pradesh, Manipur, Nagaland, Sikkim, Tripura and Andaman and Nicobar Islands but no station has become operational so far. Permission holders are at various stages to start broadcasting.

69. The Committee enquired about the challenges being faced in launching new Community Radio Stations, to which the Ministry, in a written note, stated that it grant permissions to set up Community Radio Stations (CRSs) to Not-for-Profit organizations like Educational Institutions, Registered Societies, Autonomous Bodies, Public Trusts, State Agriculture Universities (SAUs), Indian Council of Agricultural Research (ICAR) Institutions and Krishi Vigyan Kendras. Ministry has so far issued 540 permissions, out of which only 202 organizations have launched their stations. After receipt of permission from Ministry of I & B, applicant organization is required to obtain clearances from Wireless Planning and coordination Wing of Ministry of Communication and IT like frequency allocation, Standing Advisory Committee on Frequency Allocation (SACFA) clearance and Wireless Operating License to launch the station. In addition, applicant organization is also required to mobilize resources to set up infrastructure to start broadcasting, which is time consuming. Therefore, strike rate of launching of new stations is low compared to total number of permissions.

70. On being asked about the achievements of CRS Scheme under Twelfth Five Year plan, the Ministry, in a written note, stated that massive awareness generation was carried out about community radio Scheme. 44 Awareness workshops were organized across the country during the plan period. 4 Regional Sammelans and 4 National Sammelans of operational CR stations were organized including 4 National Awards in CR Sector. This provided a common platform to CR operators, stakeholders and policy makers to discuss the issues. The Ministry have informed that they have supported

content sharing platform named Ek Duniya Anek Awaz ([www.edaa.in](http://www.edaa.in)), for the period 2014-17, to archive contents broadcast by CR stations, at total expense of Rs. 14.40 lakhs. About 200 CRSs have uploaded more than 14300 audio clips and radio programme in 34 different languages/dialects on various themes like women empowerment, health, Panchayati Raj, sanitation, drinking water etc. Peer Review of 70 operational CR stations was carried out to promote self-assessment and co-learning among the community radio stations. Study on Listenership, Reach and Effectiveness of CR stations was instituted.

71. Further, the Committee asked about new Community Radio Stations that have been opened in the year 2016-17 and the specific steps taken by the Ministry to encourage the opening up of community radio stations. To this, the Ministry in a written note, stated that 11 new Community Radio Stations have been operationalised so far in the year 2016-17. Awareness workshops were organized in which were focused on CR dark areas. The permission process has been simplified to reduce the time taken for issuing permissions. Ministry are also facilitating applicant organizations to submit online applications in WPC Wing for frequency allocation and SACFA clearance. The grant size for purchasing equipment has been increased from 50% to 75% (90% for NE) and process for release of grants has been simplified. Grants for content creation have also been introduced. Duration of advertisement on Community Radio Stations has been increased from 5 minutes to 7 minutes.

72. When the Committee desired to know the details and current status of implementation of recommendations that were submitted by TRAI in 2014, the Ministry, in a written note stated that TRAI made following recommendations on issues related to Community Radio Stations:

- i) The term of permission should continue to be five years.

- ii) Extension/renewal of permission:
  - a. The period of permission should be extended for a period of five years, at a time.
  - b. The first extension, i.e. on completion of the initial permission period of five years, may be granted on the basis of an application and verification of adherence to the terms and conditions of the permission. The application is to be submitted in the fourth year of operation.
  - c. A performance evaluation format should be developed by MIB, in consultation with the stakeholders, and placed in the public domain. CRSs applying for extension beyond ten years should submit the performance evaluation report, duly filled in, along with their application one year before end of the permission period.
  - d. If it is found that the CRS has performed satisfactorily, the CRS should be considered for a further extension. The application for extension will be considered along with other fresh applications, if any.
  - e. The procedure described in (c) and (d) above will be adopted for all applications for extension beyond ten years of operation.
- iii) CRSs should be allowed to broadcast news and current affairs content, sourced exclusively from AIR, in its original form or translated into the local language/dialect. It will be the responsibility of the CRS permission holder to ensure that the news is not distorted during translation.
- iv) The duration of advertisement on a CRS should continue to be five minutes per hour.
- v) To encourage self-sustainability and enhance the CRSs' relevance to the community, the stipulation that DAVP approved rates are their lowest rates and exclusive to DAVP and cannot be offered to any other agency should be relaxed in the case of CRSs.
- vi) The NDMA, in consultation with MIB and WPC, establish detailed guidelines for use of CRSs in disaster management operations. The guidelines should include the procedure to be followed in case relocation of an existing CRS is required or for the establishment of a new CRS in the disaster affected region.
- vii) MIB should establish an online 'single window' system that will reengineer and integrate the entire process from the stage of filing application with MIB; grant of the Wireless Operating Licence (WOL) by WPC and signing of the GOPA. The online system must provide feedback on stage and status of the application in accordance with the time-lines already prescribed by MIB.

The recommendations made by TRAI were considered by an Inter-Ministerial Committee (IMC), constituted to examine the recommendations of TRAI. IMC accepted the recommendations of TRAI and Ministry have implemented recommendations (i) to (vii), as mentioned above. Also, Ministry are in consultation with Wireless Planning and Coordination Wing of Department of Telecommunication to simplify the license process and set up a single window system.

73. The Committee enquired as to whether the Ministry have revised the policy guidelines for Community Radio stations and if so what are the amended policy guidelines, the Ministry, in a written note stated that on the basis of TRAI's recommendations, Ministry have made the following amendments in policy guidelines for setting up of Community Radio Stations in India on 19.01.2017:

**a) Extension of permission of CRS:**

- i) Grant of Permission Agreement shall be extended for a period of five (5) years at a time. First extension shall be granted on the basis of an application and verification of adherence to the terms and conditions of the permission. The application for extension shall be submitted in the fourth year of operation.
- ii) For second extension i.e extension beyond ten (10) years, the continuous operation of CRS by the permission holder for 10 years will be treated as ground for extension. CRS should submit their application for extension of permission one year before end of the permission period.

**b) Transmitter Power and Range:**

In disaster situations the District Magistrate's permission shall be sufficient to relocate CRS. However, Ministry of Information and Broadcasting should be informed of the change of place by both the CRS and District Magistrate.

**c) Content Regulations:**

The Permission Holder shall not broadcast any programmes, which relate to news and current affairs and are otherwise political in nature. However, CRS can

broadcast news and current affairs contents sourced exclusively from AIR in its original form or translated into the local language/dialect. AIR shall source its news to CRS without any charges. It will be the responsibility of the CRS permission holder to ensure that the news is not distorted during translation. The broadcast pertaining to the following categories will be treated as non-news and current affairs broadcast and will therefore be permissible:

- (i) Information pertaining to sporting events excluding live coverage. However live commentaries of sporting events of local nature may be permissible;
- (ii) Information pertaining to Traffic and Weather;
- (iii) Information pertaining to and coverage of cultural events, festivals;
- (iv) Coverage of topics pertaining to examinations, results, admissions, career counseling;
- (v) Availability of employment opportunities;
- (vi) Public announcements pertaining to civic amenities like electricity, water supply, natural calamities, health alerts etc. as provided by the local administration;
- (vii) Such other categories not permitted at present that may subsequently be specifically permitted by Ministry of Information and Broadcasting from time to time.
- (viii) It is further added that this matter is subjudice in Hon'ble Supreme Court of India in PIL in Common Cause vs UOI.

d) **Funding & Sustenance:**

Transmission of sponsored programmes shall not be permitted except programmes sponsored by Central & State Governments and other organisations to broadcast public interest information. In addition, limited advertising and announcements relating to local events, local businesses and services and employment opportunities shall be allowed. The maximum duration of such limited advertising will be restricted to 7 (seven) minutes per hour of broadcast.

Relaxation in stipulation that DAVP approved rates are lowest rates and exclusive to DAVP:

Ministry have relaxed this stipulation. CRSs can offer rates lower than DAVP rates for local advertisements.

Besides amendments in policy guidelines, Ministry have made following changes in guidelines for providing grants.

- a) **Increase of grant size:** The grant size has been increased to 75% of the expenditure incurred subject to ceiling of 7.5 Lakhs (for NE it will be 90% with a ceiling of Rs.7.5 Lakhs).
- b) **Simplification of license process:** The procedure for release of grants has been simplified. No in-principle approval is now required from Ministry for the grants. The licensee will have to submit only the bills after setting up of the station and running it for 3 months. Already operational station may submit bills immediately after purchasing equipment. Further, benches marks of equipment laid down by the Ministry will only be suggestive and not mandatory for installed equipment.
- c) **Grants for content creation:** Grants for producing fresh content by community radio stations on various themes have also been introduced. The maximum grant to a station for content creation will be limited to Rs. 10 Lakhs, spread over a period of three years @ Rs. 2,350/- per hour of programme.

74. On being asked as to how the Ministry are planning to utilize the BE 2017-18 to fulfill the goals of this Scheme, the Ministry in a written note, stated that Awareness generation and experience sharing by operational Community Radio Stations would continue, thereby encouraging more organizations to set up CRS. Since process of providing grants has been simplified, more organizations would set up infrastructure and start broadcasting. The study on effectiveness of Community Radio in India will be completed and report will be published, which will be useful to operational CRSs to improve their working. Grants to CRSs for content creations would not only help stations to become financial sustainable but also to create innovative and community relevant programmes.



**(iii) Digitisation Mission**

75. The Scheme is meant for facilitating digitization in cable TV sector by collection of data from various stakeholders and processing thereof. The proposed BE, BE, RE and Actual expenditure under this Scheme for the year 2016-17 and proposed BE and budgetary allocation for 2017-18 are as under:-

<b>(Rs. In crore)</b>						
<b>Name of the Scheme</b>	<b>Proposed BE 2016-17</b>	<b>BE 2016-17</b>	<b>RE 2016-17</b>	<b>Actual Expenditure upto 31.01. 2017</b>	<b>Proposed BE 2017-18</b>	<b>BE 2017-18</b>
Digitisation Mission	5.50	5.00	3.00	1.76	5.00	5.00

76. Asked about the reasons for underutilization of funds in the year 2016-17 at BE stage as well as RE stage, the Ministry in a written note stated that the amount of Rs.5.00 crore allocated at BE 2016-17 had been reduced to Rs. 3.00 crore at RE 2016-17 as there was large number of court cases filed in various High Courts and there was total uncertainty in the market about the implementation of cut-off date of 31.12.2015 & 31.12.2016 for Phase III and Phase IV of digitization respectively. As a result, workshops with the nodal officers could not be conducted which resulted in the underutilization of funds from the projections made at BE stage.

77. On the Status of digitization of cable sector, the Ministry stated that the digitization of the cable TV network has to take place in four phases. In phase I which was completed by 31<sup>st</sup> October 2012, out of the four Metro cities, digitization was total in Delhi, Mumbai and Kolkata. Chennai is yet to undergo full transition to digital due to pending court cases. Phase II was concluded by 31<sup>st</sup> March 2013 in 38 cities having

population more than 10 lakhs spanning 14 States and one Union Territory. In phase II, digitisation in 37 cities is nearly total. In Coimbatore, full transition to digital mode is yet to be completed due to pending court cases. Over 3 crore set top boxes were installed in first two phases. Cable TV Digitization in Phase III and Phase IV areas was to be achieved by 31.12.2015 and 31.12.2016 respectively. However, some MSO Associations/individuals had moved various High Courts and obtained either extension of cut-off date/stay on the operationalisation of the Notifications of the Ministry dated 11.11.2011 and 11.09.2014. The matter when raised by the Ministry before the Apex Court by a Transfer Petition to transfer all such cases either to SC or Delhi High Court, the Hon'ble Supreme Court transferred all the cases to the Delhi High Court for further hearing and disposal. Hon'ble Delhi High Court has now disposed off most of the cases and there is no stay/extension in any case. On the disposal of the cases, the Ministry had given time up to 31.01.2017 to switch over to digital in Phase III urban areas. The Ministry on 02.02.2017 have directed the Authorized officers to take action against the MSOs/Cable Operators who have not complied with these directions/orders and are still continuing to carry analog signal in Phase III urban areas, violating Sec 4A of the Cable TV Act. Phase IV which will cover the rest of India was to be completed by 31<sup>st</sup> December 2016. But due to poor seeding of STBs because of the uncertainty caused due to the court cases, the cut-off date has been modified to 31.03.2017. Action has been initiated by the Ministry for the implementation & monitoring the progress of Phase IV of cable TV Digitisation. Toll free helpline is operational and about 300 to 400 queries are being answered every day. Management Information System (MIS) is operational for collection of seeding data online for all the 4 phases. A meeting with the nodal officers of Andhra Pradesh and Telangana and MSOs operating in these two states was held at Hyderabad on 16.01.2017. 20<sup>th</sup> Meeting of the Taskforce, under the chairpersonship of Addl. Secretary, was held on 18.01.2017. Broadcasters are running scrolls. An advertisement in newspapers was issued on 31.12.2016. About 35% STBs

have been installed in Phase IV areas. Chief Secretaries have been requested to constitute State Level monitoring committee to review the progress regularly and also to take action if any Cable operator is found to be carrying analog signals in Phase I, II & III areas.

78. Asked as to how the Ministry are planning to utilize the fund effectively and efficiently, the Ministry, in a written note, submitted that since almost all the pending court cases have been dismissed now and there is no stay in any case, therefore it is expected that the Ministry would be able to utilize the full allocated amount on the following activities:

- (i) To conduct Workshops on Cable TV Digitisation with State and District Level Nodal Officers and MSOs to sensitise them about their role in the implementation of Cable TV Digitisation.
- (ii) Maintenance of the Management Information System for monitoring of seeding data of Set Top Boxes.
- (iii) Operation of toll free call center and payment to the staff in the Toll Free call center.
- (iv) Maintenance of website on digitization.
- (v) Payment to the Contract Staff in the regional units.

79. The Committee asked about the Ministry's action for rural and remote areas where Set Top Boxes (STB) are not financially and technically viable, to which the Ministry, stated that HITS (Head-end In The Sky), private DTH and DD Free Dish are the options in remote rural areas. DTH operators were advised by the Ministry to pay special attention to such area enabling customers in these areas to readily adopt these services given by them. These agencies are currently ramping up their outreach to meet this requirement and to explore the possibility of cost effective packages especially for these remote and inaccessible areas. Moreover, consumers have the choice to get DD Free Dish connection, which can be obtained by one time cost of about Rs. 1000/- with no monthly charges.

80. To a query about Ministry's view on sharing infrastructure cost with Multi-System Operators (MSO) & Local Cable Operators (LCO) keeping in mind there is high cost of providing signals in remote areas, the Ministry, in a written note, stated that in some remote areas where the number of TV households are limited and the where MSOs do not find it economically viable to set up digital head ends, the LCOs in these areas have option either to take digital signals from any of the registered MSOs in the adjoining areas on fiber optical cables or to take HITS services for further distribution to TV consumers. Consumers, however, have the option also to take services from DTH operators and/or DD Free Dish. It may not be proper for the Ministry to share infrastructure cost with Multi-System Operators (MSO) & Local Cable Operators (LCO). Further, it may not be administratively feasible by the Ministry to share cost for infrastructure as a large number of MSOs and LCOs are operating in the areas. MSOs/LCOs can approach financial institutions/banks for meeting their capital requirements.

81. On the issue of complaints regarding interoperability of Set Top Boxes, the Ministry submitted that the issue of interoperability of Set Top Boxes comes under the purview of TRAI. Interoperability can be achieved either through technical interoperability or commercial interoperability. Technical interoperability as provided for in the existing BIS specifications/DTH Guidelines is expected to be achieved by means of a combination of Common Interface (CI) slot in the STB and pluggable Conditional Access Module (CAM). In this arrangement, it is envisaged that services of any particular operator can be availed by simply plugging in the CAM of that operator into the CI slot of the STB of any another operator. However, technical interoperability, as envisaged in the existing DTH Guidelines, has, so far, not proved to be effective due to various techno-commercial issues.

82. The Ministry further submitted that commercial interoperability basically refers to availability of such Scheme(s) wherein consumers can obtain STB from a service

provider, at such terms and conditions that they can exit the services of the service provider at any point of time and gets adequately compensated on return of the STB. Commercial interoperability has the advantage that it does not involve any technological issues. It also has the advantage that a consumer has a wider choice in terms of operators; consumers can migrate to operators across the platforms. In this backdrop, to ensure commercial interoperability TRAI has notified tariff orders for Cable TV service provided through Digital Addressable systems and DTH service which provides an easy exit option to subscribers, ensures availability of STB at reasonable prices, easy to understand terms and conditions and, at the same time, protects the interests of the service providers. However, the tariff order, applicable for DTH services, has been challenged by a couple of DTH operators in the TDSAT and the matter is sub-judice. TRAI as a sector regulator has already started deliberating on the issue of STB's technical interoperability. A pre-consultation paper was issued on 4<sup>th</sup> May, 2016 to solicit the views of related stakeholders to identify various issues related to interoperability of STBs, challenges and concerns of the industry. TRAI has also decided to collaborate on the issue of technical interoperability with the Department of Electrical Engineering of Indian Institute of Technology, Bombay (IIT-B). A project has been awarded to IIT Bombay to study the framework for open STBs. Final recommendations of TRAI on this issue are awaited.

83. Elaborating further on the Issue of inter-operability of the STBs, the Secretary, Ministry of Information and Broadcasting deposited before the Committee:

“.....inter-operability of the STBs – moving from one broadcaster to the other broadcaster is an issue in the Set Top Box segment. As of now, we try and see to it and there are regular communications with the MSOs, broadcasters and the LCOs. We try to intervene telling them not to create problems for the people. If they have a choice, they want to move to another thing and they should be allowed to move. But this whole thing is ultimately very tightly controlled. We do get complaints. If we get a complaint, we take action and

we take up the issue with the broadcasters. Normally they comply if the Ministry writes to them. But no institutional mechanism as of now exists for ensuring complete inter-operability.”

84. On being asked about the details on domestic demand for indigenous Set Top Boxes and the CAS being developed by C-DAC in collaboration with M/s ByDesign and the progress made in this regard, the Ministry in a written note stated that i-CAS design was approved by MeitY in November, 2015 and its roll out started in January 2016. As per the data received from M/s ByDesign about 3,00,000 STBs with i-CAS have already been deployed by about 80 Multi-System Operators (MSOs) across the country. M/s ByDesign expects that another about 10 lakh STBs with i-CAS will get installed in the next 6 to 9 months.

85. Further the Committee asked about the share of Indian CAS in the ongoing digitization mission of cable TV as on date and the response of people to Indian CAS in comparison to CAS services provided by other market players, to which the Ministry, in a written note, stated that after the roll out of i-CAS in Jan 2016, about 100 lakhs STBs, have been installed by MSOs, out of which about 3 lakhs are with i-CAS, which gives a market share of about 3%. As per ByDesign, there is good demand of STB with i-CAS

86. The Committee desired to know how far the Make in India initiative is being leveraged for manufacturing of domestic STB and whether the Ministry of Information and Broadcasting have taken some specific steps in this regard in coordination with the Department of Industrial Policy & Promotion (DIPP). To this, the Ministry, in a written note, stated that as per data provided by the Association of domestic STB manufacturers, during the period 2013-2016, 190 lakhs STBs were produced by domestic manufacturers. Association of domestic STBs manufacturers had raised the

demand of long term financing to the MSOs. The association had also pointed out that import duty under India-ASEAN FTA has gone down to 0 % with effect from 1<sup>st</sup> January 2016. This will adversely affect the production of domestic STBs. The issues were pointed out to the DIPP and the Cabinet Secretariat has decided that DeitY (now MeitY) may take up the suitable programme to facilitate domestic production of STBs in the country in consultation with MIB. Meity is attempting to address the entire value-chain holistically and is in active consultation with the concerned Ministries.

