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**STANDING COMMITTEE ON  
COMMUNICATIONS  
(1995-96)**

**TENTH LOK SABHA**

**MINISTRY OF INFORMATION AND BROADCASTING**

*[Action Taken by Government on the Recommendations contained in the  
Sixteenth Report of Standing Committee on Communications on Demands  
for Grants (1995-96)]*

**TWENTY-SEVENTH REPORT**



सत्यमेव जयते

**LOK SABHA SECRETARIAT  
NEW DELHI**

*December, 1995/Agrahayana, 1917 (Saka)*

# TWENTY-SEVENTH REPORT

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(TENTH LOK SABHA)

MINISTRY OF INFORMATION AND BROADCASTING

[Action Taken by Government on the Recommendations contained in the Sixteenth Report of Standing Committee on Communications on Demands for Grants (1995-96)]

*Presented to Lok Sabha on 22 December, 1995*

*Laid in Rajya Sabha on 22 December, 1995*



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LOK SABHA SECRETARIAT  
NEW DELHI

*December, 1995/Agrahayana, 1917 (Saka)*

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STANDING COMMITTEE ON COMMUNICATIONS  
(1995-96)

\*Shri Pawan Kumar Bansal — *Chairman*

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*Rajya Sabha*

30. Shri Prakash Yashwant Ambedkar

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\*Appointed Chairman w.e.f. 22.9.95 *Vide* Kumari Vimla Verma who ceased to be Member and Chairperson of the Committee on her appointment as Minister.

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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

1. The Chairman of the Standing Committee on Communications (1995-96) having been authorised by the Committee to submit the Report on its behalf, present this Twenty-Seventh Report on Action Taken by Government on the recommendations contained in the Sixteenth Report of the Standing Committee on Communications (Tenth Lok Sabha) relating to the Ministry of Information and Broadcasting as Demands for Grants (1995-96).

2. The Sixteenth Report was presented to Lok Sabha on 9 May, 1995 and was also laid in Rajya Sabha the same day. The Government furnished their replies indicating Action Taken on the Recommendations contained in the Report on 9 October, 1995.

3. The Report was considered and adopted by the Committee at its sitting held on 20 December, 1995.

4. 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.

5. An Analysis of Action Taken by Government on the Recommendations contained in the Sixteenth Report of Standing Committee on Communications (Tenth Lok Sabha) is given in Appendix-II.

NEW DELHI:  
21 December, 1995

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30 Agrahayana, 1917 (Saka)

PAWAN KUMAR BANSAL,  
*Chairman,*  
*Standing Committee on Communications.*

## **CHAPTER-I**

### **REPORT**

1. This Report of the Standing Committee on Communications deals with the action taken by Government on the Recommendations contained in its Sixteenth Report (Tenth Lok Sabha) on Ministry of Information and Broadcasting.

2. The Sixteenth Report was presented to Lok Sabha on 9 May, 1995 and was also laid on the Table of Rajya Sabha the same day. It contained 18 Observations/Recommendations.

3. Action Taken Notes in respect of all the Observations/Recommendations contained in the Report have been received and categorised as follows:—

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

Sl. Nos. 1 (Para No. 10), 2 (Para No. 11), 4 (Para No. 14), 8 (Para No. 22), 10 (Para No. 27), 11 (Para No. 31), 12 (Para No. 32), 14 (Para No. 40), 16 (Para No. 44) and 18 (Para No. 49).

(Total 10, Chapter II)

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

Sl. Nos. 3 (Para No. 12), 5 (Para No. 16), 6 (Para No. 17), 9 (Para No. 25), 13 (Para No. 39), and 15 (Para No. 42).

(Total 6, Chapter III)

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

Sl. Nos. 7 (Para No. 19) and 17 (Para No. 46)

(Total 2, Chapter IV)

- (iv) Recommendations/Observations in respect of which Government have furnished interim replies:

Nil



4. The Committee will now deal with action taken by Government on some of their Recommendations/Observations.

*Setting up of National Press Centre*

**Recommendation (Sl. No. 4, Para No. 14)**

5. The Committee in its Sixteenth Report had observed that an allocation of Rs. 500 lakh had been made in 1995-96 for setting up a National Press Centre as an important plan scheme of the Press Information Bureau. The Committee was distressed to note that this important scheme was yet to be conceptualised. It was apprehended that the non-commencement of the preliminary work and related matters might adversely affect the completion of the National Press Centre. The Committee had therefore, recommended that the preliminary work at the level of the Ministry must be completed without delay and sanction of the project must be obtained from the Expenditure Finance Committee at the earliest so that the Project could be executed within the stipulated time-frame.

