

39

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

SIXTEENTH LOK SABHA

MINISTRY OF INFORMATION AND BROADCASTING

**[Action Taken by the Government on the Observations/Recommendations of the
Committee contained in their Thirty-fourth Report (Sixteenth Lok Sabha) on
'Demands for Grants (2017-18)']**

THIRTY-NINTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

August, 2017/Shravana, 1939 (Saka)

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contained in their Thirty-fourth Report (Sixteenth Lok Sabha) on
'Demands for Grants (2017-18)']**

**Presented to Lok Sabha on 11.08.2017
Laid in Rajya Sabha on 11.08.2017**



**LOK SABHA SECRETARIAT
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COMPOSITION OF THE STANDING COMMITTEE ON INFORMATION TECHNOLOGY (2016-17)

Shri Anurag Singh Thakur - Chairperson

Lok Sabha

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

Rajya Sabha

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

Secretariat

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

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

INTRODUCTION

I, the Chairperson, Standing Committee on Information Technology (2016-17), having been authorised by the Committee, present this Thirty-ninth Report on Action Taken by the Government on the Observations/Recommendations of the Committee contained in their Thirty-fourth Report (Sixteenth Lok Sabha) on 'Demands for Grants (2017-18)' of the Ministry of Information and Broadcasting.

2. The Thirty-fourth Report was presented to Lok Sabha on 9th March, 2017 and also laid on the Table of Rajya Sabha on 10th March, 2017. The Ministry of Information and Broadcasting furnished their Action Taken Notes on the Observations/Recommendations contained in the Thirty-fourth Report on 9th June, 2017.

3. The Report was considered and adopted by the Committee at their sitting held on 10th August, 2017.

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

5. An analysis of Action Taken by the Government on the Observations/Recommendations contained in the Thirty-fourth Report of the Committee is given at Appendix-II.

New Delhi;
10 August, 2017
19 Shrawana, 1939 (Saka)

ANURAG SINGH THAKUR,
Chairperson,
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 Observations/Recommendations of the Committee contained in their Thirty-fourth Report (Sixteenth Lok Sabha) on 'Demands for Grants (2017-18)' relating to the Ministry of Information and Broadcasting

2. The Thirty-fourth Report was presented to Lok Sabha on 9th March, 2017 and laid in Rajya Sabha on 10 March, 2017. It contained 17 Observations/ Recommendations.

3. Action Taken Notes in respect of all the Observations/Recommendations contained in the Report have been received from the Ministry of Information and Broadcasting and are categorized as under:-

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

Rec. Sl. Nos.:- 1, 2, 3, 7, 8, 10, 11, 12, 13 and 14

Total - 10

Chapter-II

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

Rec. Sl. No.: Nil

Total - Nil

Chapter-III

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

Rec. Sl. Nos.:- 4, 5, 6 and 15

Total - 04

Chapter-IV

(iv) Observations/Recommendations in respect of which the replies of the Government are of interim in nature

Rec. Sl. Nos.:- 9, 16 and 17

Total - 03

Chapter-V

4. The Committee trust that utmost importance would be given to implementation of the Observations/Recommendations accepted by the Government. The Committee further desire that Action Taken Statement on the Observations/Recommendations contained in Chapter-I and final action taken replies to the Observations/Recommendations contained in Chapter-V of this Report should be furnished to them at an early date.

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

Grant-in-aid to Prasar Bharati for Kisan Channel

(Recommendation Sl. No. 4)

6. The Committee, in their Original Report, had recommended as under:-

“The Committee note that the scheme of Kisan Channel was approved in the year 2014-15, with an initial allocation of Rs.100 crore i.e. Rs.90 crore for Doordarshan and Rs.10.00 crore for AIR. The Committee note that the major asset created at CPC, Delhi for Kisan Channel during 2016-17 are – (i) Multichannel Automated Playback facility and Multi Camera Studio Production facility in HDTV format: (ii) Collaborative Non-Linear Post production facility in HDTV format: and (iii) XDCAM Camcorders, Recorders /Decks, NLE, Camera support system, Zoom Lens. Further, the Ministry have set the target of creating major assets under the scheme during 2017-18 which are –(i) Earth station at CPC, Delhi: and (ii) Field production equipment at 18 Regional Kendras. A Multi Camera Studio production facility in HDTV format at CPC Delhi also been ordered. During the year 2016-2017 new initiatives were also undertaken to improve quality and make more field –based, interactive and interesting programme. Evaluation of existing programs is also being carried out. A content preview committee has been put in place. A system of regular review of programme has also been put in place so that further improvement can be made. Programme are now being made in all the states in the Hindi belt, including Punjab, Gujarat, Bihar, Chhattisgarh, Odisha, Madhya Pradesh, etc., so as to make the channel more inclusive. Further, Broadcast Audience Research Council (BARC) is providing real time TRP rating of each programme telecast on

Kisan channel to assess feedback of programme. The Committee have observed that the Ministry are putting earnest efforts to make Kisan Channel a priority among rural farmer community. However, for the year 2016-17 only Rs.39 crore as on 31.01.2017 have been spent by the Ministry out of Rs.60 crore allocated for the scheme under BE and RE 2016-17 . Taking note of the submission of the Ministry that they will be able to utilize the entire amount, the Committee desire to be apprised of the actual expenditure incurred under the Scheme during 2016-17. The Committee stress that the Ministry should expand the outreach of Kisan channel beyond Hindi belt States to cover Southern and North –Eastern states as well. The Committee fully support the initiative of the Kisan Channel, and would go on to recommend that a proper outcome analysis on the grassroots impact of the Kisan Channel be conducted, in order to determine how the content of the Kisan Channel is actually benefitting farmers. Since the allocation under the Scheme has increased during 2017-18 from Rs.60.00 crore to Rs.80.00 crore, the Committee would like to be apprised of the new achievements of the Ministry under the Scheme.”

7. The Ministry of Information and Broadcasting , in the action taken note, have stated as under:-

“Kisan Channel has taken a new initiative in the form of a daily morning program titled “Uttar Purvi Rajyon Se” which contains programs from North Eastern states in their respective languages. The channel has devised multiple mechanisms to get the reactions from grass root levels and the impact of DD Kisan. The initiatives are as follows:

(a) DD Kisan has a daily one hour LIVE interactive program called “Hello Kisan” which is telecast from Monday to Friday. The farmers can call on the toll free line to ask questions to experts or give their opinion regarding programmes. The channel takes their suggestions to improvise the content. Further, there is another one hour LIVE programme namely “Swasth Kisan” which is telecast on Saturdays. These platforms are effectively utilised to get feedback from the audience for improvement.

(b) A number of field based shows and programs are planned and executed on a regular basis. There is a direct communication at grass root levels with the representatives of the Channel. Their suggestions and observations are shared at senior levels and the programme content is accordingly enriched.

(c) The social media links such as Youtube, Facebook, Twitter & Web are prominently displayed every half an hour on the channel, so that any viewer could give their suggestions.

(d) The viewership data from BARC is closely monitored to gauge the mood of target audience and their response to each program. The data provides viewership details on parameters such as age groups, gender viewership, social economic class, state wise viewership, etc.

For the year 2016-17, Rs. 66.31 Crore have been spent upto 31.03.2017, out of Rs.70 Crore allocated for the scheme on Kisan Channel. The funds spent are for creation of capital assets as well as content generation and dissemination. Following initiatives have been taken:-

- (a) Evaluation of existing programmes
- (b) Programs to be field based, interactive and interesting.
- (c) Regular content reviews, through a content review committee
- (d) New programs under SFC being previewed before they go on air.
- (e) New programs introduced: Sawstha Kisan

In addition to further strengthening the above areas, following initiatives are planned for 2017-18:-

- (a) In house programs would continue to be telecast with necessary improvement/ improvisations.
- (b) Special programs and events to be produced specific to the occasion.
- (c) Focus on new programs developed in house. Sawstha Kisan and Chunauti already On-air.
- (d) Fresh proposals received through SFC to be processed and scheduled for telecast.

Under Capital component during 2017-18, a new Earth station at Central Production Centre (CPC), Delhi is to be set up for which Notice Inviting Tender (NIT) has been issued. Besides, Electronic News Gathering (ENG) based Field Production, Post Production & Preview Facilities are proposed to be augmented at Regional Doordarshan Kendras.”

Comments of the Committee

8. The Committee had noted that programmes for Kisan Channel are now being made in all the States in the Hindi belt, including Punjab, Gujarat, Bihar, Chhattisgarh, Odisha, Madhya Pradesh, etc., so as to make the channel more inclusive. Considering the importance of the channel, the Committee had stressed that the Ministry should expand the outreach of Kisan channel beyond Hindi belt States to cover Southern and North-Eastern states as well. The Committee had also recommended that an outcome analysis of impact of the Kisan Channel be conducted so as to determine the impact of the Channel on the farmers. The Ministry have furnished details of initiatives taken in this regard. These include Uttar Purvi Rajyon Se, Hello Kisan, Swasth Kisan, feedback from social media links such as Youtube, Facebook, Twitter & Web and viewership data from Broadcast Audience Research Council (BARC) etc, which are appreciable. However, no proper outcome analysis as recommended by the Committee has been conducted so far by the Ministry. Since multiple mechanisms to get the reactions from grass root levels and the impact of DD Kisan have already been devised by the channel, the Committee would like the Ministry to conduct a proper impact assessment study and come out with a comprehensive report on the impact of the channel to the farmers. The programmes of Kisan Channel need to be made in all the regional languages so that farmers from all parts of the country could benefit from the channel. While the Ministry have listed some of the initiatives in respect of North Eastern States, no information has been furnished with regard to developing similar programmes for the Southern States. Keeping in view the linguistic diversity of the country, the Committee feel that the real utility of the channel can be completely realized only when content of the programme is provided in all regional languages. The Committee, therefore, desire that the Ministry should expand the outreach of Kisan channel beyond Hindi belt States to cover Southern States also. The Committee may be kept informed of the progress made in this regard.

Sam Pitroda Committee Recommendations Performance of AIR and DD

(Recommendation Sl. No.5)

9. The Committee, in their Original Report, had recommended as under:-

“The Committee note that out of an allocation of Rs. 177.00 crore made at BE and RE stage for All India Radio for the year 2016-17, AIR has been able to spend Rs. 108.27 crore which is only 61.17% of the allocated fund. The Ministry have attributed improper response against major tenders, delay in delivery of a major imported consignment and some other administrative reasons for this underutilization. The Ministry have informed that there has been acute shortage of staff in AIR at all levels particularly at middle and lower professional levels; the transition from Government organization to corporate sector has witnessed almost a complete halt on recruitments, trainings and promotions. As far as acquisition of land for new setups is concerned, the Ministry propose to take up the matter with respective state Governments for speedy disposal of the issues. The Ministry have also apprised that some Schemes are not implemented in time due to local issues including law and order particularly in NE regions and border areas. Similarly, the Committee note that during 2016-17 DD was allocated Rs. 273.00 crore at BE and RE stage but it has expended only Rs. 176.55 crore which is only 65% of allocated fund. The Ministry have cited cancellation of tenders due to administrative/technical issues to be the reasons for this underutilization. So far as physical achievements are concerned, the Committee are given to understand that AIR has increased total No. of Transmitters from 432 ((MW-148, SW-48, FM-236) as on 31st March, 2012 to 610 (MW-143, SW-48, FM-419) (including 195 nos. of 100 W FM Transmitters) as on 10th February, 2017. Similarly, the major achievements of DD during 2016-17 include technical facility for launch of new TV Channel “DD Arun Prabha” completed; order placed for implementation of Indian CAS (iCAS); Multichannel Automated Playback facility set up and installation of Multi Camera Studio Production facility in HDTV format in progress at CPC, Delhi; old ageing HPT replaced by new 10 KW HPT at one location; and construction of Prasar Bharati House completed etc. The Committee note that for the year 2017-18, the budgetary allocation for AIR has been reduced from Rs.177.00 crore to Rs.154.00 crore and in respect of Doordarshan as well the allocation has been reduced from Rs. 221.00 crore to Rs. 213.00 crore. Keeping in view the financial performance of AIR and DD during 2016-17, the Committee are inclined to conclude that the underutilization of funds could have been avoided had the Ministry addressed the recurring structural and procedural issues. The Committee feel that this has reflected poorly on the overall

performance of Prasar Bharati which is also evident from the reduced fund allocation for both AIR and DD in 2017-18. To boost the performance of AIR and Doordarshan, the administrative problems as well as implementation related issues need to be resolved on priority. The Committee are of the firm opinion that unless these administrative and implementation related issues are addressed on priority, there is bleak scope for desired performance in the spheres of AIR and Doordarshan. The Committee, therefore, recommend that concrete steps may be taken to resolve all longstanding administrative issues and the Committee be apprised of the specific initiatives taken in this direction. The Committee also recommend that DD and AIR need to make sincere and sustained efforts in creating high quality content that can connect with people coupled with strong marketing strategy. Both AIR and DD have rich archives including biographies and old speeches of eminent persons which should be made use for qualitative content. Apart from generating revenue for Prasar Bharati, this will motivate young generation and expose them to the rich heritage of the country. The Committee may be apprised of the roadmap chalked out by the Ministry/Prasar Bharati in this direction.”

