

## **Preface**

Emergency management operations necessarily consist of many diverse processes. These processes are broadly classified based on the nature of the essential functions they help perform. The high Power Committee on Disaster Management (HPC) has envisioned 14 different functions that support any emergency management operation and has called them Emergency Support Functions (ESF). This document presents the Standard Operating Procedures (SOPs) relating to ESF 13 Media.

A standard operating procedure is a set of instructions, covering those features of the ESF that can be standardized without loss of effectiveness. SOPs are detailed written instructions on steps to take and decisions to make at different stages in carrying out a task. Thus, SOP documents create a procedural infrastructure to ensure consistent performance each time an activity is undertaken. If SOPs are correctly drawn this consistency assures on quality and compliance issues.

For developing the SOPs for any function one needs to understand all activities forming parts of that function; how those activities are undertaken; and by whom. Those who undertake the activities are the functionaries who will be using the SOP. Their inputs on how the job should be performed gives an essential perspective as it incorporates the confines of the regulatory environment in which the job needs to be performed.

These SOPs have been developed after interacting with the agencies that play significant roles in this ESF, taking into account the relevant provisions of the Disaster Management Act; guidelines and executive instructions on the subject issued by different organs of the government, and the resources available for carrying out the ESF. We have also drawn from the best practices in DRM followed across the globe.

The SOPs start with the key objective of the ESF, identify the essential functions required to achieve that objective and lay down the operational guidelines for carrying out the ESF before spelling out the procedures for all agencies involved in the ESF.



## **Executive Summary**

This ESF has two major components: media and public information. Providing accurate information is an essential emergency management function. Typically the information during an emergency are alert notices, whereabouts of emergency shelters, of relief centres, list of casualties, hospitals where the wounded are being cared for etc. This function of public information is joined with media because mass media is a ready vehicle for carrying the information to the intended recipients; and also because media activities become more intensive during disasters Media coverage influences the perceptions of community members and opinion leaders; and through them may affect the direction, range and duration of operations. Thus, the awareness generated by media often determines the level of attention the relief agencies devote to a particular event. This makes “media” and ESF distinct from public information.

Media functions can broadly be divided in two types: a) helping the media get access to information; and b) monitoring what is being portrayed by media.

Synchronized, well-planned and actively implemented media function clears the fog of emergency and impacts the morale and effectiveness of the public and those engaged in managing the emergency alike.

The essential responsibility of this ESF can be summed up as to use the information environment to the maximum benefit of the emergency management operations.

Its Key Responsibility Areas are:

- Members of public should get, in time, all information that can be of help in saving lives and minimizing damage.
- Public should get the true picture of what has happened, what is being done and what resources may be required
- Immediately and effectively scotch any rumours or half-truths or innuendos that give wrong signals and create confusion
- Monitor what the media has been reporting on the operations and keep those in charge of managing emergency posted of such reports.

The Primary Agency identified for ESF Media is Information & Public Relation. The functions / authorities, resources and capabilities of the Directorate of Information and Public Relations (DIPR) make it the most appropriate for the responsibility of the primary



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agency. The support agencies mentioned in the aforesaid letter of UPAAM are: Health & Family Welfare, Agriculture, Electronic media, Print media, an PRO. Three more departments need to be added to this list: Police, Fire, and Irrigation.

The key role of the support agencies is to provide accurate information to the Primary Agency, whose strengths lie in its existing relationship with local media familiarity with media behaviour and in professionally making out press notes / communiques. Thus, the support agencies from amongst Government Departments / Organizations are: Police, Fire Service, Irrigation, Health & Family Welfare, Agriculture, PRI, Revenue, Revenue, PWD, BSNL, Doordarshan, and AIR. To be sure, there are media outlets, other than those owned by the State but State's prescribing SOPs for them is liable to be seen as infringement on press.

Media originated as the plural form of medium. In modern societies "media" is used as the common reference for all means of reaching wider audiences. Print media consists of newspapers and periodicals: and electronic of radio, cinema and TV channels. Widespread use of communication and information technology has added cellular phones, cable TV and internet to electronic media.

Media is often compared to the state in its strength in influencing the choices public makes by acting as conduits of information, news, analysis, interpretation and commentaries. Media also allows citizens to check on the government. Viewed from this angle, a cozy relationship between media and government is considered bad as it leads to concentration of power, and by corollary, an antagonistic relationship between the two is considered good as it seeks to maintain a balance of power within the society. However, it may not be true for all times. In the larger interests of the community, during emergencies disseminating official information from authorities should take precedence over the media's accepted watchdog role. However, media is not and should never be viewed as the mouthpiece of governments.

In disaster situations, media often investigates into how relief operations are being conducted and how the relief assistance is being distributed. It also lets people know what they need while enhancing tolerance and understanding among them and keeping their morale high. Responsible media's first priority in covering an emergency has usually been disseminating accurate information from emergency managing officials to the public about the emergency situation and the efforts being to address the needs of the affected people.



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Media does at times have negative impact during relief operations. Most of this can be traced to the hard fact that news sells but drama sells better. Further, the movement of media personnel into an affected area may bring many problems.

For effective use of media, it is important to understand behaviour patterns during emergencies. There has been a lot of research in this field and some interesting findings are: People rarely panic in emergency situations, they often deny that they are at risk and in absence of clear direction people face uncertainty about what to do, and may suffer from trauma and stress even after the emergency. Emergency researchers have also found that with complete, clear and consistent information confirmed by several different sources, and not refuted by other credible sources, people know what to do in an emergency and are less likely to deny that they are at risk.

These findings suggest two important guiding principles for releasing emergency information.

1. Providing complete information to encourage people to protect themselves is probably more appropriate than giving out piecemeal information led by the concern that some information may cause panic.
2. The tendency to deny a risk can be very strong, and encouraging people to protect themselves may require messages from both the local authorities and the media.

The key issue is the need for authoritative voices and to re-enforce their credibility in a disaster. The tasks of ESF 13 arising from its KRAs described earlier are:

1. Keeping means of communications with public active all the time
2. Keeping internal communication link active all the time
3. Timely and effective dissemination of whatever is to be conveyed to the affected population
4. Keeping in place a system to listen to the reactions of the affected people
5. Prompt and effective correction of rumours / half-truths
6. Ensuring that all information releases from different sources in operations are consistent and supporting each other.
7. Keeping the media informed of all developments at regular intervals



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8. Reading and viewing all possible media reports on the incidence and preparing summaries thereon for internal circulation
9. Assisting the media in its information gathering role without affecting the emergency management operations

These tasks need to be performed in times of extraordinary stress, when regular procedures of a department / agency may become inadequate. During disasters, demands for information grow manifold and their urgency multiplies. But often a disaster disrupts the normal working as organizations get involved in responding to the crisis. In the absence of a coordinated emergency response framework the regular interaction between the PA and the media may fall apart just when the need for their cooperation becomes most critical.

These SOPs are to provide that framework. This document provides a complete reference detailing the procedures for fulfilling all KRAs of ESF 13. It creates a procedural infrastructure to ensure consistent performance.

These SOPs are intended for the PA and all Support Agencies named in this document. The SOPs are permanent in nature i.e. they will remain always operational. Any particular section would get activated when the situation covered by that section arises, and would get deactivated when the situation ceases to be so.

Chapter 4 provides the situational assumptions and assumptions on principles of information dissemination. It also lays down the priorities for information dissemination: First priority would be of information that could save lives or protect health or minimize damage, next would come emergency status information (the emergency situation end response efforts; how to contact relatives, etc.) and last would be any other useful information (stories, background, how to get monetary assistance, etc.).

Chapter 4 also suggests some guidelines on information dissemination during armed operations. The need of such guidelines were highlighted last year during terror attack on Mumbai when it was learnt that the Pakistani handlers of the terrorists were passing on vital information merely by watching Indian news channels. Chapter 4 also suggests guidelines for media presence at operation sites and on State's interactions with media during emergencies.

Chapter 5 gives detailed procedures. Two annexure have been added on how to face media during emergencies.



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## **Chapter 1: Introduction**

### **1.a About this Document**

This document, laying down the SOPs for ESF Media has been prepared in response to UPAAM letter no 258 dated May 22<sup>nd</sup>, 2009. The basic inputs for the document are the HPC Report, the provisions of the Disaster Management Act; guidelines and executive instructions on the subject issued by MHA, other such instructions issued by GoI or GoUP, existing systems / mechanisms and instruments for DRM; the expected financial and non-financial resources available from Central and State Government as also external agencies.; and the discussions held with functionaries of the State Government. The SOPs are built on the topography, historical background of the vulnerabilities of UP, and the existing governance structures. It has also drawn from the generic SOPs prepared by NIDM.

It starts with a brief description of SOPs and ESFs in the DRM context and then goes out to describe in some details the media environment, rather the information environment, in which the emergency management operations are undertaken; what the role of media is; and how the emergency managers can make most effective use of its vast powers. Against this backdrop it sets forth the operational guidelines so as to provide comprehensive inputs for the ESF # 13. It depicts intra-departmental layers & organic links for coordination, both vertical & horizontal; shows inter-departmental coordination between concerned line departments; provides stage-wise activity flow (vertical and horizontal –simultaneous & sequential); identifies triggers that would set off chain of activities of agencies / players concerned; enunciates agency-wise obligations; gives a checklist of activities for pre (prevention/surveillance / warning / mitigation), during (rescue & relief) and post-Disaster (rehabilitation & resettlement) Action Plan; and also gives such references as would be required for carrying out the procedures.

It has been prepared by interacting with all the departments/agencies that have a role in this ESF; reviewing various existing SOPs; understanding the current operating procedures and practices and discussions with Academy staff and functionaries of GoI-UNDP project on DRMP in UP.



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**1.b Standard Operating Procedures for Emergency Support Functions**

The first articulation of Emergency Support Function (ESF) in India, as of many other concepts related to disaster management, was done by the HPC constituted by GoI with Shri J B Pant as chair. HPC has observed that managing an emergency situation requires accomplishing diverse tasks simultaneously and identified 14 ESFs to accomplish these tasks while responding to an emergency situation. HPC envisaged that in the immediate aftermath of a major disaster (emergency situation), the EOC / NCCM would take stock of the situation and identify requirements and mobilise and deploy resources to the affected area to assist the State in its response actions under the fourteen ESFs.

One agency, based on its authorities, resources and capabilities, HPC envisaged, would be designated as the primary agency for one ESF. This agency in Centre would coordinate directly with its functional counterpart State agency to provide the assistance required by State. The designated primary agency would be supported by one or more support agencies (secondary agencies). Primary agency would be responsible for managing the activities falling under its ESF and would ensure that the *mission is accomplished*. The primary and support agencies would *have the authority* to execute response operations to directly support the state needs. HPC, however, did not identify the primary agencies for each ESF, it did name though the ESF's and listed *some responsible agencies*.

S40 of the Disaster Management Act stipulates that the DMP of every department of State Government shall lay down, inter alia, “the roles and responsibilities of the department of the State in the event of any threatening disaster situation or disaster and emergency support function it is required to perform” as also the “present status of its preparedness to perform such roles or responsibilities or *emergency support function*”.

The Status Report on Disaster Management in India, released by MHA in Aug 2004, has observed (para 4.10): “It is seen that the relevant departments start constituting teams/mobilizing resources only after the crisis/disaster has struck, leading to delays. The relevant departments/agencies have been asked to draw up Emergency Support Function (ESF) Plans and constitute response teams and designate resources in advance so that





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response is not delayed. Ministries/ Departments have drawn up their ESF Plans and communicated it to MHA. States have also been asked to take similar steps. Similarly States have been advised to finalize pre-contract/agreement for all disaster relief items so as to avoid delays in procuring relief items after disaster situations.”

At another place the Status Report describes the objectives of Standard Operating Procedures (SOP) as “making the concerned persons understand their duties and responsibilities regarding disaster management at all levels”. It prescribes that all departments and agencies shall prepare their own action plans in respect of their responsibilities, under the standard operating procedures for efficient implementation. It appears that SOP mentioned in the Status Report is general SOP and not SOP for ESF, which seems to have been referred to as *ESF Plans*.