6. The Ministry of Information and Broadcasting in its Action Taken Note have replied that a Committee has been constituted to finalise the work relating to selection of architect and executing agency for construction of the building for National Press Centre. It is further averred that the Expenditure Finance Committee (EFC) memo would be prepared on the basis of estimates prepared by the Architect/executing agency. The Principal Information Officer, being Chairman of the Committee has been requested to take urgent action in the matter.

7. The Committee has taken note of the measures taken by the Government to execute the Project. The Committee would like to know the stipulated time-frame and of the further progress made in this regard.

*Filling up of vacant Posts of Field Publicity Officers and distribution of Publicity Material*

**Recommendation (Sl. No. 7, Para No. 19)**

8. In its Sixteenth Report the Committee took a serious note of the fact that a substantial number of posts of Field Publicity Officers, who were the vital instruments at the grass-root level to project Government Policies and programmes were not filled up. The Committee had also observed that some of these posts were being manned by persons who were not qualified or trained for the job and as a consequence, efficiency and productivity of this division of the Ministry of Information and Broadcasting were adversely affected. The Committee, therefore, had desired that vacant posts of Field Publicity Officers be filled up at once to tone up the functioning at the grass-root level. The Committee had also observed that there was enormous wastage in Directorate of Field Publicity since a large amount of Publicity material remained

unutilised. The Committee had therefore, desired that strict attention be paid to the proper distribution of publicity material.

9. The Ministry of Information and Broadcasting in their Action Taken Note have stated that the posts of Field Publicity Officers (FPOs) are largely manned by the officers of Senior Grade of Indian Information Service (Group 'B'). At present there is a shortage of officers in this Grade and eligible officers in the feeder cadre are also not available for promotion. There are 87 vacancies in the grade of FPO(IIS) and 20 vacancies in FPOs (Border). A requisition for filling up 32 posts in this grade on deputation basis has been placed with Union Public Service Commission and a panel of suitable officers is awaited. Similarly, a requisition is being placed with the UPSC for filling up of the vacant posts of FPOs by direct recruitment.

The Ministry have further stated that recruitment to the posts of FPOs is made 50 per cent by promotion (from officers in Junior Grade Group B directly recruited through UPSC), 25% by transfer on deputation basis in consultation with UPSC and 25 per cent by direct recruitment through UPSC. At times, due to shortage of officers in Sr. Grade 'B', the posts are filled by Jr. Grade Officers of IIS, Group 'A', recruitment to which is made 50% by direct recruitment through Civil Services Examination and 50% by promotion from Sr. Grade of IIS Group 'B'. Therefore, there is no scope of appointment of unqualified or untrained personnel to the posts of Field Publicity Officers in Directorate of Field Publicity. However, Field Publicity Assistants (FPAs) are sometimes required to head the Field Publicity Units in the absence of FPOs. It has been further contended that the recruitment Rules for the post of Field Publicity Assistants provide for promotional opportunity to the employees of DFP at lower formations. Therefore, it is possible that there has been a qualitative difference in the work performed by a FPA as head of the Unit who has been promoted from the position of an LDC or other lower level functionaries.

As regards utilisation of publicity material, the Ministry has stated that printed publicity in the forms of posters, booklets, folders, leaflets, stickers etc., are received by Field Publicity Units mostly from DAVP. These are distributed in the field by the unit whenever they go on tour. Necessary instructions have been issued to Field Officers for timely utilization of such material.

10. The Committee is not satisfied with the reply of the Ministry. On one hand it is stated that there is no scope of appointment of unqualified or untrained personnel to the posts of Field Publicity Officers while on the other it is admitted that it is possible that there has been a qualitative difference in the work performed by an FPA as head of the unit who has been promoted from the position of an LDC or other lower level functionaries. The Committee is of the view that the standard and quality of performance by the Directorate of Field Publicity must always be high and

professional. No compromise on this account should be acceptable. The Committee, therefore, reiterates that all out efforts be made to fill up the vacant posts of Field Publicity Officers immediately. The Committee desires that the Ministry should vigorously pursue the matter with UPSC to get suitable candidates for the posts of Field Publicity Officers.

