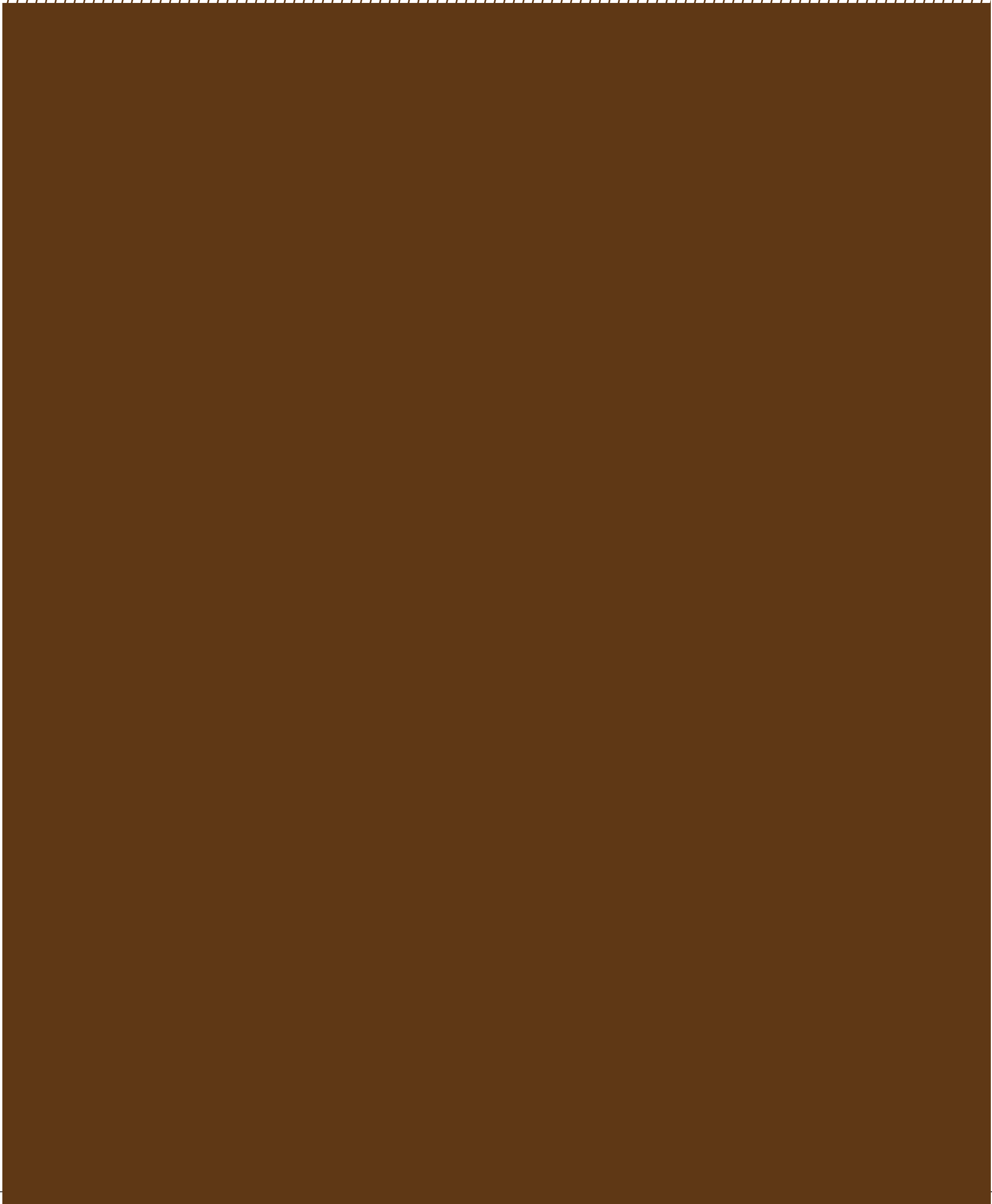




# Department of Administrative Reforms and Public Grievances



**Ministry of Information  
and Broadcasting**



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# Introduction



## 1.1 CONTEXT

The Department of Administrative Reforms and Public Grievances (DARPG) received 11,94,931 (related to central government) grievances in 2016 across 88 Ministries/Departments through Centralized Public Grievance Redress and Monitoring System (CPGRAMS). This department's role is to facilitate the pursuit of excellence in governance through improvements in government structures and processes, initiatives and dissemination of best practices. Moving towards this goal, the department commissioned a grievance analysis study of top 20 Ministries/Departments receiving high number of citizen grievances. The study involved identification of top grievance categories and recommending systemic reforms. The Parliamentary Standing Committee for Personnel, Public Grievances and Law & Justice recommended conducting similar study for next 20 Ministries/Departments.

## 1.2 OBJECTIVE

The study carried by Quality Council of India, as per the mandate given by DAR&PG, was conducted from August 2016 to March 2017, covering more than 100 grievance categories across 20 Ministries/Departments. A team of consultants was deployed to understand issues in depth from the officials and collect information from more than 70 domain experts. Moreover, this team of consultants conceived the methodology, process and outcome of the study. It is hoped that this study will bring the necessary third party evaluation into picture for guiding the schemes and providing useful lessons for similar evaluations on a larger scale in future.

