Budgetary Provisions for Promoting Public Access to Media

2011

CBGA

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Contents

List of Boxes, Figures and Tables

LIST OF BOXES

LIST OF FIGURES

LIST OF TABLES

List of Acronyms

AIR	All India Radio
ANC	Ante Natal Checkup
ANM	Auxiliary Nurse and Midwife
ARPU	Average Revenue Per User
ARC	Administrative Reform Commission
AYUSH	Ayurveda, Yoga & Naturopathy, Unani, Siddha and Homoeopathy
B to C	Business to Citizen
BCC	Behavioural Change Communication
BE	Budget Estimates
BSNL	Bharat Sanchar Nigam Limited
CAGR	Compound Annual Growth Rate
C-DAC	Centre for Development of Advanced Computing
C-DOT	The Centre for Development of Telematics
CIC	Community Information Centres
CAS	Conditional Access System
CSCs	Community Service Centres
CSS	Centrally Sponsored Scheme
DAS	Digital Addressable System
DD	Doordarshan
DIT	Department of Information Technology
DIO	District Information Officer
DoI&PR	Department of Information and Public Relations
DoIT&E	Department of Information Technology and Electronics
DRM	Digital Radio Mondiale
DSNG	Digital News Gathering Systems
DTH	Direct To Home

DTT	Digital Terrestrial Transmission
DVB-T	Digital Video Broadcasting – Terrestrial
FDI	Foreign Direct Investment
FGD	Focused Group Discussion
FM	Frequency Modulation
G2B	Government to Business
G2C	Government to Citizen
G2G	Government to Government
GE-06	Geneva Agreement – 2006
GoM	Group of Ministers
GSDP	Gross State Domestic Product
HDTV	High Definition Television
ICT	Information Communication Technology
IEC	Information Education and Communication
IFA	Iron and Folic Acid
IT-ITES	Information Technology- Information Technology Enabled Services
ITRA	Information Technology Research Academy
IPC	Inter Personal Communication
IPTV	Internet Protocol Television
IT	Information Technology
JAP-IT	Jharkhand Agency for Promotion of Information Technology
JNNURM	Jawaharlal Nehru National Urban Renewal Mission
JSAC	Jharkhand Space Application Centre
LCO	Local Cable Operator
MIS	Monitoring Information System
MLA	Member of Legislative Assembly

MNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MoIB	Ministry of Information and Broadcasting
MSO	Multi Service Operator
NeGP	National e-Governance Plan
NFADE	National Federation of Akashwani and Doordarshan Employees
NGOs	Non-Governmental Organisations
NIC	National Informatics Centre
NKN	National Knowledge Network
NRHM	National Rural Health Mission
NTP	National TelecomPolicy
PC/PNDT	Pre-Conception and Pre-Natal Diagnostic Techniques (Prohibition of Sex Selection) Act
PPI	Private Participation in India
PPP	Public Private Partnership
PRI	Panchayati Raj Institutions
PTGs	Primitive Tribe Groups
R&D	Research and Development
RE	Revised Estimates
RTI	Right to Information
SAMEER	Society for Applied Microwave Electronics Engineering and Research
SC	Scheduled Castes
ST	Scheduled Tribe
ST-61	Stockholm Plan – 1961
STP	Software Technology Park
STPI	Software Technology Parks in India
STQC	Standardisation Testing and Quality Certification Programme
SWAN	State Wide Area Network

TSP	Tribal Area Sub Plan
TV	Television
TT	Tetanus Toxoid
UHF	Ultra High Frequency
UK	United Kingdom
UP	Uttar Pradesh
UPCL	Uttar Pradesh Electronics Corporation Limited
UPDESCO	Uttar Pradesh Development Systems Corporation Limited
USOF	Universal Service Obligation Fund
VAS	Value Added Services
VHF	Very High Frequency

I. An Overview

Availability of and access to information are among the most important elements of a democracy. A democratic system hinges on transparency of the administrative system, enabling the citizens to have complete knowledge of the functioning system. On the flip side, vested interests promote holding back of information from the general public so that their particular actions may go unquestioned. In present times, it is observed that there is a continuous struggle between the forces that tend to withhold information and those that try to make it available to the larger public. The flow of correct information is crucial in a country like India, which has the dual responsibility of economic growth and economic and social development of the people.

In this context, Centre for Budget and Governance Accountability (CBGA) undertook an in-depth study to analyse the extent to which information about various government programmes and schemes is available to the people, the reasons for the information deficit, if any, and the efforts by the government to increase the flow of such information to the public. For this purpose, the study specifically analysed two of the key government departments, which are engaged in the exercise of disseminating information about various government programmes and schemes – the Ministry of Information and Broadcasting and the Ministry of Information and Technology. The study was conducted at the Union level and at the State level. The two States for the study included Uttar Pradesh and Jharkhand.

At the Union level, the study analysed the budgetary provisions and institutional arrangements for improving public access to various media in the two select government Ministries and the Ministry of Telecommunication. The analysis captures the fund allocation through budgetary provisions as well as the perceptions of the government officials at the policy making level.

At the State level, the study gets further disaggregated to three levels – the State government departments, their counterparts at the district level and the impact at the final implementation level, the villages. In both the States, the study focuses on the Department of Information and Public Relations and the Department of Information Technology. Here, the budgetary allocations were analysed and the perception of the government officials were captured. At the district level, along with the key departments, some line departments, closely linked to people's standard of living, such as the Department of Social Welfare, Women and Child Development and Health, Medical Education and Family Welfare were also analysed. Apart from budgetary analysis, the study attempts to analyse the problems encountered by the government officials in the process of information dissemination and the areas that need to be focused upon.

Further, at the village level, the study tries to assess the implementation and impact of various government policies regarding information dissemination and publicity of programmes and policies on the lives of the people. The study captures the perceptions of the local villagers as well as the representatives of the panchayati raj institutions – the local self-government.

This study consists five chapters which have been generated as an outcome of this research. These are:

1. Overview of Union Budgets to Promote Public Access to Media
2. Assessment of Initiatives of Union Govt. Departments to Promote Public Access to Media (A Ready Reckoner)
3. Union Government Budgetary Provisioning for Digitisation of Media
4. Budgetary Provisions and Institutional Arrangements to Promote Public Access to Media at the State Level: A Case Study of Uttar Pradesh
5. Budgetary Provisions and Institutional Arrangements to Promote Public Access to Media at the State Level: A Case Study of Jharkhand

II. Promoting Public Access to Media – An Overview of Union Budgets

1. Introduction

In a fast globalising world, the means of communication and information transfer have emerged as one of the key infrastructural pillars. The capacity of an economy to grow and develop is, to a large extent, determined by the communication infrastructure it has and the efficiency with which such infrastructure is being utilised.

It has been documented both in the New Telecom Policy 1999, and the 11th Five Year Plan document that the "government recognises that provision of world class telecommunications infrastructure and information is the key to rapid economic and social development of the country. It is critical not only for the development of the Information Technology industry, but also has widespread ramifications on the entire economy of the country".

Traditionally, in India, information dissemination among the masses has been the responsibility of the Ministry of Information and Broadcasting (MoIB), fulfilled through the twin institutions, namely, Doordarshan (DD) and the All India Radio (AIR), which since 1997 have formed the constituents of the statutory autonomous body – Prasar Bharati. The Prasar Bharati enjoyed monopoly in broadcasting till very recently with near absence of private sector broadcasters. However, in the liberalised regime, things have started changing with the entry of foreign and domestic private players. Moreover, with innovation and emergence of new means of communication like mobiles and internet, the role of the Department of Telecommunications (DoT) and the Department of Information Technology (DoIT) has become very important and these two departments have emerged as important participants in the policy making and implementation process in the communication and information technology sector.

In fact, the role played by the three arms of the Government, viz. MoIB, DoT and DoIT, in dissemination of information is complementary and mutually reinforcing. Thus, it becomes important to study the growth of these institutions in India and the role played by each in rising up to the challenges thrown in by the information and communication technology (ICT) revolution in the 21st century. The developments in this sector have important social and economic implications in developing countries such as India, especially for 'inclusive growth'.

In this chapter, we attempt to study the trends and patterns in budgetary support by the Union Government in the area of information and broadcasting, telecommunication and information technology. We analyse the budgetary trends over a 12-year period, from 2000-01 to 2011-12. The comparable data for all the three departments is available since 2000-01 as the DoIT was constituted only in the year 2000-01, first as a separate ministry and then as a department in the Ministry of Communications and Information Technology in the year 2002-03.

2. The Ministry of Information and Broadcasting

The main division in the Ministry of Information and Broadcasting (MoIB) is the Prasar Bharati – the public service broadcaster. It is an autonomous body established under the Prasar Bharati Act and came into existence in the year 1997 with two constituents, namely, the All India Radio (AIR) and the Doordarshan (DD) which were earlier operating as media units under the Ministry. The major objectives of the Prasar Bharati Corporation as laid out in the Prasar Bharati Act, 1990 are as follows:

- To safeguard citizens' rights to be informed on all matters of public interest by presenting a fair and balanced flow of information;
- To pay special attention to the fields of education and spread of literacy, agriculture, rural development, environment, health & family welfare and science & technology;
- To create awareness about women's issues and take special steps to protect the interests of children, aged and other vulnerable sections of the society;
- To provide adequate coverage to diverse cultures, sports and games and youth affairs;
- To promote social justice, safeguarding the rights of working classes, minorities and tribal communities.

Box II.1 Prasar Bharati

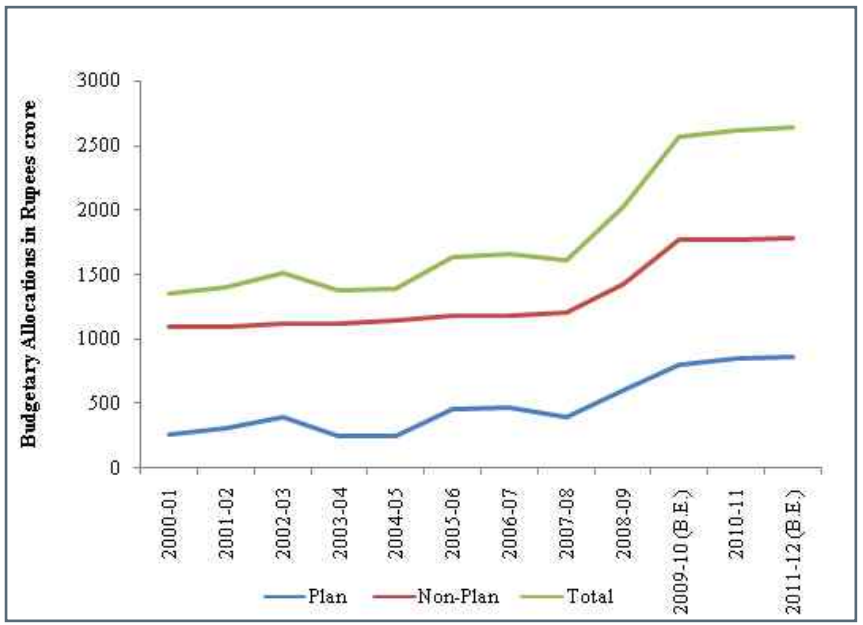
The Prasar Bharati, India's public service broadcaster, came into existence on November 23, 1997 following the passage of the Prasar Bharati (Broadcasting Corporation of India) Act, 1990. The Prasar Bharati comprised of the Doordarshan (DD) and the All India Radio (AIR) as its two constituents. The mandate of the corporation is to "organise and conduct public broadcasting services to inform, educate and entertain the public and to ensure a balanced development of broadcasting in the country".

The Prasar Bharati bill was first introduced in 1979, which was based on the report of the Verghese Working Group. However, it did not see the light of the day. It was then followed by the second draft bill, which was finally adopted in 1990.

The Prasar Bharati Corporation, with DD and AIR as its components, was created to give more autonomy to these media wings in decision making and reduce Government control. Today, it is one of the largest terrestrial networks in the world.

For the MoI&B, it may be noted that the bulk of the expenditure has through all these years been in the category of Non-Plan expenditure. This is shown in Figure II.1 below. While in the year 2000-01 this amounted to nearly Rs. 1100 crore, it increased to Rs. 1768 crore by the year 2010-11. In comparison, the Plan expenditure amounted to around Rs. 257 crore in 2000-01, which increased to Rs. 850 crore in 2010-11. It may be noted that there is a marked increasing trend visible since the year 2007-08 when the budgetary allocations increased from Rs. 1610 crore in 2007-08 to Rs. 2618 crore in 2010-11. This increase shows the increased allocations for the MoI&B during the 11th Five Year Plan and the allocation towards digitisation of DD and AIR.

Figure II.1 Ministry of Information and Broadcasting: Budgetary Allocations (2000-01 to 2011-12)



Source: Compiled from Expenditure Budget, Vol. II, Ministry of Information and Broadcasting, various issues

This budgetary support is allocated to various sub departments or divisions. The main expenditure heads include:

- Films,
- Certification of cinematographic films,
- Research and Training in Mass Communication,
- Advertising and Visual Publicity,
- Press Information Services,
- Song and Drama Division,
- Grants-in-aid to Prasar Bharati,
- Loans to Prasar Bharati, among others.

Out of the total, the major share of allocations in the budget has been towards the grants-in-aid and loans to Prasar Bharati, which are provided, respectively, to cover the gap in resources in meeting the revenue expenditure and to finance the capital expenditure. Table II.1 below gives an idea of the budgetary support specifically to the Prasar Bharati institutions, DD and AIR, over the years.

Table II.1 Plan Outlay for the Prasar Bharati components (in Rs. crore)

Sector	1999-2000 (RE)	2000-01 (RE)	2001-02 (RE)	2002-03 (RE)	2003-04 (RE)	2004-05 (RE)	2005-06 (RE)
Doordarshan	400.34	483.18	519.81	584.9	449.8	300	725.21
Sound Broadcasting	107.5	145.62	177.52	185.5	163.36	127	143.5
Total	560.31	683.39	741.06	808.54	808.54	460.07	932.81

Note: The figures include the IEBR component
Source: Performance Budget, Ministry of Information and Broadcasting, various issues.

Table II.1 above gives figures for the Plan outlay for only the DD and the Sound Broadcasting sectors. The other two sectors for which the figures are not included here are the Film Media and Information Media. These two components occupy a small share in the allocation for the Ministry, amounting to around 10 per cent of the total Plan outlay. It may be seen that the share of DD remains consistently around 70 per cent of the total Plan outlay for the Ministry. The share of Sound Broadcasting remains at around 20 per cent except for the years 2004-05 and 2005-06. DD has played an important role in bringing audio-visual entertainment and news to the people reaching about 92 per cent of the population through a network of 1,414terrestrial transmitters. The AIR today has 231 stations in its network covering almost the entire country. The total radio coverage by population has reached 99.13 per cent.

As noted in the 11th Plan document, the share of I&B sector in total employment, income, and investment has gone up significantly. The entertainment and media service sector, which comprises television, films, radio, and internet advertising, among others, has consistently been performing well. The compound annual growth rate (CAGR) in terms of revenue generation for television is recorded at 22 per cent and that for radio it is 28 per cent since the year 2004. Recognising the important role played by the public service broadcaster and the changing environment in which it has to function, the 11th Plan document envisaged its role in following terms:

- Public Service broadcasting should focus on developmental programmes of the Government and generation of social awareness.

- Reorganisation of Prasar Bharati.
- With the re-emergence of radio as a medium of profound reach and impact, especially FM radio, AIR needs to forge partnerships with private FM players to expand and effectively utilise this medium.
- Facilitating emergence of India as an important source for high-quality animation-based content.

The Prasar Bharati has been going through rough times over the past few years. The doubts over financial viability of Prasar Bharati led to filing of an affidavit by the Government in the Supreme Court in 2005 stating that Prasar Bharati is financially unviable and would remain so. This was followed by the issue of financial irregularities. Thus, there was a general dissatisfaction among the employees, with National Federation of Akashwani and Doordarshan Employees (NFADE), an employees' organisation, even seeking a repeal of the Prasar Bharati Act 1990 on the ground that it has no relevance in today's context.

AIR and DD continue to suffer from shortage of trained manpower. According to one study, a total of 46 low power transmitters are at present relaying partial transmission and activities at 22 DD studio centres are limited. Similarly, a total of 24 AIR stations in different parts of the country are only working as relay kendras, while another five are technically ready but not commissioned because of shortage of trained operation and maintenance staff. Some of the AIR transmitters are working sub-optimally as they have outlived their useful life of 20 years.

The Group of Ministers (GoM) attached to Prasar Bharati, reconstituted in 2010 recommended that the level of Government support should be maintained for the public service broadcaster for the next five years from 2010-11 to 2014-15.

However, the GoM has also said that 50 per cent of the annual operating expenses of the Prasar Bharati should be borne by the pubcaster (i.e. public broadcaster) from its internal extra budgetary resources while the remaining 50 per cent will come from Government grants. The GoM stated that Plan capital funding by Government to the pubcaster may be in the form of grant-in-aid and not in the form of loan. The loan-in-perpetuity and capital loan should be converted into grants, and the interest on loan-in-perpetuity, capital loan and penal interest be waived-off.

The Report of the Standing Committee on Information Technology (tabled in the Parliament in February, 2011) noted that the Ministry had been silent on the steps to be taken, as recommended by the Committee, to streamline the procurement procedure and to address various impediments, which are affecting the functioning of PrasarBharati. The Committee observed that despite getting a major chunk of allocation from the MoIB, the utilisation of outlay by PrasarBharati during the years 2008-09 and 2009-10 had been

highly unsatisfactory. The Committee also found that the steps taken by the MoIB towards financial and capital restructuring and the recruitment and service conditions for the employees were delayed and unsatisfactory. The Committee further expressed concern over the non-implementation of important provisions made under the Prasar Bharati Act, and emphasised the need for having a comprehensive look at the provisions of the Prasar Bharati Act.

The 11th Plan document emphasises the need to build infrastructure in the information and broadcasting sector and notes that "the growth potential of various media units needs to be harnessed fully to place broadcasting economy on a high growth path. The media units have an immense role to play in education, entertainment, and information dissemination. For a sustained growth in these areas, appropriate content, technology, and policy initiatives have to be evolved". Accordingly, it lays emphasis on competitive and cost effective ways for innovation and development of new technologies through a Public Private Partnership (PPP) model. The Plan document specifically notes the following initiatives in this area:

- Building up a Centre of Excellence for animation, gaming, and special effects through PPP mode projects.
- Establish an International Channel through PPP.
- Private players' entry in the DD transmission network for providing mobile solutions and terrestrial transmission to be preferred through PPP route.

