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**STANDING COMMITTEE ON
INFORMATION TECHNOLOGY
(2014-15)**

SIXTEENTH LOK SABHA

MINISTRY OF INFORMATION AND BROADCASTING

**DEMANDS FOR GRANTS
(2014-15)**

FOURTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

December, 2014/Agrahayana, 1936 (Saka)

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(2014-15)**

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MINISTRY OF INFORMATION AND BROADCASTING

DEMANDS FOR GRANTS

(2014-15)

**Presented to Lok Sabha on 22nd December, 2014
Laid in Rajya Sabha on 22nd December, 2014**



**LOK SABHA SECRETARIAT
NEW DELHI**

December, 2014/Agrahayana, 1936 (Saka)

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COMPOSITION OF THE STANDING COMMITTEE ON INFORMATION TECHNOLOGY
(2014-15)

Shri Anurag Singh Thakur - **Chairperson**

Lok Sabha

2. Shri L.K. Advani
3. Shri Prasun Banerjee
4. Dr. Sunil Baliram Gaikwad
- * 5. Dr. K.C. Patel
6. Shri Hemant Tukaram Godse
7. Dr. Anupam Hazra
8. Dr. J. Jayavardhan
9. Shri P. Karunakaran
10. Shri Virender Kashyap
11. Shri Harinder Singh Khalsa
12. Smt. Hema Malini
13. Shri Keshav Prasad Maurya
14. Ms. Mehbooba Mufti
15. Shri Paresh Rawal
16. Dr. (Smt.) Bhartiben Dhirubhai Shiyal
17. Shri Abhishek Singh
18. Shri D.K. Suresh
19. Shri Ramdas C. Tadas
20. Smt. R. Vanaroja
- **21. Vacant

Rajya Sabha

22. Shri Javed Akhtar
23. Shri Salim Ansari
24. Smt. Jaya Bachchan
25. Shri Vijay Jawaharlal Darda
26. Shri Santiuse Kujur
27. Shri Derek O'Brien
28. Dr. K.V.P. Ramachandra Rao
29. Shri Sachin Ramesh Tendulkar
30. Mahant Shambhuprasadji Tundiya
- # 31. Vacant

Secretariat

- | | |
|---------------------------|----------------------|
| 1. Shri K. Vijayakrishnan | Additional Secretary |
| 2. Shri J. M. Baisakh | Director |
| 3. Shri A.K. Garg | Additional Director |
| 4. Shri Sandip Prasad | Executive Assistant |

* Nominated to the Committee w.e.f. 11.09.2014 *vide* Shri Feroze Varun Gandhi, M.P., *vide* Bulletin Part – II w.e.f. 11.09.2014

** Shri Deepender Singh Hooda, M.P. Lok Sabha ceased to be a Member of the Committee as he has been shifted to the Committee on Energy *vide* Bulletin Part - II w.e.f. 14.11.2014.

Shri Md. Adeeb, M.P. Rajya Sabha ceased to be Member of the Committee consequent upon his retirement w.e.f. 25.11.2014.

ABBREVIATIONS

AIR	-	All India Radio
BE	-	Budget Estimate
BECIL	-	Broadcasting Engineering Consultants India Limited
CR	-	Community Radio
CRSS	-	Community Radio Support Scheme
DAS	-	Digital Addressable System
DAVP	-	Directorate of Advertising and Visual Publicity
DD	-	Doordarshan
DTH	-	Direct to Home
FTII	-	Film and Television Institute of India
GBS	-	Gross Budgetary Support
ICAR	-	Indian Council of Agricultural Research
IEC	-	Information, Communication and Education
IEBR	-	Internal and Extra Budgetary Resource
IIMC	-	Indian Institute of Mass Communication
LCOs	-	Local Cable Operators
MSO	-	Multi System Operator
RE	-	Revised Estimate
STBs	-	Set Top Boxes

INTRODUCTION

I, the Chairperson Standing Committee on Information Technology (2014-15), having been authorized by the Committee to submit the Report on their behalf, present this Fourth Report on Demands for Grants (2014-15) of the Ministry of Information and Broadcasting.

2. The Standing Committee on Information Technology (2014-15) was constituted on 31st August, 2014. 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 2014-15 which were laid on the Table of the House on 18th July, 2014. The Committee took evidence of the representatives of the Ministry of Information and Broadcasting on 30th September, 2014.

4. The Report was considered and adopted by the Committee at their sitting held on 18th December, 2014.

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, Recommendations/Observations of the Committees have been printed in bold letters in Part-II of the Report.

**New Delhi;
16 December, 2014
25 Agrahayana, 1936 (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 in catering to the entertainment needs of various age groups and focusing attention of the people, among other things, 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 the 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.

3. The Ministry of Information and Broadcasting, as per the allocation of Business Rules, have a wide mandate in respect of information, education and entertainment to be executed with functions relating to print and electronic media as also films. The following is the 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;
- Import and Export of Films;
- 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;
- 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;
- Internal relations in respect of broadcasting and news services;

4. The Ministry are assisted and supported in their activities through 13 Attached and Subordinate organizations, 06 Autonomous organizations and 02 Public Sector Undertakings. The Ministry are broadly divided into three sectors, viz.

- (i) The Broadcasting Sector;
- (ii) The Information Sector; and
- (iii) The Film Sector.

II. Implementation status of recommendations of the Committee contained in the Forty-sixth Report on Demands for Grants (2013-14) of the Ministry of Information and Broadcasting.

5. The Forty-sixth Report of the Standing Committee on Information Technology on 'Demands for Grants' of the Ministry of Information and Broadcasting was presented to Parliament on 30th April, 2013. The Forty-ninth Report on Action Taken by the Government on the recommendations/observations contained in the Forty-sixth Report on Demands for Grants (2013-14) was presented to House on 17th December, 2013. Out of the 22 recommendations made by the Committee, thirteen recommendations were accepted by the Government. Replies to four recommendations were found to be of interim nature, to which the Ministry were asked to furnish the final replies. Replies to three recommendations were not accepted by the Committee and were reiterated in their Forty-ninth Report. The Ministry of Information and Broadcasting furnished the Final Action Taken Statement on the recommendations contained in the Forty-ninth Report of the Committee which will be laid in Parliament in due course.

III. Demands for Grants for the year 2014-15

6. Demand No. 61 presented to Parliament on 18th July, 2014 by the Ministry of Information & Broadcasting has provision for expenditure of the Secretariat of the Ministry, their media units and Grants-in-aid/Budgetary support to the autonomous/statutory bodies under the administrative control of the Ministry for the financial year 2014-15. Briefly, the Demands are as under:

(Rs. in crore)

Revenue	Plan	Non-Plan	Total
Voted	976.15	2311	3287.15
Charged	--	--	--
Capital			
Voted	28.85	--	28.85
Charged	--	--	
Grand Total	1005	2311	3316

7. The overall position of the proposed outlay BE, RE and Actual Expenditure for the year 2013-14 and BE for the year 2014-15 under Plan, non-Plan segment is as under:-

Plan

(Rs. in crore)

Year	2013-14	2014-15
Proposed	2252.00	1834.14
BE	905.00	1005
RE	740	-
Actual	714.07	-

Non-Plan

(Rs. in crore)

Year	2013-14	2014-15
Proposed	2130.65	2856.09
BE	2130.65	2311
RE	2115.03	-
Actual	2112.99	-

8. From the above, it may be seen that for the Annual Plan 2014-15, an outlay of Rs. 1005 crore has been fixed which includes GBS Rs. 905 crore and Rs. 100 crore for Kisan Channel. The non-Plan allocation for the year 2014-15 stands at Rs. 2311 crore. Sector-wise proposed outlay BE, RE and Actual Expenditure for the year 2013-14 is as under:-

(Rs. in crore)			
Sector	Amount at BE stage	Amount at RE stage	Actual expenditure
Information	319.65	265.86	267.27
Film	44.5	40.58	36.79
Broadcasting	514	410	410
Lump sum for North East	26.85	23.56	0*
Total	905	740	714.07

*Expenditure related to North East is reflected in functional Heads.

9. The amount proposed, the allocations at BE, RE stage and Actual Expenditure on the Plan side during each year of the Annual Plans 2011-12, 2012-13, 2013-14 and 2014-15 are given as under:-

(Rs. in crore)					
Year	Proposed by the Ministry	Amount at BE stage	Amount at RE stage	Actual Expenditure	%age of utilization
2011-12	1718.75	861.00	786.72	762.81	96.96
2012-13	2280.30*	905.00**	676.00	611.33	90.4
2013-14	2052.00*	905.00**	740	714.07	96.49
2014-15	1834.14	1005	-	-	-

*Excluding IEBR of Rs.1000crore and Rs.200crore respectively

**Excluding IEBR

10. From the above, it may be seen that the amount allocated by the Planning Commission as compared to the amount proposed by the Ministry has been significantly less (approximately 40-50 per cent). When asked to explain the huge variations in the proposed outlay and allocations at BE and RE stage and also the reasons/justifications cited by the Planning Commission for reduction/ of funds at approval stage, the Ministry informed as under:-

“Generally, the Ministry proposes outlay for Annual Plan to the Planning Commission at a level which according to it, should be made available for all its activities. But in reality the allocation is determined by the Planning Commission,

keeping in view the total available resources for the country as a whole and Govt.'s commitment to meet demands for priority sectors”.

11. Asked as to how it impacted/affected the implementation of various schemes implemented by the Ministry, it was stated that so far as Plan formulation is concerned, each Plan is conceived as per the need of the sector, keeping in view the present and future requirements. Accordingly, assessment of resources is projected. However, once the actual resource availability is communicated, each wing adjusts its activities to the actual availability of resources. Further, in the allocation of resources, due priority is given for completion of all ongoing projects. After that, new projects are taken up, subject to the availability of resources.

12. The data indicated that the actual expenditure of the Ministry during 2013-14 at BE stage was 81.76 per cent. When the Committee enquired about the reasons for actual expenditure falling short during the above period, the Ministry stated that the reduction of Budgetary support to Annual Plan 2013-14, at BE stage, is from Rs. 905 crore to Rs. 740 crore at RE stage mainly on account of overall funds scarcity in the Government of India resource position, and proportionately low expenditure reported by this Ministry till September 2013.

13. On being asked about under-utilization of outlays during the years 2012-13 and 2013-14, the Ministry further stated as under:-

“An important reason for under-utilization of Plan fund is the delay in approval of the schemes resulting in surrender of funds. Secondly, the guidelines issued by the Ministry of Finance restricting expenditure to 33% of the BE in the last quarter and not more than 15% of the BE in the last month, scheme-wise, subject to RE ceiling, is another reason for under-utilization of the funds. Normally, the tempo of implementation of schemes is built up in the second half of the year, and at that time, financial regulations/ guidelines restrict utilization of funds.”

14. Asked as to what measures/steps were taken to effectively utilize the allocation during the year 2014-15, the Ministry informed that to effectively utilize the enhanced allocation during the year 2014-15 and to improve plan expenditure, the Ministry have taken a number of measures which *inter-alia* include, periodic review, mid-term appraisal of all major schemes and regular monitoring of expenditure and implementation. According to the Ministry, review of the progress of physical and

financial targets in respect of the schemes is being held at the meetings of the Senior Officers' (SOM) of the Ministry chaired by the Secretary (I&B). These are convened on a weekly basis. While pointing out that the outlay for the planned schemes pertaining to Prasar Bharati constitutes major chunks of the total Plan outlay, the Ministry submitted that the following specific steps have been taken to improve the planning & implementation of the schemes by the Prasar Bharati:-

- Delegation of financial power upto Rs. 300 crore to Prasar Bharati Board;
- Restoration of sanctioning power to DGs upto Rs. 20 crore; and
- Rationalizing the procurement period in Prasar Bharati.

15. About the thrust areas which will be given priority for implementation during the year 2014-15, the Committee have been informed that the Ministry attaches top priority to utilize the Gross Budgetary Support (GBS) for the year 2014-15 by implementing all the Plan schemes effectively and efficiently so that the outlay earmarked in the scheme is utilized for the defined purpose.