This document lays down SOPs for an ESF, as required by UPAAM. The SOP’s of a department / agency will thus constitute a list of processes to be undertaken to fulfill that department / agency’s ESF.

It is useful to underline the relationship between processes, functions and procedures. Processes are a group of related activities performed to produce an end result. Functions are performed on a continual basis, an emergency support function, thus, will be performed till the emergency situation persists. Processes, on the other hand, have a specific beginning and an end point marked by the delivery of a desired output. Related processes, in proper sequence constitute procedure. A procedure is designed to deliver the objective of a function. To lay down SOPs for an ESF first the objectives of that ESF need to be articulated and the processes are then designed to deliver those objectives.

**1.c ESF 13 : Media**

This ESF has two major components: media and public information. Providing accurate information prior to, during and after a disaster / emergency is an essential emergency management function. It is important for saving lives, minimizing damage, and informing people where to go for assistance. Equally important is to scotch rumours and half-truths,



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which may misguide voluntary relief initiatives or may even give rise to intolerance or disharmony in the society. Thus, effective management of an emergency situation includes the dissemination of different types of information to different groups. Typically the information meant for members of public during an emergency would be alert notices, whereabouts of emergency shelters, of relief centres, list of casualties, hospitals where the wounded are being cared for etc.

This function of public information is joined with *media* because of two reasons:

- Mass media is a ready vehicle for carrying the information to the intended recipients;
- Media activities become more intensive during disasters

The second point needs to be understood clearly to make full use of media during emergency management. Media's interest in disaster emanates from the fact that disasters provide a significant source of news. Roughly a fourth of all news stories, it is estimated, involve natural disasters, technological hazards, and civil disturbances. Media makes a problem visible and, thus, heightens awareness. Media coverage influences the perceptions of community members and opinion leaders; and through them may affect *the direction, range and duration* of operations. Thus, the awareness generated by media often determines the level of attention that relief agencies devote to a particular event. Finally, media also influences public opinion about how a disaster is being managed; and in the process affects the morale and effectiveness of those engaged in relief operations. Thus media has a significant impact on the conduct of support operations.

These considerations make "media" an ESF distinct from public information. Media functions can broadly be divided in two types: a) helping the media get access to information; and b) monitoring what is being portrayed by media.

Media not only informs the public but also helps those in charge of relief operations in understanding public opinion, explaining the situational context of events and communicating their perspective clearly. By monitoring media they are able to interpret the perceptions of external audiences and, thus, are better equipped to influence the way in which reports of the emergency management are to be framed.



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Synchronized, well-planned and actively implemented media function clears the fog of emergency and impacts the morale and effectiveness of the public and those engaged in managing the emergency alike. It reduces distractions, misinformation, uncertainty, confusion and other factors that cause stress and undermine operational efficiency. Executed properly, it enhances understanding and cooperation.

The essential responsibility of this ESF can be summed up as *to use the information environment to the maximum benefit of the emergency management operations*. Its functions and tasks will, naturally, be set against the information environment, which is largely the theme of Chapter 2. Its Key Responsibility Areas are:

- Population affected by the emergency, or likely to be affected by it, should get, in time, all information that can be of help in saving lives and minimizing damage.
- Public (local and global) should get the true picture of what has happened, what is being done and what resources may be required
- Immediately and effectively scotch any rumours or half-truths or innuendos that give wrong signals and create confusion
- Monitor what the media has been reporting on the operations and keep those in charge of managing emergency posted of such reports

**1.d Primary Agency**

The Primary Agency identified for ESF Media is Information & Public Relation. The functions / authorities, resources and capabilities of the Directorate of Information and Public Relations (DIPR) make it the most appropriate for the responsibility of the primary agency. In normal times, responsible for informing the public on the decisions of the state government on different development programmes, DIPR acts as a bridge between the public and the government. It disseminates information on the government's policies, schemes, plans and achievements through press, AIR and Doordarshan. It issues press notes, write ups, features etc and uploads the State website. It also accredits journalists and



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helps visiting unaccredited journalists secure access to Government departments. It thus has a continuous running relationship with media.

In districts too, DIPR, through District Information Officers prepares press notes and coordinates between press and district administration. DIPR has other sections, viz. Publication Section, CM Recording Unit, Songs and Dance Section, Rural Broadcasting (it works closely with AIR) and a Media Centre. The Media Centre informs press correspondents on Government's plans and schemes and makes available base materials on these issues. (To be included: Working / structure of the Media Centre)

Headed by a Director, DIPR has one Additional Director and other officers of Joint Director / Deputy Director levels to carry out its functions. In course of its day-to-day working DIPR maintains regular contact with the media at state capital as well as at district levels. It understands media interests and has developed a good working relationship with media at all levels. This makes it the most suitable for assuming the role of Primary Agency for ESF 13.

### **1.e Support Agencies**

The support agencies mentioned in the aforesaid letter of UPAAM are:

- Health & Family Welfare,
- Agriculture,
- Electronic media,
- Print media, and
- PRO.

Three more departments need to be added to this list:

- Police,
- Fire, and
- Irrigation.

The key role of the support agencies is to provide accurate information to the Primary Agency, whose strengths lie in its existing relationship with local media, familiarity with



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media behaviour and in professionally making out press notes / communiqués. Even during normal periods, the PA does not always actively gather information. It will be far too taxing on its capabilities to collect and process information during emergencies. The support agencies, on the other hand, are departments that are actively associated with disaster management operations and thus are the *natural sources for information*. For post emergency (recovery) phase, two more support agencies need to be added, namely, Revenue and PWD because in recovery phase media interest is very high on the extent of damages and the estimated costs of reconstruction.

Thus, the support agencies from amongst Government Departments / Organizations are:

- |                            |                    |
|----------------------------|--------------------|
| ▪ Police,                  | ▪ Revenue,         |
| ▪ Fire Service,            | ▪ Revenue,         |
| ▪ Irrigation,              | ▪ PWD,             |
| ▪ Health & Family Welfare, | ▪ BSNL,            |
| ▪ Agriculture,             | ▪ Doordarshan, and |
| ▪ PRI,                     | ▪ AIR.             |

To be sure, there are media outlets, other than those owned by the State but State's prescribing SOPs for them is liable to be seen as *infringement on press*. This aspect is analysed, among others, in the next chapter.



## Chapter 2: Media and Public Information

### 2.a Media: Role & Behaviour

Media originated as the plural form of medium. A medium is a means of transferring things in general, abstractions in particular. Thus, medium is the means to convey feelings, thoughts, ideas, information etc. An oil painter uses oil as the medium to express her feelings. A journalist uses a newspaper as the medium to convey information. A newspaper, as a medium, has a much wider reach than say an oil painting. All such media e.g. radio, TV, newspapers that reach a much wider section of society are called *mass media*. Over the years common usage has substituted media for mass media.

In modern societies “media” is used as the common reference for all means of reaching wider audiences. Clearly, there are two major types: print and electronic. Print media consists of newspapers and periodicals; and electronic of radio, cinema and TV channels. There are others – theatre, wall paintings etc that transcend this classification. Moreover widespread use of communication and information technology has added new dimensions to electronic media, which should now accept the deep inroads made by cellular phones, cable TV and *internet*; - during 2004 elections almost all cell phone users had received a message from Shri A B Vajpayee; there are many blog sites with huge followings; and net users receive millions of words and scores of visuals everyday on happenings around the world.

Media has an all pervading presence in modern society. It is often compared to the state in its strength in influencing the choices public makes in all facets of life. It shapes a community’s politics, economics, and entertainment; it even changes social and cultural mores. Media does so by acting as conduits of information, news, analysis, interpretation and commentaries. Media also allows citizens to check on the government. Viewed from this angle, a cozy relationship between media and government is considered bad as it leads to concentration of power, and by corollary, an antagonistic relationship between the two is considered good as it seeks to maintain a balance of power within the society.



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However, it may not be true for all times. For example, during a communal conflict a tense relationship between the media and the government may do more harm than good. In such situations, when emotions run high, responsible media cannot escape its duty of disseminating information / views in such a manner as would assist in social healing. Thus in the larger interests of the community, during emergencies disseminating official information from authorities should take precedence over the media's accepted *watchdog* role, and that it should, as a public service, focus on reporting emergency messages. However, media is not and should never be viewed as the mouthpiece of governments or agencies involved in emergency response. It should always be expected that the media would resume its critical approach when the emergency situation falls under control.

For describing media behaviour it may be useful to segment it. Broadly, media can be divided in three categories: state owned media, privately owned mainstream media and privately owned special interest media. State owned media is an organ of state and it usually refrains from giving full coverage to dissenting voices. It selects the information in a way that would show that state's actions are indeed serving the interests they are required to serve as per the state's policy; and on a more general level it supports those policies as essentially being what *they should be*.

Mainstream media, all over the world, is big business. It treads carefully between maintaining its credibility and protecting the interests of its owners. Credibility is important because it affects circulation / viewer-ship, which impacts ad revenue. Special interest media targets a narrower constituency. There are media groups with special interest in environment, social equity, fashion ... Indeed, there are media groups with special interest in denouncing whatever the state (or the government) is doing. It is felt that the private media's preoccupation with circulation / viewer-ship makes it prone to sensationalising issues. Mainstream media have responded to this charge by resorting to the tabloid format for sensational news while keeping the broadsheet formats sober. TV channels are seen catering to sensationalism through special programmes, well separated from their regular news broadcasts. (Understanding this behavioural pattern is important for *monitoring media reports*, an essential part of ESF 13, as described later.)



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It is also important to understand that a media report will almost always be subjective. It is often asserted that media should look for and report *objective facts*, but this is, perhaps, no more than a generalised wishful thinking. From myriads of facts a journalist must select some facts for reporting. In the process of selection all the facts are objects and the journalist is the subject. The process is decided by the perception of the selector i.e. the journalist; and this by itself makes the selection *subjective*. Instead of objectivity, which seems to be an impossible ideal, one could (should) settle for mature, judicious, and *inclusive* reporting. Indeed, that is seen to be practised by all journalists, who aware of their enormous responsibilities. The inherent and inescapable subjectivity in reporting implies that media can be honestly supportive of community only if it has a degree of independence and has *diverse voices*. The diversity is needed at both levels - a large number of players i.e. outlets for information and a greater *diversity of views within each outlet*.

This, in short, is the media which is to be used during emergency situations for public information.

**2.b Media and disasters**

In disaster situations, media's role can be seen from two viewpoints - local and global. Media communicates with the entire world, far beyond the confines of the disastrous event. It informs the global citizens to take the precautions they must (thousands had cancelled their SE Asia visit in the wake of the avian flue even before the issuances of official travel warnings), and it also moves them to do whatever they can to reduce human sufferings. In major disasters the media interest is particularly intense. It often investigates into how relief operations are being conducted and how the relief assistance is being distributed. The Kashmir earthquake of 2004 offers some ready illustrations. BBC posted critical reports of relief measures on the Indian side and also revealed that in POK known terrorist organizations had been beneficiaries of UN aid. By and large, media has demonstrated a responsible, even if occasionally uncomfortable (for authorities), position in reporting emergencies.





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In the local context, in an emergency situation responsible media works to let people know what they need while *enhancing tolerance and understanding* among them and *keeping their morale high*.

Media audiences increase during a disaster – both in the area affected by it and elsewhere. But responsible media's *first priority in covering an emergency has usually been disseminating accurate information from emergency managing officials to the public about the emergency situation and the efforts being to address the needs of the affected people*. Quite often the advisories issued on coping with disasters do not carry complete information. Radio and TV usually quickly respond to requests for more information by passing on suggestions from experts on a range of practical subjects. The fact that these media outlets are able to respond to audience needs indicates that they *have a means in place for listening to their audience*. It is very important that media listen to the public in situations when public information is paramount.