3. The Department of Telecommunications

There has been a particular emphasis by the Government on the development of telecommunications sector in India. The first of these efforts in the post-liberalisation India can be traced back to the National Telecom Policy (NTP) 1994. At the time, India not only lagged behind fast developing countries such as China, but also fared poorly than many other developing countries such as Malaysia, which is economically at a lower pedestal than India. The telephone density in India was about 0.8 per hundred persons as against the world average of 10 per hundred persons. Accordingly, the NTP 1994 set the following objectives:

- Provision of telecommunication for all and telecommunication within the reach of all; provision of world class services at affordable prices;
- Provision of universal service covering all villages as early as possible. That is, provision of access to all people for certain basic telecom services at affordable and reasonable prices;

- Provision of quality telecom services, satisfying world standards, with special attention to removal of consumer complaints, dispute resolution and public interface;
- Ensuring that India emerges as a major manufacturing base and major exporter of telecom equipment.

With fast paced developments and innovations in the communication sector and the increasing integration of world economies, there were new challenges at the threshold of the 21st century. In the new and changed scenario, the New Telecom Policy 1999 was formulated, which helped transform the Indian telecom sector into a globally competitive sector. It aimed for:

- Making available affordable and effective communications for the citizens;
- Providing balance between the provision of universal service to all uncovered areas, including the rural areas, and provision of high-level services capable of meeting the needs of the country's economy;
- Encouraging development of telecommunication facilities in remote, hilly and tribal areas of the country;
- Converting PCO's, wherever justified, into Public Tele info-centres having multimedia capability like ISDN services, remote database access, government and community information systems etc.
- Achieving efficiency and transparency in spectrum management

Figure II.2 below shows the trend of budgetary allocations for the Department of Telecommunications over a 12-year period from 2000-01 to 2010-11. Although the trend is not uniform over the years but since 2006-07 a clear rising trend can be observed. It may be noted that most of the expenditure is in the category of Non-Plan expenditure, with the Plan expenditure being negligible throughout the period. This shows that most of the spending by the Government is in the nature of revenue expenditure, that is, essentially on salary and maintenance rather than on acquisition of new capital equipment or capital investment.

On a detailed analysis of the expenditure sub-heads, it is noted that a consistently high share of allocation has been towards the Centre for Development of Telematics (C-DOT).

Box II.2 The Centre for Development of Telematics (C-DOT)

C-DOT is the telecom technology development centre of the Government of India. It was established in August 1984 as an autonomous body. The initial mandate of the Centre was to design and develop digital exchanges but gradually it expanded in the area of telecommunication and is a premier telecommunication research and development centre in the country.

One of the initial projects of the Centre during the early 1980s in the field of rural telecommunications was the C-DOT Rural Automatic Exchanges (RAXs)

Among many schemes currently being planned and operated during the 11th Five Year Plan period by C-DOT are two of its major programmes, namely the shared GSM Radio Access Network and the MAX-NG programme. The shared GSM Radio Access Network is being developed for rural India and aims at giving boost to business in the rural areas. The MAX-NG programme targets the north eastern region of India. It aims at revamping the fixed line infrastructure in the region and providing the region with the VoIP and broadband services.

As can be seen in Figure II.2 below, the budgetary allocations remained at low levels until the year 2003-04 and then there was a sudden rise in the allocations in 2004-05.

Figure II.2 Department of Telecommunications: Budgetary Allocations for the period 2000-01 to 2011-12

Source: Compiled from Expenditure Budget, Vol. II, Department of Telecommunications, various years.

The budgetary allocation reached a high of around Rs. 5400 crore in 2004-05 from a meagre amount of Rs. 433 crore in 2003-04. This coincided with the Broadband Policy 2004, which aimed at "creation of infrastructure through various access technologies which can contribute to growth and

can mutually coexist" The Broadband Policy 2004 was initiated "recognising the potential of ubiquitous Broadband service in growth of GDP and enhancement in quality of life through societal applications including tele-education, tele-medicine, e-governance, entertainment as well as employment generation by way of high speed access to information and web-based communication". After a sudden rise in allocations in 2004-05, there was a decline and the allocations remained at a lower level till 2008-09. However, in 2010-11 the budgetary allocations reached a high of Rs. 7700 crore, with a rise in the share of Plan outlay and a decline of Non-Plan outlay. This indicates that the expenditure being incurred is increasing in the category of capital expenditure rather than the recurring revenue expenditure.

It may also be noted that the 11th Five Year Plan has given special emphasis to the development of state-of-the-art telecommunication infrastructure for achieving more inclusive growth. India had the second largest network of telephone connections among emerging economies at the end of December 2009, increasing from a mere 84000 connections at the time of Independence. However, in the process, the problem of widening digital divide has also emerged. The 11th Plan seeks to achieve a faster and more inclusive growth in the sector with the following specific targets for the plan period:

- To reach a telecom subscriber base of 600 million.
- To provide 200 million rural telephone connections by 2012, that is to reach a rural tele-density of 25 per cent.
- To provide telephone connection on demand across the country at an affordable price.
- To reach a target of 20 million broadband connections and 40 million Internet connections by 2010 as envisaged in Broadband Policy 2004.
- To provide Third Generation (3G) services in all cities/towns with more than 1 lakh population.
- To provide broadband connectivity to every secondary school (SS), health centre, Gram Panchayat (GP) on demand in two years.

There has been a phenomenal growth in the tele-density in the country, which is an indicator of telecom penetration, increasing from 7 per cent in 2004 to 66 per cent in December 2010. While in urban areas it increased from around 21 per cent in 2004 to 148 per cent in December 2010, in rural areas it increased from more than 1 per cent to around 31 per cent over the same period. As urban areas have saturated, the focus has shifted towards the rural areas with the Government taking various measures under the Universal Service Obligation Fund (USOF) for expansion of mobile network in remote rural areas.

Box II.3 Universal Service Obligation Fund (USOF)

The USOF was launched in 2002 which aimed at providing access to basic telegraph services to people in the rural and remote areas at affordable and reasonable prices. The achievements under the USOF scheme include:

- As on 31st December 2010, about 5.7 lakh (96%) villages were covered by VPTs.
- Under Bharat Nirman Programme, of the 62302 remaining villages, 61985 were covered up to 31st December 2010.
- Infrastructure sharing scheme to set up 7363 towers spread over 500 districts of 27 states of the country has been implemented. About 7236 towers set up as on December 31, 2010.

The mid-term appraisal of the 11th Plan shows that most of the targets set in the Plan have been achieved by the Department. Table II.2 below shows the targets and achievements in the Telecom sector as per the mid-term appraisal of the 11th Five year Plan.

Table II.2 Targets and Achievements in Telecom Sector – Mid-term Appraisal of 11th Five Year Plan

Eleventh Plan Broad Physical Targets in Telecom Sector	Achievements/Status as on December 2009
To reach a telecom subscriber base of 600 million	Total no. of telephone connections: 562.15 million. Overall tele-density 47.88
To provide 100 million rural telephone connections by 2010 and reach 200 million connections by 2012; to achieve rural tele-density of 25 per cent.	No. of rural connections added is 174.53 million and present rural teledensity is 21.16 per cent.
To provide telephone connections on demand across country at an affordable price (Broadband Policy 2004)	Almost achieved.
Facilitate introduction of mobile TV	Introduced on experimental basis in Mumbai and Delhi

To provide broadband connectivity to every secondary school, health centre, GP on demand in two years	Programmes initiated
Establishing Telecom Centres of Excellence (TCOE) in premier educational institutions and other reputed organisations in the country in PPP mode	Under Telecom Development and Investment Promotion (TDIP) 7 TCOE have been set up in PPP mode in various areas of telecom sector.

Source: Taken from the Mid-term Appraisal of 11th Five Year Plan document.

With infrastructure needs being huge, and the investment required large, many developing countries have been taking the PPP route to finance their infrastructure development. For example, China has developed the road infrastructure through PPP mode, Argentina has developed its power sector and Brazil has used the PPP model for development of telecommunication sector.

India too has huge infrastructure needs and investment requirements are quite high. As these requirements could not be fully met by the Government exchequer, there was a policy decision taken by the Government as part of the 1991 structural reforms that private participation would be encouraged. The 11th Plan document notes that that there are deficits in the Telecom/IT sector where only 18 per cent of the market has been accessed, the hardware used is obsolete and there is acute human resource shortage. In this context, the 11th Plan document underlines the need for "establishing centres of excellence in premier educational institutions and other reputed organizations in the country in PPP mode, which focus on emerging areas such as Next Generation Networks (NGN), Wireless Broadband, Telecom Network Security, etc. Special intervention is required to connect rural areas for providing voice and data connectivity. Further, the 11th Plan notes that there should be a co-ordinated approach to promote PPPs for R&D activities in telecom equipment.

According to the Private Participation in Infrastructure (PPI) Database of the World Bank (2010), India is among the top countries in the list of developing countries attracting private sector participation.

According to the PPI Database, as given in Table II.3, the transport sector attracted private participation in maximum number of projects over the years. The Telecom sector accounts for only 9.5 per cent of total projects over a period of 20 years – from 1990 to 2009.

Table II.3 Number of Projects with Private Participation in Infrastructure in India (1990-2009)

Financial Closure Year	Energy	Telecom	Transport	Water and sewage	Total
1990	0	0	1	0	1
1991	1	0	0	0	1
1992	2	0	0	0	2
1993	3	0	0	0	3
1994	1	4	1	0	6
1995	6	10	0	0	16
1996	6	6	4	0	16
1997	2	4	6	0	12
1998	7	2	8	0	17
1999	8	0	13	0	21
2000	8	0	1	1	10
2001	2	8	4	1	15
2002	4	0	8	0	12
2003	6	0	17	0	23
2004	9	0	6	1	16
2005	3	0	13	1	17
2006	16	0	53	0	69
2007	13	0	34	5	52
2008	17	0	15	2	34
2009	23	2	11	1	37
Total	137	36	195	12	380

Source: Private Participation in Infrastructure (PPI) Database, World Bank (2010).

Table II.4 Private Investment in Infrastructure projects in India (1990 to 2009) (in US $ million)

Year of Investment	Energy	Telecom	Transport	Water and sewage	Total
1990	0	0	2	0	2
1991	614	0	0	0	614
1992	13	0	0	0	13
1993	1,051	0	0	0	1,051
1994	311	97	125	0	533
1995	1,008	683	0	0	1,691
1996	1,553	1,229	182	0	2,964
1997	970	3,827	405	0	5,201
1998	1,066	673	296	0	2,035
1999	2,500	1,045	467	0	4,012
2000	1,954	682	30	0	2,665
2001	235	3,445	343	2	4,026
2002	386	4,615	715	0	5,717
2003	835	1,733	550	0	3,118
2004	4,144	3,511	1,117	111	8,883
2005	755	6,044	1,417	0	8,216
2006	5,296	6,829	9,829	0	21,954
2007	9,886	7,469	3,988	142	21,485
2008	12,666	9,853	5,566	76	28,161
2009	22,872	9,532	3,630	24	36,057
Total	68,115	61,266	28,661	355	158,397

Source: Private Participation in Infrastructure (PPI) Database, World Bank (2010).

Table II.4 gives the investment in infrastructure projects in India through private participation. In terms of the total investment in projects by private sector, energy sector's share stands highest at US $ 68,115 million over the 20 year period, while Telecom sector stood second with an investment of US $ 61,266 million which amounts to about 39 per cent of the total private sector investment.

4. The Department of Information Technology

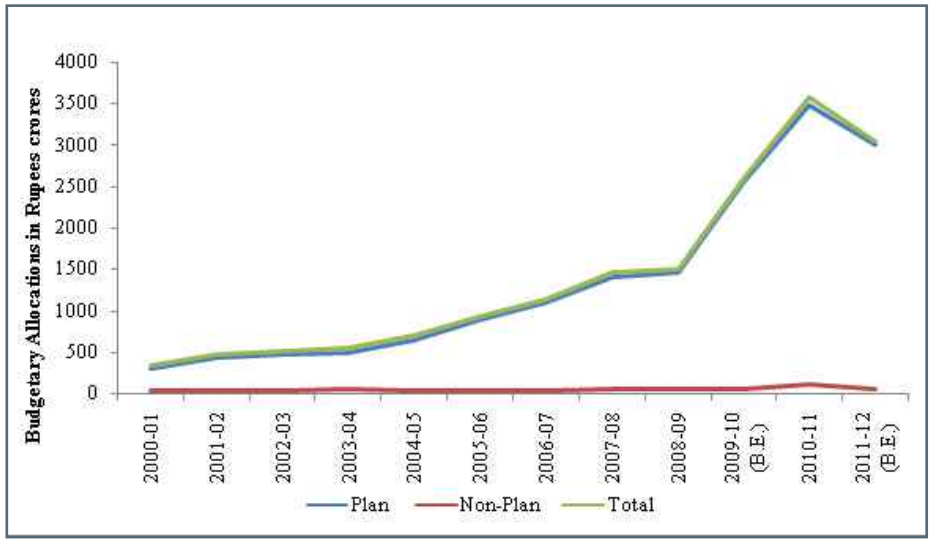
The main objective envisaged for setting up the Department of Information Technology (DIT) is the "e-Development of India through a multi-pronged strategy of e-Infrastructure creation to facilitate and promote e-governance, promotion of Electronics & Information Technology- Information Technology Enabled Services (IT-ITeS) Industry, providing support for creation of Innovation / Research & Development (R&D), building Knowledge network and securing India's cyber space". Thus, the specific objectives of the DIT include:

- E-Government: Providing e-infrastructure for delivery of e-services.
- E-Industry: Promotion of electronics hardware manufacturing and IT-ITeS industry.
- E-Innovation/R & D: Providing support for creation of innovation infrastructure in emerging areas of technology.
- E-Education: Providing support for development of e-skills and knowledge network.
- E-Security: Securing India's cyber space.

The major initiatives taken as part of the 11th Plan includes the ambitious National e-Governance Plan (NeGP) to ensure better and more inclusive governance. Other initiatives include the National Knowledge Network (NKN), the Information Technology Research Academy (ITRA), and Skill Development in IT, which plans to train 10 million persons by 2022, and is an important component of the National Skill Development Policy.

The Department of Information Technology was earlier established as a separate ministry but since 2002-03, it has been operating as a department under the Ministry of Communication and Information Technology. As can be observed from Figure IV almost the entire allocation has been under Plan expenditure, which implies that the emphasis of Government spending has been more on creation of capital assets. There has been a steady rise in the budgetary support to the DIT. The budgetary allocations increased from about Rs.326 crore to Rs.2582 crore over the 11 year period – from 2000-01 to 2010-11. The Non-Plan expenditure has remained close to negligible throughout this period. It may be noted that there is a clear rising trend since the year 2003-04, which indicates the increasing emphasis on the use of technology.

Figure II.3 Department of Information Technology: Budgetary Allocations for the period 2000-01 to 2011-12



Source: Compiled from Expenditure Budget, Vol. II, Department of Information Technology, various years.

The allocations have been steadily increasing over the years. The bulk of the allocations in the initial years were devoted to the development of National Informatics Centre (NIC), which is the nodal organisation providing network backbone and e-governance support to the Central Government departments, States, UTs and District administrations. The allocations to the NIC in 2000-01 amounted to about Rs.136 crore, which increased to Rs.192 crore in 2004-05 and further to around Rs.360 crore in 2008-09. After 2008-09, there is a steep rise in the allocations, rising up to a level of Rs.3576 crore in 2010-11.

The other expenditure heads include the Standardisation Testing and Quality Certification programme (STQC), the Society for Applied Microwave Electronics Engineering and Research (SAMEER), Centre for Development of Advanced Computing (C-DAC), Community Information Centre's (CICs) and other schemes like Software Technology Parks of India (STPI), Media Lab Asia, IT for Masses, Special IT projects among others.

However, since 2004, the highest proportion of the total budgetary allocations in the Department of Information and Technology is being devoted to the e-Governance scheme. With the introduction and approval of the National e-Governance Plan (NeGP) in 2006 the objective of e-Governance has been to make all Government services accessible to the common people their locality.

Box II.4 The National e Governance Plan (NeGP)

The NeGP aims to:

"Make all Government services accessible to the common man in his locality, through common service delivery outlets, and ensure efficiency, transparency, and reliability of such services at affordable costs to realise the basic needs of the common man"

The NeGP was approved by the Government on May 18, 2006. It has a three tier structure with Common Service Centres (CSCs) being the front-end delivery points; common at support infrastructure as the second tier with State Wide Area Networks (SWANs) and State Data Centres (SDCs); and the third tier comprising Mission Mode Projects (MMPs). It covers 27 Mission Mode Projects (MMPs) and 8 Support Components to be implemented at the Central, State and Local Government levels. It seeks to create the right governance and institutional mechanisms, and set up core infrastructure and policies, which would facilitate implementation of various programmes and projects of the Government.

The allocation to the e-Governance scheme in the year 2004-05 amounted to about Rs. 175 crore which increased to Rs. 519 crore in 2008-09 and according to the budget estimates (BE) for the year 2009-10 the allocations stand at Rs. 810 crore.

Prior to the launch of NeGP, there had been a number of initiatives undertaken in the sphere of e-governance, as also in the sphere of m-governance, by various State Governments. These included:

(i) Government to Citizen (G2C) initiatives,

(ii) Government to Business (G2B) initiatives and

(iii) Government to Government (G2G) initiatives.