IV. Thrust Areas of Twelfth Five Year Plan (2012-17)

16. The Committee have been informed that the total Plan outlay sought by the Ministry for the Twelfth Plan is Rs. 21731 crore, including Rs. 5000 crore IEBR from Prasar Bharati and Plan outlay approved is Rs. 8583 crore, including IEBR of Rs. 1000 crore from the Prasar Bharati. The thrust areas identified for the Twelfth Plan period are as follows:

- Digitization of transmitters, studios and network connectivity of Prasar Bharati network, i.e. AIR and Doordarshan;
- Improving coverage of AIR and Doordarshan in the border areas;
- Expansion of FM services and Community Radio Services;
- Content development by Prasar Bharati;
- Effective dissemination of Government policies and programmes through integrated media campaigns;
- National Film Heritage Mission.
- Kisan Channel

17. Asked about the achievements of the Ministry during the first and second years of the Twelfth Five Year Plan, the Ministry stated that for continuation of on-going

schemes from XI Plan to XII Plan period, evaluation of schemes was necessary as per the Ministry of Finance guidelines. Consequently, all ongoing schemes were evaluated. The Gross Budgetary Support (GBS) for the Twelfth Plan was also communicated in September 2012 by the Planning Commission, which is a necessary component for appraisal/approval of the new schemes for the Twelfth Plan. However, the Ministry adopted an innovative approach, in consultation with the Ministry of Finance and Planning Commission, pending finalization of the Twelfth Plan outlay, to get the appraisal and approval of the on-going component of new schemes done for the first year outlay, after obtaining SFC/EFC appraisal. Accordingly, without losing time, the implementation of the schemes began well in advance in the first year. This was an improvement in the planning process during the Twelfth Plan over the Eleventh Plan. As soon as the Twelfth Plan outlay was communicated in September 2012, SFC/EFC Memos were prepared for new Plan schemes and circulated, taking into account the outlay for the entire five years for the Twelfth Plan. Out of the 20 new schemes, 12 have been approved so far, and the rest 6 are in advanced stage of appraisal and approval. Two schemes of main secretariat of Broadcasting Sector are proposed to be dropped. By adopting the above approach, the Ministry of Information & Broadcasting have been able to implement Plan schemes and incur expenditure prudently.

V. Broadcasting Sector

18. The Broadcasting Sector of the Ministry constitutes the Prasar Bharati, an autonomous corporation established under the Prasar Bharati Act, 1990 and a PSU, the Broadcasting Engineering Consultants India Limited (BECIL). The Prasar Bharati has two wings, viz. All India Radio and Doordarshan. The BE, RE and actual for 2013-14 and BE for 2014-15 for various schemes under broadcasting sector is as under:-

Schemes during 2013-14 and 2014-15				
On-going Schemes	2013-14			BE 2014-15
Broadcasting Infrastructure Network Development	BE	RE	Actuals	
<i>On-going Component / Schemes (AIR)</i>	181.00	145.44	170.09	205.00
<i>On-going Component / Schemes (DD)</i>	181.00	184.56	197.75	260.00
Sub-Total	362.00	330.00	367.84	465.00
Content Development and Dissemination				
<i>On-going Component / Schemes(AIR)</i>	55.00	33.00	24.09	15.00
<i>On-going Component / Schemes(DD)</i>	52.00	47.00	42.84	5.00
Sub-Total	107.00	80.00	66.93	20.00

Total On-going Schemes	469.00	410.00	434.77	485.00
New Schemes				
Broadcasting Infrastructure Network Development				
<i>New Component / Schemes (AIR)</i>	20.00	0.00	0.00	12.00
<i>New Component / Schemes (DD)</i>	14.00	0.00	0.00	8.00
Sub-Total	34.00	0.00	0.00	20.00
Special Projects				
(i) Auditorium (AIR)	0.50	0.00	0.00	0.01
(ii) Global Coverage for DD International	10.00	0.00	0.00	0.01
(iii) Broadcasting Museum (DD)	0.50	0.00	0.00	0.01
(iv) Kisan Channel scheme included in 2014-15	0.00	0.00	0.00	100.00
Total Special Projects	11.00	0.00	0.00	100.03
<i>On-going Component/Schemes</i>	469.00	410.00	434.77	485.00
<i>New Component/Schemes + Special projects</i>	45.00	0.00	0.00	120.03
Total	514.00	410.00	434.77	605.03
New Content Development financed by IEBR from PB				
AIR	75.00	75.00	75.00	
DD	125.00	125.00	125.00	
Sub-Total	200.00	200.00	200.00	

*As per expenditure reported by Prasar Bharati

Sl.					
No.	Name of the scheme	(2013-14)			BE (2014-15)
Broadcasting Sector					
A	Main Sectt.	BE	RE	Actual	
	Strengthening of Electric Monitoring Centre (EMMC)	12.00	17.00	11.00	20.00
	Supporting Community Radio Movement in India	9.50	2.00	1.81	13.00
	IEC Activities for promoting Digitization	5.00	0.00	0.00	0.00
	Infrastructure support cell in the Ministry- Renamed as Digitization Mission	1.00	1.00	1.00	4.00
	Capacity building of Cable TV industry personnel in Digital Wire line Broadcasting	1.00	0.01	0.00	0.00
	Automation of Broadcasting Wing	0.50	2.00	0.00	4.00
Total Main Sectt.		30.00	22.01	13.81	41.00

(i) Prasar Bharati - Budget Estimates (2014-15)

19. The Plan Outlay for Prasar Bharati for the year 2014-15 has been fixed at Rs. 805.03 crore which include Rs. 605.03crore as GBS and Rs. 200 crore as IEBR. The BE, RE and Actual Expenditure in respect of Prasar Bharati for the years 2012-13, 2013-14 and BE for the year 2014-15 are as under:

(Rs. in crore)

	2012-13	2013-14	2014-15
BE	585.00	714.00*	605.03
RE	412.52	410	-
Actual	412.50	410	-
Percentage of utilization w.r.t. RE	100	100	-

*including Rs. 200 crore IEBR

(ii) Internal and Extra Budgetary Resources (IEBR)

20. At the beginning of the Twelfth Five Year Plan, the Planning Commission/Ministry of Information & Broadcasting had assumed that IEBR support of Rs.1000 crore would be available for every year of the Plan. The net revenue then generated by Prasar Bharati was ranging from Rs.1000 to Rs.1400 crore per annum, a large part of which was required to meet the Operating and Programme expenses; thus, the IEBR support of Rs.1000 crore was not feasible. Hence the revised figure was arrived at Rs.200 crore from 2013-14.

21. When the Committee desired to know the level of self-sufficiency achieved by Prasar Bharati with GBS allocation and IEBR raised during the first and second year of the Twelfth Five Year Plan, the Committee have been informed that under the normal circumstances, the total operating cost of Prasar Bharati works out to Rs.4200 crore which is being constricted to the level of availability of resource such as Government support and internal resources of Prasar Bharati. Accordingly, the Govt. grants to be received during 2014-15 is Rs.1890 crore and the budget supplemented by IEBR of Rs.1510 crore aggregates to Rs.3400 crore. This apart, Prasar Bharati has committed to provide Rs.200 crore every year to meet the expenditure involved on the Content Development and Dissemination Plan Scheme out of its internal resources. The Revenue earned through all sources by Prasar Bharati during the last two years was in the order of Rs.1553 crore and Rs.1623 crore, respectively. This clearly illustrates the extent of self-sufficiency achieved by Prasar Bharati with the GBS allocation and IEBR raised during the first and second year of the Twelfth Five Year Plan.

22. On being enquired about the activities for which expenditure out of IEBR has been spent, the Ministry, in a note, stated that the utilization of IEBR generated by Prasar Bharati has been towards other administrative expenses, including Power

Supply Charges, Payment to Armed Guard, Office expenses, Satellite payment, Programme expenses, and expenses towards Motor vehicle and domestic travel, etc. In some cases, expenses have also been incurred towards meeting excess expenditure on implementation of Plan schemes.

23. On being asked about the gross revenue projections made and net revenue earned during the last three years, and the projections for 2014-15, the Ministry submitted as under:

(Rs. in crore)

Year	Revenue Projection	Revenue Receipts ^
2011-12	1650.00	1409.54
2012-13	1815.00	1552.90
2013-14*	1996.00	1622.84

^ The revenue receipts as shown in the above table are inclusive of service tax on Commercial receipts from Marketing Agencies.

24. At the same time, when asked about the Revenue Receipts and the expenditure incurred during the last five years, the Ministry submitted as under :-

(Rs. in crore)

Year	Revenue earned	Expenditure
2009-10	1176.26	1487.95
2010-11	1336.41	1128.13
2011-12	1409.54	1444.36
2012-13	1552.90	1350.35
2013-14*	1622.84	1541.32

*As per provisional accounts.

25. According to the Ministry, various steps are being taken up by the Prasar Bharati to increase revenue which mainly include the following:

- Adopting aggressive marketing strategy.
- Undertaking special drive to gear up recovery mechanism for realization of outstanding dues from various debtors and agencies.

- Fixing of higher targets and striving to achieve the same without resting on laurels.
- Exploring new areas of possible revenue generation and touching upon untapped areas.
- Advising Ministries / Departments to use All India Radio and Doordarshan for releasing their advertisements for bringing out Policies, Programmes and New initiatives concerning their Ministries in a most cost effective manner.

26. In a note, the Ministry have further stated:

“Prasar Bharati being a public service broadcaster, has to perform as per the mandate on broadcasting and in accordance with established norms. Its functioning cannot therefore be guided purely by commercial motives while the revenue generation is the by-product of Prasar Bharati.

Further, Section 17 of the Prasar Bharati Act provides that Government would make available financial support to Prasar Bharati for the purpose of enabling the Corporation to discharge its functions efficiently under the Act by way of equity, grant-in-aid or loan and Prasar Bharati is largely dependent on Government grants.

(iii) Human Resource

27. The Committee desired to know the existing staff strength in comparison to sanctioned strength in Prasar Bharati; the Ministry have stated that Prasar Bharati (AIR & DD) have a total sanctioned strength of 46756 out of which more than 16763 posts are vacant. If station and activities added during the functioning of Prasar Bharati are taken into account, the shortfall in manpower will cross 21,000. The details of staff position in both Directorates are given in the following table:

	AIR	DD	Total
Sanctioned Strength	26129	20627	46756
Filled up	15538	14455	29993
vacant	10591	6172	16763

28. The Committee have been informed that a number of projects/facilities have been created/operationalized without matching staff strength and as a result, some of

the facilities are not functioning to their full potential due to shortage of manpower. The following steps are stated to have been taken to fill up the vacancies:

- The Group of Ministers (GOM) on Prasar Bharati has recommended for filling up 3452 essential category of posts in consultation with the Department of Expenditure. The Department of Expenditure has approved filling up of 3067 posts.
- Recruitment through SSC: Pending establishment of PBRB, Government has approved a one-time dispensation for recruitment to some of Groups B and C posts in the categories approved by the Group of Ministers through SSC.
- PB has informed that they have granted *ad-hoc* promotions to some of the officers, in order to ameliorate the stagnation among the employees.
- Prasar Bharati has also conducted regular DPCs. Besides, they have granted *in-situ* promotions and current duty charge of the next higher post.

29. On the issue of filling up of 1150 direct recruitment posts, the Ministry, in a written note, stated:-

- On the basis of the examination conducted by Staff Selection Commission, result for group "B" & "C" posts of Engineering Assistant, Technician, Transmission Executive, Programme Executive & Production Assistant has been declared and Staff Selection Commission's selection lists have been received.
- Further pre-appointment formalities are underway.
- Out of the total of 1150 group A, B & C posts, 195 Group A posts were not processed for filling up by Prasar Bharati as these posts were to be filled up by Prasar Bharati Recruitment Board, which is in the process of setting up."

