

PART III

RATIONALISATION OF THE FUNCTIONS, ACTIVITIES AND STRUCTURES OF THE MINISTRY OF INFORMATION AND BROADCASTING

**RATIONALISATION OF THE FUNCTIONS,
ACTIVITIES AND STRUCTURE OF THE
MINISTRY OF INFORMATION AND BROADCASTING**

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RATIONALISATION OF THE FUNCTIONS, ACTIVITIES AND STRUCTURE OF THE MINISTRY OF INFORMATION AND BROADCASTING

Introduction

Mass communication has developed in the country rather comprehensively in its different dimensions – the electronic, print and the film media. The folk media has also been utilised to reach out to the people in different parts of the country.

“Broadcasting and other like forms of communication” is a central subject, being covered by entry No.31 in the Union List of the Seventh Schedule of the Constitution. “Newspapers, books and printing presses” is a concurrent subject, being entry No.39 in the Concurrent List. Subject to “sanctioning of Cinematograph Films for exhibition” under entry No.60 of the Union List, “cinemas” is entry No.33 in the State List.

The Ministry of Information under the union government and Departments/ Directorates of Information under the state governments have played their respective roles with a high degree of sensitivity in developing mass communications, considering the significant role it plays in our democratic system.

The broadcasting infrastructure developed in the country by the All India Radio and Doordarshan have had a strong orientation to disseminating information on government programmes and policies for economic development through Five-Year Plans and on the points of views of the governments of the day.

Television brought about a sea change in communication and we built up one of the world’s extensive terrestrial networks. Satellite technology has revolutionised communication both within and outside the country. The establishment, in 1983, of the Indian National Satellite System (INSAT) – a multi-purpose system including for television broadcasting and radio and television programme distribution – has helped us put Doordarshan and All India Radio in possession of a very vital broadcasting infrastructure. Further, there has been a very vigorous growth of private television channels based on satellite technology. Concurrently, there has also been extensive growth of cable TV network.

Economic reforms and liberalisation have also had some impact on our thinking in respect of mass-communication in the country. The All India Radio and

Doordarshan have been constituted into a professedly autonomous corporation, though the corporation continues to be predominantly government funded. Following up on a Supreme Court judgement that airwaves are “public property”, government is also intending to create an independent telecasting authority.

Government controlled media as such does not also carry credibility amongst the people the world over who believe in the freedom of the media. In this background, it is only appropriate that the government information and broadcasting system is reviewed with a view to making it credible, modernising it and rendering delivery of mass-communication services more cost effective. Special emphasis has to be laid on –

- * economy in administrative expenditure,
- * rationalisation of old and avoidably unbalanced, and therefore, expensive staff norms,
- * enhancing productivity, and
- * generation of internal resources, especially through economic use of capacities including by involvement of private entrepreneurs.

THE BUSINESS RULES

According to the Allocation of Business Rules (corrected upto 10-10-1997), the mandate of the Ministry of Information and Broadcasting consists of –

- * Radio and Television Broadcasting through All India Radio and Doordarshan, especially with a view to informing, educating and entertaining the people and incidental matters;
- * Cable television policy;
- * Films especially in relation to entry 60 of the Union List of the Constitution and incidental and allied matters;
- * Advertising and Visual Publicity;
- * The Press;
- * Publications and internal and external publicity;
- * Research and Reference support to the Media Units of the Ministry;
- * Publicity for the policies and programmes of the Government of India;
- * Financial support to artistes – musicians, instrumentalists, dancers, dramatists etc.;
- * Asia Pacific Broadcasting Union, Commonwealth Broadcasting Association and the Non Aligned News Agency Pool; and
- * Cadre Management of the Indian Information Service (Groups A and B).

Particulars of the attached and subordinate organizations, autonomous organizations and public sector undertakings under the ministry are presented in subsequent paragraphs, while dealing with each one of them. (There are 15 attached

and subordinate organisations, 5 autonomous organisations and 2 public sector undertakings under the ministry.)

LEGAL FRAMEWORK RELATING TO THE MEDIA

PRESS-RELATED LAWS

1. Press & Registration of Books Act, 1867, as amended in 1955 – (Based on first Press Commission recommendation).

Object

- * Registration of Printing Presses and Newspapers;
- * Preservation of copies of books and other printed matter (under the International Standard Book Numbering System – ISBN – copies of books are to be delivered; they are preserved in a library which is under the Ministry of HRD); and
- * Office of the Registrar of Newspapers for India (RNI) created in 1956 under the law.

2. Official Secrets Act, 1923

Object

- * To maintain security of state;
- * Prevent leakage of important information; and
- * Prevent sabotage.

3. Criminal Law Amendment Act, 1961 (Act 23 of 1961) – (In replacement initially of Indian {Press} Emergency Powers Act, 1931 & subsequently Press {Objectionable Matter} Act, 1951).

Object

Operate restrictions upon freedom of expression/press, freedom of assembly/movement on grounds of –

- * Security of state
- * Public order

4. Press Council Act (1965, 1978). This is patterned on a British Law. The 1965 Act has been replaced by the 1978 Act.

Object

- * To preserve freedom of press;
- * Maintain & improve standards of newspapers in India; and
- * Establishment of a code of conduct to prevent legally unpunishable, but objectionable writings.

Structure

- * Has representative composition.

5. **The Newspaper Price & Page Act, 1956.**

Object

To issue price and page control orders:-

- * Fixation of minimum price
 - # to relate prices to volume so as to prevent unfair competition between large and smaller newspapers;
 - # so as to prevent concentration of ownership in the hands of a few commercial groups.

6. **Defence of India Act 1962, 1968, 1971** – The 1962 law was enacted after the Chinese Aggression; the 1968 law was entitled the Civil Defence Act and was meant to replace the 1962 law on its expiry on a permanent basis. There was Proclamation of Emergency in 1971 and Defence of India Act, 1971 was enacted; it was meant to be a more rigorous law. After the proclamation of Emergency in 1975, the 1971 law was amended to deal with internal disturbances as well. The Central Censorship Order promulgated by the government during the Emergency of 1975 was revoked in 1977 along with revocation of the Emergency Proclamation. This law itself has since been replaced by the National Security Act.

Object From Media point of view –

- * Censorship to prevent prejudice to civil defence – military operations.

7. **The Indecent Representation of Women (Prohibition) Act, 1986.**

Object

- * To prohibit indecent representation of women in
 - # Advertisements;
 - # Publications
 - # Writings;
 - # Paintings;
 - # Figures or in any other manner.

FILM RELATED LAWS

8. **Cinematograph Act, 1952** (replacing the earlier Act of 1918)- amended in 1981 and 1984 – for streamlining the law.

Object

- * Certification of films—
 - # For exhibition;
 - # Regulation of exhibition by issue of certificates such as U, U/A, S-Professional etc.

9. (a) **Cine Workers and Cinema Theatres Workers (Regulation and Employment) Act, 1981,**

- (b) **Cine Workers Welfare Cess Act, 1981**
- (c) **Cine Workers Welfare Fund Act, 1981**

Object

To provide labour protection to cine & theatre workers.

The Cess Acts are implemented by Labour Ministry in consultation with the Ministry of I&B.

ELECTRONIC MEDIA – RELATED LAWS**10. Indian Telegraph Act, 1865 as amended in 1961.****Object**

- * To establish, maintain and work broadcasting services.

As of now, broadcasting is central government monopoly.

11. Prasar Bharati (Broadcasting Corporation of India) Act, 1990.**Object**

To give autonomy to AIR/DD

12. Cable Television Networks (Regulation) Act, 1995**Object**

- * Regulation of operation of cable television networks in the country –
 - # Registration of cable operators;
 - # Implementation of programme code;
 - # Implementation of advertisement code;
 - # Compulsory transmission of 2 D.D Channels; and
 - # Maintenance of standard of equipment.

Implementation of the law is with state governments.

ANALYSIS OF MEDIA UNITS UNDER THE MINISTRY OF I&B

(Budget figures presented below are as on 1.4.2000, unless otherwise specifically stated)

1. Central Board of Film Certification

This is one of the attached and subordinate organisations of the Ministry of I&B, set up under the Cinematograph Act, 1952.