## **VII. Information Sector**

87. The allocations under Information Sector for 2016-17 (proposed BE & BE), 2016-17 (RE), and 2017-18 (proposed BE & BE) are as under:-

**(Rs. in crore)**

<b>Name of Sector</b>	<b>Proposed BE 2016-17</b>	<b>BE 2016-17</b>	<b>RE 2016-17</b>	<b>Actual Expenditure upto 31.01. 2017</b>	<b>Proposed BE 2017-18</b>	<b>BE 2017-18</b>
<b>Information</b>	249.91	183.02	256.38	156.85	242.15	180.00

88. When the Committee desired to know the reasons for increasing the allocation at RE stage during 2016-17, the Ministry, in a written note, submitted the there is enhancement of Rs. 81.61 crore. This enhancement is for the reasons that an additional amount of Rs. 37.53 crore was allocated to DFP to implement a pilot project on Interpersonal Communication Campaign which was initiated during 2016-17. For DAVP an additional amount Rs. 44.08 Crore was allocated to meet the expenditure towards the multi-media campaigns launched on Demonetisation and Digital Payment Literacy promotion campaign and also to meet the commitment towards 'Mera Desh Badal Raha Hai', 'Aage Badh Raha Hai' (Transforming India) and 'Gram Uday Se Bharat Uday' campaigns launched by DAVP.

89. On being asked about the utilization of funds is only Rs.156.85 crore as on 31.01.2017 against the allocated amount of Rs.256.38 crore RE during 2016-17, the Ministry, in a written note, stated that the allocation of fund in RE and expenditure in respect of various media units under Information wing is as under:

**(Figures in Crore)**

Media Units	RE 2016-17	Expenditure as on 31-01-2017
DAVP	172.93	120.51
Photo division	1.12	0.64
RNI	0.50	0.17
PIB	7.89	6.23
IIMC	14.85	11.87
DFP	41.53	5.00
DPD	6.00	3.88
S&DD	3.00	2.40
HRD	5.56	4.31
Social Media Platform	3.00	1.84
Total	256.38	156.85

The major shortfall are in the RE allocations of DAVP and DFP. Both of these media units have been allocated additional funds under RE in January, 2017. Additional funds will be utilized by the end of March, 2017.

90. The Committee desired to know the major achievements of Information sector during the Twelfth Five Year Plan as a whole and the year 2016-17 in particular, to which the Ministry, in a written note, stated the achievements of the Information Wing as under:

**DAVP:** Transforming India Campaign, campaign on Gram Uday se Bharat Uday, Demonetisation campaign, promotion of Cashless Digital Payment Literacy Campaign Online e-billing and release order.

**RNI:** Online verification of titles, online registration of certificates. Digitization of RNI and revamping of RNI's website (to be completed shortly).



**Photo Division :** Setting up of National Photo Gallery. Work in progress. Organisation of 6<sup>th</sup> National Photography Awards Ceremony in March 2017.

**IIMC:** All Four Regional Centres of IIMC – Amravati, Kottayam, Jammu and Aizawl are operational in temporary premises. The projects for construction of permanent campus of IIMC at Aizawl and Kottayam have been handed over to CPWD and the construction activities are underway. The land for construction of permanent campus at Jammu and Amravati has been handed over to IIMC by the respective State Governments. The Project at both locations has been assigned to CCW (AIR), Ministry of I&B.

**DFFP:** The first phase of Pilot Project has been completed in two states *i.e.*, Uttar Pradesh and Punjab. In Uttar Pradesh, 4750 Programmes have been conducted with a coverage of 25 districts. In Punjab, 1500 Programmes have been conducted with a coverage of 12 districts.

**PIB:** Facilitated the Media Management and publicity for the Maritime India Summit held in Mumbai from 14<sup>th</sup> – 16<sup>th</sup> April, 2016 inaugurated by Hon'ble Prime Minister, organized to showcase investment opportunities in India's emerging port and shipping sector. PIB organised a series of activities to ensure wide press and social media coverage of the Second International Day of Yoga (21<sup>st</sup> June, 2016). The Beta (Test) version of PIB multilingual website has been launched and functioning. Window based application is already functional. IOS based application is also being launched.

**Publications Division:** A total of 85 books were published till January 2017 which included books on Rashtrapati Bhawan, Supreme Court, Election Commission etc. E-version of India 2017 reference annual released. Fully searchable online digital library created with over 750 publications. 150 e-books prepared by DPD made available for sale on e-commerce platforms. A new state of art book gallery opened in DPD headquarters. Installed POS (point of sale)/Swipe machines to promote cashless transactions at New Delhi World Book Fair. MoU signed with BECIL for computerization of all business process of DPD including royalty, sales, accounts, e-payments etc. Participated in more than 30 book fairs across the country and one international book fair at Sharjah. Record revenue generation of Rs.17,00,000/- at World Book fair.

**HRD Planning Scheme:** Two batches of 22 IIS Officers each, have undergone a training in US Berkeley, US in 2016-17 under foreign component of Phase –IV training Programme of Cadre Training Policy of IIS Group A &B. Two batches of 33 IIS Officers each, have undergone a training in ISB, Hyderabad in 2016-17 under domestic component of Phase-IV training Programme of Cadre training Policy of IIS Group-A &B.

91. Further, when the Committee asked about the reasons for reduction in BE allocation for the year 2017-18 as compared to RE 2016-17, the Ministry, in a written note, stated that against proposed BE of Rs. 242.15 crore during 2017-18, only an amount 180 crore has been allocated. This is due to the fact that Finance Ministry have reduced the overall plan allocation for the Ministry as compared to the BE/RE allocation in 2016-17.

92. When the Committee enquired about the difficulties they are going to face during 2017-18 due to this reduced allocation, the Ministry stated in a written note that they will find it difficult to implement its Plan Schemes under DCID and MIDP due to this reduced allocations. Efforts will be made to get additional allocations at 1<sup>st</sup>/2<sup>nd</sup> Supplementary Stage of Demands or during RE 2017-18 stage.

93. Asked about the steps that have been taken by the Ministry for effective utilization of plan fund during 2017-18, the Ministry in a written note stated that the targets of each Plan Schemes have already been fixed and necessary instructions are being issued for utilizing the funds in a timely matter.

**a. Indian Institute of Mass Communication (IIMC)**

**(i) Fund allocation under Upgradation of IIMC to International Standards**

94. The proposed BE, BE, RE and Actual expenditure under this Scheme for the year 2016-17 and proposed BE and budgetary allocation for 2017-18 are as under:-

<b>(Rs. in crore)</b>						
<b>Name of the Scheme</b>	<b>Proposed BE 2016-17</b>	<b>BE 2016-17</b>	<b>RE 2016-17</b>	<b>Actual Expenditure upto 31.01. 2017</b>	<b>Proposed BE 2017-18</b>	<b>BE 2017-18</b>
Upgradation of IIMC to International Standards	12.00	6.00	1.85	1.85	5.00	4.00

95. When the Committee asked about the reasons for reduction of funds at RE stage for the year 2016-17, the Ministry in a written note, stated that under the Plan Scheme “Upgradation of IIMC to International Standards”, IIMC has plans for construction of new buildings on the vacant land at the IIMC JNU Campus, New Delhi. Accordingly, Rs. 5 crore were estimated to be spent for construction of New Buildings at IIMC at the time of projecting Budget Estimates 2016-17 anticipating that all clearances would be obtained from all Civic Authorities like Delhi Development Authority (DDA), Delhi Urban Arts Commission (DUAC) and Ridge Management Board (RMB) and construction will commence. Though, IIMC has submitted the necessary documents, however the matter is pending for want of NOC from DDA (Institutional Land). The matter is being pursued vigorously by the Institute/Ministry with Director (Institutional Land), DDA. Once the NOC from Director (IL), DDA is received, the same shall be submitted to RMB for further clearance.

96. When the Committee desired to know the concrete steps that the Ministry are taking to resolve the recurrent clearance issues with various civic authorities which are hampering the implementation of this Scheme, the Ministry in a written note stated that under the Plan Scheme “Up-gradation of IIMC to International Standards”, IIMC has plans to construct New Buildings at its New Delhi Centre. IIMC has already submitted the building plans for approval of Delhi Development Authority (DDA). Necessary clearance for height from Airport Authority of India as well as environmental clearance from SEAC (State level Expert Appraisal Committee) have already been submitted to DDA. As advised by DDA, IIMC has also solicited NOC from Ridge Management Board (RMB) and the officials of IIMC have held meetings with RMB. On the advice of RMB, ‘NOC’ from DDA (Institutional Land) has also been sought by IIMC. Accordingly, the matter is being pursued vigorously by the Institute/Ministry with Director (Institutional Land), DDA. Once the NOC from Director (IL), DDA is received, the same shall be

submitted to RMB for further clearance. The Ministry have taken up the matter with DDA and higher Authorities of Delhi Govt. including the Chief Secretary, who is also the ex-officio Chairman of Ridge Management Board. To expedite the clearances from the Civic Authorities, the issue has also been included by the Ministry in the list of projects requiring the intervention of Chief Minister of Delhi. It has also been proposed to include the issue of NOC for IIMC's building plans from various Civic Authorities in e-Samiksha portal, which is monitored by Cabinet Secretariat, for continuous monitoring.

97. The Committee asked as to why a reduced amount of Rs. 4.00 crore only has been proposed for the year 2017-18 and whether the physical targets under both the Schemes are going to be affected with reduced allocation, to which the Ministry in a written note stated that the requisite clearances from the Civic Authorities like DDA, DUAC and Ridge Management Board, for construction of New Building at IIMC New Delhi have not yet been received and are likely to take some more time in view of the fact that the matter is being pursued with DDA (Institutional Land) Division and other authorities. Therefore, the Institute would not be in a position to execute the construction works over and above the proposed amount in BE 2017-18 *i.e.* Rs. 4.00 crore.

98. On being asked about the status of the proposal for upgradation of IIMC to international standards as on date and physical targets that have been achieved in the last financial year 2016-17, the Ministry, in a written note stated that with regard to implementation of Scheme "Upgradation of IIMC to International Standards", the required NOC for construction of new building at New Delhi is still pending with Ridge Management Board (RMB) for clearance. ADG, IIMC along with concerned officials had met the Chief Conservator of Forest for early meeting of RMB for issuing NOC for construction of new buildings in the IIMC campus at Delhi. In response, RMB has advised

the Institute to obtain NOC from DDA (Institutional Land) before the matter for issue of NOC is considered by RMB. Accordingly, the matter is being pursued vigorously by the Institute/Ministry with Director (Institutional Land), DDA. Once the NOC from Director (IL), DDA is received, the same shall be submitted to RMB for further clearance. In view of the facts and limitations mentioned above, no progress could be made under the said Scheme during the current Financial Year.

**(ii) Fund allocation for Opening of New Regional Centres of IIMC**

99. The proposed BE, BE, RE and Actual expenditure under this Scheme for the year 2016-17 and proposed BE and budgetary allocation for 2017-18 are as under:-

(Rs. in Crore)

<b>Name of the Scheme</b>	<b>Proposed BE 2016-17</b>	<b>BE 2016-17</b>	<b>RE 2016-17</b>	<b>Actual Expenditure upto 31.01. 2017</b>	<b>Proposed BE 2017-18</b>	<b>BE 2017-18</b>
Opening of New Regional Centres of IIMC	12.00	13.00	13.00	10.02	25.00	14.00

100. When the Committee desired to know the progress made under the Scheme of “Opening of New Regional Centres of IIMC” during last year 2016-17 and the actual expenditure made under the Scheme during this period, the Ministry, in a written note, submitted the progress of Opening of New Regional Centres as under:-

- i) **Aizawl:** The work of construction of permanent campus at Aizawl is being executed by CPWD as Deposit work. The construction work, which was started in September 2015, is in full swing and the same is being closely monitored by Indian Institute of Mass Communication (IIMC). Presently, there has been approximately 50% physical progress at site. The work is likely to be completed during 2017 -18.

- ii) **Kottayam:** The work of construction of permanent campus at Kottayam is being executed by CPWD as deposit work. The construction work at Kottayam started in June 2016 and is progressing satisfactorily. Presently, there has been approximately 20% physical progress at site.
- iii) **Jammu:** The Land for construction of the permanent campus of Jammu Regional Centre of IIMC has been taken over from Govt. of J&K in the month of May 2016. The Consultant appointing for preparation of Project Report, preparation of structural drawings etc. has submitted the preliminary conceptual/ architectural drawings. The Construction Work has been entrusted to CCW, All India Radio and in this regard, an MoU has already been signed with CCW, AIR. At present, the work for construction of boundary wall etc. is in progress.
- iv) **Amravati:** The land for construction of permanent campus of IIMC at Amravati has already been transferred by Govt. of Maharashtra to IIMC in the month of June 2016. The Consultant for preparation of Project Report, preparation of structural drawings etc. has already been appointed. The enabling works viz. topographical survey of the land, soil investigation etc. shall commence shortly.

Expenditure during the year upto 31.01.2017 is Rs. 10.02 crore and the balance of Rs. 3.55 crore will be utilized during the financial year for payment to executing agencies i.e. CPWD / CCW (AIR).

101. Further, the Committee asked as to whether the Ministry consider the increased BE allocation during 2017-18 sufficient enough to open New Regional Centres of IIMC with the target time period, to which the Ministry, in a written note, stated that keeping in view the construction activities as per site conditions and the progress made so far, the funds to the tune of Rs. 14.00 crore allocated in BE 2017-18 would be sufficient to achieve the physical targets as planned during the year 2017-18. It may be mentioned here that the new Regional Campuses are functioning in the rented accommodation provided by respective State Governments free of cost. The above Scheme is for construction of permanent campus on the land transferred by the state governments to

the Institute free of cost. The construction of all Regional Centres of IIMC *i.e.*, at Aizwal (Mizoram), Amaravati (Maharashtra), Kottayam (Kerala) and Jammu (Jammu and Kashmir) is expected to complete by the end of 2018-19.

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

102. Under the Media Infrastructure Development Programme Scheme, there is a sub-Scheme namely Revamping and Restructuring of DAVP with the objective to make DAVP activities online with a view to improving transparency. The proposed BE, BE, RE and Actual expenditure under this Scheme for the year 2016-17 and proposed BE and budgetary allocation for 2017-18 are as under:-

**(Rs. in crore)**

<b>Name of the Scheme</b>	<b>Proposed BE 2016-17</b>	<b>BE 2016-17</b>	<b>RE 2016-17</b>	<b>Actual Expenditure upto 31.01.2017</b>	<b>Proposed BE 2017-18</b>	<b>BE 2017-18</b>
Revamping and Restructuring of DAVP	13.68	3.00	3.25	1.68	4.00	3.25

103. When the Committee desired to know the physical targets to be achieved under the Scheme, the Ministry stated that the following targets are to be achieved for the financial year 2016-17:-

- a) Infrastructural Development of fourth floor Phase-V provided to DAVP including Reception cum Front Office.
- b) Addressing the security Issues pertaining to DAVP through installation of CCTV surveillance system.

- c) Engagement of professionals for various services like development of IT software.
- d) Complete roll out of ERP, creation of new website of DAVP and further software development.
- e) Revamping of DAVP studio and setting up of an AV studio with editing facility.

104. The Committee enquired as to whether the Ministry feel that the Rs.3.25 crore allocated during BE 2017-18 is sufficient to fulfill the objectives of the Scheme, to which the Ministry stated that an allocation of Rs. 4.00 crore would be required during BE 2017-18 to fulfill the objectives of the Scheme. It is proposed to obtain the remaining amount of Rs. 0.75 crore depending upon the pace of work.

105. In addition, the Committee desired to know why only Rs.1.68 crore has been spent under this Scheme against the allocated amount of Rs.3.25 crore at RE stage in 2016-17. To this the Ministry in a written note stated that DAVP, in addition to Rs. 1.68 crore spent till 31.01.2017, has a committed expenditure of Rs. 0.92 crore. Effort is made to utilize the remaining balance.

106. On being asked about the steps being taken by the Ministry to ensure timely and efficient utilization of funds under the DAVP Scheme, the Ministry informed that the areas requiring modernization and technological upgradation have been identified by DAVP. Training requirements of DAVP personnel has been assessed.

107. When the Committee desired to know the physical and financial targets achieved during 2016-17, the Ministry submitted that the following Physical Targets have been achieved:-

- a. Revamping of office set up of DAVP as the nodal multimedia agency of GOI.
- b. Minimised human intervention in repetitive tasks.



- c. Rebranding of DAVP.
- d. Complete automation of processes carried out by DAVP from start to finish.
- e. Horizontal and Vertical integration of all online operations carried out by DAVP.
- f. E-Governance.
- g. Proactive vigilance.
- h. Minimise external interference in decision on making at all levels.
- i. Enhanced security of DAVP office and installation of CCTV systems.
- j. Enhanced service delivery, automation of all operations for minimizing human intervention thus promoting efficiency and effectiveness.

Financial Target achieved is Rs. 2.60 Crore (actual Rs. 1.60 crore and committed expenditure of Rs. 0.92 crore) till 31.01.2017.

108. The Committee asked about the physical and financial targets set for the year 2017-18 and the steps being taken by the Ministry to achieve them, to which the Ministry submitted the Physical and financial targets for 2017-18 as under:-

- Complete rollout of ERP, creation of new website of DAVP and further software development
- Revamping of DAVP Studio through procurement of hardware and software and setting up of an AV studio with editing facility
- Engagement of professionals for various services like development of IT software.
- Engagement of professionals for studio, research, media planning etc.
- Training and human resource development of personnel in DAVP to acquaint them with advances in technology and best practices in the advertising industry.

The following steps have been taken to achieve the physical targets:-

- The areas requiring modernization and technological upgradation have been identified by DAVP.
- Training requirements of DAVP personnel has been assessed.
- Process for selection of suitable professionals has been initiated.

- A Committee has been constituted to assess the requirement for technical upgradation of the studio facilities.

As per BE 2017-18, Rs. 3.25 crore has been allocated. DAVP requires a higher allocation of Rs. 4.00 crore as indicated earlier.

### **People's Empowerment through Development Communication (DAVP)**

109. The proposed BE, BE, RE and Actual expenditure under this Scheme for the year 2016-17 and proposed BE and budgetary allocation for 2017-18 are as under:-

**(Rs. in crore)**

<b>Name of the Scheme</b>	<b>Proposed BE 2016-17</b>	<b>BE 2016-17</b>	<b>RE 2016-17</b>	<b>Actual Expenditure upto 31.01. 2017</b>	<b>Proposed BE 2017-18</b>	<b>BE 2017-18</b>
People's Empowerment Through Development Communication (DAVP)	150.00	125.60	169.68	118.83	150.00	123.20

110. When the Committee desired to know the reason for variation in BE & RE during 2016-17, the Ministry, in a written note, stated that in comparison to BE allocation of Rs. 125.60 crore, the RE 2016-17 has been fixed at Rs 169.68 crore to meet the expenditure towards the multi-media campaigns launched on Demonetisation and Digital Payment Literacy promotion campaign. Further, the increased allocation was also mandated by commitment towards 'Mera Desh Badal Raha Hai', 'Aage Badh Raha Hai' (Transforming India) and 'Gram Uday Se Bharat Uday' campaigns launched by DAVP.

111. Further when the Committee desired to know the reasons for underutilization of funds under the Scheme, the Ministry, in a written note, stated that DAVP has already utilized Rs 118.83 Crore against a RE allocation of Rs. 169.68 Crore in FY 2016-17 till 31.1.17. The additional funds of Rs.44.09 (i.e. BE 125.60 crore minus Rs.169.68 crore given at RE 2016-17) have been made available in January 2017 after RE 2016-17 was approved.

112. On being asked about the steps that are proposed to be taken to utilize the present allocated amount of Rs. 123.20 crore effectively and efficiently, the Ministry, stated that taking a cue from the address of Honb'le President to the Houses of Parliament and Union Budget 2017, DAVP has already identified the following broad themes for publicity during the FY 2017-18:

- a. Financial Inclusion
- b. Skilling India for Youth Led Development
- c. Employment Generation
- d. Welfare of Farmers
- e. Impetus to rural and urban infrastructure.
- f. Swachh Bharat
- g. Welfare of Nari Shatki

Consultation with different stake-holders including the Creative Agencies is already underway. Impetus is given to use on IT in submission & clearance of bills-shortening of billing cycle through new policy guideline.