## 1.3 IDENTIFICATION OF 20 MINISTRIES/DEPARTMENTS

The grievances received on the portal provided the source for data analysis. The top 20 Ministries/Departments were covered in the earlier grievance study. This study identified next 20 Ministries/Departments, based on the number of grievances received by the particular Ministries/Departments (from 01.04.2012 to 31.03.2016). For the scope of this particular report we will be focusing on the Ministry of Information and Broadcasting (S.NO 21).



Table 1: List of 20 Grievance Study Ministries

S.No	Ministry/Department	Number of grievances
21	Information and Broadcasting	18,567
22	Financial Services (Insurance Division)	17,840
23	Environment, Forest and Climate Change	17,323
24	Corporate Affairs	17,084
25	Consumer Affairs	16,047
26	Agriculture Cooperation and Farmers Welfare	14,342
27	Electronics & Information Technology	12,729
28	Social Justice and Empowerment	12,637
29	Civil Aviation	12,448
30	Rural Development	11,646
31	Drinking Water and Sanitation	10,723
32	Power	10,392
33	Women and Child Development	9,773
34	Economic Affairs	9,553
35	Commerce	9,509
36	Water Resources, River Development & Ganga Rejuvenation	9,265
37	Food and Public Distribution	8,292
38	Housing and Urban Affairs	7,287
39	Defence Finance	6,604
40	Coal	6,346

## 1.4 INTRODUCTION TO MINISTRY OF INFORMATION AND BROADCASTING

The Ministry of Information and Broadcasting (Ministry of I&B) is a branch of the Government of India which is apex body for formulation and administration of the rules and regulations and laws relating to information, broadcasting, the press and films in India. The Ministry is responsible for the administration of Prasar Bharati - the broadcasting arm of the Indian Government. The Central Board of Film Certification is the other important functionary under this ministry being responsible for the regulation of motion pictures broadcast in India.





