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**STANDING COMMITTEE ON
INFORMATION TECHNOLOGY
(2005-2006)**

FOURTEENTH LOK SABHA

MINISTRY OF INFORMATION & BROADCASTING

*[Action Taken by the Government on the Recommendations/Observations of the
Committee contained in their Eighteenth Report (Fourteenth Lok Sabha)
on Demands for Grants (2005-06)]*

TWENTY-THIRD REPORT



सत्यमेव जयते

**LOK SABHA SECRETARIAT
NEW DELHI**

December, 2005/Agrahayana, 1927 (Saka)

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the Committee contained in their Eighteenth Report (Fourteenth Lok Sabha)
on Demands for Grants (2005-06)]*

Presented to Lok Sabha on 20.12.2005

Laid in Rajya Sabha on 20.12.2005



LOK SABHA SECRETARIAT
NEW DELHI

December, 2005/Agrahayana, 1927 (Saka)

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COMPOSITION OF THE STANDING COMMITTEE ON
INFORMATION TECHNOLOGY (2005-2006)

Shri M.M. Pallam Raju—*Chairman*

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Lok Sabha

2. Shri Nikhil Kumar Choudhary
3. Shri Mani Charenamei
4. Shri Sanjay Shamrao Dhotre
5. Kunwar Jitin Prasada
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31. Shri Eknath K. Thakur

SECRETARIAT

- | | | |
|----------------------------|---|------------------------|
| 1. Shri John Joseph | — | <i>Secretary</i> |
| 2. Shri P. Sreedharan | — | <i>Joint Secretary</i> |
| 3. Shri Raj Shekhar Sharma | — | <i>Director</i> |
| 4. Shri K.L. Arora | — | <i>Under Secretary</i> |

*Nominated *w.e.f.* 27.9.2005.

INTRODUCTION

I, the Chairman Standing Committee on Information Technology (2005-06) having been authorised by the Committee to submit the Report on their behalf, present this Twenty Third Report on Action Taken by the Government on the Recommendations/Observations of the Committee contained in their Eighteenth Report (Fourteenth Lok Sabha) on Demands for Grants (2005-06) relating to the Ministry of Information & Broadcasting.

2. The Eighteenth Report was presented to the Lok Sabha and laid in Rajya Sabha on 21 April, 2005. The Ministry furnished Action Taken Notes on the Recommendations/Observations contained in the Report on 18 August, 2005.

3. The Report was considered and adopted by the Committee at their sitting held on 15 December, 2005.

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

5. An analysis of Action Taken by the Government of the Recommendations/Observations contained in the Eighteenth Report (Fourteenth Lok Sabha) of the Committee is given at Annexure-II.

NEW DELHI;
16 December, 2005
25 Agrahayana, 1927 (Saka)

M.M. PALLAM RAJU,
Chairman,
Standing Committee on
Information Technology.

CHAPTER I

REPORT

This Report of the Standing Committee on Information Technology deals with the action taken by the Government on the recommendations contained in the Eighteenth Report (Fourteenth Lok Sabha) on 'Demands for Grants (2005-06)' relating to the Ministry of Information & Broadcasting.

2. The Eighteenth Report was presented to the Lok Sabha and simultaneously laid on the table of Rajya Sabha on 21st April, 2005. It contained 25 recommendations.

3. Action taken notes in respect of all the Observations/ Recommendations contained in the Report have been received and categorized as under:—

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

Recommendation Nos. 1, 9-14, 16-20, 23-25

Total : 15

Chapter : II

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

Recommendation Nos. 3-4, 21-22

Total : 04

Chapter : III

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

Recommendation Nos. 2, 5-8, 15

Total : 06

Chapter : IV

- (iv) Recommendations/Observations in respect of which the Replies are interim in nature:

Recommendation Nos. Nil

Total : Nil

Chapter : V

4. The Committee trust that utmost importance would be given to the implementation of the recommendations accepted by the Government. In cases, where it is not possible for the Ministry to implement the recommendations in letter and spirit for any reason, the matter should be reported to the Committee with reasons for non-implementation. The Committee further desire that Action Taken Notes on the recommendations/observations contained in Chapter I of this Report be furnished to them urgently and in no case later than six months of the presentation of the Report.

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

Delay due to In-Principle Approval

Recommendation (No. 2)

6. The Committee were informed that although Plan Schemes had been allocated budgetary provisions during a financial year, the schemes could not be initiated because of the delays in getting various clearances. One such clearance was the "in principle" approval, which is given by the Planning Commission. The Committee were of the considered opinion that with the passing of the detailed Demands for Grants by Parliament, the budgetary allocations become available to each of the schemes as proposed by the Ministries in their demands. Obviously a demand was projected after detailed discussions were held with the Planning Commission much before the demand was presented to the House. In the circumstance, the Committee failed to understand the theory of "in principle" approval after the demands had been passed by Parliament. In the opinion of the Committee, such delays vitiated the very process of planning and implementation of the approved projects/programmes. The Committee, therefore, urged upon the Planning Commission to give serious thought and refuse such schemes at the detailed discussions stage itself, which did not appear to be viable in order to avoid such delays. The Committee desired to be kept apprised of the action of the Planning Commission on this issue.

7. The Ministry in their reply have stated as under:

"The recommendations of the Standing Committee were brought to the notice of the Planning Commission vide Ministry of I&B's Note dated 3.5.2005 and again explained vide Note dated 5th July, 2005. The Planning Commission *vide* their Office Memorandum

No. M-13075/5/2002-C&I dated 29th July, 2005 has given the following comments:—

1. On the basis of Demands for Grants submitted by the Ministry/Department, Parliament accords approval for the Budget.
2. Operationalisation of the Parliament's approval involves certain fundamental Financial Rules (FR) which is covered under the Delegation of Financial Power Rules (DFPR) of Department of Expenditure. Latest guidelines in this respect are detailed in Department of Expenditure O.M. No. 1(2)/PF-II/03 dated 7th May, 2003 (copy enclosed).

The system of In-Principle Approval requirement was introduced by the Planning Commission in December, 2000 since it was believed that introduction of new scheme was not always preceded by exercises aimed at identifying existing schemes, if any, with similar objectives/components targeting the same population/area; identifying existing schemes where with modification in scope, the objective of the new schemes could be achieved. The exercise was seen as an opportunity to review the existing schemes so as to avoid multiplicity, weed out old schemes which may no longer be relevant and optimally utilize the already existing components which are generic in nature. Planning Commission felt that the tendency to take individual schemes in isolation for implementation has resulted in spreading scarce resources over a larger number of projects, thereby, increasing the number of projects which, at times, turn out to be unviable, unable to take off and get delayed.

Against this background, the system of In-Principle Approval introduced by the Planning Commission has to be viewed as a procedure for ensuring optimum utilization of funds."

8. In their earlier Report, while examining the reasons for the delay in initiating implementation of the project, the Committee had found that one of the causes related to the delay in getting the "in-principle" approval from the Planning Commission. While emphasizing the need for avoiding delays and timely implementation of the projects, the Committee had questioned the need for the procedure involving "in-principle" approval particularly after Parliament had accorded their approval for the Demand for Grants. The Ministry of Information and Broadcasting have in their action taken reply maintained that the system of "in-principle" approval requirement was introduced by the Planning Commission in 2000

for ensuring optimum utilization of funds. The Committee do not dispute the relevance of the procedure. However, their emphasis was on the delay caused by the system of “in-principle” approval as the Ministry of Information & Broadcasting had themselves attributed it to the delay in initiating implementation of the projects. In fact, the Committee observe from the information now made available to them that after the preparation of the Feasibility Report (FR) by the Administrative Ministry/Department for any project/scheme the very first approval lies with the Planning Commission giving the “in-principle” approval based on the FR, for which the normal time given to the Planning Commission is 4 weeks. It is not clear whether the Planning Commission would be able to abide by this time limit. Even otherwise, it appears that any scheme worth less than Rs. 50 crore would essentially require a minimum of 22 weeks to go through all the approvals. In the opinion of the Committee, there is practically very little time left for execution of the project/scheme for which an amount has been marked in the budget. This clearly re-inforces the Committee’s apprehensions about the delay in implementation of projects due to procedural roadblocks. The Committee, therefore, urge the Ministry to re-examine their recommendation with a view to ensuring timely and faster implementation of the projects.

Direct to Home (DTH) Service—Prasar Bharati

Recommendation (No. 5)

9. The Committee were informed that the DTH service were started w.e.f. 16.12.2004 and presently 33 TV channels (19 of Doordarshan & 14 private channels) besides 12 All India Radio channels were in operation which cover 99 per cent of the country except Andaman & Nicobar Islands. The Committee were also informed that equipment had been installed by Doordarshan in 14 Projects costing Rs. 23 crore and by AIR in 20 Projects costing Rs. 120.00 crore. However, they were not being put to use because there was a shortage of technical manpower of about 675 persons in Doordarshan, 809 persons in AIR. It was brought to the notice of the Committee that an amount of Rs. 250 crore approximately was required to set up terrestrial transmitters to cater to the balance of the 5% area, which was not covered through terrestrial transmission of Doordarshan. The Committee were aware that the cost of DTH was unaffordable and out of reach of a large segment of the population. However, keeping in view the rapid changes in Broadcasting due to evolving technologies, the Committee were convinced that in the long run the DTH was the better solution to extend the reach of programmes into every home,

be it in the city or in the remote hilly areas of the North East or J&K. The Committee had expressed their hope that set-top boxes might gradually become cheap and the local culture and local artists could survive through multiple DTH platforms catering to their local aspirations. The Committee felt that, till such time they were able to reach their goal in DTH, terrestrial transmissions should be kept in operation in absolutely necessary areas. The Committee had recommended that all out efforts should be made by the Ministry for the spread of DTH transmission and greater funds allocated for creation of the necessary infrastructure and also creation of good quality programmes. As regards infrastructure for DTH transmission in rural areas the Committee were of the view that suitable arrangements could be made for such transmission at a common identified location already available in the villages such as Panchayat Ghars, Community Centres etc. Such coverage could also be facilitated through the funds available under the MPLADS scheme.

10. The Ministry in their reply have stated as under:

“All India Radio:

12 AIR Radio Channels in different regional languages from various State capitals are available countrywide on DTH service—DD Direct Plus, through the Ku band DTH, platform of Prasar Bharati, benefiting the listeners all over India.

Doordarshan:

Presently, 5 Studios and 9 LPTs are technically ready. Staff sanction for these studios & LPTs is not available. The above projects can be commissioned after the requisite staff is sanctioned and deployed.

There is considerable shortage of technical manpower in Doordarshan. Out of sanctioned strength of 11,982 engineering personnel, 2419 posts are vacant. 175 Projects have so far been commissioned without staff sanction and additional 248 projects with partial staff sanction. Additional requirement of engineering posts in Doordarshan network is estimated to be 2631. Thus, there is overall shortage of 5050 engineering personnel.

Terrestrial coverage at the beginning of 10th Plan was available to about 90% population of the country. Government had set up a Working group on I & B sector to make recommendations for 10th Plan. This Working group had set up certain sub-groups and one

such group was on "Carriage & Technology". This sub group had estimated that investment required in increasing terrestrial coverage from 90% to 95% population would be about Rs. 1324 crores and additional Rs. 2132 crores for increasing the coverage from 95% to 100% population.

Doordarshan launched free to air DTH service "DD Direct Plus" in December, 2004. DTH signals are available in the entire country (except A & N Islands) and can be received with the help of a dish receive unit costing about Rs. 3000. Terrestrial transmission through 1402 transmitters continues along with DTH service.