113. The Committee also enquired as to whether the Ministry feel that the current BE allocation made for annual year 2017-18 is sufficient to fulfill the aims and objectives of this Scheme, to which the Ministry in a written note, stated that for an extensive publicity of the broad themes identified above, DAVP requires a financial support of Rs 180.00 crore in FY 2017-18. It is proposed that additional amount may be obtained at

1<sup>st</sup> Supplementary Stage of Demand for Grant 2017-18 or during the RE 2017-18 stage to obtain the remaining amount of Rs. 56.80 crore.

114. As per Annual Report (2016-17) of Ministry of Information and Broadcasting, the Print Media Advertisement Policy of Government of India was formulated in June, 2016. This policy is being implemented for bringing more transparency in the issue of Government advertisements and encouraging newspapers, which are regular in publication.

115. When the Committee asked about the details of policy in place for Government advertisements through DAVP and when it was last revised, the Ministry in a written note stated that the Government of India has revised the Print Media Advertisement Policy 2016 w.e.f. 07.06.2016 in order to incentivise those newspapers which get their circulation verification from ABC/RNI, have their own printing presses, adopt welfare measures by subscribing their employees to EPF and have better professional standing; and to bring about better transparency and accountability in release of advertisement. The Policy is an attempt to encourage newspapers which are regular in publication. There are no changes in provisions in the Policy regarding small category newspapers. Therefore, the present Policy is fair and transparent. The advertisement policy was last revised on 2<sup>nd</sup> October, 2007

116. Further when the Committee asked to furnish the details of expenditure being incurred for Government advertisements through DAVP and what has been the policy of the Government advertisements earlier, the Ministry informed as under:-

<b>Media wise expenditure for Financial Years 2014-15 and 2015-16 in r/o Advertisement of various Ministries/Departments routed through DAVP (Rs. in Crore)</b>					
<b>Financial Year</b>	<b>Print Media</b>	<b>Audio-Visual</b>	<b>Printed Publicity</b>	<b>Outdoor Publicity</b>	<b>Exhibition</b>
<b>2014-15</b>	<b>424.84</b>	<b>473.67</b>	<b>12.80</b>	<b>81.27</b>	<b>5.76</b>
<b>2015-16</b>	<b>508.22</b>	<b>531.60</b>	<b>15.76</b>	<b>120.34</b>	<b>12.93</b>

117. As per the earlier advertisement policy DAVP was issuing advertisement keeping in view the objectives of the client Ministries/Departments, the contents, target audience for the advertisement and availability of funds in consultation with the client Ministries/Departments. The media-list, if any prepared/ suggested by the client Ministry would be suitably modified by DAVP to conform to the Governments policy without compromising the objectives of the proposed advertisement.

118. In addition, the Committee also asked how far the recently formulated Print Media Advertisement Policy is going to bring more transparency in the issue of Government advertisements, to which the Ministry in a written note stated that the marking system has been introduced in the new advertisement policy to incentivise those medium and big category newspapers which get their circulation verified by RNI/ABC and those who have better professional standing and to bring about better transparency and accountability in the release of advertisements. The New Advertisement Policy is an attempt to encourage newspapers which are regular in publication. There are no changes in provisions in the Policy regarding small category of newspapers. The present policy is fair, justified and transparent.

119. Further, the Committee desired to know the criteria for selection of newspapers/magazines to which the Ministry in a written note stated that as soon as requisitions for release of advertisements are received from various Ministries and

Departments, DAVP prepares a suitable media list keeping in view the objectives of the client Ministries/Departments, the contents, target audience for the advertisement and availability of funds in consultation with the client Ministries/Departments. The media-list, if any prepared/ suggested by the client Ministry is suitably modified by DAVP to conform to the Governments policy without compromising the objectives of the proposed advertisement. As per the criteria laid down by DAVP, all classified and display advertisements are released in the following manner:-

	<b><u>(in rupee terms)</u></b>
Small	15% (minimum)
Medium	35% (minimum)
Big	50% (maximum)
English language	30% (approx.)
Hindi language	35% (approx.)
Regional and other language*	35%(approx.)

\*like Bodo, Dogri, Garhwali, Kashmiri, Khasi, Konkani, Maithili, Manipuri, Mizo, Nepali, Rajasthani, Sanskrit, Santhali, Sindhi, Urdu and Tribal languages as certified by State Governments.

120. When the Committee desired to know the number of newspapers/magazines that have been discontinued/blacklisted for not fulfilling the criteria of this new policy and savings made by DAVP through the revision of the policy, the Ministry in a written note stated that as a result of this policy, till 31.12.2016, out of a total of 4217 daily newspapers only 3270 are regularly submitting copies and hence are regular. 947 daily newspapers are counted as irregular and hence are ineligible for receiving DAVP advertisements. Similarly among 3118 periodicals (weeklies, monthlies etc.) 1163 did not submit issues and hence are ineligible for receiving advertisements. As a result of introduction of marking system, out of a total of 4002 newspapers in the medium

category (circulation between 25,001-75,000) 2407 got marks less than 45 marks, and hence are ineligible for receiving advertisements. Thus to sum up a total of 4693 newspapers are eligible for receiving government advertisements as on 19.1.2017. The Policy has given newspapers claiming circulation between 45,001 to 75,000 one year time till 31.5.2017 to get their circulation verified by RNI or ABC. It is expected to reduce the rates of about 2000 newspapers by about 25%, resulting in a huge saving to the exchequer and better reach of government messages, in the given budget.

121. As per Annual Report (2016-17) of Ministry of Information and Broadcasting, Hon'ble Supreme Court had pronounced a set of guidelines on 13.05.2015 applicable to all forms of Government Advertisements released by Central Government, State Governments and Union Territory Administrations. In compliance with this direction, Ministry of I&B has constituted a Three Member Committee on 06.04.2016 to oversee the implementation of the Supreme Court Guidelines. The Committee is comprised of Shri BB. Tandon, former Chief Election Commissioner as Chairperson and Shri Rajat Sharma, President of News Broadcasters Association and Shri Piyus Pandey, Executive Chairman, Ogilvy & Mather as the two members. When the Committee desired to know the guidelines given by Hon'ble Supreme Court in this regard, the Ministry furnished the details which is given at Annexure-IV

122. The Committee also asked about the time by which the three Member Committee constituted by the Ministry will complete its mandate of ensuring implementation of these aforesaid guidelines. To this the Ministry, in a written note, stated that Committee is not a time bound entity and looks into complaints of violation of Supreme Court guidelines on content regulation as and when they are received. The Committee has already met six times to look to the complaints received and issues taken up suo moto.

**c. Direct Contact Programme by Directorate of Field Publicity**

123. The proposed BE, BE, RE and Actual expenditure under this Scheme for the year 2016-17 and proposed BE and budgetary allocation for 2017-18 are as under:-

(Rs. in crore)

<b>Name of the Scheme</b>	<b>Proposed BE 2016-17</b>	<b>BE 2016-17</b>	<b>RE 2016-17</b>	<b>Actual Expenditure upto 31.01.2017</b>	<b>Proposed BE 2017-18</b>	<b>BE 2017-18</b>
Direct Contact Programme by Directorate of Field Publicity	6.46	4.00	41.53	5.00	6.00	6.00

124. When the Committee desired to know the reasons for the huge variation in BE & RE figures in 2016-17, the Ministry, in a written note, stated that DFP has been mandated to publicize Government's welfare programmes at the grass-root level through various modes of inter-personal communication. The focus of the campaigns has been the flagship Schemes of the Government. To enhance the outreach and increase the awareness of flagship Schemes of the government in synergy with the overall communication strategy of the Government of India, DFP came up with the proposal of the Pilot Project to conduct Interpersonal Communication campaigns through hiring the professional agencies. The proposal was examined and approved in the Ministry with a total number of 7925 events having a budgetary provision of Rs. Rs. 37.53 crore. This project is being implemented by DFP through Broadcast Engineering Consultants India Ltd. (BECIL), the professional agency hired for the purpose. The funds for the purpose were allocated at RE (2016-17) stage in January 2017 under SOPs component of its Plan Scheme "Direct Contract Programme (DCP)". Hence, the variation between BE (2016-17) and RE (2016-17) of DFP.



125. When the Committee asked the Ministry to explain the reasons for underutilization of funds under this Scheme, the Ministry stated that Directorate of Field Publicity (DFP) has the Plan Scheme “Direct Contact Programme” with an allocation of Rs.4.00 crore at BE (2016-17) stage. In addition to this, the funds to the tune of Rs.37.53 crore in January 2017 have also been provided to DFP under the Plan Scheme, taking the entire budget to Rs.41.53 crore. This Scheme of “Direct Contact Programme” has two components *i.e.* (a) Special Outreach Programme (SOP) and; (b) Infrastructure Support to Direct Contact Programme (ISDCP). Out of Rs. 4.00 crore, an expenditure of Rs. 2.27 crore has already been incurred. To utilize the remaining funds, Ministry has advised DFP to conduct more SOPs highlighting key initiatives of the Government beyond the stipulated target in the media dark areas of the country. In respect of the Pilot Project of DFP with allocated funds of Rs. 37.53 crore under Direct Contact Programme, it is stated that the 1<sup>st</sup> Phase of the Project has been completed in U.P. and Punjab with a committed expenditure to the tune of Rs. 24.99 crore and the payment would be released shortly. In addition to this, Rs. 5.30 crore has been proposed for the 2<sup>nd</sup> Phase of the Project in Rajasthan Karnataka, and Tamil Nadu.

126. The Committee asked as how to the Ministry assess the success of special programme on flagship Schemes done under this Scheme to which the Ministry, in a written note, stated that SOPs and Inter-personal communication Campaign under Pilot Project have created helped in creating more awareness about the welfare programmes of the Government of India like Jan Dhan Yojna, Swatch Bharat Abhiyan, Beti Bachao Beti Padhao and the relevance of Governments’ demonetization policy in media dark areas. Under the sub-Scheme “Special Outreach Programmes” (SOPs), 298 programmes have been completed against the target of 300 programmes. While under the Inter-personal Communication Campaign of Pilot Project during the 1<sup>st</sup> Phase, a total of 4750 events with coverage of 25 districts of Uttar Pradesh have been completed. In Punjab,

1500 events with coverage of 12 districts have been completed. The approximate participation/footfall during the campaigns was 53, 02,765 in UP and 14, 46,053 in Punjab.

127. On being asked about the reason for allocation of Rs. 25 crore for project in UP and Punjab and only Rs. 5.30 crore for Rajasthan Karnataka, and Tamil Nadu and what is the criteria for selection of states under this Scheme, the Ministry, in a written note, stated that being a Pilot Project, efforts were made to target representative States from different regions of the country. Punjab, U.P. and Uttarakhand were taken from Northern region, Rajasthan from the North West, Karnataka and Tamil Nadu from Southern Region, Orissa from the East and Assam from the North-Eastern Region. Total number of proposed programme in these States was 7925. The total Budgetary allocation was Rs.37.53 crore (including Fee/Taxes, etc. to the hired agency i.e. BECIL). The average estimated cost per programme was Rs.47300/- (approximately). The first phase of the Pilot Project was implemented in the States of Uttar Pradesh and Punjab being the largest States in northern region with large number of districts. Further, these States still have many media dark areas, as compared to the States identified for the second phase, where effective dissemination of information to the targeted audience was considered to be imperative. In the State of Uttar Pradesh the Project was implemented covering 25 districts with 4750 programmes. In Punjab, 12 districts were covered with 1500 programmes. The total number of programmes in these two States were 6250 with the expenditure of Rs.24.99 crore. For the second phase, the Pilot Project is to be implemented in the States of Tamil Nadu, Rajasthan and Karnataka. The total number of proposed programmes in these three districts is 900 with an estimated expenditure of Rs.5.30 crore. The difference between allocations of funds is mainly due to number of programmes conducted/being conducted in the States during first and second phase of programmes.

128. On being asked about the initiatives the Ministry are taking to ensure that the fund allocated is effectively utilized for the intended purpose of this Scheme, the Ministry, in a written note, stated that Ministry of Information and Broadcasting has stressed upon the need for optimum utilization of the funds allocated under the Plan Scheme “Direct Contact Programme”. The funds have been allocated in two phases *i.e.* Rs. 4.00 crore at BE (2016-17) stage and Rs. 37.53 crore at RE (2016-17) stage, respectively. In respect of allocation of Rs. 4.00 crore, to avoid savings, DFP has been advised to utilize the funds by conducting more SOPs beyond the stipulated target and highlighting the key initiatives of the Government in the media dark areas of the country. In respect of the Pilot Project, with a budgetary provision of Rs. 37.53 crore, effective monitoring and evaluation are the major components. The hired agency would undertake concurrent monitoring through geo-tagging methodology. As this is a Pilot Project, it has been made imperative to monitor its impact. For this purpose, there has been a provision for an independent impact evaluation agency. Further, a provision has also been incorporated to set up a Project Management Unit (PMU) under the Chairmanship of Principal Director General, DFP to design and monitor the contents and implementation of the Project. These efforts have been made for successful implementation the programme and for effective utilization of funds earmarked for the purpose. Ministry have also suggested DFP to review the supervisory and monitoring component of the Project. It has also been advised to pool the resources from other Media Units for the purpose to ensure that a robust and effective system of monitoring be in place for all the campaign/activities which are proposed to be undertaken during the 2<sup>nd</sup> Phase of the Pilot Project.

129. Elaborating further on the activities of DFP, the Secretary, Ministry of Information and Broadcasting deposited before the Committee:

“.....As part of this project itself, there is a programme evaluation component of this programme. We are now activating programme evaluation because a substantial number of programmes have actually taken place. We are now in the mode of the impact assessment and the evaluation of the programme. Once we get the results we will try to repeat this probably on a much larger canvas. At the same time, the normal programmes of the DFP are also going on. We are not stopping them. The work force of the DFP has been deployed as before. I will just quote a very small figure. Our own people in DFP have organised about 400 programmes in all, all over the country whereas in the selected four or five States we have organised nearly 6,250 programmes out of this association with the private people. That is the situation on the DFP's programme. The total Budget during the current year was about Rs.37 crore out of which Rs.20 crore was given to us by the Finance Ministry on our demand. The other money we had internalised from various other heads or sub-heads where we thought we will not be able to spend the money in full. So, we have put that in for the time being. The next year would depend on how the impact assessment reports come.”

#### **VIII. Film Sector**

130. The allocations made under Film Sector for 2016-17 (proposed BE & BE), 2016-17 (RE), and 2017-18 (proposed BE & BE) are given below:-

(Rs. in crore)						
<b>Name of Sector</b>	<b>Proposed BE 2016-17</b>	<b>BE 2016-17</b>	<b>RE 2016-17</b>	<b>Actual Expenditure upto 31.01. 2017</b>	<b>Proposed BE 2017-18</b>	<b>BE 2017-18</b>
Film	245.12	141.48	134.39	83.56	222.39	207.00

131. When the Committee desired to know the reasons for the reduction in allocation from Rs. 141.48 crore at BE to Rs. 134.39 crore at RE during 2016-17 and also the latest status of utilization of fund and the achievements made, the Ministry in a written note,

stated that under the Scheme National Film Heritage Mission (NFHM), the allocations at RE Stage were reduced due to delay in appointment of executing agency for the work of 'Film condition assessment of the film reels' after following due procedure and necessary approvals. Because of prolonged inter-ministerial consultations, the Scheme of setting up of National Centre of Excellence for Animation, Gaming & Special Effects" (NCoE) was approved by the Competent Authority in the month of December, 2016, therefore, allocations at RE Stage were reduced.

132. The Committee noted that for the year 2017-18, an amount of Rs. 207.00 crore has been allocated at BE for Film Sector which is more than the allocation made at BE during the previous year. In light of this, the Committee asked about the reasons for the enhanced allocation made at BE during 2016-17 and measures that have been taken to ensure its meaningful utilization. To this, the Ministry, in a written note, stated that in the BE 2017-18, enhanced allocations have mainly been proposed for the newly introduced Schemes National Film Heritage Mission (NFHM) , National Centre of Excellence for Animation, Gaming, Special Effects (NCoE) & setting up a Film & Television Institute in Arunachal Pradesh. In respect of NFHM, major RFPs such as RFP for 'Preventive Conservation of film reels', 'Digitization of films', '2K/ 4K picture and sound restoration of landmark feature films and short films' etc. will be floated during 2017-18 which required enhanced allocation under BE 2017-18. It will be ensured to speed up the selection process of executing agencies for effective implementation of the Plan Scheme and proper utilization of allotted funds. For the Scheme NCoE, Request for Proposal (RFP) for selection of private partner for implementation of the Scheme has been floated by IIMC. For the Scheme, the land has been identified in Film City, Mumbai and Maharashtra Government is in advance stage of providing land to Ministry of Information & Broadcasting. The handing over process of the land for NCOE is expected

to be completed in the first quarter of 2017-18. IIMC is expected to finalize the agency for undertaking the civil construction work in the fourth quarter of this financial year.

133. When the Committee asked the Ministry to explain the reasons for underutilization of funds under the Film Sector during 2016-17, the Ministry, in a written note, stated that the reasons for underutilization of funds during 2016-17 are as follows:-

- i. The National Film Heritage Mission (NFHM) envisages film condition assessment, Preventive conservation of 1,32,000 film reels, 2k/4k picture and sound restoration of 1086 landmark feature films and 1152 short films and recording of new picture and sound inter-negatives of each film, Digitization of 1160 feature films and 1660 shorts, Construction of archival and preservation facilities. It was assessed that the executing agency for the works like Film condition assessment of the film reels, Preventive Conservation of film reels and Digitization of Film reels would be in place during 2016-17. However, it may be noted that as no such activity of this magnitude and nature was carried out in India before, understanding various complexities and technicalities involved was imperative to be appropriately incorporated in the Request for Proposal (RFP) and therefore, stakeholder consultation workshops across 8 locations in India namely Mumbai, Chennai, Bengaluru, Thiruvananthapuram, Hyderabad, Guwahati, Kolkata and Pune were carried out. Based on the technical inputs received thereof, the RFP was prepared. Also, 2 rounds of clarifications had to be carried out with the bidders. It caused delay in the process that resulted in funds underutilization.
- ii. Because of prolonged inter-ministerial consultations, the Scheme of setting up of “National Centre of Excellence for Animation, Gaming, and Special Effects (NCoE)” was approved in the month of December, 2016 only. As per the advice of Ministry of Finance, Indian Institute of Mass Communication (IIMC) has been entrusted with the implementation of the project. Due to the requirement for consultations with different stake holders and the need for reworking the RFP for selecting private partners for implementation of the Scheme, there has been further delay in implementation of this project.
- iii. There was delay in raising bills to the extent of Rs. 3.60 Crore by Entertainment Society of Goa, for Event Management Activities conducted during the International Film Festival of India, held in November, 2016. The bills have now

been received and the Ministry has issued the sanction order for releasing Rs. 3.60 crore in the month of February, 2017.

- iv. Some of the major film festivals covered under the Scheme, e.g. North East Film Festival at Pune, Bhojpuri Film Festival, Patriotic Film Festivals across the country, have been organized during the last quarter of the current financial year for which settlement of bills is taking place in the last quarter and there will be substantial progress in utilization of funds.
- v. Because of some procedural issues, funds in respect of Film Facilitation Office could not be released in time to NFDC, as per the agreement signed between the Ministry and NFDC. On the basis of actuals, funds to the extent of Rs. 1.32 Crore have been sanctioned to NFDC in the last quarter of the current financial year.
- vi. Funds under the Plan Scheme 'Participation in Film Markets in India and abroad' are mainly utilized in the last quarter towards participation of India in Cannes International Film Festival, France to be organized during the month of May of the next financial year.