10. The Ministry of Information and Broadcasting , in the action taken note, have stated as under:-

The Prasar Bharati Archives comprising All India Radio and Doordarshan is a rich treasure trove of precious archival recordings. For bringing these rare assets into public domain many such clips have been uploaded onto YouTube. Select audio programmes have also been fed to all AIR Stations through satellite so that individual stations can make use of them while producing fresh programmes. Recently a new programme entitled “Anugoonj” has been launched by the Prasar Bharati Archives whose inputs are solely drawn from the AIR Archives.

In order to motivate the young generation of the country, the Prasar Bharati Archives produced an Audio CD in 2014-15 entitled “Amar Vani – Immortal Voice” which incorporates 31 excerpts from the speeches of Mahatama Gandhi selected from the archives of AIR. This CD has not only been uploaded onto YouTube but also physically distributed among the schools through respective State Governments. Similarly three other Audio CDs comprising audio bytes of Sardar Patel: Sh. Atal Bihari Vajpayee, Netaji Subhas Chandra Bose, Dr. Rajendra Prasad, Pt. Jawaharlal Nehru, Dr. B.R. Ambedkar, Dr. S. Radhakrishnan, and Sh. Lal Bahadur Shastri have been produced by the Prasar Bharati Archives and uploaded onto YouTube exposing the people of our country especially its young generation to the rich heritage of the country.

Regarding adequate utilization of Capital Plan budget in 2016-17 it is pointed out that as on 31.03.2017, an amount of Rs. 208.14 crores has been incurred by DD out of the total allocation of Rs. 221 crores which amounts to almost 94.18%. The allocated BE 2017-18 for creation of capital assets is Rs. 213 crores for DD. Apart from strengthening the monitoring mechanism, the frequency of periodical review has also been increased for close watch on expenditure management. Besides, procurement procedures are being put on fast-track. It is the constant endeavor of Doordarshan to complete the projects within the specified time frame.

As far as AIR is concerned regarding an allocation of Rs.177.00 crore made at BE and RE stage for the year 2016-17, it is informed that an amount of Rs.164.52 Crores has been spent by AIR during the year 2016-17, which is 92.95 % of the allocated funds.

Regarding reduction in budgetary allocation for AIR from Rs. 177.00 crore to Rs. 154.00 crores for the year of 2017-18, it is informed that above mentioned funds of Rs. 154 crores has been allocation for the ongoing Scheme of the 12th Plan and is expected to be fully utilized during the year 2017-18.

Comments of the Committee

11. Observing that longstanding structural and procedural issues have reflected poorly on the overall performance of Prasar Bharati, the Committee had recommended that concrete steps needed to be taken to resolve all longstanding administrative issues. The Ministry in their action taken reply have stated that they are taking initiatives such as increasing frequency of periodical review, close watch on expenditure management, strengthening monitoring mechanism, fast tracking of procurement process, etc. which seem to be routine exercise and oft-repeated reply. The Committee emphasize that the Budget allocation of Rs.213 crore for Doordarshan for creation of Capital Assets need to be optimally utilized by addressing all administrative issues on time. The Committee had also recommended that DD and AIR should make sincere and sustained efforts to create high quality content that can connect with people coupled with strong marketing strategy. The Committee note with satisfaction that the Ministry have taken some initiatives in this direction such as

bringing rare assets of AIR and Doordarshan into public domain, launching of the programme ‘Anugoonj’, uploading of audio CD ‘Amar Vani – Immortal Voice’ onto You Tube, etc. However, the action taken reply of the Ministry is silent on making use of the rich archives of Doordarshan and AIR for creation of high quality content. Prasar Bharati needs to ensure that the programmes being created by them are rich in content and in sync with the demands of market. For any organization like Prasar Bharati to survive in today’s broadcasting industry driven by fierce competition, a state of the art production facility and developing content that caters to the demand of the day is critical. The Committee reiterate that Ministry/Prasar Bharati should work out detailed strategy/roadmap to address the reported grey areas.

(Recommendation Sl. No.6)

12. The Committee, in their Original Report, had recommended as under:-

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

of manpower audit be worked out and the manpower audit is completed within the current financial year 2017-18 as assured to the Committee.

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

13. The Ministry of Information and Broadcasting , in the action taken note, have stated as under:-

“The recommendations of the Committee have been noted. Directions have been issued to Prasar Bharati for strict compliance of the recommendations made by the Committee. Further, it is learnt that Prasar Bharati Board in its 140th meeting held on 22.3.2017 has approved the engagement of Broadcast Engineering Consultants India Limited (BECIL), a PSU under the Ministry of Information and Broadcasting, for selecting an agency for conducting the manpower audit of Prasar Bharati. A detailed Memorandum of Understanding (MOU) in this regard will be signed between Prasar Bharati and BECIL.

On the issue of transfer of assets, this Ministry has issued an office memorandum (O.M) dated 28.3.2017 whereby decision of the competent authority has been conveyed to Prasar Bharati that in pursuance of Section-16(a) of the Prasar Bharati (Broadcasting Corporation of India) Act, 1990, all immovable properties vested clearly and unequivocally in the records of the

concerned revenue authority in the name of the Government of India through the Ministry of Information and Broadcasting for the purpose of broadcasting and related activities by Akashwani and Doordarshan are both stand transferred to the Prasar Bharati from the appointed day as per the Act i.e. 23.11.1997. Prasar Bharati shall use them for the purpose of broadcasting and related activities.”

Comments of the Committee

14. **Emphasizing that manpower related issues have time and again affected the efficiency and performance of the organization, the Committee had recommended that the terms for reference for conduct of manpower audit be worked out and manpower audit be completed within the financial year 2017-18. The Committee note that Prasar Bharati Board has now approved the engagement of Broadcast Engineering Consultants India Limited (BECIL) for selection of an agency for conducting the manpower audit of Prasar Bharati. A detailed Memorandum of Understanding (MOU) in this regard is proposed to be signed between Prasar Bharati and BECIL. The Committee desire that the MOU be expedited and the agency selected by BECIL may be asked to submit the report on manpower audit within strict timeframe at the earliest so that Ministry of I & B and Prasar Bharati can work upon it. Further, on finalization of terms and conditions for transfer of assets, the Ministry have informed that they have issued an Office Memorandum(OM) to Prasar Bharati conveying that all immovable properties vested clearly and unequivocally in the records of the concerned revenue authority in the name of the Government of India through the Ministry of Information and Broadcasting for the purpose of broadcasting and related activities by Akashwani and Doordarshan stand transferred to the Prasar Bharati from the appointed day as per the Act i.e. 23.11.1997. Prasar Bharati shall use them for the purpose of broadcasting and related activities. However, with the existing terms and conditions as contained in the O.M, it seems Prasar Bharati still may not be in a position to use the land resources for revenue generation. In order to help Prasar Bharati come out of its grave financial position and generate the much needed revenue, there is a need to relax the terms and conditions with some workable**

proposal so as to facilitate selective monetization on the part of Prasar Bharati. The Committee may be apprised of the steps taken in this direction.

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

(Recommendation Sl. No.15)

15. The Committee, in their Original Report, had recommended as under:-

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

bringing amendments in the existing Acts and Rules through involvement of stakeholders.”

16. The Ministry of Information and Broadcasting , in the action taken note, have stated as under:-

“The Online Certification System of Central Board of Film Certification (CBFC), *e-cinepramaan*, was launched by the Hon’ble Minister (Information and Broadcasting) on 27th March, 2017. The Online Certification System envisages making the entire film certification process online, i.e. right from submission of application to issue of certificate. This would be an end to end solution with high level security for the benefits of the film industry. Effective features of online certification are - complete process automation, minimal human intervention, technology usage towards effective information dissemination, dashboard for real time progress tracking, increased access to information, etc.

The present Cinematograph Act was enacted in the year 1952. The medium of cinema, the tools, the technology associated with it and even its audience have undergone radical changes over a period of time and the certification process for public exhibition needs to be made contemporary in order to make the process in tune with the changed times. There have also been many changes in the field of cinema with the proliferation of TV channels, Cable network throughout the country, advent of new digital technology, increase in piracy and copyright violation etc. making it necessary to have a comprehensive review of the Cinematograph Act. Taking into consideration the present scenario, the Ministry of Information and Broadcasting is in the process of amending the Cinematograph Act. An Expert Committee was constituted under the Chairmanship of Justice Mukul Mudgal, Retired Chief Justice, High Court of Punjab and Haryana in 2013 to examine issues of certification under the Cinematograph Act, 1952 and to look into various aspects of certification under the Act. The Committee submitted its report in September, 2013 along with Draft Cinematograph Bill. Based on the recommendations and further consultations with stakeholders, a draft Cinematograph Bill was prepared and sent for inter-ministerial consultations along with draft Cabinet Note in September, 2015. Comments from almost all quarters were received on the said Bill.

In the meantime another Committee of Experts under the Chairmanship of Shri Shyam Benegal was constituted in January, 2016 to evolve broad guidelines/procedures for certification of films within the ambit of the provisions of the Cinematograph Act, 1952 and Cinematograph (Certification) Rules, 1983. Committee of Experts submitted first part of its report in April, 2016 and final report in June, 2016. The Committee, in its report, along with its recommendations also submitted revised guidelines and revised Rules for consideration of the Ministry.

It is felt that implementation of the recommendations of Mudgal Committee and Benegal Committee requires detailed scrutiny and further consultations. A high level consultation meeting between Minister of Information and Broadcasting, Minister of Law and Justice, Minister of Finance and Minister of Human Resources Development took place on 16th March, 2017 to deliberate on the issues of amendment of the Cinematograph Act/ Rules. In this regard, further consultations with the stakeholders concerned will be held shortly.”

Comments of the Committee

17. The Committee appreciate that online Certification System of Central Board of Film Certification (CBFC) has been launched which is going to provide end-to-end solution with high level security for the benefit of the film industry. However, the main concern of the Committee related to finalization of the Rules and Guidelines relating to Cinematograph Act, 1952. The Committee are given to understand that any further action in the matter requires detailed scrutiny and further consultation. A high level consultation meeting has now been held between Minister of Information and Broadcasting, Minister of Law and Justice, Minister of Finance and Minister of Human Resource Development which took place on 16th March, 2017 to deliberate on the issues of amendment of the Cinematograph Act/ Rules. The Ministry of I &B are planning to have further consultation with the stakeholders concerned. With the proliferation of TV channels, Cable network, advent of new digital technology, increase in piracy and copyright violation etc. there is a paradigm shift in the field of cinema which make it all the more necessary to have a comprehensive review of the

decades old Cinematograph Act . It is precisely because of these developments that film certification guidelines need to be made unambiguous and unequivocal. Lack of clarity in the Rules/Guidelines may lead to varied interpretations resulting in restrictions to filmmakers' freedom of expression. Since further consultations with the stakeholders concerned are proposed to be undertaken, the Committee desire that the Ministry should complete the consultation process in a time bound manner facilitating the revision of Rules/Guidelines relating to Cinematograph Act, 1952. The Committee may be apprised of the outcome of the Ministerial level deliberations and the overall progress in the matter.

CHAPTER II

OBSERVATIONS/RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Twelfth Five Year Plan Fund Utilization

(Recommendation S. No. 1)

As against the proposed outlay of Rs.21731 crore, the erstwhile Planning Commission had approved Gross Budgetary Support (GBS) of Rs. 7583 crore for the Twelfth Five Year Plan (2012-17) for the Ministry of Information and Broadcasting. Further, a provision of Rs.1000 crore had been kept for Internal and Extra Budgetary Resources (IEBR) by Prasar Bharati for financing New Content Development Scheme of Prasar Bharati for the Twelfth Five Year Plan (2012-17). Thus, a total outlay of Rs.8583 crore had been approved for funding the various Plan Schemes of the Ministry during the Twelfth Plan Period. The performance of the Ministry with regard to financial targets shows that during the entire Twelfth Five Year Plan (2012-17), the Ministry have been able to utilize Rs. 3489.45 crore against the RE allocation of Rs. 3778.00 crore. On an average, the Ministry have utilized 96 percent of Revised Estimates during the first four years of 12th Five Year Plan (2012-13 to 2015-16). In each of these years, the Budget allocation to the Ministry was substantially reduced at RE stage. This trend has, however, changed during the year 2016-17 where the Budget allocation has actually increased from Rs.800 crore at BE state to Rs.860 crore at RE stage and the utilization of funds is 80 percent as on 21.02.2017. Overall, despite the Ministry's efforts to improve plan expenditure and optimize allocation in the Plan Schemes, there have been under utilization of funds. The reasons attributed for sub-optimal utilization relate to finalization of RE 2016-17 (Plan) in January 2017, long procurement process of Prasar Bharati for procurement of goods and services and delay in approval of the new Schemes under the three sectors. The reasons are found to be repetitive and certainly give an impression that the Ministry have failed to bring in the desired administrative efficiency and fiscal planning over the years. The Committee expects that the procurement process of Prasar Bharati will be streamlined expeditiously. The Committee note that from the financial year 2017-18, the distinction of Plan and non-Plan allocation has been dispensed with and the Ministry are hopeful that with this change link between spending and outcome will improve and the total expenditure would become more focused. The Committee take note of the new initiatives taken for rational allocation of funds and trust that the strategic intervention

would reverse the trend and help in prudent and optimal utilization of funds in the current fiscal. In order to fulfill the objective, the Ministry need to strengthen their monitoring mechanism by way of periodic review and mid-term appraisal of all major Schemes and undertake necessary corrective measures for proper implementation of Schemes and full utilization of funds made available to them.