The head quarters are in Mumbai. It has 9 regional offices in Bangalore, Calcutta, Chennai, Cuttack, Guwahati, Hyderabad, Mumbai, New Delhi and Thiruvananthapuram.

The organisation certifies annually about 2500 Indian and 750/800 foreign feature/video films.

Object

- * Certification of films—
 - # For exhibition;
 - # Regulation of exhibition by issue of certificates such as U, U/A, S-Professional etc.

There could be non-certification as well.

Annual Budget Rs. 2.44 Crore

Staff Strength

Groups					Total
A	B	C	D		
9	8	54	27	98	

Staff Expenditure Rs.1.15 crore (51.34% to total budget)

Physical Performance

Particulars	Year	Numbers
Indian and foreign films (celluloid films and video films of "feature", "long" and "short" categories) certified:	1997	3359
	1998	3206
	1999	3438

Comments & Recommendations:

Film certification is a statutory work; it has to be necessarily continued; as film production takes place in different parts of the country, the regional formations also will have to continue.

2. Films Division

This is one of the attached and subordinate organisations under the Ministry of I&B. Headquarters is in Mumbai. Field formations are located in Delhi, Bangalore, Calcutta. There are 10 branch offices. Cameramen of the Division are located in State Capitals.

Object

Production and distribution of newsreels, documentaries and news magazines.

Annual Budget: Rs.32.83 crore (Non-Plan is Rs.25.83 crore)

Staff Strength

Groups				Total
A	B	C	D	
53	174	637	315	1179

Staff Expenditure Rs. 10.60 crore (32.28% of total budget)

Physical Performance

Particulars	Production (Nos.)		Distribution*	
	1998	1999 (anticipated)	(No. of Prints and Cassettes)	
			1998	1999 (anticipated)
In-house production of news magazines and documentaries for theatrical and non-theatrical release; and of instructional films.	69	80	46,369	27,646
Production of documentaries and special feature films through outside producers	20	33		

In-house production of news magazines and documentaries for theatrical and non-theatrical release; and of instructional films.

Production of documentaries and special feature films through outside producers

* Distribution includes those supplied to Directorate of Field Publicity and to DD News.

Comments & Recommendations:

Documentaries could be produced by the respective ministries themselves, which are in possession of expert subject knowledge. With the growth of the electronic and print media, including in regional languages, it is no longer necessary for a separate Films Division to produce documentaries, dub them in different languages, take several prints, maintain a chain of distribution network and distribute the same for exhibition in theatres. The Motion Picture Association and others litigated against compulsory exhibition of documentaries on several grounds including that this casts considerable financial commitment on the exhibitors. The Supreme Court in Civil Appeal Nos. 3766-67 of 1999 etc. etc., have dismissed the case of the Motion Picture Association and others and gave a ruling that compulsory exhibition is statutorily provided for and that financial commitment for exhibitors is only in the nature of fee paid by agreement with the Films Division for the service of making documentaries of public interest available. However, even as brought out in the judgment of the Supreme Court itself, recoveries by the Films Division in the form of rentals is only Rs.7-8 crore whereas the expenditure incurred by the division for taking prints alone is of the order of Rs.12 crore. It is obvious, then that the revenue aspect is not necessarily a justification for documentary production by the Films Division. The film exhibitors may also have a tendency to load the cost of exhibiting documentaries on the

filmgoers amongst the general public, which includes a large number of poor rural folk. Above all else, the ministry gives Plan and Non-Plan resources of over Rs.900 crore to the Prasar Bharati Corporation, apart from around Rs.170 crore as capital (loans and advances). It is only appropriate, therefore, that the ministry arranges with the Doordarshan for exhibition of documentaries in fulfillment of its role as a public service broadcaster as well. More intensive and effective use of the medium of the radio can also be taken recourse to for dissemination of information handled in the documentaries of the Films Division. (The radio has much wider outreach amongst the people than television. It is also known as a “companion” medium, high resolution hand and pocket sets of which are also within the reach of most people, not to speak of community radio sets that are available in most panchayats and even villages.)

In any case, compulsory exhibition of documentaries has been provided for in state cinematograph laws. And, state governments could continue to be free to exercise their powers of securing compulsory exhibition by exhibitors of such documentaries as they may themselves procure or produce.

3. Childrens’ Film Society, India (CFSI)

This is an autonomous organisation under the Ministry of I&B. It was earlier, known as the National Centre of Films for Children and Young People, and was established in 1955.

Object

- * To advance education and culture among children through the medium of films.
- * To produce, promote and exhibit films of interest to children.
- * To provide healthy entertainment to the younger generation.

Annual Budget Rs.6.65 crore
(Plan is Rs.6 crore)

Staff Strength

Groups				Total
A	B	C	D	
4	13	43	9	69

Staff Expenditure Rs.15 lakh (2.25% of total budget)

Physical Performance

Particulars	1997-98 (Nos.)	1998-99 (Nos.)	1999-2000 (anticipated) (Nos.)	Remarks
Production, purchase, dubbing and sub-titling of films	26	6	21	Includes films produced by carrying them from previous years
Organisation of, and participating in, international children’s films festivals	16	—	15	Organisation of one film festival by the society is a biennial event

Comments & Recommendations:

There is no need for the government to get involved through one of the organisations under it in production of films for children. Reputed non-government Institutions engaged in child welfare activities could be given grants-in-aid for production of films oriented to children and young persons.

The world trend is one of insisting that all TV channels including private channels should spare telecasting time for programmes of interest and relevance to children. If need be, by legislation, it should be made mandatory for all TV channels in India also to telecast such programmes and at timings appropriate for viewing by children.

4. National Film Archive of India

This is one of the attached and subordinate organisations under the Ministry of I&B. Headquarters is in Pune. It was set up in February 1964.

Object

- * Preservation of heritage of Indian cinema.
- * Undertake research relating to films.
- * Dissemination of film culture.

Annual Budget Rs.2.33 crore (Non-Plan is Rs.98 lakh)

Staff Strength

Groups				Total
A	B	C	D	
4	3	23	27	57

Staff Expenditure Rs.46.50 lakh (20% of the total budget)

Physical Performance

Particulars	1998-1999	1999-2000 (Apr-Dec.99)
Acquisition of –		
Films	180	315
Books	245	271
Video Cassettes	100	24
Stills	1839	1636
Slides	666	416
Wall Posters	1634	584
Scripts	120	3343
Pre-recorded Audio Cassettes	118	56
Disc Records	72	—
Audio Compact Discs	7	11
Song Booklets	364	181
Pamphlets	10	2

Comments & Recommendations:

The archival function being oriented towards preservation of heritage of national cinema etc., this media organisation could continue. In the management of the archive, the industry should be closely associated, drawing upon the experience and expertise of eminent film producers and film technocrats and even senior artistes of repute drawn from various disciplines. (The National Film Archive being only a departmental formation, at present, there is only an advisory body).

In many countries, films gaining entry in the archives is considered to be a privilege. It is not that every film is selected for archival entry. Producers of films selected for preservation should also be asked to pay for archival entry. That would also reflect industry partnership in this area.

5. Film and Television Institute of India

This is an autonomous organisation under the Ministry of I&B. The Film Institute was set up at Pune in 1960. In 1970, the television wing was added to the institute and it was renamed as Film and Television Institute of India.

Object

Imparting training in the art and techniques of film making.

Trains DD employees in television production.

Conducts diploma courses in different disciplines (3-year courses, generally). At a time, there are around 150 students.

Annual Budget Rs.11.17 crore (Non-Plan is Rs.5.67 crore)

Staff Strength				
Groups				Total
A	B	C	D	
65	46	123	104	338

Staff Expenditure Rs.3.80 crore (34.01% of total budget)

Physical Performance

No. of Students undergoing various courses*	
Course	Nos.
Basic Course (Students of 1997)	25
Basic Course Students Admitted in 2000	80
Certificate Course Students of 2000	48
Total	153

* Courses include those on film production, cine-photography, and sound engineering-recording/editing.

Comments & Recommendations:

Some of the graduates of this institute have, of course, turned out to be highly reputed artistes and technicians. However, a budget of over Rs.11 crore per annum of which staff expenditure is around 34% is patently disproportionate to the student strength of around 153 persons. There are also a number of private film and television training institutions in the country. Therefore, the ministry could divest itself of this institution and may explore the possibility of the film industry creating an association or agency and taking it over, details of asset transfer being carefully worked out so as to safeguard government investments. For example, pricing could be based on the model of disinvestment/ privatisation procedures.