Media does at times have negative impact during relief operations. Most of this can be traced to the hard fact that *news sells but drama sells better*. Though most journalists and media outlets are highly responsible, occasionally media can tend to exaggerate some elements of disasters. For example, by not covering the unaffected neighborhoods (no drama there) in the same area, a TV show creates an impression that the entire area is as devastated as the footage shown. It is important to show the unaffected neighborhoods or the neighborhoods that have suffered only minor damages to depict a balanced picture of the situation.

The movement of media personnel into an affected area may bring many problems. News crews need shelter, food, and transportation in an area where these resources are severely limited. In addition, reporters and cameras act as magnets for politicians. Further resources become necessary to meet the needs of the politicians and their entourage as they find their way to the action. Unfortunately, such convergences occur during all disasters.

### **2.c Good public information in emergency context**

One of the first issues in informing public of an impending emergency is, if a place is no longer considered safe, how to get people to acknowledge danger and move to safety? A



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very prevalent attitude witnessed during disasters is *denial* - it will not happen here. Rescue workers all over the world have endangered their lives in evacuating people who did not heed the danger warnings and evacuation instructions. Such observations have led to a lot of research and the researchers have identified some useful information about public behaviour in disasters:

- People rarely panic in emergency situations, rather they go through a series of reasonable steps in unreasonable situations.
- People often deny that they are at risk in an emergency or from an approaching threat.
- People are subject to anxiety during an emergency. In absence of clear direction they face uncertainty about what to do, and may suffer from trauma and stress *even after the emergency*.

Emergency researchers have also found that the *kind of information people receive in an emergency can influence how they behave*:

- With complete, clear, and consistent information confirmed by *several different sources*, and *not refuted by other credible sources*, people know what to do in an emergency and are less likely to deny that they are at risk
- When information is ambiguous, incomplete or inconsistent, people are more likely to ignore warnings but become more anxious and uncertain, and are less likely to comply with recommendations for protective measures
- Denial of risk is a pervasive reaction, and people will often not evacuate until they are directly informed of their risk *by a person in authority*.

These research findings suggest two important guiding principles for releasing emergency information.

1. Since denial of risk and reluctance to take protective action is very common and panic is rare, *providing complete information to encourage people to protect themselves is probably more appropriate than giving out piecemeal information led by the concern that some information may cause panic*.



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2. The tendency to deny a risk can be very strong, and encouraging people to protect themselves may require messages from both *the local authorities and the media*

The key issue is the need for authoritative voices and to re-enforce their credibility in a disaster. Good public information in emergency context will have the following traits:

- a. It will be authentic – it will come from credible sources,
- b. It will be relevant and comprehensive – it will cover full details in non alarmist wording
- c. It will be carried by a credible medium with strong outreach



## Chapter 3: Objectives and Scope

### 3.a Objectives

**The main objectives of the SOPs are:**

1. During any crisis it is imperative to have media management system that facilitates authentic, timely and accurate flow of information from Government and prevents misreporting, rumours panic during a crisis
2. The Sop Specifies steps that are required to be taken for appropriate Media management at the state and local level in crisis situation of a major nature.

**SOP would be to ensure:**

- I. Quick, accurate and timely dissemination on information related to the crisis.
- II. Identification of authorized entities for dissemination of information at the state and district levels.
- III. Establishment of institutional structures at different levels to disseminate authentic information to the media.
- IV. Facilitation of information flow between the Centre, State and district levels during the crisis period.
- V. Access of the media to official information on a 24/7 basis during the duration of the crisis.

Understanding the objectives necessarily starts with understanding the responsibilities. A careful articulation of those responsibilities indicates the required functions; and spelling out the functions points toward the tasks under this ESF. The tasks are then broken into the processes required for their fulfillments. The SOPs consist of the processes so arrived at, rearranged in a holistic manner, i.e. keeping in focus not the specific tasks but the full role of the ESF 13 Media.

In Section 1.c the essential responsibility of ESF 13 Media was defined as “to use the information environment to the maximum benefit of the emergency management operations”. The information environment was described in details in Chapter 2. Its key features that need to be kept in view for maximising benefits are:

- a. Media is an all pervasive and a very powerful force of society, capable of, rather instrumental in, influencing the way citizens think



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- b. It has vast outreach
- c. Though, generally very responsible, it has its commercial compulsions in selecting what to publish / broadcast
- d. Society expects it to perform a *watchdog* role

The key responsibility areas of the ESF, as enumerated in Section 1.c are:

- Population affected by the emergency, or likely to be affected by it, should get, in time, all information that can be of help in saving lives and minimizing damage.
- Public (local and global) should get the true picture of what has happened, what is being done and what resources may be required
- Immediately and effectively scotch any rumours or half-truths or innuendos as they may give wrong signals and create confusion among the affected population, relief workers or others
- Monitor what the media has been reporting on the operations and keep those in charge of managing emergency posted of such reports

The basic functions indicated by these KRA's and their implications are:

- Primary Agency (PA) should keep itself extremely well informed on all aspects of communication and on all facets of the operations, at every stage. The changed information environment makes it necessary for the PA to respond to increasingly complex, demanding challenges. It must be prepared to support the EOC / Incident Commander with full range of knowledge about the communication process, the information environment and its potential impact on operations. It must also thoroughly understand the fundamentals of the emergency management operations and the context within which the operations are conducted. *It must, therefore, be among the most informed people in the operations - thoroughly aware of all aspects of the operation.* It also needs to know what is being reported about the operation in the media and how internal and external audiences are reacting to that information.
- PA should develop and keep active fail-proof means of communication with the affected population. At every stage, those in charge of operation would need to



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communicate with the affected population. The communication often unidirectional, from emergency managers to affected people, may at times be bidirectional. The PA must be able to convey messages to the affected people and *must also be able to listen to them* so as to let the EOC / IC know of the impact the measures are having and what more may be urgently required.

- PA should fully *understand the needs of the media* and be able to balance those needs and the exigencies of the emergency management operations. Media is a responsible agency with unparalleled reach. It also has its own interests in reporting disasters but is usually quite willing to provide urgent notices in public interest. By understanding the media needs PA can use its outreach for communicating with affected people and for letting the world know what is being done.
  
- PA should follow whatever is being reported on the incident for keeping the EOC or the Incident Commander informed of their implications. Media loathes to be seen as official mouthpiece. It comes out with diverse views and commentaries. The inherent plurality of media reporting makes it extremely useful for those managing an emergency as it allows them to see the impacts of their actions from different view points. Diversity in reporting also influences public opinion. PA needs to appreciate the linkage between public opinion and political decision-making.

The tasks arising from these functions are:

1. Keeping means of communications with public active all the time
2. Keeping internal communication link active all the time
3. Timely and effective dissemination of whatever is to be conveyed to the affected population
4. Keeping in place a system to listen to the reactions of the affected people
5. Prompt and effective correction of rumours / half-truths
6. Ensuring that all information releases from different sources in operations are consistent and supporting each other.
7. Keeping the media informed of all developments at regular intervals



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8. Reading and viewing all possible media reports on the incidence and preparing summaries thereon for internal circulation
9. Assisting the media in its information gathering role without affecting the emergency management operations

These tasks need to be performed in times of extraordinary stress, when regular procedures of a department / agency may become inadequate. It is, therefore, important that comprehensive emergency plans be drawn up to address the essential interactions and interdependencies among them. During disasters, demands for information grow manifold and their urgency multiplies, calling for close coordination between the PA and the media. But often a disaster disrupts the normal working relationships as organizations get involved in responding to the crisis. In the absence of a coordinated emergency response framework the regular interactions between the PA and the media may fall apart just when the need for their cooperation becomes most critical.

These SOPs are to provide that framework. A SOP is a set of instructions covering *those features of operations that lend themselves to a definite or standardized procedure without loss of effectiveness*. SOPs improve performance and organizational results. Thus the fundamental objective of SOPs is to achieve uniformity of the performance of a specific function. By documenting the way activities are to be performed to facilitate consistent conformance SOPs control a process to obtain a desired pre-determined outcome.

Against this backdrop, the objective of this document is to provide a complete reference detailing the procedures for fulfilling all KRAs of ESF # \*\*\*. It creates a procedural infrastructure to ensure consistent performance. The consistency ensures that each time the activity is undertaken the organisation can be certain of performance as also of legal issues.

These SOPs support the operation, organization, and tasks related to collection, processing and dissemination of public information in case of emergency situation caused by any disaster in State of Uttar Pradesh to ensure an accurate information flow from the emergency site to the news media and while conveying all that is required for smooth



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running of DRM operations, these will eliminate faulty, inappropriate information from being relayed.

**3.b Scope**

These SOPs are intended for the PA and all Support Agencies named in this document. The *SOPs are permanent in nature* i.e. they will remain always operational. Any particular section would get activated when the situation covered by that section arises, and would get deactivated when the situation ceases to be so.

The SOPs are extensive, intended to cover all conceivable contingencies. At the same time they are precise, seeking performance of specific activities. Nevertheless, these SOPs do not preclude the Primary Agency or Support Agencies from undertaking any other activity that may relate to this ESF but are not covered under the SOPs.





## Chapter 4: Planning Assumptions & Guidelines

The SOPs are based on *two types* of assumptions – situational assumptions and assumptions on principles of information dissemination.

1. During any crisis it is imperative to have media management system that facilitates authentic, timely and accurate flow of information from Government and prevents misreporting, rumours panic during a crisis
2. The Sop Specifies steps that are required to be taken for appropriate Media management at the state and local level in crisis situation of a major nature.

### 4.a Situational Assumptions:

1. PA personnel referred to in these SOPs will not be called upon to participate in other response operations.
2. For some hazards, information can be disseminated days in advance, for others there may only be minutes to alert those at risk. Many who are directly threatened by a hazard may ignore, not hear, or not understand issued warnings.
3. State will use ICS (Incident Commander System) as a tool for managing disasters / emergencies. The District Magistrate will *usually* be the IC (Incident Commander). It is possible to have a specialist nominated as the IC in certain cases.
4. Cellular phones have emerged as an extremely powerful medium for conveying standardized messages to a large number of people over a very wide geographical distribution. With existing technology, it is possible to send messages to cell phones registered in a particular area.
5. Emergency Alert System (EAS) involving the use of the broadcast media including television, radio, and cable TV, cellular phones to issue emergency warnings are not in place as yet, but with the existing technology it is possible to put in place such a system which can be activated by means of a telephone or encoder by select officials
6. Door-to-door public warning can be accomplished in *some* situations by the individuals alerting each residence/ business in a particular area. In many areas it can be undertaken by police in many others by members of Disaster Management Teams, who are generally known in their areas and considered trustworthy



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7. An emergency situation may (will) severely affect or terminate the normal means of disseminating information in the disaster area. Large areas may suffer loss of electricity. Telephones may be out of service, and radio and television stations may be off the air. The local media, particularly radio, will perform an essential role in providing emergency instructions and information to the public.
8. Emergencies and disasters may be of interest to media sources beyond the State / country and the State may receive extensive national / international media coverage during emergency and disaster situations.
9. Demands for information may be intensive. The public and the media will demand information and will need instructions on what to do.
10. In the aftermath of a disaster, affected people, relief workers talk of their experience and information so generated is often vague, and contradictory. There will be a greater demand to determine the truth.
11. At times media representatives may be present in the area affected by emergency situation before the arrival of the emergency managers. Most of these representatives will know the area, they will also have an understanding of (and opinion about) the situation.
12. Special interest groups (opposition political parties for example) may disagree with official public information.
13. The public may accept rumours as valid information, which may cause fear and confusion
14. Print and broadcast media will cooperate in printing and broadcasting detailed disaster related instructions to the public

**4.b Assumptions on principles of information dissemination**

By and large the information made available to media (i.e. to public) will be timely and correct so that the public and the news media may assess and understand the facts about the situation and on-going management operations. Requests for information from media and private citizens will be answered in a timely manner. In carrying out this policy, the following principles will apply:

- (1) Information will be made available in a comprehensive manner.