Reply of the Government

Against the RE 2016-17 of Rs. 860 crore, the expenditure of the Ministry up to 31.03.2017 stands as Rs. 802.43 crore, i.e. 93% of RE 2016-17. A sum of Rs. 840 crore has been allocated for Ministry of Information and Broadcasting for the year 2017-18. This Ministry is making all out efforts to ensure speedy and effective utilization of funds during 2017-18 which include the following steps:

1. Streamlining the process of implementation of schemes of the Ministry of Information & Broadcasting.
2. Expediting appraisal/approval of Revised Cost Estimate (RCE) meeting of various schemes of the Ministry of Information & Broadcasting.
3. Undertaking periodic review of implementation and expenditure in meeting chaired by Secretary (I&B).
4. Periodic expenditure review meetings held at the level of Additional Secretary & Financial Advisor.
5. Regular monitoring of the implementation of various schemes by the respective Administrative Heads as well as by Media Unit Heads.

(Ministry of I&B OM No. G-30011/5/2017-PC Cell, Dated 17.04.2017)

Budgetary Analysis

(Recommendation S. No. 2)

The Budget (2017-18) of the Ministry shows that an amount of Rs.4409 crore has been allocated to the Ministry which is 5.96% higher than the last year's budget allocation of Rs.4083.63 crore. With the abolition of plan and non plan classification from financial year 2017-18, the allocation has been made under Revenue and Capital section which is further classified into three categories, namely, (A) Establishment

Expenditure of the Centre, (B) Central Sector Schemes and (C) Other Central Expenditure including those in Central Public Sector Enterprises and Autonomous Bodies. Out of the budgetary allocation of Rs. 4409 crore during the year 2017-18, Rs. 495.74 crore has been earmarked for Establishment Expenditure of the Centre; Rs. 840.00 crore is for Central Sector Schemes and Rs.3073.26 crore is for Other Central Expenditure including those in Central Public Sector Enterprises and Autonomous Bodies. There is a change in the Internal and Extra Budgetary Resource (IEBR) for New Development Scheme of Prasar Bharati approved by erstwhile Planning Commission for the Twelfth Plan Period (2012-2017). The Ministry have further informed that from the year 2017-18 onwards, a proposal for earmarking Gross Budgetary Support to this Scheme is under consideration. The sectoral allocation of the Ministry shows that Rs.453.00 crore has been allocated to Broadcasting Sector of which Rs.430 crore is meant for Prasar Bharati. An allocation of Rs.180.00 crore has been made to Information Sector which is less than the RE allocation of Rs. 256.38 crore made in the last year. This year the Government intends to spend a total amount of Rs.207 crore on film sector, up from Rs.141.48 crore last year. There are three Schemes for which the allocation has been increased substantially (i) Under the sub-Scheme “Infrastructure Development in SRFTI (SRFTI)” under the Scheme “Infrastructure Development Programme relating to Film Sector” the budgetary allocation has been increased from Rs. 7 crore in BE 2016-17 to Rs. 22 crore in BE 2017-18. (ii) under the Scheme of Setting up a Centre of Excellence for Animation, Gaming and VFX (Main Secretariat)” the budgetary allocation has been increased from Rs. 5.10 crore in BE 2016-17 to Rs. 60 crore in BE 2017-18; and (iii) under the Scheme of “National Film Heritage Mission”, the budgetary allocation has been increased from Rs. 30 crore in BE 2016-17 to Rs. 50 crore in BE 2017-18 to restore and preserve India’s rich cinematic resources. So far as utilization for the year 2016-17 is concerned, the actual expenditure of the Ministry stands at Rs. 539.04 crore till 06.02.2017 as against RE of Rs. 860 crore. The Committee note that while on the one hand, the Ministry are unable to utilize the budgetary allocations, on the other hand the Ministry have cited want of funds as reason for slow pace of implementation of the Plan Schemes. Considering the fact that the Ministry are mandated to have a wide outreach to various sections of society, they need to make earnest efforts to bring improvement in their overall performance and ensure full utilization of funds provided for various Schemes. The Committee would like to be specifically apprised of the improvement effected as a result of policy shift in allocation of funds in the current year.

Reply of the Government

Against the RE 2016-17 of Rs. 860 crore, the expenditure of the Ministry upto 31.03.2017 stands as Rs. 802.43 crore, i.e. 93% of RE 2016-17.

BE 2016-17 (Plan) of the Ministry of I&B stands at Rs. 800 crore and RE 2016-17 (Plan) at Rs. 860 crore. The increase in RE 2016-17 is mainly due to cash supplementary grant of Rs. 20 crore for Directorate of Film Publicity (DFP) due to Pilot project of DFP to conduct Interpersonal Communication campaigns through hiring the professional agencies.

The increase in RE 2016-17 by Rs. 40 crore for Directorate of Advertisement and Visual Publicity (DAVP) is to meet the expenditure towards the multi-media campaigns launched on Demonetization, Digital Payment Literacy promotion campaign and to meet commitment towards “Mera Desh Badal Raha Hai, Aage Badh Raha Hai” (Transforming India) and “Gram Uday Se Bharat Uday” campaigns.

The Budget Estimates 2017-18 of schemes of Ministry of I&B stands at Rs. 840 crore. Out of this Rs. 207 crore has been earmarked for the Film sector on account of (i) “Infrastructure Development Programme relating to Film Sector”, (ii) “Setting up of a Centre of Excellence for Animation, Gaming and VFX (Main Sectt)” and (iii) “National Film Heritage Mission” (NFHM).

Administrative approval for the Revised Cost Estimate (RCE) for inclusion of an additional component i.e. Establishment of “Film and Television institute at Itanagar, Arunachal Pradesh” in the sub scheme “Infrastructure Development in Satyajit Ray Film and Television Institute”(SRFTI) under the scheme “Infrastructure Development Programme relating to Film Sector” was issued on 16.12.2016. This was a part of Finance Minister’s Budget speech 2015-16.

Administrative approval for the Standing Finance Committee (SFC) for scheme “Setting up a Centre of Excellence for Animation, Gaming and VFX (Main Sectt)” was issued on 27.12.2016.

Administrative approval for the Expenditure Finance Committee (EFC) for scheme “National Film Heritage Mission” was issued on 14.11.2014.

Since there was delay in SFC/EFC/RCE of the above three schemes lesser allocation were earmarked in RE 2016-17. However since the SFC/EFC/RCE have been done now, allocation towards these three schemes have been increased in BE 2017-18.

Thus there is an increase towards the Film Sector in BE 2017-18 in comparison to RE 2016-17.

(Ministry of I&B OM No.G-30011/5/2017-PC Cell, Dated 17.04.2017)

Prasar Bharati-IEBR

(Recommendation Sl. No.3)

The IEBR for New Content Development Scheme of Prasar Bharati was approved by erstwhile Planning Commission for the Twelfth Plan Period (2012-2017) only. For the year 2017-18 onwards, a proposal for earmarking GBS to this Scheme is under consideration in the Ministry. The utilization of IEBR generated by Prasar Bharati during the entire 12th Five Year Plan shows that during 2014-15 and 2015-16 the expenditure made through IEBR was more than the revenue generated and this is mainly on account of increasing expenditure on Other Administrative Expenditure (OAE) head. The Ministry have made sincere efforts to reduce the OAE expenditure and as a result OAE has declined during 2016-17. The Committee note that the net revenue generation by Prasar Bharati is declining since 2014-15. In this regard, the Ministry furnished that as far as AIR is concerned, the trend of Commercial revenue earning of All India Radio is indicating growth whereas the revenue earnings from sharing of its Resources mainly with private radio operators are marginally declining. This shortfall of revenue took place in 2016-17 due to shifting of rotation of issuing of invoices to financial year 2017-18 for 84 private FM Channels due to the process adopted in getting technical/site clearances for 84 channels and handing over the same to M/s BECIL/Private FM Broadcasters. However, with regard to Doordarshan, the main factors of decline in revenue are stated to be tremendous increase in competition in advertisement with private entertainment channels, development of new media platforms etc. Further, some formidable steps have been taken by Prasar Bharati to improve its revenue like auctioning of time slots on DD-National Channel; strengthening of sales and marketing teams of AIR and Doordarshan, including induction of sales/marketing professionals; tie-ups with e-commerce sites for better monetization of AIR/DD archive products etc. The Committee note that the expenditure made during 2015-16 through IEBR has exceeded the net revenue generated by Prasar Bharati on account of lower revenue generation. Further, the net revenue generated by Prasar Bharati has declined from Rs. 1267.12 crore in 2015-16 to Rs. 857.33 crore in 2016-17. The Committee also note that Prasar Bharati is not spending its IEBR on excess paid for salary and excess paid for Plan Schemes since 2015-16, as after the Cabinet decision dated 14.09.2012, Government is

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

Reply of the Government

The revenue of Doordarshan in 2016-17 have recorded an increase as compared to the previous financial year. Net Revenue (exclusive of Commission & Service Tax) as on 31.03.2017 is Rs.831.37 Cr. which is 10 % higher than the Net Revenue figures during the corresponding period in the previous year, which was Rs.755.80 Cr. only.

On the other hand the revenue of All India Radio in 2016-17 have recorded a marginal increase as compared to the previous financial year. Net Revenue (exclusive of Commission & Service Tax) as on 31.03.2017 is Rs.449.73 Cr. which is 0.4 % higher than the Net Revenue figures during the corresponding period in the previous year, which was Rs.447.75 Cr. only

With reference to the digitization of Archives, it is stated that digitization is continued with the available technology platforms at Kolkata, Delhi, Chennai, Mumbai and Hyderabad.

In regard to monetisation of archives content and making them more accessible to the public, following action has been taken:-

- I. For monetization of released archives content, a web portal www.prasarbharatiarchives.co.in, integrated with payment gateway has been developed. Any one in India can buy on line and the material will be delivered at their doorstep.
- II. Besides, the above to augment sale of DVDs/ACDs of archival content, a contract has been made with Amazon Seller Services Pvt. Ltd. and the sale of archival material through Amazon has started.
- III. Physical sale of DVDs/ACDs are happening through various counters across the stations of AIR & DD and also Dilli Haat in New Delhi. Further, a state-of-art Sales Counter at the Akashvani Bhawan premises in New Delhi has also started to boost up the sales.
- IV. For the purpose of limited right sale, few Doordarshan programs have been identified and a catalogue is prepared. The limited right sale policy has been prepared and it is submitted for approval.
- V. Doordarshan Archives through its DD National YouTube Channel has already uploaded few archival programmes. Further DD Archives is in the process of starting Doordarshan Archives YouTube Channel to bring out more number of selected programmes on YouTube.

Ministry has requested Prasar Bharati to furnish proposal for Content Development in SFC format on 18.04.2017.

(Ministry of Information and Broadcasting, File No. G-20019/2/2017-B(Fin) Dated 22.05.2017)

Strengthening of Electronic Media Monitoring Centre (EMMC)

(Recommendation Sl. No.7)

The Committee notes that the budgetary allocation for the Scheme of Strengthening of Electronic Media Monitoring Centre (EMMC) was Rs. 12.00 crore which was marginally reduced to Rs. 11.60 crore at RE stage during the year 2016-17, out of which the Ministry have been able to expend only Rs. 7.42 crore. With regard to shortfall in expenditure, the Ministry have stated that in order to stagger the deployment of resources, commensurate with the likely additional channels that may be approved for uplinking/downlinking, an amount of Rs.2.00 crore is being surrendered. With regard to achievements made during 2016-17, the Committee notes that content acquisition facility has been setup in EMMC for 900 channels. Out of 872 channels, 729 channels have been successfully configured for content monitoring. EMMC and BECIL are coordinating with the industry to obtain technical parameters for configuration of remaining channels. The Ministry have also informed that though the initial target was

to achieve Monitoring of 1500 channels, since 892 channels has been given license till 31st December, 2016, the Monitoring facility at EMMC is in tune with the number of channels which has been granted permission and the facility would be scaled up if required.

