

SIXTEENTH REPORT  
STANDING COMMITTEE ON  
COMMUNICATIONS  
(1995-96)

(TENTH LOK SABHA)

MINISTRY OF INFORMATION AND BROADCASTING

DEMANDS FOR GRANTS (1995-96)

*Presented to Lok Sabha on.....* 9 MAY 1995  
*Laid in Rajya Sabha on.....*



LOK SABHA SECRETARIAT  
NEW DELHI

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COMPOSITION OF THE STANDING COMMITTEE ON  
COMMUNICATIONS (1995-96)

**Kumari Vimla Verma – Chairperson**

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SECRETARIAT

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2. Shri G.C. Malhotra – *Joint Secretary*
3. Shri O.P. Ghai – *Deputy Secretary*
4. Shri S.K. Sharma – *Under Secretary*

## INTRODUCTION

I, the Chairperson of the Standing Committee on Communications (1995-96) having been authorised by the Committee to submit the Report on their behalf, present this Sixteenth Report on the Demands for Grants (1995-96) of the Ministry of Information and Broadcasting.

2. The Standing Committee on Communications was reconstituted on 7 April, 1995. One of the functions of the Standing Committee as laid down in Rule 331 E of the Rules of Procedure and Conduct of Business in Lok Sabha, is to consider the Demands for Grants of the concerned Ministry/Department and make a Report on the same to the Houses.

3. The Committee (1994-95), the Composition of which is given in Appendix II, took evidence of the officials of the Ministry of Information and Broadcasting at their sitting held on 6 April, 1995. The Committee wish to express their thanks to the officers of the Ministry for furnishing requisite information and providing free and frank opinion on various points raised by the Members during oral evidence.

4. The Committee (1995-96) considered and adopted the Report at their sitting held on 19 April, 1995.

5. For facility of reference and convenience, the observations and recommendations of the Committee have been printed in bold letters in the body of the report.

NEW DELHI;  
25 April, 1995  

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5 Vaisakha, 1917 (Saka)

KUMARI VIMLA VERMA,  
Chairperson,  
Standing Committee on Communications.

## REPORT

### DEMANDS FOR GRANTS (1995-96) OF THE MINISTRY OF INFORMATION AND BROADCASTING

#### (a) Introductory

1. The Standing Committee on Communications having examined the Demands for Grants for the year 1995-96, the Performance Budget for 1995-96 and the Annual Report for 1994-95, presented by the Ministry of Information and Broadcasting, note that the main thrust is expected to be on consolidation, modernization and upgradation of existing facilities so as to bring about qualitative changes in Information, Publicity and Broadcasting. Similarly, the thrust of Doordarshan is on modernisation and upgradation of facilities and expansion of coverage in border, hilly and far flung areas. The Committee note that while the performance of the four key Sectors, i.e., Information Media, Films Media, Sound Broadcasting (A.I.R.) and Doordarshan has improved in 1994-95 as compared to 1993-94 and 1992-93, some areas do need closer attention for the successful completion of the 8th Plan targets.

2. For the year 1995-96, two Demands have been presented to Parliament on behalf of the Ministry of Information and Broadcasting. Demand No. 54 covers expenditure on the Secretariat of the Ministry of Information and Broadcasting and of the Media units in the Information and Publicity Sector, including provision for assistance to Grants-in-aid bodies and to National Film Development Corporation, the only Public Sector undertaking in the Ministry. Demand No. 55 pertaining to Broadcasting Services covers expenditure on All India Radio and Doordarshan.

3. The details of estimates for 1995-96 in Demands No. 54 and 55 are shown in Table I below. The performance in financial terms and targets for 1995-96 in respect of both Demands are given in Table II below.

Table I

(In thousand of Rupees)

#### A. Demand No. 54

	Revenue	Capital	Total
Voted	1,33,85,00	18,86,00	152,71,00
Charged	2,00	—	2,00
			<hr/>
			152,73,00

**B. Demand No. 55**

Voted	12,92,97,00	302,15,00	15,95,12,00
Charged	6,00	60,00	66,00
			<u>15,95,78,00</u>

**Table II**

(Rs. in crores)

1	1993-94					
	Budget Estimates			Actual Expenditure		
	Plan	Non-Plan	Total	Plan	Non-Plan	Total
2	3	4	5	6	7	
Demand No. 54	29.50	91.08	120.58	12.80	93.46	106.26
Demand No. 55	373.00	939.59	1312.59	313.65	885.40	1199.05
<b>Total:</b>	<b>402.50</b>	<b>1030.67</b>	<b>1433.17</b>	<b>326.45</b>	<b>978.86</b>	<b>1305.31</b>

  

8	1994-95						1995-96		
	Budget Estimates			Antici- Expenditure pated			Budget Estimates		
	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total
9	10	11	12	13	14	15	16		
33.18	98.91	132.09	30.16	103.48	133.64	42.62	110.11	152.73	
388.32	971.28	1359.60	388.32	1007.39	1395.71	448.78	1147.00	1595.78	
<b>421.50</b>	<b>1070.19</b>	<b>1491.69</b>	<b>418.48</b>	<b>1110.87</b>	<b>1529.35</b>	<b>491.40</b>	<b>1257.11</b>	<b>1748.51</b>	



**(b) Overall Performance: Ministry of Information and Broadcasting**

4. Table III below shows the financial performance in respect of all the four units in the Ministry of Information and Broadcasting.