As film industry directly or indirectly provides employment opportunities in several film related vocations like cinematography, editing, processing, dubbing, film advertisement etc., apart from acting and directing, vocational training capabilities of the institute should be built up and larger number of trainees should be inducted. This should be done whether it be through the new dispensation of the institute being taken over by the industry or if that does not materialise, in the existing dispensation itself.

6. Directorate of Film Festivals

This is one of the attached and subordinate organisations under the Ministry of I&B. This was set up in 1973.

Object

Promotion of good cinema by organizing –

- * Film festivals in India and abroad;
- * Promoting Indian films in India and abroad;
- * Incidental activities including organization of National awards for films.

Annual Budget Rs.12.72 crore

(Non-Plan Rs.3.52 crore)

Staff Strength

Groups				Total
A	B	C	D	
11	2	36	7	56

Staff Expenditure: Rs. 60 lakh (4.71% of total budget)

Physical Performance

Particulars	1998-99	Apr.1999 to Feb.2000
Participation in foreign film festivals	59	59
Conduct of film festivals in India and abroad under Cultural Exchange Programme	12	13
Organisation of International Film Festival of India	1	1
Preparation of sub-titled prints of feature and non-feature films	36	45

Comments & Recommendations:

Film festivals could be left to be organised by the film industry itself. Participation in film festivals can also be organised by the industry, Ministry's role being limited to releasing financial support to the Industry and coordination. A matter worthy of notice in this context is that the government almost invariably comes under criticism from the industry in regard to organisation of film festivals. The Ministry, however, could continue the National Film Awards for the purpose of recognising films and artistes of creative excellence. The work relating to National Awards could be performed by a limited cell operating within the Ministry.

7. Satyajit Ray Film and Television Institute of India

This is an autonomous organisation under the Ministry of I&B and was set up at Calcutta in 1995 as a society under West Bengal Societies Registration Act, 1961.

Object

- * To function as a national institution for film and television;
- * Television education in the Eastern and North Eastern Regions.

Conducts 3-year diploma courses on technical subjects.

Annual Budget Rs.8 crore

Plan Rs.6.5 Cr; Building Rs.1.5 Cr)

Staff Strength

Groups				Total
A	B	C	D	
13	19	27	16	75

Staff Expenditure : Rs.1.24 Crore (19.07% of total budget)

Physical Performance

Particulars	Nos.
Students admitted for Diploma Courses on Film Related Subjects	64

* *Infrastructure including civil construction is still being created.*

Comments & Recommendations:

Same comments as under Film and Television Institute of India, Pune.

8. Indian Institute of Mass Communication

This is an autonomous organisation under the Ministry of I&B and was set up in 1965 as a centre of advanced study, research and training in various fields of mass communication.

This has been registered as society under Societies Registration Act of 1860. It has been recognised as a “Centre of Excellence” by UNICEF, UNESCO, WHO, etc.

Has Branches in Dhenkanal (Orissa)

Kottayam (Kerala)

Jhabua (M.P.) and

Dhimapur (Nagaland)

Object

- * Conduct of teaching, training and research on mass communication;
- * Undertaking consultancy;
- * Conduct of refresher courses;
- * Organisation of workshops, seminars and conferences.

Runs 5 diploma courses; 2 training courses on journalism, advertising etc. for Indian and foreign students.

Annual Budget Rs.8.26 crore (Plan Rs.4.62 crore)

Staff Strength

Groups				Total
A	B	C	D	
47	37	65	43	192

Staff expenditure Rs.1.45 crore (17.6% of total budget)

Physical Performance

Courses Conducted	Subjects
Post Graduate Diploma	Journalism, Advertising and Public Relations and Radio and TV Journalism
Advanced Diploma	Development Journalism (for non-aligned and other developing countries)
Orientation	For Officers of Indian Information Service

Comments & Recommendations:

This has developed into a very good educational and training Institution in the area of journalism and has acquired international repute. This would need to be continued and encouraged. However, the branch institutions could be discontinued as they lack in infrastructure. Scarce resources that may be required to develop them could rather be deployed on developing the main institute.

In the post graduate diploma courses run by the institute, the annual intake is about 150 students. The per capita student expenditure, considering the annual non-plan expenditure of Rs. 4.36 crore (staff expenditure being Rs.1.45 crore) is on the high side. The institute should explore the feasibility of enhancing students' intake considering that journalism, as a profession is also vocational in nature. The need for enhancing user charges should be gone into, as the annual receipts are not more than Rs.7 to Rs.8 lakh.

9. Research, Reference and Training Division

This is one of the attached and subordinate organisations under the Ministry of I&B, set up in 1945.

Object

- * To provide basic information material on various subjects to I&B Ministry, its media units and field offices;
- * To project policies and programmes of the government;
- * Production of "India-Reference Annual";
- * Production of "Media Update" fortnightly;
- * Production of monthly paper – "Development Digest";
- * Production of fortnightly daily – covering national and international events.

Annual Budget Rs. 99 lakhs (Non-Plan Rs.85 lakh)

Staff Strength

Groups				Total
A	B	C	D	
8	17	22	13	60

Staff Expenditure Rs.63 lakh (63.63% of total budget)

Physical Performance

Particulars	1997-98	1998-99 (Numbers)	1999-2000
Preparation of reference papers – speeches, briefs, write-ups etc., for senior officials of I&B Ministry, media units and field officers.	47	44	227
Preparation of Reference Annual on India, based on materials received from various ministries	1	1	
Production of paper entitled "Media Update"		Fortnightly	
Production of Dairy of Events		Fortnightly	
Production of "Development Digest"		Monthly Paper	

Comments & Recommendations:

This Division could be downsized retaining essential staff required for production of only “India – Reference Annual”.

10. Directorate of Advertising and Visual Publicity (DAVP)

This is one of the attached and subordinate organisations under the Ministry of I&B. It has a network of 35 field institutions.

Physical modalities of action

- * Audio visual publicity programmes on radio and TV
- * Exhibitions
- * Print publicity
- * Outdoor publicity
- * Advertisements in press

Object

- * To serve as a central agency of Government of India to organise publicity for Government of India on their policies, programmes and achievements.
- * To cater to the publicity needs of central ministries through
 - # Advertisements
 - # Printed material
 - # Audio-Visual material

Around 20,000 press advertisements are issued in a year through DAVP.

Annual Budget Rs.52.46 crore out of which Non-Plan is Rs.51.10 crore. Half the budget is for advertisements.

Staff Strength				
Groups				Total
A	B	C	D	
44	231	364	256	895

Staff Expenditure Rs.8.60 crore (16.39% of total budget).

Physical Performance			
Particulars	1998-99	1999-2000 (anticipated)	
Exhibitions conducted	455	361	
Display/classified advertisements released	20724	22500	
Radio/TV advertisements prepared through accredited agencies	5752	4700	

DAVP implements developmental publicity programme under which it produces, for various ministries, “spots” for telecasting/broadcasting; and audio “spots”. It also produces films on national values.

Conduct of print publicity (Production of folders, posters, booklets, brochures etc.) for various Ministries	143	150
Outdoor Publicity on subjects of various Ministries (through hoardings, bus tickets, wall paintings, slides, banners, etc.)	341	350

Comments & Recommendations:

The principal activity of this organisation in the ministry is facilitation of centralised advertising for various ministries. Distribution of advertisements is also seen as a matter of patronage. Printed materials – posters, folders, booklets etc., are also produced by the DAVP for field exhibitions. These activities, including release of advertisements, could be decentralised and left to the ministries. The Ministry of Information and Broadcasting need only concern itself with establishment of rate contracts to be followed by the various ministries releasing advertisements on a decentralised basis.

At present, the various ministries are obliged to go through the DAVP for release of advertisements by virtue of Allocation of Business Rules of Government of India. These rules should be suitably amended deleting reference to release of advertisements by various ministries through the DAVP.

11. Press Information Bureau (PIB)

This is one of the attached and subordinate organisations of the Ministry of Information and Broadcasting.

User agencies of PIB are news agencies, radio and television organisations.

Has 40 regional branch offices in different state capitals and major newspaper centres.