30. The Secretary, in evidence, informed the Committee that a Cabinet note for constitution of Prasar Bharati Recruitment Board has been prepared.

31. The Committee enquired if there is any uncertainty regarding status/service conditions of officers/staff in Prasar Bharati on deputation from AIR and Doordarshan. The Ministry, in a note, stated that all the posts of Prasar Bharati Secretariat are filled up by either the regular officers/ staff of All India Radio and Doordarshan or those who have joined these organizations on deputation basis. Subsequent to the enactment of the Prasar Bharati Amendment Act, 2011, that has been enforced w.e.f. 08.03.2012, the status of all the employees borne on the cadre of All India Radio and Doordarshan, including those

working from these organizations in the Prasar Bharati Secretariat, has been settled and there is no uncertainty in their status.

32. When the Committee desired to know about the number of employees working on contract basis and whether there was any proposal to regularize the services of contract employees who had already served for many years, the Ministry, in the post evidence reply, *inter-alia*, stated that as per the information furnished by Prasar Bharati, the total number of contractuales is over 14,000 which is a dynamic figure as it keeps on changing, subject to the requirement. As regards their regularization, it was submitted that there is no proposal for their regularization as they have not been engaged against any sanctioned posts and it is neither feasible nor legal. However, a provision have already been made in the recruitment regulation to enable the contract employees to compete in direct recruitment, subject to being eligible in terms of the prescribed qualification, etc. but at the same time making them eligible for age relaxation to the extent of number of years of services rendered as such casual assignee.

(iv) Review of Prasar Bharati - Sam Pitroda Committee Report

33. An Expert Committee under Shri Sam Pitroda was constituted for the purpose of reviewing the institutional framework of Prasar Bharati, including its relationship with the Government. In order to revitalize Prasar Bharati, the Sam Pitroda Committee, in its report submitted in February, 2014, 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 address 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 include 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. A summary of recommendations of the Sam Pitroda Committee are at **Annexure-I**.

34. The Committee enquired about follow up action on the Report of the Sam Pitroda Committee. The Committee have been informed that the Ministry placed the report of the said Committee on the website of the Ministry and invited suggestions from public on the recommendations contained in the Report. The Ministry reportedly received suggestions on the Report from different quarters which were under examination. Further, according to the Ministry, as the reviews/ studies/ audits recommended in the report are critical to any action to be initiated by the Government, Prasar Bharati has been requested to prepare an action plan for undertaking these reviews/ studies/ audits, etc., including creation of inventory of all immovable assets of Prasar Bharati. Prasar Bharati are stated to have undertaken certain internal assessments towards providing course of action for implementation of the broad objectives of the Sam Pitroda Committee and that it is likely to submit the course of action plan after obtaining approval of the Prasar Bharati Board.

(v) Kisan Channel

35. The Committee have been informed that the Ministry proposed a new scheme 'Kisan Channel' with an outlay of Rs. 100 crore. Due to this, the Budget Estimate for 2014-15 has been increased by 11.05 per cent over the last year's Budget Estimate (2013-14). On being asked about the status of the scheme and by what time the proposed channel is likely to be launched, the Ministry, in a written note, stated as under:-

"Empowered Finance Committee Memo pertaining to the launch of Kisan Channel is under finalization for circulation to appraisal agencies. The process is on for content identification. Two consultation meets with stakeholders have been organized, on 1st August under the chairmanship of Hon'ble Minister (Ministry of I&B), and on 12th Sept, 2014 in Bhopal chaired by Ministry of Public Relation, Govt. of Madhya Pradesh.

The Channel is to be launched by end of this financial year 2014-15. Several steps have already been taken to identify studio, manpower and procure video material for the Channel on war footing basis which would ensure adherence of stipulated timeline."

36. On the above issue during oral evidence, the Committee desired to know as to how the Ministry/Prasar Bharati plan to provide sufficient funds for smoothly running the channel, concerned revenue model, etc. The Ministry, in a post-evidence note, have

stated that DD Kisan is a free-to-air Satellite Channel under Central Sector Scheme to be supported financially by the Government. An amount of Rs.100 crore has been allocated in the Budget for 2014-15 for the Kisan Channel. For the remaining period in the current Five Year Plan (2015-16 and 2016-17), sufficient projections will be made in the budget of the concerned years as per the approved year-wise phasing of expenditure of the scheme. While the channel will mount content of relevance to the farmers both in terms of day-to-day tips and information and that of short-term and long-term requirement, it is also proposed that programming of the channel will be of such quality that it will be able to garner advertisements' support, so that commercial revenue can be ploughed back into the channel.

(vi) Launching of Arun Prabha Channel

37. The Committee have been informed that in the Budget of 2014-15, Government have announced launching of a new 24x7 channel for North East called 'Arun Prabha'. Prasar Bharati has made a projection of Rs. 24 crore under Capital Plan and Rs. 22 crore under Revenue Plan (for programme production) for launching the channel.

38. Regarding progress made so far in launching the channel, the Committee have been informed that the Empowered Finance Committee Memo for starting two additional 24 x 7 hrs satellite channels for North East Region designated as DD – "Arun Prabha" (Itanagar) and DD – "Ma-Mi-Na" (Aizawl) in addition to the existing one NE channel is under finalization for circulation to appraisal agencies.

39. To a query as to what steps have been taken by the Ministry/Prasar Bharati to promote the channel using various State languages for each State in the NE Region, the Ministry, in a note, stated that it has been recognized by Prasar Bharati that the present single 24X7 North-East channel is inadequate to meet the aspirations and needs of the vast North-Eastern part of the country, comprising all 8 States and multiple languages and dialects. Accordingly, it has been proposed by Prasar Bharati that as the first step, the existing North East channel be trifurcated by launching two additional 24X7 channels. Thus, the proposed Arun Prabha Channel will cater to the States of Arunachal Pradesh and Sikkim, the second channel will cater to the States of Nagaland,

Mizoram and Manipur and the third to Assam and Meghalaya. Thus, each State would now find adequate platform for programming in its languages/dialects and reflect its culture, tradition and other unique dimensions.

(vii) Modernization of AIR and Doordarshan

40. The Committee enquired about modernization plans of the two constituents of Prasar Bharati, viz. All India Radio (AIR) and Doordarshan (DD), and the major milestones and timelines for achievement of the same. In response, the Ministry, in a note, stated that Rs. 2252 crore has been allocated by Government of India for Modernization /expansion of AIR infrastructure in XII Plan - Rs. 1020 crore for the new scheme and Rs. 1232 crore for the continuing scheme of X/XI Plan. Government had allocated Rs. 1618 crore for the same in XI Plan. Rs. 403 crore was the expenditure during the XI Plan. Spill over schemes of X/XI Plan to be continued in XII Plan have been approved at a capital cost of Rs.1213.86 crore. According to the Ministry, major achievements in this direction are as follows:

- 4 schemes of X Plan namely - J&K Special Package phase –II, Expansion of MW Services, Digitalization of Production Facilities and AIR's part of the scheme Accommodation for Staff, Staff quarter at Delhi/Mumbai have been completed .
- Replacement of 1000 kW MW DRM Transmitter at Rajkot & Chinsurah (W.B.), 20 kW MW DRM transmitters at 6 places, 200 kW MW DRM Transmitter at Delhi have been commissioned.
- 500 kW SW Transmitters at Bengaluru has been commissioned.
- Creation of permanent studios at 4 places have been completed.
- Automation of Studio at 48 centers has been done by installing High end server and automation software.
- Automation of 44 Regional News unit and creation of 7 New regional News units have been done.
- State of art archival facility has been created at 5 major AIR centers for refurbishing and digitalization of archival material.
- 20 kW FM Tr at 6 locations have been commissioned
- 100 watt FM transmitters at 91 locations under NESF have been installed and commissioned at 44 places. Another 100 watt FM transmitters at 104 locations approved in XI Plan have been installed and commissioned.

- 10 kW FM Tr at 42 locations have been Commissioned.
- 1 kW FM transmitters at 12 places have been commissioned and 1 kW FM transmitters at 15 places are ready for commissioning. O&M staff are required.
- 10 kW MW DRM mobile Transmitters have been received and placed at strategic locations.
- Augmentation of DTH services has been completed.”

41. The status of digitization plan of AIR and Doordarshan network is as follows:

AIR

- **Digitization of MW Transmitters:-** Out of total 145 MW transmitters, approval for digitization of 72 transmitters has been accorded in 10th & 11th Plan. Another 16 MW transmitters are being replaced by FM transmitters. Remaining MW transmitters could not be proposed for digitization. 9 MW transmitters have been digitized and implementation is in progress for digitization of 26 Nos. of MW Transmitters. This will be completed by Sept. 2015. The scheme of digitization of 50 kW MW transmitter at Mumbai and conversion of 36 Nos. of DRM compatible MW Transmitters have been deferred till the availability of cheap digital receiver in the market.
- **Digitization of SW Transmitters:-** out of 48 Nos SW Transmitter, 2 Transmitters have been digitized. Digitization of 2 Nos. are under implementation. This will be completed by Sept. 2015. Other scheme of digitization of 2 Nos. of SW transmitters has been deferred till the availability of cheap digital receivers in the market.
- **Digitization of studio:-** Partial digitization has been completed in 48 studios. Digitalization of 127 studios are under implementation. It will be completed by 2016.
- **Digitization of Connectivity:-** Digitization of 127 Numbers of studio transmitter Links are under implementation. It will be completed by Sept. 2015.

For Complete Digitization of AIR Network and 100% coverage by FM signal, a Grand Plan at a cost of Rs. 6200 crore was submitted to Planning Commission in 2009 as to achieve the target of Digitization by 2017 as set by Sub Group of working committee on “Going Digital”. Only Rs. 934.20 crore was provided to AIR during XI Plan. AIR requested Rs. 4179 crore for complete digitization of its existing Network and 100% FM coverage by population in the XII Plan. Fund could not be made available in this Five year Plan. Therefore, Complete Digitization Plan of its Network has to be shifted further. Digitization of MW/SW Tr. and 100% coverage by Digital compatible FM Transmitters can be achieved by Dec, 2018.

Modernization of Doordarshan (DD)

Modernization of Doordarshan Network is a continuous process and schemes in this regard are formulated and implemented from time to time. At present, the following schemes are under implementation.

1. Digitization of Transmitters and Studios in Doordarshan Network
2. High Definition Television (HDTV)
3. Modernization, Augmentation and Replacement of Transmitter and Studio equipment
4. Modernization, Augmentation and Replacement of Satellite Broadcast equipment
5. DTH Service

42. The Committee have been informed that Doordarshan is currently operating 32 Satellite channels. Transmission of all the existing 32 Satellite channels of Doordarshan is presently in digital mode. Doordarshan's DTH service, "Free Dish" is also in digital mode. Studio Centres' Status of digitization of Satellite Channels, DTH, Studios & Transmitters in Doordarshan is given below:

There are at present 67 Studio centers in Doordarshan network. Out of these, 23 Studio centres are fully digital, 31 Studio centres are partially digital and 13 Studio centres are analog. As part of 11th Plan, projects of full digitization of 39 Studio centers are under implementation. All equipment except Camera chains have been procured and installed. Digitization of 39 Studio centres are expected to be completed in 2015. At one location, fully digital permanent Studio setup at Dehradun is under implementation and is expected to be completed by end of 2014-15. The remaining four Studio centres were proposed to be digitized in 12th Plan. However, due to drastic reduction in the outlay these projects have been dropped.

43. The BE, RE and Actual expenditure in the year 2013-14 of Doordarshan and AIR are shown below:

Doordarshan:

(Rupees in crore)

Head	Amount
BE	257.50
RE	231.56

Actual Expenditure	240.59
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All India Radio:**(Rupees in crore)**

Head	Amount
BE	256.50
RE	178.44
Actual Expenditure	194.18

44. Regarding full utilization of funds for both Doordarshan and AIR during the current fiscal, the Ministry, in a note, stated:

Prasar Bharati has informed that in the Annual Plan 2014-15, AIR has been allocated Rs. 217.01 crore in Grants for Creation of Capital Assets and Rs.15 crore in Grant-in-aid-General for Content Development and Dissemination scheme. They have analyzed the requirement of funds in consultation with their project implementation wings. Accordingly, Prasar Bharati has informed that AIR would be able to utilize the funds fully.