On the issue of setting up of centralized monitoring facility for FM and CRS, the Ministry have informed that real time transition of content from FM and CRS stations to a centralized monitoring facility is challenging in terms of Technology and IT infrastructure. Hence, the Ministry plan to further strengthen the method of refining the complaints based monitoring. Now, the committee are unable to comprehend whether the proposal of centralized content monitoring is really a non- workable proposition or the Ministry are concluding this as BECIL which is handling the project did not receive any valid response to their tender. The Ministry have now informed that they are in the process of formalizing the complaints redressal mechanism by giving it a statutory status as per Supreme Court order of 12.01.2017 which has acknowledged self-regulatory mechanism in addition to complaint based processes. The committee leave the matter to the wisdom of the Ministry and desire that necessary steps are taken in the right direction so that the content monitoring for FM channels and CRS do not suffer and Rs. 12.00 crore allocated for the purpose for the financial year 2017-18 is utilized judiciously.

Reply of the Government

The number of permitted channels are below 900 and the content acquisition facility has been created in EMMC for monitoring 900 TV channels. A set up similar to the set-up of a TV monitoring channels at EMMC Delhi was envisaged to be put up for the radio content monitoring also. However, unlike TV content which is available through satellite, the radio channels are not available in satellite mode. The transportation of the content to the central monitoring point would require setting up dedicated networks from far-flung locations which in turn would require substantial capital expenditure and operating expenditure for 24x7 monitoring. Community Radio Stations (CRS) are essentially run by Not for Profit Organisations for catering to local community needs and hence may not be able to make heavy investments for such monitoring purpose. Further 24x7 content monitoring of CRS, would require deployment of multilingual staff to carry out the monitoring work leading to substantial operating expenditure. Though it is seen that technically monitoring of CRS content may be possible, setting up such a system may not be viable financially and operationally. Therefore, complaint based monitoring is being carried out.

The recent Hon'ble Supreme Court Order dated 12.1.2017 in WP(C) No. 387 of 2000 has acknowledged the self-regulatory based processes in addition to the complaint based processes adopted by the Ministry. In pursuance to the Supreme Court order,

State / District level Monitoring Committee(s) have been authorised to monitor the content broadcast on FM / CR Stations on complaint basis.

Supporting Community Radio Movement in India

(Recommendation Sl. No.8)

The Committee note that the Government introduced the policy guidelines for permitting Community Radio Stations (CRS) in the year 2002 and initially only educational institutions were allowed to operate the CRS. These guidelines were revised in the year 2006 to broaden the eligibility criteria and allow community based organizations, including civil societies and voluntary organizations, State Agriculture Universities, etc., to operate CRS. The Ministry are popularizing the CRS through the Scheme of Supporting Community Radio Movement in India. The Committee are, however, concerned to find that against an allocation of Rs.4.00 crore made at BE for the year 2016-17 which was reduced to Rs.3.63 crore at the RE stage, the Ministry were able to spend only Rs.0.89 crore. The reasons cited by the Ministry for the under-utilization of funds included, inter-alia, the National Sammelan and Regional Sammelans of operational Community Radio Stations could not be organized during 2016-17, out of 45 stations which were issued in-principle approvals for grants for purchasing equipment only 10 stations purchased equipment and submitted their bills for release of grants and funds kept for innovation grants could not be released as no proposal was approved for release of grant. The Ministry have also informed that so far Ministry have issued 540 permissions, out of which only 202 organizations have launched their stations and 11 new Community Radio Stations have been operationalised so far in the year 2016-17. Further, the permission process has been simplified to reduce the time taken for issuing permissions. The Ministry are also facilitating applicant organizations to submit online applications in WPC Wing for frequency allocation and SACFA clearance. The grant size for purchasing equipment has been increased from 50% to 75% (90% for NE) and process for release of grants has been simplified. Grants for content creation have also been introduced. Duration of advertisement on Community Radio Stations has been increased from 5 minutes to 7 minutes. The Committee are also given to understand that the recommendations made by TRAI in 2014 were considered by an Inter-Ministerial Committee (IMC), constituted to examine the recommendations of TRAI. On the basis of TRAI's recommendations, Ministry have made amendments in policy guidelines for setting up of Community Radio Stations in India on 19.01.2017. However, it is disquieting to note that complexity in obtaining clearances after receipt of permissions from Ministry is a major factor for low strike rate of launching of new stations compared to total number of permissions. The Committee also note that the Scheme has not picked up in NE states and in most of the UTs for setting up of CRS despite Ministry holding awareness workshops in these areas. Further, permissions to set up community radio stations have been issued in States of Arunachal Pradesh,

Manipur, Nagaland, Sikkim, Tripura and Andaman and Nicobar Islands but no station has become operational so far as Permission holders are at various stages to start broadcasting. In view of this, the Committee recommend the Ministry to work upon the simplification of clearance process to attract more proposals for setting up of CRS. The Committee also recommend the Ministry to focus on hilly and tribal areas, Left Wing Extremist (LWE) Affected Areas, NE states/UTs and other backward, rural and remote areas and conduct regular training programmes for local folk so that CRS actualizes its aim of becoming peoples radio in true sense of the term.

The Committee may be apprised of the action taken thereon to strengthen the Community Radio Movement in India.

Reply of the Government

To expedite permissions for setting up of CRS, Ministry has revised the entire license process. Applications of Government run universities/organizations/KVKs are now directly put up to Inter-Ministerial Committee (IMC), headed by Secretary, I & B, for approval. No separate clearances from Ministry of Home Affairs, Ministry of Defence, Ministry of Human Resource Development and Indian Council of Agricultural Research are now obtained in such cases. In other cases also, IMC monitors pendency of clearances and ensures that concerned Ministries provide their clearances within stipulated time frame of 03 months.

A letter has been written by Ministry in January, 2017 to Vice Chancellors of all Central and State Universities to set up CRS in their universities and utilize this most potent communication medium for the benefit of students and surrounding communities.

Ministry has launched an online portal on 1st May, 2017, <http://broadcastseva.gov.in> which shall be used by applicants to file their applications online in a more transparent and time efficient manner. The first Community Radio Station of Manipur has been operationalised in the Month of March 2017.

In keeping with the Standing Committee's recommendations, organizations working in tribal areas, LWE affected areas, backward areas and CR dark areas will be invited in the awareness workshops, to be organised in the year 2017-18, to encourage them to set up Community Radio Stations in their areas.

To encourage organizations working in NE states to set up CRS, grant for purchasing equipment have been increased to 90% of total expenditure, as compared to 75% in rest of the country. Proposal to increase the grant from 75% to 90% of total expenditure in LWE areas and border areas is also under consideration. In addition, the Ministry has simplified the process to apply for grants-in-aid under 'Supporting

Community Radio Movement in India'. Now no prior in-principle approval of Inter-Ministerial Committee is required. The applicant can directly purchase the equipment and file a claim with the requisite support documents.

A Community Radio Empowerment and Resource Center (CR-ERC) has been launched on 29.03.2017 at the Indian Institute of Mass Communication (IIMC), New Delhi. C R - E R C will serve as the nodal point for assisting the existing and aspiring Community Radio Stations by providing guidance, research, consultancy and capacity building services in terms of content, technology and revenue generation. It would also endeavour to create awareness about Community Radio in the remote and rural areas and among stakeholders including educational institutions, NGOs, Media Educators etc.

(Ministry of I & B, CRS Cell, O.M. No. 503/103/2016-CRS dated 1st June, 2017)

Indian Institute of Mass Communication

(Recommendation Sl. No.10)

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

With regard to the Scheme of Opening of New Regional Centres of IIMC, the Committee note that the Scheme was approved in the 12th Plan for the purpose of constructing permanent campuses at 4 new regional centres of the Institute, viz. Maharashtra (Amravati), Mizoram (Aizawl), Jammu & Kashmir (Jammu) and Kerala (Kottayam). In this regard, the Committee note that the work of construction of permanent campus at Aizawl is being executed by CPWD as Deposit Work. Presently, there has been approximately 50% physical progress at site. The work is likely to be completed during 2017-18. The work of construction of permanent campus at Kottayam is being executed by CPWD as deposit work. Presently, there has been approximately 20% physical progress at site. The land for construction of the permanent campus of

Jammu Regional Centre of IIMC has been taken over from Govt. of J&K in the month of May 2016. The construction work has been entrusted to CCW, All India Radio and in this regard, an MoU has already been signed with CCW, AIR. At present, the work for construction of boundary wall etc. is in progress. The land for construction of permanent campus of IIMC at Amravati has already been transferred by Govt. of Maharashtra to IIMC in the month of June 2016. The enabling work viz. topographical survey of the land, soil investigation etc. shall commence shortly. The Ministry have informed that Rs. 10.02 crore has been expended upto 31.01.2017 and the balance of Rs. 3.55 crore will be utilized during the financial year for payment to executing agencies i.e. CPWD/CCW (AIR). The Ministry has submitted that Rs.14 crores allocated in BE 2017-18 would be sufficient to achieve the physical targets as planned during the year 2017-18 and the construction of all Regional Centres of IIMC i.e. at Aizawl (Mizoram), Amravati (Maharashtra), Kottayam (Kerala) and Jammu (J&K) is expected to be completed by the end of 2018-19. The Committee would like to be apprised of the progress made in this regard and desire the Ministry to meet the aforesaid timeline.

Reply of the Government

Up-gradation of IIMC to International Standards

Under the Plan Scheme “Up-gradation of IIMC to International Standards”, the buildings plans for construction of new buildings at New Delhi campus of IIMC are pending for clearance with various civic authorities Delhi Development Authority (DDA), Delhi Urban Arts Commission (DUAC) and Ridge Management Board (RMB). IIMC has already submitted necessary documents and the matter is pending for want of NOC from DDA (Institutional Land) for further clearance. IIMC is vigorously pursuing the matter with all the civic agencies for expeditious clearance/approval.

To expedite the clearances from the concerned Civic Authorities, the issue has also been included by the Ministry of I&B in the list of projects requiring the intervention of Chief Minister of Delhi and is also being monitored through e-Samiksha portal of Cabinet Secretariat.

Opening of New Regional Centres of IIMC

It is submitted here that an MoU has been signed between IIMC and M/o I&B clearly setting the physical and financial targets to be achieved by IIMC by the end of FY 2017-18. With regard to the Scheme of Opening of New Regional Centres of IIMC, the current status of construction of four regional centres of IIMC and the physical targets set under MoU regarding the same are as under:-

- ➔ **Aizawl:** The work of construction of permanent campus at Aizawl is being executed by CPWD as Deposit work. Presently, there has been approximately 65% physical progress at site. As per the aforesaid MoU, the construction work for the Aizawl centre of IIMC would be completed by 31st March 2018.
- ➔ **Kottayam:** The work of construction of permanent campus at Kottayam is being executed by CPWD as deposit work. The construction work at Kottayam started in June 2016 and is progressing satisfactorily. Presently, there has been approximately 40% physical progress at site. As per the aforesaid MoU, the construction work for the Kottayam centre would be 80% completed by 31st March 2018.
- ➔ **Jammu:** The Land for construction of the permanent campus of Jammu Regional Centre of IIMC has been taken over from Govt. of J&K in the month of May 2016. The Construction Work has been entrusted to CCW, All India Radio and an MoU has already been signed with CCW, AIR in this regard. At present, the work for construction of boundary wall is in progress. As per the aforesaid MoU, the construction of boundary wall is expected to be completed by September 2017 and the construction of permanent campus would begin thereafter.
- ➔ **Amravati:** The land for construction of permanent campus of IIMC at Amravati has already been transferred by Govt. of Maharashtra to IIMC in the month of June 2016. The Consultant for preparation of Project Report, preparation of structural drawings etc. has already been appointed. The enabling works viz. topographical survey of the land, soil investigation etc. shall commence shortly. As per the aforesaid MoU, pre-investment activities would be completed by June 2017.