Has its officers of the rank of Dy. Principal Information Officers/ Information Officers in different ministries.

Modalities of Action

- * Issue of press releases
- * Release of features
- * Release of computer graphics
- * Supply of photographs
- * Organisation of Ministry level press conferences, interviews, press tours

Object

- * To function as a nodal and authentic Government of India agency for dissemination of information on government's policies, programmes, initiatives and achievements.
- * To provide feedback to government on media reactions.

Annual Budget Rs.20.37 crore
(Non-Plan is Rs.18.27 crore)

Staff Strength					
	Groups				Total
	A	B	C	D	
	159	240	456	343	1197

Staff Expenditure Rs.13.58 crore (65.58% of total budget)

Physical Performance

Particulars	1998	1999
Press releases issued	26137	27946
Features released		1809
Computer graphics released		54
Photographs of government functions, projects and programmes supplied to various newspapers and periodicals		191658 up to Dec.99
“Hits” on PIB Home Page on the Internet on developmental initiatives of Government		2 lakhs per month
Digest of news and views on the print media to provide feedback to government on their policies, programmes and schemes (circulated to President’s office, PMO and Union Ministers’ Offices)		D a i l y

Comments & Recommendations:

The Press Information Bureau is the core infrastructure of the ministry for dissemination of information from government to the people through media and also for receipt of feedback information from the people. This institution which has its representative presence in the various ministries and also in state capitals would need to be continued. It would also need to be modernised so that it could function as a truly professional body. Out of a total of 40 branch offices, there are about a dozen branch offices outside state capitals. Offices in state headquarters alone need be continued and the rest would up. Savings out of the pruning could rather be deployed for modernizing offices in state capitals.

12. Press Council of India (PCI)

This is an autonomous organisation under the Ministry of I&B. It was set up as a quasi-judicial body under the Press Council Act, 1978. It is a body corporate.

Modalities of function

- * Adjudication of –
 - # complaints against the press for violation of journalistic ethics;
 - # complaints by the press for jeopardizing its freedom;
- * Suo moto initiation of studies of freedom of the press and its standards.

Object

- * To preserve freedom of the press.
- * To maintain and improve standard of newspapers and news agencies.

Annual Budget Rs.2.27 crore (Entire budget is Non-Plan)

Staff Strength				
Groups				Total
A	B	C	D	
6	27	23	30	86

Staff Expenditure Rs.1.38 crore (60.79% of total budget).

Physical Performance

Particulars*	Complaints by the the Press (Nos.)	Complaints against Press (Nos.)
Cases expected to be adjudicated	159	305
Cases expected to be dismissed at preliminary stages	351	854
Total	510	1129

* Figures in respect of these particulars relate only to the year 1999

Comments & Recommendations:

This is an important organisation meant to preserve press freedom and secure ethics in the media. This has to be continued.

13. Office of the Registrar of Newspapers for India (RNI)

This is an attached office of the Ministry of I&B created in 1956.

Object

- * Verification of titles of newspapers
- * Registration of printing presses and newspapers;
- * Preservation of copies of books and other printed matter (under the International Standard Book Numbering System – ISBN – copies of books are to be delivered; they are preserved in a library which is under the Ministry of HRD); Budget Rs.2.20 crore (entire outlay is under Non-plan).

Annual Budget Rs.2.20 crore (entire outlay is under Non-plan)

Staff Strength				
Groups				Total
A	B	C	D	
2	46	68	22	138

Staff expenditure Rs. 1.70 crore (77.27% of total budget)

Physical Performance

Particulars	1998-99 {Nos.}	1999-2000 (up to 30.11.99) {Nos.}
Issue of eligibility certificates to newspapers to import newsprint/purchase newsprint from indigenous newsprint mills (non-statutory function)	756	568
Issue of certificate of registration under press and Registration of Books Act (Maintenance of record and statistics of newspapers and periodicals is a basic function of the RNI)	2972	2381
Clearance of titles of new publications	19876	17662
Production of the publication entitled "Press in India" This is an Annual Report on the state of the print media		
Checking of claims of circulation of newspapers	1577	802
Certification of the printing and allied machinery needs of newspaper establishments	4	4

Comments & Recommendations:

The Office of the Registrar of Newspapers of India has to discharge statutory functions; it has to be continued for securing the orderly development of newspaper journalism as well as book industry.

The revenue earned by the RNI annually is about Rs.60, 000. (the earnings last year, 1999-2000, was Rs.58, 000. A meaningful set of fees for the services of RNI should be established.

14. Directorate of Field Publicity

This is one of the attached and subordinate organisations under the Ministry of I&B and was set up in 1953 as the 'Five Year Plan Publicity Organisation'. In December 1959, it was renamed as Directorate of Field Publicity. It now has 22 regional offices and 268 field publicity units.

Modalities of Action

- * Films
- * Shows
- * Song and drama
- * Photo exhibitions
- * Rural sports
- * Public meetings, seminars, symposia and debates

Now the organisation is closely associated with and financed by Ministry of Health and Family Welfare as well.

Object

- * To function as Five-year Plan publicity organisation.
- * To involve rural people in the process of national development.
- * It also gives feedback to government, people's reaction to various programmes and policies of government.

Annual Budget Rs.21 crore (Rs.19.33 crore is Non-Plan)

Staff Strength				
Groups				Total
A	B	C	D	
29	283	978	621	1911

Staff Expenditure Rs.13.89 crore (66.14% of total budget).

Physical Performance

Particulars	1998-99 {Nos}	1999-2000 (up to Dec.99) {Nos}
Conduct of film shows	49495	35153
Organisation of conducted tours	7	4
Conduct of special programmes	10937	6000

Comments & Recommendations:

Mass communication has had considerable technological development. With Doordarshan having come to achieve a population coverage of about 88% and area coverage of 73% and with satellite channels providing news based programmes competitively – some of them round the clock – there is no case for continuance of the field publicity organisation with a massive staff of over 1900 persons. State governments also have come to organise their own extensive and often efficient field publicity formations. Field publicity equipment could be transferred to the state governments, as activities are discontinued.

15. Song and Drama Division

This is one of the attached and subordinate organisations under the Ministry of I&B and was set up in 1954.

Infrastructure

Headquarters	– Delhi
Regional Centres	– 10 in different parts of India
Border Publicity Centres	– 7
Sub-centres	– 6
Sound and Light Units	– 3
Tribal Centre	– 1

Object

- * To create awareness amongst the people about socio-economic, democratic and secular issues using a wide range of art forms.
- * Facilitating cultural integration of the country; and
- * Presentation of entertainment programmes for the jawans in forward areas.

Annual Budget Rs.16.11 crore (Non-Plan is Rs.13.86 crore)

Staff Strength				
Groups				Total
A	B	C	D	
17	46	102	76	241

Staff Expenditure Rs.10.60 crore (65.79% of total budget)

Physical Performance

Particulars	1999 (up to December) {Nos.}
Programmes presented in local languages by departmental drama troupes	185
Sound and light programmes organised by Delhi and Bangalore units	32
Programmes presented in local dialects along international border in Punjab, J&K, Chandigarh and North-Eastern States through private registered parties	1298
Programmes presented in Madhya Pradesh, Bihar and Orissa utilising the medium of tribal performing arts	633
Programmes presented on local developmental issues through local troupes	1031

Comments & Recommendations:

Same as under Field Publicity (Item 14 above).

16. Photo Division

This is one of the attached and subordinate organisation under the Ministry of I&B.

Object

- * Photographic documentation of developmental programmes of the government and the social changes in the country.
- * Supply of photographs and transparencies to:
 - # the Press Information Bureau for release to newspapers;
 - # DAVP for its exhibitions;
 - # Publications Division for its publications;
 - # Ministry of External Affairs for external publicity;
 - # State governments, PSEs etc., on priced basis.

Annual Budget Rs.3.72 crore (Non-Plan is Rs.2.52 crore)

Staff Strength				
Groups				Total
A	B	C	D	
7	9	88	26	130

Staff Expenditure Rs.1.40 crore (37.63% of total budget)

Physical Performance

Particulars	1998-99{Nos.} Nov.99)	1999-2000 (up to {Nos.}
Production of black and white prints	495000	355000
Production of colour prints	97000	82000
Production of colour slides	1500	980
Presentation of photo albums (VIPs)	140	100
Assignments covering important events	4000	3200

Comments & Recommendations:

Almost all the ministries and formations under them do engage professional photographers to cover all government programmes. It may be made mandatory for various ministries to furnish copies of photographs taken in relation to their programmes to the Ministry of I&B. And, it may be made one of the responsibilities of the Press Information Bureau to perform archival functions as well in respect of selective preservation of these photographs.