In case of Doordarshan, Prasar Bharati has informed that monitoring mechanism has been strengthened considerably. During 2014-15 the allocated amount at BE stage of Rs. 268.02 crore (except allocation for Kisan channel) is likely to be utilized under Capital component of Doordarshan. The expenditure incurred under Capital component of Doordarshan up to July 2014 is Rs.71.12 Crore.

Ministry have also exhorted Prasar Bharati to take steps to maintain adequate pace of expenditure so as to avoid any reductions at RE stage and resultant savings.

(viii) Digitisation of Cable TV Networks

45. The Committee, in their Forty-sixth Report on Demands for Grants (2013-14), observed that to usher in a new era in broadcasting, the Government have completed the first phase of digitization and the Digital Addressable System (DAS) has come into effect in three metro cities, viz. Delhi, Mumbai and Kolkata and Phase II of digitisation in 38 cities across the country is in progress. In this regard, on being asked about the experience of the Ministry with regard to digitization held so far, the Ministry stated that Phase I of digitization was completed by 31st October, 2012. Out of the four metro cities

planned to be digital, digitization has been near total in Delhi, Mumbai and Kolkata. Chennai is yet to undergo the digital transition due to several pending Court cases. Phase II was concluded by 31st March, 2013 in 38 cities spanning 14 States and one Union Territory. Out of the above 38 cities, switch over is complete in 36 cities while in 2 cities (Coimbatore and Srinagar) the work is in progress.

46. The major difficulties experienced in the implementation of digitization in the initial stages related to strong opposition from some cable operators' associations, non-acceptance of revenue sharing arrangements, delay in filling of Consumer Application Forms (CAF), garnering support from State Governments, etc.

47. The Committee have been informed that the total number of TV households in India are 117 million as per the 2011 Census, and the total requirement of STBs/DTHs is 14 crore out of which 3 crore have already been covered and the balance 11 crore to be covered in Phase III and IV.

(a) Set Top Boxes (STBs)

48. In the above backdrop, when the Committee desired to know how many Set Top Boxes (STBs) have so far been provided in the country and what steps are being taken to augment the manufacturing capacity, the Ministry stated that over 3.4 crore STBs have been installed so far with the breakup of 1.2 crore in Phase -I cities and about 2.2 crore in Phase – II cities. Requirement of STBs for Phase III & IV is about 11 crore.

49. Regarding the promotion of Indian Hardware Industry and indigenous production of STBs, the Ministry stated that for Phase I & II, the indigenous STB manufacturers supplied about 15% of total requirements of various MSOs. Balance requirement of STBs was met by import from various countries. On being asked the status of indigenous manufacturing of STBs, the Ministry, in a post-evidence note, stated:-

“From the very inception of digitisation, Ministry have been encouraging indigenous domestic manufacturing of STBs to MSOs. In the Task Force constituted for implementation of both phase I & II, a representative of Consumer Electronics and appliances Manufacturing Association (CEAMA) has been made as a member of the Task Force. Ministry have had several meetings with representatives of CEAMA to know the reasons for their failure to meet the growing demand of STBs in the country in the wake of digitisation.

The Association had informed that domestic manufacturers have an installed capacity of 5 crore units per year and it can be scaled up to meet complete demand but they were unable to match the price of imported STBs mainly because local STB manufacturers are required to pay VAT at the rate of 12.5 to 14% depending upon the State of operation. On imported STBs there is no VAT but a special Additional Duty at the rate of 4%. This disparity resulted in increasing the cost of locally manufactured STBs by about Rs. 50 to Rs. 60. To address the issue Govt. had increased import duty on STBs from 5% to 10% but still indigenously manufactured STBs could not compete in price with imported STBs.

To give impetus to domestic manufacturing of STBs and to create level playing field further for the indigenous STB manufacturers, Secretary (I&B) had requested the Secretary Ministry of micro, small and medium enterprises (MSME) to take up this issue with representatives of CEAMA, DoT and Deity.

Apart from the various financial incentives which are available for investments in electronics manufacturing, the following specific measures have been taken for promoting domestic manufacturing of STBs:

- i. A Basic Customs Duty of 10% has been put on imported STBs w.e.f. 01.03.2013.
- ii. On 13.08.2014, the STBs have been declared as goods for use in the 'Telecommunications Network' under Section 8(3)(b) of Central Sales Tax Act, 1956. This has addressed the issue of inverted duty of nearly 12% faced by domestic manufacturing over imported counterparts.
- iii. Export incentive of 5% has been provided for export of STBs under Foreign Trade Policy vide DGFT's Public Notice No. 51(RE2012)/2009-14 dated 5th March 2013.
- iv. To curb inflow of sub-standard STBs, especially from China, mandatory compliance to notify standards has been provided w.e.f. Jan 2014.
- v. Conditional Access System (CAS) forms integral part of the STB manufacturing. The CAS is dominated by a few global companies. DeitY has contracted a domestic company 'By Design' to develop CAS vide its order dated 24.07.2014. The domestically produced CAS would be made available to domestic vendors @ USD 0.5 as against current value of nearly USD 2 or more per STB.

To give time to the indigenous manufacturers of STBs, the cut-off dates for Phase III has been extended from 30th Sept 2014 to 31st Dec 2015 and that of Phase IV from 31st Dec 2014 to 31st Dec 2016. It is expected that domestic manufacturers would be able to utilize this opportunity to make it an India success story."

50. To a query from the Committee regarding steps taken to encourage production of indigenous manufacturing of STBs, the Secretary, in evidence, deposed:-

“At present 8 companies are making them. We do not foresee any difficulty in the procurement of STBs. We do not give any licence and do not intervene in any way in the manufacture of STBs. But we do have an interface with the Department of Electronics and IT, Small and Medium Enterprises and Ministry of Finance. We took the leadership role in which we initiated an exercise for discussion with these Ministries to ensure that the indigenisation of STBs commences in India. Earlier, as the Hon. Chairman rightly pointed out, 65 to 70 per cent of the parts were coming from China, Taiwan, Korea, etc. We thought that we should have an opportunity. It has immense potential for the local population and young generation to get employment in this area.”

51. On the issue of taking measures to protect the interest of small cable operators on account of digitization, the Ministry, in a written note, stated that all efforts have been made to protect the interests of small cable operators. Cable operator representatives have been involved in the Task Force by the Ministry for steering digitisation in both the 1st and 2nd phases. They have also been represented on the Task Force constituted for the 3rd phase. Apart from the Task Force, meetings are also being held with LOCs/ LCO Associations even at the level of Minister to listen to and sort out the grievances of LCOs. Many LCOs who wanted to become MSOs have been given registrations by the Ministry through a transparent process. This has certainly helped many small cable operators to come up in their career.

(b) Interoperability of Set Top Boxes

52. The Committee have been informed that the issue of interoperability was examined by TRAI before submitting recommendation dated 5th Aug 2010 for implementation of DAS. Instead of technical interoperability, TRAI had recommended financial interoperability of STBs. Regulations notified by TRAI provide an exit option for a subscriber in case the subscriber wishes to change the operator/ platform for any reason.

53. Elaborating further, the Secretary, Ministry of Information and Broadcasting, in evidence, stated as under:-

“As far as the problem of interoperability of STBs is concerned, this has already been discussed at the level of TRAI. They have had consultation and had discussions with all the technical experts as well as other manufacturers and they said that interoperability may not be commercially viable. That is why, this issue has not been taken up further but I am sure that with digitisation and evolution of technology, we should be able to find some solution in the near future.”

54. The Ministry's attention was drawn to the media reports which quoted the Ministry of Communications and Information Technology stating that the interoperability of STBs is a viable option. The Ministry of Information and Broadcasting, in a post-evidence note, stated that technical interoperability was found to be expensive by TRAI. Therefore, it had recommended financial interoperability of STBs. According to the Ministry, DeitY has issued an RFP for the development of an indigenous CAS to make the interoperability of STBs possible. Indian CAS is expected to be ready in about a year's time.

(ix) Community Radio (CRS) Movement in India Scheme

55. The Ministry have introduced a new scheme namely “Supporting Community Radio Movement in India’ in the Twelfth Plan for providing financial support to the Community Radio Stations under the component “Community Radio Support Scheme” (CRSS). The size of the scheme is Rs. 100 crore. Out of it, Rs. 90 crore has been allocated for 5 years to provide financial support to CRS Stations with resources, capacity and technology. Every year, at least 100 new CRS and 30 existing CRS will be supported.

56. The BE, RE and Actual expenditure and the physical and financial targets under the scheme are as under:-

Allocation (Rs. In crore)		Actual Expenditure (Rs. In crore)
BE	RE	
9.50	2.0	1.75

Physical Targets Set	Targets Achieved
<p>i) Organise 8 awareness workshops.</p> <p>ii) Set up Programme Management Unit to implement various activities under the scheme.</p> <p>iii) Organise Fourth National CR Sammelan.</p> <p>iv) Publish 4th Edition of CRS Compendium.</p> <p>v) Present National CR Awards</p> <p>vi) Invite applications for financial assistance to operational Community Radio Stations/Permission Holders were invited in March 2014.</p> <p>vii) Start Peer Review of operational CRS.</p>	<p>i) 9 awareness workshops were organised during the year 2013-14 at Faridabad (Haryana), Patna, Bhubaneswar, Bangalore, Kochi, Jaipur, Jamshedpur, Darjeeling and Deharadun.</p> <p>In addition one workshop was also organised on "Community Radio & Digital Media" at New Delhi.</p> <p>ii) Programme Management Unit was set up to implement various activities under the scheme. PMU started functioning in December 2013.</p> <p>iii) Fourth National CR Sammelan was organised in February 2013 at Vigyan Bhawan, New Delhi.</p> <p>iv) 4th Edition of CRS Compendium was released.</p> <p>v) National CR Awards were presented.</p> <p>vi) Applications for providing financial assistance to operational Community Radio Stations/Permission Holders were invited in March 2014.</p> <p>i) The pilot phase of Peer Review was launched in January 2014, in which 30 community radio stations participated voluntarily.</p>

57. On being asked as to what is the total number of applications which are pending for grant of license, the Ministry stated that out of 398 permissions issued so far, 205 Grant of Permission Agreements (GOPA) have been signed. As on date 289 applications are under consideration for grant of permission at various stages.

58. Asked to give broad reasons for such a large pendency of application for Community Radio Stations and the steps taken to streamline the process, the Ministry, in a post-evidence note, stated:-

“Grant of permission to set up community radio stations is a continuous process. Eligible organisations can apply at any time. Permission is granted subject to fulfillment of eligibility criteria, as laid down in the guidelines as receipt of mandatory clearances from Ministry of Home Affairs, Ministry of Defence, WPC Wing of Ministry of Communication and IT, Ministry of Human Resource Development and ICAR.

The process of getting various inter-Ministerial clearances is time consuming. To expedite the clearances and avoid communication gaps, monthly co-ordination meetings are held with the concerned Ministries. So far, 45 coordination meetings have been held. Also, the clearances are being obtained parallel.

Stations which are in pipeline have already been issued permission by Ministry of Information & Broadcasting. They are in the process of setting up their infrastructure and getting frequency allocation from WPC Wing to start broadcasting.”