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- (2) Information will not be classified or otherwise withheld to protect the government / officials from criticism or embarrassment.
- (3) Information will be made fully available unless its release can adversely affect operations or threaten the safety or privacy of those engaged in operations or of other community members.

**4.c Priorities**

- a. First priority: Information that could save lives or protect health or minimize damage.
- b. Second priority: Emergency status information (the emergency situation end response efforts; how to contact relatives, etc.).
- c. Third priority: Other useful information (stories, background, how to get monetary assistance, etc.).

**4.d Suggested Guidelines on Information Dissemination during Armed Operations**

The following information should not be reported because its publication or broadcast could jeopardize operations and endanger lives:

- a. Specific information on troop strength, equipment, weapons, including amounts of ammunition or fuel moved by support units or available on hand with combat units. Unit size to be described in general terms such as "*company-size, multi-battalion*". Number and amount of equipment and supplies to be described in general terms such as "large, small, or many."
- b. Any information that reveals details of future plans, operations or strikes, *including postponed or cancelled operations*.
- c. Information, photography and imagery that would reveal the specific location of forces or show the level of security at camp sites. Locations may be described as "this report is coming from *Babraich / Bulandshabar* District, close to the site of action".
- d. Any instruction issued to the fighting forces – "such as capture *so and so* dead or alive or seal the roads going to south".
- e. Information on intelligence collection activities, *including targets*, methods and results.



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- f. During an operation, specific information on types of troops deployed – PAC / NSG commandos / STF including unit designations, names or operations and *size of forces* until released by the Incident Commander.
- g. Identification of landing sites for airborne forces.
- h. Information on the effectiveness or ineffectiveness of targets' tactics, camouflage, cover, deception, intelligence collection or security measures.
- i. Specific identification information on missing while search and rescue operations are planned or underway.
- j. Specific operating methods and tactics, if pressed by media only general terms such as "low" or "fast" to be used.
- k. Information on operational or support vulnerabilities that could be used against State forces, such as details of major damage or major personnel losses, *until that information is released by IC.*
- l. Damage and casualties (can be described as *light, moderate or heavy.*)

It is realised that these guidelines may lead to *information vacuum*. Such a vacuum , at worst would give a spurt to the number of rumours floating around; and though the rumours may tell upon the morale of the fighting forces and of the public, it is *a lesser evil compared to the likely damage to operations if such details were made available*. How the information environment can work detrimental to State interests was starkly demonstrated during the Mumbai terror attack of 2008. The handlers of the terrorists, sitting outside the country, were able to pass on vital information to their men merely by watching the Indian television channels.

**4.e Suggested Guidelines on Media Presence at Operation Sites**

- a. Unless precluded by the exigencies of operations, media personnel would be allowed to visit and cover emergency management operations. The exigencies that may preclude their presence include lack of space at the site and security considerations (of medial personnel).



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- b. If the operation is being carried out at a remote location, State may organize visit by media personnel pool. Such a pool shall be disbanded as soon as it is back from the remote location and the visit is over.
- c. Journalists will not be allowed within the area of operations unless specifically accredited for entering such area and will be required to abide by instructions issued to protect themselves and those engaged in operations. Accreditation would be liable to be suspended / cancelled if these instructions are violated.
- d. PA functionaries will act as liaisons for media personnel but will not interfere, in any way, with the reporting process.

**4.f Suggested Guidelines on State's Interactions with Media during an Emergency**

- a. State will interact with media only through the Primary Agency supported by disaster specific Nodal Agency.
- b. Primary Agency will not share any information with media unless it is cleared by the State Control Room or by any person authorized by SCR for this purpose
- c. No unconfirmed information will be released for media; this however does not preclude sharing estimates or anticipations
- d. Media request for interviewing any person engaged in emergency management information shall be accepted only through the PA who will follow the laid down procedure for getting SCR's approval for the interview and brief the interviewee on latest information from all areas of operations



## Chapter 5: The Procedures

### 5.a L0 Situation

The Chief Secretary shall ensure that State and District level Committees are set up so that effective implementation of the Cable Television Networks (Regulation) Act is ensured in consultation with representatives of consumers and civil society.

#### **Formation of State-level Monitoring Committee:**

I. Secretary, information & Public Relations of the State.	Chairman
II. Representative or the DG of State police-	Member
III. Secretary, Social Welfare Development of the State-	Member
IV. Secretary, Women & child Development of the State-	Member
V. Representative or leading NGO of the state working for women ( to be nominated by chief Secretary)	Member
VI. Academicians/Psychologists/Sociologist (one each to be nominated by chief secretary)	Member
VII. Director Information of the state	Member Secretary

The nominated members shall have a term of two year and shall not be eligible for re-nomination. Any vacancy can be filled up by nomination a new member for a fresh term. The Committee shall meet at least once a year and submit a detailed annual report for the state, including District –wise data f cable operators registered within the state and estimated number of TV homes/viewers in the state to the Ministry of Information & Broadcasting Government of India before 31<sup>st</sup> December each year.

#### **Functions**

The function of the State Level Monitoring Committee will be:

- I. To see whether District/Local Committees have been formed.
- II. To see whether they are meeting regularly.
- III. To see whether the authorized officers are effectively performing their duties.
- IV. To see how many cases are handled by them and what decisions are arrived at.
- V. To give suggestion/guidance to District/Local level Committee.
- VI. To take decision on the matters referred to it by District/local level Committee.
- VII. To collate data/information from District/Local Level Committee and forward it to Secretary, Ministry of Information & Broadcasting Government of India.



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- VIII. To recommend action and forward complaints against satellite channels(National Channels) to the Ministry of Information & Broadcasting through the chief Secretary of the state in cases of violation of Government of India's orders on the Programme and Advertising Codes.

**District Monitoring Committees :**

The District Monitoring Committee is constituted as below:

- |       |  |   |          |
|-------|--|---|----------|
| (i)   | District Magistrate (or Police Commissioner)   | - | Chairman |
| (ii)  | District Superintendent of Police  | - | Member   |
| (iii) | District Public Relation Officer   | - | Member   |
| (iv)  | Principal of one of the Women's College in the District (to be selected by DM)           | - | Member   |
| (v)   | Representative of a leading NGO working for Children welfare (to be nominated by the DM) | - | Member   |
| (vi)  | Representative of a leading NGO working for Women welfare (to be nominated by the DM)    | - | Member   |
| (vii) | Academicians/Psychologist/Sociologists (one Each to be nominated by the DM)              | - | Member   |

To ensure effective functioning of the above Committee, the following guidelines are made:

**Scope of the Committee :**

- i) To provide a forum where the public may lodge a complaint regarding content aired over cable television and take action on the same as per procedure prescribed herein.
- ii) To review the action taken by Authorized Officers for enforcement of Cable Television Networks (Regulation) act, 1995.
- iii) To immediately bring to the notice of State and Central Government if any programme is affecting public order or wide spread resentment in any community.
- iv) To keep a watch on content carried by cable television channels at unauthorized or pirated channels are carried and local news if aired by the cable television operator is restricted to information about local event and is presented in a manner which is balanced impartial and not likely to offered or incite any community.



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- v) To monitor the availability of free to air channels and channels notified for mandatory carriage on the cable network.

**Suggested procedure**

Following procedure may be followed for handling the cases:

1. A complaint Cell headed by a nodal officer at District level should be established and wide publicity be given regarding the constitution of Monitoring Committee and procedure followed by it, including putting it on website of the State/UT.
2. The Committee shall ordinarily meet once in two months to look into the complaints brought to its notice by individuals/organizations or take suo moto notice of violation of provisions of Cable TV Networks Rules, 1994.
3. In cases the complaint concerns content carried locally by Cable TV Network at its own level, the Committee may call for footage/VCD of the programme/advertisement against which complaint is considered and the common pool of wisdom available within the Committee is of the view that violation has taken place, the Authorized officer may take action as per Section 11 of the Act after issuing show cause notice to the network and giving them an opportunity to be heard. The representative of the network may also be placed before the Committee for final decision regarding the action to be taken on it by the Authorized Officer.
4. In case the complaint pertains to national/regional satellite channels, the Committee may forward its recommendations through the State-level Monitoring Committee to the Government of India. On receipt of such complaint the Central Government shall call for footage/VCD of the concerned programme/advertisement and take a view regarding the same in the Inter-Ministerial Committee constituted in the Ministry of Information & Broadcasting. An advance copy of the recommendation may also be sent directly to the Central Government.





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5. Violations of programme and advertisement code are dealt with by the Central Government in the following manner depending on the seriousness of the violation:
  - (a) An Advisory is given to the channel
  - (b) Warning is issued.
  - (c) Channel is required to scroll an apology for a specified number of days.
  - (d) Broadcast is suspended for specified period.

The District Monitoring Committee can likewise take action against local cable operation in respect of content carried locally only. However, no such action may be taken at the level in respect of National/Regional Satellite Channels.

**5.a.i Primary Agency**

**SOPs for PA the Directorate of Information and Public Relations (DIPR) during L0 situation:**

SOPs for the Primary Agency are dictated by the PA's role during disaster situation.

**1. Creation of Media Headquarter for L2 / L3 situations**

Since State will interact with media only through the PA and PA will need to collect information from all supporting agencies, PA will need a well equipped headquarter during emergency operations. This headquarter is henceforth referred to as the Public Information Centre. PA's L0 activities will ensure that the Public Information Centre will be functioning when L2 / L3 is declared.

**2. Creation of a DM Cell**

Directorate of Information and Public Relations shall create a Disaster Management Cell and shall identify one person to act as the In Charge DM Cell, who will also be the Head of the Public Information Centre , and act as the regular spokesperson for the State Government under ordinary circumstances during any L2/L3 situation. This person must be an officer of some seniority to add credibility and manage the media appropriately. DIPR shall also identify a second person to officiate as In Charge DM Cell and as



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the Head of Public Information Centre in case the first person is incapacitated or is unable to function for any reason, and one more person to ensure that during emergencies if need be the Public Information Centre operates round the clock.

**3. Premises for Media Headquarters**

The DM Cell shall identify suitable premises for Public Information Centre, preferably as close as possible to the State Control Room / Emergency Operations Centre and ensure that it has at minimum the equipment described below in functioning condition with adequate supply of fuel to run the power generator for at least 6 hours.

**4. Equipping the Public Information Centre**

In-Charge DM Cell shall ensure that the Public Information Centre will be adequately equipped for its role. The equipments shall include a) two telephones, one exclusively for receiving calls with caller identification feature; b) one fax with independent telephone line; c) At least one computer with internet connection; d) a power generator set; e) *at least one television* for monitoring media

**5. Creation of ESF 13 Team**

The person(s) identified as above shall nominate a media team, capable of manning the Public Information Centre on round the clock basis, in consultation with the DIPR. While creating the team the In Charge DM Cell shall ensure to have fallback arrangements for all posts in the Public Information Centre. Typically the personnel requirement at the Public Information Centre will be: a) Head, Public Information Centre; b) One person dedicated to monitoring media (round the clock operation); c) One person to attend the telephones and for all other works; and d) Two messengers.



**6. Training the Team**

In-Charge DM Cell shall ensure that the team is adequately trained for its responsibilities (detailed in L2 SOPs, below).

**7. Maintaining comprehensive database**

*Internal:* The DM Cell of DIPR shall update the contact details of all personnel identified to man the various posts therein every quarter. to ensure that they can be contacted at the shortest notice on declaration of L2 / L3 situation. DM Cell shall also maintain the contact details of all functionaries of Department of Information and Public Relations attached to different departments of the Government, in particular to the departments looking after the functions of the support agencies named earlier. DM Cell shall also maintain contact details of the elected representatives from the State and of the municipal authorities of all urban local bodies of the State.

In-Charge DM Cell shall ensure that this database is updated every quarter.

*Media:* DM Cell shall maintain contact details of all media outlets present in the State capital.

*Public information:* DM Cell shall maintain telephone numbers and location details of all hospitals in all ULBs in the state, all major places of worship in the State,

*Elected representatives:* Full contact details of all elected representatives of the State – MLAs, MLCs, MPs, Chairmen of District Boards and Chairmen of ULBs.