Some of the exemplary e-governance initiatives have been the citizen centric Government to Citizen (G2C) initiatives. Some noteworthy projects among these are – the Mahatma Gandhi National Rural Employment Guarantee Act's (MNREGA's) Monitoring and Information System (MIS), *Bhoomi* project pertaining to land records launched in Karnataka, *e-lokshahi* initiated in the Jalgaon district of Maharashtra, *Gyandoot* network launched in the year 2000 in the Dhar district in Madhya Pradesh, *Jaankaari* initiative – the first of its kind to bring RTI to the masses launched in Bihar, Sanjog helpline launched in Orissa, *e-Gram* and *e-Mitra* projects initiated by the Government of Rajasthan, *lokvani* project – a Public-Private-Partnership (PPP) project launched in the Sitapur district in Uttar Pradesh, e-procurement projects launched in Andhra Pradesh and Gujarat, among others.

a) *e-Governance* initiatives

a.1) The *Bhoomi* project is an attempt made by State Government of Karnataka with support from Ministry of Rural Development,

Government of India for computerisation of land records. Under the *Bhoomi* e-Governance project, all 20 million land records of 6.7 million land owners in 176 taluks of Karnataka have been computerised. *Bhoomi* has reduced the discretion of public officials by introducing provisions for recording a mutation (recording in the revenue record the transfer of title of the property from one person to other) request online. Farmers can now access the database and are empowered to follow up.

a.2) Another such initiative is by the District administration of Jalgaon in Maharashtra, which has received the award of excellence in the District category for developing an integrated voice response system – e-Lokshahi. This provides twenty-four hour online public grievance redressal system and Frequently Asked Questions (FAQ) forum. The efforts towards establishing e-Lokshahi started in 2008, with the core objective of establishing a citizen centric transparent administration.

a.3) Similarly, the *Gyandoot* project has received the Stockholm Challenge IT Award 2000 in the Public Service and Democracy category, describing it as "a unique government-to-citizen Intranet project ... with numerous benefits to the region, including a people-based self-reliant sustainable strategy". The project also was awarded the CSI-TCS National Award for Best IT Usage for the year 2000. The goal of the *Gyandoot* project has been to establish community-owned, technologically innovative and sustainable information kiosks in a poverty-stricken, tribal dominated, rural area of Madhya Pradesh. The services offered at the kiosks include agriculture produce auction centre rates, copies of land records, on-line registration of applications, on-line public grievance redress, village auction site, etc. Other services offered at the kiosks include on-line matrimonial advertisements, information regarding Government programmes, a forum for school children to ask questions, ask an expert, e-mail free for information on child labor, child marriage, illegal possession of land belonging to Scheduled Tribes, etc.

a.4) The *e-Mitra* Project launched by of the Government of Rajasthan is aimed at providing various citizen-centric services of various Government departments in an integrated form through service and information delivery centres. Incidentally, the e-Mitra Project is based on a Public Private Partnership (PPP) model and managed by the Facility Management Service Provider on behalf of the District e-Governance society and the Local service providers (private partners) who run the centres/kiosks.

a.5) Similarly, there is the *Sanjog* Help-Line, which is initiated by the Government of Orissa. It is a single window, centralised grievance redressal system.

b) *m-Governance* initiatives

In addition to the above discussed citizen-centric governance initiatives, there have been efforts to move towards *m-governance,* though such initiatives are in the experimental stages.

b.1) One of the successful initiatives in *m-governance* is the SMS service for farmers in Haryana disseminating information desired by the farmers.

b.2) Another effort in the sphere of m-governance seeks to shift the MGNREGA processes to mobile phones. This is being operated as a pilot project by the Government of West Bengal in 54 GPs with the help of United Nations Development Programme (UNDP).

b.3) One of the recent efforts include an initiative in the field of mobile banking – the launch of the facility of money transfer using cell phones through the National Payment Corporation of India's Inter-bank Mobile Payment Service (IMPS).

It may be noted that many of the NeGP projects are using the PPP model. The 11th Plan document notes that the policy should be to encourage State Governments to initiate major citizen-centric mission projects under NeGP, preferably in the PPP mode. It further notes that a policy needs to be put in place to set up Hardware Manufacturing Cluster Parks (HMCPs) in private sector, public sector or PPP and to co-locate the inter-dependent units in the same complex.

Table II.5 shows the allocation among the major expenditure heads in the DIT at four points in time.

Table II.5 Budgetary Allocations to major Schemes/Sub-departments in the Department of Information Technology

(in Rs. Crore)

Expenditure Heads	2000-01	2004-05	2008-09	2010-11
NIC	136	192	360	628
SAMEER	9.6	21	30	41
STQC	19	27	35	61
C-DAC	8	43	109	163
Other Schemes	18	7	-	-
CICs	-	5	-	-
e-Governance	-	175	519	526
Total Allocation	326	685	1495	3576

Source: Compiled from Expenditure Budget, Vol. II, Department of Information Technology, various issues.

It may be noted from Table II.5 that in 2000-01, the allocations to the NIC amounted to nearly 42 per cent of the total budgetary allocations to the DIT. By the year 2004-05, the proportion of the total budgetary allocation to the NIC had decreased to about 28 per cent and the e-Governance scheme accounted for nearly 25 per cent of the share. However, it may be seen that by 2008-09 the share of NIC has remained at about 24 per cent and on the other hand the e-Governance Plan accounted for nearly 34 per cent of the share of the total budgetary allocations to the DIT. This trend has further continued as far as the share of NIC is concerned, which came down to about 17 per cent in 2010-11. However, for the year 2010-11 there is a sudden decline in the share of allocations to the e-Governance plan which reduced to about 15 per cent. The scheme that visibly gained and cornered the increasing budgetary allocation to the Department was the National Knowledge Network, a scheme launched to connect the knowledge institutions across the country with multiple gigabit bandwidth. The allocation for this scheme increased from Rs.54 crore in 2008-09 to about Rs.1226 crore in 2010-11.

5. Conclusion

Thus, a 12 year analysis of the trends in the budgetary support clearly indicates that in all the three areas– information and broadcasting, communications and information technology – the Government investment has increased. The allocations in all the three departments have seen an increase in the 11th Five Year Plan period. The need for more innovative and user friendly means of communication have become very important in the globally integrating world.

In the light of this, increasing investment in such areas is a conscious policy decision by the Government in the wake of the changes that can be witnessed in a post-reform, and more liberalised India. However, the increasing investments have also made it necessary to explore new sources of investment. The Report of the Administrative Reform Commission (ARC) notes the need and importance of the use of Public Private Partnership model in this sphere. The Report notes that in various e-Governance initiatives, especially the Government to Citizens initiatives, by the Government, the PPP model can enhance the reach of the projects and ensure financial viability of the projects.

III. Assessment of Initiatives by Union Govt. Departments to promote Public Access to Media: A Ready Reckoner

Table III.1 Department of Information Technology

Scheme/ Sub-Dept.	Objective	Outcome Budget		Annual Plan (2010-11)
		Policy Framework	Policy Initiatives /Deliverables	
Media Lab Asia	The aim of this company is to bring the benefits of ICT to daily lives of common people in the areas of education, empowerment of the disabled, healthcare & livelihood generation.	Development and deployment of ICT based models in these thrust areas of livelihood generation, empowerment of the disabled, healthcare and education.	Projects will be introduced in the following areas: ICT – Education, ICT – Empowerment of Disabled, ICT-Livelihoods, and ICT-Healthcare.	**Shruti-Drishti** (Text to Speech & Text to Braille), a special web browser for visually impaired has been deployed along with support and training in 40 visually impaired women/co-ed schools throughout the country. It is benefitting 4081 blind students (including 2314 female blind students) and 80 teachers.
				Punarjjani: A web based tool to aid the teachers for the progress assessment and evaluation of the Mentally Retarded (MR) children and analysis of the results has been developed. The tool has been deployed in 8 schools in the state of Kerala on a pilot basis and is benefiting more than 800 MR students.
				Chanderi weavers ICT resource centre in Chanderi, MP: The project aims at providing various livelihood and soft skills through ICT based empowerment and facilitation of textile weavers in Chanderi community.
				eGalla: It is an affordable retail management system. It is a solution designed to address the needs of the unorganised retail sector.

Scheme/ Sub-Dept.	Objective	Outcome Budget		Annual Plan (2010-11)
		Policy Framework	Policy Initiatives /Deliverables	
				Computer aided teaching tool has been deployed to enhance the concept clarity and interest in the learning process in 100 rural schools of Mizoram
				Development of a set of alternative ICT models based on a study and analysis of the major ICT initiatives in agriculture in India to meet the information need of the Indian farmers.
				Interactive Portal for Livelihood Generation of Migrant Workers: The migrant worker's portal aims at computerizing the process of livelihood generation and training of the unorganised sector workers and fulfilling the requirement of the client (contractor/recruiters/ household) through front level agencies such as NGOs, SHGs, hardware shop owners & PCO operators etc.
				A comprehensive satellite/internet based national network for education, training and empowerment of the disabled.
				SAMBHAV: National Resource Centre on Disability - 'Sambhav', provides the facilities for demonstration and practical use of the displayed items by persons with disabilities.

Scheme/ Sub-Dept.	Objective	Outcome Budget		Annual Plan (2010-11)
		Policy Framework	Policy Initiatives /Deliverables	
				Pilot deployment of e-Dhanwanthari (web based tele medicine) was completed at 8 remote centres & 4 specialty centres in Kerala.
ICT projects for development of SC/ST				Training in IT for M.Ed & B.Ed degree holders among SC/STs in Kerala.
				Capacity building for training of women and ST youth in IECT in North East region - Mizoram.
				Training of 3491 qualified Women and SC/ST candidates in Tripura for preparing for NASSCOM Assessment of Competence (NAC) Test.
				Capacity Development of Tripura Youth in IT Entrepreneurships.
				Capacity Building, Education and Skills Development for 1680 Women and SC/ST in IT using Language Technology as medium.
ICT projects relating to empowerment of women				Advance level course in the area of ICT for improving the employability of Women Candidates, Gorakhpur, Uttar Pradesh.
				Women Empowerment through ICT - Kerala.
				Training of Graduate / Undergraduate Women Candidate for 'O' and 'A' level of

Scheme/ Sub-Dept.	Objective	Outcome Budget		Annual Plan (2010-11)
		Policy Framework	Policy Initiatives /Deliverables	
				DOEACC Course - Kolkata, Gorakhpur, Srinagar and Jammu. Chandigarh, Shimla, New Delhi, Lucknow.
				Skill enhancement computer training and resource centre in Women Colleges - Kerala.
				ICT enabled Anti-Poverty programme to create Women entrepreneurs in BPL families - Orissa.
				Capacity building for IT skill based economically weaker Women/SHG/Local Youth for Purba Medinipur district of West Bengal.
National e-Governance Plan (NeGP)	NeGP is an initiative to provide both horizontal and vertical connectivity to transform the socio-economic landscape of rural India and simultaneously bring significant improvement in the delivery of		e-Bharat: World Bank's Development Policy Lending entails rapidly-disbursing policy-based financing, which the Bank provides in the form of loans or grants to help a borrower address actual or anticipated development financing requirements. This	The Government has approved the Common Services Centres (CSCs) Scheme for providing support for establishing 100,000 CSCs in 600,000 villages of India. The objective is to develop a platform that can enable Government, private and social sector organisations, to align their social and commercial goals for the benefit of the rural population in the remotest corners of the country through a combination of IT-based as well as non-IT based services.
				e-Crantii, Jhansi Jan Suvidha Kendra: Some of the objectives are better

Scheme/ Sub-Dept.	Objective	Outcome Budget		Annual Plan (2010-11)
		Policy Framework	Policy Initiatives /Deliverables	
	public services by enhancing efficiency, transparency and reliability in government services.		lending aims to help a borrower achieve sustainable reductions in poverty through a programme of policy and institutional actions that promote growth, enhance well-being and increase incomes of poor people.	dissemination of Government information in the remotest corners of the state, extension of benefits of ICT to farmers, labourers, unemployed youth etc. **e-Bharat:** The DIT has been carrying out dialogue with World Bank for possible programmatic support for NeGP under the Bank's Development Policy Lending arrangement.
IT for Masses (Gender, SC/ST)	Upliftment of women and development of SC/ST using IT.	Capacity building of women and SC/ST through infrastructure development, training, & entrepreneurial creation of target groups in different States/ UTs.	To conceive and formulate projects for development of women and SC/ST.	–
ERNET India	To implement turnkey ICT projects for targeted user domains.		To facilitate access and dissemination of information on agriculture to the farming community.	–

Scheme/ Sub-Dept.	Objective	Outcome Budget		Annual Plan (2010-11)
		Policy Framework	Policy Initiatives /Deliverables	
Centre for Development of Advanced Computing (C-DAC)	C-DAC is a Society under the DIT, carrying out R&D in IT, Electronics and associated areas. Starting from its initial mission on building indigenous supercomputers, C-DAC has progressively grown to build an eco-system and institutional framework for innovation, technology development, skills development, delivery plans, collaboration, partnership and market orientation in a number of niche areas of national importance and market relevance in ICT and Electronics.	Recognising its societal role, C-DAC is seeking to step up the efforts in ICT research and innovation to maximise its impact on society. Towards this, C-DAC would initiate several activities/ projects to enhance the speed of technology absorption among the masses, contributing to bridging the digital divide.	These initiatives include the upliftment of India's North-East region by deploying a bouquet of advanced technologies from its R&D stable. This will also create new opportunities for the local population to exploit the benefits of IT in terms of infrastructure and employability. Other initiatives include training and skill set development for minorities and various activities initiated for women empowerment, etc	–

Table III.2 Department of Telecommunication

Scheme/ Sub-Dept.	Objective	Outcome Budget		Annual Report (2010-11)
		Policy Framework	Policy Initiatives /Deliverables	
Bharat Sanchar Nigam Limited (BSNL) Tribal Sub Plan	The main objectives of the Tribal Sub Plan areas are (i) to provide the telephone facility on demand in tribal areas (ii) to provide NSD facility to all exchanges in tribal areas and (iii) to provide public telephone in all tribal villages.	–	–	Annual Plan pays special emphasis on accelerated growth of telecommunication facilities under Special Component Plans in (1) North Eastern Region and (2) Tribal Sub-plan in Tribal Areas.
Universal Service Obligation Fund (USOF)	This is a separate fund set up under the Universal Service Policy (2002) for providing access to telegraph services to people	The activities undertaken by DoT under USO are geared towards augmenting the infrastructure and increasing telecom coverage in the rural and remote areas. Initially the	A Memorandum of Understanding (MoU) has been signed with BSNL for subsidy support from USO fund for Provision of Broadband Enabled Rural Public Service	–

Scheme/ Sub-Dept.	Objective	Outcome Budget		Annual Report (2010-11)
		Policy Framework	Policy Initiatives /Deliverables	
	in the rural and remote areas.	thrust of the activities by USOF was on providing public access to rural and remote areas which included operation & maintenance expenses towards Village Public Telephones (VPTs), support for provision of new VPTs in uncovered villages and for Rural Community Phones (RCPs). Subsequently the individual telephones (RDELs) were also provided subsidy support. To broaden the scope of USOF and to include mobile services, broadband, general infrastructure and pilot projects for induction of new technological developments in its ambit, Indian Telegraph Rules were amended in	Terminals (RPST) to eligible Women SHGs on pilot basis. Further, as an endeavour to address common impediments to rural ICT connectivity while simultaneously providing employment opportunities to rural women, it is proposed to undertake pilot projects for provision of ICT related rural services by SHGs. In this programme USOF and DoT also seek the participation of various stakeholders including inter alia mobile service providers, handset and modem manufacturers, mobile value added service	

Scheme/ Sub-Dept.	Objective	Outcome Budget		Annual Report (2010-11)
		Policy Framework	Policy Initiatives /Deliverables	
		2006, which has enabled USOF to launch a number of new schemes for rural telecommunications.	(VAS) providers, NABARD, Ministry of Rural Development and NGOs.	
Centre for Development of Telematics (C-DOT)	–	–	**Rural Technologies:** This scheme envisages various deliverables with rural focus to facilitate improving rural tele-density and also to provide broadband connectivity for bridging the digital divide between the urban and rural India.	–
			Technologies for North Eastern Region: To provide packet oriented telecom technologies and also explore the use of broadband wireless technologies suitable for demography, terrain and environment of NE region and similar areas.	–

Table III.3 Ministry of Information & Broadcasting

Scheme/ Sub-Dept.	Objective	Outcome Budget		Annual Report (2010-11)
		Policy Framework	Policy Initiatives /Deliverables	
Song and Drama Division	The Song and Drama Division was set up in 1954 as a unit of All India radio and was given the status of an Independent media unit in 1956 with the mandate of development communication.	Because of its inherent advantage of instantaneous rapport with the masses and flexibility to incorporate contemporary issues, ideas and methods with conviction, the Division's scope and size was enlarged to give it greater reach, access and impact in its efforts to communicate at the grassroots level, including inaccessible hilly terrains, desert and border areas.	–	Live Art and culture for Rural India: The Division presented programmes in tribal, hilly and desert areas for creating awareness among the isolated tribes living in the hilly and desert areas about the developmental activities initiated by the Government for their welfare.
			–	Special Component Plan for SC and ST: The Division has presented programmes in tribal and hilly area of Jharkhand, Orissa, Chhattisgarh, Madhya Pradesh and North East. These programmes were presented to create awareness about various developmental schemes meant for them.
				Song and Drama Division has launched special publicity campaign on malnutrition, Anganwadi, female foeticide, early child marriage, and women empowerment at VatsalyaMela, INA, Dilli Hat and also in different areas of Delhi and in the border areas (adjacent to Delhi) in Rajasthan, Haryana, Punjab States in close co-ordination with Ministry of Women and Child Development.

Scheme/ Sub-Dept.	Objective	Outcome Budget		Annual Report (2010-11)
		Policy Framework	Policy Initiatives /Deliverables	
				The Division presented programmes in tribal, hilly and desert areas for creating awareness among the isolated tribes living in these areas about the developmental activities initiated by the Government for their welfare
The Directorate of Advertising and Visual Publicity (DAVP)	Caters to the communication needs of almost all central Ministries/Departments, autonomous bodies and PSUs by providing them single window cost effective service. It informs and educates the people, both rural and urban, about the government's policies and programmes and motivates them to participate in	DAVP is aiming to formulate and generate content which can perform an integrative role for governmental information and communicative needs. DAVP is at present gearing to become a customer-driven organisation. DAVP has been working as a catalyst of socio-economic changes and development over the years and is instrumental in creating awareness among the masses, seeking their participation in	–	Some of the major thrust areas of DAVP's advertising and publicity are rural development programmes, AIDS awareness, empowerment of women, and upliftment of girl child, among others.
			–	DAVP also designed and printed six information booklets on various topics like PM's 15 Point Programme for welfare of minorities, empowerment of women and Mahatma Gandhi Rural Employment Guarantee Scheme etc.
			–	**Developmental Publicity Programme – Conception and Dissemination:** Socio-economic upliftment through various media like exhibition, outdoor publicity, posters/brochures, radio, T.V., newspapers to create awareness among the masses and encourage their participation in development.