**11,94,931** grievances  
were received on PG portal in 2016  
across 88 Ministries/Departments

**83%** of the grievances  
were disposed by Ministries/  
Departments in 2016

**Rank 21** of 88 Ministries/  
Departments (based on the number of  
grievances received from 2012-16)

**5,638** complaints were  
received by Ministry of Information  
and Broadcasting in 2015-16

**18%** of grievances were  
received by division of MULTI

**9%** of the grievances were  
received by division of Directorate  
General All India Radio

**16%** of grievances were for  
category- poor services of digital  
and cable TV

**16%** of the grievances were for  
category- objection around content

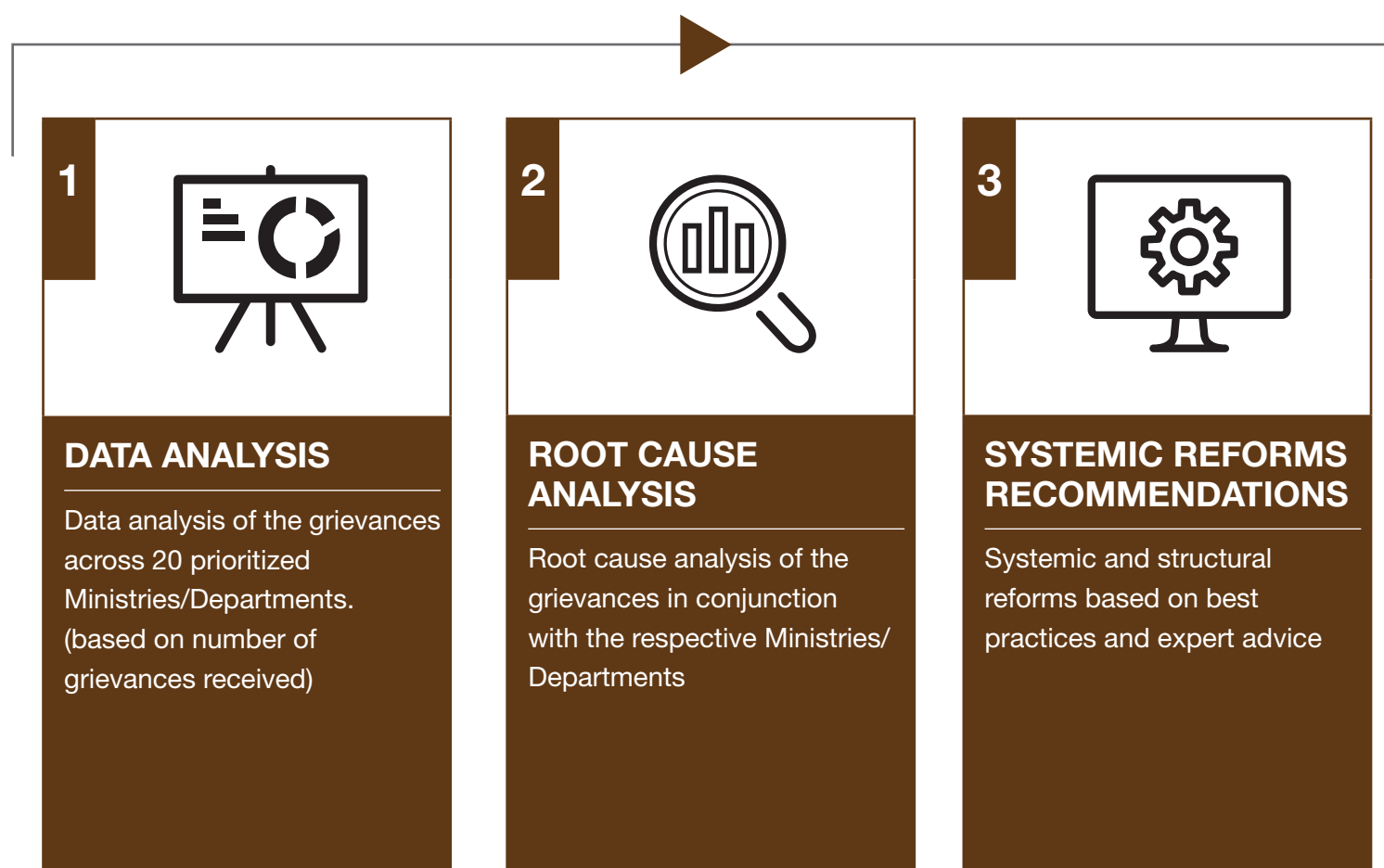
**31%\*** of the grievances will be  
impacted, as and when suggested  
reforms are incorporated

\*The percentage has been computed after multiplying a) Percentage of grievances under shortlisted divisions with, b) Percentage of addressable grievance categories

# Deep Dive Grievance Analysis



The three point approach for grievance analysis study includes data analysis, root cause analysis, and systemic reforms recommendations for the service issues.



## 2.1 DATA ANALYSIS

### 2.1.1 IDENTIFICATION OF TOP DIVISIONS

The shortlisted divisions were the ones receiving maximum grievances (from 1.4.2015 to 31.3.2016). The highest grievances were received by MULTI, which accounted for 18.5% of grievances received. Another 9% of the grievances were received by division of Directorate General All India Radio, 9% by division of Directorate General Doordarshan and another 9% by both broadcasting policy and legislation and broadcasting content.