The database shall be computerised, cross indexed for easy querying – for instance from name or from location or from position etc. DM Cell shall systematically check and update this database every six months in addition to updating when any significant change is publicly announced (for instances post-elections).



## **8. Developing Early Alert System**

In-Charge DM Cell shall develop an early alert system (EAS). The objective of the EAS is to inform the threat to the affected / likely to be affected population as soon as possible and from as many different mediums as possible. The vehicles available for immediate dissemination are: radio channels, TV channels and cellular phones.

In-Charge DM Cell shall keep standard message templates ready, approved by DIPR, for different disasters to be used for different media channels. These messages shall inform the threat, its likely impact and will also inform of places of safety. Messages shall be in Hindi, Urdu and English. For effective EAS DM Cell must have an arrangement in place with the radio / TV channels and the cellular service providers for instantaneous display of warning messages. Such messages shall be over imposed on any running TV programme, shall be sent by SMS to all cell phones with registered addresses falling in the areas under threat, and shall be repeatedly broadcasted on radio channels.

DIPR shall check the efficacy of the system once a year at irregular interval without any forewarning. In such a system check the media outlets – TV/ Radio / Cell phones may be asked to flash some appropriate message from the Governor or the Chief Minister and the time lapsed between the release of the message and confirmation of its being flashed should be noted to see how effectively the EAS works.

## **9. Maintaining contact with media**

As mentioned earlier, DIPR maintains regular contact with media persons. In addition to that for the early warning system described above to be effectively activated the DIPR shall, through the In-Charge DM Cell, ensure a pre-existing understanding / arrangement with the radio / TV channels, digital TV service providers and cellular service providers. This arrangement with all service providers / electronic media channels needs to be worked out at the highest level to ensure that it gets its due importance. The arrangement



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will incorporate the checks and balances against its abuse by an over zealous functionary. Typically an agreement for this purpose should be made between the State and the channels / service providers. The agreement will identify the State Government Authority who will activate the EAS. Considering its importance it should be the Director IPR or the Principal Secretary IPR if the Director is not available.

In-Charge DM Cell shall keep the system ready for application by keeping a record of the contact details of the key persons who would take decisions in the channels / service providing companies. In-Charge DM Cell shall also keep them posted of any changes in the Directorate / Department of Information & Public Relations for foolproof activation of the system

**10. Periodic Review of these SOPs**

In-Charge DM Cell shall review these SOPs comprehensively every year. Such a review will reassess the changes in information environment because of the rapid progresses recorded in information and communication technology. It will also reassess the validity of essential objectives, and responsibilities of ESF 13 that have formed the bedrock for drawing the processes described in this document.

Apart from the annual review, whenever there is a major policy change, the In-Charge DM Cell shall assess the impact of the change on the ESF 13 and update the SOPs in line with the changed policy.

**11. One Mock Drill**

DIPR shall organise a mock drill on activating the Public Information Centre once a year at irregular interval, without any forewarning. Such a drill will check the soundness of the system and show the weaknesses which would need to be removed.



## **12. Stocking of IEC and other materials**

In-Charge DM Cell shall maintain sample stocks of IEC materials on different type of disasters, which may be needed for wider circulation among the members of public during disaster situations.

In-Charge DM Cell shall also develop and keep ready status board, survey maps of all districts etc for the Public Information Centre.

## **13. Developing understanding with media outlets**

In Section 4.d some guidelines are suggested for dissemination of information during armed operations. Those guidelines are prepared to ensure increased effectiveness of the State's operations. It may not be possible to ban publication of any such information that is covered under those guidelines. DIPR / Principal Secretary Information & Public Relations shall share the guidelines with the media outlets and exert moral suasion to encourage media persons to abide by the spirit of those guidelines. Considering the sensitive nature of any restrictions on freedom of press, this may require intervention at the highest levels.

## **5.a.ii Support Agencies**

### **SOPs for Support Agencies**

#### **Irrigation, Police (Home), Agriculture, Fire, Health & Family Welfare Departments:**

DIPR functionaries attached to these departments shall be part of the DM Cells created therein and shall ensure that they actively collect information for reporting to DIPR during pre-disaster situations and to PIC during L2/L3 situations.

**BSNL, AIR, Door Darshan:** These agencies will be part of the State Disaster Management Plan and their roles under ESF#13. They will create their own DM Cells and in consultation with DIPR shall ensure that the EAS becomes functional. They will decide on the administrative structure for activating the EAS and keep In-Charge DM Cell of DIPR informed of such structure. This structure will essentially have the following elements:

- a. Authorisation of a designated executive to activate the EAS



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- b. Checklist of activities to ensure that EAS is not abused

**5.b L2 Situations**

Most disaster situations will have two phases – warning phase and impact phase. Warning phase could begin upon receipt of a warning, such as the forecast of a flood, a terrorist threat, etc. Warnings will normally originate from one of the support agencies for example flood warnings will originate from the Irrigation Department and storm warning from the IMD. DIPR functionary attached to the line departments shall get to know of the warning and intimate DIPR immediately. L2 SOPs will start from the receipt of a warning that could escalate to an L2 situation.

During the impact phase ESF 13 will mobilize its resources for information collection and provide information according to the three priorities listed earlier. The procedures listed below provide a checklist to guide the actions. PA will make sure that all information is clear, concise, confirmed, and approved by the appropriate authority before release to the media or public. In no case unconfirmed information or speculations on the extent of the emergency will be released, despite repeated urging by reporters or the public to do so.

During the recovery phase PA will continue to release information on the restoration of essential services, travel restrictions, and assistance programs. During this phase reports may be prepared of instances of exceptional courage / bravery during emergency management operations.

During all three phases, monitoring media and scotching rumours will form an important task of the ESF.

**5.b.i SOPs for Primary Agency:**

- I. Once the crisis is identified, the chief Secretary shall designate a Nodal Department in the state Government to operationalize the SOP for media facilitation. This will ensure that only one authorized spokesperson shall address the media so as to avoid any confusion/contradiction. Generally it would be the Primary Agency (PA)DIPR unless some other department is so designated for briefing the media. PA shall be supported by the Nodal Department in doing so.



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- II. The designate PA/ Nodal Department in the State Government shall also address all media issue related to the crisis and facilitate the media get authentic information.
- III. The PA/ Nodal Department in the state shall establish a 24x7 control room to monitor the crisis on a continuous basis with other Agencies i.e Support Agencies, District Administration etc. A representative of the press Information Bureau, Government of India shall also be present in the Control Room.
- IV. The concerned Ministry in the Central Government shall interact with the Chief Secretary of the State concerned to facilitate accurate information flow between the center and state in order to avoid misinformation and misreporting.
- V. The PA/ Nodal Department at the State Level dealing with the media shall co-ordinate media facilitation in consultation with the identified Nodal Department mentioned at above.
- VI. No official/agency other than the authorized spokesperson shall ordinarily interact with during the crisis period.
- VII. District Administration where the crisis has occurred may set up a media facilitation desk near the site of occurrence, on 24x7 basis, which function as a one stop information hub for all media personnel.
- VIII. The District Magistrate may ensure smooth setting up of the facilitation Desk.
- IX. The District Magistrate shall liaise with the designated PA/ Nodal Agency at the State Level and Regional/Branch office of Press Information Bureau (PIB) addressing urgent media queries.





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- X. It should also be ensured that information flows between District centers, state headquarters and PIB regional office is smooth.
- XI. The PA/ Nodal Department at the state level shall issue necessary instruction for effective implementation by designated Media Centres at the District level and site of incident.
- XII. The state Government may consider utilizing the services of the local PIB office, Doordarshan Kendras, AIR Kendras, Private FM and Community Radio Stations For information dissemination, release of press communiqués and Public Service announcement.
- XIII. District Monitoring Committees and State Monitoring committees under the Chairmanship of the District Magistrate as per the cable Television Network (Regulation) act.1995 may be activated during the period of crisis.
- XIV. The state Government may identify sensitive publication of the area whose views/coverage could influence the public during such events. These publication may be specifically briefed on facts, figure an issue by the designated spokesperson.
- XV. Public Information on arrangements made by state and District administration regarding Rescue, Evacuation, Transport, First-aid and emergency health Services may be widely disseminated through the media facilitation Desk at District level.
- XVI. District Administration, in consultation with Nodal Department/Security Agencies/Directorate of Public Relations and Regional Branch office of Press Information Bureau Shall earmark the area for stationing the media person at the site of incident. This marked area will be monitored on a 24x7 basis to avoid media interference.



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**The Primary Agency (Directorate of Information & Public Relations) shall:**

1. **Informing Head of Public Information Centre:** DIPR shall, immediately on declaration of L2, ensure that the Head, Public Information Centre (HPIC) is informed and instructed to activate the Public Information Centre
2. **Assembling the ESF 13 Team:** HPIC shall contact the individual team members and assemble the Public Information Centre team and confirm to the DIPR that the Public Information Centre has become operational.
3. **Activating Public Information Centre:** HPIC will cause that Public Information Centre gains access to all database / records of the DM Cell of DIPR and establishes links with all DIPR personnel attached to support agencies. Having done so, he shall inform the DIPR that the Public Information Centre is activated.
4. **Duty hours** HPIC shall assign duties among the ESF 13 team members to ensure that the Media Center runs 24 hours as long as the emergency management operations run round the clock.
5. **Procedure for Information release:**
  - i. HPIC shall follow the priorities in information release viz. first priority will be to release information that could save lives or minimize damage, second will be information on emergency status information and any other useful information will fall under the last priority.
  - ii. HPIC shall get all press notes / communiqués / replies to media persons' queries cleared in writing by the SCR / EOC before release
  - iii. HPIC shall obtain verbal approval for release of all such information that need to be immediately brought to the notice of public such as an imminent threat, appeal to move to safer places etc and send a copy of the release to the SCR/EOC and the DIPR for information



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6. **Creating a website for the incidence:** HPIC shall immediately after activating Public Information Centre enquire from the SCR / IC whether a dedicated website is called for, if yes, HPIC shall add a page to the State website and upload on this page:
- i. All “alert” notices – as soon as they are issued
  - ii. Copies of all Press Notes – immediately on release
  - iii. Transcription / summary of any interview of a district official with media representatives
  - iv. Proceedings of any press conference

7. **Keeping the DIPR informed**

HPIC shall fax the following to DIPR the same day

- i. All “alert” notices
- ii. Copies of all Press Notes
- iii. Transcription / summary of any interview of a district official with media representatives
- iv. Proceedings of any press conference

8. **Keeping the PIC (yourself) informed:** Sudden demand for information may be made. As PA the Head of Public Information Centre and the DIPR will keep themselves informed *on all aspects of the operation*. HPIC will maintain regular contact with EOC. In case of an information demand from any source HPIC should not hunt for the information but *only seek clearance for its release*. HPIC will maintain live contacts with:

- i. All Support Agencies at the operations level
- ii. Helpline desk
- iii. The municipal authorities of the affected areas
- iv. Elected representatives of the affected areas



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Priority 2 (for information release) includes the following information. PIC will have the this information collected on continuous basis and keep ready for release to media / public

	<b>Information</b>	<b>Support agency</b>
1	Number of deaths and injuries	Police, Fire, Irrigation, Health
2	Amount of public and private property damage and agricultural damage	Revenue, Fire, PWD, Agriculture
3	Number of persons evacuated	Revenue, Police, Fire, Irrigation
4	Number of persons in public shelters	Revenue
5	Number of homes / areas without power	Electricity Board
6	Details of response efforts being taken by government	Revenue, Police, Fire, Irrigation
7	Details of response efforts being taken by voluntary agencies	Red Cross, Revenue,
8	Status of emergency declaration (L0/L1/L2/L3)	SCR
9	Helpline telephone numbers	
10	Expected time before power connection and other utilities will be restored	Electricity Board
11	Essential services available / not available	Revenue,
12	Rescheduled trains / buses	Transport, Railway
13	Expected time before evacuated persons can return home.	Revenue, Police, Irrigation
14	How long in-place sheltering will be needed.	Revenue, Police, Irrigation
15	Agricultural information (i.e. sources of feed, monetary assistance, etc)	Agriculture
16	Disaster assistance available and how to apply (monetary, food, etc)	Revenue (Relief)
17	Temporary morgues and victim identification measures being taken	Health

**9. Manning incoming calls**

These procedures are intended *for the person assigned to man any incoming calls:*

- i. Maintain a register to record all incoming calls with the following particulars: telephone number (from CLI), date and time of the call, name of the caller (if given), subject matter, how disposed



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- iv. Listen attentively and do not interrupt if the caller sounds distressed or in a hurry
- v. On first opportunity identify yourself by name and inform that it is the Public Information Centre, if the caller is not a media personnel, she/he will perhaps be seeking helpline. Ask what is needed, if you know it *for certain* (HPIC should know in most cases, you can ask him if available) inform, else give the helpline number
- vi. If the caller is a media person with a request, pass on the call to the HPIC to follow the procedure detailed in 13 below; if HPIC is not present tell the caller that you will call him back. Leave a written note for the HPIC and inform him on cell.