DTH bouquet currently consists of 33 TV and 12 Radio channels. It has been decided to increase the number of TV channels to 50 and that of Radio channels to 30. Action for procurement of equipment has been initiated.

As part of DTH project, Doordarshan are installing dish receive units in certain uncovered villages in the States of H.P., Rajasthan, Uttaranchal, Karnataka, Chhattisgarh, M.P., Gujarat & NE States for demonstration purpose. These dish receive units are being installed at public institutions like Anganwadis, Schools, Public Health Centres, Panchayats, Youth Clubs, Cooperative Societies etc. In all, 10000 dish receive units were envisaged to be installed. Out of these, 7740 units have since been installed. The remaining dish receive units are targeted to be installed before the end of current financial year."

11. The Committee take note of the efforts made by Prasar Bharati regarding the spread of DTH service. The Committee are happy to learn that dish receive units are being installed at common identified locations for demonstration purposes. However, the Committee would like to stress once again on the need of expansion of DTH services to cater to the local aspirations *i.e.* New Channels has to be made available on DTH services to cater the region/subject specific needs. As regards DTH transmission in rural areas the Committee desire that an appropriate mechanism should be evolved for monitoring the provisions of DTH services. They would like to be informed of the nature of such mechanism developed.

In order to increase the reach/penetration of DTH service especially in rural areas, the Committee in their earlier Report had desired that the Ministry could use the funds available under the MPLADS scheme to expand community watching of DTH services. They, however, regret to note that the action taken reply of the

Ministry is silent on this. The Committee would like the Ministry to examine the recommendation for its appropriate implementation.

One of the main reasons adduced by Prasar Bharati in their operational limitations is the acute shortage of manpower. The Committee are of the considered view that it is high time that the Ministry of Information & Broadcasting addressed this issue with seriousness in all its implications. If Prasar Bharati is to discharge their assigned responsibilities in the prevailing competitive broadcasting environment, effectively, the problem will have to be tackled keeping into account the ground realities.

Prasar Bharati: All India Radio

Recommendation (No. 6 and 7)

12. The acquisition of 26 FM transmitters (25 Nos. 10 KW and one 5 KW) was the physical target for 2004-05 under the scheme "Upgradation/Expansion schemes". However, the physical targets could not be achieved as procurement of FM Transmitters was delayed due to non-finalisation of tenders. As an interim measure, the physical targets were revised for installing 27 FM Transmitters (7 Nos. 1 KW and 20 LPT'S' of 100 W capacity), thus reducing the original power/capacity of the transmitters. Being an interim measure these transmitters will eventually be replaced with that of increased capacity, therefore, the expenditure for the interim measure seemed wasteful. The Committee in their earlier Report had observed that had the tendering process been completed initially in time, there would hardly have been a need for acquisition of transmitters of lower capacity as an interim measure.

Disapproving the decision making process within the AIR in this case, the Committee desired that the same should be thoroughly enquired and a report submitted to the Committee. They also felt that there was a need to streamline the tendering process presently in vogue.

13. The Ministry in their reply have stated as under:

"Seven numbers of 1 KW FM transmitters have since been installed at Shimla, Gulbarga, Madurai, Udaipur, Gorakhpur, Aurangabad and Rohtak and are under commissioning. These interim sets up have been brought up with the equipment already available with AIR. These transmitters were procured as stand by transmitters as part of the 20 KW FC transmitter projects which are under implementation at metros and due for completion by next year.

These 1 KW FM transmitters would be sent back to metros as soon as the permanent set up of 10 KW FM is installed which is now targeted for completion during the current financial year (2005-06).

All India Radio invited tenders for 10 KW transmitters. When the case was processed, there was no proposal for increasing the quantity of FM transmitters from 21 to 27. The specifications were formulated, on a generic basis, without giving preference to any particular product and after taking into consideration the organizational needs and market trends, the tenders were invited on two bids basis and were evaluated after taking into consideration all aspects. A series of representations from the bidders were received when the case was under scrutiny which, in turn, resulted in considerable delay, Representations from bidders led to complexity of the case and the matter could not be resolved. It was, therefore, decided to terminate the tender proceedings.

The decision to re-invite the tenders had to be taken as there had been a number of representations after the opening of the same. In the meanwhile, the Chief Vigilance Officer of Prasar Bharati has instituted a fact-finding enquiry to investigate the allegations of irregularities in the supply of 21 Nos. of 10 KW FM transmitters.”

14. The Committee desire that the Report of the fact-finding enquiry instituted by Chief Vigilance Officer of Prasar Bharati to investigate the allegation of irregularities in supply of 21 Nos. of 10 KW FM Transmitters should be expedited and submitted to them at the earliest.

Revenue Earnings of AIR

Recommendation (No. 8)

15. The Committee had noted that AIR had an increasing order of revenue earnings year after year. However, the increase had been registered in the smaller towns of the nation and cities like Mumbai, Delhi, Kolkata, Chennai had registered a decrease of revenues amounting to over Rs. 3.50 crore, Rs. 8 crore, Rs. 60 lakh, Rs. 2 crore approximately respectively in the year 2003-04 over the immediately preceding years. The Committee were informed that one of the reasons for less revenue generation was the several demands on Government and social broadcasting. The Committee had felt that it would not be improper for AIR to seek Government approval for restricting the number of hours for social Broadcasting.

16. The Ministry in their reply have stated as under:

“As per Prasar Bharati Act, 1990, Functions and Powers of Corporation have been spelt out in Section 12(1) which reads as under:

12(1) “Subject to the provisions on this Act, it shall be the primary duty of the Corporation to organize and conduct public broadcasting services to inform, educate and entertain the public and to ensure a balanced development of broadcasting on radio and television.”

In Section 12(3) (a) of the Act, it is further emphasized that “the Corporation may take such steps as it thinks fit to ensure that broadcasting is conducted as a public service to provide and produce programmes.”

The Act further says under Section 12(5) that “for the purposes of ensuring that adequate time is made available for the promotion of the objectives set out in this section, the Central Government shall have the power to determine the maximum limit of broadcast time in respect of the advertisement.”

In view of the above Functions and Objectives for which Prasar Bharati has been established, it is clear that the Corporation has to function as a Public Service Broadcaster and to meet its financial requirements by performing its duties in conformity with and within the provisions of rules under the Prasar Bharati Act. Therefore, restriction on number of hours of social broadcasting would not be keeping with the spirit of Prasar Bharati Act.”

17. The Committee are of the view that, whereas the provisions in the Prasar Bharati Act, 1990 as laid down in Sections 12(1), 12(3)(a) and 12(5) and reproduced in reply to the recommendation of the Committee do specify the primary functions of the Corporation to be directed towards public service so as to inform, educate and entertain the public, but, they nowhere restrict the Corporation from striking a balance between the public service and revenue earning so that both the targets are met effectively.

The Committee also take note that the Ministry have stated in reply to recommendation No. 3 of the Committee on revenue receipts of Doordarshan that “all that is required to ensure Doordarshan financial viability is for it to be reasonably remunerated for the social broadcasting segment by the concerned Ministry/Department

of the Government/State Government through a well defined arrangement.”

The Committee in the light of the reply by the Ministry desire that Doordarshan & AIR make all out efforts to evolve a appropriate management mechanism balancing their social, professional and financial requirements so that the gap between the revenue generation and expenditure is not only bridged but also they are enabled to generate surplus.

Restructuring of Prasar Bharati

Recommendation (No. 13)

18. While appreciating the difficulties of Prasar Bharati in the matter, the Committee in their earlier Report, had welcomed the appointment of the body by the Government. They desired that the Committee appointed by the Government would look into the working of Prasar Bharati in its entirety with a view to restructuring the Corporation from financial, technological and organizational points of view so that it played an effective role in informing, educating and entertaining the public without ignoring the financial and social obligations. The Committee had expressed the hope that their recommendations made from time to time for improving the working of Prasar Bharati would be looked into in the process.

19. The Ministry in their reply have stated as under:

“In pursuance of the decisions taken in the meetings of the Committee constituted for restructuring of Prasar Bharati, a Capital and Financial Structure Formulation Cell has been set up in Prasar Bharati and for review of the progress of work. A Sub-Committee headed by CEO, Prasar Bharati with Senior officers of AIR and Doordarshan, a representative from Ministry of Information & Broadcasting and an outside Expert has been constituted. The first meeting of the Committee was held on 27.06.2005.

A proforma has been circulated to the field offices for compilation of information about the land in possession of Prasar Bharati and its current registration value. Zonal Chief Engineers and Zonal Deputy Director Generals have been made responsible for getting this information compiled. Instructions have also been issued to all Zonal officers to get the Asset Registers up-dated to facilitate the evaluation of assets.”

20. The Committee may be forwarded a copy of the report of the Sub-Committee set up for restructuring of Prasar Bharati as and when finalized.

Publication Division: Employment News

Recommendation (No. 15)

21. The Committee were pleased to note that the Publication Division had planned a separate website for Employment News, which will contain job opportunities, editorial matter etc. However, the Committee were of the opinion that for making this website a true success, "Online Application Form Submission" must be a feature of this website, which will facilitate the quick submission of application forms even from remotest areas of the country. The requisite application fee could also be submitted electronically by using a Card containing a 16-digit secret code similar to cellular prepaid cards or Virtual Calling Cards (VCC) of BSNL/MTNL, which might be termed as Electronic-Central Recruitment Fee (E-CRF) Stamps. Presently, the fee was paid through Central Recruitment Fee (CRF) Stamps, which were being distributed through the post offices, the E-CRFs could be distributed throughout the country by using the same Postal Network. The Committee had desired that these suggestions might be examined and the Committee be apprised of the concrete action/decision taken thereon.

22. The Ministry in their reply have stated as under:

"It is submitted that action has already been initiated to develop a separate website for Employment News and the website named employmentnews.gov.in has been registered with NIC. Vendor has been identified and the technical briefings have already been undertaken. It is expected that website would be operational very soon. With regard to Committee's recommendation about online submission of the application forms and 'E-CRF', it is submitted that Employment News is not channelising application forms of the candidates, who are required to submit the application form to the recruiting authority/agency, as per the prescribed procedure. The work of Employment News is confined to publicizing the vacancies. It is up to the recruiting authorities/agencies to make a provision for the online submission of forms and the payment of the application fee through the proposed "E-CRF". A suitable mention can be made by the recruiting authorities/agencies in their vacancy advertisements."

23. The Committee are aware that Employment News deals only in publicizing the vacancies. The Committee's suggestion was to give the DAVP a new dimension wherein if the Department tied up effectively with Employment exchanges/Recruiting agencies/Ministries/Departments, then it can easily facilitate the application forms processing that will in turn generate additional revenue to the Department and simultaneously help recruiting agencies as well as the student community. Keeping in view the huge potential of revenue generation in processing of applications and the future when computer network will form the backbone of Government as well as private functioning the Committee reiterate that the Department examine the suggestion in the right earnest.

DAVP

Recommendation (S. No. 16 and 17)

24. The Committee strongly recommended that DAVP should evolve and strengthen to become an automatic choice of the Government Departments for their public information campaign. The Committee hoped that in the process the DAVP would become financially self-sufficient.

The annual average plan allocation (2002-2003 to 2005-2006) to DAVP was Rs. 5.53 crore. However, the Committee noted with dismay that the total outstanding dues to DAVP from various Ministries/Departments of Government of India stood to the tune of Rs. 21.27 crore as on 31.03.2005. This clearly showed that efforts had not seriously been made by the DAVP to ensure collection of their dues in time. The Committee desired that the matter may be vigorously pursued and the dues realized from all concerned within a period of six months. The Committee desired to be informed of the latest position of the recovery of dues.