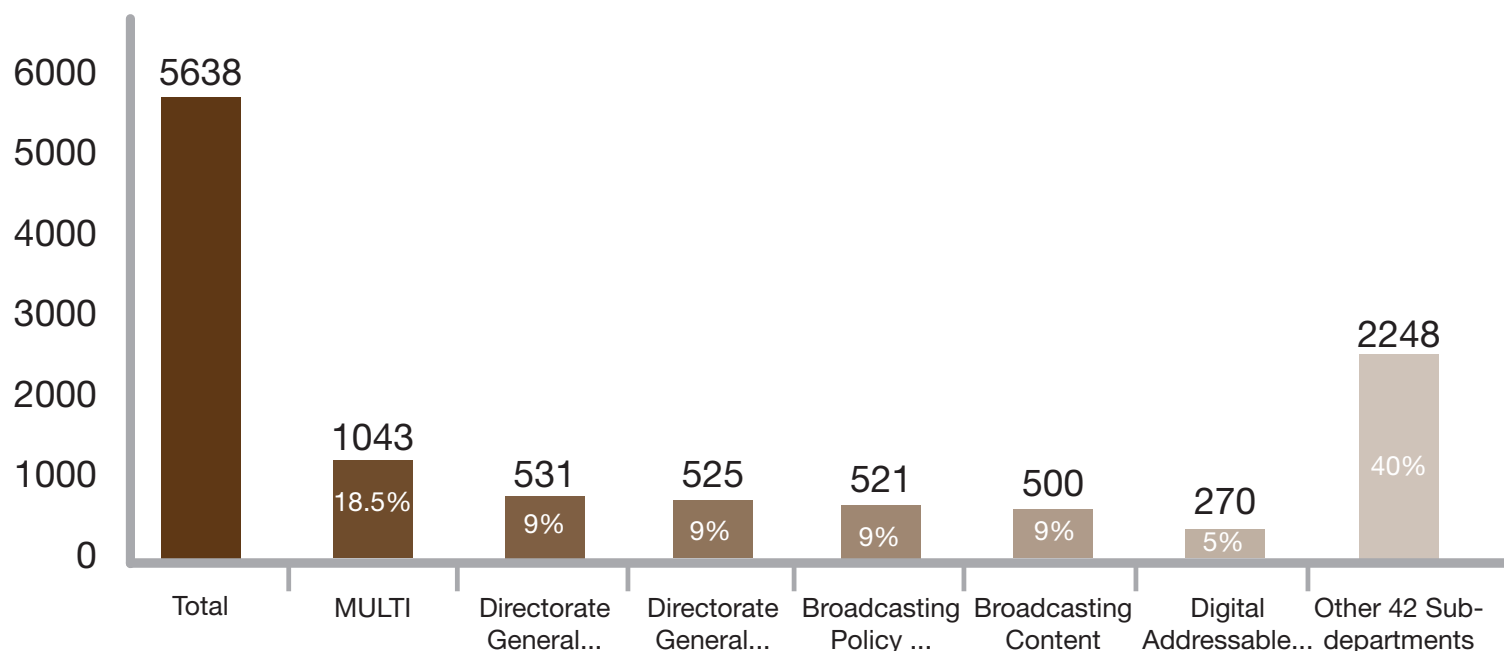


Chart 1: Categorized grievances received by divisions from 1.4.2015 to 31.3.2016

### 2.1.2 IDENTIFICATION OF FOCUS SERVICE

Grievance data in top 6 divisions was deep dived and 10% of sample was analyzed.

Table 2: Sample size selected for the study

MINISTRY OF INFORMATION AND BROADCASTING	5638 NUMBER OF GRIEVANCES	550 TOTAL SAMPLE GRIEVANCES ANALYSED
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The next step was grievance-by- grievance analysis for a sample of the grievances received by the top 6 divisions, namely, MULTI, directorate general All India Radio, Directorate General Doordarshan, Broadcasting Policy and Legislation, Broadcasting Content and digital addressable system - top recurring issues were categorized.