(M/o I&B's ID No. M-16012/1/2017-IP&MC dated 30.05.2017)

Directorate of Advertising and Visual Publicity (DAVP)

(Recommendation Sl. No.11)

The Directorate of Advertising and Visual Publicity (DAVP) is the nodal multimedia advertising agency of the Government catering to the communication needs of the Ministries/Departments, autonomous bodies and PSUs. In order to strengthen the publicity of various peoples' welfare and participation oriented programmes in a holistic manner, and to enable efficient discharge of its services, the DAVP had sought and obtained increased funding for two of its Plan Schemes, namely (i) "People's Empowerment through Development Communication" implemented through the DCID Scheme, and (ii) "Media Infrastructure Development Programme". Under the Scheme of

People's Empowerment through Development Communication, an allocation of Rs.125.60 crore was made at BE 2016-17, which increased to Rs.169.68 crore at RE stage. However, only Rs.118.83 crore were utilized during 2016-17, as the additional funds of Rs.44.09 crore have been made available in January, 2017 after RE was approved. During the year 2017-18, under this Scheme of DAVP, an allocation of Rs.123.20 crore at BE stage is going to be utilized for broad themes like financial inclusion, skilling India for youth led development, Swachh Bharat, welfare of farmers etc. However, the Committee are given to understand the DAVP requires a financial support of Rs.180 crore for extensive publicity of these broad themes during 2017-18. Further, the Committee note that Government of India has revised the Print Media Advertisement Policy 2016 w.e.f. 07.06.2016 in order to incentivize those newspapers which get their circulation verification from ABC/RNI, have their own printing press, adopt welfare measures by subscribing their employees of EPF and have better professional standing; and to bring about better transparency and accountability in release of advertisement. This Policy is an attempt to encourage newspapers which are regular in publication. New marking system has been introduced under this policy to weed out irregular newspapers. The Ministry have informed that till 31.12.2016 out of a total 4217 daily newspapers, 3118 periodicals and 4002 medium category newspapers, 927 daily newspapers, 1163 periodicals and 2407 medium category newspapers respectively have been discontinued, which has resulted in huge saving to the exchequer. Further, the Committee are given to understand that the Ministry have constituted a Three Member Committee on 6.4.2016 to oversee the implementation of Supreme Court guidelines on all forms of Government advertisements released by Central Government, State Governments and UTs. The Committee stress that the Ministry should continue with this exercise of weeding out of irregular newspapers/Magazines in quick interval so that appreciable savings are accrued to the exchequer. Further, vigorous efforts should be made by DAVP to recover the outstanding dues with the Ministries / Departments and recommend the Ministry to give priority to local newspapers/periodicals in all its publicity campaigns/advertisements so that vernacular dialect can help local people better understand the important schemes of Government. The Committee would like to be apprised of the progress made with regard to three member committee and recommend the Ministry to seek adequate funds for the Scheme so that the objectives of this Scheme are met effectively as the current allocation of Rs.123.60 crore seems insufficient to adequately support the broad themes to be advertised through this Scheme.

Reply of the Government

Additional funds requirement: For extensive campaign on broad themes identified for publicity during 2017-18, DAVP requires a financial support of Rs.165 crore

against BE allocation of Rs.123.20 crores. Additional funds would be arranged in First Supplementary Stage of Demand for Grant 2017-18.

Action taken so far for weeding out irregular newspapers / journals: An order issued by DAVP on 6.4.2017 stated that 804 newspapers / journals empanelled with DAVP have not submitted monthly issues on regular basis from October 2016 to February 2017 in PIB/DAVP offices as per DAVP database. As per Clause 13 of the Print Media Advertisement Policy 2016 of DAVP pertaining to 'Regularity' of the empanelled publications, it has been made mandatory for all newspapers to submit their copies to DAVP before 15th of the subsequent month. Accordingly, in keeping with clause 25(b) of the policy, DAVP has suspended and stopped the release of advertisements to 804 publications. In future also DAVP will continue to take action against those newspapers/journals which are found irregular in publications.

Steps taken by DAVP for recovering the outstanding dues with Ministries/ Departments: Based on the instruction of this Ministry dated 15.2.2017, letters have been written by Pr. DG, DAVP in February 2017 to the Secretaries of different Ministries/Departments intimating about the outstanding dues with a request to clear the outstanding as well as providing 85% of advance of their total IEC budget. The client Ministries have started to reconcile their accounts and assured to provide the funds. Meanwhile, campaigns of various Ministries / Department are being released only after a firm commitment from the client to provide the funds within a stipulated time. DAVP is sending communications from time to time to client Ministries for clearance of outstanding dues.

Steps being taken about giving priority to local newspapers / periodicals in all its publicity campaigns: Based on the new Print Media Advertisement Policy, 2016 DAVP releases advertisements keeping in view the objectives of the message/advice of the client Ministries / Departments, the contents, target audience and availability of budget in consultation with client Ministries / Departments. DAVP also tries to ensure that a balance is maintained between various categories of newspapers taking into account circulation, language, coverage area etc. Priority is given to local newspapers while releasing display advertisements. DAVP also releases more advertisements to periodicals, specifically social messages and advertisements which are not date-specific.

Progress made with regard to Three Member Committee for monitoring Content Regulation in Government Advertisements:

(a) Based on the direction of Hon'ble Supreme Court dated 13.5.2015 and 18.3.2016, Three Member Committee was constituted by this Ministry on 6.4.2016. Committee dealt with complaint received from Shri Ajay Maken against the Government of NCT of Delhi. Committee directed the Govt. of NCT of Delhi on 16.9.2016 to assess the expenditure incurred by it in issuing advertisements (i) outside the territory of Delhi on occasion of various

anniversaries, (ii) on those advertisements / advertorials in which the name of AamAadmi Party is mentioned, (iii) on those advertisements which publicized the views of Chief Minister on incidents that took place in other States and (iv) on those advertisements which targeted the opposition. The Committee directed Govt. of NCT of Delhi to get the entire expenditure so incurred on the above mentioned category of advertisements reimbursed to the State exchequer from the Aam Aadmi Party. Committee also had gone through the review petition from the Dy. Chief Minister to revoke the order dated 16.9.2016 and give oral hearing to the applicant. Committee found no merit in the petition and it was dismissed. Committee issued a letter on 17.3.2017 to the Lt. Governor, Delhi to direct the Chief Secretary, Govt. of NCT of Delhi to take necessary action expeditiously.

- (b) Committee issued a notice to the Secretary, Ministry of Road Transport and Highways regarding a full page advertisement published in the Hindustan Times, New Delhi edition on 16.9.2016 on the theme of “Lucknow Outer Ring Road” violating the Hon’ble Supreme Court’s Order dated 18.3.2016 by publishing the photograph of Shri Rajnath Singh, Union Home Minister and Shri Nitin Gadkari, Minister of Road Transport, Highways and Shipping. In this order dated 28.11.2016, Committee clearly stated that Heads of Government Departments and Agencies shall be responsible for ensuring compliance with the Supreme Court’s guidelines and shall follow a procedure of certification of compliance before advertisements are released to the media.
- (c) Established a small Cell in the Committee Office for monitoring the newspaper advertisements.

(Ministry of Information & Broadcasting O.M.No.M-25012/1/2017-MUC (Pt) dated 31st May, 2017)

Direct Contact Programme by Directorate of Field Publicity

(Recommendation Sl. No. 12)

The Committee note that the Direct Contact Programme (DCP) is a sub-Scheme under the Directorate of Field Publicity (DFP) which envisages a paradigm shift in the information delivery mechanism of the Government of India through inter-personal communication mode by ushering in systemic changes in the existing mechanisms. The Committee note that under the “Direct Contact Programme”, initially there were three components, viz. (i) Special Outreach Programme (SOP); (ii) Conducted Tours/Skill Upgradation; and (iii) Infrastructure Support to DCP. The funds have been allocated in two phases i.e. Rs 4.00 crore at BE (2016-17) stage and Rs. 37.53 crore at RE (2016-17)

stage, respectively. The Ministry have informed that during the year 2016-17, Rs. 4.00 crore allocated at BE stage was enhanced to Rs. 41.50 crore at RE stage as DFP came up with the proposal of the Pilot Project to conduct Interpersonal Communication campaigns through hiring the professional agencies. The proposal was examined and approved in the Ministry with a total number of 7925 events having a budgetary provision of Rs. 37.53 crore. This project is being implemented by DFP through Broadcast Engineering Consultants India Ltd. (BECIL), the professional agency hired for the purpose. The funds for the purpose were allocated at RE (2016-17) stage in January 2017 under SOPs component of its Plan Scheme "Direct Contract Programme (DCP)". Further, the Committee are given to understand that in respect of the Pilot Project of DFP with allocated funds of Rs. 37.53 crore under Direct Contact Programme, the 1st Phase of the Project has been completed in U.P. and Punjab with a committed expenditure to the tune of Rs. 24.99 crore and the payment would be released shortly. In addition to this, Rs. 5.30 crore has been proposed for the 2nd Phase of the Project in Rajasthan, Karnataka and Tamil Nadu. The Ministry have informed that SOPs and Interpersonal Communication Campaign under Pilot Project have helped in creating more awareness about the welfare programmes of the Government of India like Jan Dhan Yojna, Swatch Bharat Abhiyan, Beti Bachao Beti Padhao and the relevance of Government's demonetization policy in media dark areas. Under the sub-Scheme "Special Outreach Programmes" (SOPs), 298 programmes have been completed against the target of 300 programmes. For optimum utilization of funds in respect of allocation of Rs. 4.00 crore, the Ministry have advised DFP to utilize the funds by conducting more SOPs beyond the stipulated target and highlighting the key initiatives of the Government in the media dark areas of the country. In respect of the Pilot Project, with a budgetary provision of Rs. 37.53 crore, effective monitoring and evaluation are the major components, the hired agency would undertake concurrent monitoring through geo-tagging methodology and it has been made imperative to monitor its impact by an independent impact evaluation agency. Further, a provision has also been incorporated to set up a Project Management Unit (PMU) under the Chairmanship of Principal Director General, DFP to design and monitor the contents and implementation of the Project. These efforts have been made for successful implementation of the programme and for effective utilization of funds earmarked for the purpose. The Ministry have also suggested DFP to review the supervisory and monitoring component of the Project. It has also been advised to pool the resources from other Media Units for the purpose to ensure that a robust and effective system of monitoring be in place for all the campaign/activities which are proposed to be undertaken during the 2nd Phase of the

Pilot Project. While appreciating the aforesaid efforts, the Committee desire the Ministry to inform them about the outcome of the Impact Assessment and Evaluation report with regard to various SOPs and Pilot Projects undertaken by DFP. Further, the Committee recommend the Ministry should conduct similar pilot projects in NE states and UTs which are backward in order to make people of these areas aware of various initiatives and Schemes of the Government.

Reply of the Government

Directorate of Field Publicity, Ministry of I&B, had conducted the Pilot Project on Inter-Personal Communication (IPC) in two phases to enhance the reach and effective dissemination of information on key policy initiatives and schemes of the Govt. of India. The first phase of the project was conducted in the States of U.P. and Punjab while 2nd Phase of the project was conducted in the States of Karnataka, Rajasthan and Tamil Nadu which completed on 30th April 2017.

Government's Schemes/initiatives taken into account during the Campaign:

The important Schemes/initiatives of the Government which were highlighted during the Campaigns were Ujjwala Yojana, Mudra Yojna, Pradhan Mantri Jan Dhan Yojana, Deen Dayal Upadhyaya Antyodaya Yojana, Deen Dayal Upadhyaya Gram Jyoti Yojana, Pradhan Mantri Awas Yojana, Pradhan Mantri Fasal Bima Yojana, Sukanya Samridhi Yojana, Pradhan Mantri Kaushal Vikas Yojana, One Rank One Pension Scheme, etc.

The Objective of the Campaigns:

The main thrust/objective of the Inter-personal Campaigns was to increase awareness among targeted population and to facilitate them to avail the benefits of the Government's Schemes and initiatives which aim to bring prosperity and happiness in their lives. The main motto of "Samridhi Mela" and "Khushhali Divas" was "Jankari Pakki, Apni Tarakki".

Impact Assessment of the Inter-personal Campaigns

The Impact Assessment was an integral part of the Pilot Project. After completion of the 1st of the project in UP and Punjab, Directorate of Field Publicity conducted the Impact Assessment Evaluation of the programmes/events in UP and Punjab. In UP, the agency hired for Evaluation was M/s Research and Development Initiative (RDI) and in Punjab, the agency hired was M/s Elets Technomedia Pvt. Ltd-SNRMCD Consortium.

Reports have analyzed the Inter-Personal Communication (IPC) tools used in disseminating the information on various flagship schemes of the Govt. of India that focused on the inclusiveness and benefit of the poor and marginalized in rural and media dark areas.

The Impact Assessment Reports have highlighted the reach and impact of the pilot project among the audience of core programmes i.e. dissemination of the information during the IPC Campaign and understanding the key flagship programmes of the Government through the means of critical communication points, behavioural changes etc.

The broad objectives of Impact Assessment Study on IPC Campaigns were as follows:

- a) To evaluate the extent of reach/exposure and relevance for each target group specific to the campaign;
- b) To evaluate target groups, different population strata, rural population, college students. Women, senior citizens etc. as the case may be, recall comprehension and appeal of the theme the campaign executed;
- c) To assess the impact, effectiveness and quality of the appropriate methodology adopted for IPC Campaigns and suggest/recommend measures for corrective action;
- d) To identify the communication gaps, if any.