25. The Ministry in their reply have stated as under:

"DAVP is committed to provide cost effective quality services to the client Ministries/Departments. It proposes to upgrade the technical facilities and professional skills of the Artists for the clients' Ministry/Departments' satisfaction continuously. The directorate has provided IT based training to the Artists. From time to time DAVP has produced and released advertisements and handled other publicity works like printing of booklets at extremely short notice. The response system in DAVP is prompt and steps have been initiated for improvement in quality, which is a continuous process.

The amount due from Ministries/Departments for bills upto 31.03.2005 in respect of press advertisements stands at Rs. 11.83 crore as on 10.06.2005 as against Rs. 21.27 crore reflected in the report. Details at as per annexure 'A'. The bills received before closing of the accounts have also been accounted for in the statement.

In addition, DAVP has taken other steps to obviate such a situation in future, DAVP had requested all the Ministries/Departments of allocation of funds in advance with DAVP, so that no difficulty is faced by DAVP in making payments to the Newspapers etc. (Annexure-B). Comprehensive publicity plans for Ministries/Departments will also be formulated in order to facilitate placement of funds with DAVP in advance."

26. The Committee note that pursuant to the action taken by the Ministry after presentation of the Report of the Committee, the outstanding due to DAVP have now been brought to Rs. 11.83 crore from Rs. 21.27 crore. The Committee desire that the Ministry/DAVP should take immediate steps for recovery of the remaining Rs. 11.83 crore as early as possible and reflect a nil recovery position before the next budget. The Committee would like to be informed of the latest position of the dues outstanding to DAVP.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS, WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (S. No. 1)

Tenth Plan Allocation and Expenditure

In their fourth Report on Demands for Grants 2004-05 the Committee had expressed their concern over the unsatisfactory pattern of utilization of funds under the plan allocation. It was observed that the utilization of funds was not in tune with the increase in the Budgetary allocations. On scrutiny of the Demands for Grants for 2005-06 and data furnished relating thereto, the Committee find that in the fourth year of the Tenth Plan (2005-06) the Budgetary provisions have been Rs. 1120 crore (Rs. 528 crore DBS+592 crore IEBR) which is Rs. 165 crore more than the Budgetary provisions for 2004-05, out of which Rs. 48 crore are higher in the Domestic Budgetary Support. The Committee note that in 2004-05, as against the utilization of Rs. 62.28 crore for upgradation/expansion schemes of AIR for installation of 26 numbers of FM Transmitters, only an amount of Rs. 3.59 crore, *i.e.* 5.76% has been utilized. Further, as against the allocation of Rs. 42.24 crore for modernisation schemes & replacement schemes of Uplinks only Rs. 6.46 crore, constituting 15.29% have been utilized. In the Doordarshan Sector against an approved outlay of Rs. 292.50 crore, 27.01% (Rs. 78.99 crore) have been utilized in Normal Schemes of 2004-05. Further, many construction works are suffering due to delay. From the facts stated above. It is abundantly clear that it has not been possible for the Ministry to adhere to the physical targets as envisaged in the Tenth Five Year Plan. This is clearly indicative of the lack of effective monitoring on the part of the Ministry, which is a matter of serious concern to the Committee. The Committee, therefore, impress upon the Ministry to exercise proper control over achieving physical targets in time and take appropriate and timely action towards their proper manning and utilization. Keeping in view the above facts, the Committee desire that the Ministry of Information & Broadcasting should take a realistic view while considering expansion of the network through imposition of physical targets.

Action Taken by the Government

It is submitted that it would be constant endeavour of the Ministry of Information & Broadcasting to review the progress of Prasar Bharati

with regard to the achievements of physical and financial targets and ensure corrective action in right earnest. This Ministry takes note of the Committee's view that a realistic view should be taken while considering expansion activities. In fact, Prasar Bharati has undertaken an exercise of recasting its 10th Plan by restricting its activities only to those schemes of 10th Five Year Plan where approval in-principle has already been received from Planning Commission or where the SFC/EFC of the Schemes can be got approved within the power of the administrative Ministry. The schemes of 10th Five Year Plan have been re-prioritized and rationalized in order to focus on only those schemes which can be completed during the remaining period of 10th Plan.

2. As desired, the quarterly physical targets for various schemes have already been fixed and the achievements thereof being reviewed by zonal offices of Prasar Bharati, Directorate-Generals of AIR and Doordarshan and CEO, Prasar Bharati.

3. It is submitted that for Upgradation/Expansion schemes of AIR for installation of 26 nos. of FM transmitters, the amount utilized was actually Rs. 10.09 crore during the whole financial year 2004-05 as against the budget allocation of Rs. 62.28 crore with a percentage utilization of 16.2%. The low expenditure is mainly attributed to retender for procurement of FM transmitters which could not be procured during the year 2004-05. Under modernization schemes and replacement schemes, the actual utilization of funds by AIR is Rs. 12.55 crore during the whole financial year 2004-05 as against the budget allocation of Rs. 42.24 crore which amounted to a utilization percentage of 29.7%. Short fall occurred due to delay in supply of equipment for digitalization of studios, uplinks and downlinks by the supplier.

4. As regards Doordarshan, though the approved outlay for normal schemes during 2004-05 was Rs. 292.50 crore, at RE stage, allotment for Normal schemes was reduced to Rs. 128.50 crore and actual expenditure incurred was Rs. 107.95 crore. All out efforts will be made during the current financial year for better utilization of allocations.

Recommendation (S. No. 9)

The Committee also recommend that AIR should encourage corporates and multinationals to spend a part of their social welfare budget on sponsoring these social service Broadcasting programmes. The Committee may be apprised of the action by the Ministry in this regard.

Action Taken by the Government

As desired, All India Radio is trying its best to encourage Corporates and Multinationals to spend a part of their Social Welfare Budget on sponsoring social service Broadcasting and Public Awareness Programmes of AIR.

AIR has suggested various models that can be adopted in order to augment the resources of Prasar Bharati and compensate it for its social broadcasting, some of them are:

- (1) The Government may levy Cess of 1% or 2% on Corporate Tax so as to meet some of the Social Services Broadcasting needs;
- (2) The Government may like to instruct all its Ministries/ Departments as well as PSUs and other Autonomous Bodies to compulsorily allocate sufficient part of their budget for social broadcasting/public awareness programmes at the disposal of Prasar Bharati (All India Radio and Doordarshan).

The issue of introducing the concept of Universal Service Obligation in the Broadcasting Sector is under consideration in the Ministry.

Recommendation (S. No. 10)

Leasing out towers of Prasar Bharati

The Committee note that AIR and Doordarshan have created Rs. 5000 to Rs. 6000 crore worth of infrastructure in the form of towers, studios etc. for terrestrial broadcasting of programmes. The Committee further note that a sizeable portion of the infrastructure so created, presently lie unutilized or underutilized. While, on the one hand, there is a need for optimum utilization of the infrastructure to the benefit of the Organisation, on the other hand, there is also an imperative need for AIR/Doordarshan to upgrade their technology and try to switch over to the newer modes of transmission. The Committee, therefore, feels that the Ministry should examine the opportunity of leasing out the unused/underused towers/studios etc. to interested users and earn revenue in the process. The Committee would like the Ministry to examine this suggestion and respond to the Committee before the next budget.

Action Taken by the Government

All India Radio

It is informed that AIR Resources (a revenue earning center of Prasar Bharati under DG:AIR) had already started the leasing of existing infrastructure such as towers, etc. to Pvt. FM Broadcasters/IGNOU and various Mobile operators such as BSNL, Air Tel (Bharati Cellular Ltd.), Hutch, Tata-Teleservices and Reliance Infocom etc. It has earned a revenue of Rs. 4.42 crores during the year 2004-05. This is likely to go up this year as more number of towers are expected to be shared with other agencies.

Apart from this AIR Resources is also providing building and land to the above agencies and charging extra on account of this. Further sharing of towers, land/building in envisaged in Phase-II Pvt. FM Broadcasters presently under consideration.

Doordarshan

It is the constant endeavour of Doordarshan to adopt new technologies. Through Ku band transmission (free-to-air DTH) multi channel TV coverage with a bouquet of 33 TV and 12 Radio channels has been provided in the entire country (except Andaman & Nicobar Islands) in one go and all areas hitherto uncovered by terrestrial transmission have been brought under TV coverage.

2. Present terrestrial transmitters in Doordarshan network are analogue type. In case of an analogue transmitter, only one programme channel can be relayed by a transmitter. In case of digital transmitters, it is possible to relay 5 TV channel programmes through one transmitter and reception in moving vehicles is also possible. Doordarshan plans to set up digital transmitters in next five year plan, subject to policy decision in this regard.

3. Certain Doordarshan studios are under-utilised/unutilised. These studios are being made available to outside agencies on hire whenever there is a requirement by them. A number of towers are being shared by Doordarshan and AIR for mounting of antennae. Doordarshan towers are also being made available to outside agencies for mounting of FM and mobile telephone antennae.

Recommendation (S. No. 11)

During evidence a suggestion was made by the representatives of the Ministry that the private channels should pay a part of their

revenue towards a Fund, similar to Universal Service Obligation (USO) Fund set up by the Department of Telecommunications. The money from USO Fund would be used to compensate Prasar Bharati towards the services rendered by them for social obligations. The Committee find merit in the suggestion and desire that the proposal may appropriately be examined by the Ministry of Information and Broadcasting in consultation with the Ministry of Finance. The Committee may be kept apprised of the development in the creation of such a fund.

Action Taken by the Government

Prasar Bharati has stated that it is incurring a huge expenditure on terrestrial transmission of its programmes which have a high social content, it needs to be compensated for these social obligations. Prasar Bharati is also spending substantial amount of money for reaching J&K, North East and border areas for which it gets no commercial returns. On the country, private broadcasters are not doing any worthwhile public broadcasting and are not required to be guided by the provisions as spelt out in Section 12 of Prasar Bharati Act.

The possibility of diversion of a fixed percentage of the earnings of private broadcasters to a Universal Service Obligation Fund is under examination. This could help in funding the public service activities of Prasar Bharati to a large extent. Other financial models to support Prasar Bharati are also being looked into.

Recommendation (S. No. 12)

Restructuring of Prasar Bharati

The Committee find that Prasar Bharati is presently beset with certain functional limitations in their operations. While on the one hand they are required to fulfil the social obligations assigned to them from time to time, on the other hand, they are expected to function on commercial lines in a rapidly changing, competitive scenario. This has led to certain financial, technological and organisational problems for the Organisation. While expressing their difficulties in the matter, the representatives of the Ministry of Information and Broadcasting/ Prasar Bharati during evidence stated that there was an imperative need to redefine the role of Prasar Bharati. In this connection, the Committee were informed that the Government have recently constituted a Committee under the Chairmanship of Secretary, Ministry of Information and Broadcasting to propose a financial structure for Prasar Bharati, assess its role and make suggestions to strengthen its functioning.

Action Taken by the Government

It is submitted that a Committee has been constituted under the Chairmanship of Secretary, I&B *vide* Ministry of I&B's letter No. 1/3/2005-B(Fin.) dated 30.3.2005 for suggesting available capital and financial structure for Prasar Bharati to strengthen its functioning. Two meetings of the Committee have been held on 5.5.05 and 13.6.2005. The Committee is yet to finalize its recommendations.