So far as utilisation of publicity material is concerned, the Committee recommends that the instructions issued in this regard should be repeated at frequent intervals so that these are not lost sight of by the new officers/staff.

#### *Review of the working of Films Division*

##### **Recommendation (Sl. No. 12, Para No. 32)**

11. The Committee in its earlier Report had urged that the Films Division should undertake a thorough review of the working of the Department so as to identify and correct its shortcomings. The Committee also recommended 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 needed to be made more effective. The Committee further recommended that Films Division must devise concrete measures to step up its distribution and sales activities.

12. The Ministry in their Action Taken Note have replied that the Recommendation of the Committee has been noted for compliance. Accordingly, a Committee is being set up under the chairmanship of Shri A.J. Kidwai, former Secretary, Ministry of Information and Broadcasting to review the various aspects suggested by the Committee.

13. The Committee notes that the Ministry has set up a Committee to review the various aspects of the working of Films Division. It would like to be apprised of the progress made in this regard and the corrective steps taken in the light of the findings of this Committee.

#### *Acceleration of Revenue Mobilisation*

##### **Recommendation (Sl. No. 14, Para No. 40)**

14. In its Sixteenth Report the Committee with a view to mobilising revenues had desired reduction in the grant of free advertising time to different Ministries/Departments and charging of a fee such telecast. The Committee opined that this would call for an exercise involving the concerned Ministry/Department as necessary provisions would have to be made in their respective budget to cover the cost of fee to be paid to AIR and Doordarshan.

15. In their Action Taken Note the Ministry of Information and Broadcasting have replied that measures have been taken to enhance the commercial revenue generation. Rate card in respect of Doordarshan is reviewed continuously keeping in view the market potential. Programmes

are also being offered on minimum guarantee to achieve higher revenue collection. The suggestion of the Committee regarding reduction in the grant of free time to different Ministries/Departments has been noted. It is further stated that except for UNICEF greeting card spots for a limited period of three months, no free-time is allowed on the commercial channel of All India Radio. In primary channel of AIR, free time is allowed in respect of socially related programmes like Family Welfare spots.

However, the Ministry has been allowing broadcast/telecast of public service messages free of cost over AIR/TV. A proposal to charge different Ministries/Departments for programmes produced by AIR/TV at their behest is stated to be under active consideration of the Government.

16. The Committee notes that with a view to mobilising revenues and to achieve the target of self sufficiency laid down in this regard a proposal to charge different Ministries/Departments for programmes produced by AIR/Doordarshan at their behest is under active consideration of the Ministry of Information & Broadcasting. The Committee would like the Ministry of Information & Broadcasting to ensure expeditious action on this proposal and apprise the Committee accordingly.

*Sanction of Staff for Commissioning of High Power Transmitters (HPTS)*

**Recommendation (Sl. No. 17, Para No. 46)**

17. The Committee in its earlier report had taken serious note of the inordinate delay and the resultant cost escalation in commissioning of High Power Transmitters under Border Areas coverage scheme and had urged expeditious action in the matter.

18. The Ministry in their Action Taken Note have replied that the Scheme "TV Coverage of Border Areas" was approved in January, 1987 at a capital cost of Rs. 30.56 crores. Revised cost of the scheme amounting to Rs. 65.57 crores has been approved in June, 1995. As per the details furnished by the Ministry, while some of the projects have since been commissioned, two 10 KW High Power Transmitter projects with 300 M towers, one each at Jaisalmer and Barmer could not be commissioned as the staff has not been sanctioned.

19. The Committee expresses its unhappiness to note that in spite of its earlier recommendation in this regard, two High Power Transmitters of 10 KW each with 300 M towers, one each at Jaisalmer and Barmer could not be commissioned for want of sanction of staff. It is regretted that assets created at enormous cost are lying idle for want of staff. The Committee expects an early action in this regard.

## CHAPTER II

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

#### Recommendation (Serial No. 1, Para No. 10)

The Committee note that the Information and Broadcasting Sectors have been able to utilize 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 crores. In order to ensure optimum utilization 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 overruns.