134. On being asked about the steps taken by the Ministry for effective utilization of funds allocated for the year 2017-18, the Ministry in a written note stated that various steps have been taken by the Ministry for effective utilization of funds allocated which are as under:-

- i. A high level Committee under the Chairmanship of Secretary (I&B) has been set up for monitoring the project "National Film Heritage Mission (NFHM)". The committee is periodically reviewing the progress made.
- ii. The ministry has nominated Indian Institute of Mass Communication (IIMC) as nodal agency for implementing "National Centre of Excellence for Animation, Gaming, Visual Effects & Comics (NCoE)". Overall monitoring of the Scheme is being done by the Executive council of IIMC through a Managing Committee set up for this purpose.
- iii. The guidelines for releasing funds under Film Promotion Fund for rendering financial assistance to upcoming and young film makers for promotion of their films which are selected for competition in major International Festivals and

also promotion of India's entry to Oscars (Academy Awards) has already been finalized.

- iv. The financial arrangement with NFDC for implementing a Scheme "Production of films in various Indian languages" has been finalized and accordingly MoU has also been signed with NFDC & the Ministry.
- v. The procedural formalities for the plan Scheme "Production of Documentary films through NGOs" have been completed and the Scheme is now being implemented.
- vi. The physical target with respect to Film and Television Institute in Arunachal Pradesh envisages engagement of consultant & executing agency, completion of planning & architectural designs, obtaining local body approvals & commencement of construction works. The land for this purpose has already been handed over to the Ministry by State Government of Arunachal Pradesh. As the setting up of permanent campus of Film Institute at Arunachal would require 3-4 years, the Scheme also includes running of a temporary campus from next financial year for which an identified premises has already been taken on lease.

**a. National Museum of Indian Cinema (Film Division)**

135. In the Film sector, there were two continuing Schemes *i.e.* (i) National Museum of Indian Cinema and (ii) Grants-in-aid to SRFTI. The Scheme 'Grant-in-aid to SRFTI' has been completed. An outlay of Rs. 8.00 crore has been allocated for National Museum of Indian Cinema for the Annual Plan 2017-18. The proposed BE, BE, RE and Actual expenditure under this Scheme for the year 2016-17 and proposed BE and budgetary allocation for 2017-18 are as under:-



(Rs. in crore)

Name of the Scheme	Proposed BE 2016-17	BE 2016-17	RE 2016-17	Actual Expenditure upto 31.01. 2017	Proposed BE 2017-18	BE 2017-18
National Museum of Indian Cinema (Film Division)	29.69	28.69	34.39	28.69	8.00	8.00

136. When the Committee desired to know the reasons for less utilization of fund allocated during 2016-17 for National Museum of Indian Cinema (FD), the Ministry in a written note stated that under the Scheme National Museum of Indian Cinema (NMIC), the entire funds allocated in BE 2016–17 have already been utilized. The proposals of releasing additional funds allocated at RE stage are under process and the balance funds will be utilized during the current financial year 2016-17. As the project is near completion, there is reduction in the budget proposed for the FY 2017 -18.

137. On being asked about the assets that have been created under this Scheme during 2016-17 and why a reduced amount has been proposed and allocated during 2017-18, the Ministry in a Written note stated that a historical building namely Gulshan Mahal has been renovated in the 1<sup>st</sup> phase as a part of NMIC project. The second phase of the Museum consisting of 2 Cinema Halls, Museum office, Exhibition Spaces and Food Court is coming up in a new building block adjacent to Gushan Mahal. NMIC aims to provide a store house of information and help film makers, film students, enthusiasts and critics to know and evaluate the development of cinema as a medium of artistic expression. Artifacts, equipment like Cameras, Editing & Recording Machines, Projectors etc., Costumes, Photographs and other material are proposed to be kept in the Museum. It will be a hub of Cinema where regular screenings, exhibitions, Seminars,

Lecture – cum - demonstrations, Film Workshops and interactive sessions will be held involving practitioners of cinema, media students, scholars, critics and all those working in the field of cinema. There will also be a Museum shop of copies/photographs etc. of the vintage items, books and booklets on the work of noted film makers and mementoes. As submitted above, the project is near completion and therefore, there is reduction in the budget proposed for the FY 2017 -18.

138. In addition, when the Committee asked about the current status of the project and the target set for completion this project, the Ministry in a written note stated that the construction work of 1<sup>st</sup> and 2<sup>nd</sup> phase of the project has already been completed & curation work is underway. The project is scheduled to be completed by July, 2017.

**b. Infrastructure Development Programmes relating to Film sector**

139. The objective of this Scheme is basically to upgrade the infrastructure needs of the media units of film sector. Some Important components of this Scheme are given below:-

**Upgradation, modernization and expansion of Central Board of Film Certification (CBFC) and certification process (CBFC):**

140. This component envisages to develop software for online processing of film applications & certification, website up gradation, hardware procurement, to digitalize the projection system for four offices & digital theatre for all offices and to acquire additional space for CBFC, Mumbai & its regional offices. The proposed BE, BE, RE and Actual expenditure under this component for the year 2016-17 and proposed BE and budgetary allocation for 2017-18 are as under:-

(Rs. in crore)

Name of the Scheme	Proposed BE 2016-17	BE 2016-17	RE 2016-17	Actual Expenditure upto 31.01. 2017	Proposed BE 2017-18	BE 2017-18
Upgradation, modernization and expansion of Central Board of Film Certification (CBFC) and certification process (CBFC)	4.89	4.00	3.51	2.03	3.50	3.50

141. When the Committee desired to know the reasons for underutilization of funds in the year 2016-17 under this component of the Scheme, the Ministry in a written note stated that the funds have been reduced at RE stage from Rs. 4.00 crore to Rs. 3.51 crore based on actual requirement under the Plan Scheme for the remaining months of the Financial Year.

142. In addition, when the Committee asked about the steps the Ministry propose to take in financial year 2017-18 to ensure optimum utilization of funds for effective upgradation and modernization of CBFC, the Ministry in a written note stated that the work of online certification, one of the components of the Scheme, has been awarded with pre-determined milestones and is going to be completed by the first week of March, 2017 & accordingly entire funds available will be utilized by March, 2017.

143. The Committee enquired about the problems being faced by CBFC to effectively carry out the functions and responsibilities and the efforts being made to solve these

problems. To this, the Ministry, in a written note, stated that the workload in CBFC has drastically increased due to the increase in the number of films, including short films/advertisements/documentaries, submitted for certification. Presently, at least 8 to 10 films are getting released for public exhibition every week. There is also a considerable increase in the number of court cases being filed in connection with certification of films across the country. Most of the times, these are cases filed by third parties against certification granted to a film. In some cases, film makers also approach the Courts against decision of CBFC. CBFC has already awarded the work of 2<sup>nd</sup> phase of computerization and the project is likely to be completed by March, 2017. The project envisages the automation of the entire process of certification including filing of online application, secured online fee payment, integration of relevant data, scheduling of examination, intimation for examination, formation of examination committees, reporting, intimation for cuts, intimations for certificate, etc. It will also connect all nine Regional Offices under one Server. So far as litigation matters of CBFC are concerned, the Ministry has issued administrative sanction for engaging of two legal consultants, one each at Delhi and Mumbai, for handling legal cases of CBFC in a centralized manner which will ensure that all the cases pending at various courts are monitored and attended to in a timely manner. The Ministry informed that the Committee of Experts constituted under the Chairmanship of Shri Shyam Benegal, has made for recommendations improvement in the administrative aspect of certification process. The recommendations of the Committee are under examination in the Ministry.

144. The Committee enquired about the position of Ministry on Shyam Benegal Report with regard to reforms in functioning of CBFC to which the Ministry in a written note stated that a Committee of Experts under the Chairmanship of Shri Shyam Benegal was constituted in January, 2016 to evolve broad guidelines/procedures for certification

of films within the ambit of the provisions of the Cinematograph Act, 1952 and Cinematograph (Certification) Rules, 1983. Committee of Experts submitted first part of its report in April, 2016 and final report in June, 2016. The Committee, in its report, along with its recommendations also submitted revised guidelines and revised Rules for consideration of the Ministry. The recommendations of Benegal Committee are being examined in the Ministry. The recommendations of the Committee, especially those requiring amendments in the Act/Rules require further consultations.

**c. Development Communication & Dissemination of Filmic Content**

145. The Scheme envisages promotion of quality Indian cinema through film festivals, film markets, production of films and collection of archival material. The activities envisaged needs Government intervention as initiatives from private sector would not be forthcoming.

**Promotion of Indian cinema through film festivals and film markets in India and abroad**

146. This component is aimed at promoting quality in Indian cinema through international and national film festivals and participation in film markets in India and abroad. This also includes organizing and participation in Documentary Film Festivals, Children Film Festivals and organizing film shows for children in schools across the country. The proposed BE, BE, RE and Actual expenditure under this Scheme for the year 2016-17 and proposed BE and budgetary allocation for 2017-18 are as under:-

(Rs. in crore)

<b>Name of the Scheme</b>	<b>Proposed BE 2016-17</b>	<b>BE 2016-17</b>	<b>RE 2016-17</b>	<b>Actual Expenditure upto 31.01. 2017</b>	<b>Proposed BE 2017-18</b>	<b>BE 2017-18</b>
Promotion of Indian cinema through film festivals and film markets in India and abroad	25.25	20.00	27.09	10.47	26.53	20.64

147. When the Committee desired to know the reasons for underutilization of funds during the year 2016-17, the Ministry in a written note submitted the following reasons for underutilization of funds during the year 2016-17:-

- (i) There was delay in raising bills to the extent of Rs. 3.60 Crore by Entertainment Society of Goa, for Event Management Activities conducting during the International Film Festival of India, held in November, 2016. The bills have, now, been received and are under process.
- (ii) Some of the major film festivals covered under the Scheme, e.g. North East Film Festival at Pune, Bhojpuri Film Festival, Patriotic Film Festivals across the country, have been organized during the fourth quarter of the current financial year for which settlement of bills is taking place in the last quarter.
- (iii) Because of some procedural issues, funds in respect of Film Facilitation Office could not be released in time to NFDC as per the agreement signed between the Ministry and NFDC. On the basis of actuals, funds to the extent of Rs. 1.50 Crore are expected to be released to NFDC in the last quarter of the current financial year.
- (iv) Funds under the Object Head 'Participation in Film Markets in India and abroad' are mainly utilized in the last quarter towards participation of India in Cannes International Film Festival, France to be organized during the month of May of the next financial year.

148. Further, the Committee enquired about the difficulties that are being faced in effective implementation of the Scheme and efforts being made to popularize the Scheme to which the Ministry, in a written note, stated that some of the components of the Scheme are implemented through implementing agencies outside of Govt. Departments/Offices that are not well versed in Govt. procedures resulting in delay of settlement of bills. Such implementing agencies are being sensitized towards Government financial guidelines and procedures for implementation of the projects. Towards popularization of the Film Festivals organized in India and abroad, adequate publicity is made through Print and Electronic Media. The Programme guidelines of the activities covered under the Scheme have been uploaded on the website of the Ministry. There was good press coverage at the time of launching of Film Promotion Fund, covered under the Scheme that envisages giving financial assistance to upcoming and young film makers for promotion of their films which are selected for competition in major International Festivals and also promotion of India's entry to Oscars (Academy Awards).

149. When the Committee desired to know details of initiatives that are being taken to raise more funds for this Scheme through internal resources, the Ministry in a written note stated that internal resources under this Scheme are limited in the form of delegate registration fee in a very few film festivals and fee for seeking shooting permissions by the foreign filmmakers. In order to ensure adequate participation of public, most of the film festivals covered under the Scheme have free entry. Moreover, the Fee for shooting permission has been kept low for attracting the foreign film makers and barely meets the expenses of script scrutiny by the independent script evaluators.

**d. Mission/Special Projects under Film Sector**

**(i) National Film Heritage Mission**

150. The purpose of the Scheme is to set up a Mission to restore films of historical, cultural and aesthetic value and to construct archival and preservation facilities. The proposed BE, BE, RE and Actual expenditure under this Scheme for the year 2016-17 and proposed BE and budgetary allocation for 2017-18 are as under:-

(Rs. in crore)						
<b>Name of the Special Project</b>	<b>Proposed BE 2016-17</b>	<b>BE 2016-17</b>	<b>RE 2016-17</b>	<b>Actual Expenditure upto 31.01. 2017</b>	<b>Proposed BE 2017-18</b>	<b>BE 2017-18</b>
National Film Heritage Mission	100.00	30.00	16.00	6.25	50.00	50.00

151. When the Committee desired to know the reasons for the huge variation in funds allocated to the Scheme at proposal stage, BE stage and RE stage and the reasons for actual expenditure falling short of RE, the Ministry in a written note stated that the Scheme “National Film Heritage Mission (NFHM)” was approved in November, 2014. The Scheme envisages restoration of around 1100 feature films and short films each, digitization of 1200 feature films and around 1600 short films apart from preventive conservation of more than 1,00,000 film reels and creation of additional storage facilities. At the commencement of the Plan Scheme it was assessed that the Executing agency for the works like Film condition assessment of the film reels, Preventive Conservation of film reels and Digitization of Film reels would be in place during 2016-17 wherein budget of Rs. 100 crore was proposed, but the executing agency could only be engaged during 2016-17 for the work of ‘Film condition assessment of the film reels’



after following due government procedure. Duly taking into consideration the overall funds available for the Ministry and prioritisation of various activities, an amount of Rs. 30 crore was allocated. Tender process for various activities is on. Identification of service providers is likely to take some time. However, once the service providers are identified through the tender process and contract signed, allocations as envisaged in the Scheme would be required which has been reflected in the BE 2017-18.

152. Regarding the reasons for variation in BE and RE under capital head during the financial year 2016-17, the Ministry in a written note stated that the Capital expenditure under National Film Heritage Mission (NFHM) envisages construction of archival and preservation facilities for preservation of material restored under NFHM in dust free, low humidity and low temperature conditions at NFAI, Pune. There was some delay in selection of implementing agency and thereafter signing of the MoU with the proposed implementing agency is also getting delayed due to service charge issue. As per the assessment made for fund requirement for remaining period of the current financial year, funds have been reduced at RE stage.

153. In addition, the Committee desired to know if there is any reduction in BE under capital head and how is it going to reduce the asset creation under the Scheme. The Ministry, in a written note, stated that there is no reduction in BE under capital head. In fact, it has increased from Rs. 5.20 crore (BE 2016-17) and Rs. 2.00 crore (RE 2016-17) to Rs. 10.00 crore (BE 2017-18).

154. Asked as to why an increased allocation has been made during the year 2017-18 under the Scheme and the activities and physical targets proposed to be achieved during the year 2017-18 under the Scheme, the Ministry in a written note stated that

Major RFPs for Preventive Conservation of film reels, Digitization of films, 2K/ 4K picture and sound restoration of landmark feature films and short films, end to end IT solutions, CCTV implementation, etc. would be floated during 2017-18, and executing agency against each of the RFPs will be appointed which would require considerable fund allocation during BE 2017-18.

155. When the Committee enquired as to whether the increased allocation is sufficient to accomplish the objectives of National Film Heritage Mission in the ensuing year 2017-18 and what strategy have been planned to effectively and efficiently utilize the increased allocation. To this the Ministry in a written note stated that the evaluation of bidders under Request for Proposal (RFP) for "Preventive Conservation of film reels" is in progress and will be finalized soon after approval of the Competent Authority. Also, RFP for 'Digitization of film Reels' will be issued and executing agency would be appointed as per Government procedure, General Financial Rules (GFR) and CVC guidelines. Thereafter the executing agency would be appointed and funds allocated during BE 2017-18 would be utilized as per milestones payments.

**(ii) Setting up a Centre of Excellence for Animation, Gaming and VFX**

156. This Scheme aims at setting up of a National Centre of Excellence for training manpower in the subject of animation, gaming and visual effects. By providing quality education the Scheme would help the country to move up in the value chain and help it to generate original IP content that would encourage Indian industry to co-produce in collaboration with leading foreign producers in animation field. The proposed BE, BE, RE and Actual expenditure under this Scheme for the year 2016-17 and proposed BE and budgetary allocation for 2017-18 are as under:-

(Rs. in crore)

<b>Name of the Special Project</b>	<b>Proposed BE 2016-17</b>	<b>BE 2016-17</b>	<b>RE 2016-17</b>	<b>Actual Expenditure upto 31.01. 2017</b>	<b>Proposed BE 2017-18</b>	<b>BE 2017-18</b>
Setting up a Centre of Excellence for Animation, Gaming and VFX	10.00	5.10	1.00	0.00	60.00	60.00

157. When the Committee desired to know the reasons for nil utilization of funds allocated during 2016-17 and the details of achievements made so far under the Scheme, the Ministry in a written note stated that because of prolonged inter-ministerial consultations with NITI Aayog and the Ministry of Finance, the Standing Finance Committee (SFC) could approve the Scheme of setting up of National Centre of Excellence for Animation, Gaming, Special Effects” (NCoE) with a total outlay of Rs. 167.70 crore in the meeting held on 01.11.2016. Following approval of the competent authority, the administrative approval in respect of NCoE could be issued on 27.12.2016. Due to the requirement for consultations with different stake holders and the need for reworking the RFP for selecting private partners for implementation of the Scheme, there was a delay in implementation of this project & therefore funds have not been utilized so far. The Request for Proposal (RFP) for selection of private partner for implementation of the Scheme has been published by IIMC on 03.02.2017 and the tender would be opened on 17.03.2017. For the Scheme, the land has been identified in Film City, Mumbai and Maharashtra Government is in advance stage of providing land to Ministry of Information & Broadcasting.

158. The Committee desired to know the physical targets to be achieved during 2017-18 and how the hike in allocation is going to support this Scheme and the efforts being made to utilize the amount effectively. To this the Ministry in a written note stated that the physical targets proposed to be achieved in 2017-18 are identification of private partners, taking over the land, finalization of plans, approval of local authorities, engagement of contractors & commencement of construction works of Infrastructure. Following the advice of Ministry of Finance, Indian Institute of Mass Communication (IIMC) has been entrusted with the implementation of NCOE. Overall monitoring of the Scheme is being done by the Executive council of IIMC through a Managing Committee set up for this purpose. The Scheme envisages creation of corpus fund which is to be utilized for meeting expenses towards scholarships, stipends to doctoral students, faculty development expenses, student/faculty exchange programme, academic collaboration expenses including international partner, content development/ library development expenses, pre-operation expenses and excess of operational expenses over income in the initial years that caused hike in allocation.

159. On being asked about the measures taken to utilize the fund effectively under Public-Private Partnership Model, the Ministry in a written note stated that the proposed project of National Centre of Animation Gaming and Visual Effects envisages creation of necessary infrastructure, meeting the pre-operation expenditure as well as meeting certain operational expenditure by the Government. The responsibility of the private operator is to meet the operational expenditure and the expenditure towards upkeep and maintenance of the infrastructure and its maintenance. By funding for creation of infrastructure, it is proposed to provide world class education in the field of animation gaming and visual effects at affordable costs. Thus, the project envisages effective role of the private agency in the setting of the center under PPP.