Recommendation (S. No. 13)

Restructuring of Prasar Bharati

While appreciating the difficulties of Prasar Bharati in the matter, the Committee welcome the appointment of the body by the Government. They desire that the Committee appointed by the Government will look into the working of Prasar Bharati in its entirety with a view to restructuring the Corporation from financial, technological and organizational points of view so that it played an effective role in informing, educating and entertaining the public without ignoring the financial and social obligations. The Committee expect that their recommendations made from time to time for improving the working of Prasar Bharati would be looked into in the process.

Action Taken by the Government

In pursuance of the decisions taken in the meetings of the Committee constituted for restructuring of Prasar Bharati, a Capital and Financial Structure Formulation Cell has been set up in Prasar Bharati and for review of the progress of work. A Sub-Committee headed by CEO, Prasar Bharati with Senior Officers of AIR and Doordarshan, a representative from Ministry of Information & Broadcasting and an outside Expert has been constituted. The first meeting of the Committee was held on 27.06.2005.

2. A proforma has been circulated to the field offices for compilation of information about the land in possession of Prasar Bharati and its current registration value. Zonal Chief Engineers and Zonal Deputy Director Generals have been made responsible for getting this information compiled. Instructions have also been issued to all Zonal Officers to get the Asset Registers up-dated to facilitate the evaluation of assets.

Comments of the Committee

(Please *see* Paragraph No. 20 of Chapter I)

Recommendation (S. No. 14)

The Publications Division published books, journals and other printed material in English, Hindi and regional languages on wide variety of subjects. The Committee feel that there is a need for the Publication Division to evolve and maintain an effective tie-up with the libraries in the country, particularly, at districts levels so that the publication brought out by the Division receive a wider readership.

Action Taken by the Government

The Publications Division is one of the largest publishing houses of the country. It has the mandate for the sale and distribution of popular books and journals in Hindi, English and other major Indian languages on the matters of national importance for internal as well as external publicity about plans and the achievements in various fields of public interest. All possible efforts are made by this Division to reach out to ever increasing readership through exhibitions, Sales Emporia set up through out the country and mobile exhibitions organized from time to time. All the State Governments and Union Territories are buying books and journals of this Division for their libraries. However, as directed by the Committee, the Division is preparing an exhaustive list of district and State levels libraries including that of Universities and main leading educational institutions for direct mailing of catalogues of publications to facilitate them to purchase the publications. It may kindly be noted that all the publications—books and journals—of the Division are priced publications.

Recommendation (S. No. 16)

The Committee strongly recommend that DAVP should evolve and strengthen to become an automatic choice of the Government Departments for their public information campaign. The Committee hopes that in the process the DAVP would become financially self-sufficient.

Recommendation (S. No. 17)

The annual average plan allocation (2002-03 to 2005-06) to DAVP is Rs. 5.53 crore. However, the Committee note with dismay that the total outstanding dues to DAVP from various Ministries/Departments

of Government of India stand to the tune of Rs. 21.27 crore as on 31.03.2005. This clearly shows that efforts have not seriously been made by the DAVP to ensure collection of their dues in time. The Committee desire that the matter may be vigorously pursued and the dues realized from all concerned within a period of six months. The Committee would like to be informed of the latest position of the recovery of dues.

Para 17 to 18th Report of Standing Committee of Information Technology (Fourteenth Lok Sabha)

Action Taken by the Government

DAVP is committed to provide cost effective quality services to the client Ministries/Departments. It proposes to upgrade the technical facilities and professional skills of the Artists for the clients' Ministry/Departments' satisfaction continuously. The Directorate has provided IT based training to the Artists. From time to time DAVP has produced and released advertisements and handled other publicity works like printing of booklets at extremely short notice. The response system in DAVP is prompt and steps have been initiated for improvement in quality, which is a continuous process.

The amount due from Ministries/Departments for bills upto 31.3.005 in respect of press advertisements stands at Rs. 11.83 crore as on 10.6.2005 as against Rs. 21.27 crore reflected in the report. Details at as per anneau 'A'. The bills received before closing of the accounts have also been accounted for in the statement.

In addition, DAVP has taken other steps to obviate such a situation in future, DAVP had requested all the Ministries/Departments of allocation of funds in advance with DAVP, so that no difficulty is faced by DAVP in making payments to the Newspapers etc. (Annexure-B). Comprehensive publicity plans for Ministries/Departments will also be formulated in order to facilitate placement of funds with DAVP in advance.

Comments of the Committee

(Please see Paragraph No. 26 of Chapter I)

ANNEXURE A

STATUS OF AMOUNT DUE FROM MINISTRY/DEPARTMENTS
FOR BILLS UPTO 31.03.2005 AS ON DATE

10 June, 2005

Head	Head Name	Amount Due from Min./Deptt.
1	2	3
1288	M Agri—Central Institute of Temperate Horticulture, Srinagar	3,970
1298	M Tourism—Institute of Hotel Management C.T.&A.N., Mumbai	19,021
1302	M Agri—Directorate of Water Management Research, Patna	16,517
1314	M Ind—DIP&P-Indo Danish Tool Room, Jamshedpur-832108	22,419
1324	D Cult—Sahitya Akademi, New Delhi	83,506
1334	M HRD—Consortium for Educational Communication, New Delhi	32,380
1345	M Power—Central Electricity Authority, New Delhi	7,430
1423	M YA&S—National Comm. for Youth, New Delhi	64,463
1428	DIT—Society for Applied Microwave Elect. Eng. & Res., Mumbai	32,838
1448	DAE—Institute of Mathematical Sciences, Chennai	7,351
1458	M Power—Central Power Research Institute, Bangalore	23,455
1481	National Institute of Social Defence	1,65,094
1488	Hindustan Aeronautics Ltd., Bangalore	3,92,359
1502	Institute of Himalayan Bioresource Technology, Palampur	85,600
1506	Indian Institute of Remote Sensing, Dehradun	13,587
1566	Electronics Corporation of India Ltd., Hyderabad	20,381
2030	Bharat Sanchar Nigam Ltd., Bhilwara	729
2033	Bharat Sanchar Nigam Ltd., Kolkata	1,862
4001	D Comp Aff-O/O the Cutodian	1,46,707

1	2	3
4002	M Fin.—Deptt. of Economic Affairs (ADMN-1)	16,48,808
4003	M Fin.—Deptt. of Expenditure	58,638
4005	M Fin.—Currency Note Press Nashik Road	1,25,357
4006	M Fin.—Bank Note Press, Dewas	19,331
4007	M Fin.—Indian Security Press, Nashik Road	42,026
4011	M Fin.—India Govt. Mint (Mumbai)	3,39,136
4012	M Fin.—India Govt. Mint (Noida)	1,54,097
4014	M Fin.—Dte. of P&PR Customs and Central Excise, Delhi	79,14,089
4015	M Fin.—Addl. Collector for Customs (IGI Airport New Delhi)	32,519
4018	M Fin.—Customs Excise & Gold Control Appellate, Tribunal	33,711
4021	M Fin.—Deptt. of Income Tax (RSP&PR)	1,39,51,611
4030	M Fin.—Department of Economic Affairs Currency and Coinage Division	6,12,272
4033	M Fin.—Competent Authority and Administrator-Safema Mumbai	44,802
4034	M Fin.—Directorate of Revenue Intelligence	96,821
4044	M Fin.—Deputy Accountant Gen. Shimla	56,541
4045	M Fin.—PR Accountant Gen. (Audit) Bangalore	6,621
4052	M WR—Cent. Soil & Material Res. Station	2,54,890
4055	M WR—Farakka Barrage Project Murshidabad	1,53,805
4056	M WR—M/C Water Resources, Delhi	1,64,493
4057	M WR—Ministry of Water Resources—Brahmaputra Board	1,00,347
4061	M Lab.—Ministry of Labour	3,07,509
4064	M Lab.—C.T. Instt. for Instruct & Reg. Instt. For Women	11,83,435
4067	M Lab.—Model Industrial Institute	5,11,288
4069	M Lab.—DTR. Gen. of Emp. & Trngg. (DGET)	3,13,594
4070	M Lab.—Cent. Employment Exchange (CEE)	6,92,335
4175	M Fin.—Dy Commissioner of Customs, Ahmedabad	13,985

1	2	3
4177	M Fin.—Income-Tax Settlement Commission, Kolkata	68,505
41800	M Fin.—D Eco Affairs Debts Recovery Tribunal Vishakhapatnam	60,984
4184	Directorate of Preventive Operations	29,043
4192	M Fin.—National Academy of Direct Taxes	9,067
4200	M Comp Aff—Administration	46,163
4205	M Fin. Directorate of Logistics, Customs and Central Excise	87,247
4206	Ministry of Food Processing	24,457
5012	M HA—Border Security Force (Paying)	8,90,817
5013	M HA—M/O Home Affairs (Paying)	10,58,108
5500	M HA—Central Bureau of Investigation	8,08,739
5502	M Communications—Deptt. of Posts (Civil Wing)	1,63,047
5510	M Communications—Deptt. of Posts Director (Philately) Dak Bhawan New Delhi	59,560
5558	M Communications—Senior Manager Mail Motor Services, New Delhi	34,134
5574	M Communications—Asstt. Director General (SGP) Dak Bhawan, New Delhi (Post)	13,587
5578	M Communications—Asstt. Director (A/R) O/O Thecpmg A Circle Hyderabad	45,060
5590	M HA—Narcotics Control Bureau	10,40,431
5591	D NER—Department of North Eastern Region	20,00,207
5598	M Communication and IT, Deptt. of Post	21,081
6019	M I&B-PB-All India Radio Bhopal	4,065
6078	M I&B-PB-C.C.W. (E) All India Radio, Mumbai	7,873
6080	M I&B-PB-C.C.W. All India Radio, Rajkot	20,677
6100	M I&B-PB-All India Radio (H.P.T. Khampur), Delhi	10,059
6123	M I&B-PB-All India Radio Raipur-M.P.	1,215
6410	M I&B-PB-Doordarshan (Administration) Mandi House, Delhi	45,592

1	2	3
6420	M I&B-PB-Doordarshan Kendra, Guwahati	2,234
6431	M I&B-PB-Doordarshan Kendra, Jaladhnar	29,869
6442	M I&B-PB-Doordarshan Kendra, Chennai	3,609
6552	M Agri.—Deptt. of Agriculture & Co-op. Delhi	1,31,796
6553	M Agri.—Deptt. Animal Husbandry & Dairying, Delhi	87,637
6571	M Agri.—Central Poultry Breeding Farm Chandigarh	33,996
6590	M Agri.—Central Institute of Fisheries N & ET Kochi	91,442
6596	M Agri.—Farm Machinery Trng. & Testing Instt. Budni	1,60,778
6619	M Agri.—Dte. of Mktg. & Inspection Faridabad-121 001	31,665
6653	M Agri.—Forward Market Commission, Mumbai	33,968
6655	M.F. PD&CA—Deptt. of Food & Public Distribution, Delhi	42,349
6676	M CA—DG Civil Aviation, Delhi	2,43,655
6701	M Env.&F.—Ministry of Environment & Forests, Delhi	23,69,280
6708	M. Env.&F.—National River Conservation Directorate	2,11,854
6771	MF PD&CA—Ministry of Food & Consumer Affairs, New Delhi	1,42,59,917
6788	M Agri.—Fishery Survey of India—Porbander	12,762
6793	M Agri.—Fishery Survey of India—Goa	9,293
6852	M Mines—Indian Bureau of Mines—Nagpur	51,632
6864	M RD—Deptt. of Drinking Water Supply—New Delhi	60,59,274
6901	M Steel—Ministry of Steel, New Delhi	63,330
6922	M Chem.&Fert.—Deptt. of Fertilizers, Delhi	6,699
6925	M Chem.&Fert.—National Pharmaceutical Pricing Authority, New Delhi	51,632
6953	D IT—D/O Information of Technology	11,16,923
6954	D IT—Electronics Regional Test Lab (W), Mumbai	16,176
6958	D IT—Electronics Test & Development Centre Moha	11,097
6959	D IT—Electronics Test & Development Centre, Pune	17,393