**Table III**

(Rs. in crore)

Media Units	8th Plan (1992-97) Outlay	1992-93	
		Outlay approved	Actual Expd.
1	2	3	4
a. Information Media	75.40	13.00	4.32
b. Films Media	123.65	29.84	14.95
c. A.I.R.	1134.95	225.00	114.61
d. Doordarshan	2300.00	265.16	176.25
<b>Total</b>	<b>3634.00*</b>	<b>533.00</b>	<b>310.13</b>

\*Internal Revenue = Rs. 3217.00 crore (including Rs. 15 crore of NFDC)

Budget support = Rs. 417.00 crore

1993-94		1994-95	
Outlay approved	Actual Expd.	Outlay approved	Anticipated Expd.
5	6	7	8
10.36	3.94	11.45	10.57
21.64	11.36	25.53	23.40*
203.00	145.43	132.32	132.32
170.00	168.22	256.00	256.00
<b>405.00</b>	<b>329.05</b>	<b>425.30</b>	<b>422.29</b>

\*includes IR of Rs. 3.80 crore in respect of NFDC

5. It is seen that a substantially large outlay of Rs. 3634 crore has been provided for the Information and Broadcasting Sectors in the 8th Plan. It is stated that the thrust of the 8th Plan as a whole (as well as the Annual Plan, 1994-95) is on modernization of information storage, retrieval and transmission network as well as adoption of modern methods in respect of Information and Film Media; and on consolidation, modernization and upgradation of existing facilities and extension of Doordarshan coverage especially in the border, hilly and far flung areas.

6. The Annual Plan of the Ministry for 1994-95 highlights certain areas of concern with respect to the achievement of objectives and targets for the Ministry as a whole. It is stated that slow progress of implementation of various schemes in the first two years and unrealistically high targets of internal revenue realization may hamper the achievement of the targets fixed for the 8th Plan. At the present rate of utilization of funds, the Ministry may not be able to utilise more than 60% of the total approved 8th Plan outlays of Rs. 3634 crore.

7. Keeping in view the 8th Plan objective of making the electronic media functionally autonomous and self financing, a target of generating revenue of Rs. 3202 crore, through internal resources (*i.e.* net accruals to Non Lapsable Fund—NLF) has been fixed for funding Plan activities. However, only about 18% of the approved internal resources (IR) have been generated during the first two years of the 8th Plan by way of net accruals to NLF. The Ministry of Information and Broadcasting have stated that revenue generation for the 8th Plan is expected to be Rs. 1740.00 crore, causing a shortfall of Rs. 1462 crore. The Secretary, Ministry of Information and Broadcasting, informed the Committee that shortfall has been due to the fact that the figure of Rs. 3202 crore was an unrealistic figure which could not be achieved.

8. The Ministry of Information and Broadcasting have indicated that the major factors contributing to delay in completion of projects are delays in acquiring SACFA (Standing Advisory Committee on Frequency Allocations) cleared sites for All India Radio and Doordarshan Projects; delayed supply of equipment by the suppliers including the Public Sector Undertakings and delays in progress of civil work.

9. In reply to a query as to whether the Ministry would be able to achieve the targets set out in the 8th Plan, the Secretary, Ministry of Information and Broadcasting, stated that it would not be possible. One of the reasons was that the actual funds which were made available by the Planning Commission were much less than the required amount. Citing the example of the Press Information Bureau, he said that while the 8th Plan outlay for the Unit was Rs. 14 crore, the actual allocation for the years 1992-93, 1993-94 and 1994-95 roughly totalled only Rs. 2.3 crore. This meant that nearly Rs. 12 crore would have to be given over the next two years, but that was not possible. The availability of funds had been restricted.

10. The Committee note that the Information and Broadcasting Sectors have been able to utilise the sanctioned funds for 1994-95. However, they are concerned that on account of the shortfalls in 1992-93 and 1993-94, the overall rate of utilization of funds remains poor, and that at this rate the Information and Broadcasting Sectors of the Ministry of Information and Broadcasting may not be able to achieve more than 60% utilization of the total approved 8th Plan outlay of Rs. 3634 crore. In order to ensure optimum utilisation of the

outlays in the remaining Plan period, the Committee desire that urgent steps may be devised for proper prioritization of programme and timely project execution to check time and cost over-runs.

11. The Committee observe that for some schemes, the actual funds made available by the Planning Commission are much less than the approved outlay. On the one hand, the approved 8th Plan outlay is substantially large. On the other, it appears that adequate funds are not released for all Plan schemes. The Committee urge that where such a disparity occurs, initiative may be taken to reprioritise schemes to the extent possible, without losing sight of the overall objective of consolidation, modernization and upgradation.

12. The pace of resource mobilization appears to be very slow. However, the Committee are dismayed to learn that no realistic assessment of the budget support and the internal extra budgetary resources (IEBR) has been made. Of the total 8th Plan Outlay of Rs. 3634.00 crore, Internal Revenue component is as high as Rs. 3217.00 crore and budgetary support is only Rs. 417 crore. Targets appear to have been fixed in relation to the large outlay with little thought as to the capacity for revenue generation. The Committee apprehend that this will adversely affect not only overall functioning of sectors such as A.I.R. and Doordarshan which are to be primarily funded through the generation of internal resources, but also the quality of their programmes. The purpose of planning, long term as well as short term, is to make proper assessment of budgetary provision for physical targets, with a view to their successful completion in the specified time-frame and within the approved financial provision. Successful Plan implementation presupposes realistic planning, which appears to be lacking. The Committee feel that a more realistic assessment of the budget support and the IEBR support for the current and subsequent annual Plans of the Ministry is imperative.