**10. Monitoring Media**

- i. These procedures are intended for *the person in charge of monitoring media*
  - a. Read all news reports, prepare a clipping file, with name and date of publication
  - b. Watch all TV news of all major channels – write down the headlines related to the incidence and any human drama / commentary. Look sharply for adverse remarks – record
  - c. Show the clippings and record of TV reports to the HPIC at least twice during your shift.
- ii. These procedures are intended for *the HPIC*
  - d. Write *very short* summaries of all reports for submission to the SCR / EOC everyday. Summaries will include:
    - Name and date of publication;
    - Geographical extent of coverage – names of villages / tehsils covered;
    - Nature of coverage- details of the incidence, details of the human sufferings and damages, details of the emergency management operations,



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- Tone of reporting as it relates to the management operations – appreciative / critical; if critical mentions the reasons cited in the report

**11. Scotching rumours**

These procedures are for the HPIC

- i. Be alive to the sources from which rumours / half-truth doing rounds can be learnt
  - e. Media reports
  - f. Incoming phone calls
  - g. Helpline
- vii. On coming across a rumour inform the SCR / EOC immediately with the correct position and seek permission for issuing a Press Note stating the correct position
- viii. Release the Press Note immediately on receiving the permission and update the website and inform SCR / EOC and DIPR
- ix. If needed, seek permission of SCR / EOC for a meeting with media to correct the information gap. To talk to media on such sensitive issue invite from amongst senior decision makers, elected representatives, municipal authorities, PRI members from affected area after obtaining approval of the person from the SCR / EOC

**12. Taking picture for media use**

HPIC shall despatch photographer team, if possible, to operation sites to take pictures for media / public relations purposes. Maintain an album of all such pictures

**13. Releasing information on casualties:**

- i. Releasing the name(s) of deceased:  
HPIC shall ensure that no names of deceased are released to media before an attempt is made to inform the deceased's family members



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directly. If a deceased is identified by name but his / her family cannot be traced the HPIC shall be release the name to the media. But, if the deceased's family / homestead has been traced, the HPIC shall first seek confirmation from the police station in whose jurisdiction the family lives (or the homestead falls) that an attempt has already been made to contact the family and then only release the name to the media.

ii. Releasing the number of deceased and wounded:

HPIC will have details of casualties from different sources – police / fire / irrigation that are active on sites of operation and hospitals / morgues where the wounded / deceased are carried from the operation sites. Often the numbers may not tally. HPIC will give the complete picture to SCR / EOC and take their approval on the numbers to be released.

**14. Handling media requests:** Maintain a register to record all media requests and the outcomes.

i. **Request for information:**

- a. Ensure that you have correct verified information
- b. Seek SCR / EOC's clearance
- c. Record the request and the outcome in the register – giving names of the requester, timing, nature of request and outcome

ii. **Request for visiting the affected area:**

- d. Write down the names / credentials of the requester
- e. Ask for the request – in precise terms; in case of visit request enquire the exact site(s) they want to visit
- f. Find out the number of people. It could be just one reporter or a reporter and a cameraman from a newspaper or a TV crew of more people (get the exact number and the ascertain the equipment they would be carrying)



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- g. Get their contact numbers and tell them you will get back to them after ascertaining the situation at the site – whether it is safe, whether there is room for so many people to visit etc
- h. Write down the request as precisely as possible and pass on to the EOC / Incident Commander
- i. Follow up with the EOC / IC till you get a reply.
- j. If the permission is denied
  - Learn the reasons – could be safety / lack of maneuvering space etc;
    - In such a case ask when would it be possible for the media team to visit
  - Inform the caller promptly giving reasons; also inform about when they can contact you again in this connection
  - Record the request and denial with names, timings and reasons
- k. If the permission is granted
  - Ascertain the time and duration of visit
  - Ascertain whether the media personnel are permitted to talk to any person at operational site or are only allowed to take a visual measure of operations
  - If they are allowed to talk to any persons engaged at the site – find out his / her name and inform him / her about the media visit.
  - Inform the requester about the visit with complete details – time and duration of visit, name of the person to meet or not to talk to any person, as the case may be.
  - If the media is allowed to talk to any person ask the media personnel about what they want to talk about in as clear terms as possible and let the person (at the site) who will be meeting them know of the media interest. Ask the





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person if he / she needs any help in talking to media, if so provide a copy of guidelines placed at Annexure 1.

- Record the request and outcome with names, timings of request made and request allowed, name of the person to meet the media at site, timing and duration of the visit

**iii. Request for interviewing any decision maker**

- a. Write down the names / credentials of the requester
- b. Ask for the request – in precise terms; if possible seek a list of question the requester may have prepared.
- c. Get their telephone number and tell them that you would get back after ascertaining the decision maker’s commitments and availability
- d. Send the request with full details to the Incident Commander, even if the media wants to talk to some other decision maker (for example Chief Medical Officer). IC, aware of all commitments of that person will take a view whether he / she has time to talk and will let you know.
- e. Follow it up with IC till you get a decision
- f. If the permission is denied
  - Learn the reasons – could be lack of time etc; ask when could it be possible for the media to meet the person
  - Inform the requester promptly giving reasons; also inform about when they can contact you again for this interview
  - Record the request and denial with names, timings and reasons
- g. If the permission is granted
  - Ascertain likely duration of the interview from the requester



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- Find out the details of media's interest – get the list of questions they might have prepared.
- Ascertain the availability of the concerned decision maker and organize the interview
- Remind the interviewee that there is *nothing off the record* while talking to a media person
- Keep a recording of the interview

**iv. Request for interviewing any relief worker:**

- a. Deny, citing paucity of time, all relief workers are overworked and they need time to rest and spend with family etc
- b. Again ensure that everyone working on site is barred from talking to media unless expressly permitted by IC
- c. Ensure that everyone working on site is familiar with how to reply to general media questions; the guidelines for which are provided in Annexure 2.

**Post disaster (Recovery Phase)**

Post disaster information needs are somewhat different. Media is interested in reporting on the extent of damage and likely restoration costs, public needs information on missing persons, wounded and deceased, they also need to know what assistance is available from State or other voluntary service agencies.

**1. Information on extent of damage and restoration costs:**

PIC will collect information on extent of damage and the likely cost of restoration from PWD, Agriculture, Irrigation, Fire, Police and Revenue departments. It will follow the procedure \*\*\* before releasing the information to media.

**2. Information on missing persons:**

PIC will compile this information regularly on inputs from Police, Health & Family Welfare, Welfare departments. Police will inform on the number of reported missing persons, hospitals will inform on such admitted persons whose identities could not be established and Welfare will inform on children



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and women admitted to Nari Niketan etc during and after the impact phase of the disaster. PIC will make arrangements with local broadcast and print media for publication of such details at regular intervals

**3. Information on wounded / deceased:**

In the aftermath of any disaster there is intense demand for information on casualties. Apart from media interest, members of public also need to know where to look for their family members who suffered injuries during disasters. PIC will compile a comprehensive list of wounded and deceased persons giving details of hospitals where they are admitted or of the mortuaries where the bodies are kept and arrange with the local broadcast and print media for their publication.

**4. Information on available State assistance:**

Usually post disaster State may sanction / arrange for the following types of assistance: Food (regular and/or emergency) Temporary shelter Gratuitous relief Disaster and emergency loans Waiver of land revenue \*\*HPIC shall make arrangements with the broadcast media and press to obtain their cooperation in adequately reporting to the public on:

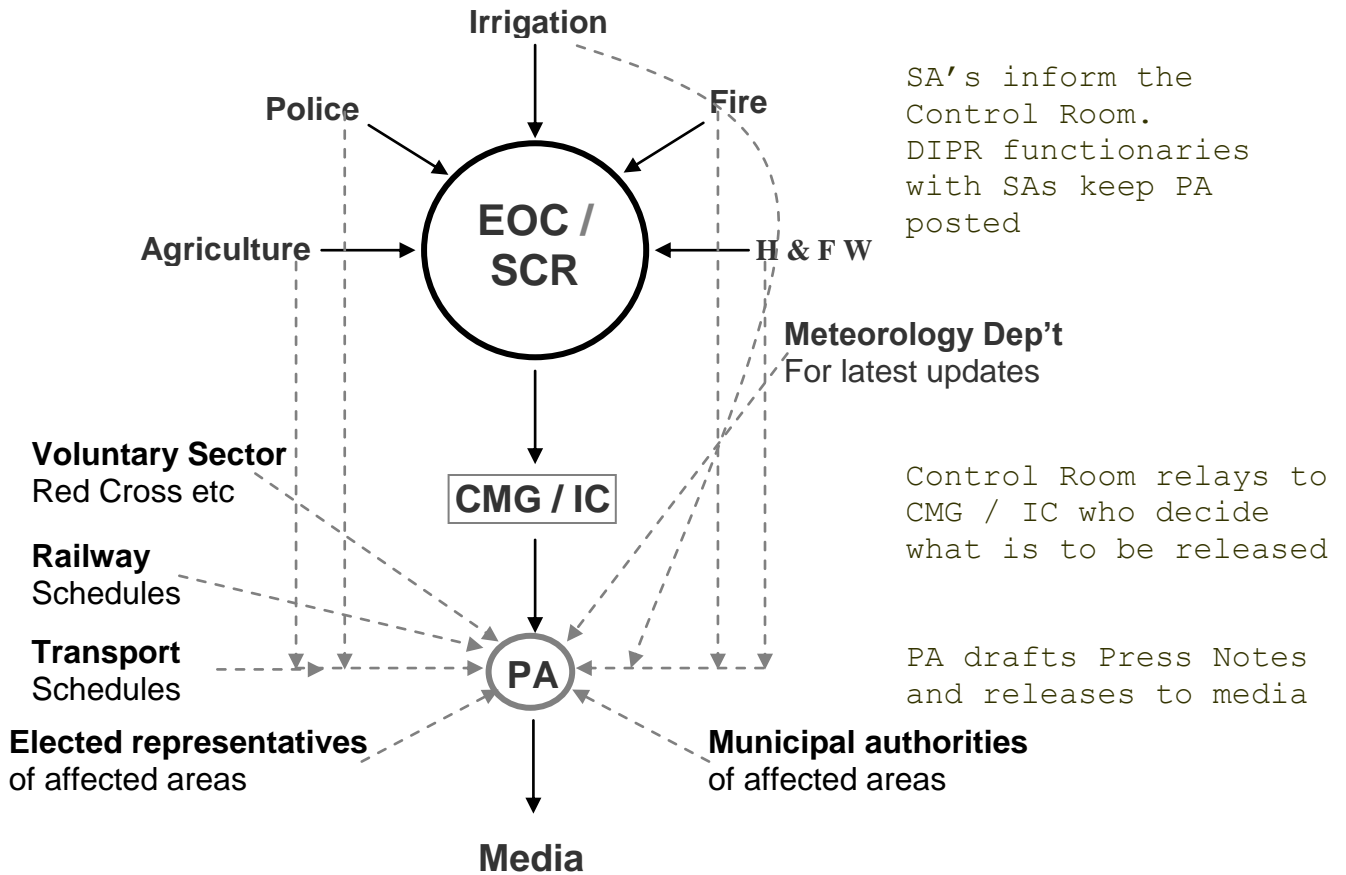
- a) What kind of emergency assistance is available to the public
- b) Who provides the assistance
- c) Who is eligible for the assistance
- d) What kinds of records are need to document items which are damaged or destroyed by the disaster
- e) What actions to take to apply for assistance
- f) Where to apply for assistance

**5. After Action Report:** After declaration of L0 prepare a report on ESF 13 operations during different phases of the disaster for the DIPR. The report should detail the challenges faced and suggest changes in SOPs if required.