#### Action Taken by Government

The observation of the Committee has been noted for compliance. Various factors such as disturbed conditions prevailing in the area, difficult terrain labour, contractual problems and delay in procurement of equipment have contributed to the slow progress of projects undertaken by AIR, Doordarshan and other Medias. This resulted in shortfall in utilization of funds during the first two years of the 8th plan. Implementing Agencies have been instructed to take proper steps to re-prioritise the projects in order to ensure optimum utilization of the outlays in the remaining plan period.

[Ref. Min. of I&B O.M. No. G.20016/4/95-B&A Dated 9.10.1995]

#### Recommendation (Serial No. 2, Para No. 11)

The Committee observe that for some scheme, 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.

### **Action Taken by Government**

The observation of the Committee has been noted for compliance. Accordingly implementing agencies have been instructed to take steps to reprioritise the scheme depending on the availability of funds so that the over all objective of the consolidation, modernization and upgradation is achieved.

[Ref. Min. of I&B O.M. No. G. 20016/4/95-B&A Dated 9.10.1995]

#### **Recommendation (Serial No. 4, Para No. 14)**

The Committee understand that an allocation of Rs. 500 lakhs 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.

### **Action Taken by Government**

A Committee has been constituted to finalise the work relating to selection of architect and executing agency for construction of the building for setting up of National Press Centre so that EFC memo can be prepared on the basis of estimate to be prepared by the Architect/executing agency. PIO, being Chairman of the Committee has been requested to take urgent action in the matter.

[Ref. Min. of I&B O.M. No. G. 20016/4/95-B&A Dated 9.10.1995]

#### **Comments of the Committee**

Please see Para No. 7 of Chapter I.

#### **Recommendation (Serial No. 8, Para No. 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 lakhs. Notwithstanding the lapse, a further provision of Rs. 5 lakhs has been made for 1995-96. The Committee desire that there should be better coordination between the two publicity departments.

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

The twelve computers for which orders were placed on National Informatics Centre (NIC), have since been supplied to the Regional Officers. For the remaining ten Regional Offices also NIC has been given funds during 1994-95 for supply and installation of computers. DFP is pursuing the matter vigorously with NIC.

It is a fact that funds to the tune of Rs. 15 lakhs provided to DAVP for production of publicity material during the year 1994-95 remained unutilised and for the current financial year (1995-96) an amount of Rs. 5 lakhs has been provided in DFP's Budget for publicity material. The job of production of printed publicity material was entrusted by DFP to DAVP in view of the fact that DFP does not have necessary infrastructure for production of software. DFP has, however, been advised to strictly monitor the progress of work relating to production of publicity material by DAVP at frequent intervals so that their publicity work at grass-root-level does not suffer. The Committee's suggestion for an effective coordination between DFP & DAVP in this regard has been noted.

[Ref. Min. of I&B O.M. No. G. 20016/4/95-B&A Dated 9.10.1995]

#### **Recommendation (Serial No. 10, Para No. 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.

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

The observation of the Committee has been noted for compliance. During the year 1995-96 with an allocation of Rs. 40/lakhs NFAI has been advised by the Ministry to execute the civil work of Nitrate film vault only. An amount of Rs. 50 lakhs has been earmarked for the year 1996-97 towards electrical work and balance civil work, if any. The construction of the nitrate film vault is proposed to be completed by the end of March, 1997.

[Ref. Min. of I & B O.M. No. G. 20016/4/95-B&A Dated 9.10.1995]

**Recommendation (Serial No. 11, Para No. 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 35MM and 16MM 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.

**Action Taken by Government**

The recommendations of the Committee have been noted for compliance. As regards sale of non-theatrical prints of 35mm and 16mm films during the year 1993-94 and 1994-95 are as under:—

| Year    | Tentative | Target | Achievement |
|---------|-----------|--------|-------------|
| 1993-94 | Prints    | 7100   | 1424        |
|         | Cassettes | 4000   | 2867        |
| 1994-95 | Prints    | 5010   | 813         |
|         | Cassettes | 3550   | 2002        |

[Ref. Min. of I&B O.M. No. G. 20016/4/95-B&A Dated 9.10.1995]

**Recommendation Serial No. 12 (Para No. 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.

**Action Taken by Government**

Recommendation of the Committee has been noted for compliance. Accordingly, a Committee is being set up under the Chairmanship of Shri A.J. Kidwai to review the various aspects suggested by the Hon'ble Committee.