The Impact Assessment Reports have taken into consideration the following tools/deliverables used during the Campaigns:-

- i) Student rallies
- ii) Cultural Programme/Nukkad Natak
- iii) Wall Paintings
- iv) Posters
- v) Standees
- vi) Panels
- vii) Talks/Discussion/Debate/Seminar
- viii) Interactive Communication/Nukkad Natak
- ix) Quiz Sessions
- x) Film Shows
- xi) Booklet Distribution
- xii) Video Spots (40-60 Second 8 Video Spots

- xiii) Dashboard (for data of district wise activity reports, media coverage and live tracking of campaign venue)
- xiv) Video Clips (on feedback received)
- xv) Toll Free Number (1800 123 1055 : to facilitate villagers who inquire about Govt. Schemes)
- xvi) Geo-tagging (for concurrent monitoring to check conduct of event at a particular place)
- xvii) Wi-Fi Activities (to enable people to download relevant content)
- xviii) Lucky Draw
- xix) Recognition and Rewards
- xx) Use of Digital and Mobile Telephony including use of Social Media, Messages and Programmes through Mobile Phones.

The main observations of the Impact Evaluation Reports are as follows:

- As per Impact evaluation report, the “Samriddhi Mela” and “Khushhali Divas” activities acted as an extension to the rural outreach programme of DFP, positive catalyst for changing the attitude of the people by creating awareness and supplemented its objective of reaching a larger number of the poorest and marginalized populations within a given time frame and making them aware about the various Government Schemes.
- The Inter-personal tools like Audio Visual Shows, Kiosks, Quiz Competitions, Helpline Number, Lucky Draws were the major attraction among the participants/respondents.
- Amongst all the categories of respondents, youth were found to be maximum aware about the presence of Wi-Fi zone in the event.
- Impact Assessment Reports indicate that some of the respondents have availed the government schemes after the Mela which constitute Mudra Yojana and Jan Dhan Yojana.
- Most of the respondents are reported to avail the schemes in future and majority opined that they would be availing the benefits of Ujjwala Yojana and Jan Dhan Yojana.

Main Suggestions contained in the Report for improvement in the Campaigns in future:

- The campaigning agency should give focus on the pre-event activities and this would result into enhanced participation.
- Proper advertisement/information through mobile SMS should be enhanced prior to the event.

- Student Rallies should cover entire village so that maximum villagers can see the rallies.
- Since Audio-Visual messages could be made more comprehensive and explanatory through pictorial representation.
- Campaigns could be conducted at prominent and more convenient locations to enhance viewership.
- The counselors at the Kiosks could be more trained well equipped with information desired to be disseminated. Number of Counselors could be increased for increased personal attention towards respondents.
- Gamut of Kiosks should be made broader i.e. apart from schemes it should enhance social awareness as well.
- School rallies had a positive impact on the school children and teachers. Collaboration/coordination with State Education Department for involving schools in the campaign would have better result.
- As the programmes generated interest among people to about the Government Schemes, such campaign needs to be held regularly at grass-root level especially for the benefit of the poor and marginalized people.
- Monitoring of service of helpline numbers is required as this is a useful tool for people from distant villages to know about their queries. The 24*7 helpline number will also provide a database about which schemes are most sought after among the people.
- The content and language of the pamphlets and communicators at the inter-personal kiosks should be very simple and in straight local dialect so that message could be easily absorbed by the beneficiaries.

(M/o I&B's ID No. M-31012/1/2017-IP&MC dated 30.05.2017)

Film Sector

(Recommendation Sl. No.13)

The Committee note that during the year 2016-17 as against the proposed amount of Rs. 245.12 crore for the film sector, an amount of Rs. 141.48 crore had been allocated at BE stage which was further reduced to Rs. 134.39 crore at RE stage. Out of this Rs. 134.39 crore RE allocation, the Ministry have been able to incur an expenditure of Rs. 83.56 crore during the year 2016-17. For the shortfall in expenditure, the Ministry have informed that Request for Proposal (RFP) and stakeholder consultation process in the National Film Heritage Mission has resulted in under utilization of funds. The Ministry have also attributed late approval, prolonged inter-ministerial consultations and RFP for selection of private partners in respect of the Scheme of setting up of National Centre of Excellence for Animation, Gaming and Special Effects, delay in raising Bills for the International Film Festival of Goa and conducting of major film festival

during the last quarter to be some of the reasons for under utilization of funds. The Committee, while taking serious note of some of the slippages which could have been avoided, desire the Ministry to be more cautious and take necessary corrective steps so that there are no cost and time over run of Schemes in the film sector. The Committee further noted that the allocation under film sector has been enhanced from Rs.134.39 crore at RE stage during the year 2016-17 to Rs. 207.00 crore at BE for the year 2017-18. The enhanced allocation is to be utilized in respect of Scheme of NFHM where RFP for preventive conservation of film reels, digitization of films, 2K/4K picture and sound restoration of land mark feature films and short films etc. are to be floated during 2017-18. For the Scheme of National Centre of Excellence for Animation, Gaming and Special Effects the handing over process of Maharashtra land by Govt. is in advance stage which is expected to be completed in the first quarter of 2017-18. IIMC is implementing the Scheme is expected to finalize the agency for undertaking civil construction work in the fourth quarter of the current financial year. The committee, while expressing satisfaction that the film sector has got an enhanced allocation this year, recommend the Ministry to take advantage of this enhanced allocation and give more focused attention to Schemes under this sector and concerted efforts be made for optimum utilization of funds allocated for the year 2017-18.)

Reply of the Government

The Ministry and its Media Units concerned shall make concerted efforts for achieving the physical targets in respect of schemes like National Film Heritage Mission (NFHM) and National Centre of Excellence for Animation, Visual Effects, Gaming and Comics (NCOE) so that optimum utilization of the allocations for the year 2017-18 could be ensured.

(M/o Information & Broadcasting O.M. No. M-11013/2/2017-DO(FC) dated 24.04.2017)

National Museum of Indian Cinema

(Recommendation Sl. No.14)

The Committee note that an amount of Rs.28.69 crore had been allocated under the Scheme of National Museum of Indian Cinema which was increased to Rs.34.39 crore at RE stage and against this, the Ministry have incurred an expenditure of Rs.28.69 crore under the Scheme. The Committee have been informed that the project is near completion and the Ministry is hopeful of utilizing the balance funds during the current financial year 2016-17 itself. The Committee note that a historical building Gulshan Mahal has been renovated in the first phase as part of National Museum of Indian Cinema project and the second phase of the Museum consisting of two Cinema Halls,

Museum Office, Exhibition spaces and Food Court are coming up in the new building block. The budget for the year 2017-18 under the scheme has been reduced as the construction work has already been completed and curation is underway. The project is scheduled to be completed by July, 2017 and once operational, the NMIC will provide a store house of information and help film makers, film students, enthusiasts and critics to know and evaluate the development of cinema as the medium of artistic expression. While expressing satisfaction over the financial and physical targets achieved under the scheme during 2016-17, the Committee recommend the Ministry to ensure completion of project as per schedule and also apprise the Committee about the response and feedback of the industry to this architecture of cinema and how far the NMIC have been successful in attracting film fraternity and also those interested in films, through exhibitions, workshops, seminars and interactive sessions.

Reply of the Government

The National Museum of Indian Cinema, being built at the Films Division Complex in Mumbai is now in advanced stage of completion. The construction work of New Museum Building is near completion and work of designing of display galleries is in progress. The Museum is scheduled to be completed in all respects by July, 2017. Once inaugurated, NMIC would provide a store house of information and help film makers, film students, enthusiasts and critics to know and evaluate the development of cinema as a medium of artistic expression. It will be a ready reckoner of the history of Indian cinema showcasing technological aspects of production and screening of films, as well as its social aspects during the past 100 years.

To monitor the progress of the project, an institutional framework has been put in place that has active participation of filmmakers from all across the country. The Museum Advisory Committee (MAC), constituted by the Ministry, acts as an advisory body in all matters related to the implementation of the project. It is headed by eminent film maker Shri Shyam Benegal and comprises of other prominent filmmakers like Shri Adoor Gopalkrishnan, Shri Goutam Ghosh , Shri. A. K. Bir , Ms. Sai Paranjpye etc. The master plan for exhibits, equipment and display system of the Museum has been finalized by MAC only. The project has also been benefitted by the insights provided by contemporary film makers like Rakyesh Omprakash Mehra and others. It is on the basis of the film industry and film veterans feedback that the content presentation in Phase II of the Museum was changed to digital interactive to give visitors a very enriching experience.

NMIC, once fully operational, will not be a static institution showcasing museum exhibits. It has been planned to make NMIC a hub of cinema related activities by way of

organizing film festivals, competitions, book and video launches, workshops and seminars as well as special screenings. It will also engage with educational institutions to promote film studies, research and other scholarly activities. Therefore, it has been proposed to get response and feedback of the Industry and other stakeholders on continuous basis to make NMIC a dynamic museum with round the year programming to keep its audience engaged once the museum is opened for public and different stakeholders.

(Ministry/Department of Ministry of Information & Broadcasting O.M. No.H-11013/11/2015-DO (FA) Dated 26 April 2017)

CHAPTER III

**RECOMMENDATION/OBSERVATION WHICH THE COMMITTEE DO NOT DESIRE TO
PURSUE IN VIEW OF THE REPLIES OF THE GOVERNMENT**

-Nil-

CHAPTER IV

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

(Recommendation Sl. No.4)

Grant-in-aid to Prasar Bharati for Kisan Channel

The Committee note that the scheme of Kisan Channel was approved in the year 2014-15, with an initial allocation of Rs.100 crore i.e. Rs.90 crore for Doordarshan and Rs.10.00 crore for AIR. The Committee note that the major asset created at CPC, Delhi for Kisan Channel during 2016-17 are – (i) Multichannel Automated Playback facility and Multi Camera Studio Production facility in HDTV format: (ii) Collaborative Non-Linear Post production facility in HDTV format: and (iii) XDCAM Camcorders, Recorders /Decks, NLE, Camera support system, Zoom Lens. Further, the Ministry have set the target of creating major assets under the scheme during 2017-18 which are –(i) Earth station at CPC, Delhi: and (ii) Field production equipment at 18 Regional Kendras. A Multi Camera Studio production facility in HDTV format at CPC Delhi also been ordered. During the year 2016-2017 new initiatives were also undertaken to improve quality and make more field –based, interactive and interesting programme. Evaluation of existing programs is also being carried out. A content preview committee has been put in place. A system of regular review of programme has also been put in place so that further improvement can be made. Programme are now being made in all the states in the Hindi belt, including Punjab, Gujarat, Bihar, Chhattisgarh, Odisha, Madhya Pradesh, etc., so as to make the channel more inclusive. Further, Broadcast Audience Research Council (BARC) is providing real time TRP rating of each programme telecast on Kisan channel to assess feedback of programme. The Committee have observed that the Ministry are putting earnest efforts to make Kisan Channel a priority among rural farmer community. However, for the year 2016-17 only Rs.39 crore as on 31.01.2017 have been spent by the Ministry out of Rs.60 crore allocated for the scheme under BE and RE 2016-17 . Taking note of the submission of the Ministry that they will be able to utilize the entire amount, the Committee desire to be apprised of the actual expenditure incurred under the Scheme during 2016-17. The Committee stress that the Ministry should expand the outreach of Kisan channel beyond Hindi belt States to cover Southern and North – Eastern states as well. The Committee fully support the initiative of the Kisan Channel, and would go on to recommend that a proper outcome analysis on the grassroots impact of the Kisan Channel be conducted, in order to determine how the content of the Kisan Channel is actually benefitting farmers. Since the allocation under the Scheme has increased during 2017-18 from Rs.60.00 crore to Rs.80.00 crore, the Committee would like to be apprised of the new achievements of the Ministry under the Scheme.

Reply of the Government

Kisan Channel has taken a new initiative in the form of a daily morning program titled "Uttar Purvi Rajyon Se" which contains programs from North Eastern states in their respective languages. The channel has devised multiple mechanisms to get the reactions from grass root levels and the impact of DD Kisan. The initiatives are as follows:

(a) DD Kisan has a daily one hour LIVE interactive program called "Hello Kisan" which is telecast from Monday to Friday. The farmers can call on the toll free line to ask questions to experts or give their opinion regarding programmes. The channel takes their suggestions to improvise the content. Further, there is another one hour LIVE programme namely "Swasth Kisan" which is telecast on Saturdays. These platforms are effectively utilised to get feedback from the audience for improvement.

(b) A number of field based shows and programs are planned and executed on a regular basis. There is a direct communication at grass root levels with the representatives of the Channel. Their suggestions and observations are shared at senior levels and the programme content is accordingly enriched.

(c) The social media links such as Youtube, Facebook, Twitter & Web are prominently displayed every half an hour on the channel, so that any viewer could give their suggestions.

(d) The viewership data from BARC is closely monitored to gauge the mood of target audience and their response to each program. The data provides viewership details on parameters such as age groups, gender viewership, social economic class, state wise viewership, etc.