(c) Demand No. 54: Information and Publicity Sector

Table IV: Financial Pattern of Information Publicity Sector

(Rs. in crores)

Media	8th Plan Outlay (92-97)	1992-93		1993-94		1994-95		1995-96
		Annual Plan outlay	Actual Expd.	Annual Plan Outlay	Actual Expd.	Annual Plan Outlay	Anti- cipated Expd.	Annual Approved Outlay
Information Media	75.40	13.00	4.32	10.36	3.94	11.45	10.57	17.79
Films Media	123.65	29.84	14.95	21.64	11.36	25.53 *	23.40	28.93@
Total	199.05	42.84	19.27	32.00	15.30	36.98	33.97	46.72

\* Rs. 3.80 crore financed by internal resources of NFDC

@ Rs. 4.10 crore to be financed by internal resources of NFDC.

The financial performance of the Sector in 1994-95 has been better as compared to the earlier years, when both the Information and Film Media in the first two years had registered substantial shortfalls. Outlays for 1995-96 have been increased for this Sector.

### 13. Press Information Bureau (P.I.B.)

Table V

	B.E. 1994-95	R.E. 1994-95	B.E. 1995-96
Plan	150.00	170.33	730.00
Non-Plan	774.44	838.82	910.00

It is seen that out of the Rs. 730.00 lakh plan allocation for 1995-96, a sum of Rs. 500 lakh is to be spent on setting up a National Press Centre at Delhi. The proposed Centre will bring information dissemination agencies and the media together. Among others, the proposal includes computerisation of P.I.B. and also provision of link between each branch of P.I.B. and main offices like Calcutta and Bombay. There would be greater mobility in P.I.B. office and National Centre. The Secretary, Ministry of Information and Broadcasting has informed the Committee that the whole scheme is yet to be conceptualized and preparatory work on it is yet to start. Further, sanction by the Expenditure Finance Committee is pending and the work can start only after the sanction is received.

14. The Committee understand that an allocation of Rs. 500 lakh has been made in 1995-96 for setting up a National Press Centre, which is an important Plan Scheme of the Press Information Bureau. The proposed Centre will bring together information dissemination agencies and the media, and is expected to have state of the art facilities for media persons. The Committee are distressed to learn that this important scheme is yet to be conceptualised, on account of which the preparatory work on the project has not begun. The sanction by the Expenditure Finance Committee is also pending for this scheme. The Committee apprehend that the non-commencement of the preliminary work and related matters may adversely affect the completion of the National Press Centre. The Committee urge that the preliminary work at the level of the Ministry must be completed without delay and sanction for the Project must be obtained from the Expenditure Finance Committee at the earliest so that the Project can be executed within the stipulated time-frame.

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

15. The DAVP is the central agency of the Government for undertaking mass advertising and visual publicity campaigns on behalf of the Central Government

Ministries and Departments, Autonomous Bodies and Public Sector Undertakings who wish to avail of its facilities. The Directorate can reach people through press advertisements, printed publicity material, radio spots, TV commercials, as well as about 15 lakh addresses through its direct mail service. The Committee learnt that the advertising and publicity material is not being properly distributed and often remains stacked in the offices of the DAVP.

Table VI (a)

(Rs in lakhs)

	BE 1994-95	RE 1994-95	BE 1995-96
Plan	30.00	119.00	30.00
Non-Plan	2724.10	3100.76	3322.00
Total	2754.10	3219.76	3352.00

Table VI (b)

(Rs. in lakh)

DAVP Activity	RE 1994-95	BE 1995-96
Exhibition	38.00	40.00
Display/ Classified Advertisements	2151.71	2306.01
Radio/TV Commercials	14.70	14.50
Printed Publicity (including distribution)	379.06	318.96

16. The Committee find that a large budgetary provision for 1995-96, to the tune of Rs. 3352 lakh, has been made for DAVP, which includes expenditure on activities such as exhibition, display/classified advertisement, Radio/TV commercials, printed publicity (including distribution). The Committee observe that the Budget provision on printed publicity material has come

down to Rs. 318.96 lakh in 1995-96 against Rs. 379.06 lakh in the Revised Estimates in 1994-95. The Committee would like to be apprised of the reasons for it. Further, the Committee find that the publicity material/literature produced by DAVP (for which RE in 1994-95 was Rs. 379.06 lakh) does not always reach legislators/activists at the grass roots level where the need is most acute. Therefore, the Committee recommend that this lacuna be rectified through updated mailing lists and better distribution. The Committee learn that the publicity material prepared at enormous cost lies underutilised in the offices of the DAVP. There can hardly be any excuse for such wastage.

17. Further, the Committee urge that the Department should utilise part of its large budgetary provision under the activity 'printed publicity, including distribution', to disseminate information to counter pernicious anti-India propaganda which is detrimental to national unity and integrity. The Committee believe that while the preparation of such material may be undertaken in consultation with the Ministry of External Affairs, DAVP must take primary responsibility for publicising and distribution of such material effectively, not only to counter anti-India propaganda in other countries but also in our country where some of our own countrymen are being misled.

#### Directorate of Field Publicity

18. The Directorate of Field Publicity has a vast network of 22 Regional offices and 258 Field Publicity Units spread all over the country, which are doing extensive publicity coverage in the remotest rural areas. The Directorate organises film shows, group talks, photo-exhibition, seminars, symposia and debates in schools, colleges and Universities on current topics. The Budget provisions on this item in the Demand for Grants are as under:—

(in lakhs of Rupees)

Actuals 1993-94		B.E. 1994-95		R.E. 1994-95		B.E. 1995-96	
Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan
83.66	957.96	100.00	1015.00	191.00	1034.00	135.00	1126.00

It was brought to the notice of the Committee that there has been no recruitment of Field Publicity officers for the last four years and for that reason a large number of posts of Field Publicity Officers are lying vacant. As a stop-gap arrangement, some of these posts have been filled up by persons without requisite qualification for the job. As a result, the working of Field Publicity Units is being adversely affected.