[Ref. Min. of I&B O.M. No. G. 20016/4/95-B&A Dated 9.10.1995]



### Comments of the Committee

Please see Para No. 13 of Chapter I.

#### Recommendation (Serial No. 14, Para No. 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 budget to cover the cost of fee to be paid to A.I.R. and Doordarshan.

#### Action Taken by Government

Measures have been taken to enhance the commercial revenue generation. Rate card in respect of Doordarshan is reviewed continuously keeping in view the market potential. Programmes are also being offered on minimum guarantee to achieve higher revenue collection. The suggestion of the Committee regarding reduction in the grant of free time to different Ministries/Departments has been noted. It is however, mentioned that, except for UNICEF greeting card spots for a limited period of three months, no free time is allowed on the commercial channel of All India Radio. In primary channel of AIR, free time is allowed in respect of socially related programmes like Family Welfare spots.

However, broadcast/telecast of public service messages are allowed free of cost over AIR/TV. A proposal to charge different Ministries/Depts. for programmes produced by AIR/TV on their behest is under active consideration of the Government.

[Ref. Min. I&B O.M. No. G. 20016/4/95-B&A Dated 9.10.1995]

### Comments of the Committee

Please see Para No. 16 of Chapter I.

#### Recommendation (Serial No. 16, Para No. 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.

#### Action Taken by Government

The observation of the Committee regarding the delay in Civil Construction Work has been noted. Various factors such as disturbed conditions prevailing in the area, difficult terrain, labour and contractual

problem etc., have contributed to the slow progress of civil works at some places. Efforts are being made to cut down time and cost over-runs. Modern monitoring system of projects like PERTs have been introduced. Frequent visits are being made to the work sites and remedial measures are being taken to remove the bottlenecks if any. Civil works are being monitored very closely to ensure that works are completed within the scheduled target.

[Ref. Min. of I&B O.M.No. G. 20016/4/95-B&A Dated 9.10.1995]

**Recommendation (Serial No. 18, Para No. 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, staff requirement by both A.I.R. and Doordarshan for their many projects.

**Action Taken by Government**

There was some delay in obtaining required approvals in respect of creation of posts for new All India Radio and Doordarshan projects. Ministry was asked first to complete the exercise for effecting 10% cut in the sanctioned posts as per directions of the Ministry of Finance. The exercise has since been completed and the proposals are being taken up with the Ministry of Finance urgently for expeditious sanction of staff for various All India Radio and Doordarshan projects.

[Ref. Min. of I&B O.M. No. G. 20016/4/95-B&A Dated 9.10.1995]

## CHAPTER III

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

#### **Recommendation (Serial No. 3, Para No. 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.

#### **Action taken by Government**

The Internal Revenue Component of Rs. 3217.00 crores within the overall outlay of Rs. 3634.00 crores for the 8th Five year Plan has been fixed by Planning Commission. Ministry of Information & Broadcasting has written to the Planning Commission on more than one occasion indicating that IEBR target is unrealistic. It is accepted that non-achievement of IEBR of Rs. 3217.00 crores will adversely affect the achievement of physical targets envisaged in the Plan. However, more realistic assessment of generation of Internal Resources is done annually in

meetings held in the Ministry of Finance and these targets are incorporated in the respective Annual Plans. For the year 1995-96 IR support for Plans of AIR, Doordarshan and NFDC have been assessed as follows:—

(Rs. in crores)

|                |               |
|----------------|---------------|
| 1. AIR         | 110.00        |
| 2. Doordarshan | 280.40        |
| 3. N.F.D.C.    | 4.10          |
| <b>Total:</b>  | <b>394.50</b> |

[Ref. Min. of I&B O.M. No. G. 20016/4/95-B&A Dated 9.10.1995]

#### Recommendation (Serial No. 5, Para No. 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 R.E. 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.

#### Action Taken by Government

The budget provision of Printed Publicity material has come down to Rs. 318.96 lakhs in 1995-96 against Rs. 379.06 lakhs because the production of fortnightly magazine entitled "India Update" was stopped. The approximate cost of this job was about Rs. 50.00 lakhs. Moreover, payments of the job pertaining to the other client departments are now being made against client's sanction/authorisation as per CGA's O.M. No. 18(3)/92/TA-90 dated 27.1.1993, resulting in reduction in the budget.