Scheme/ Sub-Dept.	Objective	Outcome Budget		Annual Report (2010-11)
		Policy Framework	Policy Initiatives /Deliverables	
	developmental activities, through its various vehicles of communication, viz. print media advertising, audio visual advertising, printed publicity, exhibitions, outdoor publicity and mass mailing.	developmental activities.	–	A number of weekly Sponsored Radio Programmes (SRPs) on various developmental issues were produced by DAVP and broadcast from various stations of All India Radio. These include "PoshanaurSwasthya" a 15-minute programme on Food & Nutrition for Ministry of Women & Child Development.
Directorate of Field Publicity (DFP)	DFP is the only media unit engaged in direct communication/interaction with the people. It has major responsibility in promoting the broad objective of rapid development with social justice by publicising rural	The DFP is in the process of restructuring and revamping its structure to improve the efficiency by rationalisation of manpower. The emphasis is on best utilisation of available resources for the benefit of those people who are deprived of information from other media sources, such as the tribal, border, remote and backward areas.	–	Publicity of the programmes like Border Area Development Programme, AIDS Awareness, *Sarva Shiksha Abhiyan*, Mahatma Gandhi National Rural Employment Guarantee Programme (MNREGP), Mid-Day Meal, PM's new 15 Point Programmes for the Welfare of Minorities, NRHM, Female foeticide, and others.
			–	Madhya Pradesh region of DFP organised two special campaigns on women & child development, rural development and health related issues.

Scheme/ Sub-Dept.	Objective	Outcome Budget		Annual Report (2010-11)
		Policy Framework	Policy Initiatives /Deliverables	
	development schemes, women and child welfare schemes, literacy campaigns, etc. As such its activities are concentrated in rural, backward, border and tribal areas of the country through inter-personal communication, with emphasis on the under privileged. The dissemination of the messages is done through multi-media campaigns, film shows, photo exhibitions, group discussions and by holding, special interactive programmes.		–	**Conducted Tours/Skill Upgradation:** The tour members become the carriers of message from the Central Government plans and policies. The members become instrumental in convincing the local people about various welfare schemes in operation in their area.

Scheme/ Sub-Dept.	Objective	Outcome Budget		Annual Report (2010-11)
		Policy Framework	Policy Initiatives /Deliverables	
Films Division	–	–	Production of documentary films through outside Producers/NGOs has been taken up for reflecting the social issues and problems along with their solutions and also towards nation building efforts of the Government.	Production: The main objective of production is to make documentaries, short films, etc. required by the Government for public information and education
	–	–		Distribution: Done through a network of ten branch offices
Press Information Bureau (PIB)	PIB, is one of the principal agencies of the Government whose main function is to disseminate information about policies, programmes and achievements of	Since information on all subjects is now readily available through internet and because of greater transparency and accessibility, PIB's traditional tools of information dissemination need to be made more contemporary and suited	To hold 150 public information campaigns, 4 media interactive sessions, dissemination of 100 success stories, conduct 10 press tours, Project Management Unit, content management for media outreach,	**Media Outreach Programme:** The aim of this scheme is to disseminate information about the flagship programmes of the Government (like National Rural Employment Guarantee Act (NREGA), National Rural Health Mission, *Sarva Shiksha Abhiyan*, Jawaharlal Nehru National Urban Renewal Mission, Right to Information Act, Prime Minister's New 15 Point Programme for Welfare of Minorities, Integrated Child Development Services (ICDS) Scheme,

Scheme/ Sub-Dept.	Objective	Outcome Budget		Annual Report (2010-11)
		Policy Framework	Policy Initiatives /Deliverables	
	the Government in various fields.	to the needs of the modern media. The Bureau must, therefore, undertake innovative activities to present information in a more interesting and instantly usable way to its clients.	and round-the-clock control room.	Welfare of Scheduled Tribes and other Traditional Forest Dwellers, etc.) by organising public information campaigns, media interactive sessions, dissemination of success stories and conducting press tours.
Publication Division	The publications aim at disseminating information on the variegated pattern of life and culture of the country including information on the Five Year Plans and progress registered in different sectors in national economy.	–	–	One of the schemes is the Bharatendu Harishchandra Awards to promote original Hindi writings in journalism and mass communication, women and children related issues and national integration.

Scheme/ Sub-Dept.	Objective	Outcome Budget		Annual Report (2010-11)
		Policy Framework	Policy Initiatives /Deliverables	
Community Radio	Community Radio is an extraordinary and an invisible medium to give voice to the voiceless. It provides an opportunity to the community to speak about issues concerning their lives. The Community Radio Stations (CRS) are run by the Community for the Community. It can also facilitate development by disseminating information regarding rural development, agriculture, health, nutrition,	–	–	So far, 103 Community Radio Stations have become operational in the country, out of which 24 are operated by NGOs, 71 by the Educational Institutions and 8 by State Agricultural Universities (SAU)/Krishi Vigyan Kendras (KVKs). Successful example include, Gurgaon Ki Awaaz Samudayik Radio Station, Radio Namaskar Community Radio of Orissa (India), Radio Bundelkhand, the first community radio of Madhya Pradesh, each with special attention to women, youth and the marginalised groups.

Scheme/ Sub-Dept.	Objective	Outcome Budget		Annual Report (2010-11)
		Policy Framework	Policy Initiatives /Deliverables	
	education and Panchayati Raj issues thus enabling Government to reach out to beneficiaries more effectively.			
Doordarshan (DD) All India Radio (AIR)	Prasar Bharati (DD & AIR), as the public service broadcaster, aims to create quality programming and to fulfill the objectives of providing information, education and entertainment to generate focused programming for women, children, the underprivileged, special linguistic			DD Bharati channel, launched in January (2002), has been telecasting programmes on health, children, art and culture, music, dance, women, education.
				DTH: The objective of this scheme is to provide TV coverage to the areas hitherto uncovered by terrestrial transmission. DTH at present has a capacity of 50 TV channels.
				Special programmes have been designed to cater to the day-to-day seasonal needs of the farming community, incorporating latest information and technology for best agricultural output.
				A special campaign, based on the Advisories received from the Ministry of Social Justice and Empowerment, was launched.

Scheme/ Sub-Dept.	Objective	Outcome Budget		Annual Report (2010-11)
		Policy Framework	Policy Initiatives /Deliverables	
	groups, Scheduled Casts and Scheduled Tribes etc.			Programmes, highlighting provisions covered under Articles 8, 9, 21, 27 and 30 of the United Nations Convention on Rights of the Persons with Disabilities (UNCRPD) were broadcast creating social awareness on the issues of persons with disabilities
				Gender Budgeting: During the current financial year, Gender Budget has been introduced to the regional kendras/channels and from the next financial year onwards 20% of the PPSS budget allocation will be earmarked for production of the programmes on gender issues in all kendras/channels.

IV. Union Government Budgetary Provisioning for Digitisation of Media

1. Introduction

There have been rapid developments on the technological front, especially with the turn of the 21st century. These developments have been particularly marked in the field of information and communications. The new technology has revolutionised the means of communicating, sharing and disseminating information in the world today.

In India, too, there have been efforts to follow international standards and use state-of-the-art technology, particularly in the field of information and communications. The Ministry of Information and Broadcasting has been gearing up to meet the new challenges and make optimum use of the emerging technologies. The step towards digitisation is one such effort in this direction. For this, the Cable Television Networks (Regulation) Amendment Bill, 2011 has been passed, which lays down the legal framework for introducing Digital Addressable System (DAS) in the cable sector in India. In October 2011, the Cabinet approved the ordinance, which pushed the digitisation of cable sector in India, with December 31, 2014 as the sunset date for the switchover from analogue to digital system. The proposed schedule for the phased switch over is as follows:

Table IV.1 Proposed Timeline for the Switchover from Analogue to Digital Mode in India

PHASE	AREA	TIMELINE
I	Metros – Delhi, Mumbai, Kolkata, Chennai	March 31, 2012
II	Cities with population of more than one million	March 31, 2013
III	All urban areas (Municipal corporations/ Municipalities)	September 30, 2014
IV	Rest of India	December 31, 2014

It is argued that a switchover from analogue mode to digital mode would be beneficial in a number of ways. It would benefit different stakeholders – broadcasters, by increase in subscription revenues; government, by increase in service tax collections; and customers from an enhanced television viewing experience. World over the information and broadcasting sector is fast developing and acquiring a place of prominence. The technological advancements are helping generate efficiencies, which need to be tapped quickly. Today, spectrum has become a scarce resource and needs to be utilised optimally. The use of digital technology frees up the spectrum space, enabling it to provide more services and improve the quality of transmission. Many countries across the world are switching from analogue to digital transmission. And India is not far behind with the introduction of the DAS in the cable sector.

The advantage with the digital technology is that it enables transmission of information with less bandwidth as compared to the requirement in the analogue mode. The Digital Terrestrial Transmission (DTT) is transmitted on radio frequencies similar to standard analogue television. The primary difference between the DTT and analogue transmission is the use of multiplex transmitters to allow reception of multiple channels on a single frequency range (such as a UHF or VHF channel). The DTT has a number of advantages over the analogue broadcasting. The reception quality is better and the channel carrying capacity is more, providing interference free reception and remarkable picture & sound quality. Moreover, the DTT has a potential to provide three important components of voice, video and data together. This makes the technology efficient and also frees up the valuable spectrum space.

The process of digitisation has been a global phenomenon. A number of countries have shifted to the digital mode. The following table gives the timeline for the shift from analogue to digital mode in some countries.

Table IV.2 From Analogue to Digital: Timeline across Countries

Country	Official launch	Start of closedown	Closedown finished	System used
United Kingdom (UK)	15 November, 1998	Planned 2008	Planned 2012	DVB-T
Sweden	April, 1999	19 September, 2005	21 November 2007	DVB-T
Spain	May 2000	2008 (Local channels)	2010 (Rest of channels) / 2009 in Catalonia	DVB-T
Finland	August 27, 2001	August 31, 2007	DVB-T	
Germany	November 2002	August 2003	Planned 2008	DVB-T
Portugal	2002/2003		2010	DVB-T
Faroe Islands	2002/2003	December 2002		DVB-T
Belgium	2002/2003			DVB-T
Netherlands	2003			DVB-T
Italy	January 1, 2004			DVB-T
Switzerland	2005			DVB-T

Country	Official launch	Start of closedown	Closedown finished	System used
France	March 31, 2005			DVB-T
Greece	January 16, 2006			DVB-T
Denmark	March 31, 2006			DVB-T
Turkey	February 2006			DVB-T
Albania	August 2005			DVB-T
Australia	January 1, 2001	Planned 2008		DVB-T

It may be seen that in most of these countries the process has been launched and some developed countries, such as UK, Finland, Sweden, among others, have already completed the process. The Geneva 2006 (GE-06) Agreement, in operation since June 2006, regulates frequency usage in the broadcast bands of Europe, Africa and parts of Asia. It is a binding international treaty registered with the United Nations. It has established two separate plans – one for an analogue and the other for a digital mode – in these regions. In Europe and parts of Asia, GE-06 has replaced the existing Stockholm 1961 (ST-61) Plan, which regulated frequency usage in an analogue broadcast environment.[1]

2. Digitisation in India – Five Year Plans and Policy Focus

In view of the technological developments and the increasing importance of information and broadcasting sector, the MoI&B has formulated a Strategic Plan as a roadmap for six years – 2011 to 2017. The Strategic Plan 2011-17 notes that one of the major thrust areas is to promote the growth of the present Digital Content Delivery Platforms, such as the Direct to Home (DTH) and Digital Cable Services. According to the Strategic Plan, in India there are a total of nearly 106 million cable and satellite homes, out of which 26 million are DTH and 80 million are cable homes. Thus 74 per cent of TV subscribers in India are depending on cable networks for entertainment. Since cable networks have limited carriage capacity of channels, it is imperative that the cable sector be entirely digitised as the number of channels is growing at a rapid pace. The Strategic Plan, thus, envisages appropriate policies, such as increase in Foreign Direct Investment (FDI) to meet the expenditure on digitisation and devising incentives for the same through measures, such as reduction of custom duties, tax holiday etc. on digital equipment.

According to the Strategic Plan, the All India Radio (AIR) will embark upon a sweeping modernisationprogramme during 2011-16

[1] Analogue Switch-off: Learning from Experiences in Europe, www.digitag.org

that will enable it to broadcast to the entire country with state-of-the-art technology. Having already covered 99 per cent of the population and area under the analogue mode, AIR has made detailed plans of increasing the coverage to 100 per cent under the digital mode. 100 per cent coverage would strengthen broadcasting to all strategic border areas. Digitisation will enable AIR make its broadcast available on alternate platforms such as webcasting/ Podcasting/ SMS/ Mobile services.

Similarly, in the context of Doordarshan (DD), the Strategic Plan notes that digitisation will continue to be the top priority so that by the end of the XII Five Year Plan, a complete switch from analogue will have been made. This essentially entails continuation of the XI Five Year Plan schemes to fully digitise the remaining 39 out of 66 studios and establish 40 digital high power transmitters at existing locations. In addition, provision will be made for 590 low power digital transmitters during the XII Five Year Plan. Additional infrastructure to be built will include up gradation of 10 existing satellite earth stations and setting up of 5 new ones, procurement of 15 DSNG and replacement of uplink PDAs/IRDs. A critical component of digitisation would be setting up facilities for providing High Definition Television (HDTV) telecasts for viewers, which has a resolution five times higher than traditional television systems. At present, Doordarshan is operating 35 satellite channels and has a vast network of 66 studios and 1415 transmitters providing TV coverage to about 92 per cent population of the country. Like AIR, DD will also be making a switch from analogue to digital transmitters, which would offer multichannel transmission from single transmitter, spectrum efficiency and enhanced picture quality.

The Strategic Plan (2011-17) has undertaken the exercise of assessing the present situation for the information and broadcasting sector in India and putting in perspective the future objectives of the sector. For the purpose, it has conducted a SWOT analysis for the information and broadcasting sectors. As far as the objective of digitisation in the sector is concerned, the Strategic Plan makes the following observations –

Table IV.3 Digitisation of the Broadcasting Sector: SWOT Analysis

Strengths	Consensus amongst stakeholders that digitisation needs to happen in a time bound manner
	Large volume of equipments& STBs will bring down the cost of digitisation
	Setting up of sunset dates will increase investors' confidence to garner requisite capital required for digitisation
	Technical and civil infrastructure support to advance use of digital technology is available in plenty; In-house technical expertise is also available

	Flat Panel Display devices (LCDs, LEDs and Plasma TVs) with high resolution, which is necessary to experience enhanced quality provided by digital technology have already flooded the market
	Availability of spectrum for allocation of FM channels
Weaknesses	Non-Availability of spectrum for launching terrestrial Mobile TV Service
	Digitisation is capital incentive and will require substantial investments
	Lack of indigenous manufacturing capacities for equipments and STBs required for digitisation
	For receiving digital terrestrial signals, viewers will have to incur expenditure on Set Top Boxes
	Uncertainty of fiscal incentives in so far as buying spectrum space for FM channel is concerned
	Lack of involvement of State Governments in the programme
Opportunities	With the advent of mobile television services in the country, the consumers will get more choice in watching television in terms of what they watch, how they watch and when they watch
	Revenue generation for the Government
	Availability of high quality/ high definition digital television channel
	Increased revenue for Government , broadcasters , Master Control Operators (MCOs) and Local Cable Operators (LCOs)
	Digital technology would be more acceptable to listeners and viewers as it tremendously enhances the quality of transmission and broadcast
	Better quality programmes can increase viewership and yield good revenue
Threats	Setting up of sunset dates for digitisation requires amendments in the Cable Act which may get delayed because of long procedures, viewers' resistance to incur expenditure on Set-Top Boxes
	There are 6000 cable head end and 60000 cable operators who are required to digitise their network. The time line may, therefore, be required to be postponed in case of delays in compliance
	Challenges of monitoring of content telecast on Mobile TV
	There is insurgency and law and order problem in some parts of the country which is likely to affect the digitisation process in those areas
	Hostility from across the border can also affect the digitisation process

Source: Strategic Plan 2011-17, Ministry of Information and Broadcasting, Government of India

As was noted in the Planning Commission Report of the Sub Group on Going Digital (2006), "the savings in the frequency bands in the overall spectrum could help in rolling out other state-of-the-art services". According to the Report, the resulting spectrum dividend could be used for:

- Provision of additional TV channels
- TV enhancements such as mobile reception/ HDTV/ IP based TV
- Introduction of new convergent multimedia services and new applications such as 3G

India has selected DVB –T system for introduction of DTT in the country. This selection was done by a Core Group comprising of representatives from Broadcasting organisations, industry & research institutes etc. The Core Group was headed by Engineer-in-Chief, Doordarshan. To gain experience in DTT technology, Doordarshan commissioned four digital transmitters one each at Delhi, Mumbai, Kolkata and Chennai in January, 2003, on a pilot basis. A research study about reception in a moving vehicle has also been carried out. Mobile TV has also been launched in Delhi in a limited way. Doordarshan has also undertaken a pilot project for reception of TV signals on hand held devices (mobile phones), utilising the existing digital transmitter at Delhi.

Digital divide

With the switchover to the digital mode, the Government also intends to address the digital divide in the country. The digital technologies would help in bringing the fruits of ICT to the rural areas. It is noted that at present rural connectivity is predominantly voice centric and is rather limited in its use. The Report of the Planning Commission notes that with digitisation of content, entertainment in particular, and with next generation networks coupled with the introduction of 3G services on the mobile platform, it would be possible to bridge the digital divide effectively through bringing in triple play of voice, video and data and use home TV or the mobile phone as the bridging device. Further, it was noted that there is a need to encourage content creation at the local level in local languages through a specific genre of Rural Content Providers. These triple play services riding on entertainment related applications would be able to create the most viable business models for the spread of rural connectivity. Applications of Wi-Max technology will make entertainment reach rural areas and provide Broadband experience to rural areas. Just as Wi Fi band has been de-licensed, there is a need to encourage proliferation of Wi-Max technology for which the Wi-Max band (2.5 GHz / 3.5 GHz / 700 MHz or existing Wi Fi band 2.4 – 2.48 GHz) could be de-licensed for rural connectivity.

The Tenth Five Year Plan

It has been over a decade that the plans for digitisation of the PrasarBharati (DD and AIR) have been put forward. The Tenth Five Year Plan had the following components in this regard:

- Doordarshan's production facilities should be fully digital and studio operation fully automated for major Kendras and 50 per cent for other Kendrasto ensure good quality convergent ready content.
- DTH policy should be reviewed to make it viable and to attract private investments.
- Investment in DTT should be made only after ascertaining commercially viable model, which will also attract private sector participation.
- The market for digital set top boxes should be promoted through various policy instruments with concessions similar to that imparted to the IT sector.
- Doordarshan should start IT enabled multimedia services like interactive TV, webcasting, and data casting etc. on pilot basis.
- HDTV is still not commercially viable, particularly in India. Doordarshan should take up the scheme only on experimental basis.
- Short-wave radio broadcasting services in analogue mode should be phased out.
- AIR should digitise and automate 50 per cent of its Production facilities by the end of 10th Plan to ensure good quality convergence ready content, which will also support interactive Radio.
- Digital Radio Broadcasting (DAB & DRM) should be taken up by AIR only on pilot/experimental basis to be replicated as and when they become commercially viable.
- AIR should give high priority to internet radio broadcasting and put all its services on the internet during the 10th Plan.
- Radio coverage to uncovered areas should be provided in the FM mode, except in strategic border areas and difficult hilly terrains where coverage by medium wave should be considered. Extended coverage in digital satellite mode could also be considered as and when this technology becomes commercially viable.