**19. The Committee take a serious note of the fact that a substantial number of posts of Field Publicity Officers, who are the nodal agencies at the grass-roots level to project Government policies and programmes, have not been filled up. As a result, some of these posts are being manned by persons who are not qualified or trained for the job. Obviously, the efficiency and productivity of this division of the Information and Broadcasting Ministry are adversely affected. The Committee desire that vacant posts of Field Publicity Officers should be filled up at once to tone up the functioning at the grass-root level. The Committee regret to learn that, as with DAVP, there is enormous wastage in D.F.P. as a vast amount of publicity material lies unutilised. The Committee desire that strict attention may be paid to the proper distribution of publicity material.**

20. The Ministry have stated that as part of the computerisation and upgradation of computer facilities at the Directorate (for which the 8th Plan Outlay is Rs. 55 lakh) the sum of Rs. 24.00 lakh budgeted during 1992-93 was released to the National Informatics Centre (NIC) for supply of hardware/software to the headquarters and 12 regional offices. Another amount of Rs. 15.00 lakh was advanced to NIC for the rest of the 10 regional offices. The balance of Rs. 12.45 lakh is to be utilised for setting up computer cabins/air-conditioning of the rooms of the regional offices and purchase of computer furniture, etc. The NIC has since informed that the computer hardware/software would be supplied shortly.

21. The Ministry have informed that D.F.P. could not utilise the budget provision of Rs. 15.00 lakh for procurement of publicity material from DAVP during 1994-95. A further provision of Rs. 5 lakh has been made for this purpose for 1995-96.

**22. The Committee find that the work of computerisation which was to commence in 1992-93, and for which an amount of Rs. 39 lakh has been handed over to National Informatics Centre (NIC) by Directorate of Field Publicity (D.F.P.), is yet to begin. The Committee desire that D.F.P. should pursue the matter with NIC to ensure speedy completion of this long delayed project. Further, the Committee fail to understand why D.F.P. could not tie-up with the DAVP for the procurement of publicity material for 1994-95 as per the budget allocation of Rs. 15.00 lakh. Notwithstanding the lapse, a further provision of Rs. 5 lakh has been made for 1995-96. The Committee desire that there should be better coordination between the two publicity departments.**

**Photo Division**

23. For 8th Plan a provision of Rs. 400 lakh has been made for Photo Division. The budgetary outlay for the years 1992-93 to 1994-95 and actual expenditure against the provisions are as follows:—

Plan	
1992-93	
Outlay	Rs. 120 lakh
Actual	Rs. 16.61 lakh
Expenditure	
1993-94	
Outlay	Rs. 57 lakh
Actual	Rs. 12.09 lakh
Expenditure	
1994-95	
Budget Estimates	Rs. 100.00 lakh
Revised Estimates	Rs. 56.00 lakh
1995-96	
Budget Estimates	Rs. 50 lakh

24. Despite the large financial outlays made for Photo Division in 1992-93, 1993-94 and 1994-95, the funds have remained largely unutilised. The shortfall in physical targets are in Black and White prints, Colour Prints and Colour Transparencies. The Ministry have stated that under the modernisation scheme which was taken up in 1993-94, part of the equipment has been procured and the remaining equipment is expected to be procured during the current financial year. It was clarified during the course of evidence that the required equipment for the 'news photo network' and 'computerised photo data bank' could not be procured on account of delay in imports.

25. The Committee regret to note that the proposed outlays on the activities of Photo Division have remained consistently unutilised and desire reassessment of the allocations made. Presumably, on account of poor utilisation of funds, the BE of Rs. 100.00 lakh for 1994-95 was substantially reduced to Rs. 56.00 lakh. The Committee also urge that the modernisation activity which was begun in 1993-94, be completed with the speedy procurement of equipment for the 'news photo network' and 'computerised photo data bank.'



### National Film Archive of India (NFAI)

26. The budget estimates for NFAI for 1994-95 were Rs. 124.99 lakh. The Ministry have indicated that the expenditure for 1994-95 was Rs. 179.24 lakh. The NFAI was to procure and install manual mobile storage system two years back, as part of one of its important continuing schemes and this has just been done. Another major project in the continuing scheme which is pending, is the construction of specialised vaults for nitrate films and transfer of nitrate films to safety base, at Pune. Preliminary discussion with the Regional Architect of CCW, AIR, about the plan and specifications have been completed.

27. The Committee find that an important scheme of NFAI, i.e., the construction of specialised vaults for nitrate films, is just in its preliminary stages. These specialised vaults are important and necessary for NFAI to achieve the objective of preservation of archival films. The Committee desire that this activity should be completed at the earliest.

### Films Division

28. The performance of Films Division in physical terms, in respect of production and distribution for the year 1993-94 and 1994-95 are as under :

Production (Number of Films)	Targets	Achievement	Targets	Anticipated Achievement
	1993-94		1994-95	
Documentaries	59	46	59	40
News Magazines	26	21	26	24
Agricultural Films (Delhi Unit)	12-18 films	2	12-18 films	3
Family Welfare Films	15-20 films	17	15-20 films	20
Films produced by Outside Producers	20	11	20	4
16MM Featurette Films (plan)	28	7	28	6

### Distribution

No. of Prints & Cassettes	Targets	Achievements	Targets	Anticipated Achievements
	1993-94		1994-95	
Theatrical release	47,112	20,698	20,800	21,478
Non-Theatrical release	4,600	2,133	1,910	2,598
Supply of VHS Cassettes to DFP	700	652	1,000	183
Sales of Prints 35 mm & 16 mm B&W	250	—	5,010	593
Colour	5,960	903	—	—
Sale of VHS Cassettes	4,050	1,124	3,550	795
<b>Total</b>	<b>62,672</b>	<b>25,510</b>	<b>32,370</b>	<b>25,647</b>

29. It can be seen from the Table above that the performance of Films Division with regard to the achievement of physical targets has fallen below target. This is evident in two of the important activities of Films Division, namely 'Production of Films' and 'Distribution of Prints and Cassettes'.