1	2	3
6963	D IT—Electronics Test & Development Centre, Hyderabad	9,778
6965	D IT—Indian Institute of Quality Management, Jaipur	1,11,296
6966	D IT—Stqc. IT Services Delhi	50,713
6971	D IT—Centre for Electronics Test Engg. Noida	47,442
6976	M Agri.—Aquaculture	66,847
6983	M PR—Ministry of Panchayati Raj	1,12,197
6984	M RO—National Rural Roads	54,593
7001	M Def.—Indian Navy (CL)	2,48,888
7002	M Def.—Indian Navy (RECTT)	1,17,475
7019	M Def.—Hqs. Coast Guard Region (E) Chennai	46,197
7022	M Def.—Coast Guards (Rectt. of Civil Posts)	73,885
7025	M Def.—Indian Air Force (CL)	5,04,464
7026	M Def.—Indian Air Force (Rectt.)	3,20,452
7030	M Def.—Indian Army	2,06,205
7031	M Def.—DG AFMS	31,13,097
7032	M Def.—Army Purchase Orgn.	5,14,403
7056	M Def.—Military Farms	7,88,813
7070	M Def.—Military Operations, Delhi	55,454
7071	M Def.—DG. of Supp. & Tran. (ST-9) Delhi	44,670
7075	M Def.—Military Trang.-7 Delhi	42,121
7082	M Def.—Defence Exhibition of Gn.	10,01,625
7087	M Def.—Central Command (WE/EM) Lucknow	32,767
7088	M Def.—Dte. Gen. of Signals	62,174
7097	M Def.—Hqrs. Northern Command (Signals)	16,06,505
7101	M Def.—D.G. of Ordnance Services	21,77,333
7150	M Def.—Indian Ordnance Factories	1,73,64,700
7232	M Def.—DG HQ MAP New Delhi	37,089

1	2	3
7234	M Def.—Hqr. Southern Command	1,30,795
7239	M Def.—Ex-Servicemen, HQ, Delhi	1,50,389
7241	M Def.—Western Command	20,95,073
7247	M Def.—Integrated Defence Staff	2,440
7252	Directorate of Public Relations	16,305
7254	344 Coy Asc (Sup) Type B	2,474
7495	M HFW—N.M.E.P.—New Delhi	7,65,619
7497	M HFW—D.G.H.S. (OPTH)	3,30,013
7561	M HFW—NACO	15,63,280
7601	M Commerce—Ministry of Commerce	6,17,322
7603	M Commerce—D.G.F.T.	1,26,828
7629	M Commerce—DG. of Comm. Intelligence Kolkata	36,176
7632	M Commerce—Madras Export P. Zone	35,183
7634	M Commerce—Visakhapatnam Export-P. Zone	48,619
7656	M Ind-DIP&P—D.G.S.&D.	2,06,410
7730	M RT&H—M/O Road Transport & Highways (Paying)	65,90,674
7731	M Shipping—Dte. Gen. of Shipping, Mumbai	3,09,368
7740	M Shipping—Andaman Harbour Works	4,25,783
7801	M P&NG—Min. of Petroleum & N. Gas	13,587
8002	M YA&S—Deptt. of Youth Affairs & Sports	10,14,186
8006	D Cult—National Archives of India	1,67,886
8012	M S&PI—M/O Statistics & Programme Implementation	4,895
8018	Planning Commission—National Commission on Population	15,54,480
8020	M Ind.—Min. of Industry	7,238
8021	M SSI—Small Scale Service Institutes (S.I.S.I.)	12,84,433
8023	M HI&PE—Deptt. of Public Enterprise	36,355
8030	M HI&PE—Ministry of Heavy Industry and Public Enterprises	67,655

1	2	3
8032	M Ind.—DIP&P—Regional Testing Centre	74,264
8052	M ST—Deptt. of Science & Industrial Research	1,59,819
8053	M ST—Deptt. of Biotechnology	2,03,921
8062	M Text.—Min. of Textile	11,17,733
8067	D Comp Aff.—Deptt. of Company Affairs	4,78,665
8080	M UD&PA—M/O Urban Dev. & Poverty All. (CPWD)	79,453
8093	M EA, M/O External Affairs	54,865
8205	M Power—Min. of Power	14,279
8225	M Coal—Min. of Coal	76,087
8229	D Cult.—National Museum	1,17,704
8268	M EA—M/O External Affairs (Prop.) New Delhi	3,787
8270	M EA—M/O External Affairs (Q/SE III)	39,209
8271	M EA—M/O External Affairs (Q/CAD)	44,158
8279	M EA—M/O External Affairs (XPR Divn.)	12,30,795
8282	M EA—Ministry of External Affairs	762
8520	D Cult.—Department of Culture	2,66,540
8543	M SSI—Ministry of Small Scale Industries	5,25,318
	Total	11,83,53,316

GOVERNMENT OF INDIA
MINISTRY OF INFORMATION & BROADCASTING
DIRECTORATE OF ADVERTISING & VISUAL PUBLICITY
3RD FLOOR, P.T.I. BUILDING, SANSAD MARG,
NEW DELHI-110001
Telegram Advisual

No. 1/1/2004-Budget

Dated: 20.1.2005

OFFICE MEMORANDUM

The Directorate of Advertising and Visual Publicity, Ministry of Information and Broadcasting is the central agency of the Government of India for publicizing policies and programme of the various Ministries/Departments through the following media of publicity:

- | | |
|--------------------------|--|
| (a) Press Advertising | Display & Classified Advertisements |
| (b) Radio/TV Advertising | Radio spots, TV commercials, Video quickies and motivational programmes, sponsored programmes. |
| (c) Printed publicity | Posters, folders, brochures, booklets wall hanger, etc. |
| (d) Outdoor publicity | Hoardings, kiosks, cinema slides, wall painting, transit advertising on buses and tram cars etc. |

2. It has been noticed that various Ministries/Departments request DAVP for executing their publicity activities and allocation of funds through Letter of Authority is made much later on, even after completion of publicity. Consequently, DAVP is not able to release the payment to the various media and bills of huge amount are accumulated in respect of various newspapers and other publicity agencies. The newspapers, publishers keep on pressurizing for early release of payment. The issue is also raised in Parliament through Parliament questions and other forms.

3. In accordance with the revised existing system laid down *vide* Controller General of Accounts Office Memorandum NNo. 10(3)/92 TA/90, dated 27.1.93, all the Ministries/Departments are required to

issue annual Budget allocation letter indicating the amount approved in the Budget for the year for the programme/activity assigned to the agent executing department viz., DAVP after obtaining necessary financial sanction, which will constitute authorization for DAVP to incur expenditure up to limits specified.

To,

1. All Financial Adviser/Chief Controllers of Accounts/Controllers of Accounts/Dy. Controller of Accounts.
2. All Union Ministries/Departments of Government of India.
3. Union Territory Administrations of Delhi, Andaman & Nicobar Islands.
4. Controller & Auditor General of India.
5. All Accountant General.
6. Controller General of Defence Accounts.
7. Director (Fin.), Ministry of Railways, Railway Board, New Delhi.
8. Dy. Director General (PAF), Department of Telecommunications.
9. All sections of the office of CCA.
10. Staff Training Institute , O/o CGA, Ministry of Finance, Department of Expenditure, JNU Campus, New Delhi.
11. Pay and Accounts Officer, DAVP, K.G. Marg, New Delhi.

-Sd-

(Radha Ballabh Dixit)
FA & CAO

Recommendation (S. No. 18)

The Committee note that the Press Information Bureau is the central agency of the Government of India for informing the people about its policies, programmes and activities. During the evidence the Committee felt that there is a need for improvement of the quality of service provided by PIB. They are of the opinion that the Bureau must use the latest technological options to circulate photographs of good quality to the public and media in particular at the earliest. Further, the Bureau should devise a suitable, dynamic and time efficient mechanism to disseminate information.

Recommendation (S. No. 19)

The Committee were informed during evidence that there is a proposal to merge the Photo Division of the Ministry of Information and Broadcasting with the PIB with a view to providing better and coordinated service. The Committee would like to be informed of the outcome of the proposal.

Action Taken by the Government

A Premium website is being exclusively planned by the Press Information Bureau (PIB) for accredited journalists which shall have several enriched features in addition to those being offered on the PIB website. This website shall be subscription based for accredited journalists, with a password protected log in, to provide access to exclusive services offered by it. It is proposed to provide premium services targeted to specific media audiences. For example, for the electronic media and the newspapers, the website shall carry video and audio clippings of the ongoing proceedings in the National Press Centre for instant incorporation into the news feed/articles. It shall carry a data bank of still photographs of high quality/resolution in addition to audio-video clips. The photographs proposed in the premium website would be at least of 600 dpi resolution. In addition to the photographs provided by the Photo Division, the Bureau plans to establish a working archives of photographs on developmental aspects which will be available to the accredited/registered journalists.

Another redeeming feature is customization and management of the data according to the publicity areas. While the beat specific journalists can directly take the relevant material from the subject-specific area, the officers can themselves manage the content relating to the area concerning their Ministry/Ministries. The website shall be supported by an advanced search facility and will include a variety of other useful features.

Further, the proposal for merging Photo Division with PIB has been considered in details in the Ministry. However, nature of work and functions of the two medias are completely different. Since it envisages complete restructuring of the Unit keeping in view the changing/emerging demands of time, Photo Division has been advised to work out the modalities in this regard and submit a concrete proposal within the sphere of Expenditure Reforms Commission (ERC)/ Committee of Secretaries (CoS) recommendations. The matter is under consideration.

Recommendation (S. No. 20)

Central Board of Film Certification (CBFC)

The Committee observed that the film sector gets a sum of 3% of the total allocations only as Budgetary Estimates under Demand No. 60 of the Ministry of Information and Broadcasting. However, the expenditure pattern is very dismal and much below the provisions during the last three years of the 10th Plan. Further, the Central Board of Film Certification, which had an allocation of Rs. 2.74 crores at BE 2004-05 was reduced to Rs. 1.20 crores at RE stage and has been able to spend Rs. 0.54 crore only. The Committee are pained to note that the two important schemes under CBFC "Establishment of Computerised Management System and Upgradation of Infrastructure" and "Monitoring and Modernisation of Certification Process" have incurred an expenditure of Rs. 67.85 lakhs in the three years of the 10th Plan out of a total 10th Plan allocation of Rs. 1074.13 lakhs *i.e.*, approximately 6.3%. The reasons attributed for this shortfall is that the Standing Finance Committee (SFC) for the first scheme was convened in March, 2003 and that of the second on March, 2004. As such, there was no activity and physical targets could not be achieved. The Committee take a very serious view of the inactive and lethargic attitude of the Board and deprecate the lackadaisical approach in the monitoring of the budgetary provisions and achievement of physical targets at the Ministry level. In the opinion of the Committee, the entire responsibility lies in the Ministry for not convening the SFC earlier. Since the work has now started, the Committee desire that the same may be completed within the next budget.