Although there were a number of tasks enlisted in the Tenth Five Year Plan, the Working Group Report of the Eleventh Five Year Plan notes that there was significant shortfall in their achievement, both in terms of extending coverage and in enhancing digitisation. For instance, no experimental project on HDTV was commenced and interactive multi-media TV services had not been offered either by

the Prasar Bharati or the private sector. The Conditional Access System (CAS) is being implemented in four metros only. On the Radio side, no experimental Digital Radio Mondiale (DRM) transmitter was made available and FM services did not reach the Tenth Plan target of 60 per cent coverage by population. Internet radio broadcasting also did not take off as envisaged.

Eleventh Five Year Plan

In view of the rapid developments globally and India's relative under-achievement in the information and broadcasting sector, the Eleventh Plan noted that

"The growth potential of various media units needs to be harnessed fully to place broadcasting economy on a high growth path during the Eleventh Five Year Plan. The media units have an immense role to play in education, entertainment, and information dissemination. For a sustained growth in these areas, appropriate content, technology, and policy initiatives have to be evolved. Competitiveness and cost-effectiveness comes on the wings of appropriate technology and compatible manpower in all segments. In rapidly changing information and broadcasting sector, adopting new technologies and conceiving new technological solutions are crucial."

Accordingly, it suggests –

- The DTH market has matured and the arrival of IPTV and mobile broadcasting is imminent and need to be nurtured.
- Digitisation of content, phasing out analogue broadcasting, and creating an enabling environment for promotion of audio/video on demand.
- Introduction of HDTV Broadcasting and removal of barriers for spread of Digital Terrestrial Transmission (DTT), DTH, IPTV, and Mobile Broadcasting.
- FM coverage to be enhanced from 35 per cent to 45 per cent by using DRM compatible transmitters.
- No further expansion of DD terrestrial network. However, emphasis should be on digitisation.
- Digital transmission to be encouraged through Headend in the Sky.

Indian Radio broadcasting infrastructure consists of 229 AIR analogue terrestrial radio Medium Wave and Short Wave stations, 264 analogue private terrestrial stations, and one private satellite radio, that is, World Space. The television broadcasting setup consists of 1398 analogue terrestrial transmitters and four digital transmitters in public sector, 6000 Multi Service Operators (MSO) and 65000 Local Cable Operators (LCO) in private sector, 3 digital DTH satellite television operators in public and private sector.

Thus, the Eleventh Plan envisaged – "Digitisation of satellite transmission, production centres/studios, and terrestrial transmission needs to be undertaken in a mission mode along with introduction of HDTV, IPTV, mobile TV, and other value added services. For the entire broadcasting sector 'Going Digital' and 'Farming out Excess Bandwidth' need to be taken up expediently to ensure switching over to digital transmission by 2015 and optimal use of scarce bandwidth."

The Ministry, in its proposal, plans that all entities involved in digitisation be considered Infrastructure Service Providers, and tax concessions be accorded to them till complete digitisation is done. The MoI&B had suggested measures, such as waiving the 5 per cent duty on set top boxes that would have to be imported and installed by the consumers. There is also a proposal to raise the FDI limit in the cable and satellite industry from 49 per cent to 74 per cent. The Government has announced that it will take Doordarshan and All India Radio digital spending to Rs 1,500 crore over the next three years. According to the Annual Plan (2011-12) of the MoI&B, the following outlays have been approved:

Table IV.4 Outlays for Digitisation (2011-12) Ministry of Information and Broadcasting

Name of the Media Unit	Central Sector Scheme	Total Outlay (in Rs. crore)
All India Radio	Digitisation of production facility	0.18
	Digitisation of transmitters, studios, connectivity and DTH channel (New Scheme)	133.77
	Strengthening of external services by digital (New Scheme)	0.50
Doordarshan	Digitisation and modernisation of production facilities (Studio/OB)	3.00
	HDTV	0.40
	Digitisation of transmitters (New Scheme)	20.00
	Studio digitisation (New Scheme)	80.00
	DTH	20.00
	HDTV	29.00

The above table shows the total outlays intended for the process of digitisation during the year 2011-12 for AIR and DD. The largest allocations are for the digitisation of AIR transmitters, studios, etc., where nearly Rs. 133 crore has been allocated. Similarly, for DD nearly Rs. 100 crore has been allocated for studio and transmitter digitisation. The other substantial allocations are on HDTV (Rs. 29 crore) and DTH (Rs. 20 crore).

3. Benefits of Digitisation: Views of Different Stakeholders

The broadcasters and the industry, in general, have hailed the decision of the Government to expedite the process of digitisation of the cable sector. The MoI&B noted that the earlier system, in which the cable operators used the analogue mode, was not an addressable system and the Government was losing out on revenue. According to the Ministry, the digitisation initiative would now lead to an "addressable system". By undertaking digitisation, the Government expects to earn approximately Rs 30,000 crore per year revenues on account of fees, subscription, etc.

The broadcasters have welcomed the step as this would help curb the notorious 'under-reporting' of subscribers by the Local Cable Operators (LCOs) and would thus result in putting more revenue in the hands of the pay-TV sector, which can then be "ploughed back into better programming". A huge problem in the analogue cable system has been the massive under-reporting of subscriber numbers by close to 85 per cent, combined with high carriage fees paid to the cable operators. According to some of the broadcasters, digitisation would get TV broadcasters better transparency in subscriber numbers and more earnings from more varied content. Also, cable operators would get higher subscriber revenues due to better rates and added earnings from value added services (VAS), which will enable higher average revenue per user (ARPU). Digitisation would remove the need for paying carriage fee to cable operators, bringing down the cost of operations. At present, carriage and placement fee contribute nearly 20 per cent of the total cost of running a channel.

The consumers, too, would gain by receiving more variety and better quality of content as against that available in the current analogue cable system. The broadcasters argue that in the analogue system, generally, a single rate is charged from customers and the package is mostly of 80-90 channels. Digital platforms will carry more channels and offer better quality. Digital cables have the capacity to carry up to 1,000 channels.

The DTH industry has also welcomed the initiative as addressability (whereby TV channels are sent through cable TV network in digital and encrypted form. Only authorised users can receive channels using a Set-Top-Box and TV set) would now be enforced and there will be a level playing field for DTH companies in terms of pricing and costs. With digitisation, the digital addressable

distribution system in India, which at present is managed by the seven DTH players, would see a far greater participation from the cable MSOs, who are expected to have relatively better revenue and profit growth opportunities.

ICRA Report

According to the ICRA (Investment Information and Credit Rating Agency of India) Report (February, 2011), digitisation would pave the way for cable distribution sector to become more organised, attract greater institutional funding and improve profitability. Most of the stakeholders in the value chain would potentially benefit – broadcasters by way of increase in subscription revenues, government via increase in service tax collections and customers from an enhanced television viewing experience. The Report says that "The onset of digitisation would mark a paradigm shift in the cable distribution landscape overcoming the limitations in the analogue cable systems". According to the Report digitisation would structurally shift the balance of power away from LCOs, breaking their monopoly, and reduce industry fragmentation.

However, the process would involve large investments across distribution platforms including cable, Direct to Home (DTH) and Internet Protocol Television (IPTV). The Ministry has estimated that the process of digitisation could involve investments between Rs 20,000 crore to Rs 40,000 crore. According to ICRA estimates already aggregate investments worth around Rs. 2,000 Crore have been incurred by large national MSOs towards acquisition of smaller regional MSOs and LCOs; and investments worth Rs. 13,000 Crore have been incurred by DTH players towards customer acquisition. According to some news agency reports, while Hathway has announced a spending of Rs 600 crore towards going digital, DEN has announced a budget of Rs 1,000 crore. According to the ICRA report, over the last two years, some of the large national MSOs like DEN, Hathway and Digicable have been focusing more on acquisition of smaller MSOs and LCOs to gain control over the last mile rather than push digitisation.

Moreover, the task for a complete digitisation is huge. For the first phase itself, distributing six-odd million set-top boxes in the four metros in a short time is a tall order. In addition, huge investments would be needed. Moreover, as the ICRA report notes, while from the industry standpoint, this would imply the need for large fresh capital mobilisation, from customers' perspective, this could lead to gradual increase in subscriptions costs over the medium term although in exchange for better service value. Considering the capital intensive nature of the industry, ICRA believes that further consolidation would become imperative for the industry players to remain viable given the compelling need to achieve scale.

4. Conclusion

As noted in the Government documents and analysis therein, the process of digitisation would usher in a new era in terms of the use of state-of-the-art technology and the associated benefits. Many of the studies have acknowledged that digitisation would help cable distribution sector to become more organised, attract greater institutional funding and improve profitability. The situation has generally been assessed to be beneficial for different stakeholders. With digitisation, it is argued, the system would become more transparent and the Government would stand to gain in terms of revenue which was hitherto lost. The broadcasters argue that the digitisation would curb the practice of under-reporting of subscribers by the LCOs and, thus, increase revenue in the hands of pay- TV sector. Also, this would do away with the carriage fees paid to the cable operators and help in bringing down the cost of operation. The consumers would stand to gain on account of better quality and more variety of programmes. For the DTH services also the competition would increase where the whole market at present is captured by a few players.

However, apart from the concerns about huge investment needs for digitisation and the huge investments incurred by large national MSOs towards acquisition of smaller regional MSOs, LCOs and consumers, there are studies, which are pointing towards certain concerns in the long term. It is pointed out that the few large players, which have already captured the market in DTH services, may further dominate the market with huge investments and wiping off the MSOs. The process in the long term may also result in increase in the burden on consumers. According to one calculation –

Table IV.5 Comparative Costs

	Cable		DTH
	Analog	Digital	
Total cost to consumer (Rs/ sub month)	153	165	165
Service Tax (at the rate of 10.3 per cent/ sub month)	3	15	15

Source: VanitaKohli-Khandekar, "Utopia Called Digitisation"

Thus, although digitisation seems to bring in benefits to all the stakeholders, the concerns need to be addressed. Particularly with the huge amount of investments required and the large allocation that the Government has already ensured, a careful approach to the whole process is required. A thorough planning and regular assessments of the developing situation throughout the proposed process of digitisation would be helpful in ensuring effective implementation of the programme, curbing such counter-productive tendencies like monopolistic practices and safeguarding the interests of the consumers.

V. Budgetary Provisions and Institutional Arrangements to Promote Public Access to Media at State level: A Case Study of Uttar Pradesh

Media is one of the most powerful mechanisms by which a democratic set up can be made to work more effectively and efficiently. Ensuring public access to media is, thus, one of the most important tasks for empowering the people in general. With newer and more innovative means of communication coming up, the task is both easier, in terms of availability of more number of channels of communication, as well as challenging, in terms of making the new technology reach people more uniformly, across sections of population and across different regions of the country.

For the purpose of understanding and assessing the extent and efficacy of public access to media, a survey in the State of Uttar Pradesh (UP), which is one of the largest and most populous States in India, was undertaken. A survey of the State was conducted to assess the functioning and coverage of two of the most important departments in terms of information dissemination – the Department of Information and Public Relations (DoI&PR) and the Department of Information Technology and Electronics(DoIT&E). The study was carried out at three levels – the State headquarters, the District/Block level and the Village level.

1. Overview of the State

The State of UP has historically held a place of importance in India economically, politically, and socially. It is the most populous State of the country accounting for more than 16 per cent of the country's total population. It stands fifth in terms of total geographic area. According to the Census 2011 report, UP has the largest share of rural population, accounting for 18.62 per cent of the country's total rural population. In UP, the proportion of rural population is 77.72 per cent as against 22.28 per cent urban population.

Along with being the most populous State, UP also has the largest absolute population of the Scheduled Castes (SC), with about 66 caste groups residing in the State. The SC population accounts for about 21 per cent of the total population of the State. Out of a total of 1,07,452 villages in the State, there are about 10266 villages with SC population of more than 50 per cent in each and 17696 villages with more than 40 per cent SC population.

According to the Planning Commission's State Report, UP can be an asset for the economic growth of the country as a whole with a large agricultural base, industrial activities and a large market. However, the State's economic performance has been below the national average especially in the post-reform period. During the period 1993-94 to 2000-01, the real GSDP at factor cost had an average annual growth of 4.22 per cent as against the national average of 6.3 per cent.

BOX V.1 – The Uttar Pradesh State Development Report, Planning Commission

Strengths:

- Strong agricultural base
- Diversified and naturally developed industrial base
- Several highly export oriented industrial activities

Weaknesses:

- Low yield and per capita food grain production
- Low level industrial operations. Investment and production concentrated in a few industrial centres
- Social and physical infrastructure far below the national average
- Low level of literacy rate and institutional development

Threats:

- Agriculture critically dependent on rainfall
- Regional disparities
- Lack of proper financial management; high revenue deficit
- Communal tensions

Thus, being one of the most populous States with a strong agricultural base and a diversified industrial base but a weak economic health and lacking the essential social and physical infrastructure, UP forms an important State to study. It is interesting to examine the mechanisms by which the Government promotes public access to media in a State with predominantly rural population (nearly 78 per cent). It is important to study the extent to which media, in all its avatars, has been able to reach the population at large and whether it has been able to make a difference at the grassroots level.

Table V.1 below gives the distribution of various assets like radio and television across households in UP in both rural and urban areas. About 38 per cent of total rural population owns a radio or transistor while in the urban areas this percentage is about 45. Availability of television is much more in urban areas (nearly 61 per cent), while in the rural areas only 16 per cent of the households own a television set. These figures suggest the limited access to different forms of media, especially among the rural population.

Table V.1: Availability of Assets across Households in Uttar Pradesh

	Total	Rural	Urban
No. of Households	25,760,601	20,590,074	5,170,527
Availability of Assets			
Radio, Transistor	10,202,702 (39.6)	7,849,601 (38.1)	2,353,101 (45.5)
Television	6,439,629 (25.0)	3,296,351 (16.0)	3,143,278 (60.8)

Source: Housing Profile, Census 2001

2. Methodology

In order to assess the extent and efficacy of public access to media, we conducted a study in the State. This study was carried in three ways. First, the budgetary and other official documents, which were available were analysed. Second, some of the Government officials were interviewed with the help of structured questionnaires and informal discussions at the Lucknow Secretariat level, Block level and at the village level. Third, in order to gather public perceptions at the grassroots level, focused group discussions (FGDs) and informal interviews were conducted.

For the purpose, two districts, namely Barabanki and Balrampur were selected. Barabanki district was chosen because of its proximity to the capital city of Lucknow. It was expected that this proximity would be instrumental in information reaching relatively faster among the common people, especially those residing in villages. District Balrampur was chosen as it has a sizeable population of tribals belonging to the Tharutribe in the State, which otherwise has very less tribal population as a whole. The four villages/grams in Barabanki district are Mohsand, Bahrauli in Nindura Block and Ahmedpur and Delona in Banikodar Block. The two Tharu dominated villages/grams in Balrampur are Busahar and VishunpurVishram in Panchperwa Block. The following boxes give the basic data of the two districts.

Box V.2 Basic Data of District Balrampur, UP

Total Population	1,682,350		
Rural	1,546,770		
Urban	135,580		
SC Population	226,753 (13.48%)		
	Largest three:	Kori	92,734
		Pasi, etc.	48,552
		Chamar, etc.	30,585
ST Population	19,347(01.15%)		
	Largest three:	Tharu	19,304
		Bhotia	33
	Generic Tribes, etc.		10

Source: Census 2001

Box V.3 Basic Data of District Barabanki, UP

Total Population	2,673,581		
Rural	2,424,836		
Urban	248,745		
SC Population	718,897 (26.89%)		
	Largest three:	Pasi, etc.	379,012
		Chamar, etc.	224,996
		Kori	31,192
ST Population	456(0.02%)		
	Largest three:	Tharu	348
	Generic Tribes, etc		85
		Buksa	18

Source: Census 2001

3. Analysis of the Select Departments

The study focused on two specific departments in UP, namely the Department of Information and Public Relations (DoI&PR) and the Department of Information Technology and Electronics (DoIT&E). These are the nodal departments, which look into the dissemination of information about various developmental schemes of the Government among the general public and provide people with essential services with the help of state-of-the-art technologies.

The DoI&PR is the centralised nodal department, which ensures publicity of various schemes of different Government departments at the State level and is responsible for publishing and disseminating material, giving information to the general public. At the district level, the DIO represents the Department. The DoIT&E is the department whose mandate is to assist the State Government in its objectives of ensuring "speedy, transparent, accountable and efficient conduct of Government systems and delivery of services". According to the Draft IT Policy 2012 – "The State Government intends to encourage investment in IT/ITeS industries and skill

enhancement of the youth specializing in IT/ITeS and allied fields to improve their employability so that the citizens of Uttar Pradesh enjoy the benefits of development". The Department has four sub-departments or agencies – Centre for e-Governance, Uttar Pradesh Development Systems Corporation Limited (UPDESCO), Uttar Pradesh Electronics Corporation Limited (UPCL) and e-Suvidha. Some of these like the UPCL and e-Suvidha are autonomous agencies. The Centre for e-Governance, which is responsible for the implementation of the e-Governance projects, essentially operates under the guidance of the National Informatics Centre (NIC) at the Union Government level.

3.1 Department of Information and Public Relations

The mandate of the DoI&PR is to work as a bridge between the public and the Government, facilitating a two way communication. The Department seeks to inform, educate, and entertain masses through newspapers, journals, radio, television, films, documentaries, exhibitions, hoardings, songs and drama and press notes. The Detail Demand for Grants gives the following break-up for the budgetary allocations made to the Department.

Table V.2 Plan & Non-Plan Expenditure in the Department for Information and Public Relations

(in Rs. Thousand)

MAJOR HEADS	2008-09 (Actuals)		2009-10 (Actuals)		2010-11 (RE)		2011-12 (BE)	
	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan
Film Production	725	13319	766	13188	700	15668	700	16735
Advertisement and Visual Publicity	-	145430	18	65902	-	912191	-	913338
Information Centre	595	21033	597	25035	600	30950	600	33692
Press Information Services	-	4139	-	8824	-	3356	-	6536
Area Publicity	-	123470	-	107595	-	121245	-	134436
Photographic Services	-	7812	-	8911	-	10263	-	11216
Publication	-	139565	-	58035	-	141933	-	144049
Community Radio and Television	2521	2293	2793	2857	2850	4653	2850	5242
Information and Publicity (Total)	5785	590024	5318	453885	5000	1449710	5000	1443092

Source: State Budget documents, various year.