17. Publications Division

This is one of the attached and subordinate organisations under the Ministry of I&B set up in 1941, as a branch of Bureau of Public Information, renamed as Publications Division in 1944.

- * Considered as one of the largest publishing houses in the country;
- * Has 400 agents in different parts of the country.

Modalities of action

- * Production and publication of series like 100 volume book – “Collective Works of Mahatma Gandhi” books on India’s art and culture, land and people, flora and fauna, books for children.
- * Publication of periodicals (There are 21 periodicals brought out by the Division);
- * Publication of books on subjects of national importance not brought out by other publishing Houses;
- * Organisation of book exhibitions/ fairs.

Object

- * To disseminate information on the diversified life and culture of the country and on progress in different sectors of the economy.

Annual Budget Rs. 12.25 crore (Non-Plan is Rs.11.27 crore)

Staff Strength				
Groups				Total
A	B	C	D	
47	144	294	213	698

Staff Expenditure Rs.6.72 crore (54.85% of total budget)

Physical Performance

Particulars	1998-99 {Nos.}	1999-2000 {Nos.}
Journals produced	21	21
Annuals brought out	3	3
Books brought out	161	120
Book fairs/exhibitions conducted (up to Oct. 99)		21

Comments & Recommendations:

Since 1941, the Publications Division has brought out a total of 7000 titles in English, Hindi and different Indian languages. Only about 1,500 of them are said to be “in circulation”. The publishing industry in the country has also grown in size and become extensive. There is no need for an exclusive media unit under the ministry to undertake publication of books. Any major project for production of books on special subjects that may be identified by the government can always be negotiated with major publishing houses. The National Book Trust under the Ministry of Human Resource Development has developed special

expertise in production of various kinds of books. If need be, wherever needed, the services of this Trust also could be availed of. The Trust also organises book fairs involving the associations of publishers. Employment News/Rozgar Samachar is a weekly journal being brought out by the Publications Division to provide information on job opportunities in central and state governments and public and private sectors. The function of bringing out this journal could be left to the Ministry of Labour, Directorate of Employment and Training, who are already engaged in collection of job market information.

ANALYSIS OF PUBLIC SECTOR ENTERPRISES UNDER THE MINISTRY OF I&B

1. National Film Development Corporation

This is a public sector enterprise set up in 1975.

Modalities of action

- * Financing of quality films
- * Import and distribution of films
- * Export of films
- * Provision of infrastructure to the Industry
- * Organisation of film festivals etc.
- * Theatre financing
- * Telecasting own/acquired films on Doordarshan channels.

Object

- * To plan, promote and organise an integrated and efficient development of the film industry;
- * To foster excellence in cinema;
- * To develop State of the art infrastructure and quality of software in the audio-visual and related fields.

Annual Budget Rs.6.10 crore (Plan)

Staff Strength 207 (Group-wise particulars not made available)

Staff expenditure Rs.4.15 crore (As on 31.3.1999) {68.03% of total budget}

Loss (1998-99) Rs.10.56 crore

Loss on distribution of films (1998-99) Rs.5.54 crore

Comments & Recommendations:

The commercial film industry itself is producing a number of quality films these days. The so-called parallel cinema is, indeed, a reality today. The film industry is itself, in the ordinary course of its business, engaged in export of films. Import of films also has been decanalised. Major film studios have come up in different parts of the country and state governments also are providing financial support for creation of studio infrastructure and even production of films. A public sector enterprise under the ministry is not required to undertake these activities. A large number of regional language private channels have come into existence. They exhibit regional language films and film based programmes. It is no longer necessary for the NFDC to acquire films and telecast the same through Doordarshan channels incurring considerable loss. The Auditor's Report in respect of the National Film Development Corporation for the year 1998-99 has brought out that there are many parties who are defaulters in

repaying the principal (and/or interest thereon) of the loans obtained from the corporation for various purposes. Over the years, an amount of Rs. 4 crore of bad debts have been written off. Some of the constraints, weaknesses and threats brought out by the corporation itself in one of its “overview” documents are: -

- * Difficulties in raising finances in the market;
- * Having to play in a high risk industry in which financing is often without collateral security;
- * Difficulties in distribution of its films which are “inherently” economically unviable, though high in quality with creative and artistic excellence;
- * Dependence on Doordarshan channels, terms of allotment of slots in which, may not be stable; and
- * The corporation could disinvest; and if not feasible, be wound up.

2. **Broadcasting Engineers Consultants India Limited {BECIL}**

This is a Public Sector Enterprise under the Ministry of I&B

Object

To undertake consultancy and turnkey jobs in the fields of acoustics, audio/video systems, terrestrial transmission for radio and television broadcasting and satellite uplinking and downlinking systems.

Annual Budget (1998-99): Rs. 1.76 crore

(Rs.1 crore allocated under Plan towards equity in BE 2000-01. Government Budget support is expected also in terms of interest bearing loans)

Staff Strength 45 of which 27 are regular.

Non-regulars are project staff.

Comments & Recommendations:

The general policy of the government at present is to disinvest/privatise public sector enterprises. Even though budget allocation is only Rs. 1 crore under equity, apart from support in terms of interest bearing loans, the government need not get involved in the growth of another public sector enterprise, which, in this case, is not also in any strategic area.

3. **Prasar Bharati (Broadcasting Corporation of India)**

The functions earlier discharged by the All India Radio and Doordarshan have now been vested in the Prasar Bharati Corporation created under a law enacted in 1990 and notified on 15th September 1997. As these functions are now being

discharged by the Prasar Bharati Corporation, a statutory corporation, it follows that these functions are no longer required to be discharged by government through the entities specifically set up for the purpose earlier i.e. DD and AIR. These erstwhile organizations need to be wound up, giving a months notice to all officials of these two organizations to get absorbed against corresponding posts created in the Prasar Bharati Corporation. Those who do not opt for such absorption within the stipulated time period would have to be treated as surplus, and dealt with on the lines recommended by the Expenditure Reforms Commission in the report "Optimizing Government Staff Strength-Some General Issues". The Commission's other comments and recommendations pertaining to the functions/staff strength in both these areas are set out below:

Doordarshan

The subordinate formations of the Doordarshan are:

Doordarshan Kendras	32
Programme Generation Facilities(PGFs)	9
Programme Production Centre (PPC)	1
T.V Studios	2
T.V.Relay Centres	4
Transportable Communications Terminals (TRACTS)	10

In the Kendras, PGFs, PPCs and T.V.Studios, programmes are produced for telecasting.

In the Relay Centres, no programmes are produced. Programmes produced elsewhere are obtained and simply relayed.

Other facilities of Doordarshan are:

Commercial Service, Delhi,	3
Central Purchase and Stores, Delhi	11
Maintenance Centres	111
High Power Transmitters (HPTs)	46
Low Power Transmitters (LPTs)	639
Very Low Power Transmitters (VLPT)	72

All India Radio

The All India Radio has an infrastructure of 185 full-fledged stations, ten relay centres and 310 transmitters (Medium Wave, Short Wave and VHF and FM).

Annual Budget (2000-2001)

Government Support

Plan	Rs. 43 crore
Non Plan	Rs. 923 crore
Capital	Rs. 170 crore
Total	Rs.1136 crore

Internal Resource

Generation reckoned Rs. 775 crore

Grand Total Rs.1911 crore**Staff Strength:**

Groups					Total
A	B	B (NG)	C	D	
DD 1102	1901	1941	11293	4238	20475
AIR 2621	5940		9569	5935	24065

Vacant Posts

DD 2603 Majority of these vacant posts is that of Group C and of
 AIR 5124 Engineering Assistants, Technicians etc.

Total 7727**Staff Expenditure** Rs. 474.94 crore (27.22% of the total budget excluding capital)

As posts have to be created in Prasar Bharati Corporation only to facilitate absorption of officials of DD & AIR who opt for absorption in Prasar Bharati Corporation, there will be no need for treating these vacant also in the Corporation.