59. On being asked about the status of the scheme for the year 2014-15, the Ministry stated that during 2014-15 an expenditure of Rs. 3.5 crore has already been incurred/booked. 8 awareness workshops have been scheduled during the year in various parts of the country. Two regional Sammelans of operational stations have already been organized at Puducherry and Lucknow. Peer review of operational stations is in progress. First phase of peer review is already over in which 30 stations participated. Second phase of peer review is in progress in which 38 stations are participating. 5th National Sammelan will be organized in Feb. 2015, during which National CR Awards will be presented and 5th edition of CR Compendium will be published. In-principle approvals for financial assistance have been issued to 20 community radio stations. The total grant to these stations will be about Rs. 1.0 crore. About 70 more applications are under consideration for financial assistance. These are pending because of want of requisite documents from applicants. Applications have also been invited for innovation grants to promote innovations in the sector. About 60 applications have been received, which are being examined. Proposals were also invited to engage a consulting agency to conduct a study about effectiveness of community radio stations in India. The study will commence in December 2014. The scheme will support both existing and new CRS. Ministry of I & B have already issued 398 permissions to set up CRS. Out of them, 176 have started broadcasting. Grant of

permission to set up CRS is a continuous process. New applications are being received throughout the year. About 75 new permissions will be added every year. Hence, there will be sufficient permission holders to support 100 stations every year.

VI. Information Sector

60. The proposed outlay, BE, RE and actual expenditure for each scheme under Information Sector for the year 2013-14 is as under:-

Sl. No.	Name of the Scheme/ Sub-Scheme	(Rupees in crore)		
		2013-14		
		BE	RE	Actual Exp.
1.	Media Infrastructure Development Programme (MIDP)			
1.1	Opening up of New Regional Centres of IIMC	200	70	70
1.2	Modernization of PIB	400	150	139
1.3	Kendriya Soochna Sadan in States	80	1	0
1.4	Revitalization, upgradation and modernization of Publication Division and Employment News	100	289	141
1.5	Revamping & Restructuring of DAVP	200	850	338
1.6	National Centre of Photography and Special Drive for North Eastern States	40	45	40
1.7	Strengthening of RNI Headquarters	30	30	23
	Total	1050	1435	751
2.	Development Communication & Information Communication (DCID)			
2.1	People's Empowerment through Development Communication (Conception & Dissemination) [DAVP]	18500	18900	18880
2.2	Media Outreach Programme and Publicity for Special Events [PIB]	1000	850	858
2.3	Direct Contact Programme [DFP]	800	190	107

2.4	Live Arts and Culture [S&DD]	800	650	641
2.5	Social Media Platform	0	200	191
	Total	21100	20790	20677
3.	Human Resource Development (HRD) Scheme			
3.1	Training in the HRD in the Ministry of I&B excluding Prasar Bharati.	150	90	84
3.2	International Media Programme	30	30	3
3.3	Policy related Studies, Seminars, Evaluation, etc. [<i>being implemented by Economic Wing of the Ministry</i>]	80	40	29
3.4	HRD of Film Media Units [<i>being implemented by Films Wing of the Ministry</i>]	100	100	100
3.5	Payment for Professional Services	40	60	51
	Total	400	320	267
	Ongoing Schemes			
4.	Upgradation of IIMC to International Standards	500	300	300
5.	Construction of Soochna Bhawan	400	640	630
6.	National Press Centre	50	210	210

The Budget allocation for 2014-15 is Rs. 247.82 crore as against the projection of Rs. 288.57 crore.

(i) Indian Institute of Mass Communication (IIMC)

61. The Indian Institute of Mass Communication (IIMC) is an autonomous organization under the Ministry of Information and Broadcasting and a centre of excellence in the field of communication training and research which was set up on 17 August, 1965 in response to a need to evolve a methodology for effective use of communication resources as part of the country's overall development strategy.

62. The Plan scheme for opening up of new Regional Centres of IIMC was included in the Twelfth Plan and approved for an amount of Rs. 94.20 crore out of which the Government grant support is Rs. 90.00 crore. Proposals under the scheme include construction of permanent campuses for the four new Regional Centres of IIMC at Amrawati, Jammu, Kottayam and Aizawl and the land at Aizawl has already been handed over to IIMC free of cost.

63. The allocation (BE) for IIMC for the year 2013-14 is Rs. 7 crore. The proposed, BE, RE and Actual Expenditure under the Scheme is as under:

IIMC	(Rs. in crore)		
	2012-13	2013-14	2014-15
Proposed outlay	16	15	
BE	11	6.8	21.5
RE	4.70	3.55	
Actual	4.70	3.70	
Percentage of expenditure w.r.t. RE	100		

64. On being asked the reasons for increase in BE for the year 2014-15 as compared to 2013-14, the Ministry stated as under:-

“BE has been increased for the year 2014-15 with an intention that since the DPR as well as structural designs/drawings details of external services, bill of quantities for construction of permanent infrastructure, etc. for Aizawl Centre was ready it was proposed to hand over the construction work at Aizawl as well as the area development and construction of additional buildings at IIMC New Delhi (HQ) to CPWD, once the final clearance from DDA/DUAC is received, funds can be placed at the disposal of CPWD to execute the work as deposit works for which IIMC has proposed to enter into a MOU with CPWD shortly.”

65. Regarding the status of the four Regional Centres of IIMC, the Ministry, in a post-evidence note, submitted that the new four Regional Centres of IIMC are already operational from temporary premises. The Regional Centres at Aizawl (Mizoram) and Amravati (Maharashtra) became operational from August 2011 whereas the Centres at Kottayam (Kerala) and Jammu (J&K) became operational from August 2012. As

regards the construction of permanent campuses of the Regional Centres of IIMC, pre-investment activities have already been completed for the Aizawl Centre whereas the same have been started for Kottayam Centre. IIMC has signed a Memorandum of Understanding (MoU) with the Central Public Works Department (CPWD) for construction of the permanent Campus of Aizawl. Regarding Kottayam Centre, a similar MoU is proposed to be signed with CPWD. As regards the other two Centres, pre-investment activities for construction of the permanent campuses will be started once the identified land is transferred to IIMC, free of cost, by the respective State Governments.

66. Asked to explain the progress with regard to up-gradation of courses in the Indian Institute of Mass Communication (IIMC), i.e. transition from diploma to degree courses in IIMC, the Ministry informed as under:-

“This Ministry are in process to declare IIMC as “An Institution of National Importance” through an Act of the Parliament. Once the Act is passed, IIMC would be able to start Two-year PG Degree courses in related field.”

67. On being asked the status of the proposed Bill, the Ministry, in a post-evidence note, submitted that comments of the concerned Ministries/Departments have been obtained on the draft Note for the Cabinet circulated on 5th August, 2014. After incorporating the comments/observations of these Ministries/Departments in the draft Note for the Cabinet, the same is being forwarded to the Department of Legal Affairs for their examination from the legal and constitutional angles. A copy of the same is also being forwarded to the Legislative Department for necessary action. Thereafter, the concerned file would be referred to the Legislative Department for taking necessary action for finalisation of the Bill and subsequently, approval of the Cabinet will be sought for introduction of the Bill in the Parliament. The Bill is likely to be finalised by the Legislative Department and thereafter the same will be introduced in the Parliament at the earliest possible, after obtaining the approval of the Cabinet on the same.

68. To a specific query as to how is it justified to empower IIMC to grant degrees through an Act of Parliament even though its courses are not updated as per UGC norms, the Ministry, in a post-evidence note, stated as under:-

“Any institution set up through an Act of Parliament is empowered to grant Degrees, Diplomas and Honorary Degrees. Once the Act of Parliament is passed

and IIMC is empowered to grant degrees, its Academic Council (Senate) shall have the authority to create and design new courses as well as to review the syllabi of existing courses. It may be mentioned here that the senior faculty of IIMC is, in fact, involved in several Central and State Universities as expert members of their Academic and Governing Councils, Boards of Studies, Syllabus Committees, etc. and are actively involved in designing new Graduate and Post-Graduate courses and syllabi for the same.”

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

69. The DAVP, established in 1955, is the nodal multimedia advertising agency of the Government of India. The proposed allocation, BE, RE and Actual Expenditure in respect of DAVP is as under:-

	(Rs in Crore)		
	2012-13	2013-14	2014-15
Proposed outlay	115.00	165.00	200.00
BE	110.00	185.00	174.00
RE	105.00	189.00	
Actual	90.41*	188.80	
Percentage of expenditure wrt. RE	85.35		

70. The Committee have been informed that there has been an increase in RE (2013-14) and proposed outlay (2014-15) since the specific targets to be achieved by the People’s Empowerment through Development Communication and Information Dissemination programme were revised.

71. As per the Annual Report 2013-14, during the period from 1.4.2013 to 31.3.2014, 1464 display advertisements were issued by DAVP to 6539 newspapers and amount committed for the ads is Rs. 393.56 crore and 15300 classified displays issued to 976 newspapers and amount committed for the Ads is Rs. 122.73 crore. In this regard, on being asked about the Non-Paying Departments and the total amount outstanding as on date from various Ministries/Departments, the Ministry stated as under:-

- i. Cabinet Sectt.
- ii. Prime Minister’s Office
- iii. Central Vigilance Commission
- iv. Department of Official Language
- v. Lok Sabha Sectt.
- vi. M/o I&B and its media units, excluding Prasar Bharati
- vii. Planning Commission
- viii. Rajya Sabha Sectt.

- ix. President Sectt.
- x. UPSC & SSC (only for Publication of Advertisement in the Employment News paper/websites).

The payment for advertisement of non- paying department is made by DAVP from its own Budget under the publicity head. The total amount outstanding under Display & Classified advertisements for the year 2013-14 is Rs 35.75 crore.

72. The Committee have been informed that the billing process in DAVP is online and the agency has to merely fill the online application available in login area for the purpose. Various stages like receipt of Bills, processing of them and their final payment, are all online in DAVP. It has also provided unique user-Ids to newspapers and other agencies to directly log-in and see all the communications sent by DAVP. This has removed the human interface and made the process transparent as well as efficient.

73. Elaborating further, the Ministry, in a post- evidence note, have stated that DAVP insists on making funds available before the issue of advertisements. DAVP Officer-Incharge of each Ministry keeps interacting with officers concerned regarding clearance of outstanding amount. DAVP has made available to each Ministry/Client the fund status of that Ministry on the website of DAVP. The data provides the information about the advertisements issued by them, the amount committed, payment received, bills pending and the total amount outstanding or balance in their account. DAVP is regularly writing to these Ministries for clearing the dues and it is being followed by the concerned Campaign Directors interacting with the officers concerned in the client Ministries. According to the Ministry, recently in a meeting of Committee of Secretaries held on 17.7.2014, it was decided in principle that at least 35% of the cost of Campaign must be provided to DAVP in advance.

VII. Film Sector

74. The proposed outlay, BE, RE and actual expenditure in respect of Film Sector for the year 2013-14 and the proposed Outlay and BE for the year 2014-15 is as under:-

Plan**(Rs in Crore)**

	2013-14	2014-15
Proposed Outlay	222.22	165.95
BE	126.00	111.15
RE	71.04	-
Actual	61.84	-

(i) Global Film School

75. On the Scheme on Global Film School, the Ministry in their Action Taken Notes on Demands for Grants (2013-14) had mentioned that the proposal to upgrade the Film and Television Institute of India (FTII) has been included in the 12th Plan Scheme “Infrastructure Development Programme Relating to Film Sector”. The total allocation for upgradation of FTII is Rs. 80 crore during the 12th Plan. After obtaining in-principle approval of the Planning Commission, the Scheme has been appraised by the Expenditure Finance Committee on 05.04.2013. The proposal has now been submitted for the approval of the competent Financial Authority. The Scheme would be implemented immediately on receipt of approval from the Competent Authority.

76. When asked about the progress made since then with regard to the scheme in 2013-14, the Ministry informed that in the consolidated budget announcements 2014-15, it is proposed to declare the Film & Television Institute of India, Pune, and the Satyajit Ray Film & Television Institute, Kolkata as institutions of national importance through introduction of a Bill in the Parliament. The proposal to upgrade the Film & Television Institute of India (FTII) has been included in the 12th Plan Scheme “Infrastructure Development Programme Relating to Film Sector”. The Plan scheme has been approved by the competent financial authority in June, 2013. The total allocation for upgradation of FTII is Rs. 80 crore during the 12th Plan. An allocation of Rs. 15 crore was made during the year 2013-14. For FY 2014-15, Rs. 25 crore has been allocated. FTII is implementing the scheme.