The distribution pattern followed by D.A.V.P. is 'Direct Mail' oriented aiming to reach the material right up to the grass root level which includes various individuals, schools, colleges, hospitals, social/voluntary organisations, Gram Panchayats, State Information Departments, Field

Publicity Offices, Tehsildars, B.D.O.s, MLAs/MLCs, Members of Parliament, Ministers, Office of the Chief Ministers, Office of the Governors, Office of the Prime Minister, Office of the President of India and several other VIPs and opinion leaders. The distribution is done as per the requirements of the client department. In the absence of any specific requirements, the distribution target is decided by D.A.V.P.

The mailing list is regularly updated and new addresses are added. During the year 1994-95, more than 58,000 addresses were updated and about 30,000 new addresses added.

Regarding under-utilisation of printed material, it may be stated that usually printed copies are distributed in full, leaving 2% to 5% as reserve stock for meeting ad-hoc and unforeseen demands and to cater to the need of individuals requests received from individuals/institutions and cross section of people from time to time. Of course in cases of some clients' jobs, varying quantities may remain in stock for some time either due to non-receipt of distribution list or due to incomplete distribution list received from client department or for anticipated future use. The copies are subsequently despatched immediately after the receipt of the distribution list.

Further, all the Field Exhibitions Units, located all over the country, have been instructed to take necessary steps and distribute the publicity material properly without any wastage and ensure best possible utilisation.

[Ref. Min. of I&B O.M. No. G. 20016/4/95-B&A Dated 9.10.95]

#### **Recommendation (Serial No. 6, Para No. 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 'vicious 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.

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

D.A.V.P. primarily brings out publications meant for distribution on a mass scale and normally disseminates socio-economic messages to the general public. The sensitive issue of counter propaganda in the border areas and other countries or within the country is essentially the job of Ministry of External Affairs and Ministry of Home Affairs. These matters are handled in a discreet way generally using non-official channels. Therefore, these issues are not taken up in official publications, one of the reasons being that non-official publications carry more credibility in target

groups. However, D.A.V.P. is in touch with the Ministry of Home Affairs regarding suitable publication on the issue, which may be of some interest to the public in the sensitive areas. This will also help in countering anti-India propaganda in the discreet manner.

[Ref. Min. of I&B O.M. No. G. 20016/4/95-B&A Dated 9.10.1995]

**Recommendation (Serial No. 9, Para No. 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'.

**Action Taken by Government**

Photo Division have three themes namely "Modernisation of Photo Division", "Computerised Photo Data Bank and "News Photo Network" in their VIIIth Five Year Plan. Implementation of the three schemes are in progress now. Payment has already been made to STC for import of equipment under the modernisation scheme. The import will materialise very shortly. Computer equipments have already been installed at the Head Quarters (New Delhi) with extension at the Regional offices at Bombay, Calcutta, Madras and Guwahati under the 'Computerised Photo Data Bank' scheme. Feeding of Photographs in the main computer is in progress. As regard 'News Photo Network', there has been further revolutionary developments in the feild of photo transmission equipment after this scheme was envisaged. Photo Division has already identified the latest equipment in the field and is in close touch with its suppliers. As soon as the terms are finalised, they will approach STC for its import.

[Ref. Min. of I&B O.M. No. G. 20016/4/95-B&A Dated 9.10.1995]

**Recommendation (Serial No. 13 Para No. 39)**

The Committee note that there is scope for increase of telecast time for commerical purpose. However, the Committee strongly emphasise that the very nature of Doordarshan as a Public Utility Service must preclude its becoming a totally commerical 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.

**Action Taken by Government**

Advertisements on Doordarshan are governed by the Code for Commerical Advertising. The Code devised by Doordarshan is intended to ensure that advertisements, either in terms of content, tone or treatment

do not mislead the viewers as well as the consumers and are not repugnant to good taste. Each proposal for telecast of commercial advertisement is carefully examined at two important stages before it is accorded final approval. The client/advertising agency is required in the first instance, to submit to Doordarshan the story board of the advertisement. This is evaluated in the light of the provisions contained in the "Code for Commercial Advertising on Doordarshan" and in the event it is found strictly in conformity with the Code, Doordarshan accords its provisional approval to enable the client/agency to produce the advertisement. The advertisement when produced is again previewed, before actual telecast, to ensure that there has been no deviation from the story board approved earlier.