Comments & Recommendations:

Some of the measures that could be considered for effecting economy in expenditure/generation of revenues in the Prasar Bharati Corporation are:

- 1. The transmitters are over-staffed. The maintenance staff for supply of power to the transmitters is based on norms reportedly laid down by the Staff Inspection Unit (SIU). According to these norms, the staff strength (electrical supervisors etc.) provided per transmitter per shift is 11 (that is, 11+11, a total of 22).**
- 2. Programme production studios are underutilised. The principal reason is that programmes are produced on sponsored basis. The producers have a lot of hassles in availing of the studio facilities of the Prasar Bharati Corporation. Programme production facilities could be hired out to private parties and staff reduction of a significant order considered.**
- 3. Doordarshan need only confine itself to two main channels – DD1 and DD2. Continuous news channel does not seem to be necessary, considering that there has been considerable growth of private channels, which are already being accessed extensively through cable services.**

4. Considerable lot of AIR time remains unutilised on account of limited programmes. The unutilised time could be commercialised.

The ministry had established a five member Committee under the Chairmanship of Shri N.R. Narayanamurthy, Chairman and Chief Executive, Infosys, to study and report on the working of the Prasar Bharati Corporation. The Committee has since submitted its report. A statement of limited cross-reference to this report is presented in Annexe 1. (Parts of this report relevant to the mandate of the Expenditure Reforms Commission have been extracted in this Annexe.) Some of the points strongly brought out by the Committee are: that by international standards, the engineering staff employed by the Doordarshan and All India Radio is 36 times larger than needed; that a drastic overhaul of the human resource of the corporation in terms of pruning and jettisoning of deadwood, redeployment of staff etc., would be required; and that the Indian Broadcasting Service may be abolished, treating it as a dying cadre.

Much before the Narayanamurthy Committee, the Staff Inspection Unit (SIU) of the Ministry of Finance, Department of Expenditure, gave a detailed report, vide reference No.27/5/92-SIU dated 10th March 1995, identifying the surplus engineering staff. That is, the Civil Construction Wing (CCW) created exclusively for servicing the All India Radio and Doordarshan in 1971-72 and which had grown over the years was brought under a thorough study by the SIU, which collected comprehensive qualitative and quantitative data covering all categories of staff at the headquarters, field formations and various wings. The study was conducted on a participatory basis as well, based on interactions with the officers of the CCW. The SIU assessed the required staff strength of the CCW as 2113, against a sanctioned strength of 3620, reflecting a surplus of 1,507. The SIU also found that the strength of staff actually working against the sanctioned strength of 3,620 was only 2789, shortfall over sanctioned strength being 831. Group-wise breakup of the staff position presented by the SIU was as follows:

Group	Sanctioned	Working	Shortfall*	Assessed	Surplus
Group A	128	98	30	98	30
Group B	484	420	64	324	160
Group C	2390	1785	605	1231	1159
Group D	618	486	132	460	158
Total	3620	2789	831	2113	1507

* *Shortfall of working staff against sanctioned strength.*

The recommendation made by the SIU in 1995 should be brought under implementation immediately and the Prasar Bharati Corporation should be moved for the purpose.

Consistent with the recommendation of the Narayanamurthy Committee that an independent review of staffing is required, such a review in respect of wings other than Civil Construction Wing as well needs to be undertaken and completed before the presentation of the budget for the financial year 2001-2002. This review could be entrusted to a reputed management institution in the country, say an Institute of Management or any other agency as may be considered appropriate by the Prasar Bharati Corporation.

GENERAL

1. The total manpower of the Ministry of Information and Broadcasting including its media units, attached and subordinate organisations and autonomous organisations, but excluding NFDC and BECIL is **52319**. The total expenditure on salaries and allowances is Rs. 725.89 Crore. (Rs.250.95 crore for the Ministry and its media units plus Rs.474.94 crore for All India Radio and Doordarshan). A brief analytical statement on the budget of the Ministry of Information and Broadcasting is presented in Annexe 2.

2. Of the total manpower, that of All India Radio and Doordarshan is **44540**, (i.e. 24065 for AIR and 20475 for DD), **85.13%** of the total manpower strength of the ministry mentioned above.

3. Excluding All India Radio and Doordarshan, manpower intensive media units of the ministry are five in number, and they account for a staff strength of **5880** out of a total of **7779 (75.58%)**. Details are furnished below:-

*	Directorate of Field Publicity	1911
*	Press Information Bureau	1197
*	Films Division	1179
*	Directorate of Advertising and Visual Publicity	895
*	Publications Division	698
*	Total	5880

All posts earlier sanctioned for AIR and DD need to be abolished after giving all these officials the opportunity for absorption against equivalent posts created in Prasar Bharati Corporation.

4. If any significant manpower downsizing is to take place, it is these manpower intensive areas of the ministry, which should be looked for, because, it is only such areas that offer scope for meaningful rationalisation, subject of course, to functional necessities being kept in view.

5. The major part of the manpower strength of the ministry is accounted for by Group C&D posts. These posts are **5756** in number out of **7779 (73.99%)**.

6. In AIR and DD, Group C&D posts are **31035** in number out of a total of **44540** (69.68%).

7. Group C&D posts are predominantly clerical – upper division clerks, lower division clerks and peons etc. Any significant economy in staff expenditure has to necessarily come from the introduction of an officer-oriented system. This would involve a new work culture in which officers themselves would have to directly handle their responsibilities without depending on hosts of clerical and Group ‘D’ staff for assistance. This change in work culture is quite feasible because of modern electronic technology that is available. Every officer will have to learn to handle computers personally including for correspondence on e-mail. (Indeed, even senior officers of the level of Joint Secretaries and above, when they get inducted in international organisations become self reliant and are not given the support of plethora of supporting staff).

8. As on the first of April, 2000, according to the information furnished by the ministry, 408 out of 5756 of Group C&D posts (7.09%) are vacant. In AIR and DD 7727 posts are vacant – which are predominantly Group C&D posts. This accounts for a vacancy position of 24.90% in these categories against a total Group C&D strength of 31035.

Statement on Group C&D Posts

	Group C		Group D		Groups		Total C&D Strength of A, B, C&D
	S	V	S	V	S	V	
Central Board of Film Certification	54	3	27	2	81	5	98
Films Division	637	107	315	22	952	129	1179
Children’s Film Society	43	9	9	1	52	10	69
National Film Archive of India	23	2	27	2	50	4	57
Film and Television Institute of India	123	16	104	16	227	32	338
Directorate of Film Festivals	36	5	7	—	43	5	56
Satyajit Ray Film and Television Institute	27	4	16	—	43	4	75
Indian Institute of Mass Communication	65	6	43	2	108	8	192
Research, Reference and Training Division	22	1	13	—	35	1	60
Directorate of Advertising and Visual Publicity	364	41	256	10	62	51	895
Press Information Bureau	456	33	342	13	798	46	1197
Press Council of India	23	—	30	1	53	1	86
Office of Registrar of Newspapers for India	68	3	22	1	90	4	138
Directorate of Field Publicity	978	73	621	20	1599	93	1911
Song and Drama Division	102	4	76	1	178	5	241
Photo Division	88	3	26	1	114	4	130
Publications Division	294	3	213	1	507	4	698
Secretariat of I&B	125	1	81	1	206	2	359
Total	3528	314	2228	94	5756	408	7779

S - Sanctioned Strength; V - No. of Vacant posts

9. As a first step in introducing rationalisation of manpower, for the aforesaid reasons, it is recommended that Group C&D posts vacant as on 1, April, 2000 shall not be filled up. For the present, available Group C&D staff should be redeployed and their services shared by the officers.

10. The Ministry should work out a time bound programme for phasing out Group C&D categories, limiting it to not more than 30% of the total staff strength. Until this reduced level is reached, retirement vacancies should not be filled, nor new Group C&D posts created.

11. A consolidated statement on rationalisation of the I&B Ministry and its formations and implications for downsizing of manpower and economy in expenditure (including in respect of the Secretariat of the Ministry) is presented in Annexe 3.