**PART-II**  
**OBSERVATIONS/RECOMMENDATIONS**

**Twelfth Five Year Plan Fund Utilization**

1. As against the proposed outlay of Rs.21731 crore, the erstwhile Planning Commission had approved Gross Budgetary Support (GBS) of Rs. 7583 crore for the Twelfth Five Year Plan (2012-17) for the Ministry of Information and Broadcasting. Further, a provision of Rs.1000 crore had been kept for Internal and Extra Budgetary Resources (IEBR) by Prasar Bharati for financing New Content Development Scheme of Prasar Bharati for the Twelfth Five Year Plan (2012-17). Thus, a total outlay of Rs.8583 crore had been approved for funding the various Plan Schemes of the Ministry during the Twelfth Plan Period. The performance of the Ministry with regard to financial targets shows that during the entire Twelfth Five Year Plan (2012-17), the Ministry have been able to utilize Rs. 3489.45 crore against the RE allocation of Rs. 3778.00 crore. On an average, the Ministry have utilized 96 percent of Revised Estimates during the first four years of 12<sup>th</sup> Five Year Plan (2012-13 to 2015-16). In each of these years, the Budget allocation to the Ministry was substantially reduced at RE stage. This trend has, however, changed during the year 2016-17 where the Budget allocation has actually increased from Rs.800 crore at BE state to Rs.860 crore at RE stage and the utilization of funds is 80 percent as on 21.02.2017. Overall, despite the Ministry's efforts to improve plan expenditure and optimize allocation in the Plan Schemes, there have been under utilization of funds. The reasons attributed for sub-optimal utilization relate to finalization of RE 2016-17 (Plan) in January 2017, long procurement process of Prasar Bharati for procurement of goods and services and delay in approval of the new Schemes under the three sectors. The reasons are found to be repetitive and certainly give an impression that the Ministry have failed to bring in the desired administrative efficiency and fiscal planning over the years. The Committee expects that the procurement process of Prasar Bharati will be

streamlined expeditiously. The Committee note that from the financial year 2017-18, the distinction of Plan and non-Plan allocation has been dispensed with and the Ministry are hopeful that with this change link between spending and outcome will improve and the total expenditure would become more focused. The Committee take note of the new initiatives taken for rational allocation of funds and trust that the strategic intervention would reverse the trend and help in prudent and optimal utilization of funds in the current fiscal. In order to fulfill the objective, the Ministry need to strengthen their monitoring mechanism by way of periodic review and mid-term appraisal of all major Schemes and undertake necessary corrective measures for proper implementation of Schemes and full utilization of funds made available to them.

#### **Budgetary Analysis**

2. The Budget (2017-18) of the Ministry shows that an amount of Rs.4409 crore has been allocated to the Ministry which is 5.96% higher than the last year's budget allocation of Rs.4083.63 crore. With the abolition of plan and non plan classification from financial year 2017-18, the allocation has been made under Revenue and Capital section which is further classified into three categories, namely, (A) Establishment Expenditure of the Centre, (B) Central Sector Schemes and (C) Other Central Expenditure including those in Central Public Sector Enterprises and Autonomous Bodies. Out of the budgetary allocation of Rs.4409 crore during the year 2017-18, Rs.495.74 crore has been earmarked for Establishment Expenditure of the Centre; Rs. 840.00 crore is for Central Sector Schemes and Rs.3073.26 crore is for Other Central Expenditure including those in Central Public Sector Enterprises and Autonomous Bodies. There is a change in the Internal and Extra Budgetary Resource (IEBR) for New Development Scheme of Prasar Bharati approved by erstwhile Planning Commission for the Twelfth Plan Period (2012-2017). The Ministry have further

informed that from the year 2017-18 onwards, a proposal for earmarking Gross Budgetary Support to this Scheme is under consideration. The sectoral allocation of the Ministry shows that Rs.453.00 crore has been allocated to Broadcasting Sector of which Rs.430 crore is meant for Prasar Bharati. An allocation of Rs.180.00 crore has been made to Information Sector which is less than the RE allocation of Rs. 256.38 crore made in the last year. This year the Government intends to spend a total amount of Rs.207 crore on film sector, up from Rs.141.48 crore last year. There are three Schemes for which the allocation has been increased substantially (i) Under the sub-Scheme “Infrastructure Development in SRFTI (SRFTI)” under the Scheme “Infrastructure Development Programme relating to Film Sector” the budgetary allocation has been increased from Rs. 7 crore in BE 2016-17 to Rs. 22 crore in BE 2017-18. (ii) under the Scheme of Setting up a Centre of Excellence for Animation, Gaming and VFX (Main Sectt)” the budgetary allocation has been increased from Rs. 5.10 crore in BE 2016-17 to Rs. 60 crore in BE 2017-18; and (iii) under the Scheme of “National Film Heritage Mission”, the budgetary allocation has been increased from Rs. 30 crore in BE 2016-17 to Rs. 50 crore in BE 2017-18 to restore and preserve India’s rich cinematic resources. So far as utilisation for the year 2016-17 is concerned, the actual expenditure of the Ministry stands at Rs. 539.04 crore till 06.02.2017 as against RE of Rs. 860 crore. The Committee note that while on the one hand, the Ministry are unable to utilize the budgetary allocations, on the other hand the Ministry have cited want of funds as reason for slow pace of implementation of the Plan Schemes. Considering the fact that the Ministry are mandated to have a wide outreach to various sections of society, they need to make earnest efforts to bring improvement in their overall performance and ensure full utilization of funds provided for various Schemes. The Committee would like to be specifically apprised of the improvement effected as a result of policy shift in allocation of funds in the current year.

### **Prasar Bharati-IEBR**

3. The IEBR for New Content Development Scheme of Prasar Bharati was approved by erstwhile Planning Commission for the Twelfth Plan Period (2012-2017) only. For the years 2017-18 onwards, a proposal for earmarking GBS to this Scheme is under consideration in the Ministry. The utilization of IEBR generated by Prasar Bharati during the entire 12<sup>th</sup> Five Year Plan shows that during 2014-15 and 2015-16 the expenditure made through IEBR was more than the revenue generated and this is mainly on account of increasing expenditure on Other Administrative Expenditure (OAE) head. The Ministry have made sincere efforts to reduce the OAE expenditure and as a result OAE has declined during 2016-17. The Committee note that the net revenue generation by Prasar Bharati is declining since 2014-15. In this regard, the Ministry furnished that as far as AIR is concerned, the trend of Commercial revenue earnings of All India Radio is indicating growth whereas the revenue earnings from sharing of its Resources mainly with private radio operators are marginally declining. This shortfall of revenue took place in 2016-17 due to shifting of rotation of issuing of invoices to financial year 2017-18 for 84 private FM Channels due to the process adopted in getting technical/site clearances for 84 channels and handing over the same to M/s BECIL/Private FM Broadcasters. However, with regard to Doordarshan, the main factors of decline in revenue are stated to be tremendous increase in competition in advertisement with private entertainment channels, development of new media platforms etc. Further, some formidable steps have been taken by Prasar Bharati to improve its revenue like auctioning of time slots on DD-National channel; strengthening of sales and marketing teams of AIR and Doordarshan, including induction of sales/marketing professionals; tie-ups with e-commerce sites for better monetization of AIR/DD archive products etc. The Committee note that the expenditure made during 2015-16 through IEBR has exceeded the net revenue generated by Prasar Bharati on account of lower revenue generation. Further, the net



revenue generated by Prasar Bharati has declined from Rs. 1267.12 crore in 2015-16 to Rs. 857.33 crore in 2016-17. The Committee also note that Prasar Bharati is not spending its IEBR on excess paid for salary and excess paid for Plan Schemes since 2015-16, as after the Cabinet decision dated 14.09.2012, Government is to provide support to Prasar Bharati for meeting 100% expenses towards salary and salary related expenses. In addition to this, as per the said decision of the Cabinet, Govt. is also to provide funds in the form of Grant-in-Aid to Prasar Bharati for creation of Capital Assets. The Committee take serious note of the fact that the Ministry were not able to achieve the gross revenue projections during the entire 12<sup>th</sup> Five Year Plan. Rather, they have reduced their gross revenue projection in 2016-17 citing reasons that falling short of achieving the set target was adversely affecting the morale of the sales/marketing teams and therefore proving counter-productive. The Committee are of the opinion that considering the broad mandate of the Ministry reducing gross revenue projections will not solve the purpose and thus the Ministry need to raise the bar of its sales and marketing teams so that the public broadcaster can sustain vis-à-vis private channels. In light of the challenges faced by AIR and DD in fast changing media developments, the Committee recommend Prasar Bharati to continue with their efforts of revenue generation and also frame a strategy to lead the competition as a public broadcaster. The Committee also recommend that steps be taken by Prasar Bharati to digitalize the vast archives of AIR and DD and generate revenue by making use of their rich archives. Efforts should also be made towards making these archives more accessible to the public. The Committee would like to be informed about the decision taken in respect of financing New Content Development Scheme of Prasar Bharati.

#### Grant-in-aid to Prasar Bharati for Kisan Channel

4. The Committee note that the Scheme of Kisan Channel was approved in the year 2014-15, with an initial allocation of Rs. 100 crore i.e. Rs. 90 crore for Doordarshan and Rs. 10 crore for AIR. The Committee note that the major asset created at CPC, Delhi for Kisan channel during 2016-17 are – (i) Multichannel Automated Playback facility and Multi Camera Studio Production facility in HDTV format; (ii) Collaborative Non-Linear Post Production facility in HDTV format; and (iii) XDCAM Camcorders, Recorders/ Decks, NLE, Camera support system, Zoom Lens. Further, the Ministry have set the target of creating major assets under the Scheme during 2017-18 which are – (i) Earth station at CPC, Delhi; and (ii) Field production equipment at 18 Regional Kendras. A Multi Camera Studio Production facility in HDTV format at CPC Delhi has also been ordered. During the year 2016-2017 new initiatives were also undertaken to improve quality and make more field-based, interactive and interesting programmes. Evaluation of existing programs is also being carried out. A content preview committee has been put in place. A system of regular review of programme has also been put in place so that further improvement can be made. Programmes are now being made in all the States in the Hindi belt, including Punjab, Gujarat, Bihar, Chhattisgarh, Odisha, Madhya Pradesh, etc. so as to make the channel more inclusive. Further, Broadcast Audience Research Council (BARC) is providing real time TRP rating of each programme telecast on Kisan Channel to assess feedback of programme. The Committee have observed that the Ministry are putting earnest efforts to make Kisan Channel a priority among rural farmer community. However, for the year 2016-17 only Rs. 39 crore as on 31.01.2017 have been spent by the Ministry out of Rs.60 crore allocated for the Scheme under BE and RE 2016-17. Taking note of the submission of the Ministry that they will be able to utilize the entire amount, the Committee desire to be apprised of the actual expenditure incurred under the Scheme during 2016-17. The Committee stress that the Ministry should expand the outreach

of Kisan Channel beyond Hindi belt states to cover Southern and North-Eastern states as well. The Committee fully support the initiative of the Kisan Channel, and would go on to recommend that a proper outcome analysis on the grassroots impact of the Kisan Channel be conducted, in order to determine how the content of the Kisan Channel is actually benefitting farmers. Since the allocation under the Scheme has increased during 2017-18 from Rs.60.00 crore to Rs. 80.00 crore, the Committee would like to be apprised of the new achievements of the Ministry under the Scheme.

#### Performance of AIR and DD

5. The Committee note that out of an allocation of Rs. 177.00 crore made at BE and RE stage for All India Radio for the year 2016-17, AIR has been able to spend Rs. 108.27 crore which is only 61.17% of the allocated fund. The Ministry have attributed improper response against major tenders, delay in delivery of a major imported consignment and some other administrative reasons for this underutilization. The Ministry have informed that there has been acute shortage of staff in AIR at all levels particularly at middle and lower professional levels; the transition from Government organization to corporate sector has witnessed almost a complete halt on recruitments, trainings and promotions. As far as acquisition of land for new setups is concerned, the Ministry propose to take up the matter with respective state Governments for speedy disposal of the issues. The Ministry have also apprised that some Schemes are not implemented in time due to local issues including law and order particularly in NE regions and border areas. Similarly, the Committee note that during 2016-17 DD was allocated Rs. 273.00 crore at BE and RE stage but it has expended only Rs. 176.55 crore which is only 65% of allocated fund. The Ministry have cited cancellation of tenders due to administrative/technical issues to be the reasons for this underutilization. So far as physical achievements are concerned, the Committee are given to understand that AIR has increased total No. of Transmitters

from 432 ((MW-148, SW-48, FM-236) as on 31st March, 2012 to 610 (MW-143, SW-48, FM-419) (including 195 nos. of 100 W FM Transmitters) as on 10th February, 2017. Similarly, the major achievements of DD during 2016-17 include technical facility for launch of new TV Channel “DD Arun Prabha” completed; order placed for implementation of Indian CAS (iCAS); Multichannel Automated Playback facility set up and installation of Multi Camera Studio Production facility in HDTV format in progress at CPC, Delhi; old ageing HPT replaced by new 10 KW HPT at one location; and construction of Prasar Bharati House completed etc. The Committee note that for the year 2017-18, the budgetary allocation for AIR has been reduced from Rs.177.00 crore to Rs.154.00 crore and in respect of Doordarshan as well the allocation has been reduced from Rs. 221.00 crore to Rs. 213.00 crore. Keeping in view the financial performance of AIR and DD during 2016-17, the Committee are inclined to conclude that the underutilization of funds could have been avoided had the Ministry addressed the recurring structural and procedural issues. The Committee feel that this has reflected poorly on the overall performance of Prasar Bharati which is also evident from the reduced fund allocation for both AIR and DD in 2017-18. To boost the performance of AIR and Doordarshan, the administrative problems as well as implementation related issues need to be resolved on priority. The Committee are of the firm opinion that unless these administrative and implementation related issues are addressed on priority, there is bleak scope for desired performance in the spheres of AIR and Doordarshan. The Committee, therefore, recommend that concrete steps may be taken to resolve all longstanding administrative issues and the Committee be apprised of the specific initiatives taken in this direction. The Committee also recommend that DD and AIR need to make sincere and sustained efforts in creating high quality content that can connect with people coupled with strong marketing strategy. Both AIR and DD have rich archives including biographies and old speeches of eminent persons which should be made use for qualitative content. Apart from

generating revenue for Prasar Bharati, this will motivate young generation and expose them to the rich heritage of the country. The Committee may be apprised of the roadmap chalked out by the Ministry/Prasar Bharati in this direction.

#### **Sam Pitroda Committee Recommendations**

6. The Sam Pitroda Committee constituted to revitalize Prasar Bharati, in their Report submitted in Feb., 2014 had made 26 recommendations which addressed issues of financial and administrative autonomy for Prasar Bharati. The Ministry had requested Prasar Bharati to prepare an action plan for undertaking suggestions/review/audits etc. on various issues recommended by the Sam Pitroda Committee. The Committee are concerned to note that on the issue of man power audit which is critical to both the wings of AIR and Doordarshan, there is no progress in the matter. The Committee have been informed that they had approached the Department of Expenditure who have expressed their inability to undertake the work. When Prasar Bharati was suggested to explore the feasibility of manpower audit through some reputed public/private agencies, the Internal Finance Division has advised for pre-determination of terms of reference for conduct of manpower audit before inviting quotations from reputed audit organization. Prasar Bharati is yet to take a decision in the matter. The Committee need not emphasise that manpower related issues have time and again affected the efficiency and performance of the organization. Prasar Bharati in order to achieve its vision and compete with private broadcasters needs to attract, retain and develop talent in the organization. It needs to respond to changing market conditions and make an assessment of its manpower requirement to overcome the competency gaps. The Committee, therefore, recommend that the terms for reference for conduct of manpower audit be worked out and the manpower audit is completed within the current financial year 2017-18 as assured to the Committee.

On the issue of transfer of assets, the Committee note that the Ministry had advised Prasar Bharati to complete inventorisation of assets. The Committee are given to understand that Prasar Bharati has not provided complete inventorisation of assets. The Ministry have desired the Ministry of Law and Justice to propose to issue notification whereby all the movable assets of AIR/DD may be transferred to Prasar Bharati on lease basis/non-alienable basis and all movable assets are so transferred without any restriction on availability or disposal. The Ministry of Law and Justice, Legislative Department have suggested that properties vested with the Central Government already stands transferred to Prasar Bharati with the commencement of the Prasar Bharati Act, 1997 and there is no enabling provision to issue a notification for transfer of properties and assets which will dilute the provision of the Act. However, the Central Government may determine the terms and conditions of transfer of properties and assets which can be set by issue of an executive order. The Ministry have informed that the terms and conditions of transfer of properties and assets are being finalized in consultation with Department of Legal Affairs. The Committee are of the view that once Prasar Bharati owns its assets, it can go for selective monetization of idle assets and generate much needed revenue. The Committee, therefore, recommend the Ministry to complete the above exercise in a time bound manner and apprise them of the progress in the matter.

#### **Strengthening of Electronic Media Monitoring Centre (EMMC)**

7. The Committee note that the budgetary allocation for the Scheme of Strengthening of Electronic Media Monitoring Centre (EMMC) was Rs. 12.00 crore which was marginally reduced to Rs. 11.60 crore at RE stage during the year 2016-17, out of which the Ministry have been able to expend only Rs. 7.42 crore. With regard to shortfall in expenditure, the Ministry have stated that in order to stagger the deployment of resources, commensurate with the likely additional channels that may be approved for uplinking/downlinking, an amount of Rs.2.00 crore is being

surrendered. With regard to achievements made during 2016-17, the Committee note that content acquisition facility has been set up in EMMC for 900 channels. Out of 872 channels, 729 channels have been successfully configured for content monitoring. EMMC and BECIL are coordinating with the industry to obtain technical parameters for configuration of remaining channels. The Ministry have also informed that though the initial target was to achieve monitoring of 1500 channels, since 892 channels had been given license till 31<sup>st</sup> December, 2016, the monitoring facility at EMMC is in tune with the number of channels which have been granted permission and the facility would be scaled up if required. On the issue of setting up of centralized monitoring facility for FM and CRS, the Ministry have informed that real time transition of content from FM and CRS stations to a centralized monitoring facility is challenging in terms of technology and IT infrastructure. Hence, the Ministry plan to further strengthen the method of refining the complaints based monitoring. Now, the Committee are unable to comprehend whether the proposal of centralized content monitoring is really a non-workable proposition or the Ministry are concluding this as BECIL which is handling the project did not receive any valid response to their tenders. The Ministry have now informed that they are in the process of formalizing the complaints redressal mechanism by giving it a statutory status as per Supreme Court Order of 12.01.2017 which has acknowledged self-regulatory mechanism in addition to complaint based processes. The Committee leave the matter to the wisdom of the Ministry and desire that necessary steps are taken in the right direction so that the content monitoring for FM channels and CRS do not suffer and Rs. 12.00 crore allocated for the purpose for the financial year 2017-18 is utilized judiciously.

#### Supporting Community Radio Movement in India

8. The Committee note that the Government introduced the policy guidelines for permitting Community Radio Stations (CRS) in the year 2002 and initially only

educational institutions were allowed to operate the CRS. These guidelines were revised in the year 2006 to broaden the eligibility criteria and allow community based organizations, including civil societies and voluntary organizations, State Agriculture Universities, etc., to operate CRS. The Ministry are popularizing the CRS through the Scheme of Supporting Community Radio Movement in India. The Committee are, however, concerned to find that against an allocation of Rs.4.00 crore made at BE for the year 2016-17 which was reduced to Rs.3.63 crore at the RE stage, the Ministry were able to spend only Rs.0.89 crore. The reasons cited by the Ministry for the under-utilization of funds included, *inter-alia*, the National Sammelan and Regional Sammelans of operational Community Radio Stations could not be organized during 2016-17, out of 45 stations which were issued in-principle approvals for grants for purchasing equipment only 10 stations purchased equipment and submitted their bills for release of grants and funds kept for innovation grants could not be released as no proposal was approved for release of grant. The Ministry have also informed that so far Ministry have issued 540 permissions, out of which only 202 organizations have launched their stations and 11 new Community Radio Stations have been operationalised so far in the year 2016-17. Further, the permission process has been simplified to reduce the time taken for issuing permissions. The Ministry are also facilitating applicant organizations to submit online applications in WPC Wing for frequency allocation and SACFA clearance. The grant size for purchasing equipment has been increased from 50% to 75% (90% for NE) and process for release of grants has been simplified. Grants for content creation have also been introduced. Duration of advertisement on Community Radio Stations has been increased from 5 minutes to 7 minutes. The Committee are also given to understand that the recommendations made by TRAI in 2014 were considered by an Inter-Ministerial Committee (IMC), constituted to examine the recommendations of TRAI. On the basis of TRAI's recommendations, Ministry have made amendments in policy guidelines for setting



up of Community Radio Stations in India on 19.01.2017. However, it is disquieting to note that complexity in obtaining clearances after receipt of permissions from Ministry is a major factor for low strike rate of launching of new stations compared to total number of permissions. The Committee also note that the Scheme has not picked up in NE states and in most of the UTs for setting up of CRS despite Ministry holding awareness workshops in these areas. Further, permissions to set up community radio stations have been issued in States of Arunachal Pradesh, Manipur, Nagaland, Sikkim, Tripura and Andaman and Nicobar Islands but no station has become operational so far as Permission holders are at various stages to start broadcasting. In view of this, the Committee recommend the Ministry to work upon the simplification of clearance process to attract more proposals for setting up of CRS. The Committee also recommend the Ministry to focus on hilly and tribal areas, Left Wing Extremist (LWE) Affected Areas, NE states/UTs and other backward, rural and remote areas and conduct regular training programmes for local folk so that CRS actualizes its aim of becoming peoples radio in true sense of the term. The Committee may be apprised of the action taken thereon to strengthen the Community Radio Movement in India.