Action Taken by the Government

It is intimated that during the period specified by the Standing Committee on Information Technology, the scheme "Establishment of Computerised Management System and Upgradation of Infrastructure"

had not taken off fully. However, after close monitoring at the Ministry's level, the Central Board of Film Certification (CBFC) have informed that by the end of July, 2005, complete software has been readied and the proposal is now required to be tested by the CBFC. Electrification and air-conditioning of the room has been completed. The NIC has given assurance that the hardware would be delivered within a week's time. After the testing phase is over in fifteen days, the CBFC would apply for the Domain name from the NIC before going on-line within a month. This system would help in a better interface with the users. About Rs. 99,71,797/- has been given to NIC in 2003-04.

2. As regards the scheme "Monitoring and Modernisation of Certification Process", the scheme is under implementation and the private detective agencies have conducted raids throughout India to detect interpolations and violation of the Cinematograph Act, 1952. The work of the detective agencies has generally been found to be satisfactory in all the regions excepting Hyderabad for which it is proposed to hire new detective agency. CFBFC is also conducting workshops for the Advisory Panel Members and the Board Members.

Recommendation (S. No. 23)

The Committee note that out of an approved outlay of Rs. 289 lakh for the year 2004-05 for production of feature and short films and TV serials, the Children's Film Society of India could spend Rs. 95.72 lakh *i.e.* 33% upto 31.01.05 thereby achieving production of one Feature film and one short film against a target of 5 feature and 2 short films to be produced by 31.03.05. The reason advanced for a shortfall in the targets of 2004-05 is the non-receipt of suitable film proposals/synopsis and scripts. The Committee also note that the Society has fixed a target of producing 5 feature and two short films during the financial year 2005-06 with a budgetary estimates of Rs. 289 lakh. The Committee are of the view that the CFSI should give more focused attention in the production of qualitatively superior films within the budgetary sanctions in a more effective manner. There is a need for finding out ways and means to obtain suitable proposals/synopsis and scripts from the talent available across the country.

Action Taken by the Government

With a view to produce more number of films, without compromising on quality and thereby also improve the utilization pattern of the Society, CFSI have taken the following steps:—

- (i) With a view to get good scripts, the Chairperson has appealed to the Film Writers Association for providing

necessary publicity and support. The appeal has been publicized by CFSI in their brochure of the Annual General Body meeting held in January, 2005.

- (ii) CFSI have also written to eminent filmmakers asking them to send suitable proposals/synopsis of films with a view to produce films for healthy entertainment of the children.
- (iii) The members of the General Body of CFSI have also been requested to explore the possibility of having films made especially in their regional languages and such scripts be forwarded to the Society.

Recommendation (S. No. 24)

"Films Division-Screening of Newsreels

The Committee are informed that as per the provisions of the Cinematography Act, 1952, the theatres exhibit a Newsreel, produced by the Films Division. The theatres are in turn required to pay a portion of the collection on this score to the Films Division. During the course of study visit of the Committee, a suggestion was received from an association of film chambers that in the changed scenario, the requirement for screening "Newsreel" programme may be dispensed with. The Committee recommend that the suggestion be examined in all its implications. Alternatively, instead of the newsreel a socially relevant or a progressive message may be requested to be screened."

Action Taken by the Government

The Cinematograph Act, 1952, in Section 12(4) in Part III of the Act stipulates as follows:—

'The Central Government may, from time to time, issue directions to licensees generally or to any licensee in particular for the purpose of regulating the exhibition of any film or class of films, so that scientific films, films intended for educational purposes, films dealing with news and current events, documentary films or indigenous films secure an adequate opportunity of being exhibited, and where any such directions have been issued those directions shall be deemed to be additional conditions and restrictions subject to which the licence has been granted.'

This Section is applicable only to Union Territories and the State Governments have adopted similar provisions in their respective legislations pertaining to cinema/cinema exhibition. Films Division and

other such organizations, both in the public and private sector, exhibit such films under such legislative provisions.

Films Division produce and distributes films, both in celluloid and video formats. The films are largely newsmagazines, documentaries and other films on various subjects pertaining to social development and welfare, education, rural and agricultural development, science & information technology, fundamental & human rights, etc., enlisting active participation of the people in the nation building efforts apart from complying with the basic function of dissemination of information on Plans, Policies, Programmes and Projects of the Government envisaged for the development of the nation. Films Division has stopped showing "Newsreel" in theatres since long in view of the changed scenario and instead screen the aforementioned films.

Recommendation (S. No. 25)

Film and Television Institute of India (FTII), the Satyajit Ray Film and Television Institute (SRFTI), National Film Development Corporation Limited (NFDC) among other institutes are part of the Film Sector. The institutes have been created with the objectives to protect Film production at large and to promote the financially marginal artists in various film disciplines as well as to provide professional training to them. Some of these institutes have been doing well and are world-renowned. The Committee are of the opinion that all our efforts should be made to sustain these institutes so that they could grow as units of excellence in their respective fields. They suggest that in order to provide these institutes with new and contemporary thoughts, "Quality Circles" should be formed in each of these institutes with a view to ensuring wider participation and attraction of talents from all sections of society.

Action Taken by the Government

Film and Television Institute of India, Pune (FTII) and Satyajit Ray Film and Television Institute, Kolkata (SRFTI) are both academic Institutes, their primary activity being imparting of training in different aspects of television and filmmaking. Legally, these are autonomous societies while the National Film Development Corporation (NFDC) is a public sector undertaking and registered as a company. While the Institutes produce student films as part of their training curricula, they are neither into film production nor into supporting financially marginal artists. The Ministry provides non-plan fund support for day to day functioning and funds under different Plan Schemes for infrastructure and human resources development to the Institutes.

Both the Institutes have representations from the film industry in their Society/Governing Council/Academic Council and also from the fields of art, culture, etc. While these bodies and the faculty members of the Institutes meet at regular intervals to discuss academic activities, regarding the specific formation of Quality Circles, both Institutes have been instructed to immediately take appropriate action.

National Film Development Corporation Limited (NFDC) is not an institution for training or to protect film production at large. NFDC is a Public Sector Undertaking which was set up in 1975 as a PSE under the Ministry of Information & Broadcasting with the primary mandate of planning, promoting and organizing an integrated and efficient development of the film industry in accordance with the National Economic Policy and objectives laid down by the Central Government from time to time. In 1980 the Company was restructured by merger of the erstwhile Film Finance Corporation and the Indian Motion Picture Export Corporation and it emerged as a central agency to promote good cinema in the country.

NFDC has largely been a self-sustaining organization and has rarely required financial support from the Government. The Corporation has, however, made a loss in 2002-03 and 2003-04 mainly because the discontinuance of its TV marketing activity arrangement with Doordarshan. In order to tide over the present financial crisis, NFDC has approached the Government for immediate financial assistance in the form of a loan for the following activities:

1.	Completion of films under production and also funds needed to consider new film projects for which scripts have already been approved.	Rs. 5.00 crores
2.	Modernisation and upgradation of existing service projects and for launching new project services.	Rs. 5.00 crores
3.	Provision for payment of royalty to right holders for supply of films to Doordarshan	Rs. 5.00 crores
Total		Rs. 15.00 crores

The proposal is under the consideration in the Ministry in consultation with agencies in the Finance Ministry.

CHAPTER III

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

Recommendation (S. No. 3)

Revenue Receipts of Doordarshan

The Committee note that the revenue earned by Doordarshan is mainly through commercial activities such as sporting events, broadcasting latest Hindi Feature Films, commissioning programmes which appeal to the general masses, strengthening the in-house marketing of Doordarshan, better management of slots etc. The Committee are also informed that the money earned by Doordarshan is used for meeting a part of the Plan as well as Non-Plan expenditure of Prasar Bharati. Budgetary support to Prasar Bharati is only to bridge the gap between the internal resources available with Prasar Bharati and the actual requirement of funds. The Committee also note that a lot of time on Doordarshan channels is consumed by the Government for advertising issues on social causes, gender concerns, environment campaigns etc. which involves a social obligation it has to fulfil in its capacity of being a Government channel and for which there is no revenue generated.

Recommendation (S. No. 4)

The Committee are of the view that the number of hours allocated for Government and social programme broadcasting should be limited so that Prasar Bharati can maintain a meaningful balance between their social obligation on the one side and the financial/revenue considerations, on the other.

Action Taken by the Government

The primary duty of the Prasar Bharati (Broadcasting Corporation of India) is to organize and conduct public service broadcasting to inform, educate and entertain the public, and to ensure a balanced development of broadcasting on Radio and Television.

Accordingly, Doordarshan has structured the programming on its different channels to sub serve the three components of the above

mentioned primary objective. While it is true that the bulk of the revenue generation accrues to Doordarshan from the entertainment segment, it is not in favour of reducing the other two segments namely information and education merely on account of revenue considerations. All that is required to ensure Doordarshan's financial viability is for it to be reasonably remunerated for the social broadcasting segment by the concerned Ministry/Department of the Government/State Government through a well defined arrangement.

Recommendation (S. No. 21)

As regards the third scheme viz., "Opening of Regional Offices at New Delhi, Cuttack and Guwahati" the Committee feel that since the CBFC is already a lean organisation matching savings may not be a possibility for them and hence there does not appear to be any point in going for the said scheme.

Action Taken by the Government

The proposal for opening up of Regional Offices at Cuttack, Guwahati and Delhi was initiated in the year 2003 but the scheme is presently inoperational as the SFC has not yet approved the scheme. CBFC has firmly expressed need for having permanent offices at New Delhi, Guwahati and Cuttack. Act present these offices are run on borrowed establishment from other media units.

2. The offices at Delhi, Guwahati and Cuttack are in urgent need of a permanent officer and staff. CBFC have informed that there has been an exponential increase in work of CBFC, Delhi during the last two years. In 2003 alone the Delhi office certified 365 films. This number reached 616 in 2004 and it has already certified 618 films till 30th July, 2005. Further, the CBFC Delhi office has also been entrusted with handling several court cases.

3. The regional office of CBFC at Guwahati started functioning during the year 1996-97 and is under the additional charge of Regional Officer, CBFC, Kolkata. This office caters to the film certification needs of all the 8 States of North-East. The North-Eastern States are geographically in difficult terrain. The producers of this region are financially not very strong and require support and facility within the region. It would be pertinent to add that the North-East (the CBFC, Guwahati office caters to this region) has been identified as the "thrust area" by the PMO and the progress is being monitored by them on quarterly basis. The opening up of these offices is, therefore, imperative taking the linguistic and regional facts into account.

4. Though the number of regional films being certified in CBFC, Cuttack is quite small an effective delivery of services with a full fledged office would go a long way in meeting the needs of this region.

Recommendation (S. No. 22)

During the course of their study visits, the Committee received certain representations from certain film associations. One of the common grievances of the film association is that their problems, difficulties regarding certification have not been properly addressed to by the CBFC. The Committee are of the opinion that there is a vital need for the CBFC to act as an effective interface and feedback mechanism *vis-a-vis* the film industry. The Committee hope that the issue will be properly addressed to by the Ministry with a view to developing a quicker response system not only for the growth of film industry but also for the benefit of the various institutes promoted by the Government.

Action Taken by the Government

The Central Board of Film Certification (CBFC) have stated that due consideration is being given to the grievances of the producers or their representatives. The office houses, suggestion/complaint box as well as the suggestion register. Further, the Regional Officer has been designated the Public Information Officer for a better interface between the CBFC and the users. The respective Regional Officers are available for personal interaction with the Producers and general public every day to facilitate the flow of necessary information and handle queries from their side.