Summary of Recommendations

- * **Films Division may be wound up. Documentaries etc. may be produced by individual ministries.**
- * **Children's Films Society may be wound up and its functions transferred to NGOs who may be provided funds for the purpose.**
- * **The Film & Television Institute of India and the Satyajit Ray Films and Television Institute of India at Calcutta may be handed over to the film industry. The modalities of transfer be worked out to safeguard government investment.**
- * **Directorate of Film Festivals may be wound up and organisation and participation in film festivals be left to the industry. However, the work relating to National Film Awards may be handled by a small cell in the ministry.**
- * **Indian Institute of Mass Communication be further developed and encouraged while four branches may be closed down.**
- * **The Research, Reference and Training Divisions may be downsized retaining minimal staff for production of "India – Reference Annual".**
- * **Directorate of Advertising and Visual Publicity may concern itself with the establishment of rate contracts relating to advertisements etc. leaving the actual release of advertisements to individual ministries.**
- * **The Press Information Bureau may be modernised and made into a lean and professional organization. The branch offices not located in the state capitals may be closed down.**

- * **The Directorate of Field Publicity and Song and Drama Division may be wound up. Its objectives can be performed by the Doordarshan and state governments.**
- * **Photo Division may be wound up and its archival functions transferred to Press Information Bureau.**
- * **The Publications Division may be wound up.**
- * **Government may disinvest its equity in National Film Development Corporation and Broadcasting Engineers Consultants India Limited since it is not a strategic area in which government should get involved.**
- * **The staff strength in the ministry itself may be rationalized on the lines set out in Annexe 3.**
- * **All the above suggestions would result in the total staff strength of the Ministry of I&B and the various organizations under it, other than DD & AIR, being reduced from 7779 posts to 2176 posts.**
- * **With the functions hitherto discharged by Doordarshan and All India Radio being vested in the newly created statutory corporation – Prasar Bharati – these functions are no longer required to be discharged by government and the posts created for this purpose could be abolished and those personnel, who do not opt for absorption against corresponding posts created in Prasar Bharati, treated as surplus.**
- * **Prasar Bharati be revamped taking into account, inter alia, the recommendations of the Narayanamurthy Committee and the 1995 recommendations of SIU and the need for effecting economy in expenditure and raising internal revenue.**

**STATEMENT OF LIMITED CROSS-REFERENCE TO THE REPORT OF
THE COMMITTEE APPOINTED BY THE GOVERNMENT OF INDIA
TO STUDY THE WORKING OF THE PRASAR BHARATI CORPORATION**

The Government of India in the Ministry of Information and Broadcasting appointed a Committee of five persons {Sh. N.R.Narayanamurthy, Chairman and Chief Executive, Infosys, Shri Kiran Karnik, Managing Director, Discovery Communications India, Shri Shunu Sen, Chairman and Chief Executive, Quadra Advisory, Marketing Consultant, Shri R.C.Mishra, Joint Secretary (Broadcasting) of the Ministry and Shri Rajeeva Ratna Shah, Chief Executive, Prasar Bharati Corporation (Special Invitee)} to study and report on the working of the Prasar Bharati Corporation. Some of the points made by the Committee in its Report recently presented to the Government and which have relevance to the working of the Expenditure Commission are presented below: -

Para 8.0 Transmission and Engineering

“The Engineering and Transmission function in Prasar Bharati account about 41% of the total staff strength of nearly 45,000 people. In contrast, programming function employs 24% and administration and finance functions employ 35%.

“Engineering is the largest single user of human resources, and has occupied the central position in the organisation. The imperatives of infrastructure expansion during 1980s and 1990s and the unwillingness of the organisation to switch over to “unmanned transmitters’ has resulted in gross overstaffing on the engineering side. As a result, the engineering numbers employed by Doordarshan and All India Radio combined is nearly 36 times that deployed by Crown & Castle, the private company in U.K., which is responsible for the transmission network for BBC, network on radio and television even though the number of transmitters in the Prasar Bharati network are nearly the same.

“The critical reform needed in the Engineering function is to move towards a much slimmer transmission organisation, **shedding at least 75% of its number in a time bound manner**. This can be achieved if Doordarshan and All India Radio move towards unmanned transmitters, controlled and monitored from a remote central location by telemetry. This will require some fresh investment in equipment to provide for (a) standby capacity (b) uninterrupted power supply and (c) telemetry. In addition, the proposed system will make the system fail safe.

“To achieve the objective of creating an efficient transmission operation, the Committee make the following recommendations:

- 1) The transmission system for Doordarshan and All India Radio must be made into a separate profit centre reporting to the Head of Transmission Services, a member of the Management Council.

- 2) For next 5 years vacancies in all engineering cadres other than IB (E) S should not be filled. Considering an annual attrition rate of about 4% to 5%. This should result in the reduction of about half of the surplus manpower.
- 3) Some of the remaining surplus could be re-trained and redeployed in other functions through a suitable retraining programme. However, before offering any retraining facility to a specific individual, his aptitude, capability and desire to be trained should be carefully assessed.
- 4) The Committee strongly recommend an accelerated Voluntary Retirement Scheme, as in other functions, before an opportunity is provided to continue in Prasar Bharati.
- 5) Prasar Bharati must evaluate and assess its staff carefully and screen those who are incompetent or unsuitable for continuing in employment before accepting the present government employees on its staff in Doordarshan and All India Radio.
- 6) To ensure that of the most talented through VRS, Doordarshan & All India Radio may be allowed as a special case to retain a limited number of the highest quality engineers on special terms.

“Doordarshan and All India Radio must conform to the worldwide practice of 24 hour uninterrupted terrestrial transmission and discontinue the existing system of limited-duration transmission. This is, the Committee felt, are an essential pre-requisite for a public broadcaster (sic).

Para 10. Human Resource

“Human resources have been sorely neglected in Prasar Bharati. The result is an aging, inefficient, demoralised, bureaucratic overstaffed, organisation, without capability in certain critical areas. If the organisation is not in an even worse, state (sic) the credit must go to a few gifted individuals and to the overall growth of the broadcasting industry. A drastic overhaul is needed. This may well require redeployment of staff, the pruning and jettisoning of deadwood and the induction of energetic and innovative fresh blood.

“On any rational criteria, certain functions are grossly overstaffed while others need more people. A thorough, independent review of the staffing is recommended, and must be entrusted to a competent professional organisation.”

Para 7. Programming Content and Production – sub-para 3

“..... Since Indian Broadcast Programming Service never really came into existence, as there was no direct recruitment, it may be best to abolish the service and treat it as a dying cadre.”

“.....As an immediate step, Prasar Bharati must select from its current staff those who they wish to retain within the organisation. This selection must be done through a rigorous evaluation process of each potential employee. Those who are not considered satisfactory, for the post of producer (sic) may be returned to their parent Ministry or offered a suitable Voluntary Retirement Scheme.”

Para 6.4 Radio Channels

“..... We would recommend that Fully utilise (sic) the large number of FM transmitters set up to provide local services. It is, indeed, surprising to the Committee that many of these stations operate for only 3 to 4 hours a day.”

Para 5 Financing and Funding Mechanisms

“.....Two major commercial opportunities, which need to be exploited, are Prasar Bharati’s transmission capabilities and its studio and production facilities. There is an opportunity to utilise the large transmission capability of the organisation to provide digital terrestrial transmission to private operators in addition to providing up linking facilities through the satellite network on which Doordarshan currently has excess capacity. Similarly, in the area of Radio there are transmission, engineering and studio capability, which All India Radio could profitably sell, to private operators.

“The Central Studios which belong to Doordarshan and All India Radio along with the regional production capabilities need to be refurbished; indeed, to professional capability, of the desired quality, it is certain that additional investment in equipment would be required. After the internal production requirements needs have been met, the opportunity to rent the available excess capacity should be considered. Not only will this bring in additional revenue, but it will also provide an incentive to these facilities to remain up to date and “top of the line” in its category.”.

**BRIEF ANALYTICAL STATEMENT ON THE BUDGET OF
THE MINISTRY OF INFORMATION AND BROADCASTING**

1. The Budget of the Ministry of Information and Broadcasting is covered by Demand No. 55 of the Demands for Grants (2000-2001).