### **Digitisation Mission**

9. The Committee are given to understand that the digitization of the cable TV network has to take place in four phases. In phase I which was completed by 31<sup>st</sup> October 2012, out of the four metro cities, digitization was total in Delhi, Mumbai and Kolkata. Chennai is yet to undergo full transition to digital due to pending court cases. Phase II was concluded by 31<sup>st</sup> March 2013 in 38 cities having population more than 10 lakhs spanning 14 States and one Union Territory. In phase II, digitisation in 37 cities is nearly total. In Coimbatore, full transition to digital mode is yet to be completed due to pending court cases. Cable TV Digitization in Phase III and Phase IV areas was to be achieved by 31.12.2015 and 31.12.2016 respectively. However, some

MSO Associations/individuals had moved various High Courts. The matter when raised by the Ministry before the Apex Court by a Transfer Petition to transfer all such cases either to SC or Delhi High Court, the Hon'ble Supreme Court transferred all the cases to the Delhi High Court for further hearing and disposal. Hon'ble Delhi High Court has now disposed off most of the cases and there is no stay/extension in any case. Phase IV which will cover the rest of India was to be completed by 31<sup>st</sup> December 2016. But due to poor seeding of STBs because of the uncertainty caused due to the court cases, the cut-off date has been modified to 31.03.2017. As of now, about 35% STBs have been installed in Phase IV areas. Further, the Committee note that Rs. 5.00 crore was allocated at BE 2016-17 which was reduced to Rs. 3.00 crore at RE 2016-17, due to the large number of court cases filed in various High Courts and total uncertainty in the market about the implementation of cut-off date of 31.12.2015 & 31.12.2016 for Phase III and Phase IV of digitization respectively. As a result, workshops with the nodal officers could not be conducted, which resulted in the underutilization of funds from the projections made at BE stage. On the issue of the concern expressed by operators over 20% of rural and remote areas not financially and technically viable, the Ministry have stated that HITS (Head-end In The Sky), private DTH and DD Free Dish are the options in remote rural areas. DTH operators were advised by the Ministry to pay special attention to such area enabling customers in these areas to readily adopt these services given by them and to explore the possibility of cost effective packages especially for these remote and inaccessible areas. Further, on the issue of sharing infrastructure cost with Multi-System Operators (MSO) & Local Cable Operators (LCO) keeping in mind high cost of providing signals in remote areas, the Ministry are of the view that Consumers have the option to take services from DTH operators and/or DD Free Dish and it may not be administratively feasible by the Ministry to share cost for infrastructure as a large number of MSOs and LCOs are operating in these areas. On the issue of interoperability of Set Top Boxes, the

Ministry have informed that it comes under the purview of TRAI. Interoperability can be achieved either through technical interoperability or commercial interoperability. Technical interoperability, as envisaged in the existing DTH Guidelines, has, so far, not proved to be effective due to various techno-commercial issues. To ensure commercial interoperability TRAI has notified tariff orders and this has been challenged by a couple of DTH operators in the TDSAT and the matter is sub-judice. TRAI has also decided to collaborate on the issue of technical interoperability with the Department of Electrical Engineering of Indian Institute of Technology, Bombay (IIT-B). Final recommendations of TRAI on this issue are awaited. The Committee are also given to understand that after the roll out of i-CAS in Jan 2016, about 100 lakhs STBs, have been installed by MSOs, out of which about 3 lakhs are with i-CAS, which gives a market share of about 3%. Association of domestic STBs manufacturers had raised the demand of long term financing to the MSOs and 0 % import duty with effect from 1<sup>st</sup> January, 2016 under India-ASEAN FTA which has also adversely affected the production of domestic STBs. In this regard, the Committee have been apprised that Ministry of Electronics and IT (MeitY) are attempting to address the entire value-chain holistically and are in active consultation with the concerned Ministries. In light of the above developments the Committee are hopeful that the Ministry will be able to meet the targets of cable TV digitization as almost all the pending cases have now been dismissed and there is no stay in any case except in case of Chennai and Coimbatore. The Committee recommend the Ministry to follow up the issue of financial and technical viability in rural and remote areas, promote and increase share of i-CAS to leverage Make in India programme, popularize DD Free Dish in small town/cities/rural and remote areas, address the legitimate concerns of domestic STB producers and rigorously pursue interoperability of STB with TRAI. The Committee may be apprised of the action taken on the above issues.

### Indian Institute of Mass Communication (IIMC)

10. The Committee note that for IIMC, the Ministry are implementing two Plan Schemes, viz. (i) Scheme of Upgradation of IIMC to international standards; and (ii) Scheme of Opening of New Regional Centres of IIMC. During 2016-17 the Scheme of Upgradation of IIMC to international standards was allocated Rs.6.00 crore at BE stage which was reduced to Rs. 1.85 crore at RE stage. The Ministry have informed that this reduction is on account of pending clearances from various Civic Authorities like Delhi Development Authority (DDA), Delhi Urban Arts Commission (DUAC) and Ridge Management Board (RMB). As of now though, IIMC has submitted the necessary documents, the matter is pending for want of NOC from DDA (Institutional Land). Once the NOC from Director (IL), DDA is received, the same shall be submitted to RMB for further clearance. The Committee recommend that the IIMC should follow up the matter with the civic agencies for expeditious clearance and commence the construction work at the earliest.

With regard to the Scheme of Opening of New Regional Centres of IIMC, the Committee note that the Scheme was approved in the 12<sup>th</sup> Plan for the purpose of constructing permanent campuses at 4 new regional centres of the Institute, viz. Maharashtra (Amravati), Mizoram (Aizawl), Jammu & Kashmir (Jammu) and Kerala (Kottayam). In this regard, the Committee note that the work of construction of permanent campus at Aizawl is being executed by CPWD as Deposit work. Presently, there has been approximately 50% physical progress at site. The work is likely to be completed during 2017-18. The work of construction of permanent campus at Kottayam is being executed by CPWD as deposit work. Presently, there has been approximately 20% physical progress at site. The Land for construction of the permanent campus of Jammu Regional Centre of IIMC has been taken over from Govt. of J&K in the month of May 2016. The construction work has been entrusted to CCW, All India Radio and in this regard, an MoU has already been signed with CCW, AIR. At

present, the work for construction of boundary wall etc. is in progress. The land for construction of permanent campus of IIMC at Amravati has already been transferred by Govt. of Maharashtra to IIMC in the month of June 2016. The enabling works viz. topographical survey of the land, soil investigation etc. shall commence shortly. The Ministry have also informed that Rs. 10.02 crore has been expended upto 31.01.2017 and the balance of Rs. 3.55 crore will be utilized during the financial year for payment to executing agencies i.e. CPWD / CCW (AIR). The Ministry have submitted that Rs. 14.00 crore allocated in BE 2017-18 would be sufficient to achieve the physical targets as planned during the year 2017-18 and the construction of all Regional Centres of IIMC i.e., at Aizawl (Mizoram), Amaravati (Maharashtra), Kottayam (Kerala) and Jammu (Jammu and Kashmir) is expected to be completed by the end of 2018-19. The Committee would like to be apprised of the progress made in this regard and desire the Ministry to meet the aforesaid timeline.

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

11. The Directorate of Advertising and Visual Publicity (DAVP) is the nodal multimedia advertising agency of the Government catering to the communication needs of the Ministries/Departments, autonomous bodies and PSUs. In order to strengthen the publicity of various peoples' welfare and participation oriented programmes in a holistic manner, and to enable efficient discharge of its services, the DAVP had sought and obtained increased funding for two of its Plan Schemes, namely, (i) "People's Empowerment through Development Communication" implemented through the DCID Scheme, and (ii) "Media Infrastructure Development Programme". Under the Scheme of People's Empowerment through Development Communication, an allocation of Rs. 125.60 crore was made at BE 2016-17, which increased to Rs.169.68 crore at RE stage. However, only Rs.118.83 crore were utilized during 2016-17, as the additional funds of Rs. 44.09 crore have been made available in

January, 2017 after RE was approved. During the year 2017-18, under this Scheme of DAVP, an allocation of Rs. 123.20 crore at BE stage is going to be utilized for broad themes like financial inclusion, skilling India for youth led development, Swachh Bharat, welfare of farmers etc. However, the Committee are given to understand the DAVP requires a financial support of Rs.180.00 crore for extensive publicity of these broad themes during 2017-18. Further, the Committee note that Government of India has revised the Print Media Advertisement Policy 2016 w.e.f. 07.06.2016 in order to incentivize those newspapers which get their circulation verification from ABC/RNI, have their own printing presses, adopt welfare measures by subscribing their employees to EPF and have better professional standing; and to bring about better transparency and accountability in release of advertisement. This Policy is an attempt to encourage newspapers which are regular in publication. New marking system has been introduced under this policy to weed out irregular newspapers. The Ministry have informed that till 31.12.2016 out of a total of 4217 daily newspapers, 3118 periodicals and 4002 medium category newspapers, 927 daily newspapers, 1163 periodicals and 2407 medium category newspapers respectively have been discontinued, which has resulted in huge saving to the exchequer. Further, the Committee are given to understand that the Ministry have constituted a three member Committee on 06.04.2016 to oversee the implementation of Supreme Court guidelines on all forms of Government advertisements released by Central Government, State Governments and UTs. The Committee stress that the Ministry should continue with this exercise of weeding out of irregular Newspapers/Magazines in quick interval so that appreciable savings are accrued to the exchequer. Further, vigorous efforts should be made by DAVP to recover the outstanding dues with the Ministries/Departments and recommend the Ministry to give priority to local newspapers/periodicals in all its publicity campaigns/advertisements so that vernacular dialect can help local people better understand the important Schemes of

Government. The Committee would like to be apprised of the progress made with regard to three member Committee and recommend the Ministry to seek adequate funds for the Scheme so that the objectives of this Scheme are met effectively as the current allocation of Rs.123.20 crore seems insufficient to adequately support the broad themes to be advertised through this Scheme.

#### Direct Contact Programme by Directorate of Field Publicity

12. The Committee note that the Direct Contact Programme (DCP) is a sub-Scheme under the Directorate of Field Publicity (DFP) which envisages a paradigm shift in the information delivery mechanism of the Government of India through inter-personal communication mode by ushering in systemic changes in the existing mechanisms. The Committee note that under the “Direct Contact Programme”, initially there were three components, viz. (i) Special Outreach Programme (SOP); (ii) Conducted Tours/Skill Upgradation; and (iii) Infrastructure Support to DCP. The funds have been allocated in two phases i.e. Rs. 4.00 crore at BE (2016-17) stage and Rs. 37.53 crore at RE (2016-17) stage, respectively. The Ministry have informed that during the year 2016-17, Rs. 4.00 crore allocated at BE stage was enhanced to Rs. 41.50 crore at RE stage as DFP came up with the proposal of the Pilot Project to conduct Interpersonal Communication campaigns through hiring the professional agencies. The proposal was examined and approved in the Ministry with a total number of 7925 events having a budgetary provision of Rs. 37.53 crore. This project is being implemented by DFP through Broadcast Engineering Consultants India Ltd. (BECIL), the professional agency hired for the purpose. The funds for the purpose were allocated at RE (2016-17) stage in January 2017 under SOPs component of its Plan Scheme “Direct Contract Programme (DCP)”. Further, the Committee are given to understand that in respect of the Pilot Project of DFP with allocated funds of Rs. 37.53 crore under Direct Contact Programme, the 1<sup>st</sup> Phase of the Project has been completed in U.P. and Punjab with a

committed expenditure to the tune of Rs. 24.99 crore and the payment would be released shortly. In addition to this, Rs. 5.30 crore has been proposed for the 2<sup>nd</sup> Phase of the Project in Rajasthan, Karnataka and Tamil Nadu. The Ministry have informed that SOPs and Inter-personal Communication Campaign under Pilot Project have helped in creating more awareness about the welfare programmes of the Government of India like Jan Dhan Yojna, Swatch Bharat Abhiyan, Beti Bachao Beti Padhao and the relevance of Government's demonetization policy in media dark areas. Under the sub-Scheme "Special Outreach Programmes" (SOPs), 298 programmes have been completed against the target of 300 programmes. For optimum utilization of funds in respect of allocation of Rs. 4.00 crore, the Ministry have advised DFP to utilize the funds by conducting more SOPs beyond the stipulated target and highlighting the key initiatives of the Government in the media dark areas of the country. In respect of the Pilot Project, with a budgetary provision of Rs. 37.53 crore, effective monitoring and evaluation are the major components, the hired agency would undertake concurrent monitoring through geo-tagging methodology and it has been made imperative to monitor its impact by an independent impact evaluation agency. Further, a provision has also been incorporated to set up a Project Management Unit (PMU) under the Chairmanship of Principal Director General, DFP to design and monitor the contents and implementation of the Project. These efforts have been made for successful implementation of the programme and for effective utilization of funds earmarked for the purpose. The Ministry have also suggested DFP to review the supervisory and monitoring component of the Project. It has also been advised to pool the resources from other Media Units for the purpose to ensure that a robust and effective system of monitoring be in place for all the campaign/activities which are proposed to be undertaken during the 2<sup>nd</sup> Phase of the Pilot Project. While appreciating the aforesaid efforts, the Committee desire the Ministry to inform them about the outcome of the Impact Assessment and Evaluation report with regard to various SOPs and Pilot



Projects undertaken by DFP. Further, the Committee recommend the Ministry should conduct similar pilot projects in NE states and UTs which are backward in order to make people of these areas aware of various initiatives and Schemes of the Government.

### **Film Sector**

13. The Committee note that during the year 2016-17 as against the proposed amount of Rs. 245.12 crore for the film sector, an amount of Rs. 141.48 crore had been allocated at BE stage which was further reduced to Rs. 134.39 crore at RE stage. Out of this Rs. 134.39 crore RE allocation, the Ministry have been able to incur an expenditure of Rs. 83.56 crore during the year 2016-17. For the shortfall in expenditure, the Ministry have informed that Request for Proposal (RFP) and stakeholder consultation process in the National Film Heritage Mission has resulted in under utilization of funds. The Ministry have also attributed late approval, prolonged inter-ministerial consultations and RFP for selection of private partners in respect of the Scheme of setting up of National Centre of Excellence for Animation, Gaming and Special Effects, delay in raising Bills for the International Film Festival of Goa and conducting of major film festival during the last quarter to be some of the reasons for under utilization of funds. The Committee, while taking serious note of some of the slippages which could have been avoided, desire the Ministry to be more cautious and take necessary corrective steps so that there are no cost and time over run of Schemes in the film sector. The Committee further note that the allocation under film sector has been enhanced from Rs.134.39 crore at RE stage during the year 2016-17 to Rs. 207.00 crore at BE for the year 2017-18. The enhanced allocation is to be utilized in respect of Scheme of NFHM where RFP for preventive conservation of film reels, digitization of films, 2K/4K picture and sound restoration of land mark feature films and short films etc. are to be floated during 2017-18. For the Scheme of National

Centre of Excellence for Animation, Gaming and Special Effects the handing over process of Maharashtra land by Govt. is in advance stage which is expected to be completed in the first quarter of 2017-18. IIMC which is implementing the Scheme is expected to finalize the agency for undertaking civil construction work in the fourth quarter of the current financial year. The Committee, while expressing satisfaction that the film sector has got an enhanced allocation this year, recommend the Ministry to take advantage of this enhanced allocation and give more focused attention to Schemes under this sector and concerted efforts be made for optimum utilization of funds allocated for the year 2017-18.

#### National Museum of Indian Cinema

14. The Committee note that an amount of Rs. 28.69 crore had been allocated under the Scheme of National Museum of Indian Cinema which was increased to Rs. 34.39 crore at RE stage and against this, the Ministry have incurred an expenditure of Rs. 28.69 crore under the Scheme. The Committee have been informed that the project is near completion and the Ministry are hopeful of utilizing the balance funds during the current financial year 2016-17 itself. The Committee note that a historical building Gulshan Mahal has been renovated in the first phase as part of National Museum of Indian Cinema project and the second phase of the Museum consisting of two Cinema Halls, Museum office, Exhibition spaces and Food Court are coming up in the new building block. The budget for the year 2017-18 under the Scheme has been reduced as the construction work has already been completed and curation is underway. The project is scheduled to be completed by July, 2017 and once operational, the NMIC will provide a store house of information and help film makers, film students, enthusiasts and critics to know and evaluate the development of cinema as the medium of artistic expression. While expressing satisfaction over the financial and physical targets achieved under the Scheme during 2016-17, the

Committee recommend the Ministry to ensure completion of project as per schedule and also apprise the Committee about the response and feedback of the industry to this architecture of cinema and how far the NMIC have been successful in attracting film fraternity and also those interested in films, through exhibitions, workshops, seminars and interactive sessions.

**Upgradation, moderanisation and expansion of Central Board of Film Certification (CBFC) and Certification Process**

15. The Committee note that an amount of Rs.4.00 crore had been allocated at BE stage which was reduced to Rs. 3.51 crore at RE stage against which the Ministry have expended Rs.2.03 crore upto 31.01.2017. With regard to activities undertaken during 2016-17, the Ministry have informed that the work of online certification has been awarded with pre-determined mile stone which is going to be completed by March, 2017 and the entire fund available is likely to be utilized by March, 2017. The Committee are given to understand that the workload of CBFC has increased drastically. There is also considerable increase in the number of court cases being filed in connection with film certification. The Ministry have issued administrative sanction for two legal consultants one each in Delhi and Mumbai for handling the legal cases of CBFC. The Committee note that a Committee of Experts has been constituted in January, 2016 to evolve broad guidelines/procedures for certification of films within the ambit of provision of Cinematograph Act 1952 and Cinematograph (Certificate) Rules, 1983 and it has submitted its Report in June, 2016. This Committee have also submitted revised guidelines and revised Rules which are being examined by the Ministry. The Ministry have stated that the recommendation of the Committee, especially requiring amendments in Acts/Rules require further consultation. In view of the increase in number of films, short films, advertisements, documentation being submitted for certification and consequent increase in number of court cases, the Committee feel that there is an urgent need to revise the guidelines/Acts/Rules

relating to Cinematograph Act, 1952 and Cinematograph Certification Rules, 1983 in the light of Shyam Benegal Committee Report. Therefore, the Committee recommend the Ministry to make their stand clear and initiate the process of bringing amendments in the existing Acts and Rules through involvement of stakeholders.

#### **National Film Heritage Mission**

16. The Scheme of National Film Heritage Mission aims at setting up of a Mission to restore films of historical, cultural and aesthetic value and construct archival and preservation facilities. It envisages restoration of 1200 feature films and around 1600 short films apart from preventive conservation of more than 1,00,000 film reels and creation of additional storage facilities. The Committee are, however, concerned to note that even though the Scheme was approved in November, 2014, the project has not kicked off due to procedural delay. The Ministry have informed that at the commencement of the Plan Scheme, it was assumed that executive agency for the works like film condition assessment of film reels, preservation, conservation of film reels and digitization of film reels would be in place during 2016-17. However, the fund allocation under this Scheme was downsized at BE and RE stage (2016-17) to Rs.30.00 crore and Rs.16.00 crore respectively. The Ministry have informed that there was delay in selection of implementing agency and signing of MoU with the proposed implementing agency due to service charge issue. Major RFPs for preventive conservation of film reels, digitization of films, 2K/4K picture and sound restoration of landmark feature films and short films, end-to-end IT software, CCTV implementation, etc. are proposed to be floated during 2017-18 for which an allocation of Rs.50 crore has been made for 2017-18. The Committee need not emphasize that substantial underutilization of funds under this Scheme has reflected in the overall idling of fund in the Film Sector as a whole during 2016-17. The Committee recommend the Ministry to take suitable steps for optimal utilization of funds during the year 2017-18

so that the envisaged physical targets are achieved giving a real boost to the proliferation of activities under the Film Sector. Special care should be taken to ensure that realistic assessments are made to achieve the physical targets under the Scheme so that unhindered implementation takes place in this important activity of the Ministry.

