

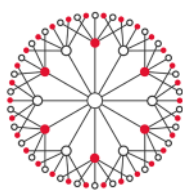


# ART & CULTURE

**BUDGET GUIDE**  
**Union Budget, 2021 - 22**

## BACKGROUND

The Ministry of Culture (MoC), Government of India (GoI) identifies its mission as preservation, promotion and dissemination of all forms of art and culture. MoC lists the activities it undertakes as:



sahapedia.org

**TATA**  
**TECHNOLOGIES**

1. Maintenance and conservation of heritage, historic sites and ancient monuments
2. Administration of libraries
3. Promotion of literary, visual and performing arts by extending fellowships, scholarships, pensions, awards, training and support through institutions like Akademies, National School of Drama, Zonal Cultural Centres and other institutions.
4. Observation of centenaries and anniversaries of important national personalities
5. Promotion of institutions and organisations of Buddhist and Tibetan studies
6. Entering into cultural agreements with foreign countries.

In the backdrop of consistently low allocations by the state and the severe adverse impact of the pandemic on the art and culture sector, this guide examines the budget and schemes run by the MoC, budgetary linkages with other ministries in the cultural sector and the federal relationship centre shares with states for preserving and promoting the arts.

## IN SHORT

**₹2,688 Cr**

*Allocations for MoC for FY  
2021-22*

**₹4,482 Cr**

*Allocations for Art and Culture Sector  
across different ministries in Gol for  
FY 2021-22*

Allocations for MoC as a proportion of Gol budget have remained marginal for the last decade, averaging at 0.11%. For the last five years though, they have shown a declining trend falling to a miniscule 0.07% in FY22 – the lowest in the last 10 years. Similarly, allocation to the tourism sector – a key economic driver for the culture sector – has seen a dip of 26% in FY 22 from the last year.

Mid-year revision last year during the lockdown saw the budget on art and culture across Ministries being slashed by 21%, further aggravating the resource crunch in the sector. As per an industry survey, due to the pandemic, 22% of the creative sector is forecast to lose 75% of its annual income and 16% face closure.

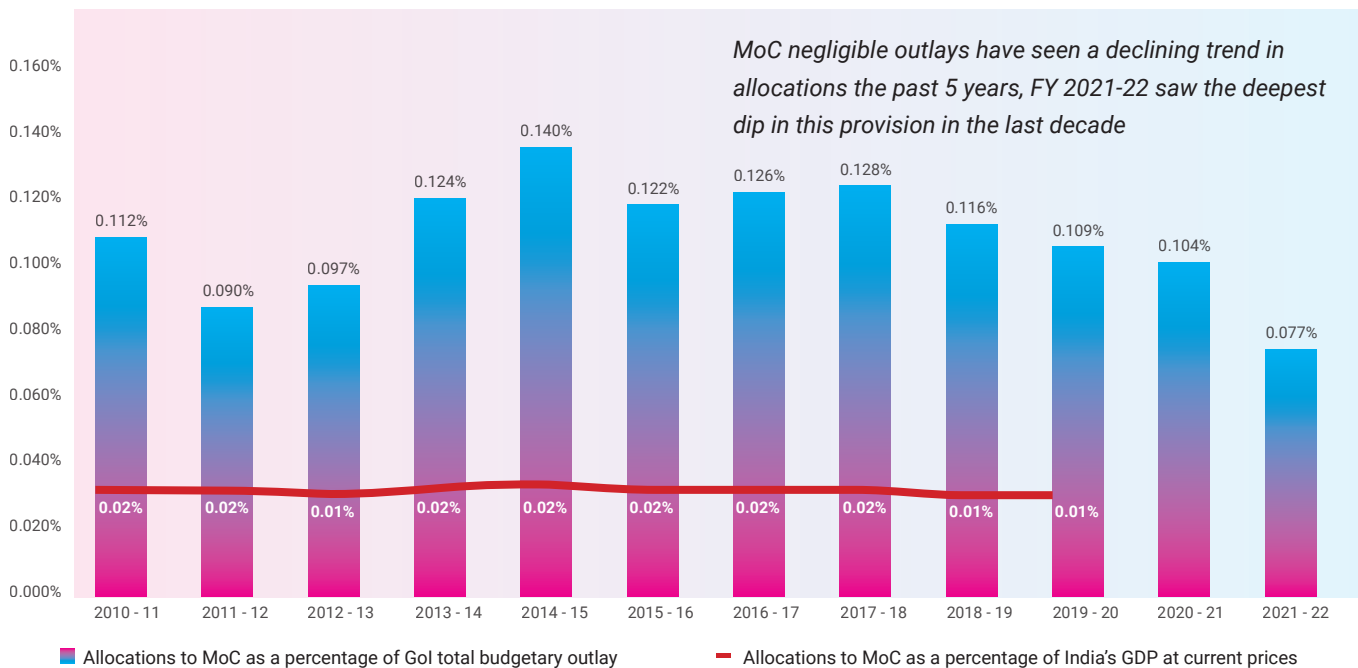
This is in sharp contrast to several countries such as China, UK, Singapore and Australia which have increased their budget for arts and culture sector in the wake of Covid-19 pandemic, at many times, announcing multi-billion relief packages for the culture sector.