The Secretary, Ministry of Information & Broadcasting stated that:

"We are actually conscious of the shortcomings in this regard. A complete restructuring of the Films Division had been taken up. We will achieve the target at least to a substantial level next year. The procedures are extremely cumbersome and need to be done away with. Doordarshan can make documentaries within a week. The organisation is being restructured. I will be able to report to you on the progress in this matter".

30. With regard to independent producers to whom films were assigned by Films Division on contract basis, the Ministry have indicated that the former could not complete assigned films despite persuasion and that now Films Division has been instructed to blacklist outside producers who do not complete their assignments in time. It has further been stated that one of the major reasons for the shortfall in sales of films and cassettes was the non-availability of a proper sales promotion and public relations set-up in Films Division. Further, it has been clarified that because of the low level of demand for VHS cassettes from the D.F.P., the supply of such cassettes was being gradually reduced.

31. The Committee regret to observe that the performance of Films Division in respect of its activities pertaining to 'Production of Films' and 'Distribution of Prints' has been unsatisfactory. Both in-house productions, such as documentaries, news magazines, agricultural films and 16 MM feature films, as well as productions assigned to outside producers have long suffered. It appears that Films Division has now been given instructions to blacklist outside producers who fail to complete their assignments in time. The Committee fail to understand why such strict measures could not have been adopted earlier. Had that been done, production shortfalls would not have been so high. Further, there have been substantial shortfalls in sales of prints of 35 MM and 16 MM films, sales being 903 and 593, as against targets of 6210 and 5010 in 1993-94 and 1994-95 respectively, for want of an effective public relations and sales effort.

32. The Committee urge that the Films Division undertake a thorough review of the working of the Department, so as to identify and correct shortcomings. The Committee recommend that the cumbersome production procedures being currently followed be done away with. The coordination between Films Division, outside producers and the client Department/Ministry also need to be made more effective. Further, Films Division must devise concrete measures to step up its distribution and sales activities.

**(d) Demand No. 55 – Broadcasting Services**

33.

(In thousand of Rs.)

	Revenue	Capital	Total
Voted	12,92,97,00	302,15,00	15,95,12,00
Charged	6,00	60,00	66,00
<b>Total</b>			<b>15,95,78,00</b>

34. The Plan outlay and the expenditure for 1993-94 and 1994-95 in respect of Sound Broadcasting (A.I.R.) and Doordarshan are indicated below:

(Rs. in Crores)

Sector	Outlay 1992-93	Actual Expd. 1992-93	Outlay 1993-94	Actual Exp. 1993-94	Outlay 1994-95	Final Estima- tes
Sound Broadcasting (AIR)	225.00	114.61	203.00	145.43	132.32	132.32
Doordarshan	265.16	176.25	170.00	168.22	256.00	256.39

It is seen that unlike earlier years, plan funds for 1994-95 have been utilized. However, the poor performance in earlier years, as well as the continuing problems of low resource generation, civil works delays and non-sanctioning of staff are likely to hamper the ultimate achievement of the 8th Plan targets in this Sector.

35. The Secretary, Ministry of Information and Broadcasting, stated during evidence that the outlay and target figures for the Broadcasting Sector were based on an assumed amount of internally generated revenue of Rs. 3,200 crore for the 5 year period, 1992-97. This would call for an annual plan support of over Rs. 600 crore by AIR and Doordarshan from their internal resources. It appears that the IEBC figure has been fixed in relation to the utilisation of 10% of Doordarshan telecast time for commercial purpose. The utilisation at present is 3% of the telecast time. The annual earnings by the Broadcasting Sector were nowhere near the figure of Rs. 600 crore. The Broadcasting Sector now faced a shortfall of about Rs. 1400 crore.

36. With regard to the utilisation of telecast time by Doordarshan the Secretary, Ministry of Information and Broadcasting, informed the Committee that in today's competitive market, advertisers would not necessarily come to Doordarshan just because Doordarshan reached 200 million people. They have many other places to go. They have got other television channels and newspapers.

It is not so much advertising reaching a large number of people but reaching people who take decisions to spend. They actually decide on who buys their product.

37. The Ministry have stated that introduction of additional channels of Doordarshan, the increase in transmission time and the revision of advertisement rates from 1 April, 1995 are expected to generate additional resources. In response to a query by the Committee as to whether advertising on Doordarshan was viewed in a totally commercial light, the Secretary, Ministry of Information and Broadcasting, clarified that advertisements for Doordarshan were carefully scrutinised at two stages. There is a Committee and they scrutinize it from the story board stage. They first look at that stage and again they look it when it is brought in its complete form. Only if it conforms to the code which is laid down in this regard, it is passed.

38. Further, a major drain on the revenue of electronic media is stated to be the grant of free time for "socially relevant" messages/programmes of different Ministries and Departments. The Planning Commission has suggested that the cost of such messages/programmes could be paid to A.I.R./Doordarshan to help them to achieve the goal of self-sufficiency of funds. For this purpose, necessary provisions need to be made in the budgets of the concerned Ministry/Department.

39. The Committee note that there is scope for increase of telecast time for commercial purpose. However, the Committee strongly emphasise that the very nature of Doordarshan as a Public Utility Service must preclude its becoming a totally commercial organisation. This necessarily means that while there is scope for increasing advertisements on Doordarshan, there must be a strict monitoring of all advertisements accepted by Doordarshan to ensure that they do not go against national culture and ethos.