Table V.2 gives the budgetary allocations for four years – 2008-09 to 2011-12. It may be seen that the bulk allocation is under the head of 'Advertisement and Visual Publicity'. The Information and Public Relations Department has become one of the most important departments to spread information among the people about various schemes and programmes of the Government. In fact in the State of UP, the importance accorded to the Department may be adjudged by the fact that it is directly under the purview of the Chief Minister. Further, there have been changes in the procedures through which the expenditure on advertisement and visual publicity is incurred. Earlier, the various Government departments used to incur their expenditures on advertisement and publicity. However, it has now been centralised under the Department of Information and PR, which incurs all such expenditure. It may be noted that there is a decline in the actual Non-Plan expenditure under the advertisement and visual publicity head from Rs. 14, 54, 30,000 in 2008-09 to Rs. 6,59,02,000 in 2009-10. After that, the allocations have increased tremendously, the budget estimate (BE) rising to the level of Rs. 91,33,38,000 for the year 2011-12, a six times increase within a span of two years. This rise may be attributed to the approaching Assembly Elections, which were held in the year 2012, and a need to increase the publicity for the Government.

The other major heads include 'Area Publicity' and 'Publications', the allocations for which have increased only marginally. The Non-Plan expenditure under the head of 'publicity' has increased from Rs. 12, 34, 70,000 (actuals) in 2008-09 to Rs. 13, 44, 36,000 (BE) in 2011-12. The expenditure under the head of 'Community Radio and Television' has consistently increased over the years under both Plan and Non-Plan expenditure. The Plan expenditure increased from Rs. 25, 21,000 (actuals) in 2008-09 to Rs. 28, 50,000 (BE) in 2011-12 and the Non-Plan expenditure increased from Rs. 22, 93,000 (actuals) in 2008-09 to Rs. 52, 42,000 (BE) in 2011-12. There have been recent efforts by the Government as well as Non-Government Organisations (NGOs) in setting up village community radios to increase the participation of people in their own affairs and also provide them with vocational skills in media communication like radio. The total Non-Plan allocation for Information and Publicity as a whole has increased by about 2.5 times over the period of two years, increasing from Rs. 59,00,24,000 (actuals) in 2008-09 to Rs. 144,30,92,000 (BE) in 2011-12. The Plan expenditure has, on the other hand, declined over the corresponding period with Rs. 57,85,000 (actuals) in 2008-09, decreasing to Rs. 50,00,000 (BE) in 2011-12.

The functioning of the Department was further studied both at the State level and the district level; also its impact at the grassroots was analysed. An attempt has been made to study the impact of the programmes and policies with a focus on rural areas and the marginalised sections of the society. For the purpose, the perceptions of officials at the State and district levels have been captured. Further, the village *pradhans* and the local people have been interviewed to assess impact on the intended target.

While it is widely acknowledged that information is crucial to the process of development, in practice very little importance is given to

it. Information is provided through various means like *Gram Panchayat* meetings in community centres, wall paintings/writings and advertisements in newspapers, etc. Also, sometimes camps are organised and NGOs are involved for advertisement and publicity. Despite communication, the actual beneficiaries remain unaware most of the times. One of the important means of information dissemination to the vast mass of rural people is the provision of information through *Gram Sabha* or *Panchayat* meetings. However, the essential problems are illiteracy and lack of correct information, despite the presence of such channels as *Gram Pradhan*. Although efforts are being made through websites, newspapers, and electronic media, the beneficiaries are still left out. Moreover, efforts such as giving information through wall paintings become redundant because the data is dynamic and the paintings are just a one-time affair.

The system of advertising and publicity has undergone major changes. Earlier, each department handled the funds for its publicity. Now, the funds have been centralised in the hands of the Information and PR Department at the State level. There is no special focus of the Information Department on any particular group of the marginalised section. At the district level, not much is allocated towards publicity component. Some of the officials noted that earlier there were block level workers to provide information on, say agriculture and extension services, to the people. But they are no longer there. The dissemination of information and the publicity have, thus, reduced. Moreover, there is lack of genuine/authentic data and even the officials at the district headquarters do not have availability of computerised data. Another major problem pointed out by the officials is of shortage of trained workforce in Government departments and excess workload. It was suggested that regular training of officers is very essential. Further, direct publicity of programmes and schemes among the masses is more important than relying on any indirect medium. Door-to-door publicity is always better, but due to excess work load it becomes difficult for officers to cover 7-8 villages.

It was noted by one of the senior officials in the Secretariat that earlier there were information centres to promote a two way flow of information between the Government and the public but these are no longer being encouraged. Although the District Information Offices (DIOs) have a presence but the flow of information has been reduced to a one way process. At the State level, the entire set up of information is controlled by the Government, promoting favourable news and suppressing all negative information. No negative news about the administration is tolerated and is immediately curbed. Earlier, the job of the information office was to give information to the public about various Government programmes and initiatives on the one hand and to know the general public mood, conveying these reactions to the Government, thereby bridging the gap between people and the Government. The responsibility of the DIO now is essentially to cover meetings, events, and programmes for the District Magistrate office. It was pointed out that now the Information Department has been reduced to a 'propaganda department' and the information officers have become more like 'media managers'. In the process, the democratic set up has been suppressed and the news is generally planted.

At the *Gram Sabha* level, the study focused on gathering perceptions at two levels. One, from the *Gram pradhan,* who is the elected representative from among the village community and acts as the liaison officer between the public and the administrative set up, and two, the village community itself. In some of the villages visited, it was noted that the *pradhans* were in fairly regular touch with the block level administration and even attended some training modules at the block level. This is particularly because the fund allocation for the schemes is done through the village representative - the *pradhan*. However, the village community is largely dependent upon the *pradhan* for any kind of information to be made available. The *pradhan* on his/her part chooses to give only selective information to the villagers, specifically for the schemes for which the fund has arrived. The apparent constraint, as cited by the *pradhans* themselves, is that if the information is given about all the schemes then this would raise the expectations of the villagers. There would be frequent enquiries from their part, even on schemes for which funds have not been made available or which have an implementation lag.

On the other hand, most of the villagers are largely dependent on the *pradhan* for any kind of information as there is no direct information dissemination from the administrative machinery on a regular basis, especially in the secluded areas/villages. Some meetings of the *Gram Panchayat* were held, presided over by the *pradhan,* but not regularly. Moreover, the participation of the women folk was low. The interviewed women revealed that, generally, women did not go to these meetings or even if they did, they were just bystanders. Interestingly, in four of the six villages visited, the pradhan were women but in none of the cases could the team meet any of these women *pradhans* as they were unavailable on some pretext or the other. The entire set up was taken care of by their 'better-halves', who function as the acting *pradhans*.

Apart from the *Gram Panchayat* meetings, publicity is also done through brochures, which are made available to the Block level supervisors. Also, camps are organised and hoardings put up, but these are few in number. It was noted that organisation of camps is more effective in information dissemination but these are not organised regularly. Due to lack of proper publicity of various schemes and programmes, the middlemen take advantage. Earlier the *Tehsil Diwas* was used to disseminate information but this is no longer done. To make information dissemination effective what is required, thus, is organising regular camps, *Jan Pratinidhi* meetings, *kisan goshthis* and other such events and fora for direct beneficiary interaction. There are some instances of such innovative methods as *nukkad nataks* being used to inform people about various programmes and schemes but such instances are very few in number.

One of the NGOs working in the city of Lucknow noted that various NGOs try to disseminate information through information centres, newsletters, *jan-sunwais*, meetings, etc. However, the problem is that there is no proactive effort or any kind of assistance from the Government for information dissemination. Moreover, there is lack of information about various provisions among the

Government officers themselves due to lack of regular training. In fact, in one of the surveys conducted by the NGO on JNNURM and the 74th Constitutional Amendment, the Government officials themselves were unaware of the schemes and provisions.

3.2 Department of Information Technology and Electronics (DoIT&E)

The Draft IT Policy of UP 2012 defines the mission of the State as:

- To position Uttar Pradesh as the preferred IT/ITES investment destination in India
- To leverage IT as an engine of growth for UP
- To transform physical communities into connected communities that can help realise sustainable economic growth and enhance the quality of life.

DoIT&E, which is responsible for carrying out this mission, has a number of corporations and bodies working under its aegis. Among these is the UP Electronics Corporation Ltd. operating since 1974, which among other objectives has the objective of contribution to the e-governance, e-commerce for the purpose of meeting the target of making the State Government a smart State. The prominent programmes of the UP Electronics Corporation Ltd. in this area are

1. Participation/Presentation in trade (through UPDESCO/UPLC); and
2. Lokwani Programme and e-SuvidhaProgramme (through NIC)

Under the e-Governance scheme, State Wide Area Networks (SWANs) are being set up and about 5000 *jansewa kendras* have been established in the State.

However, with widespread illiteracy and lack of computer knowledge, the spread of e-Governance has been very limited and restricted to only cities. The rural areas have generally not been able to benefit from the services due to lack of reach of such services in these areas and also the infrastructural and man-power constraints.

The e-Suvidha project currently in operation in Lucknow has been a successful e-Governance project, which is providing a number of Government to Citizen (G to C) services to the customers, such as payment of electricity bills, house tax, railway reservation, etc. At present, it is being run in 42 centres and is planned in a total of 60 centres. Moreover, there is a plan to gradually include Business to Citizen (B to C) services as well such as mobile top ups. Initially funded by the Central Government, it has become a self-sustaining project.

However, at the State level there are some strong opinions as well regarding the e-Governance programme under the NeGP being monitored by the NIC. The State e-Governance plan is an extension of the NeGP, conceptualised at the end of the 10th FYP by the Central Government. The implementing agency is the NIC, while UPDESCO acts only as a facilitator. At present there are six zillas – Ghaziabad, GautamBudhh Nagar, Sultanpur, Gorakhpur, Rae Bareilly, and Sitapur, where the pilot projects under e-Governance have been initiated and services integrated with the Community Service Centres (CSCs). However, it is opined by some State level officers that the problem with the concept is that the State Government was not consulted for the implementation of the e-Governance plan and no skill was provided at the State level. Thus, the NeGP was basically forced upon the States without taking note of their concerns or opinions. Moreover, there were 22 services in all that were initiated under the plan but the demand by the public for such services was not assessed. The availability of data and the utility of the existing data were not assessed. Before the provision of e-Governance, e-readiness is required which was not paid attention to. Thus, NeGP is basically a half-hearted effort; no consolidated effort was made in its implementation. Artificial demand was created by opening up of the CSCs. The CSCs were provided only physically and no actual services could be rolled out of these centres. What is required at this stage is the digitisation and authentication of data, which is the back bone of e-Governance services. It is a long term project and computer literacy and awareness generation through training and workshops are important prerequisites.

4. Conclusion

The facts and perceptions gathered at various levels, in the official corridors and among the general public, throw up interesting insights into the functioning of the machinery through which the Government attempts to disseminate information among the people about various developmental schemes and its efforts towards increasing public access to media. The study finds that the budgetary allocations towards information dissemination and publicity through various channels of mass media have increased and there is also evidence of increasing public access to media. However, the impact of these efforts is not satisfactory or adequate owing to a number of factors and the situation at the ground level is quite different to what is said to have been achieved on paper.

The public access to media has improved and is quite substantial in the cities and towns where there are different media at public's disposal. In cities and towns, the television viewership is quite high and so is the newspaper circulation. There are newer and more advanced means of communication as well like the internet and the mobile telephones. However, the picture is not so encouraging at the level of villages, especially in the hinterland, which do not have or have limited access to such means of communication, though mobile telephony has made some effective in roads. It is quite evident that the people in such areas only get filtered, selective and limited information about various schemes meant for them. There are vested interests at each level which restrict a free flow of

genuine and correct information. Thus, there is a clear rural-urban divide in terms of public access to media.

Moreover, media is still far from becoming a tool for the masses through which they can become more aware and claim their rights and their due. More specifically, the problem begins when the Government attempts to use media as propaganda machinery and overwhelms the masses with its own publicity in a selective way. Rather, the process should be more democratic, encouraging a two-way flow of information and focus on dissemination of correct and genuine information. Any attempt to put the whole machinery under a centralised command must be discouraged. Further, there is a lack of regular channels by which information can be made available to the public directly, especially in the rural areas. In these areas, there are only a few occasions and fora where there is a direct contact between the government officials and the people. The lower bureaucracy at the block level has cited problems like shortage of staff and excess workload for inadequacies in information dissemination to the public and maintaining regular contact with them. Regular training of Government officers and Gram Sevaks is also imperative in making direct contact with the people and keeping them up to date with information. Moreover, effective grievance redressal mechanisms need to be put in place. The use of technology is still limited and innovative methods could be developed along with the traditional ones to make information flow a two-way process.

VI. Budgetary Provisions and Institutional Arrangements to Promote Public Access to Media at State level: A Case Study of Jharkhand

In this paper, we undertake the study of another Indian State – Jharkhand. As in the case of the state of Uttar Pradesh (UP), this paper extends the analysis of budgetary provisions and institutional arrangements for improving public access to media at three levels –state, district and village. Jharkhand, which came into existence in the year 2000, is one of the newest States in India. In comparison to Uttar Pradesh, which is one of the oldest and largest States of India, Jharkhand is at initial stages of development. Jharkhand is a resource-rich State with about 40 per cent of India's minerals coming from the state. It has large forest resources as well. While UP is the State with the largest absolute SC population, Jharkhand has a sizable tribal population.

1. Overview of the State

Jharkhand is one of the newest States to be carved out within the Indian territory and has unique geographical and demographic features. It has a sizable tribal population. As per the Census 2001, the Scheduled Tribe (ST) population of Jharkhand constitutes 26.3 per cent of the total population of the State. Among all the States and UTs, Jharkhand holds 6th and 10th rank in terms of the absolute ST population and the percentage share of the ST population to the total population of the State respectively. The STs are primarily rural as 91.7 per cent of them reside in villages. District wise distribution of ST population shows that Gumla district has the highest proportion of STs (68.4 per cent). The geographical area is rich in terms of natural resources.

The State of Jharkhand makes for an interesting case study also because the concept of local self government has been implemented very recently in the State. The Panchayati Raj Institutions (PRIs) elections in the State were held only in the year 2010, even though the institution got statutory status in India in the year 1992-93 with the enactment of the 73rd and 74th Constitutional Amendments. The concept, however, is yet to establish itself firmly in the lives of the people. There is a strong presence of the NGO sector in the State and some of the NGOs have tried to play an active role in educating people about their rights, thus helping the democratic processes. The sudden changes in power structures, concomitant with the establishment of the new State, have aggravated the existing social tensions in the region. Moreover, there have been long standing issues between the Government of India and the tribal population in the region, as in many other similar regions of India.

Table VI.1 gives the distribution of assets like radio and television amongst the population of Jharkhand.

Table VI.1 Availability of Assets across Households in Jharkhand

	Total	Rural	Urban
No. of Households	4,862,590	3,802,412 (78.2)	1,060,178 (21.8)
Availability of Assets:			
Radio, Transistor	1,282,074 (26.4)	895,245 (23.5)	386,829 (36.5)
Television	838,732 (17.2)	253,814 (6.7)	584,918 (55.2)

Source: Housing Profile, Census 2001

As can be seen, nearly 78 per cent of the population in Jharkhand is rural. Of this, only 23 per cent own a radio or transistor and only about 7 per cent own a television set. In the urban areas, on the other hand, about 36 per cent own a radio or transistor and nearly 55 per cent own a television set. Thus, it may be said that the reach of mass media, such as radio and television is very limited in the rural areas and that there is a need to explore other means of information and communication technologies (ICT) to increase the flow of information among the rural population.

2. Methodology

For the purpose of the study, the study was conducted at three levels. First, interviewing State level officials to gather their perceptions and collect information regarding the provisions and arrangements for information dissemination at the policy-making level. Second, interviewing the district and block level government officials to understand these processes at this level of implementation and problems encountered in the process. Finally, trying to understand the situation at the ground level, the final stage of implementation, by meeting people at the village level and some PRI representatives to assess the actual extent of the flow of information and the resultant benefits or shortcomings of information dissemination.

As noted above, a large number of districts in Jharkhand fall under the backward category. Two districts were selected for the study, namely, Gumla and Latehar, on the basis of concentration of the tribal population in these districts and on their position in the overall ranking of the districts of the State as shown in the Jharkhand Development Report 2010.

The Jharkhand Development Report, prepared by Indicus Analytics for *Prabhat Khabar,* ranks the districts of Jharkhand by

constructing an economic index based on their performance with respect to various development indicators. According to the Report, Gumla and Latehar are among the laggard districts of Jharkhand. This economic index takes the following indicators as parameters of development –

1. Education
- Literacy Rate
- Female Literacy Rate
- Pupil Teacher Ratio

2. Health and Civic Attainment
- Safe Drinking Water
- Women having trained assistance during delivery
- Percentage of households with Water Closet/Latrine
- Percentage of women receiving full Ante natal checkup – at least three visits for Ante Natal Care (ANC) + at least one TT injection + 100 or more IFA tablets/syrup

3. Demography
- Crude Birth Rate

4. Poverty
- Head Count Ratio
- Households not getting square meals

5. Economy
- Growth in Employment
- Number of Mobile Connections
- Percentage of households with four wheelers
- Percentage of households with Television (TV)

Table VI.2 Overall Ranking of the Districts in Jharkhand*

Districts	Ranking in 2009	Ranking in 2008
Purbi Singhbhum	1	1
Dhanbad	2	2
Bokaro	3	4
Ranchi	4	3
Hazaribagh	5	6
Paschim Singhbhum	6	14
Sareikela and Kharsawan	7	15
Koderma	8	5
Deoghar	9	8
Chatra	10	9
Lohardaga	11	10
Jamtara	12	12
Garhwa	13	11
Dumka	14	19
Gumla	15	20
Palamu	16	17
Simdega	17	18
Latehar	18	7
Godda	19	16
Giridih	20	22
Sahibganj	21	13
Pakur	22	21

*Only 22 districts included
Source: Jharkhand Development Report 2010, Indicus Analytics

Table VI.2 highlights that both these districts have fared poorly and have not been able to move higher up in the ranking.Latehar's overall ranking in the economic index fell from 7 in 2008 to 18 in 2009, a decline of 11 points. Gumla, which was ranked 20 in 2008, improved its ranking by five points to be standing at 15th rank in 2009. Gumla also has the highest concentration of tribals among all the districts in Jharkhand (68.7 per cent). According to the Planning Commission's Report of the Task Force on "Identification of Districts for Wage and Self Employment Programmes" (2003)[2], Gumla stands at number 5 among the 447 most backward districts in the Index of Backwardness. This ranking in the Planning Commission Report was done on the basis of three select parameters – SC/ST population, agricultural wages and output per agricultural worker.