Low allocations were further compounded by delays in fund release and mounting vacancies ranging from 30-70% in institutions supported by the MoC. This adversely affected planning for activities and actual expenditures in the culture sector, resulting in a vicious cycle.

Intangible culture receives least support from Gol, thereby endangering the livelihoods and social security of those working in the sector and deepening the growing crises of many aspects of India's cultural heritage getting extinct.

Resource crunch in the culture sector was aggravated during the pandemic, lack of government data and support exacerbates problems.

## ALLOCATION TRENDS FOR ARTS & CULTURE ACROSS MINISTRIES



Source: Allocation figures for MoC taken from Demand for Grants, GDP figures taken from Handbook of Statistics on Indian Economy, RBI.

- Budgetary allocations for MoC have consistently formed a miniscule proportion of the total GoI budget. Since 2010, it has averaged at 0.112%, reaching a high of 0.14% in 2014-15. In the past five years, these allocations have seen a declining trend with FY 2021-22 recording the lowest allocation since 2010 at 0.077%.<sup>1</sup>
- In proportion to India's GDP as well, MoC allocations are consistently insignificant. Budgetary allocation for culture to GDP averaged at 0.02% between 2010 and 2020.<sup>2</sup> Taking inflation into account, the budget for culture has seen nil growth since 2016.<sup>3</sup>
- Mid-year revision last year during the lockdown saw the MoC budget being slashed by more than ₹900 Cr. Budgetary outlay for 2021-22 has been scissored by ₹462 Cr from last year, the largest such cut in the last 10 years. This stands out because it is in the years of the pandemic when scores of people working in most affected sectors like culture and tourism needed social protection through an expansionary budget.<sup>4</sup>
- GoI's approach of budgetary cuts in the sector also stands in direct contrast to economic measures taken by other countries in the last year. China's Ministry of Culture and Tourism assisted cultural and tourism businesses by providing up to £11.3 billion in financing credit to help resume work.<sup>5</sup> Singapore introduced rental waiver for arts organisations.<sup>6</sup> United Kingdom rolled out a 1.75-billion-pound rescue package for cultural, arts and heritage institutions comprising grants, capital investment and loan.<sup>7</sup> A \$800 million support was given by Australian government to the cultural and creative sector comprising grants, 'Covid 19 Arts Sustainability Fund', 'Temporary Interruption Fund' and loans.<sup>8</sup>

<sup>1</sup> All budget figures taken from Union Budget website, <https://www.indiabudget.gov.in/>

<sup>2</sup> GDP at Current Prices, base year 2011-12, Handbook of Statistics on Indian Economy, Reserve Bank of India, Sep. 2020, <https://rbidocs.rbi.org.in/rdocs/Publications/PDFs/1TFE8B0F63C85F467696597F3001819B05.PDF>

<sup>3</sup> 277th Report of the Parliament Standing Committee (PSC) on Culture on Demand for Grants (2020-21), [https://rajyasabha.nic.in/new/Committee\\_site/Committee\\_File/ReportFile/20/127/277\\_2020\\_9\\_15.pdf](https://rajyasabha.nic.in/new/Committee_site/Committee_File/ReportFile/20/127/277_2020_9_15.pdf)

<sup>4</sup> All budget figures taken from Union Budget website, <https://www.indiabudget.gov.in/>

<sup>5</sup> <https://www.britishcouncil.org/research-policy-insight/insight-articles/impact-covid-19-arts-sector-china>

<sup>6</sup> <https://www.britishcouncil.org/research-policy-insight/insight-articles/impact-covid-19-arts-sector-china>