#### AN EXAMPLE OF A GRIEVANCE ANALYZED IS AS FOLLOWS






*information-broadcasting: Respected sir, I am deeply hurt by the latest Amazon TV advertisement ,It makes mockery of our republic day parade. In this advertisement models are shown dancing at Janpath and Amazon sales offer replacing our "jhakis" and weapon system. I immediately demands banning of this advertisement.*

#### ACTION BY MINISTRY OF INFORMATION AND BROADCASTING

*As the subject matter of the communication does not fall under grievance category, this is being disposed of.*

For the Ministry of Information and Broadcasting, the top most issue accounting for 16% of grievances was digital and cable TV complaints, followed by objection on news and TV content, which accounted for another 16% of the grievances, followed by telecast new programs under DD, employee related issues and suggestions on Mann ki Baat, accounting for another 10%, 9% and 8% of grievances respectively.

Table 3: Focus service for root cause analysis

S.No	Grievance Causing Issues	Impact*	Details
1	 Digital and cable TV complaints	16%	<ul style="list-style-type: none"> <li>Digital TVs charging money but not providing relevant services.</li> <li>No signal received for channels and frequent loss of connection.</li> </ul>
2	 Objection on Content	16%	<ul style="list-style-type: none"> <li>Private News channel content needs to be checked</li> <li>Obscene scenes from private channels need to be checked</li> <li>Regulation on print media's content needed</li> </ul>
3	 Telecast new programs under DD	10%	<ul style="list-style-type: none"> <li>Demand for Sindhi channel under DD</li> <li>Telecast government progress related shows on DD. Programs on sports such as Kabaddi and hockey. Telecast awareness related programs on Swachhta etc.</li> </ul>
4	 Employee related issues	9%	<ul style="list-style-type: none"> <li>Reimbursements of financial claims not given</li> <li>Harassment by a fellow colleague</li> </ul>
5	 Suggestions on Mann ki Baat	8%	<ul style="list-style-type: none"> <li>Discuss about unity in diversity, corruption and general awareness on Swachh Bharat etc.</li> </ul>

\* Grievance Sample analysed: 550

## 2.2 ROOT CAUSE ANALYSIS (RCA)

With regards to category- suggestions on Mann ki Baat, the issue has been de-prioritized for reform recommendation exercise as these suggestions are gathered by the government via mygov.in.

The root cause of the addressable focus issues was dug deeper for root cause analysis. For this, the study team spent time with each implementation body within that division to understand core processes, accountability and performance tracking. Domain experts were also consulted to understand root cause for each grievance category.

The questions revolved around policy, process and people problems that were leading to lack of quality implementation

Table 4: Root Cause Analysis of grievances related to Ministry of Information and Broadcasting

Issue	Sub-Issue	Root Cause
Digital and cable TV complaints	Poor customer service	<ul style="list-style-type: none"> <li>No monitoring of grievance redressal by TRAI (Telecom Regulatory Authority of India) of complaints</li> </ul>
Objection on Content	News channel and ads content needs check	<ul style="list-style-type: none"> <li>No monitoring of grievance redressal by I&amp;B for NBA, BCCC and ASCI (Advertisement Standards Council of India).</li> </ul>
Telecast new programs on Doordarshan	Telecast government progress related programs on Doordarshan	<ul style="list-style-type: none"> <li>Lack of information with citizens on how to request new programs on Doordarshan</li> </ul>
Employee related issues	Reimbursements of financial claims not given	<ul style="list-style-type: none"> <li>No central tracking of claims and reimbursements</li> </ul>
	Harassment by a fellow colleague	<ul style="list-style-type: none"> <li>Lack of independent and un-biased avenues of resolution.</li> </ul>



Grievance issues of broadcasting complaints and objection on content are mapped to TRAI and NBA, BCCC, ASCI respectively.