2. Recently, notifications have been issued reconstituting Advisory Panels for some of the Regional Offices of the CBFC as per their projected requirement. This has been done in order to facilitate prompt certification. Besides, the scheme "Establishment of Computerised Management System and Upgradation of Infrastructure in CBFC" is being implemented to make the certification system transparent.

3. The Government has viewed the Chairperson of the CBFC as the link between the creative needs of the film industry and evolving norms of societal living as seen through certification of films. It is in pursuit of this that eminent film personalities have of late been appointed to head the CBFC. The present Chairperson, Smt. Sharmila Tagore represents this trend. Several other Board and Advisory Panel Members also belong to the film industry.

CHAPTER IV

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

Recommendation (No. 2)

Delay due to “in principle” approval

The Committee have been informed that although Plan Schemes have been allocated budgetary provisions during a financial year, the schemes could not be initiated because of the delays in getting various clearances. One such clearance is the “in-principle” approval, which is given by the Planning Commission. The Committee are of the considered opinion that with the passing of the detailed Demands for Grants by Parliament, the budgetary allocations will become available to each of the schemes as proposed by the Ministries in their demands. Obviously a demand is projected after detailed discussions are held with the Planning Commission much before the demand is presented to the House. In the circumstances, the Committee fail to understand the theory of “In-principle” approval after the demands have been passed by Parliament. In the opinion of the Committee, such delays vitiate the very process of planning and implementation of the approved projects/programmes. The Committee, therefore, urged upon the Planning Commission to give serious thought and refuse such schemes at the detailed discussions stage itself, which do not appear to be viable in order to avoid such delays. The Committee would like to be kept apprised of the action of the Planning Commission on this issue.

Action Taken by the Government

The recommendations of the Standing Committee were brought to the notice of the Planning Commission *vide* Ministry of I&B's Note dated 3.5.2005 and again explained *vide* Note dated 5th July, 2005. The Planning Commission *vide* their Office Memorandum No. M-13075/5/2002-C&I dated 29th July, 2005 has given the following comments:—

- “1. On the basis of Demands for Grants submitted by the Ministry/Department, Parliament accords approval for the Budget.

2. Operationalisation of the Parliament's approval involves certain fundamental Financial Rules (FR) which is covered under the Delegation of Financial Power Rules (DFPR) of Department of Expenditure. Latest guidelines in this respect are detailed in Department of Expenditure O.M. No. 1(2)/PF-II/03 dated 7th May, 2003 (copy enclosed)."

The system of In-Principle Approval requirement was introduced by the Planning Commission in December, 2000 since it was believed that introduction of new scheme was not always preceded by exercises aimed at identifying existing schemes, if any, with similar objectives/ components targeting the same population/area; identifying existing schemes where with modification in scope, the objective of the new schemes could be achieved. The exercise was seen as an opportunity to review the existing schemes so as to avoid multiplicity, weed out old schemes which may no longer be relevant and optimally utilize the already existing components which are generic in nature. Planning Commission felt that the tendency to take individual schemes in isolation for implementation has resulted in spreading scarce resources over a larger number of projects, thereby, increasing the number of projects which, at times, turn out to be unviable, unable to take off and get delayed.

Against this background, the system of In-Principle Approval introduced by the Planning Commission has to be viewed as a procedure for ensuring optimum utilization of funds.

Comments of the Committee

(Please *see* Paragraph No. 8 of Chapter I)

COMPENDIUM OF IMPORTANT ORDERS/CIRCULARS REGARDING
FORMULATION, APPRAISAL AND APPROVAL OF GOVERNMENT
FUNDED PLAN SCHEMES/PROJECTS

Section-1—Broad Framework

1. Guidelines for Formulation, Appraisal and Approval of Government funded Plan schemes/projects

Rigorous project formulation and appraisal have a major bearing on the relevance and impact of projects as well as on their timely implementation. Indifferent quality of project formulation and appraisal are major factors which contribute to bottlenecks at the implementation stage and consequential time and cost over-runs. Failure to identify constraints in the availability of land, inadequate environmental impact analysis and lack of consultation with stakeholders at the time of project formulation can retard the implementation and impact of the project at a later stage. Additional time and effort spent at the project formulation and appraisal stage would be time well-spent and result in qualitative improvement in terms of ultimate project impact.

2. The following guidelines are laid down for formulation and appraisal of Government funded plan schemes/projects, covering all sectors and Departments:

- (i) **Project identification: Feasibility report:** The project preparation should commence with the preparation of a Feasibility Report (FR) by the Administrative Ministry. The project will be considered for 'in-principle' approval by the Planning Commission for inclusion in the Plan based on the FR. The FR should focus on analysis of the existing situation, nature and magnitude of the problems to be addressed, need and justification for the project in the context of national priorities, alternative strategies, initial environmental and social impact analysis, preliminary site investigations, stake holder commitment and risk factors. The FR should establish whether the project is conceptually sound and feasible and enable a decision to be taken regarding inclusion in the Plan and preparation of a DPR. The FR should present a rough estimate of the project cost. Consultation with stakeholders should be held to ensure involvement of stakeholders in the project concept and design. The Financial Adviser should be involved in this exercise.

- (ii) **In-principle approval of Planning Commission:** The Administrative Ministry should send the FR to the Planning Commission for “in-principle” approval, to enable the project/scheme to be included in the Plan of the Ministry/ Department.
- (iii) **Preparation of DPR:** The Administrative Ministry should prepare the DPR for the project/scheme after obtaining ‘in-principle’ approval of the Planning Commission. The various stakeholders in the project should continue to be associated while preparing the DPR. The services of Experts/ professional bodies may be hired for preparation of the DPR, if considered necessary. The Financial Adviser should also be associated. The DPR must address all issues related to the justification, financing and implementation of the project/scheme. A generic structure of the DPR is at 81.65 (Section 9). The Terms of Reference (TOR) for preparation of the DPR should cover all aspects of the generic DPR structure. In addition, sector/project specific aspects should be incorporated in the TOR as required. The requirements of the EFC/PIB format may also be kept in view.
- (iv) **Inter-Ministerial consultations:** The final DPR should be circulated along with draft EFC/PIB Memo to the Department of Expenditure, Planning Commission and any other concerned Ministries for seeking comments before official level appraisal. Techno economic clearance should also be obtained from agencies like CEA and CWC wherever required. Thereafter, the EFC/PIB memo alongwith appraisal note/comments of the relevant Ministries and Planning Commission should be placed before EFC/PIB for consideration.
- (v) **Time Frame:** The time frame for the appraisal of projects under the project cycle is at Chapter 3. A time period of 16 weeks is prescribed for appraisal of projects (excluding the time taken for preparation of DPR). Earlier instructions contained in OM No. 1(2)/PF. II/94, dated 18.04.1994 stand modified accordingly.
- (vi) **Applicability:** These guidelines will apply to ALL plan schemes/projects, including social sector schemes/projects, costing Rs. 50 crores and above over a 5 year Plan period. In sectors where a number of sub-projects are taken up

under a scheme, this limit will apply to the umbrella project under which the sub-projects are included. In respect of Plan schemes and projects which continue from one Plan period to another, the requirement for preparation of FR/DPR and observing EFC/PIB procedures will be regulated by instructions contained in OM No. 1(3)/PF.II/2001 dated 10th May, 2002 and 10th July, 2002 (Chapter 12).

- (vii) Instructions regarding expenditure on pre-investment activities are contained in Department of Expenditure OM No. 1(3)/PF.II/2001 dated 18th Feb., 2002 (Chapter 16). It may be noted that expenditure on preparation of FR/DPR for social sector projects/schemes is likely to be much lower than for commercially viable projects in the infrastructure sectors.
- (viii) Guidelines regarding preparation of FR/DPR in para 2(i)-2(iii) will also apply to Railway projects which are required to be placed before the Expanded Board for Railways.

3. Delegation of powers for project appraisal and approval. The delegation of powers for project appraisal and approval as well as for revised cost estimates has been prescribed *vide* Department of Expenditure's O.M. No. 1(3)/PF.II/2001 dated 18.2.2002 (Chapters 9, 10, 11 and 21). The level of delegation will be reviewed at the end of each Five Year Plan period, or earlier if required.

4. Identical process for public sector projects requiring budgetary support or entailing contingent liability on Government. The process for seeking approval would be identical both for new public sector projects requiring budgetary support, as well as those entailing contingent liability on Government.

5. **Evaluation:** Evaluation arrangements for the project, whether concurrent, mid-term and/or post-project, should be spelt out in the DPR. It may be noted that continuation of projects/schemes from one Plan period to another will not be permissible without an independent, in depth evaluation. Evaluation work may be outsourced to reputed institutions, if required. It may be noted that Planning Commission and Ministry of Statistics and Programme Implementation have an ongoing programme for evaluation. Duplication with these evaluations may be avoided.

6. **Capacity Building:** DO&PT has been separately requested to provide a special thrust on building skills for project formulation and

appraisal under ongoing efforts for human resource development. These efforts should be dovetailed with efforts of administrative Ministries.

7. **Time and cost overrun:** An accountability mechanism is laid down in the Planning Commission's D.O. No. O-14015/2.98-PAMD dated August 19, 1998 addressed to Secretaries of all Departments/Ministries in respect of time and cost overrun (Chapter 23). This mechanism should be enforced strictly.

8. These guidelines will not supersede any specific dispensation approved for a Ministry/Department by the Cabinet/CCEA.

9. These guidelines shall come into force from July 1, 2003. No projects/schemes to which these guidelines apply shall be considered for appraisal/approval without FR/DPR will effect from July 1, 2003.

[O.M. No. 1(2)-PF.II/03 dt. 7th May, 2003]

2. Departments/Ministries exempted from the PIB Procedure

Investment proposals of the Ministry of Defence, Department of Atomic Energy and Department of Space are outside the purview of the Expenditure Finance Committee/Public Investment Board.

Proposals considered by the Commission of Additional Sources of Energy (CASE) are also outside the purview of the EFC/PIB.

[U.O. No. 33(2)/PF.II/81 dt. Oct. 16, 1981]

3. Time Frame for appraisal and approval of projects/schemes

The project cycle commences with the submission of the Feasibility Report (FR) to the Planning Commission by the Administrative Ministry/Department.

(i)	Decision on "in principle" approval based on FR	4 weeks
(ii)	Preparation of DPR by Administrative Ministry/Department and circulating the same alongwith draft EFC/PIB Memo.	The time limit will vary from project to project. The time limit for preparation of the DPR should be stipulated by the competent authority while according approval for preparation of the DPR.