Overview of Media Functions (L2 situation)

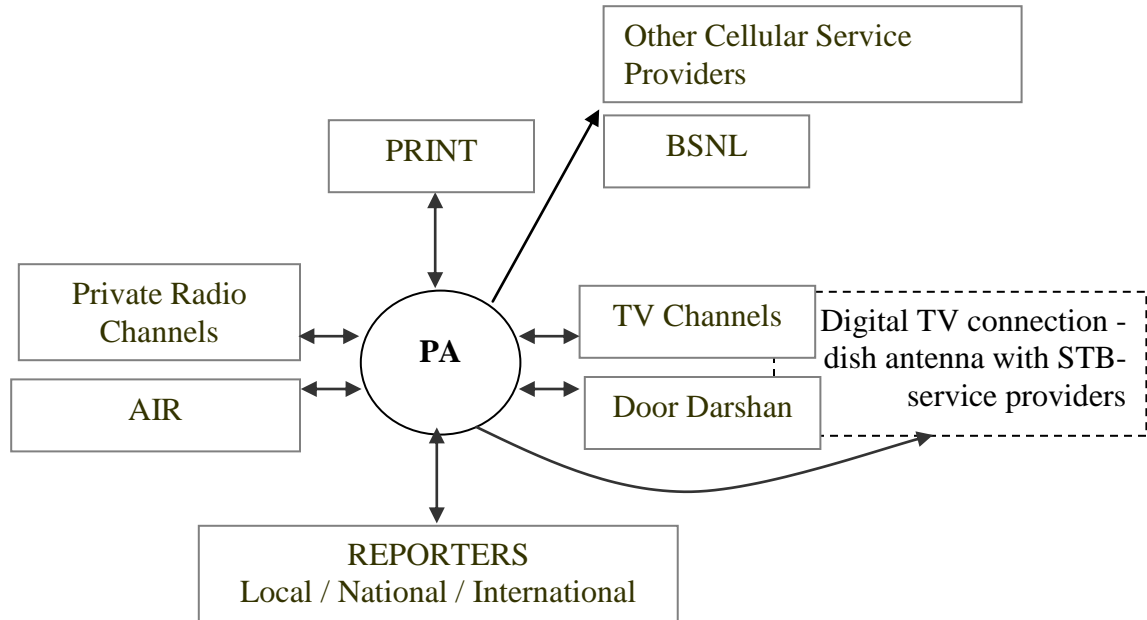
Information Environment - Internal



Arrow signs indicate flow of information



### Information Environment - External



Signs of arrows indicate demand made for service / information

1. Identify duties and responsibilities of the lead and each supporting agency.
4. Describe how missions/assignments and resources will be coordinated between lead and support agencies/organizations.
5. Identify the position responsible for maintaining and updating the resource inventory listing public information.
6. Provide the reference location of the inventory of personnel, data, equipment and vehicles that will be used for public information.
7. Identify any planning assumptions that were considered in the development of the public information function. (i.e. capability limitations, resource shortfalls, use of mutual aid/outside resources and personnel, etc.).



### Media Interviews

*Discussion with any media source during disaster response phase is prohibited unless authorized by the Incident Commander.*

1. Be relaxed but professional. You represent the disaster management operation and you should not appear to be too eager or to “enjoy” a media interview covering a disaster that has caused sufferings to others.
2. Most questions can be anticipated, and during most interviews, at the beginning you can ask the interviewer what he or she will be asking during the interview. Prepare a succinct message (not more than half a minute duration) on your team’s role and deliver it at the beginning when an opportunity comes across.
3. Except the Incident Commander, no one is expected to have knowledge of all aspects of the operation. You should discuss with media *your role* (i.e. your team’s role) and how it relates to the overall management operations. Any question that is beyond your team’s activities should be politely turned down by saying something like *it does not really relate to our team, you may like to talk to the Information Officer about it*. Never be rude or unprofessional in the presence of representatives of the media.
4. Avoid “off the record statements,” nothing is off the record
5. Media generally ask for statistics; do not give statistics that have not been verified. You can ask for the interviewer’s contact number to provide accurate information at a later time.
6. Be prepared to talk about your team, emergency preparedness, the type of disaster that has occurred, and the type of damages / casualties that you have seen. Do not give out the names of injured / dead / missing, nor the numbers – use general



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statements like *very few / a few / some / quite a few* etc. These information need to be cleared by Incident Commander and once cleared they would be available with PA for dissemination.

7. Avoid responding to hypothetical scenarios that start with “what would have happened if ....”. You may bring back the discussion to the present by saying, “*Let’s talk about the ground situation.*”
8. Make every attempt to relate to the audience. How would you answer the questions if your family or friends were asking them? Do not use technical terminology and disaster management abbreviations, most people are unaware of those acronyms and even the media personnel may not be comfortable.
9. Don’t comment on something that you have not seen or you do not know for certain. If you don’t know the answer, say so. If you have given an incorrect answer, rectify it as soon as you can. Correction on your own accord will show you in a more positive light.
10. Be assertive and take control if the interviewer attempts to lead you down a path that you do not want to travel down. You may say something like “*this is something I would rather not talk about at this stage, why don’t we talk about... , which is what my team has been working on*”. If the interviewer comes up with some inaccuracies point it out in a matter of fact, non-threatening manner.
11. Never promise what you cannot deliver.



**Special aspects of different types of media interviews**

**Television:**

1. The background activity should be professional and related to what you are being interviewed about.
2. Select a comfortable place, keeping in mind noise levels and background lighting.
3. Your appearance, the quality of your voice, and your mannerisms give a first impression of you. Keep the tone calm and steady.
4. Have a prepared and rehearsed 20-to 30- second statement that you will deliver, summarizing your interview. A several-minute interview may be edited down to just a few seconds.
5. If you make a mistake, stop and rephrase, *even if it is a live interview*.

**Radio:**

1. Be brief and concise, speaking in a normal conversational tone
2. Take a moment or two to choose your words carefully, when necessary
3. Obtain a phone number where you can call in additional information or updates

**Print:**

1. Obtain the phone number where you can supply the interviewer with updates.
2. Before the interview discuss with the reporter how the interview material will be used to avoid the “out of context” issues.
3. Spell names and words most likely to be misspelled.
4. *Be prepared to be misquoted*, and take care





**A few Typical Questions and Answers (FAQs)**

*Question: You are aware yesterday this ..... happened during relief operations. How can we avoid these things and become more effective?*

Answer: I am sure nothing is perfect and after the operations are over we will have a better understanding of the challenges and compulsions we faced during operations. At present we are responding according to a plan and many people / agencies are assigned different responsibilities. Unless full particulars are known it will be unfair to speculate on why's and how's at this stage.

*Question: In your opinion, how is the government doing in its management of this event? You can tell me the truth; we won't roll the camera.*

Answer: The response plan, our disaster plan, is a very complex framework that assigns specific jobs and responsibilities to many, many agencies. It would not be fair for me to offer my opinion without knowing what you are asking specifically, and without finding out more details.

*Question: You must really enjoy what you do. Can you tell me about it?*

Answer: All of us in the field are here today because we have skills that can benefit others in times of disaster. It is an honor and a privilege to be able to be part of such a large-scale operation and coordinated response. It is gratifying to see so many people / agencies working for the purpose of helping others. The satisfaction of this type of a deployment cannot be matched. It is also comforting to know that if our own community should ever experience a disaster, there are teams like ours ready to respond and assist.

*Question: Do you have concerns for your safety when you are deployed to managing disasters?*

Answer: Can you explain what your story is about and how my response will factor into the story? I want to provide an answer that is congruent with your question. In general the disaster management plan has standard procedures that very much take care of the safety concerns of those engaged in emergency management.



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*Question: You and your team are local heroes responding to those in need. How do you feel about being a hero?*

Answer: This is a huge community effort. If you are looking for heroes, I will suggest look among the local policemen, firemen, hospital workers, ..... etc who are victims of this disaster but still continue to work.



### Media Interactions

*Discussion with any media source during disaster response phase is prohibited unless authorized by the Incident Commander.*

If any person engaged in operations at site or elsewhere is accosted by a media person with a request to answer a question, the correct response is to express regret saying that he / she does not have anything to say. If instead of a request a question is put straightaway, the question should be answered in most general terms without offending the questioner, followed by a polite assertion that there is nothing more to be said. Some typical examples are:

1. *How much time will your team take to complete the task?* My team's work is but a part of the overall operation. It is not possible for me to know what more is required from us. I do not have anything to say.
2. *Is your team working under very difficult conditions?* Well, no more than the challenges one expects in face of a disaster. I do not have anything to add.
3. *There has been a lot of mismanagement in the operations, what do you say?* We are working under an overall plan. There are many groups assigned to different tasks. Unless one has a complete picture it is not fair to pass a judgment like this.
4. *Your family has been affected and you have suffered damage, why have you been assigned this duty?* Well, the whole community has suffered damage and all of us who can be of help in managing the situation are working on it.



**Programme and Advertising Codes  
Cable Television Network Rule, 1994  
(Rule 6 and Rule 7)**

Programme Code:- (1) No Programme should be carried in the cable which:-

- a. Offends against good taste or decency
- b. Contains criticism of friendly countries
- c. Contains attack on religions or communities or visual or words contemptuous of religious group or which promote communal attitudes.
- d. Contains anything obscene, defamatory, deliberate, false and suggestive innuendos and half truth.
- e. Is likely to encourage or incite violence or contain anything against maintenance of law and order or which promote anti-national attitudes.
- f. Contain anything amounting to contempt of court .
- g. Contains aspersion against the integrity of the president and judiciary
- h. Contains anything affecting the integrity of the nation
- i. Criticises, maligns or slanders any individual in person or certain group, segments of social, public and moral life of the country
- j. Encourages superstition or blind belief
- k. Denigrates women through the depiction in any manner of the figure of a women, her form or body or any part thereof in such a way as to have the effect of being indecent, or derogatory to women, or is likely to deprave, corrupt or injure the public morality or morals.;
- l. Denigrates children
- m. Contain visual or words which reflect a slandering, ironical and snobbish attitude in the portrayal of ethnic, linguistic and regional group
- n. Contravenes the provisions of the Cinematograph Act, 1952.
- o. is not suitable for unrestricted public exhibition.

“Provided that no film or film song film promo or film trailer or music video or music albums or their promos, whether produced in India or abroad, shall be carried through cable service unless it has been certified by the Central Board of Film Certification (CBFC) as Suitable for Unrestricted public exhibition in India”.

Explanation- For the purpose of this clause, the expression “ unrestricted public exhibition” shall have the same meaning as assigned to it in the cinematograph Act, 1952 (37 of 1952);

(2) The cable operator should strive to carry programmes in his cable services which project women in a positive, leadership role of Sobriety, moral and character building qualities.



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(3) The cable operator shall carry or include in his cable service any programme in respect of which copyright subsists under the copyright Act, 1957 (14 of 1957) unless he has been granted a licence by owners of copyright under the act in respect of such programme.

(4) Care should be taken to ensure that programme meant for children do not contain any bad language or explicit scenes of violence.