In these two districts, the spread of information about various Government programmes and schemes among the rural population in select villages was studied. For a comprehensive view, the perceptions of people and the Government officials were collected. On one hand, the procedures involved and the quantum of funds assigned for information dissemination and publicity among the public were assessed and studied. On the other hand, an attempt was made to identify the problems in the smooth and accurate flow of information from the Government to the public at different levels. In addition to the Departments of Information & Technology and Information & Public Relations, the funds allocated and expenditure incurred under the Information, Education and Communication (IEC) component of the budgets of the line departments like Health & Family Welfare and Social Welfare, Women and Child Development were analysed. These are the departments, which are directly related to human development and have a sizeable need for disseminating information among the people through various means.

3. Analysis of the Select Departments

The scope of the study primarily includes the analysis of the budgetary provisions of two departments, which have the key responsibility for information dissemination, and spread of awareness among people. These two departments are – the Department of Information & Public Relations (DoI&PR) and the Department of Information Technology (DoIT). The analysis is based on a review of the departmental budget document followed by interactions with the representatives of the departments. The study also tries to analyze the allocation and spending pattern in the Department of Health, Medical Education and Family Welfare, the Department of Social Welfare, Women and Child Development and the Department of Welfare. However, the officials of these departments at the State level could not be interviewed and the analysis was confined to an assessment of the budget papers.

3.1 The Department of Information & Public Relations (DoI&PR)

The DoI&PR has the prime responsibility for dissemination of information among the people. In this capacity, it essentially works in a

[2] http://planningcommission.nic.in/reports/publications/tsk_idw.pdf

two-pronged manner, one by providing information regarding various Government programmes and schemes to the public, and two, by giving feedback to the Government about its image in the public and the areas it needs to work upon. In its own words the Department acknowledges that

"The responsibility given to Department is extremely complex. Jharkhand, like the country as a whole, is a diverse society wherein on the one hand we are subjected to information overload, which requires mature handling while on the other hand some segments face dearth of information relevant to their daily requirements. It is the right of citizens to be provided quality information on issues concerning them. Hence, the role of Department of Information & Public Relations is that of a change agent in catalysing growth and development by providing accurate and timely information to the people."

Table VI.3 gives the trends in the budgetary allocations for the Department under various categories/heads. It may be seen that bulk of the actual expenditure was incurred on advertising and publicity under the Advertising and Visual Publicity head. In 2008-09, this was 60 per cent of the total expenditure in the Department, which further increased to 65 per cent in 2009-10. Also, under the head of Field Publicity, the bulk of the expenditure has been on advertising and publicity. The actual Non-Plan expenditure has decreased between 2008-09 and 2009-10. The budget estimates for the latest year available (2011-12) have shown a significant rise over the previous years.

Table VI.3 Non Plan Expenditure in Department of Information & Public Relations (in Rs)

Heads		Actual 2008-09	Actual 2009-10	BE 2009-10	BE 2010-11	BE 2011-12
Films	Publication	32,96,83	92,388	5,00,000	5,00,000	25,00,000
	Fairs & Exhibition	1,38,552	-	-	-	
Advertising and Visual Publicity	Advertising & Publicity	15,70,84,054	13,99,99,992	12,00,00,000	10,00,00,000	15,00,00,000
Field Publicity	Publication	19,11,634	12,07,486	10,00,000	10,00,000	12,00,000
	Fairs & Exhibitions	23,70,332	13,43,491	-	-	-
	Advertising & Publicity	2,68,74,184	1,35,473	1000	1000	1000
Total DoI&PR		26,05,11,182	21,45,92,157	21,19,14,000	17,30,99,000	28,15,95,000

Source: Budget for 2010-11 and 2011-12, State Non-Plan (Details), Government of Jharkhand, Vol. I & II

Under the Plan expenditure, there has been a rising trend in the actual expenditure over the two years. This is shown in Table VI.4. Under Plan expenditure, the bulk of the allocation has been for the Construction & Publication of flexes, hoardings, pamphlet, and posters. For this sub-head, the actual expenditure is about 13 per cent of the total expenditure incurred in the DoI&PR in the year 2008-09 under the Tribal Area Sub Plan (TSP) regional publicity scheme. The same figure is a little less than six per cent under the general regional publicity scheme as part of the sub-head of Field Publicity. Similarly, the actual expenditure incurred on Fairs and Exhibitions is more under the TSP regional publicity scheme (about three per cent of the total) than under general regional publicity scheme (about two per cent of the total). This shows that the allocations and expenditures are more under the TSP than otherwise. In almost all sub-heads, including Film production and the Drama & Song division, the actual expenditures incurred are way below the allocation as given by budget estimates. The allocations for community radio, which form an important means of information dissemination, could not be analysed as the data is not available. However, the budget estimates have increased for community radio over the past couple of years.

Table VI.4 Plan Expenditure in Department of Information & Public Relations (in Rs.)

Heads		Actual 2008-09	Actual 2009-10	BE 2009-10	BE 2010-11	BE 2011-12
Field Publicity						
Regional Publicity Scheme	Fairs & Exhibitions	14,01,440	17,18,097	20,00,000	30,00,000	40,00,000
	Construction & Publication of flexes, hoardings, pamphlet, posters	42,17,781	73,27,922	75,00,000	75,00,000	75,00,000
	Drama & Song	1,73,760		10,00,000	50,00,000	
	Decorative Advertising	-	1,11,29,733	2,00,00,000	1,00,00,000	
	Community Radio	-		-	15,00,000	30,00,000

TSP: Regional Publicity Scheme	Fairs & Exhibitions	21,76,828	21,47,643	40,00,000	50,00,000	60,00,000
	Film Production (other expenses)	-	78,73,772	5,00,00,000	2,00,00,000	3,00,00,000
	Construction & Publication of flexes, hoardings, pamphlet, posters	92,76,718	96,80,465	1,25,00,000	1,25,00,000	1,25,00,000
	Drama & Song	6,23,350	13,19,113	20,00,000	50,00,000	80,00,000
	Decorative Advertising	-	1,76,85,012	3,00,00,000	2,00,00,000	-
	Community Radio	-	-	-	10,00, 000	20,00,000
Total DoI&PR		7,15,27,566	9,97,11,448	20,00,00,000	15,00,00,000	16,50,00,000

Source: Budget for 2010-11 and 2011-12, State Plan (Details), Government of Jharkhand, Vol. I & II

Given the increasing importance of the DoI&PR, some officials at the State level opined that the job of public relations (PR) has become very important. Reputation building and crisis management both are the responsibility of the PR department. The publicity of various programmes is done both by the respective Government departments and by the Information & PR department. However, the implementation authority may not always be a competent publicity manager. Further, there is lack of inter departmental coordination, which leads to duplicity of efforts and sub-optimal utilisation of funds. Thus, publicity should be centralised and the responsibility of publicity and information dissemination must be entrusted wholly to the specialised department of Information & PR.

It was also noted that there is an increasing recognition on the part of the authorities that the information is not reaching people. Several infrastructural problems were cited for such failure. Lack of proper roads restricts the displaying of hoardings for advertisement to district and block levels only. The harsh geographical terrain combined with absence of proper roads and other communication facilities make it difficult to reach the interior villages. Many of the vans used for publicity (*prachar* vans) are lying

idle. It was also mentioned that the officers do not go to the remote areas and prefer to stay at the State or district headquarters. The technology available is not used adequately to implement policy decisions, essentially due to lack of proper training of the staff. Lack of adequate staff is also responsible for insufficient publicity. There is no feedback taken or no proper planning done while devising a programme. It was opined by some Government officials that two important factors for satisfactory implementation of any programme are the timing and the place of providing information. In the planning process, along with these two points, there should be an effort to keep the approach specific rather than general, with a clear focus on the purpose of the scheme/programme in consideration. It was also suggested that the use of multi media campaigns needs to be encouraged and designed as per the target audience. For instance, farmers and illiterate people do not read newspapers but still the programmes are advertised through these media. In order to ensure that information reaches them, it must be provided through other more effective means and in their own local languages.

3.2 The Department of Information Technology (DoIT)

Another department that is important for making the information related to programmes and policies available to the people is the Department of Information Technology (DoIT). The DoIT in Jharkhand has been functioning as an independent entity since June 2003, which earlier was part of the Department of Science and Technology. It was formally created vide State Government notification dated 17.09.2004.

Most of the activities in the Department are under the Central Government scheme of National e-Governance Plan (NeGP). There are a number of projects that are being implemented by the State Department like *e-Nibandhan, e-Kalyan,* among others. *Jharnet* is the State Wide Area Network (SWAN) under NeGP, which proposes to connect State headquarters to Block level offices to provide secure, reliable and seamless information flow to all the offices under the Government and also to the citizens. This has been implemented under the Public Private Partnership (PPP) model. The Community Service Centres (CSCs) known as *Pragya Kendras* are operational in many areas. One of the most ambitious programmes in the pipeline is the e-District programme under the NeGP, which envisages "the automation of workflow and internal processes of district administration with the possibility of seamless integration of various departments like Revenue, Social Welfare, Personnel & Administrative Reforms, Forest, Panchayati Raj, Rural Development, Agriculture, Home, Election, Cooperatives, Health, and Registration etc. The project seeks to make the District administration more responsive and accessible, enhance its role as a catalyst of economic growth, and provide better government services".[3] The e-District programme has information dissemination as one of its indicative services. In its own words, the DoIT of Jharkhand states that –

[3] http://www.jharkhand.gov.in/New_depts/infor/infor_fr.html

"Government of Jharkhand is committed to provide Simple, Moral, Accountable, Responsive and Transparent (SMART) governance to its citizens. The State believes that every citizen has a right to information pertaining to his own welfare needs and opportunities, to understand the process of governance and to know the rationale behind the decisions, which the State Government takes. The State Government of Jharkhand recognizes the power and potential of these technologies on the lives of the people. We believe that the development in the field of Information and Communication Technology (ICT) can be effectively leveraged to deliver a variety of information and services to the citizens effectively and efficiently. Accordingly, the Government has drawn up an ambitious plan to use the power of Information Technology (IT) to effectively deliver information and services to its citizens. Computerization of various departments, which the Government has taken up recently, aims at achieving this objective of effective and quick delivery of information and services to the citizen".[4]

The following table (Table VI.5) gives an idea of the allocations made in the Department for various schemes and the amount utilised. The figures and explanations show that the allocations are either not released from the Centre or remain unutilised. This implies that a lot needs to be done as far as the implementation of the NeGP at the State level is concerned. As noted bythe Report of the Chief Minister's Committee for the Development of Jharkhand (2011) "Jharkhand has begun the G2B process, but there are still significant gaps in G2C and there is much that can be learnt from these examples in other States. This gap is greater for G2G and G2E"[5].

Table VI. 5 Fund Utilisation and Surrender Statement for the Department of Information Technology (2011-12)

(in Rs)

Head	Income Expenditure Provision	Current Provision	Amount Refund	Post Refund Provision	Explanation
NeGP – IEC component	12,00,00,000	11,50,00,000	11,50,00,000	-	Due to non-release of amount from the centre
Computerisation in departments – IEC component	5,82,00,000	5,20,95,000	2,86,95,000	2,34,00,000	Only treasury computer up- gradation received, not from other departments

[4] http://www.jharkhand.gov.in/New_depts/infor/infor_fr.html
[5] G2B – Government to Business; G2C – Government to Consumer; G2G – Government to Government; G2E – Government to Enterprise.

Digitisation of Government Records – IEC component	2,50,00,000	1,68,00,000	-	1,68,00,000	
Establishment of Computer Training Centres	50,00,000	15,00,000	3,50,352	11,49,648	Non-utilisation of full amount
Establishment of Computer Training Centres – Administrative Expenses		35,00,000	7,00,281	27,99,719	Non-utilisation of full amount
JAP-IT	50,00,000	50,00,000	-	50,00,000	
JSAC	1,00,00,000	1,00,00,000	-	1,00,00,000	
STP – Jamshedpur	3,00,00,000	3,00,00,000	88,82,025	2,11,17,975	The remaining amount not to be returned
e-procurement – IEC component	3,00,00,000	90,29,000	-	90,29,000	The amount being returned due to non availability of last years' utilisation certificate

Source: DoIT website, Government of Jharkhand

The State Government officials acknowledged that the IEC fund is not utilised properly and so there is a need for formulating a plan for its better utilization. The lack of digitisation of data poses huge problems and so do other infrastructural bottlenecks, such as the electricity shortages and geographical difficulties. The spread of new technology among the people is also slow, and it requires more training activities at various levels.

3.3Department of Health, Medical Education and Family Welfare

The actual expenditures incurred in the Department were not reported in the budget documents. However, it was revealed that there has been a decline in the budget allocations (as given by BE figures) over the two years between 2009-10 and 2011-12 across most of

the heads. As seen in Table VI.6, the amount allocated for advertisement, publicity and seminar under the Primary Health Centres (PHCs) was Rs. 20 lakh in 2009-10, which was reduced to Rs. 4 lakh in the year 2011-12. The allocation under the TSP also decreased from Rs. 6 lakh in 2009-10 to Rs 1.5 lakh in 2011-12 (Table VI.7). This decline in allocation may be due to non-utilisation of allocated funds during these years.

Table VI.6 Non-Plan Expenditure in Department of Health, Medical Education & Family Welfare

(in Rs)

Heads		Actual 2008-09	Actual 2009-10	BE 2009-10	BE 2010-11	BE 2011-12
Urban Health Services	Ayurveda: Advertisement /Publicity/Seminar	-	1,305	1,00,000	1,00,000	-
Rural Health Services	PHCs: Advertisement/ Publicity/Seminar	-	-	20,00,000	5,00,000	4,00,000
	Ayurveda Hospital: Advertisement/ Publicity/Seminar	-	-	1,00,000	10,000	50,000
	Homoeopathy Dispensary: Advertisement/Publicity/ Seminar	-	-	1,00,000	50,000	50,000
	Unani Dispensary: Advertisement/Publicity/ Seminar	-	-	50,000	10,000	10,000

Source: Budget for 2010-11 and 2011-12, State Non-Plan (Details), Government of Jharkhand, Vol. I & II

Table VI.7 Plan Expenditure in Department of Health, Medical Education & Family Welfare

(in Rs)

Heads		Actual 2008-09	Actual 2009-10	BE 2009-10	BE 2010-11	BE 2011-12
Urban Health Services	Other systems: Advertisement/Publicity/ Seminar		25,000		1,00,000	1,00,000
	Ayurveda: Advertisement/ Publicity/Seminar	-	-	1,00,000	-	
	Unani: Advertisement/ Publicity/Seminar	-		1,00,000	1,00,000	
	Homoeopathy: Advertisement/Publicity/ Seminar	-		1,00,000	-	
	TSP	-	-	6,00,000	3,00,000	1,50,000

Source: Budget for 2010-11 and 2011-12, State Plan (Details), Government of Jharkhand, Vol. I & II

3.4 Department of Welfare and Department of Social Welfare, Women and Child Development

It may be observed from Table VI.8 that the actual expenditure on items like exhibitions, seminars and other training programmes has exceeded the budgeted allocation. This is true more in the case of TSP. In the category of Women's Welfare, there was a sudden unexplained rise in the budgetary allocations between 2009-10 and 2010-11. Although the actual expenditures were not given in the documents, this increase may have been due to increasing expenditures required in this particular head.

Table VI.8 Plan Expenditure in Department of Welfare

(in Rs)

Heads		Actual 2008-09	Actual 2009-10	BE 2009-10	BE 2010-11	BE 2011-12
Welfare of Scs	Special component for Scs: Exhibition, Seminar, Conference	9,06,972	15,00,000	15,00,000	5,00,000	5,00,000
Social Welfare	Welfare of the handicapped: Participation of officers in training programme, seminars, etc.	98,984	-	2,00,000	2,00,000	-
	Women's welfare: Exhibitions, seminar, conference	-	-	62,500	17,30,000	-
	PEC				10,00,000	
TSP	Exhibition, Seminar, Conference grants-in-aid	21,30,289		6,00,000	6,00,000	
	Training for Development of efficiency, promptness of women grants-in-aid	47,72,541	7,73,900	11,12,000	11,12,000	-
	PEC	-	-	62,500	18,00,000	-
	Other Expenses: Exhibitions, Seminar, conference	22,64,138		4,00,000	-	
Total Social Welfare		54,43,83,325		79,85,00,000	1,34,85,00,000	

Source: Budget for 2010-11 and 2011-12, State Plan (Details), Government of Jharkhand, Vol. I & II

In the Non-Plan category, the only item for publicity purpose was that of fairs and exhibitions under the head Welfare of the STs. Given the higher actual expenditure, a higher budgetary allocation was made in the year 2011-12. However, this head only accounts for a meagre 0.007 per cent of the total expenditure under the Welfare of the STs. (Table VI.9)

Table VI.9 Non-Plan Expenditure in Department of Welfare (in Rs)

Heads		Actual 2008-09	Actual 2009-10	BE 2009-10	BE 2010-11	BE 2011-12
Welfare of ST	Education: Fair & Exhibition	64,640	-	55,000	50,000	1,00,000
Total Welfare of ST		91,75,58,036	57,81,87,643	57,2289,500	44,33,92,000	-

Source: Budget for 2010-11 and 2011-12, State Non-Plan (Details), Government of Jharkhand, Vol. I & II

The Department of SocialWelfare, Women & Child Development appears as a separate department only in the 2011-12 budget documents as demand number 60. For the year 2010-11, the demand number 60 did not figure in the budget documents separately. Thus, in Table VI.10, we only have the BE figures for the year 2011-12. There seems to be a sizable allocation on publicity and information dissemination through exhibitions, seminars and conferences, especially under the programmes like dowry eradication and eradication of witch hunting practices. However, the actual expenditure incurred could not be assessed.