2. The Budget figures for the years 1998-99 – 2000-2001 are as presented below:

(Rs. in crore)

1998-99			1999-2000			1999-2000			2000-2001		
(Actuals)			(Budget Estimates)			(Revised Estimates)			(Budget Estimates)		
Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total
41.86	166.51	208.37	48.00	178.33	226.33	45.51	181.02	226.53	270.00	1114.28	1384.28

3. The major Heads under which Budget provisions have been made for 2000-2001 are –

MAJOR HEADS			Provisions (in Rs.crore)		
			Plan	Non-Plan	Total
Revenue Heads					
2251	–	Secretariat - Social Services	0.52	14.09	14.61
2205	–	Art and Culture	0.90	1.54	2.44
2220	–	Information and Publicity	39.11	178.65	217.76
2221	–	Broadcasting	43.00	920.00	963.00
Total of Revenue Heads			83.53	1114.28	1197.81
Capital Heads					
4220	–	Capital Outlay on Information and Publicity	16.17	—	16.17
6220	–	Loans for Information and Publicity	—	—	—
6221	–	Loan for Broadcasting	170.30	—	170.30
Total for Capital Heads			186.47		186.47
Grand Total for Revenue and Capital Heads			270.00	1114.28	1384.28

4. Bulk of the Plan provision of Rs.270 crore for the year 2000-2001 goes towards loans and advances to Prasar Bharati Corporation (Rs.170.30 crore) and Grants-in-Aid (Rs.66.14 crore) for various media organisations. (A total of Rs.236.44 crore {87.57%}).

5. Of the Plan Grant-in-Aid of Rs.66.14 crore, the amount given to Prasar Bharati Corporation alone is Rs.42.98 crore (64.98%).

6. Of the total Non-Plan provision of Rs.1,114.28 crore, Non-Plan Grant-in-Aid given to the Prasar Bharati Corporation is Rs.931.72 crore (83.62%).
7. All the Non-Plan provisions are exclusively under Revenue Heads. There are no Non-Plan provisions at all under Capital Heads.
8. The entire provision of Rs. 186.47 crore under Capital Heads is Plan provision and is used for purchase of machinery and equipment, execution of major works and loans and advances.
9. Of the total capital provision of Rs.186.47 crore, loans and advances to Prasar Bharati Corporation account for Rs.170.30 crore (91.33%).

**CONSOLIDATED STATEMENT ON RATIONALISATION OF THE I&B MINISTRY
AND ITS FORMATIONS AND IMPLICATIONS FOR DOWNSIZING OF
MANPOWER AND ECONOMY IN EXPENDITURE¹**

Name of the Media Unit	No. of employees to be treated as surplus on account of downsizing				Economy in expenditure (Rs. lakh)	
GROUPS	A	B	C	D	Total	
Films Division	53	174	637	315	1179	1060.00
Childrens' Film Society, India (CFSI)	4	13	43	9	69	15.00
National Film Archive of India	4	3	23	27	57	46.50
Directorate of Film Festivals	11	2	36	7	56	60.00
Research, Reference and Training Division²	4	13	22	11	50	48.00
Directorate of Advertising and Visual Publicity (DAVP)	44	231	364	256	895	860.00
Directorate of Field Publicity	29	283	978	621	1911	1389.00
Song and Drama Division	17	46	102	76	241	1060.00
Photo Division	7	9	88	26	130	140.00
Publications Division	47	144	294	213	698	672.00
National Film Development Corporation (if wound up)						
Saving on Budget					207	610.00
Saving on avoidance of loss						1050.00
Secretariat of I&B Ministry³	13	43	33	21	110	120.00
Total	233	961	2620	1582	5603	7130.50

1 This statement does not reflect rationalisation of Prasar Bharati Corporation, downsizing of manpower therein and attendant economy in expenditure. This has to be pursued separately with the Corporation itself even in the light of the recommendations contained in the Report of the Committee on the working of the Corporation, vide annexe 1. This does not also reflect economy in expenditure in the event of branch offices of the PIB other than those at State Capitals being pruned out.

2 The number of posts in various groups suggested for downsizing and the figure of economy in expenditure indicated in respect of this division have been worked out after taking into account provision of a minimal staff strength of one Editor in DS scale, three Desk Officers in Under Secretary scale, four Group B Stenos and two peons for handling the work relating to production of "India – Reference Annual".

3 The 56 Group A & B Posts suggested to be abolished in the Secretariat consist of Joint Secretary – 1 (out of three), Director 2 (out of 6), Deputy Secretaries – 3 (out of 8), Under Secretaries – 7 (out of 11), Section Officers – 14 (out of 28) and 29 Assistants. {No pruning has been suggested in respect of the structure under the Additional Secretary and Financial Advisor as the overall set up is quite tight (one Joint Secretary, one Director, two Deputy Secretaries, five Under Secretaries and three Section Officers)}. Further details are furnished below:

Secretariat posts:

To be retained		To be abolished		Remarks
Secretary	1			
Additional Secretary (including AS&FA)	2			Secretary of the Ministry needs an Additional Secretary to deputise him in several meetings that take place in the Government including at the level of the Cabinet Secretary; apart from providing help in the overall direction, control and coordination of work in the Ministry. AS&FA, of course, performs specialised functions.
Joint Secretary	2	Joint Secretary	1	There are three posts of joint secretary in the Ministry, apart from one post of Chief Controller of Accounts (CCA). The suggestion is to abolish one of the two posts of Joint Secretaries as brought out below in the division-wise details.
Films				
DS	1	Joint Secretary	1	
		D.S.	1	Shedding of these posts is consistent with the suggestion for the Ministry's withdrawal from the area of films excepting to the extent of providing support service for Film and Television Institutes and Film Certification.
		Film Facilities Officer (DS rank)	1	The residuary posts of one Deputy Secretary and two Desk Officers, one to deal with film institutes and another to deal with film certification should be adequate.
		Under Secretary (Film administration)	1	One Deputy Secretary retained in the Films Division could report to one of the
		Under Secretary (Film Festivals)	1	two Joint Secretaries as may be decided in the Ministry or, alternatively, this functionary could even directly report to the Additional Secretary.
Desk Officers	2	Desk Officer	1	

Policy, Administration and Vigilance

To be retained		To be abolished		Remarks
Joint Secretary Director	1 3	Director	1	There are at present four posts of Directors, one each for Policy Planning, Information Policy; Official Languages and Administration, Vigilance etc. The functions of Policy Planning and Information Policy can be combined in one Director.
Deputy Secretary	2	Deputy Secretary	1	There are three DSs at present, one each dealing with Administration, Indian Information Service (IIS) and Coordination and Training (C&T). DS (Administration) could take care of the functions relating to Information Service also, thus three posts of DSs being reduced to two. He would report to Director (Admn.). Even at present, two DS level Officers are reporting to a Director and so reporting should not present any problem.
Under Secretary	4	Under Secretary	2	There are six USs including one OSD. They deal respectively with Information Policy (IP), Media Coordination (MC), Information (I), Administration (Ad), Vigilance (Vig) and IIS. The suggestion is that the posts of OSD (IP) and US (IIS) may be dropped retaining the other four posts.
Section Officers	8	Section Officers	5	There are 13 posts of Section Officers, six dealing with administration related matters, two dealing with policy, and one each dealing with Film Societies, Media, Parliament, Press and Hindi. Five posts of Sections Officers may be dropped, retaining eight others with appropriate redistribution of work.
Broadcasting Joint Secretary Director	1 1	Director	1	There are, at present, two Directors, one dealing with broadcasting policy and legislation (BP&L) and another dealing with Broadcasting Development and Broadcasting Administration (BD&BA). There need be only one Director, particularly as Prasar Bharati Corporation has been given

To be retained	To be abolished	Remarks
		autonomy statutorily and even Budget for the Corporation is only a single entry. (This logic would also apply to rationalisation of other posts as well in the Broadcasting Division).
	Under Secretary	3 There are three Under Secretaries, one each dealing with Television Programme, Television Administration and Broadcasting Development. All the three posts could be dropped, Section Officers directly reporting to Deputy Secretaries.
Sections Officers	4 Section Officers	5 There are nine Sections Officers at present in the Broadcasting Division, three dealing with television programmes, two dealing with television development, one each dealing with broadcasting policy, broadcasting administration and broadcasting development and one constituting the Prasar Bharati Cell. There need be only four Section Officers in the Broadcasting Division reporting to two Deputy Secretaries.