77. On the current status of the proposal, the Ministry further informed that the Cabinet proposal for introduction of the National Institute of Film, Television and Allied Studies Bill, 2014 is under process. After obtaining the comments of the Ministry of Finance, Directorate of Personnel & Training and Ministry of Human Resources & Development, the draft Bill was vetted and approved by the Ministry of Law. The Cabinet Note was approved by the Hon'ble Minister of State for I & B for submission to the Cabinet for its consideration. The Cabinet Note will be placed before the Hon'ble Minister of Information & Broadcasting for approval before being sent to Cabinet Sectt. for consideration by the Cabinet. After approval by the Cabinet, the proposal will be placed before the Parliament.

(ii) Sanctioning of Cinematograph films for exhibition

78. The Committee note that during the last 62 years, the Cinematograph Act, 1952 has been amended seven times. Some major amendments were made in the Act in 1981 whereby the number of members of the Board was increased, new categories of certification namely 'UA' and 'S' were introduced, an independent Appellate Tribunal was created, offences for violations under the Act were made cognizable and enhanced punishments/fines were provided. The Cinematograph (Amendment) Bill, 1992 was introduced in August, 1992 in the Rajya Sabha to further amend some of the provisions of the Act to provide for increase in the number of the Members, enhancement of punishment and authorizing the regional officers of the Board to conduct search and seizure. This Bill was referred to the Standing Committee on Communications. The Bill was later on withdrawn.

79. The Committee have further been informed that 'Sanctioning of cinematograph films for exhibition' has been included in Entry 60 of the Union List (List I) of the Seventh Schedule of the Constitution of India. However, 'Cinemas subject to the provisions of Entry of 60 of List I' is included in Entry 33 of the State List (List II). Therefore, as per the Constitutional provisions the Union Government is empowered to legislate in matters pertaining to sanctioning (also called certification) of films for exhibition in India and the State Legislatures are empowered to make laws to regulate the licensing and other related matters pertaining to exhibition of Cinema. In respect of Union territories, the power to make laws to regulate exhibitions also vests with the Parliament. In

exercise of its power, the Parliament has enacted the Cinematograph Act, 1952 (37 of 1952).

80. When the Committee enquired about the current status of the Bill, the Ministry in a note stated that the present Cinematograph Act was enacted in the year 1952. Meanwhile, there have been many changes in the field of cinema with the proliferation of TV channels, Cable network throughout the country, advent of new digital technology, dwindling numbers of people visiting cinema theatres, increase in piracy and copyright violation, etc., making it necessary to have a comprehensive review of the Cinematograph Act. It was felt that the Cinematograph Act, 1952, which is almost six decade old, requires overhauling and as such it would be useful to replace the existing Act with a new legislation. An Expert Committee under the Chairmanship of Justice Mukul Mudgal was constituted in 2013 to examine the issues of certification under the Cinematograph Act, 1952. The Committee submitted its report on 28.9.2013 and the recommendations of the Committee were examined in consultation with concerned stakeholders. Many of the recommendations suggested by the Mudgal Committee have been taken into account while drafting the new Cinematograph Bill, 2014. The Draft Cabinet Note on introduction of the Bill would be circulated amongst concerned Ministries for seeking their comments on the Bill prior to introduction in the Parliament.

81. The Secretary, in evidence, submitted that the Cinematography Bill is under revision and the Justice Mudgal Committee had already submitted its Report and this report has been put on the website and the Ministry have received very good suggestions from eminent personalities. Those suggestions have been incorporated and the Ministry are going to put up a Cabinet note very shortly in this regard.

PART – II**Observations/ Recommendations****Demands for Grants for 2014-15**

1. The Committee note that as per Demand No. 61 in respect of the Ministry of Information and Broadcasting, the Budgetary allocation is for a total amount of Rs. 3316 crore wherein the Plan section accounts for Rs. 1005 crore and the Non-Plan section constitute Rs. 2311 crore. When compared to the Budgetary support for the year 2013-14 at BE stage, which was Rs. 3035.65 crore (Plan Rs. 905 crore + Non-Plan Rs. 2130.65 crore), the Committee find that the overall Budget for the year 2014-15 has been increased by Rs. 280.35 crore over the budgetary provision for the year 2013-14, representing an increase of 9.23 per cent. The Committee observe that though the Ministry have been able to utilize a significant proportion of funds at the RE Stage, there is a shortfall in expenditure at the BE Stage. The Committee take note of the contributory reasons for low expenditure at BE Stage, like delay in approval of schemes, regulatory guidelines of the Ministry of Finance the tempo of implementation gaining momentum in the second half of the year, etc. Giving due credence to the reasoning advanced by the Ministry, the Committee would like to emphasize that the planning process can further be reoriented to deal with procedural activity to see that the pace of expenditure during the first half of the Plan year is increased. In the opinion of the Committee, regulatory mechanism devised by the Ministry of Finance is to be viewed as a measure through which the Administrative Ministry excel in their implementation of planned activities and incur expenditure prudently. In order to achieve the objective, the Committee desire the Ministry to further streamline the measures which include periodic review, mid-term appraisal of all major schemes and regular monitoring of expenditure. Taking note of the decent pace of utilization during 2012-13 and 2013-14, the Committee view that the recent steps taken by the Prasar Bharati to improve the planning and implementation of its schemes by suitable delegation of financial powers are measures in the right direction. The Committee recommend that the Ministry should attach top priority to utilize Gross Budgetary support for the year 2014-15 by implementing all the

Plan schemes effectively and efficiently to achieve the financial and physical targets.

Thrust Areas in Twelfth Five Year Plan

2. The Committee note that for the Twelfth Plan Period, the Ministry of I&B have got Plan outlay of Rs.8583 crore, including Internal and External Budgetary Resources (IEBR) of Rs.1000 crore from the Prasar Bharati. The thrust areas identified for the Twelfth Plan include, Modernization of Prasar Bharati through digitization of All India Radio(AIR) and Doordarshan, improving coverage of AIR and Doordarshan in the border areas, expansion of FM Services and Community Radio Services, content development of Prasar Bharati, effective dissemination of Government policies and programmes through integrated media campaign, National Film Heritage Mission, Launching Kisan Channel, etc. The Committee note that the Ministry followed a very proactive approach with the commencement of the Twelfth Plan and completed the requisite evaluation for continuation of schemes from the Eleventh to the Twelfth Plan period in time. Further, pending finalization of the Twelfth Plan outlay, an innovative approach was adopted by the Ministry to get the appraisal and approval of the ongoing component of new schemes done for the first year outlay and accordingly implementation of schemes began well in advance in the first year. With the approval of the Twelfth Plan outlay, action was taken for 20 new Plan schemes, out of which 12 have already been approved so far, and the rest 06 are in the advanced stage of appraisal and approval. Two schemes of the broadcasting sector are proposed to be dropped. The Committee do appreciate the improvement made in the planning process during the Twelfth Plan over the Eleventh Plan. The Committee recommend that the Ministry should continue to find innovative ways to achieve the defined targets in each Plan year with specific emphasis on the optimum utilization of Plan funds. The Committee stress that the performance of the Prasar Bharati through implementation of its schemes will play a vital role in determining the objectives envisaged in the 12th Plan document for the Ministry of I&B.

II. Broadcasting Sector

Internal and Extra Budgetary Resources (IEBR)

3. The Committee note that the Internal and Extra Budgetary Resources (IEBR) generated by the Prasar Bharati during 2012-13 and 2013-14 were Rs. 1552.90 crore and 1622.84 crore, respectively, for the first two Plan years. The corresponding expenditures during the aforesaid period were Rs.1350.35 crore and Rs.1541.32 crore. According to the Ministry, funds were utilized towards meeting administrative expenses, including power supply charges, payment to Armed Guard, Office expenses, satellite payment, programme expenses and sometimes even on meeting excess expenditure on implementation of Plan schemes. The Committee are concerned to note that there has been a progressive shortfall in IEBR generation against the projections of the Prasar Bharati over the years. The net surplus of IEBR towards GBS support after meeting operating and programme expenses is very meager. This is the reason why IEBR support to GBS has got a downward revision from the initial projection of RS.1000 crore at the beginning of the Twelfth Plan to Rs.200 crore from the year 2013-14. The Committee are given to understand that various steps are being taken by the Prasar Bharati to increase revenue, which include adopting an aggressive marketing strategy, gearing up the recovery mechanism for realization of outstanding dues, exploring new areas of possible revenue generation and touching upon untapped areas, and advising Ministries/Departments to use All India Radio and Doordarshan for releasing their advertisements for bringing out policies, programmes and new initiatives concerning their Ministries in a most cost effective manner. The Committee recommend that steps taken by Prasar Bharati need to be intensified in the desired direction of garnering more revenue. While the Committee are fully aware of the fact that Prasar Bharati need not be guided purely by commercial motives and act in the spirit of the PB Act, 1990, but it is essential that it becomes self-reliant by garnering the much needed revenue and becomes less dependent on Government grants.

Human Resource

4. The Committee observe that human resource is an important asset for the smooth and efficient functioning of any professional organization. However, as per the information made available by the Ministry, the Committee are constrained to find that against the sanctioned staff strength of 46,756 in AIR & DD, 16,763 posts are lying vacant. As admitted by the Ministry, the Committee note that due to inadequate staff strength, many facilities of the Prasar Bharati are not able to function to their full potential. In this regard, the Committee note that on the recommendation of the Group of Ministers on Prasar Bharati, the Department of Expenditure had approved filling up of 3067 essential category posts. The Committee have been informed that some group “B” & “C” posts of Engineering Assistant, Technician, Transmission Executive, Programme Executive & Production Assistant are being filled up following examination conducted through the Staff Selection Commission. The Committee further note that 195 Group ‘A’ posts were not processed for filling up by the Prasar Bharati as these posts were to be filled up by the Prasar Bharati Recruitment Board, which is in the process of being set up. The Committee recommend that pending implementation of the recommendations of the Sam Pitroda Committee, which also touched upon HR issues, suitable steps be taken to ensure that the Prasar Bharati work does not get hampered due to lack of essential work force.

Review of Institutional Framework of Prasar Bharati

5. The Committee note that the Prasar Bharati has been suffering from financial problems as well as human resource related issues for the last so many years. In this background, the Committee note that for the purpose of reviewing the institutional framework of the Prasar Bharati, including its relationship with Government, an expert Committee under the Chairmanship of Shri Sam Pitroda was constituted by the Government which had given its report in February, 2014. The Committee submitted 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 address issues of financial and administrative autonomy of Prasar Bharati to ensure that it is approximately positioned to execute its role as a genuine public broadcaster. As a matter of follow-up action, the Ministry have

placed the report on their website for inviting suggestions from public. The Government is reportedly examining suggestions received from different quarters. Further, Prasar Bharati has been asked to prepare an action plan for undertaking certain reviews/studies/Audits suggested by the Sam Pitroda Committee, which, according to the Ministry, have a critical bearing on future action plan of the Government. The Committee would like to point out that functioning of the Prasar Bharati is being reviewed separately by the Committee and the issues, including action taken by Government on the recommendations of the Sam Pitroda Committee will be examined by this Committee in due course. In the meantime, the Ministry may apprise the Committee about the progress of the action plan on the part of the Prasar Bharati.