40. The Committee believe that new initiatives are called for to accelerate the pace of revenue mobilization. In this connection, they suggest that a reduction in the grant of free advertising time to different Ministries/Departments and charging of a fee for such telecast, could be considered. This would call for an exercise involving the concerned Ministry/Department as necessary provisions would have to be made in their respective budgets to cover the cost of fee to be paid to A.I.R. and Doordarshan.

41. The Planning Commission has indicated that to cater to the diversified needs of various sectors of the Indian society and to effectively counter the challenges posed by foreign satellite and cable TV, Doordarshan needs to accord higher priority to the development of software. This is essential to ensure optimum and profitable utilisation of the massive programme of hardware development.

In this connection, the Secretary, Ministry of Information and Broadcasting, informed the Committee that while the Ministry required a minimum of Rs. 120 crore for the ensuing year to undertake the programme of software development, the provision was only about Rs. 37 crore. This amount would just cover last year's

expenditure. Details of the Software Budget (Plan) for the years 1992-93 to 1995-96 are as under:

Year	Outlay	Expenditure
1992-93	RE Rs. 17.00 crore	Rs. 14.75 crore
1993-94	RE Rs. 17.00 crore	Rs. 17.19 crore
1994-95	RE Rs. 42.15 crore	Rs. 42.15 crore
1995-96	SBG Rs. 36.80 crore	

42. The Committee observe that software development merits serious consideration but Doordarshan has not been able to obtain the necessary funds for the same. However, the Committee are constrained to note that negligible attention has hitherto been paid to the formulation of a meaningful software policy encompassing the objectives of information, education and entertainment. This is unfortunate. The Committee recommend that in keeping with its long term objectives, Doordarshan must identify the kind of software programme it should develop and the expected expenditure thereon. With concrete plans in hand, Doordarshan must pursue the matter of finances on a priority basis with the Planning Commission.

43. The Secretary, Ministry of Information and Broadcasting, stated during the course of evidence that the completion of projects was a continuous process and that on account of long gestation period of some projects, there could be no link between taking up of projects in a particular year and their completion. Projects with a long gestation period were carried over to subsequent years. Acquisition of land for setting up of projects and law and order conditions also posed problems. Sometimes approach roads were absent, or there was no provision for power and water.

44. The Committee are of the view that Projects must be completed within a certain time frame if targets are to be adhered to. The Committee appreciate that a strict monitoring mechanism has been put into action and that each project is evaluated every month for progress. The Committee regret to note that delays in civil construction works have become a perennial feature, adding to time and cost over-runs. They urge that steps be taken to expedite civil works activity.

45. It has been stated that the Border Areas Coverage scheme of Doordarshan for providing high power transmitters along India's border with neighbouring countries has been delayed for procedural reasons, as well as non-availability of land. The scheme which was completed five years ago is yet to be commissioned.

46. The Committee draw attention to the Border Areas Coverage Scheme of Doordarshan, which, although it was completed five years ago, is yet to be

**commissioned due to procedural reasons. The Committee take serious note of the inordinate delay and the resultant cost escalation, and urge expeditious action in the matter.**

47. The Secretary, Ministry of Information and Broadcasting stated that one of the reasons for the shortfall in expenditure in the Broadcasting Sector was the non-sanctioning of staff for the various completed projects. There were seven such completed A.I.R. projects without staff. Television projects completed but not yet sanctioned due to non-availability of staff sanction numbered more than 50.

48. The requirement of staff in the Ministry of Information and Broadcasting was on the increase as many new transmitters broadcasting studios and stations were being set up. While the Plan outlays provided for staff expenditure, the sanction for the necessary new posts was not forthcoming from the Finance Ministry. So the funds, already provided for in the budget, for the new posts tended to lapse, causing a shortfall in Plan expenditure. On the other hand, in the absence of additional staff, the existing staff had to be either deployed from elsewhere or work overtime and this entailed a tremendous strain on the non-plan expenditure in terms of travelling allowances, daily allowances, etc.

(The list of AIR and TV Projects completed but not commissioned on account of non-sanction of staff is given in APPENDIX-I).

49. The Committee take a serious view of the delay in commissioning of seven completed A.I.R. projects and more than 50 completed Doordarshan projects on account of non-sanctioning of staff. This has resulted in unnecessary and avoidable strain on non-plan expenditure, as well as shortfall in plan expenditure as the budget sanction provided for the new posts have lapsed. This is an unfortunate situation. The Committee recommend that the Ministry must urgently take up the matter of sanction of posts with the Finance Ministry, in view of the exceptional circumstances of staff requirement by both A.I.R. and Doordarshan for their many projects.

NEW DELHI;  
19 April, 1995  
29 Chaitra, 1917 (Saka)

KUMARI VIMLA VERMA,  
*Chairperson,*  
*Standing Committee on Communications.*

## APPENDIX-I

*A. All India Radio Projects which are technically ready but have not been Commissioned due to non-availability of staff sanction.*

S.No.	Location	Project	Date since technically ready
1.	Allahabad	2x5 KW FM	December 1994.
2.	Kullu (Relay)	3 KW FM	March 1994.
3.	Allahabad	2x10 KW MW	December 1994.
4.	Kinnaur	1 KW MW	October 1994.
5.	Uttarkashi	1 KW MW	March 1994.
6.	Gangtok	10 KW SW	December 1993.
7.	Panaji	Type III (R) Studio	March 1994.