Table VI.10 Plan Expenditure - Social Welfare, Women & Child Development (in Rs)

Heads		Actual 2009-10	BE 2010-11	BE 2011-12
Welfare of the Handicapped	Workshop for the Handicaps: A/P/S	-	-	10,00,000
Women's Welfare	Eradication of Witch system: A/P/S	-	-	3,00,000
	Exhibition, Seminar, Conference: A/P/S	-	-	10,00,000
	PEC: A/P/S	-	-	18,00,000

Correctional Services	Dowry Eradication Programme: A/P/S	-	-	6,00,000
Special Component for SCs	Dowry Eradication: A/P/S	-	-	2,00,000
TSP	Construction of Protection Homes: A/P/S	-	-	15,00,000
	Dowry Eradication	-	-	7,00,000
	Exhibition, Seminar, Conference: Grants-in-aid A/P/S	-	-	40,00,000
	Eradication of Witch System: A/P/S	-	-	5,00,000
	PEC: A/P/S	-	-	20,00,000
Total Social Security & Welfare		-	-	2,36,52,00,000
Total Social Welfare		-	-	2,36,52,00,000
Total TSP		-	-	1,27,28,00,000

Source: Budget for 2010-11 and 2011-12, State Plan (Details), Government of Jharkhand, Vol. I & II

4. Analysis of the Select Districts

In Section II, the choice of the districts for the study was explained. The study selected the districts of Gumla and Latehar. In Gumla, Bargaon panchayat in the Sisai block was studied. In Latehar, some *tolas* in the Tarwadih panchayat were selected for the study. Data for the line departments at the district level was more easily available for the district of Gumla, so the study presents a more detailed analysis for Gumla.

Gumla

Gumla is one of the most backward districts in the country. According to the Planning Commission Report (2003)[6], it stands as the fifth most backward district in the country. In Gumla, along with Latehar, there is a situation of discord between the Government and

[6] http://planningcommission.nic.in/reports/publications/tsk_idw.pdf

the marginalised sections, especially the tribal people and social tensions run high. Gumla, a scheduled district in Jharkhand, has a very low development status as the performance of some of the key development indicators are far below the national and state levels. It is also one of the backward districts among the 90 minority concentration districts in India. Nearly 68 per cent of the population in the district is tribal, the highest proportion of STs among all the districts of Jharkhand. In the district, the departments that were studied are – the DoI&PR represented by the District Information Office (DIO), the Department of Social Welfare, Women and Child Development and the Department of Health, Family Welfare, Medical Education and Family Planning. Apart from these, information was also collected on the functioning of the Mahatma Gandhi National Rural Employment Guarantee Scheme (MNREGS) from the office of the Chief Development Officer. One of the major problems encountered was that the data at the district level has not been digitised. Thus, data for only one financial year was made available from the annual registers, and in some of the departments only verbal accounts of expenditures were provided.

Perception of the Government Officials in select Departments at the District level

It was a common perception among the officials that dissemination of information among people is one of the important constituents of any development process. The PRI representatives are the closest link to the villagers who can effectively generate awareness about various Government programmes by conducting regular meetings of *panchayats* and *gram sabhas*. However, these institutions are relatively new in the State and are still far from becoming effective. The PRI elections were conducted only in the year 2010 and the institutional processes are yet to start functioning properly, let alone being effective. At the village level, the *mukhiya* and ward member are the main people who are responsible for providing people with information. It was noted that people do not take the initiative to ask for information. Meetings are conducted at the level of *gram sabha* but the mandatory two-third attendance is rarely fulfilled and so the important decisions of developmental tasks to be taken up in the *panchayat* are often decided by the *gram sabha* in an undemocratic manner. Also, there is excessive work pressure on the existing workforce. For example, one *sevak* may have 3-4 *panchayats* under his command, which may imply 24 to 30 villages under one *sevak*. The NGOs do publicise various programmes and schemes but they are often politically motivated and so are selective in giving information. Further, it was noted that there is no specific fund for IEC available at the block level. Most of the expenditure for publicity and information dissemination is done either out of the contingency fund available or from within the allocation made for the implementation of a particular scheme/programme. .

As was revealed in some departments, the IEC fund was not available for different schemes separately. For example, in the Department for Social Welfare, Women & Child Development a lump sum amount of Rs. One lakh was allotted to be spent on all women related schemes, which was to be used across all such schemes and for all kinds of expenditures including publicity, if any.

Some of the officials at the district level opined that instead of the prevailing practice of deciding allocation for the IEC fund at the State level, the decisions for the same should be taken at the district level and on that basis allocations be made from the State level. The following table (Table VI.11) gives the allocation made in the IEC fund for various schemes undertaken by the Department of Social Welfare, Women and Child Development. It was told that the entire funds allocated under these heads had been utilised. The claims could not, however, be cross checked because the books were not shown by the Department.

Table VI.11 IEC Allocation for the Department of Social Welfare, Women & Child Development (2011-12), Gumla

Scheme	Amount (in Rs.)	Specific expense
Nutrition Scheme "Beta-Beti Ek Samaan"	1,00,000	Hoardings
Laksmi Ladli Yojana	1,55,000	Hoardings, Register printing, etc.
Dahej Unmoolan (Abolition of Dowry)	55,000	Nukkad nataks (Mayuri Yuva Club)
Schemes for the Disabled	35,000	I-cards

Source: Budget Documents, Gumla District, Government of Jharkhand

The Department of Health, Medicine & Family Welfare is another department, which is directly related to the people and requires funds for publicity and information dissemination on a large scale. In Gumla, the standard means of publicity, such as pamphlets, banner, hoardings, nukkadnataks, etc are in use. According to the officials in the Health Department, inter personal communication (IPC), through the sahiya and ANM is quite effective in providing information to the people. However, the ANM and sahiyaswho are quite burdened with their work at the aanganwadis are given additional responsibilities, such as distribution of pamphlets, training, wall painting, etc. and are not even given adequate incentives for the work. Even the stipulated money/salaries are given to them irregularly and with delays. Also, there is a large gap between the incomes that are paid to the permanent workers and to those on contractual system. In addition to the IPC, Behavioural Change Communication (BCC) through counselors is also very effective but is not undertaken because of shortage of time and staff. It was also noted that the group discussions or baithaks are not done seriously and only signatures are taken from the people without ensuring their actual presence. The hoardings that are put up at the district and block levels are not always effective because many of the people living in the district are illiterate and, thus, hardly notice these hoardings. Television and radio cannot be used for publicity as their reach is limited.

It also came up in the discussions that the State Government has negligible fund in the Health Department and most of the allocation is done through the Centrally Sponsored Scheme (CSS) of National Rural Health Mission (NRHM) and AYUSH. The IEC fund allocated to disseminate information on various health and family welfare related programmes under this department are primarily provided under the CSS. (Table VI.12 & VI.13)

Table VI.12 IEC Allocation for the Department of Health, Medicine & Family Welfare (2011-12), Gumla

(in Rs.)

Head	IEC Allocation	Utilisation
Child Health	1,20,000	79,386
Maternal Health	1,00,000	87,000
Hoarding MH	2,00,000	1,78,625
Hoarding (Family Planning)	1,00,000	87,000
Hoarding (AYUSH)	20,000	14,500
PC/PNDT	1,28,000	87,000
Adolescent, Reproductive & Sexual Health	1,28,000	90,000
NukkadNatak	2,60,000	2,60,000
Tribal Health	90,000	90,000

Source: Budget Documents, Gumla District, Government of Jharkhand

Table VI.13 IEC Allocation for the Department of Health, Medicine & Family Welfare 2010-11), Gumla

Head	IEC Allocation	Utilisation
NukkadNatak	1,68,000	Full
Maternal Health	3,00,000	Full
IEC (AYUSH)	16,500	Full

Source: Budget Documents, Gumla District, Government of Jharkhand

The publicity and information dissemination at the district level is under the command of District Information Office (DIO). The publicity is done through advertisements, newspapers, posters, pamphlets, handbills, hoardings, wall writings, workshops, trainings, exhibitions, dramas and songs. In addition to the publicity done by the DIO, the departments also undertake their own publicity. The allocations made within the DIO fall into three sub-heads, viz. Drama and Song, Hoardings (which includes posters and pamphlets) and Exhibitions. Table VI.14 gives the allocation and utilisation under these three heads for two financial years – 2010-11 and 2011-12.

Table VI.14 IEC Allocation for the Department of Information & PR (2010-11 and 2011-12) Gumla

(in Rs.)

Head	2010-11		2011-12	
	Allocation	Utilisation	Allocation	Utilisation
Hoardings	7,00,000	Jan Ganana hoardings: 2,28,600	3,00,000	Adhar Card: 1,16,600
		Other (Aanganwadi): 1,90,800		Adhar Wall painting: 66,800
Drama & Song	3,00,000	2,85,000	2,50,000	2,24,000
Exhibitions	2,00,000	1,03,000	1,50,000	1,07,174

Source: Budget Documents, Gumla District, Government of Jharkhand

It was noted by the officials in the DIO that such means of information dissemination as newspapers, hoardings, etc. have a limited coverage confined only to the district headquarters or at the block headquarters and other better off areas. The largely illiterate people in the villages hardly get information through these means. The audio-visual means are more effective but even these are limited to only those areas, which are better connected through roads and have better electricity supply. The older means of publicity, such as announcements through loudspeakers are also common but there is always a transmission loss through the channels of oral communication. Moreover, it was noted that only the information about those schemes, which give some tangible benefit to the people, like the pension distribution scheme, gets publicised. On the other hand, information which is general in nature, such as that of family planning, sanitation, etc. gets ignored.

In the expenditure on the MGNREGS, it was noted that the bulk of the expenditure under the publicity head was done on newspaper advertisements. The only other expenditure in this account was the one given to MayuriYuva Club to spread information about the programme through various entertaining means. It was interesting to note that many of the departments were in touch with this club for information dissemination among the people across the district of Gumla. The details of these expenditures over one financial year (2011-12) are given in Table VI.15.

Table VI.15 IEC Allocation for the MGNREGS (2011-12), Gumla

Expenditure Head	Date	Amount (in Rs.)
Newspaper Advertisement	07/04/11	4,953
Newspaper Advertisement	19/05/11	12,375
Newspaper Advertisement	02/07/11	80,362
MayuriYuva Club for publicity for NREGA with entertainment	25/07/11	60,000
Newspaper Advertisement	23/09/11	31,278
MayuriYuva Club	05/11/11	1,92,000
Newspaper Advertisement	11/11/11	47,784
Newsapaper Advertisement	03/01/12	1,96,932
Newsapaper Advertisement	03/02/12	82,114
Newsapaper Advertisement	23/03/12	49,163
Newsapaper Advertisement	30/03/12	10,935

Source: Budget Documents, Gumla District, Government of Jharkhand

Assessment at village level

The village people are generally unaware of many of the specific schemes meant for them. The situation is worse for the marginalised sections of the society, such as the backward groups, tribal groups and women. There is social stratification and concomitant discrimination even in the availability of information. Only the people who are active and have regular communication at the block or

district level have information about various schemes and programmes. For instance, the women who work as *sahiyas* at *aanganwadis* or the ANM who attends training sessions have some information about different programmes. However, they are also selective in passing on the information to other village people. Thus, the flow of information is limited and selective. In comparison to a socially upward group in a *panchayat*, a tribal community living in a separate *tola* in the same *panchayat* has relatively less information about the schemes available to them and so unable to benefit from these schemes.

Latehar

Latehar is another backward district of Jharkhand that was selected for the study. Due to paucity of time, a detailed survey and analysis of various departments in the district could not be conducted; the focus was mainly on Gumla district. Apart from registering a low score on various development indicators, Latehar is one of the districts where social tensions have been high and a situation of discord exists between the Government and the marginalised sections, especially the tribal people. As noted in Section 2 (above), between 2008 and 2009, the rank of Latehar in the Jharkhand Development Report declined from 7 to 17, indicating a sharp decline in select development indicators.

In Latehar, the district officials cited a number of problems that hindered an adequate flow of information to people. It was pointed out that at the block level, Government offices were not properly mechanised. The digitisation of data has not been done. There is also a lack of properly trained staff. Further, it was acknowledged that the basic data on the basis of which a beneficiary list is drawn up for providing benefits under various programmes was itself incorrect. The geographical terrain is tough, which has made the reach to interior villages difficult. Also, the PRIs are affected by electoral politics and thus unable to cater to people in an unbiased manner.

The information is disseminated through the representatives of PRIs, *gram sevak, rozgarsevak,* among others, but these are not very effective. There is fairly effective coordination between the Government and the NGOs, which complement each other in the process of information dissemination. There are some nodal NGOs selected at the *panchayat* level on the basis of their work in the area which coordinate with the Government departments, the *panchayat samitis* and sometimes directly with the villagers. However, it was pointed out by the Government officials themselves that when the various schemes announced are not complementary in nature to each other, the implementation of these becomes a little difficult.

Among the village people, there was very little information about various Government schemes and programmes. The representatives, including *krishakmitra, rozgarsevak, gramsevak* made few appearances among the people and were less effective for publicity channels. The *sahiyas* and ANM had information about schemes pertaining to women and girl children but it was found

that they were very selective in giving information to fellow villagers. The information flow was even less among the lower sections of the society. It was also observed that instead of the elected female *mukhiya*, the business of the panchayat was taken care of by some male member of her family. And in terms of information, even the 'acting *mukhiya*' had very limited knowledge about various Government schemes and programmes. Only the much publicised schemes like MGNREGS were known to the people but detailed information was still absent. People were unaware of many other schemes run in their areas. Also, many of them who should have been included in the beneficiary list did not have their names in the list and repeated complaints had not been addressed.

The situation was worse for some tribal groups. We visited a *tola* inhabited by *Birhor* tribe, one of the Primitive Tribe Groups (PTGs) in the Tarwadih Panchayat of Latehar district. The information about specific schemes run by the Government for PTGs was nearly absent among the tribal people. Some facilities had been provided by the Government like shelters under the *Birsa Munda Awaas Yojana* but the houses were in a dilapidated condition. There was no information about alternate employment opportunities that the Government has envisaged for these tribes. It was observed that whatever limited information was available to the people was due to the efforts of some local civil society groups. The visits to these areas by Government officials were very few. This state of affairs existed in one of the easily accessible *tolas* inhabited by tribal people. The situation was worse in the areas, which were relatively difficult to access.

5. Conclusion

Despite the progress made at various levels, the flow of information among the people in general is still far from adequate. Apart from basic infrastructural difficulties, there are bottlenecks, such as vested interests and in-built faulty mechanisms in the administrative systems that are responsible for selective and inadequate flow of information to the target groups. It came up in discussions that there are, generally, four ways in which information can be disseminated among people. One, through newspaper advertisements, TV, and radio; two, through PRI and their representatives; three, through the use of new technology, such as websites; and four, by practicing the self-disclosure clause in the RTI. Each of these means of information dissemination in the two districts has some limitations.

As observed, despite a lot of money being spent on newspaper advertisements, they are not clear and are unable to communicate the messages to the public effectively. Also, the reach of newspapers is limited to the urban areas and meant to serve only the literate section of the population. Further, the situation with regard to the availability of radio and TV sets with the population of the State is quite discouraging. In rural Jharkhand, 23 per cent of the population owns a radio or transistor and just 7 per cent owns a television set; for the urban population, these figures are 36 per cent and 55 per cent respectively. The third channel of communication— the

institution of *panchayati raj* is a relatively new feature of the administrative setup of Jharkhand state machinery as the local body elections were held as recently as 2010. PRIs have not contributed to awareness generation efforts effectively because they are, many a times, influenced by electoral politics and are, thus, biased in giving information to people. The use of websites is a new means of disseminating information to people. A major disabling factor here is that all people do not have an easy access to the internet. Even the well-educated Government officials at State and district level and many of the NGOs are not adept at the use of this technology. Lastly, though RTI is a great tool for seeking information and empowering people, the use of the voluntary disclosure clause of the Act is rare. The Government departments are reluctant in providing information to people as they consider that this would render the departments open to scrutiny.

The process is further marred by a lack of political will, bureaucratic delays and insufficient funds at the lower administrative levels and lack of clear guidelines. As the Chief Minister's Committee Report further notes that "At the risk of being unfair, the sense one gets is that the Government is not proactive enough in providing information, and this spills over into information that isn't always mandated under the RTI Act. Thus, for pro-people development to take place in Jharkhand there is an urgent need for making the information flow to people smooth and adequate, down to the village level. There is a gradual realisation for this need at the policy making level. Some civil society groups have joined in the process and started making efforts to reach the inaccessible areas. The Report of the Chief Minister's Committee for the Development of Jharkhand (2011) also acknowledges this. It notes that "greater information availability and citizen redressal is another synergistic component of this larger process (of development). E-governance, information boards in rural areas, annual development reports; independent monitoring of Government actions and their impact is another set of reforms that will be critical in guaranteeing sustainability of reforms."

In addition, there is required a genuine and steadfast effort on the part of the policy makers and implementation authorities to make information reach the farthest, most inaccessible corners and the most downtrodden populace of the State.

Appendices

Appendix A.1 Ministry of Information and Broadcasting Budgetary Allocations over the period 2000-01 to 2011-12 (RE) in Rs. Crore

Years	Plan	Non-Plan	Total
2000-01	256.93	1097.85	1354.78
2001-02	309.64	1098	1407.64
2002-03	395.09	1118.5	1513.59
2003-04	250	1126	1376
2004-05	250	1142.4	1392.4
2005-06	454.23	1182.77	1637
2006-07	475	1185	1660
2007-08	400	1210	1610
2008-09	600	1425	2025
2009-10 (B.E.)	800	1768	2568
2010-11	850	1768.06	2618.06
2011-12 (B.E.)	861	1782.64	2643.64

Appendix A.2 Department of Telecommunications Budgetary Allocations over the period 2000-01 to 2011-12 (RE) in Rs. Crore

Years	Plan	Non-Plan	Total
2000-01	59.24	67.07	126.31
2001-02	137.63	116.38	254.01
2002-03	840.44	87.89	928.33
2003-04	150	283.08	433.08
2004-05	292.54	5139.85	5432.39
2005-06	92	3943.9	4035.9
2006-07	149.9	3052.79	3202.69
2007-08	250	3500	3750
2008-09	725	3673	4398
2009-10 (B.E.)	431	7423	7854
2010-11	397.26	7302.91	7700.17
2011-12 (B.E.)	3418	4255.78	7673.78

Appendix A.3 Department of Information Technology Budgetary Allocations over the period 2000-01 to 2011-12 (RE) in Rs. Crore

Years	Plan	Non-Plan	Total
2000-01	300	26.12	326.12
2001-02	425	30.13	455.13
2002-03	470	32.38	502.38
2003-04	495	37.66	532.66
2004-05	650	35	685
2005-06	882	34	916
2006-07	1090	35	1125
2007-08	1400	45	1445
2008-09	1450	45	1495
2009-10 (B.E.)	2530	52	2582
2010-11	3468.4	107.6	3576
2011-12 (B.E.)	3000	48.61	3048.61

Source: Budget documents of the concerned Ministries/Departments, various years

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