[Ref. Min. of I&B O.M. No. G. 20016/4/95-B&A Dated 9.10.1995]

#### **Recommendation (Serial No. 15, Para No. 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.

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

Doordarshan has taken several measures to cast its net wider for acquiring software for its multiple services. In addition to in-house production which it generates through its Programme Production Centres in various parts of the country, Doordarshan also accepts programmes produced by outsiders. These programmes are acquired under 3 different categories (a) under commissioning scheme of Doordarshan where Doordarshan bears the cost of production; (b) under sponsorship scheme where although programmes are produced with Doordarshan's prior approval the production cost are met by the producer; and (c) under royalty category, where TV programmes produced by outside producers are previewed and if found fit for telecast, accepted for telecast by Doordarshan on payment of royalty.

[Ref. Min. of I&B O.M. No. G. 20016/4/95-B&A Dated 9.10.1995]

## CHAPTER IV

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

#### Recommendation (Serial No. 7, Para No. 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.

#### Action Taken by Government

The Posts of Field Publicity Officer (FPOs) are largely manned by the officers of Senior Grade of IIS Group 'B'. At present there is a shortage of officers in this Grade, and eligible officers in the feeder cadre are also not available for promotion. There are 87 vacancies in the grade of FPOs(IIS) and 20 vacancies in FPOs(Border). A requisition for filling up 32 posts in this grade on deputation basis has been placed with Union Public Service Commission (UPSC) and a panel of suitable officers is awaited. Similarly, a requisition for filling up vacancies by direct recruitment is being placed with the UPSC. As soon as these officers become available, the vacant posts of FPOs will be filled. With regard to the Committee's observation that, as a result of non-filling up of the posts of Field Publicity Officers for a very long time, some of these posts are being manned by persons who are not qualified or trained for the job, it may be mentioned that recruitment to the posts of FPOs largely manned by officer of Sr. Grade of IIS, Group 'B' is made 50% by promotion from officers in Junior Grade Group 'B' directly recruited through UPSC, 25% by transfer on deputation basis in consultation with UPSC and 25% by direct recruitment through UPSC. At times, due to shortage of officers in Sr. Grade 'B', the posts are filled by Jr. Grade officers of IIS, Group 'A' recruitment to which is made 50% by direct recruitment through Civil Services Examination and 50% by promotion from Sr. Grade of IIS Group 'B'. Therefore, there is no scope of appointment of unqualified or untrained officers to the posts of Field



Publicity Officers in Directorate of Field Publicity. However, Field Publicity Assistants (FPAs) are sometimes required to head the Field Publicity Units in the absence of FPOs. The recruitment rules for the post of Field Publicity Assistants provide for promotional opportunity to the employees of DFP at lower formations. Therefore, it is possible that there has been a qualitative difference in the work performed by FPA as head of the Unit who has been promoted from the position of an LDC or other lower level functionaries.

So far as utilisation of publicity material is concerned, printed publicity in the forms of posters, booklets, folders, leaflets, stickers etc., are received by Field Publicity Units mostly from DAVP. These are distributed in the field by the units whenever they go on tour. Necessary instructions have been issued to Field Officers for timely utilization of such material.

[Ref. Min. of I&B O.M. No. G. 20016/4/95-B&A Dated 9.10.1995]

#### Comments of the Committee

Please see Para No. 10 of Chapter I.

#### Recommendation (Serial No. 17, Para No. 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.

#### Action Taken by Government

The Scheme "TV Coverage of Border Areas" was approved in January, 1987 at a capital cost of Rs. 30.56 crores. Revised cost of the scheme amounting to Rs. 65.57 crores has been approved in June, 1995. Present status of the Projects included in the above schemes is as under:—

| Project                                       | Present status  |
|---|---|
| 1. LPTs (8 Nos.)                              | Commissioned  |
| 2. VLPTs (35 Nos.)                            | Commissioned  |
| 3. Maintenance Centre for LPTs & VLPTs.       | Commissioned  |
| 4. HPT 10 KW with 300 M tower at Jaisalmer.   | Transmitter ready for commissioning. Staff to be sanctioned.  |
| 5. HPT 10 KW with 300 M tower at Ramestwaram. | Transmitter operational on reduced power with the help of a temporary tower. Construction of 300 M tower completed the project is likely to be completed shortly. |