5) Programmes unsuitable for children must not be carried in the cable service at times when the largest numbers of children are viewing.

6) No cable operator shall carry or include in his cable service any television broadcast or channel, which has not been registered by the Central Government for being viewed within the territory of India.

“Provided that a cable operator may continue to carry or include in his cable service any Television broadcast or channel, whose application for registration to the Central Government was made on or before 11<sup>th</sup> May, 2006 and is under consideration, for a period of three months from the date of this notification, or till such registration has been granted or refused, whichever is earlier.”

“Provided further that channels up-linking from India, in accordance with permission for up-linking, granted before 2<sup>nd</sup> December, 2005, shall be treated as “registered” television channels and can be carried or included in the cable service.”

**Rule.7 Advertising code – (1)** Advertising carried in the cable service shall be so designed as to conform to the law of the country and should not offend morality, decency and religious susceptibilities of the subscribers.

**(2)** No Advertising shall be permitted which-

- I. derides any race caste colour, creed and nationality
- II. is against any provision of the constitution of India
- III. Tends to India people to crime, cause disorder or violence or breach of law or glorifies violence or obscenity any way.
- IV. Presents criminality as desirable
- V. Exploits the national emblem, or any part of the Constitutional or the person or personality of a national leader or a state dignitary.
- VI. In its depiction of women violates the Constitutional guarantees to all citizens. In particular, no Advertisement shall be permitted which project a derogatory image of women. Women must not be portrayed in a manner that emphasizes passive, submissive qualities and encourages them to play a subordinate, secondary role in the family and society. The cable operator shall ensure that the portrayal of the female



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form, in the programmes carried in his cable services, is tasteful and aesthetic, and is with in the well establishment norms of good taste and decency.

VII. Exploits social evils like dowry, child marriage .

VIII. Promotes directly or indirectly production, sale or consumption of-

(A) cigarettes, tobacco products, wine, alcohol, liquor or other intoxicants;

provide that a product that uses a brand name or logo, which is also used for cigarettes, tobacco products, wine, alcohol, liquor or other intoxicants, may be advertised on cable service subject to the following that;-

- I. The story board or visual of the advertisement must depict only the product being advertised and not the prohibited product in any form or manner;
- II. The advertisement must not take any direct or indirect reference to the prohibited product.
- III. The advertisement must not contain any nuances or phrases promoting prohibited product.
- IV. The advertisement must not use particular colours or layout or presentations associated with prohibited products.
- V. The advertisement must not use situations typical for promotion prohibited products when advertising the other products.

Provide further that:-

(1) The advertiser shall submit an application with a copy of the proposed advertisement along with a certificate by a registered Chartered Accountant that the product carrying the same name as cigarettes, tobacco products, wine, alcohol, liquor or other intoxicants is distributed in reasonable quantity and is available in substantial number of outlets where other products of the same category are available and the proposed expenditure on such advertising thereon shall not be disproportional to the actual sales turnover of the product.

(II) All such advertisements found to be genuine brand extensions by the Ministry of Information and Broadcasting shall be previewed and certified by the Central Board of Film Certification as suitable for unrestricted public exhibition and are in accordance with the provisions contained in sub clause (i) to (v) of the first proviso, prior to their telecast or transmission or retransmission.

(B) infant milk substitutes feeding bottle or infant food.



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- 3) No advertisement shall be permitted, the objects whereof are wholly or mainly of a religious or political nature, advertisements must not be directed towards any religious or political end.
- 3A) No advertisement shall contain reference which hurt religious sentiments.
- 4) The goods or services advertised shall not suffer from any defect or deficiency as mentioned in Consumer Protection Act,1986
- 5) No advertisement shall contain references which are likely to lead the public to infer that the product advertised or any of its ingredients has some special or miraculous or supernatural property or quality, which is difficult of being proved.
- 6) The picture and the audible matter of the advertisement shall not be excessively "loud,.
- 7) No advertisement which endangers the safety of children or creates in them any interest in unhealthy practices or shows them begging or in an undignified or indecent manner shall not be carried in the cable service.
- 8) Indecent, vulgar suggestive, repulsive or offensive themes or treatment shall be avoided in all advertisements.
- 9) No advertisement which violates the code for self –regulation in advertising, as adopted by the Advertising Standard Council of India (ASCI), Mumbai, for public exhibition in India, from time to time, shall be carried in the cable service.
- 10) All advertisement should be clearly distinguishable from the programme and should not in any manner interfere with the programme viz., use of lower part of screen to carry captions, static or moving alongside the programme.
- 11) No programme shall carry advertisements exceeding twelve minutes per hours, which may include up to ten minutes per hour of commercial advertisements, and up to two minutes per hour of the channel self promotional programmes.

**Authorized Officer**

4. The Authorized Officer as under section 2(a) of the act means within his local limits of jurisdiction-
  - I. a District Magistrate, or
  - II. a Sub-divisional Magistrate, or
  - III. a Commissioner of Police

This provision further authorizes the state Government in addition to the Central Government to notify officers other than those already specified in the Act as above to be authorized officers for such local limits of jurisdiction as may be determined by that Government so that the most effective mechanism at local level may be put place. Authorized Officers have given power to seize equipment used for operating the Cable television network under Section 11 of the Cable Television Network(Regulation) Act 1995. They can do so in cases of contravention of Section 3, 4a, 5 or 8 of the Act in the following eventualities:

- (a) Operation of a Cable Television Network without registration in the local Post Office (Section 3).



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- (b) Transmission of pay channels on Cable Television without use of Set Top Boxes (Addressable System) in areas notified for compulsory CAS (i.e. some parts of Chennai, Delhi, Mumbai and Kolkata) [Section 4a(1)].
  - (c) Non-carriage of free to air channels and mandatory channels as per list specified in Annexure- I (Section 4A (2), Section 8).
  - (d) Charging fees in CAS areas which is higher than that fixed by TRAI as per Annexure-II & III [Section 4A(4)].
  - (e) Violation of Programme and Advertisement Codes(Section 5 and 6)
6. Under Section 19, the Authorized Officer is also empowered to prohibited transmission of certain programmes in public interest if any programme or channel carried by it, is not in conformity with the prescribed programme code referred to in Section 5 and advertisement code referred to in Section 6 of the Act or if such programme is likely to promote on grounds of religion, race, language, caste of community or any other ground whatsoever, disharmony or feeling of enmity, hatred or ill-will between different religious, racial, linguistic or regional groups or castes or communities or which is likely to disturb public tranquility.

**District Monitoring Committees :**

7. The District Monitoring Committee is constituted as below:
- |        |  |   |          |
|--------|--|---|----------|
| (i)    | District Magistrate (or Police Commissioner)   | - | Chairman |
| (ii)   | District Superintendent of Police  | - | Member   |
| (iii)  | District Public Relation Officer   | - | Member   |
| (iv)   | Principal of one of the Women's College in the District (to be selected by DM)           | - | Member   |
| (v)    | Representative of a leading NGO working for Children welfare (to be nominated by the DM) | - | Member   |
| (vi)   | Representative of a leading NGO working for Women welfare (to be nominated by the DM)    | - | Member   |
| (viii) | Academics/ Psychologist/ Sociologists (one Each to be nominated by the DM)               | - | Member   |
8. To ensure effective functioning of the above Committee, the following guidelines are made:

**Scope of the Committee :**

- i) To provide a forum where the public may lodge a complaint regarding content aired over cable television and take action on the same as per procedure prescribed herein.
- ii) To review the action taken by Authorized Officers for enforcement of Cable Television Networks (Regulation) act, 1995.
- iii) To immediately bring to the notice of State and Central Government if any programme is affecting public order or wide spread resentment in any community.





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- iv) To keep a watch on content carried by cable television channels at unauthorized or pirated channels are carried and local news if aired by the cable television operator is restricted to information about local event and is presented in a manner which is balanced impartial and not likely to offered or incite any community.
- v) To monitor the availability of free to air channels and channels notified for mandatory carriage on the cable network.

**Suggested procedure**

9. Following procedure may be followed for handling the cases:
- i) A complaint Cell headed by a nodal officer at District level should established and wide publicity be given regarding the constitution of Monitoring Committee and procedure followed by it, including putting it on website of the State/UT.
  - ii) The Committee shall ordinarily meet once in two months to look into the complaints brought to its notice by individuals/organizations or take suo moto notice of violation of provisions of Cable TV Networks Rules, 1994.
  - iii) In cases the complaint concerns content carried locally by Cable TV Network at its own level, the Committee may call for footage/VCD of the programme/advertisement against which complaint is considered and the common pool of wisdom available within the Committee is of the view that violation has taken place, the Authorized officer may take action as per Section 11 of the Act after issuing show cause notice to the network and giving them an opportunity to be heard. The representative of the network may also be placed before the Committee for final decision regarding the action to be taken on it by the Authorized Officer.
  - iv) In case the complaint pertains to national/regional satellite channels, the Committee may forward its recommendations through the State-level Monitoring Committee to the Government of India. On receipt of such complaint the Central Government shall call for footage/VCD of the concerned programme/advertisement and take a view regarding the same in the Inter-Ministerial Committee constituted in the Ministry of Information & Broadcasting. An advance copy of the recommendation may also be sent directly to the Central Government.
  - v) Violations of programme and advertisement code are dealt with by the Central Government in the following manner depending on the seriousness of the violation:
    - (a) An Advisory is given to the channel
    - (b) Warning is issued.
    - (c) Channel is required to scroll an apology for a specified number of days.
    - (d) Broadcast is suspended for specified period.



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The District Monitoring Committee can likewise take action against local cable operation in respect of content carried locally only. However, no such action may be taken at the level in respect of National/Regional Satellite Channels.

9. In case it is found that a cable network operator is not carrying channels prescribed for mandatory carriage or is carrying them in such a manner that the signal is too poor to be properly visible or audible, the Committee, through Authorized Officer action it may consider necessary under Section 11.

**State-level Monitoring Committee:**

10. The constitution of both State and District-level Committees to enforce the Cable TV Networks Rules was envisaged in the Order dated 6<sup>th</sup> September 2005. The members of the District level Committee were not specified. The constitution of the State-level Committee was not specified. The constitution of the State-level Committee is hereby specified as follows:

VIII. Secretary, information & Public Relations of the State.	Chairman
IX. Representative or the DG of State police-	Member
X. Secretary, Social Welfare Development of the State-	Member
XI. Secretary, Women & child Development of the State-	Member
XII. Representative or leading NGO of the state working for women ( to be nominated by chief Secretary)	Member
XIII. Academicians/Psychologists/Sociologist (one each to be nominated by chief secretary)	Member
XIV. Director(Information) of the state	Member Secretary

The nominated members shall have a term of two year and shall not be eligible for re-nomination. Any vacancy can be filled up by nomination a new member for a fresh term. The Committee shall meet at least once a year and submit a detailed annual report for the state, including District –wise data f cable operators registered within the state and estimated number of TV homes/viewers in the state to the Ministry of Information & Broadcasting Government of India before 31<sup>st</sup> December each year.

**Functions**

- 11 The function of the State Level Monitoring Committee will be:
  - IX. To see whether District/Local Committees have been formed.
  - X. To see whether they are meeting regularly.
  - XI. To see whether the authorized officers are effectively performing their duties.
  - XII. To see how many cases are handled by them and what decisions are arrived at.
  - XIII. To give suggestion/guidance to District/Local level Committee.
  - XIV. To take decision on the matters referred to it by District/local level Committee.
  - XV. To collate data/information from District/Local Level Committee and forward it to Secretary, Ministry of Information & Broadcasting Government of India.



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XVI. To recommend action and forward complaints against satellite channels(National Channels) to the Ministry of Information & Broadcasting through the chief Secretary of the state in cases of violation of Government of India's orders on the Programme and Advertising Codes.

12 The chief Secretaries are requested to ensure that State and District level Committees are set up as envisaged herein and effective of the Cable Television Networks (Regulation) Act is ensured in consultation with representatives of consumers and civil society.