For the year 2016-17, Rs. 66.31 Crore have been spent upto 31.03.2017, out of Rs.70 Crore allocated for the scheme on Kisan Channel. The funds spent are for creation of capital assets as well as content generation and dissemination. Following initiatives have been taken:-

- (a) Evaluation of existing programmes
- (b) Programs to be field based, interactive and interesting.
- (c) Regular content reviews, through a content review committee
- (d) New programs under SFC being previewed before they go on air.
- (e) New programs introduced: Swastha Kisan

In addition to further strengthening the above areas, following initiatives are planned for 2017-18:-

- (a) In house programs would continue to be telecast with necessary improvement/improvisations.
- (b) Special programs and events to be produced specific to the occasion.
- (c) Focus on new programs developed in house. Swasth Kisan and Chunauti already On-air.
- (d) Fresh proposals received through SFC to be processed and scheduled for telecast.

Under Capital component during 2017-18, a new Earth station at Central Production Centre (CPC), Delhi is to be set up for which Notice Inviting Tender (NIT) has been issued. Besides, Electronic News Gathering (ENG) based Field Production, Post Production & Preview Facilities are proposed to be augmented at Regional Doordarshan Kendras.

(Ministry of Information and Broadcasting, File No. G-20019/2/2017-B(Fin)
Dated : 22.05.2017)

**Comments of the Committee
(Please see Para No. 8 of Chapter I)**

Performance of AIR and DD

(Recommendation Sl. No.5)

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

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

Reply of the Government

The Prasar Bharati Archives comprising All India Radio and Doordarshan is a rich treasure trove of precious archival recordings. For bringing these rare assets into public domain many such clips have been uploaded onto YouTube. Select audio programmes have also been fed to all AIR Stations through satellite so that individual stations can make use of them while producing fresh programmes. Recently a new programme entitled “Anugoonj” has been launched by the Prasar Bharati Archives whose inputs are solely drawn from the AIR Archives.

In order to motivate the young generation of the country, the Prasar Bharati Archives produced an Audio CD in 2014-15 entitled “Amar Vani – Immortal Voice” which

incorporates 31 excerpts from the speeches of Mahatama Gandhi selected from the archives of AIR. This CD has not only been uploaded onto YouTube but also physically distributed among the schools through respective State Governments. Similarly three other Audio CDs comprising audio bytes of Sardar Patel: Sh. Atal Bihari Vajpayee, Netaji Subhas Chandra Bose, Dr. Rajendra Prasad, Pt. Jawaharlal Nehru, Dr. B.R. Ambedkar, Dr. S. Radhakrishnan, and Sh. Lal Bahadur Shastri have been produced by the Prasar Bharati Archives and uploaded onto YouTube exposing the people of our country especially its young generation to the rich heritage of the country.

Regarding adequate utilization of Capital Plan budget in 2016-17 it is pointed out that as on 31.03.2017, an amount of Rs. 208.14 crores has been incurred by DD out of the total allocation of Rs. 221 crores which amounts to almost 94.18%. The allocated BE 2017-18 for creation of capital assets is Rs. 213 crores for DD. Apart from strengthening the monitoring mechanism, the frequency of periodical review has also been increased for close watch on expenditure management. Besides, procurement procedures are being put on fast-track. It is the constant endeavor of Doordarshan to complete the projects within the specified time frame.

As far as AIR is concerned regarding an allocation of Rs.177.00 crore made at BE and RE stage for the year 2016-17, it is informed that an amount of Rs.164.52 Crores has been spent by AIR during the year 2016-17, which is 92.95 % of the allocated funds.

Regarding reduction in budgetary allocation for AIR from Rs. 177.00 crore to Rs. 154.00 crores for the year of 2017-18, it is informed that above mentioned funds of Rs. 154 crores has been allocation for the ongoing Scheme of the 12th Plan and is expected to be fully utilized during the year 2017-18.

(Ministry of Information and Broadcasting, File No. G-20019/2/2017-B(Fin) Dated: 22.05.2017

**Comments of the Committee
(Please see Para No. 11 of Chapter I)**

Sam Pitroda Committee Recommendations

(Recommendation Sl. No.6)

The Sam Pitroda Committee constituted to revitalize Prasar Bharati, in their Report submitted in Feb., 2014 had made 26 recommendations which addressed issues of financial and administrative autonomy for Prasar Bharati. The Ministry had requested Prasar Bharati to prepare an action plan for undertaking suggestions/review/audits etc. on various issues recommended by the Sam Pitroda Committee. The Committee are

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

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

Reply of the Government

The recommendations of the Committee have been noted. Directions have been issued to Prasar Bharati for strict compliance of the recommendations made by the Committee. Further, it is learnt that Prasar Bharati Board in its 140th meeting held on 22.3.2017 has approved the engagement of Broadcast Engineering Consultants India

Limited (BECIL), a PSU under the Ministry of Information and Broadcasting, for selecting an agency for conducting the manpower audit of Prasar Bharati. A detailed Memorandum of Understanding (MOU) in this regard will be signed between Prasar Bharati and BECIL.

On the issue of transfer of assets, this Ministry has issued an office memorandum (O.M) dated 28.3.2017 whereby decision of the competent authority has been conveyed to Prasar Bharati that in pursuance of Section-16(a) of the Prasar Bharati (Broadcasting Corporation of India) Act, 1990, all immovable properties vested clearly and unequivocally in the records of the concerned revenue authority in the name of the Government of India through the Ministry of Information and Broadcasting for the purpose of broadcasting and related activities by Akashwani and Doordarshan are both stand transferred to the Prasar Bharati from the appointed day as per the Act i.e. 23.11.1997. Prasar Bharati shall use them for the purpose of broadcasting and related activities.

(F. No. H-11013/8/2016-BAP Dated 24 May, 2017)

**Comments of the Committee
(Please see Para No. 14 of Chapter I)**

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

(Recommendation Sl. No.15)

The Committee noted that an amount of Rs. 4.00 crore had been allocated at BE stage which was reduced to Rs. 3.51 crore at RE stage against which the Ministry have expended Rs. 2.03 crore upto 31.01.2017. With regard to activities under taken during 2016-2017, the Ministry have informed that the work of online certificate has been awarded with pre-determined mile stone which is going to be completed by March, 2017 and the entire fund available is likely to be utilized by March, 2017. The Committee is given to understand that the workload of CBFC has increased drastically. There is also considerable increase in the number of court cases being filed in connection with film certification. The Ministry have issued administrative sanction for two legal consultants one each in Delhi and Mumbai for handling the legal cases of CBFC. The Committee noted that a Committee of Experts has been constituted in January, 2016 to evolve broad guidelines / procedures for certification of films within the ambit of provision of Cinematograph Act 1952 and Cinematograph (Certificate) Rules, 1983 and it has

submitted its Report in June, 2016. This Committee have also submitted revised guidelines and revised Rules which are being examined by the Ministry. The Ministry have stated that the recommendation of the Committee, especially requiring amendments in Acts/Rules require further consultation. In view of the increase in number of films, short films, advertisements, documentation being submitted for certification and consequent increase in number of court cases, the Committee feel that there is an urgent need to revise the guidelines/Acts/Rules relating to Cinematograph Act, 1952 and Cinematograph Certification Rules, 1983 in the light of Shyam Benegal Committee Report. Therefore, the Committee recommend the Ministry to make their stand clear and initiate the process of bringing amendments in the existing Acts and Rules through involvement of stakeholders.

Reply of the Government

The Online Certification System of Central Board of Film Certification (CBFC), e-cinepramaan, was launched by the Hon'ble Minister (Information and Broadcasting) on 27th March, 2017. The Online Certification System envisages making the entire film certification process online, i.e. right from submission of application to issue of certificate. This would be an end to end solution with high level security for the benefits of the film industry. Effective features of online certification are - complete process automation, minimal human intervention, technology usage towards effective information dissemination, dashboard for real time progress tracking, increased access to information, etc.

The present Cinematograph Act was enacted in the year 1952. The medium of cinema, the tools, the technology associated with it and even its audience have undergone radical changes over a period of time and the certification process for public exhibition needs to be made contemporary in order to make the process in tune with the changed times. There have also been many changes in the field of cinema with the proliferation of TV channels, Cable network throughout the country, advent of new digital technology, increase in piracy and copyright violation etc. making it necessary to have a comprehensive review of the Cinematograph Act. Taking into consideration the present scenario, the Ministry of Information and Broadcasting is in the process of amending the Cinematograph Act. An Expert Committee was constituted under the Chairmanship of Justice Mukul Mudgal, Retired Chief Justice, High Court of Punjab and Haryana in 2013 to examine issues of certification under the Cinematograph Act, 1952 and to look into various aspects of certification under the Act. The Committee submitted

its report in September, 2013 along with Draft Cinematograph Bill. Based on the recommendations and further consultations with stakeholders, a draft Cinematograph Bill was prepared and sent for inter-ministerial consultations along with draft Cabinet Note in September, 2015. Comments from almost all quarters were received on the said Bill.

In the meantime another Committee of Experts under the Chairmanship of Shri Shyam Benegal was constituted in January, 2016 to evolve broad guidelines/procedures for certification of films within the ambit of the provisions of the Cinematograph Act, 1952 and Cinematograph (Certification) Rules, 1983. Committee of Experts submitted first part of its report in April, 2016 and final report in June, 2016. The Committee, in its report, along with its recommendations also submitted revised guidelines and revised Rules for consideration of the Ministry.

It is felt that implementation of the recommendations of Mudgal Committee and Benegal Committee requires detailed scrutiny and further consultations. A high level consultation meeting between Minister of Information and Broadcasting, Minister of Law and Justice, Minister of Finance and Minister of Human Resources Development took place on 16th March, 2017 to deliberate on the issues of amendment of the Cinematograph Act/ Rules. In this regard, further consultations with the stakeholders concerned will be held shortly.

(M/o Information & Broadcasting O.M. No. M-11013/2/2017-DO(FC) dated 24.04.2017)

**Comments of the Committee
(Please see Para No. 17 of Chapter I)**

CHAPTER V

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

Mission Digitization

(Recommendation S.I. No. 9)

The Committee are given to understand that the digitization of the cable TV network has to take place in four phases. In phase I which was completed by 31st October 2012, out of the four metro cities, digitization was total in Delhi, Mumbai and Kolkata. Chennai is yet to undergo full transition to digital due to pending court cases. Phase II was concluded by 31st March 2013 in 38 cities having population more than 10 lakhs spanning 14 States and one Union Territory. In phase II, digitisation in 37 cities is nearly total. In Coimbatore, full transition to digital mode is yet to be completed due to pending court cases. Cable TV Digitization in Phase III and Phase IV areas was to be achieved by 31.12.2015 and 31.12.2016 respectively. However, some MSO Association/ individuals had moved various High Courts. The matter when raised by the Ministry before the Apex Court by a Transfer petition to transfer all such cases either to SC or Delhi High Court, the Hon'ble Supreme Court transferred all the cases to the Delhi High Court for further hearing and disposal. Hon'ble Delhi High Court has now disposed of most of the cases and there is no stay/extension in any case. Phase IV which will cover the rest of India was to be completed by 31st December 2016. But due to poor seeding of STBs because of the uncertainty caused due to the High Court cases, the cut-off date has been modified to 31.3.2017. As of now, about 35% STBs have been installed in Phase IV areas. Further, the Committee note that Rs. 5.00 crore was allocated at BE 2016-17 which was reduced to Rs. 3.00 crore at RE 2016-17, due to the large number of court cases filed in various High Courts and total uncertainty in the market about the implementation of cut-off date of 31.12.2015 & 31.12.2016 for Phase III and Phase IV of digitization respectively. As a result, workshops with the nodal officer could not be conducted, which resulted in the underutilization of funds from the projections made at BE stage. On the issue of the concern expressed by operators over 20% of rural and remote areas not financially and technically viable, the Ministry have stated that HITS (Head-end In The Sky), private DTH and DD Free Dish are the options in remote rural areas. DTH operators were advised by the Ministry to pay special attention to such area enabling customers in these areas to readily adopt these services given by them and to explore the possibility of cost effective packages especially for these remote and

inaccessible areas. Further, on the issue of sharing infrastructure cost with Multi-System Operators (MSO) & Local Cable Operators (LCO) keeping in mind high cost of providing signals in remote areas, the Ministry are of the view that Consumers have the option to take services from DTH operators and/or DD Free Dish and it may not be administratively feasible by the Ministry to share cost for infrastructure as a large number of MSOs and LCOs are operating in these areas. On the issue of interoperability of Set Top Boxes, the Ministry have informed that it comes under the purview of TRAI. Interoperability can be achieved either through technical interoperability or commercial interoperability. Technical interoperability, as envisaged in the existing DTH Guidelines, has, so far, not proved to be effective due to various techno-commercial issues. To ensure commercial interoperability TRAI has notified tariff orders and this has been challenged by a couple of DTH operators in the TDSAT and the matter is sub-judice. TRAI has also decided to collaborate on the issue of technical interoperability with the Department of Electrical Engineering of Indian Institute of Technology, Bombay (IIT-B). Final recommendations of TRAI on this issue are awaited. The Committee are also give4n to understand that after the roll out of I-CAS, in Jan 2016, about 100 Lakh STB have been installed by MSOs, out of which 3 Lakhs are with i-CAS which gives a market share of about 3%. Association of domestic STBS manufacturers had raised the demand of long term financing to the MSOs and 0% import duty with effect from 1st January, 2016 under India-ASEAN FTA which has also adversely affected the production of domestic STBs. In this regard, the Committee have been apprised that Ministry of Electronics and IT (Meity) are attempting to address the entire value-chain holistically and are in active consultation with the concerned Ministries. In light of the above developments the committee are hopeful that the Ministry will be able to meet the targets of cable TV digitization as almost all the pending cases have now been dismissed and there is no stay in any case except in case of Chennai and Coimbatore. The Committee recommend the Ministry to follow up the issue of financial and technical viability in rural and remote areas, promote and increase share of i-CAS to leverage Make in India programme, popularize DD Free Dish in small town/cities/rural and remote areas, address the legitimate concerns of domestic STB producers and rigorously pursue interoperability of STB with TRAI. The Committee may be apprised of the action taken on the above issues.