**TV Projects completed but not yet commissioned due to Non-availability of Staff Sanction**

I. West Zone	HPT, Bombay -DD-III LPTs Ganderwara Sironj Khurai Jashpurnagar Neirang	Ashoknagar Sakti Deesa Khed Budhni	Shirpur Kelaras Bhandar	Idar	Maibar Chikhli Mehekar
II. South Zone	HPT, Madras--DD-III LPTs - Patukottai Krisbnagiri Pasra Kamareddy VLPTs - Kanjirapalli Chintapalli	Bellampally Pedanandipadu Kadiri Harpanahalli Parvatipuram Udumalpet	Sagar Gokak Hungond Kanhangod	Arani Gudiyattam Kosgi	
III. North Zone	HPT, Delhi - DD-III HPTs Jaisalmer Barmer- Interim Leh LPTs - Laiganj Abohar VLPTs-- Bajjnath Thanedar	Mandi Dabwali - DD-II Kathua Palampur Sarkaghat			Jogindernagar
IV. East Zone	HPT, Calcutta - DD-III LPT - Patna - DD-II HPT - Lunglei				



## APPENDIX-II

### COMMITTEE ON COMMUNICATIONS (1994-95)

Kumari Vimla Verma – *Chairperson*

MEMBERS

*Lok Sabha*

2. Shri R. Jeevarathinam
3. Shri Shravan Kumar Patel
4. Shri Laeta Umbrey
5. Shri Surajbhanu Solanki
6. Shri N. Dennis
7. Shri Jagmeet Singh Brar
8. Shri Pawan Kumar Bansal
9. Shri Kodikkunnil Suresh
10. Shri B. Devarajan
11. Shri R. Anbarasu
12. Dr. B.G. Jawali
13. Shri Somjibhai Damor
14. Shri Mohan Lal Jhikram
15. Shri Mahesh Kumar Kanodia
16. Smt. Dipika H. Topiwala
17. Dr. Sakshiji Maharaj Swami
18. Shri Lalit Oraon
19. Shri Lal Krishna Advani
20. Shri Sharad Yadav
21. Shri Ram Pujan Patel
22. Shri Shivasharan Verma
23. Shri Rupchand Pal
24. Shri Satyagopal Misra
25. Shri A. Asokaraj
26. Shri G.M.C. Balayogi
27. Shri Raj Kishore Mahto
28. Shri Sanat Kumar Mandal
29. Shri Sultan Salahuddin Owaisi
30. Shri Chadrajeet Yadav

*Rajya Sabha*

31. Shri Prakash Yashwant Ambedkar
32. Shri Jalaludin Ansari
33. Shri M.A. Baby
34. Shri Virendra Kataria
35. Shri Aas Mohammad
36. Smt. Malti Devi
37. Shri Mohammed Afzal *alias* Meem Afzal
38. Smt. Jayanti Natarajan
39. Smt. Anandiben Jethabhai Patel
40. Shri G. Prathapa Reddy
41. Smt. Sushma Swaraj
42. Shri Vizol
43. Shri Kishore Chandra Deo Vyricheria
44. Shri Janeshwar Mishra
45. Smt. Veena Verma

## SECRETARIAT

1. Shri S.N. Mishra – *Additional Secretary*
2. Shri G.C. Malhotra – *Joint Secretary*
3. Shri O.P. Ghai – *Deputy Secretary*
4. Shri S.K. Sharma – *Under Secretary*

**MINUTES OF THE TWENTY SIXTH SITTING OF THE STANDING  
COMMITTEE ON COMMUNICATIONS (1994-95)**

The Committee met on Thursday, 6 April, 1995, from 11.00 hours to 13.30 hours and again from 15.00 hours to 16.30 hours in Committee Room 'E', Parliament House Annexe, New Delhi.

**PRESENT**

**Kumari Vinula Verma – *Chairperson***

**MEMBERS**

***Lok Sabha***

2. Shri R. Jeevarathinam
3. Shri Shravan Kumar Patel
4. Shri Surajbhanu Solanki
5. Shri N. Dennis
6. Shri Somjibhai Damor
7. Shri Mahesh Kumar Kanodia
8. Shri Lal Krishna Advani
9. Shri Ram Pujan Patel
10. Shri Satyagopal Misra
11. Shri A. Asokaraj
12. Shri G.M.C. Balayogi
13. Shri Raj Kishore Mahto
14. Shri Sanat Kumar Mandal

***Rajya Sabha***

15. Shri Jalaludin Ansari
16. Shri Virendra Kataria
17. Shrimati Anandiben Jethabhai Patel
18. Shri G. Prathapa Reddy
19. Shrimati Sushma Swaraj
20. Shri Janeshwar Mishra
21. Shrimati Vecna Verma

## SECRETARIAT

Shri S.N. Mishra	–	<i>Additional Secretary</i>
Shri G.C. Malhotra	–	<i>Joint Secretary</i>
Shri O.P. Ghai	–	<i>Deputy Secretary</i>
Shri S.K. Sharma	–	<i>Under Secretary</i>

*Witnesses**(Officers of the Ministry of Information and Broadcasting)*

- |                          |   |
|--------------------------|---|
| 1. Shri Bhaskar Ghose    | <i>Secretary</i>  |
| 2. Shri R. Basu          | <i>Additional Secretary and<br/>Director General: Doordarshan</i> |
| 3. Shri N.P. Nawani      | <i>Addl. Secy. &amp; Financial Advisor</i>                        |
| 4. Shri N. Chawla        | <i>Joint Secretary (B)</i>  |
| 5. Ms. Sharwaree Gokhale | <i>Joint Secretary (F)</i>  |
| 6. Shri Raghu Menon      | <i>Joint Secretary (P)</i>  |
| 7. Shrimati N.J. Jrishna | <i>DG: DAVP</i>   |
| 8. Shri H.T. Khuma       | <i>Director, DFP</i>  |
| 9. Shrimati Bimla Bhalla | <i>OSD, News, Doordarshan</i>                                     |

2. At the outset, the Chairperson welcomed the officials of the Ministry of Information and Broadcasting.

3. The Committee sought clarifications on issues relating to the Demands for Grants 1995-96, as well as on points arising out of the written replies furnished by the Ministry to the Questionnaire on Demands for Grants, 1995-96.