Telecom Regulatory Authority of India (TRAI's) is a self-regulatory body and its mission is to create and nurture conditions for growth of telecommunications in India to enable the country to have a leading role in the emerging global information society. One of its main objectives is to provide a fair and transparent environment that promotes a level playing field and facilitates fair competition in the market. TRAI regularly issues orders and directions on various subjects such as tariffs, interconnections, quality of service, Direct To Home (DTH) services and mobile number portability.

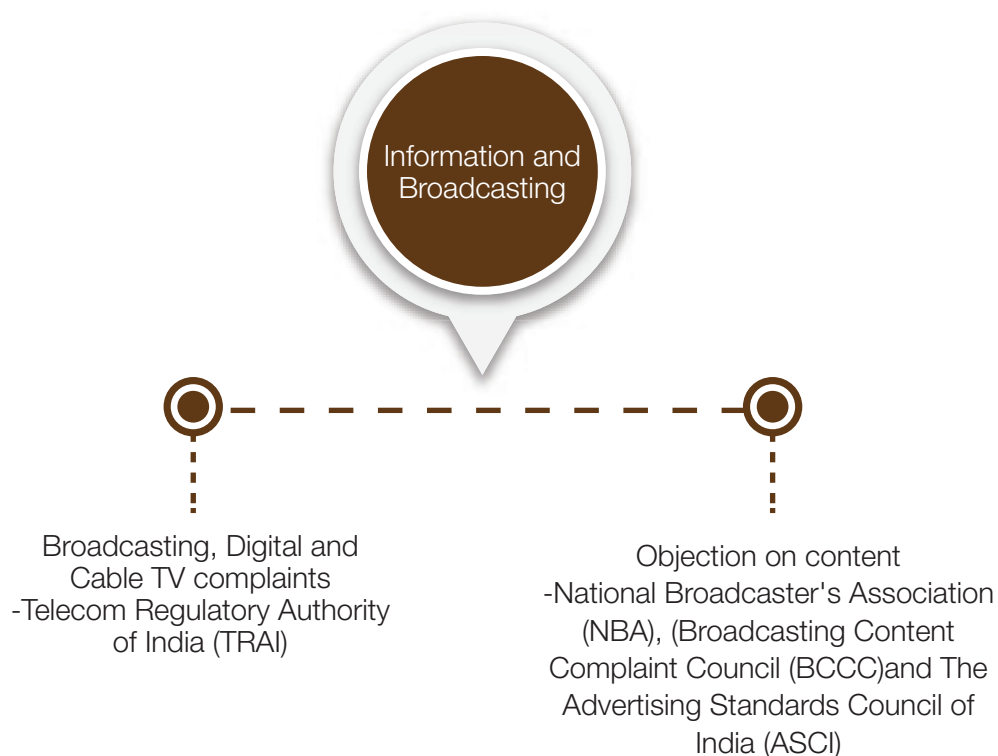
### **THERE ARE THREE SELF-REGULATORY BODIES TO REGULATE CONTENT PUBLISHED IN MEDIA:**

1. Broadcasting Consumers' Complaints Committees (BCCC): In order to provide a self-regulation mechanism to the industry and a complaint redressal mechanism to the viewers and listeners against alleged violations of the Certification Rules, the Central Government may authorize industry segment level organization to set up their respective Broadcasting Consumers' Complaints Committees (BCCC). Such BCCCs shall consist of professional experts with adequate representation from the relevant industry segments, the Consumers or other civil society organization as well as eminent person with legal or regulatory experience, to adjudicate on public complaints or appeals.

2. News Broadcasting Association (NBA): News & Current Affairs Broadcasters

3. The Advertising Standards Council of India (ASCI): The body has already a self-regulatory body called the Consumers' Complaints Committee (CCC). The ASCI has also developed an advertising code to be followed by all advertisers, which has been recognized for compliance by all broadcasters/Cable 6 operators etc. It will be the responsibility of the Broadcasting Service Provider (BSP) to have its Content Auditor preview each advertisement to certify that its content complies with ASCI code.

Chart 2: Regulating bodies for catering grievance





## 2.3 SYSTEMIC REFORMS RECOMMENDATIONS

Based on the key root cause for improper delivery of service, corresponding recommendations were identified and designed. These recommendations were arrived after discussing with the Ministry/Department representative.