(iii)	Comments to be offered on DPR and draft EFC/PIB memo by Planning Commission and concerned Ministries/Agencies.	6 weeks
(iv)	Preparation of final EFC/PIB Memo based on DPR and comments received, and circulating the same to Planning Commission, Department of Expenditure and other concerned Ministries/Agencies	1 week
(v)	Convening EFC/PIB meeting after receiving final EFC/PIB Memo.	4 weeks
(vi)	Issue of minutes of EFC/PIB	1 week
(vii)	Submission for Approval of Administrative Minister and Finance Minister (for projects of Rs. 50 crores and above but less than Rs. 100 crores)	2 weeks
(viii)	Submission for Approval of Cabinet/ CCEA (for projects of Rs. 100 crores and above)	4 weeks

[O.M. No. 1(3)-PF.II/03, dt. 7th May, 2003]

Recommendation (S. No. 5)

Direct to Home (DTH) Service—Prasar Bharati

The Committee are informed that the DTH service has started *w.e.f.* 16.12.2004 and presently 33 TV channels (19 of Doordarshan and 14 Private channels) beside 12 All India Radio channels are in operation which cover 99 per cent of the country except Andaman & Nicobar Islands. The Committee are also informed that equipment has been installed by Doordarshan in 14 Projects costing Rs. 23 crore and by AIR in 20 Projects costing Rs. 120.00 crore. However, they are not being put to use because there is a shortage of technical manpower of about 675 persons in Doordarshan and 809 in AIR. It has been brought to the notice of the Committee that an amount of Rs. 250 crore approximately is required to set up terrestrial transmitters to cater to the balance of the 5% area, which was not covered through terrestrial transmission of Doordarshan. The Committee are aware that the cost of DTH was unaffordable and out of reach of a large segment of the population. However, keeping in view the rapid changes in Broadcasting due to evolving technologies, the Committee are convinced that in the long run the DTH is the better solution to extend the reach

of our programmes into every home, be it in the city or in the remote hilly areas of the North East or J&K. The Committee hope that set top boxes may gradually become cheap and the local culture and local artists could survive through multiple DTH platforms catering to their local aspirations. Of course, the Committee feel, that, till such time we are able to reach their goal in DTH, terrestrial transmissions should be kept in operation in absolutely necessary areas. The Committee recommend that all out efforts should be made by the Ministry for the spread of DTH transmission and greater funds allocated for creation of good quality programmes. As regards infrastructure for DTH transmission in rural areas are concerned the Committee are of the view that suitable arrangements could be made for such transmission at a common identified location already available in the villages such as Panchayat Ghars, Community Centers etc. Such coverage could also be facilitated through the funds available under the MPLADS scheme.

Action Taken by the Government

All India Radio

12 AIR Radio Channels in different regional languages from various State capitals are available countrywide on DTH service-DD Direct Plus, through the Ku band DTH, platform of Prasar Bharati, benefiting the listeners all over India.

Doordarshan

Presently, 5 Studios and 9 LPTs are technically ready. Staff sanction for these studios & LPTs is not available. The above projects can be commissioned after the requisite staff is sanctioned and deployed.

2. There is considerable shortage of technical manpower in Doordarshan. Out of sanctioned strength of 11,982 engineering personnel, 2419 posts are vacant. 175 Projects have so far been commissioned without staff sanction and additional 248 projects with partial staff sanction. Additional requirement of engineering posts in Doordarshan network is estimated to be 2631. Thus, there is overall shortage of 5050 engineering personnel.

3. Terrestrial coverage at the beginning of 10th Plan was available to about 90% population of the country. Government had set up a Working group on I & B sector to make recommendations for 10th Plan. This Working group had set up certain sub-groups and one such group was on "Carriage & Technology". This sub-group had estimated that investment required in increasing terrestrial coverage from 90% to

95% population would be about Rs. 1324 crores and additional Rs. 2132 crores for increasing the coverage from 95% to 100% population.

4. Doordarshan launched free to air DTH service "DD Direct Plus" in December, 2004. DTH signals are available in the entire country (except A & N Islands) and can be received with the help of a dish receive unit costing about Rs. 3000. Terrestrial transmission through 1402 transmitters continues along with DTH service.

5. DTH bouquet currently consists of 33 TV and 12 Radio channels. It has been decided to increase the number of TV channels to 50 and that of Radio channels to 30. Action for procurement of equipment has been initiated.

6. As part of DTH project, Doordarshan are installing dish receive units in certain uncovered villages in the States of H.P., Rajasthan, Uttaranchal, Karnataka, Chhattisgarh, M.P., Gujarat & NE States for demonstration purpose. These dish receive units are being installed at public institutions like Anganwadis, Schools, Public Health Centres, Panchayats, Youth Clubs, Cooperative Societies etc. In all, 10000 dish receive units were envisaged to be installed. Out of these, 7740 units have since been installed. The remaining dish receive units are targeted to be installed before the end of current financial year.

Comments of the Committee

(Please see Paragraph No. 11 of Chapter I)

Recommendation (S. No. 6)

Prasar Bharati : All India Radio

The acquisition of 26 FM transmitters (25 nos. 10 KW and one 5 KW) was the physical target for 2004-05 under the scheme "Upgradation/Expansion schemes". However, the physical targets could not be achieved as procurement of FM Transmitters was delayed due to non-finalisation of tenders. As an interim measure, the physical targets were revised for installing 27 FM Transmitters (7 nos. 1 KW and 20 LPT's of 100 W capacity), thus reducing the original power/capacity of the transmitters. Being an interim measure these transmitters will eventually be replaced with that of increased capacity, therefore, the expenditure for the interim measure seemed wasteful. Evidently, had the tendering process been completed initially in time, there would hardly been a need for acquisition of transmitters of lower capacity as an interim measure.

Action Taken by the Government

All India Radio

Seven numbers of 1 KW FM transmitters have since been installed at Shimla, Gulbarga, Madurai, Udaipur, Gorakhpur, Aurangabad and Rohtak and are under commissioning. These interim sets up have been brought up with the equipment already available with AIR. These transmitters were procured as standby transmitters as part of the 20 KW FM transmitter projects which are under implementation at metros and due for completion by next year. These 1 KW FM transmitters would be sent back to metros as soon as the permanent set up of 10 KW FM is installed which is now targeted for completion during the current financial year (2005-06).

Comments of the Committee

(Please see Paragraph No. 14 of Chapter I)

Recommendation (S. No. 7)

Prasar Bharati : All India Radio

The Committee strongly disapprove the decision making process within the AIR in this case and desire that the same should be thoroughly enquired and a report submitted to the Committee. They also feel there is a need to streamline the tendering process presently in vogue.

Action Taken by the Government

All India Radio

All India Radio invited tenders for 10 KW transmitters. When the case was processed, there was no proposal for increasing the quantity of FM transmitters from 21 to 27. The specifications were formulated, on a generic basis, without giving preference to any particular product and after taking into consideration the organizational needs and market trends. The tenders were invited on two bids basis and were evaluated after taking into consideration all aspects. A series of representations from the bidders were received when the case was under scrutiny which, in turn, resulted in considerable delay. Representations from bidders led to complexity of the case and the matter could not be resolved. It was, therefore, decided to terminate the tender proceedings.

2. The decision to re-invite the tenders had to be taken as there had been a number of representations after the opening of the same. In the meanwhile, the Chief Vigilance Officer of Prasar Bharati has instituted a fact-finding enquiry to investigate the allegations of irregularities in the supply of 21 Nos. of 10 KW FM transmitters.

Comments of the Committee

(Please *see* Paragraph No. 14 of Chapter I)

Recommendation (S. No. 8)

Revenue Earnings of AIR

The Committee have noted that AIR has an increasing order of revenue earnings year after year. However, the increase has been registered in the smaller towns of the nation and cities like Mumbai, Delhi, Kolkata, Chennai have registered a decrease of revenues amounting to over Rs. 3.50 crore, Rs. 8 crore, Rs. 60 lakh, Rs. 2 crore approximately respectively in the year 2003-04 over the immediately preceding years. The Committee are informed that one of the reasons for less revenue generation is the several demands on Government and social broadcasting. The Committee felt that as recommended by them elsewhere in the Report, it would not be improper for AIR to seek Government approval for restricting the number of hours for social Broadcasting.

Action Taken by the Government

As per Prasar Bharati Act, 1990, Functions and Powers of Corporation have been spelt out in Section 12(1) which reads as under:

12(1) "Subject to the provisions on this Act, it shall be the primary duty of the Corporation to organize and conduct public broadcasting services to inform, educate and entertain the public and to ensure a balanced development of broadcasting on radio and television."

In Section 12(3) (a) of the Act, it is further emphasized that "the Corporation may take such steps as it thinks fit to ensure that broadcasting is conducted as a public service to provide and produce programmes."

The Act further says under Section 12(5) that "for the purposes of ensuring that adequate time is made available for the promotion of the objectives set out in this section, the Central Government shall

have the power to determine the maximum limit of broadcast time in respect of the advertisement.

In view of the above Functions and Objectives for which Prasar Bharati has been established, it is clear that the Corporation has to function as a Public Service Broadcaster and to meet its financial requirements by performing its duties in conformity with and within the provisions of rules under the Prasar Bharati Act. Therefore, retraction on number of hours of social broadcasting would not be keeping with the spirit of Prasar Bharat Act.

Comments of the Committee

(Please *see* Paragraph No. 17 of Chapter I)

Recommendation (S. No. 15)

Publication Division: Employment News

The Committee are pleased to note that the Publication Division has planned a separate website for Employment News, which will contain job opportunities, editorial matter etc. However, the Committee are of the opinion that for making this website a true success, "Online Application Form Submission" must be a feature of this website, which will facilitate the quick submission of application forms even from remotest areas of the country. The requisite application fee could also be submitted electronically by using a card containing a 16-digit secret code similar to cellular prepaid cards or Virtual Calling Cards (VCC) of BSNL/MTNL, which might be termed as Electronic-Central Recruitment Fee (E-CRF) Stamps. Presently, the fee is paid through Central Recruitment Fee (CRF) Stamps, which are being distributed through the post offices, the E-CRFs could be distributed throughout the country by using the same Postal Network. The Committee desire that these suggestions might be examined and would like to be apprised of the concrete action/decision taken thereon.

Action Taken by the Government

It is submitted that action has already been initiated to develop a separate website for Employment News and the website named employmentnews.gov.in has been registered with NIC. Vendor has been identified and the technical briefings have already been undertaken. It is expected that website would be operational very soon. With regard to Committee's recommendation about online submission of the application forms and 'E-CRF', it is submitted that Employment News

is not channelising application forms of the candidates, who are required to submit the application form to the recruiting authority/ agency, as per the prescribed procedure. The work of Employment News is confined to publicizing the vacancies. It is up to the recruiting authorities/agencies to make a provision for the online submission of forms and the payment of the application fee through the proposed "E-CRF". A suitable mention can be made by the recruiting authorities/agencies in their vacancy advertisements.

Comments of the Committee

(Please *see* Paragraph No. 23 of Chapter I)

CHAPTER V

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH
THE REPLIES ARE INTERIM IN NATURE

-NIL-

NEW DELHI;
16 December, 2005
25 Agrahayana, 1927 (Saka)

M.M. PALLAM RAJU,
Chairman,
Standing Committee on
Information Technology.

- (ii) Draft Report on action taken by Government on the Recommendations/Observations of the Committee contained in their Eighteenth Report (Fourteenth Lok Sabha) on "Demands for Grants (2005-06)" relating to the Ministry of Information and Broadcasting.

3. The Committee adopted the above mentioned Reports with some amendments/modifications.

4. The Committee, then, authorised the Chairman to finalise and present the above-mentioned Reports to the House on a date and time convenient to him.

The Committee, then, adjourned.

ANNEXURE II

[Vide Paragraph No. 5 of Introduction]

ANALYSIS OF ACTION TAKEN BY THE GOVERNMENT ON THE
EIGHTEENTH REPORT (FOURTEENTH LOK SABHA)

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

Paragraph Nos. 1, 9-14, 16-20, 23-25

Total 15

Percentage 60%

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

Paragraph Nos. 3-4, 21-22

Total 04

Percentage 16%

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

Paragraph Nos. 2, 5-8, 15

Total 06

Percentage 24%

- (iv) Recommendations/Observations in respect of which the Replies are of interim nature:

Paragraph Nos. Nil

Total Nil

Percentage Nil