4. A verbatim record of the meeting has been kept.

5. The Chairperson thanked the officials for furnishing valuable information to the Committee and for expressing free and frank views on various points raised by the Members.

6. After the officials of the Ministry left, the Committee adopted the Report on Action Taken by the Government on the recommendations contained in the Seventh Report of the Committee on Demands for Grants (1994-95) of the Ministry of Information and Broadcasting. Thereafter, the Chairperson was authorised to finalise and present the Report to Parliament.

*The Committee then adjourned.*

MINUTES OF THE FIFTH SITTING OF THE STANDING  
COMMITTEE ON COMMUNICATIONS (1995-96)

The Committee met on Wednesday 19 April, 1995 from 1100 hours to 1315 hours in Committee Room 'B', Parliament House Annexe, New Delhi.

PRESENT

Kumari Vimla Verma - *Chairperson*

MEMBERS

*Lok Sabha*

2. Shri R. Jeevarathinam
3. Shri Laeta Umbrey
4. Shri Surajbhanu Solanki
5. Shri B. Devarajan
6. Shri Somjibhai Damor
7. Shri Mohan Lal Jhikram
8. Shri Lal Krishna Advani
9. Shri Rupchand Pal
10. Shri Satyagopal Misra
11. Shri A. Asokaraj
12. Shri G.M.C. Balayogi
13. Shri Sanat Kumar Mandal
14. Shri Chadrajeet Yadav

*Rajya Sabha*

15. Shri Jalaludin Ansari
16. Shri Virendra Kataria
17. Shri Mohammed Afzal *alias* Meem Afzal
18. Smt. Anandiben Jethabhai
19. Smt. Sushma Swaraj
20. Shri V. Kishore Chandra Deo
21. Shri Janeshwar Mishra
22. Smt. Veena Verma

SECRETARIAT

1. Shri S.N. Mishra - *Additional Secretary*
2. Shri G.C. Malhotra - *Joint Secretary*
3. Shri O.P. Ghai - *Deputy Secretary*
4. Shri S.K. Sharma - *Under Secretary*

2. The Committee took up for consideration, Draft Report on Demands for Grants (1995-96) of the Ministry of Information and Broadcasting and adopted the same with additions/modifications as indicated at the Appendix.

3. Thereafter, the Committee authorised the Chairperson to finalise and present/lay the Report in both the Houses of Parliament.

*The Committee then adjourned.*

## APPENDIX

Page No.	Para No.	Line	Amendments/modifications
1	2	3	4
Addenda (Page 5A)	8	Line 1	<i>For "appreciate"</i> <i>Read "note"</i>
		Line 3	<i>Delete 'to note'</i>
		Line 1-3 (from below)	<i>For "The Committee call for..... over-runs of projects."</i>  <i>Read "the Committee desire that urgent steps may be devised for proper prioritization of programmes and timely project execution to check time and cost over-runs."</i>
6	10	Line 3 (from below)	<i>After 'adversely affect'</i>  <i>Add 'not only'</i>  <i>Delete 'especially'</i>
		Line 1 (from below)	<i>After 'internal resources'</i>  <i>Add 'but also the quality of their programmes'.</i>
		Before start of Para 14	<i>Add new para 13 A as under:</i>  The Committee understand that an allocation of Rs. 500 lakh has been made in 1995-96 for setting up a National Press Centre, which is an important Plan scheme of the press Information Bureau. The proposed Centre will bring together information dissemination agencies and the media, and is expected to have state of the art facilities for media persons. The Committee are distressed to learn that this important scheme is yet to be conceptualised, on account of which the preparatory work on the project has not begun. The sanction by the Expenditure Finance Committee is also pending for this scheme.
8-9	14	4-5	<i>After the words " The Committee urge that the" Add "Preliminary work at the level of the Ministry must be completed without delay and"</i>
9	14	1	<i>Delete "work on the"</i>
		2	<i>Delete "begin and"</i>

1	2	3	4
10	17	1 (from below)	<i>For</i> "a section of our own people was" <i>Read</i> "some of our own country men are"
Addenda	17-B	8	<i>For</i> "at stake"  <i>Read</i> "adversely affected"
		11	<i>After</i> "grass roots" <i>Add</i> "level"
14	25	2	<i>After</i> "specialised" <i>Add</i> "vaults for"
		2 (from below)	<i>For</i> "trust that this activity will"  <i>Read</i> "desire that this activity should"
15	28	4 (from below)	<i>After sentence</i> "both in-house such as.... have long suffered".  <i>Add sentences</i> "It appears that Films Division has now been given instructions to blacklist outside producers who fail to complete their assignments in time. The Committee fail to understand why such strict measures could not have been adopted earlier. Had that been done production shortfalls would not have been so high".
		2 (from below)	<i>After</i> "films"  <i>Add</i> "(sales being 903 and 593 as against targets of 6210 and 5010 in 1993-94 and 1994-95 respectively).
17	Para 32		<i>Delete the para</i>
18	35	1-3 (from below)	<i>Delete</i> "The possibilities of state.... explored."
	36	4	<i>For</i> "Undertaking"  <i>Reaa</i> "Utility Service"
20	39	6	<i>For</i> "information and education"  <i>Read</i> "information education and entertainment"
21	41	4 (from below)	<i>Delete</i> "however"