For each issue, the problem was broken into multiple parts to ensure that each aspect of the problem is addressed independently, while ensuring maximum impact. Systemic and structural changes reform recommendations were made for information and content regulation and grievance redressal by self-regulatory entities such as TRAI, NBA, BCCC and ASCI across the following areas.

### AREAS ACROSS WHICH SYSTEMIC REFORMS ARE SUGGESTED





# Systemic Reforms



Information and broadcasting regulations impact each citizen. Therefore, it is of utmost importance that the process is streamlined, and monitoring is tight knit.

Self-regulatory bodies have been eminent parts of regulations in the government. There are areas in terms of policy formulation, implementation where few reforms can bring a major impact. Nine recommendations have been made based on best practices adopted by state governments and other stakeholders.

Table 5: Systemic Reforms for content and broadcasting regulations

S. No	Reform Category	Systemic Reforms	Ease of implementation
1	Digitization	Utilize e-office tool for submission, disbursing and monitoring of claims.	Medium
2	Operations Improvement	Improve complaint forwarding mechanism by inculcating new field of TV channel, date and time of broadcasting on CPGRAMS.	High
3	Operations Improvement	Inculcate better transparency in Doordarshan's process of allocating channels based on demand assessment. This can be achieved through information dissemination on its website.	High
4	Operations Improvement	Periodically sensitize channels and media houses for publishing less regressive content.	Medium
5	Operations Improvement	Design responses that should be sent to citizens from I&B, TRAI, NBA and BCCC at the first instance of resolving grievance.	High
6	Operations Improvement	Setup an independent cell for taking actions on harassment issues.	Medium
7	Awareness	Better awareness around ASCI's own grievance redressal portal- gamma portal. The awareness reform may be clubbed with 'Jago Grahak Jago' campaign under Ministry of Consumer Affairs.	High
8	Monitoring	Setup an independent grievance redressal mechanism for Telecom Regulatory Authority of India (TRAI). This is needed to monitor service complaints of digital and cable TV.	Medium
9	Monitoring	I&B to setup a monitoring dashboard for better tracking of grievance redressal by NBA (National Broadcaster's Association) and BCCC (Broadcasting Content Complaint Council).	Medium

# Conclusion



This Grievance Analysis Study analysed 550 grievances of Ministry of Information and Broadcasting, spanning across poor content and broadcasting services. Under the guidance of experts, the study has recommended that both centre and state government walk hand-in-hand to create awareness and streamline operations.

## KEY RECOMMENDATIONS

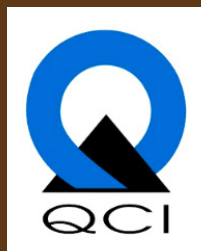
This report evaluates the grievances of Ministry of Information and Broadcasting and recommends the following priority systemic reforms:

- 01 Setup an independent grievance redressal mechanism for Telecom Regulatory Authority of India (TRAI) to monitor complaints against digital and cable TV.
- 02 Ministry of I&B to setup a monitoring dashboard for better grievance redressal by National Broadcaster's Association (NBA) and Broadcasting Content Complaint Council (BCCC).
- 03 Inculcate better transparency in Doordarshan's (DD) process of demand based allocation of programs. This can be achieved through information dissemination on DDs website.
- 04 Utilize e-office tool for submission, disbursing and monitoring of claims.

## LIST OF EXPERTS CONSULTED

Table 6: List of experts

Ministry of Information and Broadcasting	Outside Ministry	Quality Council of India
• <b>Sanjay Murthi</b> - Joint Secretary	• <b>Bimal Jhulka</b> - Previous Secretary of I&B	• <b>Adil Zainulbhai</b> - Chairman
• <b>Mihir Kumar</b> – Joint Secretary	• <b>Annie Joseph</b> - Secretary General, National Broadcaster's Association (NBA)	• <b>Dr. Ravi P. Singh</b> - Secretary General
	• <b>Ashish Sinha</b> - Secretary General, Broadcasting Content Complaints Council (BCCC)	
	• <b>Ashok Sinha</b> - Chairman, BPCL	



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