Kisan Channel

6. The Committee note that the Ministry have proposed to launch a new scheme, namely the 'Kisan Channel' under the central the sector scheme, with an outlay of Rs.100 crore. DD Kisan will be a free-to-air satellite channel. The objective of the channel is to telecast content relevant to the farmers, both in terms of day-to-day tips and information and the short and long term requirements of the farmers. The Committee have been informed that sufficient projections will be made in the budget of the concerned years as per the approved year-wise phasing of expenditure of the scheme. It is further planned that the programming of the channel will be of such quality that it will be able to garner advertisement support so that commercial revenue can be ploughed back into the channel. The channel is to be launched by end of the financial year 2014-15. Regarding the progress made in this regard, the Committee note that the Empowered Finance Committee (EFC) Memo pertaining to the launch of Kisan Channel is under finalization for circulation to appraisal agencies and the process is on for content identification. Several steps have already been taken to identify studio, locate manpower and procure video material for the channel on a war footing, which would ensure adherence to the stipulated timeline. The Committee appreciate the launching of the proposed channel by the Government exclusively for the welfare of the farming sector. The Committee recommend that as far as possible, emphasis should be laid on local dialect on regional basis so that farmers all across the country are able to access the channel in their local

language/dialect, thereby getting benefited by this laudable initiative of the Government. They would await efficacy of this channel in delivering utility services to the target groups.

Launching of New Channels for North East

7. The Committee note that at present there is a single 24X7 North-East channel which is inadequate to meet the aspirations and needs of the vast North-Eastern Region of the country, comprising 8 States where multiple languages and dialects are followed. Accordingly, it has been proposed by the Prasar Bharati that the existing North East channel be trifurcated by launching two additional 24X7 satellite channels for North Eastern Region designated as DD – “Arun Prabha” (Itanagar) and DD – “Ma-Mi-Na” (Aizawl). The proposal is under finalization for circulation to appraisal agencies. The proposed Arun Prabha Channel will cater to the States of Arunachal Pradesh and Sikkim and the second channel will cater to the States of Nagaland, Mizoram and Manipur and the third to Assam and Meghalaya. Taking into consideration the geographical isolation of the far-flung North–Eastern States of the country, the Committee find it a praiseworthy initiative of the Government for launching these two additional channels. The Committee, at the same time, recommend that these projects are needed to be implemented on a priority basis and specific time-frames be prescribed within which the channels would be operationalised. The Committee may be apprised of the progress made in this regard.

Modernization of AIR and Doordarshan

8. One of the focal points of successive Reports of the Committee have been the modernization of All India Radio and Doordarshan, the two constituents of the Prasar Bharati. The Committee note that for the Twelfth Plan period, the Government have allocated Rs. 2252 crore for All India Radio for modernisation /expansion of its infrastructure which include Rs. 1020 crore for the New schemes under the Twelfth Plan and Rs. 1232 crore for the continuing schemes of the Tenth and Eleventh Plans. In regard to the modernization of Doordarshan, the Committee have been informed that it is a continuous process and various schemes for modernisation are formulated and implemented from time to time. At present, the schemes which are under implementation include Digitalization of

Transmitters and Studios in Doordarshan Network, High Definition Television (HDTV), Modernization, Augmentation and Replacement of Transmitter and Studio equipment, Modernization, Augmentation and Replacement of Satellite Broadcast equipment and DTH Service, etc. The Committee recommend that the remaining works related to digitisation of Medium Wave (MW) and Short Wave (SW) Transmitters, studios and digitisation of connectivity are completed within the time limits prescribed under the Twelfth Plan. The Committee also take a serious note of the fact that for complete digitisation of AIR networks and 100 per cent coverage by FM signal, inadequate funds were allocated during the Eleventh Plan and even during the Twelfth Plan, the requisite requirement of Rs. 4179 crore allocation has not been met and as a result, the digitization plan has been shifted further and is expected to be completed only by December, 2018. The Committee note that both AIR and Doordarshan, as national broadcasters, are playing a crucial role in the socio-economic development of the country because of their extensive reach across the masses, particularly in the rural and far flung areas of the country. The Committee, therefore, find it very crucial to rejuvenate and revitalize Prasar Bharati by improving its efficiency, effectiveness and quality of broadcasting through complete digitisation. However, looking at the unsatisfactory performance during the Eleventh Plan, the Committee recommend that earnest efforts must be made to see that all the planned schemes for modernization of AIR and DD are implemented during the Twelfth Plan period.

Digitisation of Cable TV Networks

9. The Committee note that Phase I of the digitization of Cable TV Networks was completed by 31st October, 2012. Out of the four metro cities planned to be digital, digitization has been near total in Delhi, Mumbai and Kolkata. Chennai is yet to undergo the digital transition due to several pending court cases. Phase II of digitization was concluded by 31st March, 2013 in 38 cities spanning 14 states and one union territory. The Committee, however, note that the process of digitisation under Phase I and Phase II was not smooth as there was strong opposition from cable operators' Associations, non-acceptance of revenue sharing arrangements between cable operators and MSOs and between MSOs and broadcasters, delay in filling of Consumer Application Forms, monopoly of few selected STBs manufacturers and service providers and opposition from

some State Governments. In this regard, the Committee note that in order to implement the final phases in a professional manner, the Ministry have proposed constitution of a new Task Force exclusively to provide policy direction and to take stock of the progress on a regular basis. The Phase III and IV digitization process is now planned to be completed by December, 2015 and December 2016 respectively. In view of the past experience of the Ministry, the Committee recommend that suitable steps be taken proactively to address the concerns of all the stakeholders in achieving the final phases of digitization within the envisaged time frame.

Domestic manufacturing of Set Top Boxes

10. The Committee note that during Phase I and Phase II of the Cable TV Digitization process, the indigenous manufacturers were able to supply only 15% of the total requirement of STBs and the rest were imported from various countries, mainly from China. As a result, complaints were received about the poor quality of STBs, their non-compliance to BIS standards, and absence of service/repair centres for STBs. In this regard, to meet the growing demand of Set Top Boxes in the country, the Ministry have reportedly taken a number of steps to promote the indigenous manufacturing of STBs which include increasing import duty on imported STBs from 5% to 10%, declaring STBs as a part of 'Telecommunications Networks' by the Department of Telecommunications on 30th June, 2014 and confirmation by the Department of Revenue, Ministry of Finance on 13th August, 2014, by extension of the same under Sec 8(3) (b) of the Central Sales Tax, 1956 thus fulfilling the major demand of the indigenous STBs manufacturers for the creation of a level playing field vis-à-vis importers. Moreover, the Department of Electronics and Information Technology have now made it mandatory for the STBs to be BIS compliant for safety certification w.e.f. January, 2014. In addition, the DeitY have also entered into contract with a domestic company to develop 'Conditional Access System (CAS)' domestically vide its order dated 24th July, 2014 which would be made available to the domestic vendors @ USD 0.5 as against the current value of USD 2 or more. The Committee also note that in order to give time to the domestic manufacturers of STBs, the Government have extended the cut-off dates of digitisation which for

Phase III has been extended from 30 September, 2014 to 31 December, 2015 and for Phase IV, from 31 December, 2014 to 31 December, 2016. The Committee observe that about 50% of the further demand of 11 crore STBs required under the final phases of digitization is likely to be met by the domestic manufacturers, which is certainly an encouraging proposition.

11. Interoperability of STBs is an issue which engaged the attention of the Committee. In this regard, the Committee note that the Telecom Regulatory Authority of India (TRAI) found technical interoperability of STBs expensive and hence recommended financial interoperability. Regulations notified by TRAI provide an exit option for a subscriber to change the operator/platform for any reason. The Committee have also been informed that DeitY have issued a Request for Proposal (RFP) for the development of an indigenous Conditional Access System (CAS) to make interoperability of STBs possible. Indian CAS is expected to be ready in about a year's time. The Committee would like to be apprised of progress made in this regard.

Community Radio

12. The Committee observe that a new scheme namely 'Supporting Community Radio Movement in India' has been introduced in the Twelfth Plan to strengthen community radio movement in India and providing financial support to the Community Radio Stations. The size of the scheme is Rs. 100 crore under the component Community Radio Support Scheme (CRSS) for providing support to at least 100 new CRS and 30 existing CRS every year. The scheme has two components, namely, the Community Radio Support Scheme (CRSS) and the IEC Activities for Community Radio. The Committee note that the Ministry have already issued 398 permissions to set up CRS; out of them, 176 have started broadcasting. 205 Grant of Permission Agreement (GOPA) have been signed. According to the Ministry, 289 applications are pending consideration for Grant of Permission at various stages. The Committee note that the Community Radio provides an opportunity to the community to speak about issues concerning their lives, besides playing a crucial role in creating awareness and contributing to the development of the people as a whole. The Community Radio Stations have also helped communities during calamities and natural disasters. The Committee feel

that there is a huge potential for establishing a large number of Community Radio Stations in India, given the vast landscape, numerous languages, diverse cultures, etc. The Committee, therefore, recommend that the Government may take all necessary steps to encourage the Community Radio Movement in India by simplifying the existing procedures and launching awareness campaigns. The Committee are of the view that the Ministry of Information and Broadcasting being the sole authority responsible for spread of Community Radio Movement should coordinate with the Ministries/Agencies concerned for early clearances of pending applications so that Community Radio services can reach out fast across the country.

III. Information Sector

Indian Institute of Mass Communication

13. The Committee note that Indian Institute of Mass Communication (IIMC) is an autonomous organization under the Ministry of Information and Broadcasting to provide knowledge and skills to communicators in a variety of disciplines like print, photography, radio and television, development communication, etc. The Plan scheme “Opening up of new Regional Centres of IIMC” was included in the Twelfth Five Year Plan and approved for an amount of Rs. 94.20 crore, out of which the Government grant support is Rs. 90 crore. In this regard, the Committee note that during the year 2013-14, against the proposed outlay of Rs. 15 crore for IIMC, the allocation at BE stage was Rs. 6.8 crore, which was further reduced to Rs. 3.55 crore at RE stage and the same was utilized fully. The allocation at BE stage for the year 2014-15 under the scheme has been enhanced to Rs. 21.5 crore after taking into consideration the advanced stage of construction work for Aizawl Centre as well as area development and construction of additional buildings at IIMC, New Delhi (HQ). The Committee note that the Regional Centres at Aizawl (Mizoram) and Amravati (Maharashtra) became operational from August 2011 whereas the centres at Kottayam (Kerala) and Jammu (J&K) became operational from August 2012. However, the Committee note that at present, these centres are operating from temporary premises. Permanent campuses are at different stages of construction and the

Committee desire that efforts should be made to expeditiously complete the construction of the campuses.

14. As regards the upgradation of courses in the Indian Institute of Mass Communication, *i.e.* transition from diploma to degree courses, the Committee note that the Ministry are in the process to declare IIMC as “An Institution of National Importance” through an Act of Parliament. Once the Act is passed, IIMC would be able to start Two-year PG Degree courses in the related fields. The Committee have been given to understand that action is underway to introduce the requisite Bill in Parliament. The Committee may be apprised of further progress made in this regard.

Directorate of Advertising and Visual Publicity

15. The Directorate of Advertising and Visual Publicity (DAVP) is the nodal multimedia advertising central agency to execute publicity campaigns through advertisements, etc. on behalf of various Ministries/Departments of the Government of India, Autonomous Bodies and Public Sector Undertakings. The Committee note with satisfaction that there has been 100 per cent utilization of RE funds by DAVP during the year 2013-14. The Committee are, however, concerned to observe that the total outstanding dues to DAVP from various Ministries/Departments of the Government of India for the year 2013-14 is approximately Rs.35.75 crore. Regarding settlement of dues, the Committee note that in meeting of the Committee of Secretaries (COS) held on 17.7.2014 and chaired by the Cabinet Secretary, it has been decided in principle that almost 85 percent of the cost of campaigns must be provided to DAVP in advance. In order to bring transparency in the functioning of DAVP, the Committee have been informed that the various stages like receipt of Bills, their processing and their final payment have become online in DAVP, besides providing unique user-ids to newspapers and other agencies to directly log-in and see all the communications sent by DAVP. The Committee desire that the decision of COS be implemented at the earliest to streamline realization of the cost of campaigns done through DAVP.