| Project                                  | Present status  |
|--|---|
| 6. HPT 10 KW with 300 M tower at Bhuj.   | Transmitter operational on 10KW power with a 100M tower. Construction of 300M tower is in progress and project is likely to be completed by end of 1996-97.   |
| 7. HPT 10 KW with 300 M tower at Barmer. | Interim set up (1 KW) with a temporary tower completed. Staff to be sanctioned. Repairs of the approach road to transmitter site being taken up by the State Govt. Specifications for 300 M tower prepared and order for tower is to be placed. |
| 8. HPT 1 KW with PGF at Gangtok.         | HPT at Gangtok commissioned. PF for PGF building is to be sanctioned.   |

12Remarks:—HPTs Jaisalmer & Barmer (int. set up) can be commissioned after the requisite staff is sanctioned.

[Ref. Min. of I&B O.M. No. G. 20016/4/95-B&A, Dated 9.10.1995]

**Comments of the Committee**

Please see Para No. 19 of Chapter I.

**CHAPTER V**

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

**N I L**

**NEW DELHI;**  
*December, 1995*  
-----  
*Agrahayana, 1917(S)*

**PAWAN KUMAR BANSAL,**  
*Chairman,*  
*Standing Committee on Communications.*

## APPENDIX I

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

The Committee sat on Wednesday, the 20 December, 1995 from 15.00 hrs. to 16.00 hrs. in Committee Room "D", Parliament House Annex, New Delhi.

#### PRESENT

Sh. Pawan Kumar Bansal—*Chairman*

#### MEMBERS

##### *Lok Sabha*

2. Shri Lal Krishna Advani
3. Shri Jagmeet Singh Brar
4. Shri N. Dennis
5. Dr. B. G. Jawali
6. Shri R. Jeevarathinam
7. Shri Mahesh Kumar Kanodia
8. Shri Sanat Kumar Mandal
9. Shri Lalit Oraon
10. Shri Shravan Kumar Patel
11. Shri Rupchand Pal

##### *Rajya Sabha*

12. Shri Mohammed Afzal
13. Shri Jalaludin Ansari
14. Shri V. Kishore Chandra Deo
15. Shri Virendra Kataria
16. Smt. Sushma Swaraj
17. Shri O. Rajagopal

#### SECRETARIAT

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

2. The Committee took up for consideration the draft Reports on Action Taken by the Government on the Recommendations contained in its Fifteenth and Sixteenth Reports on Demands for Grants (1995-96) relating to the Ministry of Communications (Department of Post)

and Ministry of Information and Broadcasting respectively. The Committee adopted these Reports with some amendments/modifications.

3. Thereafter, the Committee authorised the Chairman to finalise and present/lay the Reports to both the Houses of Parliament.

*The Committee then adjourned.*

## APPENDIX II

(Vide para 5 of the Introduction)

### *Analysis of Action Taken by Government on the Recommendations contained in the Sixteenth Report of the Committee*

|      |   |                                  |
|------|---|----------------------------------|
| I.   | Total number of Recommendations   | 18                               |
| II.  | Recommendations/Observations which have been accepted by Government   | Total 10<br>Percentage<br>55.55% |
|      | Sl. Nos. 1 (Para No. 10), 2 (Para No. 11),<br>4 (Para No. 14), 8 (Para No. 22), 10 (Para No. 27),<br>11 (Para No. 31), 12 (Para No. 32), 14 (Para No. 40),<br>16 (Para No. 44) and 18 (Para No. 49) |                                  |
| III. | Recommendations/Observations which the Committee do not desire to pursue in view of the replies of Government   | Total 6<br>Percentage<br>33.33%  |
|      | Sl. Nos. 3 (Para No. 12), 5 (Para No. 16),<br>6 (Para No. 17), 9 (Para No. 25), 13 (Para No. 39)<br>and 15 (Para No. 42)  |                                  |
| IV.  | Recommendations/Observations in respect of which the replies of Government have not been accepted by the Committee and which require reiteration.   | Total 2<br>Percentage<br>11.11%  |
|      | Sl. No. 7 (Para No. 19) and 17 (Para No. 46)  |                                  |
| V.   | Recommendations/Observations in respect of which the replies of Government are of Interim nature.   | NIL                              |

NIL

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