Reply of the Government

(i) With regard to the issues of financial and technical viability in rural and remote areas:

HITS (Head-end In The Sky), private DTH and DD Free Dish are the options in remote rural areas apart from cable services. DTH operators were advised by the Ministry to pay special attention to such area enabling customers in these areas to readily adopt these services given by them. These agencies are currently ramping up their outreach to meet this requirement and to explore the possibility of cost effective packages especially for these remote and inaccessible areas. Moreover, consumers have the choice to get DD Free Dish connection, which can be obtained by one time cost of about Rs. 1000/- with no monthly charges.

(ii) With regard to the issues of promotion and increase of share of i-CAS to leverage Make in India programme :

i-CAS design was approved by MeitY in November, 2015 and its roll out started in January 2016. After the roll out of i-CAS in Jan 2016, about 100 lakhs STBs, have been installed by MSOs, out of which about 3 lakhs are with i-CAS, which gives a market share of about 3%. M/s ByDesign, who has developed i-CAS with assistance from MeitY, expects that another about 10 lakh STBs with i-CAS will get installed in the future. As per ByDesign, there is good demand of STB with i-CAS. DD has also decided to use i-CAS for DD Free Dish service.

(iii) With regard to the issues relating to popularising DD Free Dish in small town/cities/rural and remote areas:

DD Free Dish DTH Service was launched in December, 2004 with 33 channels. Its capacity has been upgraded from time to time and at present has the capacity of 80 SDTV channels along with 40 Radio channels. Popular private channels are also placed on DD Free Dish Platform through transparent e-Auction conducted from time to time. Presently the platform has rich bouquet of channels consisting of GEC, Movie Channels, News Channels, Music Channels, Religious Channels apart from 22 Doordarshan Channels and 2 parliamentary channels.

DD Free Dish is one of the largest DTH users in the country and is gaining popularity. As per FICCI-KPMG report 2016, DD Free Dish had 15 million TV households. Broadcast Audience Research Council (BARC) in its recent report has claimed, DD Free Dish has a reach of approximately 22 million households.

Doordarshan has also been putting advertisements in reputed national newspapers including Doordarshan official website and cross channel publicity on various Indian languages Doordarshan and AIR channels from time to time.

Also, Doordarshan has major expansion plan for DD Free Dish platform. Its capacity has already been increased to 104 channels and is in the process of upgrading it further to 250 channels.

Doordarshan is in the process of introducing Conditional Access System (CAS) and indigenously developed i-CAS has been selected.

A comprehensive DTH Policy Guidelines for e-auctions of the channels on DD Free Dish platform has been formulated by Prasar Bharti for increasing the transparency in allotment of vacant slots, greater choice for the viewers and continuing the lead that it has taken among the DTH players and at the same time enhancing revenue generation opportunity for Doordarshan.

(iv) With regard to the issues relating to addressing the legitimate concerns of Domestic STB Producers:

Association of domestic STBs manufacturers had raised the following two demands:-

(i) long term financing to the MSOs for the procurement of STBs;

(ii) import duty under India-ASEAN FTA has gone down to 0 % with effect from 1st January 2016. This will adversely affect the production of domestic STBs. Thus import duty of 10% must be introduced on the STBs from ASEAN countries also. The Cabinet Secretariat had decided that DeitY (now MeitY) may take up suitable programme to facilitate domestic production of STBs in the country in consultation with MIB.

(v) With regard to the issues relating to rigorously pursuing interoperability of STB with TRAI.

In the regulations issued by TRAI, financial inter-operability has been provided. With respect to technical inter-operability of STBs, TRAI had issued a pre-consultation paper on 4th May 2016 to identify issues relating to technical interoperability of STBs, challenges and concerns of the industry. 28 comments were received.

TRAI has now identified these issues and is collaborating with the Department of Electrical Engineering of Indian Institute of Technology, Bombay (IIT-B) and the Centre for Development of Telematics (C-DOT) for development of a framework for interoperable STBs based on Smart Card. On the receipt of reports from IIT-Bombay and CDOT, TRAI will release a consultation paper with an objective to chalk out a framework of technical interoperability of STBs.

(Ministry of Information & Broadcasting's OM No. 7/7/2016-DAS dated: 31/05/2017)

National Film Heritage Mission

(Recommendation Sl. No.16)

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

Reply of the Government

National Film Heritage Mission (NFHM) is a flagship Mission of the Ministry of Information and Broadcasting for acquisition, preservation, restoration and digitization of film and filmic material which is being implemented through National Film Archives of India (NFAI).

To understand the complexities involved in undertaking the work, a Consultancy Firm has been engaged for preparation of strategy and roadmap for implementation of the project and bid management for selection of implementing agencies, for undertaking various works under the scheme. The Project Management Unit (PMU) for monitoring and reviewing the progress of the Mission has been set up by the consulting agency.

As a part of preliminary activity it was imperative to understand the intricacies in the work therefore stake holders consultation meetings were held in various cities of India and strategy and Roadmap was prepared which formed the basis of proper implementation of NFHM.

As per the inputs received, tender documents were prepared during the Bid Management Stage. As no such project of this magnitude has earlier been carried out in India in this field of film preservation, Expression of Interest (EOIs) soliciting responses from open market were sought to identify the interested players in this field who would carry out the work as envisaged in the project. For 'Film Condition Assessment' and 'Digitization of Non Filmic material', the implementing agencies have been appointed following the process of Request for Proposals (RFPs). The implementing agencies have started the work. RFPs have also been floated for the following activities under NFHM:

1. Preventive conservation of film content.
2. Digitization of films
3. Restoration of films.

Once all implementing agencies are onboard through due procedure, work would be completed as per timelines and proper fund utilization will be achieved.

(M/o Information & Broadcasting O.M. No. M-11013/2/2017-DO(FC) dated 24.04.2017)

Setting up of a National Centre of Excellence for Animation, Visual Effects, Gaming and Comics

(Recommendation Sl. No.17)

The Committee noted that the budgetary allocation of Rs. 5.10 crore made for the year 2016-17 under the Scheme of setting up of a National Centre of Excellence for

Animation, Gaming and VFX was reduced to Rs. 1.00 crore at RE stage of which the Ministry have not incurred any expenditure as on 31.01.2017. With regard to shortfall in expenditure the Ministry has submitted that the Scheme was approved with a total outlay of Rs. 167.70 crore on 1.11.2011. Due to consultation with different stakeholders and the need for rewarding to RFP for selection of partners for implementation of Scheme, there was a delay in implementation of the project and hence funds could not be utilized. The Ministry have informed that the Scheme envisage creation of corpus fund which is to be utilized for meeting expenses towards scholarships, stipends to doctoral students, facility development expenses, pre-operation expenses etc. in the initial years that has caused hike in allocation. The physical targets proposed to be achieved in 2017-18 include identification of private partners, taking over the land, finalization of Plans, approval of local authorities, engagement of contractors and commencement of construction works of Infrastructure etc. IIMC has been entrusted with the implementation of the project which is also responsible for overall monitoring. Land for the project has been identified in Film City, Mumbai and Maharashtra Government is in advanced stage of providing land to the Ministry of Information and Broadcasting. The project is being constructed with an objective of providing gaming and VFX quality education in the field of animation. This Centre is going to be a world class centre benefitting everyone in the field of animation and also bringing India into the global map of animation industry. The Ministry have informed that the project envisages effective role for private agency as the private operator will meet operational expenditure towards upkeep and maintenance of infrastructure. The Committee desire that this project be completed at the earliest to achieve the avowed objective. The Committee, therefore, recommend the Ministry to identify deliverables for the year 2017-18, make efforts to achieve the physical targets made under the Scheme by productive utilization of enhanced budget of Rs. 60 crore allocated under the Scheme. In the opinion of the Committee, Public-Private Partnership Model in this field is a welcome move from the side of the Ministry and it would certainly help the sector to grow at a better pace.

Reply of the Government

Indian Institute of Mass Communication (IIMC) has been entrusted with the implementation of National Centre of Excellence for Animation, Visual Effects, Gaming and Comics (NCOE). Overall monitoring of the scheme is being done by the Executive council of IIMC through a Managing Committee set up for this purpose.

The physical targets proposed to be achieved in 2017-18 are identification of private partner, taking over the land, finalization of plans, approval of local authorities, engagement of contractors and commencement of construction works of Infrastructure.

The Request for Proposal (RFP) for selection of private partner for implementation of the scheme prepared under the guidance of IIMC , was published on 03.02.2017. The closing date for the tender was extended upto 10.04.2017. IIMC is in the process of evaluation of bids received against the tender. Maharashtra Government is in advanced stage of providing land for NCOE at Film City, Mumbai. The other targets proposed in 2017-18 would also be achieved once the land is handed over by Maharashtra Government.

(M/o Information & Broadcasting O.M. No. M-11013/2/2017-DO(FC) dated 24.04.2017)

New Delhi;
10 August, 2017
19 Shrawana, 1939 (Saka)

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

**MINUTES OF THE TWENTY- THIRD SITTING OF THE STANDING COMMITTEE ON
INFORMATION TECHNOLOGY (2016-17) HELD ON 10th AUGUST, 2017**

The Committee sat on Thursday, the 10th August, 2017 from 1030 hours to 1100 hours in Committee Room 'B', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Anurag Singh Thakur – Chairperson

MEMBERS

Lok Sabha

2. Shri L. K. Advani
3. Shri Harish Dwivedi
4. Dr. Sunil Baliram Gaikwad
5. Shri J. Jayavardhan
6. Shri Virender Kashyap
7. Shri Raosaheb Danve Patil
8. Shri D.K. Suresh
9. Smt. R. Vanaroja

Rajya Sabha

10. Shri P. Bhattacharya
11. Shri Santiuse Kujur
12. Smt. Kahkashan Perween
13. Dr. K. V. P. Ramachandra Rao
14. Dr. Vinay P. Sahasrabuddhe

SECRETARIAT

1. Shri R.S. Kambo - Additional Secretary
2. Shri Y.M. Kandpal - Director
3. Smt. Geeta Parmar - Deputy Secretary
4. Shri Shangreiso Zimik - Under Secretary

2. At the outset, the Chairperson welcomed the Members to the Sitting of the Committee convened to consider and adopt the following three Draft Action Taken Reports:-

- I. Action Taken Report on the Thirty-Fourth Report on 'Demands for Grants (2017-18)' of the Ministry of Information and Broadcasting;
- II. xxxxx.....xxxxx.....xxxxx.....xxxxx.....xxxxx.....xxxxx.....xxxxx.....xxxxx.....; and
- III. xxxxx.....xxxxx.....xxxxx.....xxxxx.....xxxxx.....xxxxx.....xxxxx.....xxxxx.....xxxxx

3. The Committee, thereafter, took up for consideration the above said Reports and after due deliberation adopted the same without any modifications.

4. The Committee, then, authorised the Chairperson to finalise and present the Action Taken Reports to the House during the current session of Parliament.

The Committee, then, adjourned

**ANALYSIS OF ACTION TAKEN BY THE GOVERNMENT ON THE OBSERVATIONS/
RECOMMENDATIONS CONTAINED IN THEIR THIRTY-FOURTH REPORT**

(SIXTEENTH LOK SABHA)

[Vide Paragraph No. 5 of Introduction]

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

Rec. Sl. Nos.:- 1, 2, 3, 7, 8, 10, 11, 12, 13 and 14

Total 10

Percentage 58.83

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

Rec. Sl. No.: Nil

Total Nil

Percentage 0.00

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

Rec. Sl. Nos.:- 4, 5, 6 and 15

Total Total - 04

Percentage 23.53

- (iv) Observations/Recommendations in respect of which the replies of the
Government are of interim in nature

Rec. Sl. Nos.:- 9, 16 and 17

Total Total - 03

Percentage 17.64