IV. Film Sector

Film and Television Institute of India/ Satyajit Ray Film & Television Institute

16. The Film and Television Institute of India (FTII), set up in 1960 under the Ministry of Information and Broadcasting, provides higher and professional education and technical expertise in art and technique of film making and television production. The Committee note that a proposal to upgrade (FTII) has been included in the 12th Plan Scheme “Infrastructure Development Programme Relating to Film Sector” and that the total allocation for upgradation of FTII is Rs. 80 crore during the XII Plan. An amount of Rs. 25 crore has been allocated for the year 2014-15. Also, the FTII has taken up implementation of ‘Enterprise Resource Planning (ERP)’ as an important tool of e-Governance to improve all aspects of its functioning for bringing in transparency and streamlining of its various processes for optimum utilization of various resources. The Committee also find that it is proposed to declare the FTII, Pune, and Satyajit Ray Film & Television Institute, Kolkata, as institutions of national importance through an Act of Parliament. According to the Ministry, action is underway for introducing the Bill in Parliament. Recognizing the important role being played by these premier institutions, the Committee find it laudable that the Government are in the process of granting these institutions the status of national importance. The Committee desire that early action be taken for expeditious introduction of the Bill in the House.

The Cinematograph Act, 1952

17. The Committee note that the Cinematograph Act, 1952 is almost a six decades’ old legislation and has since been amended several times. However, in view of many technological advancements in the field of cinema, the proliferation of TV channels, cable network, advent of new digital technology, increase in piracy and copyright violations, etc., the Act has lost much of its relevance and the Government are in the process of replacing it with a new legislation. For this purpose, the Committee note that the Government constituted an Expert Committee under the chairmanship of Justice Mukul Mudgal in 2013 which submitted its Report on 28.9.2013 and many of the recommendations contained in that Report have been taken into consideration by the Government while drafting

the new Cinematography Bill, 2014. Recognizing the need to replace the existing Cinematography Act, the Committee desire that all the procedural requirements for introduction of the proposed Bill are completed at the earliest so that the Bill is introduced in the Parliament without any further delay.

New Delhi;
16 December, 2014
25 Agrahayana, 1936 (Saka)

ANURAG SINGH THAKUR,
Chairperson,
Standing Committee on
Information Technology.

A summary of recommendations of the Expert Committee**1. Governance & Organisation**

- 1.1 Prasar Bharati's vision must be to become a genuine 'public broadcaster' as against a 'government broadcaster'. For this:
 - 1.1.1 Constitute a Parliamentary Committee, as originally envisaged in the Prasar Bharati Act 1990, to ensure that Prasar Bharati discharges its duties in accordance with the provisions of the Act and Government defined duties.
 - 1.1.2 Reorganize the Prasar Bharati Board to make it a professionally managed body and make it more effective in guiding the organisation.
 - 1.1.3 Effect complete transfer of ownership and management of Assets and HR to Prasar Bharati to make the organisation administratively and financially autonomous of Government.
 - 1.1.4 Set up a Regulatory Body to ensure public accountability of Prasar Bharati with respect to all content broadcast on its television and radio networks. The Regulatory Body should be a sub-committee of the Prasar Bharati Board.
- 1.2 In addition to the public broadcasting function, there is a distinct requirement for the State to broadcast messages and accomplishments of public interest which can be met by using existing Public and Private broadcaster infrastructure.
- 1.3 Amend the Prasar Bharati Act 1990 where necessary so as to impart genuine and effective autonomy to the organisation.

2. Funding

- 2.1 Undertake a professional study to develop a funding mechanism for Prasar Bharati that addresses the need for autonomy with financial accountability. Such a funding model should include government funding, internal resource mobilisation and private investment.
- 2.2 Monetise all available archival and other assets of Prasar Bharati as soon as possible to enhance funding.
- 2.3 Augment funding of social messaging through cross-subsidising such content through entertainment-led programming and by co-opting industry through their CSR budgets.

3. Human Resource

- 3.1 Enable Prasar Bharati with the power to frame rules and regulations for its employees without seeking prior approval of the Government.

- 3.2 Undertake a comprehensive manpower audit and HR planning exercise to map workforce requirements for the future in line with Prasar Bharati's mandate.
- 3.3 Supplement manpower audit with a re-deployment plan that addresses training, re-skilling and promotion of existing manpower through an institutionalised modern appraisal system.
- 3.4 Create an effective recruitment system to attract the best talent and allow the hiring of skilled professionals.
- 3.5 Encourage and initiate steps for absorption of Government employees as fulltime employees of Prasar Bharati, after an appropriate screening process. The ones who remain in Government may be considered for absorption in other departments within the government as is done in other cases.

4. Content

- 4.1 Scale up allocation of funds for content generation to 50% of the total expenditure within a period of 5-7 years.
- 4.2 Review all existing channels and content of DD and AIR, based on their relevance, output and viability and phase out those where there is sub-optimal utilisation of resources.
- 4.3 Encourage outsourcing of content creation to external producers to attract high quality and diverse programming.
- 4.4 Create distinct brand identities for different TV and Radio channels, and define the content strategy for each.

5. Technology

- 5.1 Expand the satellite and digital cable TV operations, to meet the obligation of public service broadcasting.
- 5.2 Digitalise the present AM radio system to a new digital radio transmission after due evaluation subject to cost and availability of DRM receivers. In the transition period, FM may be expanded as per demand.
- 5.3 Selectively digitalize terrestrial TV operations based on commercial viability. Any further expansion of and investment in digital terrestrial telecast should be suitably evaluated after field reviews and assessment of developments in the telecom sector.
- 5.4 Involve the private sector to expand the broadcasting market with a view to effectively utilise the infrastructure being built by Prasar Bharati to enable faster growth in the receiver ecosystem.

6. Archiving

- 6.1 Set up state-of-the-art digital archives for consolidating and preserving DD and AIR's content: both existing as well as that being currently generated. Expand

scope to make it the National Audio-Visual Archives so as to consolidate and support all other government initiatives.

- 6.2 Create dedicated, multi-platform channels for dissemination of Prasar Bharati's archival products: both open access and for monetisation.

7. Social Media

- 7.1 Define and execute a Social Media Strategy of Prasar Bharati.
- 7.2 Set up Prasar Bharati Connect (PBC) as the third arm of the public service broadcaster, independent of Doordarshan and All India Radio.
- 7.3 Mandate PBC to manage the various Social Media initiatives of all the wings of Prasar Bharati.

8. Global Outreach

- 8.1 Create a world-class broadcasting service benchmarked with the best in the world using next-generation opportunities, technologies, business models and strategies. The platform should be designed for new media first and then extended to conventional TV.
- 8.2 Outline an effective content strategy for Prasar Bharati's global platforms (TV and Radio) focused on projecting the national view rather than the narrow official viewpoint.

**MINUTES OF THE FIFTH SITTING OF THE STANDING COMMITTEE ON
INFORMATION TECHNOLOGY (2014-15) HELD ON 30TH SEPTEMBER, 2014**

The Committee sat on Tuesday, the 30th September, 2014 from 1430 hours to 1710 hours in Committee Room '62', First Floor, Parliament House, New Delhi.

PRESENT

Shri Anurag Singh Thakur - Chairperson

MEMBERS

Lok Sabha

2. Dr. Sunil Baliram Gaikwad
3. Dr. K.C. Patel
4. Shri Hemant Tukaram Godse
5. Shri Virender Kashyap
6. Shri Keshav Prasad Maurya
7. Shri Ramdas C. Tadas

Rajya Sabha

8. Shri Mohammed Adeeb
9. Shri Salim Ansari
10. Shri Vijay Jawaharlal Darda
11. Shri Santiuse Kujur
12. Dr. K.V.P. Ramachandra Rao
13. Mahant Shambhuprasadji Tundiya

SECRETARIAT

- | | | | |
|----|------------------------|---|----------------------|
| 1. | Shri K. Vijayakrishnan | - | Additional Secretary |
| 2. | Shri J.M. Baisakh | - | Director |
| 3. | Shri Ajay Kumar Garg | - | Additional Director |

Representatives of the Ministry of Information and Broadcasting

	Name	Designation
1.	Shri Bimal Julka	Secretary (I&B)
2.	Shri Jitendra Shankar Mathur	Additional Secretary
3.	Ms. Bharati S. Sihag	Additional Secretary & FA
4.	Shri Raghvendra Singh	Additional Secretary (Films)
5.	Shri Anurag Shrivastava	Joint Secretary (P&A)
6.	Ms. Supriya Sahu	Joint Secretary (B-I)
7.	Ms. Abha Shukla	Joint Secretary (B-II)
8.	Dr. Munish Kumar	Economic Advisor
9.	Shri Jawahar Sircar	CEO, Prasar Bharati
10.	Ms. Neelam Kapur	Pr. DG, DFP
11.	Ms. Vijayalakshmi Chhaabra	DG, Doordarshan
12.	Shri F. Sheheryar	DG, AIR
13.	Brig. (Retd.) V.A.M. Hussain	Principal Advisor, Prasar Bharati

2. After the welcome address by the Chairperson, the representatives of the Ministry of Information and Broadcasting were called in and the Committee took their evidence on the issues related to the Demands for Grants of the Ministry for the year 2014-15.

3. Before tendering evidence, the representatives of the Ministry of Information and Broadcasting made a power-point presentation before the Committee covering issues relating to Comparative Plan outlay for 11th and 12th Plan period, thrust areas of Twelfth Five Year Plan, major achievements in different sectors during the preceding year, initiatives launched for achievement of the defined objectives in information, film and broadcasting sectors, etc.

4. Members sought clarification on various issues which were responded to by the representatives of the Ministry. With regard to the points to which information was not readily available, the Chairperson directed the Ministry to submit written replies.

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.

**STANDING COMMITTEE ON INFORMATION TECHNOLOGY
(2014-15)**

MINUTES OF THE TENTH SITTING OF THE COMMITTEE

- - - - -

The Committee sat on Tuesday, the 18th December, 2014 from 1530 hours to 1620 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. Dr. Sunil Baliram Gaikwad
4. Dr. K.C. Patel
5. Shri Hemant Tukaram Godse
6. Dr. J. Jayavardhan
7. Shri Virender Kashyap
8. Smt. Hema Malini
9. Shri Keshav Prasad Maurya
10. Shri Paresh Rawal
11. Dr. (Smt.) Bhartiben Dhirubhai Shiyal
12. Smt. R. Vanaroja

Rajya Sabha

13. Shri Vijay Jawaharlal Darda
14. Shri Santiuse Kujur
15. Dr. K.V.P. Ramachandra Rao

Secretariat

- | | |
|--------------------------|------------------------|
| 1. Shri K. Vijaykrishnan | - Additional Secretary |
| 2. Shri J.M. Baisakh | - Director |
| 3. Shri Ajay Kumar Garg | - Additional Director |
| 4. Dr. Sagarika Dash | - Deputy Secretary |
| 5. Shri Shangrieso Zimik | - Under Secretary |

2. The Sitting of the Committee to consider and adopt draft Reports on Demands for Grants (2014-15) of the ministries/Departments under their jurisdiction was scheduled to be held at 1500 hours. However, due to some urgent business in the house requiring the presence of Members, the Chairperson directed that the meeting may be postponed by 30 minutes. The Committee reassembled at 1530 hours. At the outset, the Chairperson gave a broad overview of the important observations/Recommendations contained in the Reports.

3. The Committee, then, took up the following draft Reports for consideration and adoption.

- | | | | | | | |
|-------|-------|-------|-------|-------|-------|--------|
| (i) | xxxxx | xxxxx | xxxxx | xxxxx | xxxxx | xxxxx; |
| (ii) | xxxxx | xxxxx | xxxxx | xxxxx | xxxxx | xxxxx; |
| (iii) | xxxxx | xxxxx | xxxxx | xxxxx | xxxxx | xxxxx; |
| | and | | | | | |

- (iv) Fourth Report on Demands for Grants (2014-15) of the Ministry of Information and Broadcasting.

4. The Committee, thereafter, adopted the above Reports without any modification.

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

The Committee, then, adjourned