#### **Setting up of Centre of Excellence for Animation Gaming and VFX**

17. The Committee note that the budgetary allocation of Rs. 5.10 crore made for the year 2016-17 under the Scheme of setting up of a Centre of Excellence for Animation, Gaming and VFX was reduced to Rs. 1.00 crore at RE stage of which the Ministry have not incurred any expenditure as on 31.01.2017. With regard to shortfall in expenditure the Ministry have submitted that the Scheme was approved with a total outlay of Rs. 167.70 crore on 1.11.2011. Due to consultation with different stakeholders and the need for rewarding to RFP for selection of partners for implementation of Scheme, there was a delay in implementation of the project and hence funds could not be utilized. The Ministry have informed that the Scheme envisage creation of corpus fund which is to be utilized for meeting expenses towards scholarships, stipends to doctoral students, facility development expenses, pre-operation expenses etc. in the initial years that has caused hike in allocation. The physical targets proposed to be achieved in 2017-18 include identification of private partners, taking over the land, finalization of Plans, approval of local authorities, engagement of contractors and commencement of construction works of Infrastructure etc. IIMC has been entrusted with the implementation of the project which is also responsible for overall monitoring. Land for the project has been identified in Film City, Mumbai and Maharashtra Government is in advanced stage of providing land to the Ministry of Information and Broadcasting. The project is being constructed with an objective of providing gaming and VFX quality education in the

field of animation. This Centre is going to be a world class centre benefitting everyone in the field of animation and also bringing India into the global map of animation industry. The Ministry have informed that the project envisages effective role for private agency as the private operator will meet operational expenditure towards upkeep and maintenance of infrastructure. The Committee desire that this project be completed at the earliest to achieve the avowed objective. The Committee, therefore, recommend the Ministry to identify deliverables for the year 2017-18, make efforts to achieve the physical targets made under the Scheme by productive utilization of enhanced budget of Rs.60 crore allocated under the Scheme. In the opinion of the Committee, Public-Private Partnership Model in this field is a welcome move from the side of the Ministry and it would certainly help the sector to grow at a better pace.

New Delhi  
04 March, 2017  
13 Phalguna, 1938 (Saka)

ANURAG SINGH THAKUR  
Chairperson  
Standing Committee on  
Information Technology

The major physical targets achieved by the three Wings of the Ministry viz. Information, Film and Broadcasting are as under:-

**INFORMATION SECTOR**

**Integrated Approach to Media Campaign:**

- ❖ Extensive Media Campaign of Flagship programmes of Government of India
  - PM's State visits, BRICS, Brazil, SAARC- Nepal, UNGA, New York, East Asia Summit - Myanmar, G-20-Australia etc.
  - **Launch of Schemes:** PM Jan Dhan Yojana, Swacchh Bharat, Make in India, Beti Padhao Beti Bachao, Good Governance Day, Digital India, Transforming India Campaign, Campaign on Gram Uday Se Bharat Uday, Demonetization Campaign and Promotion of Cashless Digital Payment Literacy Campaign.
  - **International Sports Events** – Commonwealth Games - Glasgow, Scotland
  - **Asian Games** – Incheon, Korea
  - **National Games** – Kerala
  - **International Yoga Day**
- ❖ Election Coverage, Oath Ceremony of the new Government, Independence-Day, Republic-Day, Beating Retreat, Budget, Pravasi Bhartiya Divas-2015, Bharat Ratna Awards, Mars Orbiter Mission, Robocon –Pune, Talkathons etc..
- ❖ On-line e-billing and release order.
- ❖ **Active presence in Social Media:**
  - The New Media Cell provides a 360 degree approach in the publicity of the various events of Government of India. Thus all flagship Schemes were given wide coverage on social media platforms. The launch of these programs was carried live on the Youtube channel of I&B Ministry while special graphic plates were mounted for Twitter and Facebook.
  - Several Talkathons have been conducted by the New Media Cell during the 12<sup>th</sup> Five Year Plan period on topics ranging from Union Budget to Accessible India to IFFI.

- NMC uses different forms of creatives such as graphic plates, infographs, animation, gifs, video bytes etc. for ensuring better reach and engagement of the information on Government's Schemes, policies and initiatives in the cyber space. For instance, a special animation on two years of Government was prepared which received widespread applause with the views of the animation crossing 1 lakh on Facebook in a short span of time.
- Adequate publicity is given to special events like Republic Day Parade, Mann Ki Baat, Independence Day and all MIB events like International Film Festival of India (IFFI) at Goa, National Film Awards, BRICS Film Festival, etc.
- Sentiment based Social Media Analytics are generated on requirement basis besides generating special reports for specific events and storify reports on the trending news topics of the day.
- Facebook in a survey rated the Facebook page of Ministry of I&B as the best among all Central Government Ministries and Departments.
- NMC also organizes social media contests to engage the netizens. Contests on Twitter and Facebook were conducted on the occasion of Republic Day in 2016 and 2017 consecutively. The winners were invited to witness the Republic Day Parade in New Delhi.
- For grievance redressal, MIB also invites complaints on its Twitter handle through a dedicated hashtag #MIBConnect. The complaints are forwarded to the concerned official for its redressal.

❖ **Indian Institute of Mass Communication :**

- All four regional centres of IIMC viz. Amravati, Aizawl, Jammu and Kottayam operational.
- Construction of permanent centres for all four centres is underway. The physical progress of construction of permanent campus at Aizawl is 50% and for Kottayam is 20%. The contract for construction of Jammu and Amravati centre has been awarded to CCW (AIR) and the pre-construction activities have been initiated.

❖ **Soochna Bhawan:** Construction is completed and is fully operational.

❖ **Setting up of NMC at New Delhi** - During the 12<sup>th</sup> Five year Plan the construction of PIB building 'National Media Centre' was completed during 2013 and is now fully functional.



#### ❖ **Media Outreach Programme & Publicity for Special Events :**

During 12<sup>th</sup> Plan Period 315 PICs, 29 Press Tours, 6 Regional Editors Conferences were organized. New concept called Vartalap or Media Conclave at district level was developed in 2015 under which 137 Vartalaps were organized.

#### ❖ **Modernisation of PIB :**

- Major upgradation of websites with latest interactivity and delivery tools.
- Online receipt, processing and reportage of media accreditation (fully online).
- Creation of more Video resources.
- Digitalisation of old records.
- Software development and data integration to begin.
- Modern Video conferencing facilities for information dissemination will be placed in Regional Offices.
- modernization of hardware, LAN, network
- smart devices have been provided to entitled officers.
- wi-fi facility in NMC building.
- e-office has already been initiated by PIB.

#### ❖ **DFP**

- DFP is organizing the Inter-personal communication programmes on key initiatives of the Government of India under its sub-components Special Outreach Programme (SOP) under the Scheme Direct Contact Programme (DCP).
- Under the pilot project DFP has conducted a total of 4750 events with coverage of 25 districts of Uttar Pradesh have been completed. In Punjab, 1500 events with coverage of 12 districts have been completed. The approximate participation/footfall during the campaigns was 53, 02,765 in UP and 14, 46,053 in Punjab.

#### ❖ **Registrar of Newspapers of India (RNI)**

- Digitisation of RNI.
- Online verification of titles, online registration of Certificates.
- Revamping of RNI's website.

#### ❖ **Publication Division**

- Published sixteen books documenting the rich cultural legacy of Rashtrapati Bhavan released by Hon'ble President

- 'Courts of India - Past to Present' tracing the historical evolution of the Indian judiciary and written by eminent jurists released by Hon'ble Chief Justice on Constitution Day
- 'Unfolding Indian Elections – the Living Democracy' released by Chief Election Commissioner on National Voters Day.
- More than 53 volumes of Collected Works of Mahatma Gandhi (CWMG) have been published.
- 'In the Footsteps of Mahatma - Gandhi & Sanitation' released by HMIB on 2<sup>nd</sup> Oct
- Fundamental works on Mahatma Gandhi including 8 volumes of the DG Tendulkar's 'Mahatma' restored

#### ❖ **Digitisation**

- E –version of INDIA 2016 and 2017 reference annual released.
- All old issues of EN digitised; current ones being digitised regularly
- Fully searchable Online Digital Library Created with over 750 of its publications; target of 1000 books by March 31 2017
- 150 of the eBooks prepared by the DPD made available for sale on e-commerce platforms Amazon, Kobo & Google Play books.
- Online sale of DPD's 131 printed books started through the Bharatkosh portal of Ministry of Finance in October 2016
- Online sale of Journals started; 12,000 online subscriptions received so far.

#### ❖ **Modernization of Office**

- Modernization of Office of DPD was done by bringing together offices scattered in different locations, like Yojana and Kurushethra, to the sixth floor of Soochna Bhawan, thus bringing about coordination leading to smooth functioning of DPD.
- Office of and Employment News was shifted to seventh floor of Soochana Bhawan from RK Puram and major modernization carried out with the help of funds from DARPG.
- A new state of the art book gallery opened in the DPD Headquarters at Soochna Bhavan
- Regional Sales Emporia were provided with required equipment like printers, fax machines and furniture. Sales Emporium at Hyderabad was renovated.

#### ❖ **Computerization of Inventory Management**

- MoU signed with BECIL for computerization of all business processes of DPD including royalty, sales, accounts and enabling e-payment on DPD website

Requirement analysis and design phase for the project for sales orders, royalty payments and other business processes completed in December, 2016.

## **FILM SECTOR**

- National Centre of Excellence for Animation, Visual Effects, Gaming and Comics has been conceptualized.
- National Film Heritage Mission launched for restoration of around 1100 feature films and short films each, digitization of 1200 feature films and around 1600 short films apart from preventive conservation of more than 1,00,000 film reels and creation of additional storage facilities at the campus of National Film Archives of India, Pune.
- Film Promotion Fund launched for rendering financial assistance to upcoming and young film makers for promotion of their films which are selected for competition in major International Festivals and also promotion of India's entry to Oscars (Academy Awards).
- Up-gradation of Siri Fort Auditorium with modern digital, 3D Projection system and Sound System including Dolby Atmos (Auditorium-2) completed.
- Up-gradation and Restoration of Jayakar Bungalow situated in the premises of National Film Archives of India, Pune.
- National Museum of Indian Cinema project is near completion.
- Upgradation and modernization of Films Division Auditorium at Mahadev Road, New Delhi, completed.
- The construction work of Center of excellence in Television at SRFTI, Kolkata is near completion.
- Initiated the process of setting up a film & television institute at Itanagar, Arunachal Pradesh.
- Film Facilitation Office (FFO) has been set up to assist film producers of foreign countries in obtaining requisite shooting permissions, disseminate information on shooting locations and the facilities available with the Indian film industry.
- From 2012-13 to 2016-17, Audio-Visual Co-Production Agreements have been signed with countries Poland, Spain, Canada, China and Korea-adding to 6 MoUs signed with other countries.

- International Film Festival of India (IFFI) held every year at Goa.
- National Film Awards held every year at Delhi.
- Patriotic Film Festivals is being organized in two-tier and three-tier districts in different States.
- 1<sup>st</sup> BRICS Film Festival was organized at Siri Fort Auditorium, New Delhi during 2<sup>nd</sup> to 6<sup>th</sup> September, 2016.
- Swachh Bharat Film Festival was organized at Delhi on 2<sup>nd</sup> October, 2016.
- 18<sup>th</sup> & 19<sup>th</sup> International Children Film Festival held in Hyderabad in year 2013 & 2015 respectively.
- 1<sup>st</sup> & 2<sup>nd</sup> National Children Film Festival held in year 2014 (Delhi) and 2016(Jaipur) respectively.
- Organized Children's Film Bonanza- a Children's Film Festival in smaller cities.
- 13<sup>th</sup> & 14<sup>th</sup> Mumbai International Film Festival (MIFF) for documentary, short and animation films held in Mumbai in 2014 & 2016 respectively.
- Iranian and European Film Festivals were organized in Delhi during 2016-17.
- Since 2013, North East Film Festival titled "Fragrance from the North East" has been organized on annual basis.

## **BROADCASTING SECTOR**

### **• Strengthening Broadcasting Coverage in Border Areas.**

#### **❖ Strong Online Presence:**

- Live Streamed –DD News, DD National (Recently Launched) , AIR FM Gold, FM Rainbow, Urdu Service, Vividh Bharati
- AIR News on Net & Apps

#### **❖ Digitization of Cable Television Network-**

- Phase I & II, Phase III of DAS completed.
- Phase IV would be completed by 31.03.2017.

#### **❖ Community Radio Expansion for Community Empowerment:**

- 201 CRS have been operationalized, and
- A total of 519 permissions issued.

#### **❖ New Channels:**

- 1. DD Saptagiri in Vijayawada, Andhra Pradesh**

❖ **Digitalization of Broadcast Network of Prasar Bharati**

- Number of transmitters increased from 432 (as on March 2012) to 610 (as on 10<sup>th</sup> February 2017).

❖ **Doordarshan**

- 24 Hrs Hindi Satellite Channels DD-Bihar, DD-MP, DD-UP & DD-Rajasthan launched
- 24 Hrs Satellite Channel, DD-Saptagiri, launched from Vijayawada
- 24 Hrs Satellite Channel, DD Kisan launched
- Technical facility for launch of new TV Channel “DD Arun Prabha” completed
- DTH Platform upgraded from 59 to 104 channels
- Order placed for implementation of Indian CAS (iCAS)
- Free-to-Air (FTA) channels capacity on the upgraded Direct-To-Home (DTH) platform increased to 80 TV channels
- Earth stations at Indore, Rajkot, Vijayawada & Jalpaiguri set up
- Modernization of Earth station at Leh completed
- Modernization of Earth station at Chandigarh, Hisar, Panaji & Port Blair completed
- High Definition Television (HDTV) Studios set up at Delhi & Mumbai
- 39 Studios digitalized
- Pmt. Studio set up at Dehradun commissioned
- Multichannel Automated Playback facility set up and installation of Multi Camera Studio Production facility in HDTV format in progress at CPC, Delhi
- Media Asset Management for Archive system set up at Kolkata
- HDTV Outside Broadcast (OB) Vans supplied at Delhi & Mumbai
- 6 Digital Satellite News Gathering (DSNG) Vans deployed
- 20 digital High Power Transmitters (HPTs) (Digital Video Broadcasting-2<sup>nd</sup> Generation Terrestrial) (DVB-T2) supplied & 16 digital HPTs commissioned
- HPT, Cannanore commissioned
- Very Low Power Transmitter (VLPT), Joginder Nagar commissioned
- Old ageing HPTs replaced by new 10 KW HPTs at 14 locations
- 111 Automode Low Power Transmitters (LPTs) supplied & commissioned
- Construction of Prasar Bharati House (Tower ‘C’) of Doordarshan Bhawan completed

❖ **DD Kisan**

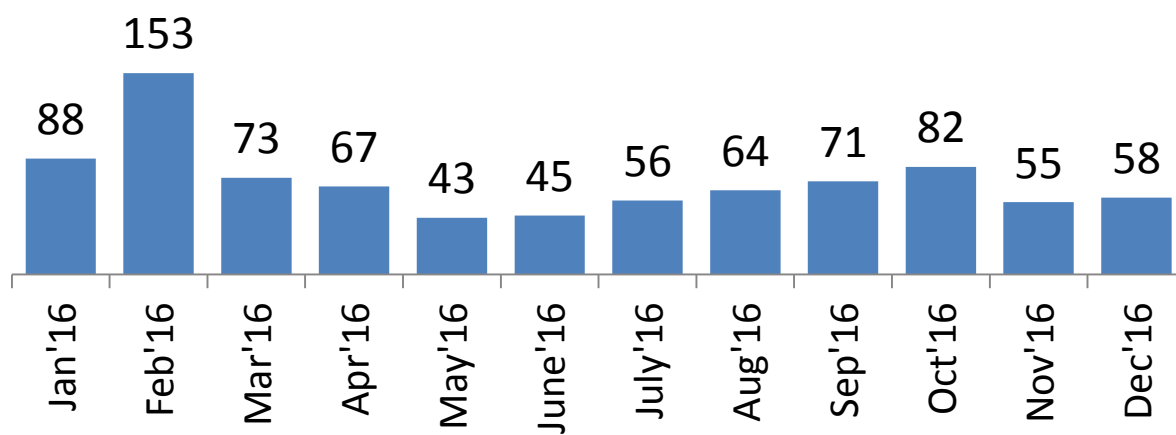
- For the first time detailed coverage of Union Budget 2017 from the perspective of farmers and rural India on any channel was carried out from four different shooting floors; Eleven hour coverage including six hours continuous Studio LIVE.
- Programmes on Demonetisation Awareness Campaign;
- Programmes on major Government Schemes viz. Fasal Bima Yojana, Weather Advisories, Onion Productions etc; Special programme on the Centenary Celebration of Sardar Patel
- Investment in Content Development of Prasar Bharati to enhance its competitive edge

❖ **Mann Ki Baat** : PM connecting to the masses on RADIO

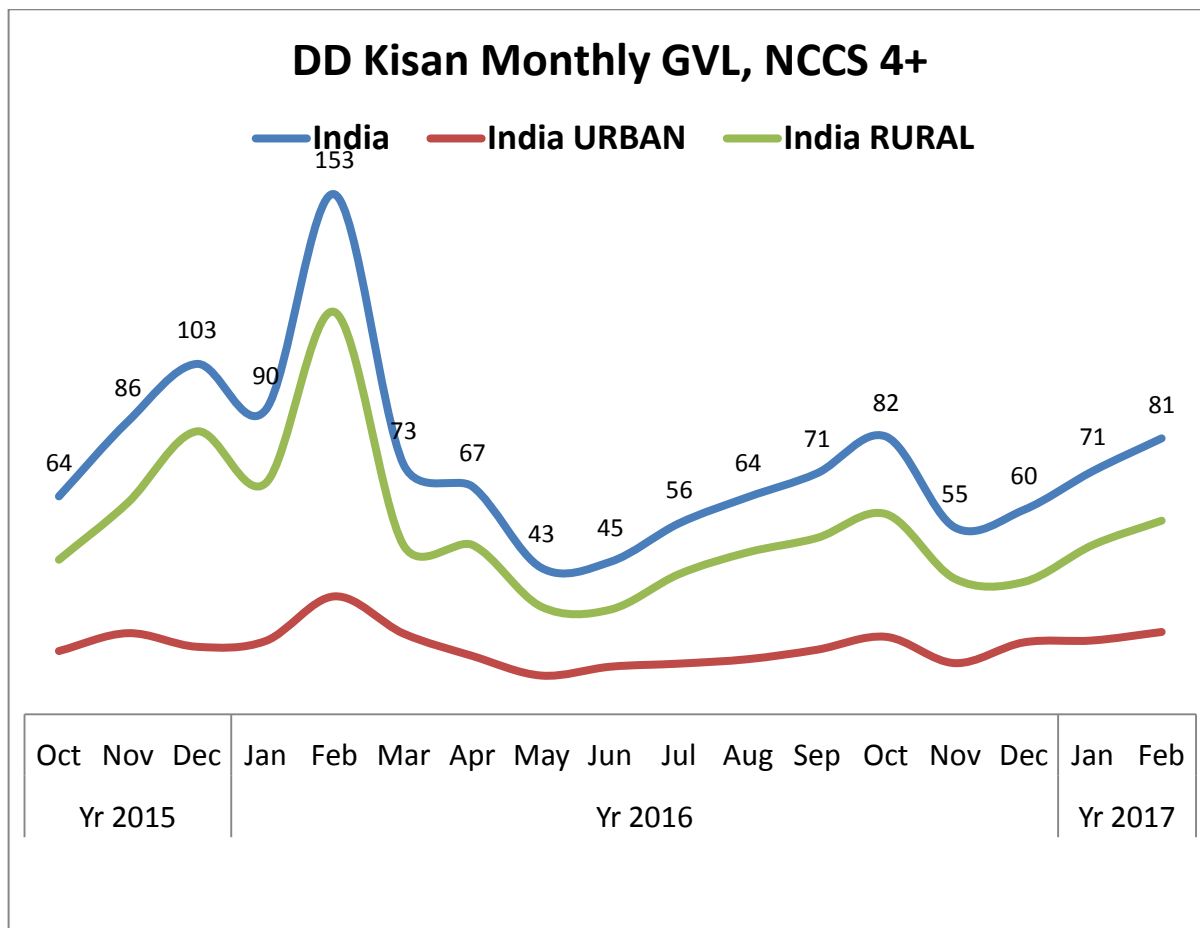
❖ **Electronic Media Monitoring Centre:**

- Being strengthened to monitor 600 TV channels from 300 TV channels.
- EMMC also to monitor content of FM and CR stations.

**DD Kisan, Average Monthly Viewership  
(in Lakhs),  
All India, NCCS 4+**



**Average monthly Gross Viewership in Lakhs of Kisan Channel for rural, urban and all India basis**





**SUPREME COURT GUIDELINES ON CONTENT REGULATION OF GOVERNMENT ADVERTISING (taken from the judgement dated 13.5.2015 and 18.3.2016 of the Hon'ble Supreme Court of India)**

(1) These Guidelines shall be called the Government Advertisement (Content Regulation) Guidelines 2014.

**2. APPLICATION:**

(1) These Guidelines shall apply to all Government advertisements other than Classified Advertisements.

(2) These Guidelines shall apply to the content of all Government advertising till a suitable legislation is enacted by the Government to prevent the misuse of public funds on advertisements to gain political mileage as distinct from legitimate Government messaging.

(3) These Guidelines shall apply to all –

(a) Institutions of Government;

(b) Public sector undertakings;

(c) Local bodies and other autonomous bodies/organizations established under a Statute.

**3. DEFINITIONS:**

In these Guidelines unless the context otherwise requires:

(a) “Classified Advertisements” include public notices, tenders, recruitment notices, and statutory notifications.

(b) “DAVP Guidelines” means the existing guidelines of the Directorate of Advertising and Visual Publicity of the Ministry of Information and Broadcasting dealing with the eligibility and empanelment procedures and rates of payment and such other matters;

(c) “Government” means Central Government, State Governments/Union Territory Administrations and also includes local bodies, public sector undertakings and other autonomous bodies/organisations established under a Statute.

(d) “Government advertising” means any message, conveyed and paid for by the government for placement in media such as newspapers, television, radio, internet, cinema and such other, media but does not include classified advertisements; and

includes both copy (written text/audio) and creatives (visuals/video/multi media) put out in print, electronic, outdoor or digital media.

#### **4. OBJECTS:**

The objects of these Guidelines are:-

- (a) To prevent arbitrary use of public funds for advertising by public authorities to project particular personalities, parties or governments without any attendant public interest.
- (b) Neither to belittle the need nor to deny the authority of the Union and State Governments and its agencies to disseminate information necessary for public to know on the policies and programmes of Government but only to exclude the possibility of any misuse of public funds on advertisement campaigns in order to gain political mileage by the political establishment;
- (c) To address the gap in the existing DAVP Guidelines which only deal with the eligibility and empanelment of newspapers/journals or other media, their rates of payment, and such like matters and not on how to regulate the content of Government advertisements;
- (d) To ensure that “all government activities satisfy the test of reasonableness and public interest, particularly while dealing with public funds and property”;
- (e) To ensure that government messaging is well co-ordinated, effectively managed in the best democratic traditions and is responsive to the diverse information needs of the public.

#### **5. GOVERNMENT ADVERTISEMENT TO INFORM CITIZENS**

Subject to these Guidelines Government may place advertisements or purchase advertising space or time in any medium to inform citizens about their rights and responsibilities, about government policies, programmes, services or initiatives, or about dangers or risks to public health, safety or the environment.

#### **6. THE FIVE PRINCIPLES OF CONTENT REGULATION:**

While placing advertisements or purchasing advertising space in any media, the Government shall be guided by the following principles, namely:-

##### **(1) Advertising Campaigns to be related to Government responsibilities:**

While it is the duty of the Government to provide the public with timely, accurate, clear, objective and complete information about its policies, programmes,

services and initiatives since the public has a right to such information, the content of government advertisements should be relevant to the governments' constitutional and legal obligations as well as the citizens' rights and entitlements.

**(2) Advertisement materials should be presented in an objective, fair and accessible manner and be designed to meet the objectives of the campaign:**

- (i) The material shall be presented in a fair and objective manner and shall be capable of fulfilling the intended objectives;
- (ii) Government shall exercise due caution while deciding the content, layout, size and design of the message including the target area and the creative requirement of the intended communication in order to ensure that the maximum reach and impact are achieved in the most cost effective manner;
- (iii) Content of advertisement must enable the recipients of the information to distinguish between facts and analysis and where information is presented as a fact, it should be accurate and verifiable;
- (iv) Pre-existing policies, products, services and initiatives should not be presented as new unless there has been a substantial change or modification of such policies, products or services;
- (v) Content of advertisement should provide information in a manner that accommodates special needs of disadvantaged individuals or groups identified as being within the target audience;
- (vi) Multiple formats may be used to ensure equal access;
- (vii) Every effort shall be made to pre-test the material in case of large scale campaign with target audiences.

**(3) Advertisement materials should be objective and not directed at promoting political interests of ruling party:**

- (i) Display material must be presented in objective language and be free of political argument or partisan standpoint;
- (ii) Government advertising shall maintain political neutrality and avoid glorification of political personalities and projecting a positive impression of the party in power or a negative impression of parties critical of the government.
- (iii) Advertisement materials must not –
  - (a) Mention the party in government by name;
  - (b) Directly attack the views or actions of others in opposition;
  - (c) Include party political symbol or logo or flag;

- (d) Aim to influence public support for a political party, candidate for election; or
- (e) Refer to link to the websites of political parties or politicians.
- (f) Government advertisement materials should avoid photographs of political leaders and if it is felt essential for effective Government messaging, only the photographs of the President/Prime Minister or Governor/Chief Minister should be used;
- (g) In lieu of the photograph of the Prime Minister, the photograph of the Departmental (Cabinet) Minister/Minister In-charge of the concerned Ministry may be published, if so desired.
- (h) In the States, similarly, the photograph of the Departmental (Cabinet) Minister/Minister In-charge in lieu of the photograph of the Chief Minister may be published, if so desired.
- (i) Government advertisements shall not be used at patronizing media houses or aimed at receiving favourable reporting for the party or person in power

**(4) Advertisement Campaigns be justified and undertaken in an efficient and cost-effective manner:**

- (a) Since it is the responsibility of government to safeguard the trust and confidence in the integrity and impartiality of public services and hence it should be the policy of governments to use public funds in such a manner as to obtain maximum value for taxpayers' money;
- (b) Advertisement Campaigns must be justified and undertaken in an efficient and cost-effective manner;
- (c) The Government shall -
  - (i) Decide and announce beforehand, a list of personalities on whose birth or death anniversaries, advertisements could be released every year and specify which Ministry/Department could release the same;
  - (ii) Avoid the issue of multiple advertisements by different departments and PSUs of the same Government in Commemorative Advertisements and shall issue a single advertisement only;
- (d) Advertisement campaigns should only be need based; and
- (e) In case of large volume advertisement campaigns, post-campaign impact assessment is necessary to be included in the planning process itself and shall identify the indicators to measure success when the campaign has ended.

**(5) Government advertising must comply with legal requirements and financial regulations and procedures:**

Governments shall ensure that all Advertisements comply with:-

- (i) relevant laws regarding privacy, intellectual property rights, election laws and consumer protection laws apart from laws in respect of broadcasting and media; and
- (ii) Copyright laws and ownership rights associated with works subject to copyright are fully respected.

**7. COMPLIANCE AND ENFORCEMENT:**

(1) For ironing out the creases that are bound to show from time to time in the implementation of the present directions and to oversee such implementation the government should constitute a three member body consisting of persons with unimpeachable neutrality and impartiality and who have excelled in their respective fields to receive complaints of violations of Guidelines and to recommend action in accordance with the Guidelines.

(2) Heads of government departments and agencies shall be responsible for ensuring compliance with these Guidelines and shall follow a procedure of certification of compliance before advertisements are released to the media.

(3) The regulatory bodies of print and electronic media will be within their powers to impose sanctions against such media groups acting against these Guidelines in seeking or obtaining government advertisements.

**8. GENERAL:**

(1) These Guidelines shall be in addition to and not in derogation of the existing Guidelines which are in place under the existing Advertisement Policy of Government.

(2) These Guidelines are equally applicable to State Governments and its agencies. The State Governments shall undertake amendments to whatever policies they have in this regard and observe the Guidelines strictly in letter and spirit.

(3) The Ombudsman may recommend suitable changes to the Guidelines to deal with new circumstances and situations.

(4) The Government shall take necessary steps to initiate necessary legislation on the subject, given its importance for democracy, human rights and good governance.”

## **9. Advertisements highlighting completion of a fixed period of the Government's Tenure**

Governments at the Centre as well as in the States often bring out advertisements on completion of a number of days, months and years of governance. In such advertisements, not only the 'achievements' are highlighted even the different tasks which are in contemplation are enumerated. By way of example one of the points highlighted may be supply of electricity to each and every village. Though the achievements of a Government should not be a matter of publicity and really ought to be a matter of perception to be felt by the citizens on the results achieved, such advertisements do have the effect of keeping the citizens informed of the government functioning and therefore would be permissible.

## **10. Advertisements announcing projects:**

On an everyday basis both the Government at the Centre as well as in different States issue advertisements announcing events like laying of the foundation of different development projects or the inauguration of projects completed. In many of such advertisements the results obtained in the particular field covered by the advertisement and the plan/targets for the future are highlighted. Though such advertisements may look like a report card of the Government there is an element of informative content in such advertisements inasmuch as information is conveyed to the citizens as regards government programmes, policies and achievements.

## **11. Advertisements issued on the occasion of birth/death anniversaries and such other events:**

Government advertisements are issued in the memory of great personalities who occupy a significant place in our history, such as, the father of the Nation, Mahatma Gandhi. While such persons must certainly be remembered, what, however, would not be justified is several similar, if not identical, advertisements issued by different Departments on the same occasion as is happening today. One single advertisement issued by a Central Agency should be enough to commemorate the anniversaries of the few acknowledged and undisputed public figures whose contribution to the National Cause cannot raise any dispute or debate.

Advertisement issued on certain other occasions, for instance, to mark the centenary year of the Patna High Court does not serve any purpose and must be

avoided. Institutions need not be glorified. They must earn glory by contribution and work.

**12. Advertisements announcing policies and benefits for public:**

All advertisements that fall within this category would be in public interest. Such advertisements, as for example in respect of the National Savings Schemes informing the public about benefits under the Scheme, are purely informational and make people aware of their rights and entitlements. Similarly, advertisements issued to generate public awareness would also be justified on the touchstone of public interest.

By way of illustration, an advertisement issued by the Ministry of Health and Family Welfare informing the public of preventable disease, safeguards to be taken, vaccination programmes for the children, etc. would be highly informative and, therefore, justified.

**13.** A connected facet of the matter which cannot be ignored is the power of the Government to give/award advertisements to selected media houses and the concomitant issue of freedom of press. Award of advertisements, naturally, brings financial benefit to the particular media house/newspaper group. Patronization of any particular media house(s) must be avoided and award of advertisements must be on an equal basis to all newspapers who may, however, be categorized depending upon their circulation. The D.A.V.P. guidelines do not deal with the said aspect of the matter and hence the necessity of incorporating the same in the present directions to ensure the independence, impartiality and the neutrality of the fourth estate which is vital to the growth and sustenance of democracy will have to be weighed and considered by us.

**14.** The applicability of these Guidelines is to all Government advertisements other than classifieds and in all mediums of communication, thereby including internet advertising. The objective of these Guidelines emphasize the Government's responsibility to disseminate information necessary for the public to know about the policies and programmes of Government. It principally spells out five principles to regulate the contents of advertisements, namely,

- i) Advertising campaigns are to be related to government responsibilities,

- ii) Materials should be presented in an objective, fair and accessible manner and designed to meet objectives of the campaign,
- iii) Not directed at promoting political interests of a Party,
- iv) Campaigns must be justified and undertaken in an efficient and cost-effective manner and
- v) Advertisements must comply with legal requirements and financial regulations and procedures.

**15.** If Government advertisements adhere to the objects and parameters mentioned above there is no necessity of imposing a special curb on government advertisements on the eve of the elections.

**16.** The concepts of fairness and even dispensation to all media/ publishing houses will have to be maintained by the Government be it at the Centre or the States.

**(Ref: Q No. 54 of P E reply)**



**MINUTES OF THE NINTH SITTING OF THE STANDING COMMITTEE ON  
INFORMATION TECHNOLOGY (2016-17) HELD ON 21<sup>st</sup> FEBRUARY, 2017**

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The Committee sat on Tuesday, the 21<sup>st</sup> February, 2017 from 1100 hours to 1320 hours in Committee Room '62', First Floor, Parliament House, New Delhi.

**PRESENT**

**Shri Anurag Singh Thakur - Chairperson**

**MEMBERS**

***Lok Sabha***

2. Shri Lal Krishna Advani
3. Dr. Sunil Baliram Gaikwad
4. Shri P. Karunakaran
5. Shri Virender Kashyap
6. Shri Harinder Singh Khalsa
7. Dr. K.C. Patel
8. Dr. Bharati Dhirubhai Shiyal
9. Shri Abhishek Singh
10. Shri Ramdas C.Tadas

***Rajya Sabha***

11. Shri P.Bhattacharya
12. Shri Suresh Gopi
13. Shri Prabhat Jha
14. Shri Derek O' Brien
15. Dr. K.V.P. Ramachandra Rao
16. Dr. Vinay P. Sahasrabuddhe

**SECRETARIAT**

- |    |                           |   |                      |
|----|---------------------------|---|----------------------|
| 1. | Shri R.S. Kambo           | - | Additional Secretary |
| 2. | Dr. Preeti Srivastava     | - | Joint Secretary      |
| 3. | Shri Y.M. Kandpal         | - | Director             |
| 4. | Dr. Sagarika Dash         | - | Additional Director  |
| 5. | Smt. Reena Gopalakrishnan | - | Deputy Secretary     |
| 6. | Shri Shangreiso Zimik     | - | Under Secretary      |

### **Representatives of the Ministry of Information and Broadcasting**

	<b>Name</b>	<b>Designation</b>
1.	Shri Ajay Mittal	Secretary
2.	Ms. Jayashree Mukherjee	AS & CVO
3.	Dr. Subhash Sharma	AS & FA
4.	Dr. B. N. Nanda	Sr. Economic Adviser
5.	Shri Mihir Kumar Singh	Jt. Secretary (P&A)
6.	Shri K. Sanjay Murthy	Jt. Secretary (B-I) (Films)
7.	Ms. Anju Nigam	Jt. Secretary (B-II)
8.	Shri Rajeev Singh	CEO & Member (Finance) Prasar Bharati
9.	Ms. Supriya Sahu	DG, Doordarshan
10.	Shri F. Sheheryar	DG, AIR
11.	Shri S.M. Khan	Press Registrar, RNI
12.	Shri Amit Katoch	Director (BP&L)
13.	Shri Deepak Kumar	Director-II (Films)
14.	Shri Prakash Magdum	Director, NFAI
15.	Shri C. Senthil Rajan	Director, DFF
16.	Shri Bhupendra Mitra	Director, FTII, Pune
17.	Dr. Debamitras Mitra	Director, SRFTII, Kolkata
18.	Ms. Nina Lath Gupta	MD, NFDC
19.	Shri George Kuruvilla	CMD, BECIL

2. After the welcome address by the Chairperson, the Additional Secretary and Financial Advisor in the Ministry of Information and Broadcasting made a power-point presentation highlighting the major thrust areas and expenditure trend during Twelfth Plan, Demands for Grants (2017-18), major achievements and new initiatives launched in Information, Film and Broadcasting sectors, etc. Thereafter, representative from Prasar Bharati also made a power-point presentation highlighting milestones achieved by DD and AIR during Twelfth Five Year Plan, DD and AIR roadmap for next three years, revenue targets and achievements during Twelfth Plan, Internal and Extra Budgetary Resource (IEBR) target and Gross Budgetary Support for (2017-18), etc.

3. Members, then, sought clarifications on issues viz. consistent underutilization of funds by Ministry/Prasar Bharati during Twelfth Plan period, inadequate fund allocation under scheme of Directorate of Advertising and Visual Publicity (DAVP) impacting its task of reaching out to billion plus population, challenges coming in way of Community Radio Movement in India, quality of programmes on Kisan Channel, pilot projects of Direct Contact Programmes by Directorate of Field Publicity, overall progress of Cable TV digitization, interoperability of Set Top Boxes (STB), status of i-CAS under Mission Digitization, policy with regard to casual workers, etc. which were responded to by the representatives of the Ministry.

4. Thereafter, CEO, Prasar Bharati explained status of manpower audit of Prasar Bharati and other recommendations of Sam Pitroda Committee, efforts made for content enrichment in DD, etc. With regard to the points to which information was not readily available, the Chairperson desired the Ministry and Prasar Bharati to submit written replies later on.

5. The Chairperson, then, thanked the representatives of the Ministry of Information and Broadcasting for deposing before the Committee.

The witnesses then withdrew.

Verbatim Proceedings of the sitting have been kept on record.

**The Committee, then, adjourned.**

**MINUTES OF THE FOURTEENTH SITTING OF THE STANDING COMMITTEE ON  
INFORMATION TECHNOLOGY (2016-17) HELD ON 4<sup>th</sup> MARCH, 2017**

The Committee sat on Saturday, the 4<sup>th</sup> March, 2017 from 1500 hours to 1530 hours in Committee Room 'C', Ground Floor, Parliament House Annexe, New Delhi.

**PRESENT**

**Shri Anurag Singh Thakur– Chairperson**

**MEMBERS**

***Lok Sabha***

2. Shri L.K. Advani
3. Shri Prasun Banerjee
4. Dr. Anupam Hazra
5. Shri Harinder Singh Khalsa
6. Smt. R. Vanaroja

***Rajya Sabha***

7. Shri P. Bhattacharya
8. Shri Suresh Gopi
9. Shri Santiuse Kujur
10. Smt. Kahkashan Perween
11. Dr. K.V.P. Ramachandra Rao

***Secretariat***

- |    |                       |   |                      |
|----|-----------------------|---|----------------------|
| 1. | Shri R.S. Kambo       | - | Additional Secretary |
| 2. | Dr. Preeti Srivastava | - | Joint Secretary      |
| 3. | Shri Y.M. Kandpal     | - | Director             |
| 4. | Dr. Sagarika Dash     | - | Additional Director  |
| 5. | Shri Shangreiso Zimik | - | Under Secretary      |

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened to consider and adopt Draft Report on 'Demands for Grants (2017-18)' of the Ministry of Information and Broadcasting. Thereafter, the Chairperson gave a broad overview of the important observations/Recommendations contained in the Report.

3. The Committee, then, took up the draft Report for consideration and adoption. The Committee, thereafter, adopted the above Report with some modifications.

4. The Committee, then, authorized the Chairperson to finalize the draft Report arising out of factual verification, if any, and present the Report to the House during the current session of Parliament.

**The Committee, then, adjourned**

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