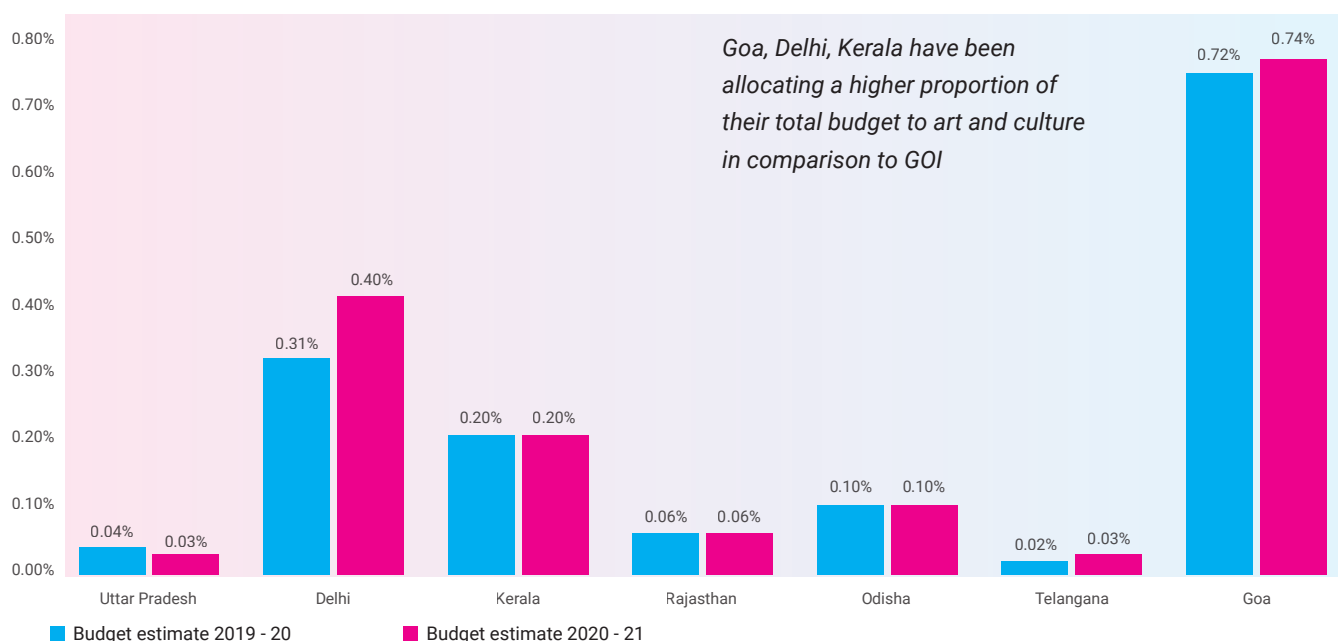
<sup>7</sup> <https://www.gov.uk/government/news/157-billion-investment-to-protect-britains-world-class-cultural-arts-and-heritage-institutions>

<sup>8</sup> <https://www.arts.gov.au/covid-19-update>

- Cultural spending by GoI is not restricted to the MoC. Adding the budgetary allocations for art and culture across different ministries in the last 5 years shows that average allocations for the sector is a meagre ₹4,578 Cr, with non-MoC ministries accounting for an average 37% of this allocation.<sup>9</sup>
- Notwithstanding inflation, allocations in the past 5 years to other ministries grew by a meagre 4%. Allocation to the tourism sector, which is a key economic driver for the culture sector, has seen the largest dip of 26% from FY 2020-21 to FY 2021-22.

## ALLOCATION TRENDS FOR CULTURE DEPARTMENT ACROSS STATES

Promotion and preservation of the cultural sector as per the Indian Constitution is a shared responsibility of the central and state governments.<sup>10</sup>



Source: Demand for Grants for respective State Budgets for FY 2019-20 and 2020-21

- A study of culture department budgets across 7 states shows that while state expenditures mirror GoI allocations, some state governments like Goa, Delhi, Kerala have been allocating a higher proportion of their total budget to art and culture in comparison to GoI.<sup>11</sup>
- In FY 2019-20, expenditure on the cultural sector by just these seven state governments constituted 1/3rd of the allocations by GoI for MoC in 2019-20. This mirrors a trend that has been found across OECD countries, where sub-national governments, on an average, bear 60% of the total expenditure on art and culture, even as that expenditure represented only 3% of their total expenditure in 2017.<sup>12</sup>
- There is a need for greater clarity and accountability in funds, functions and functionaries across different levels of the government. In 2018, 69% of the beneficiaries provided financial assistance by MoC came from only three

<sup>9</sup> Apart from MoC we included allocations in arts and culture by Ministries of External Affairs, Information & Broadcasting, Minority Affairs, Textile and Tourism.

<sup>10</sup> See Article 49 read with Entries 60, 62 and 67 of List I (Union List) of Schedule VII; Entries 12 and 33 of List II (State List) and Entries 39 and 40 of List III (Concurrent List)

<sup>11</sup> State governments were chosen to represent administrations with different political dispensations.

<sup>12</sup> Culture shock: COVID-19 and the cultural and creative sector, OECD, September 2020, <https://www.oecd.org/coronavirus/policy-responses/culture-shock-covid-19-and-the-cultural-and-creative-sector-08da9e0e/>

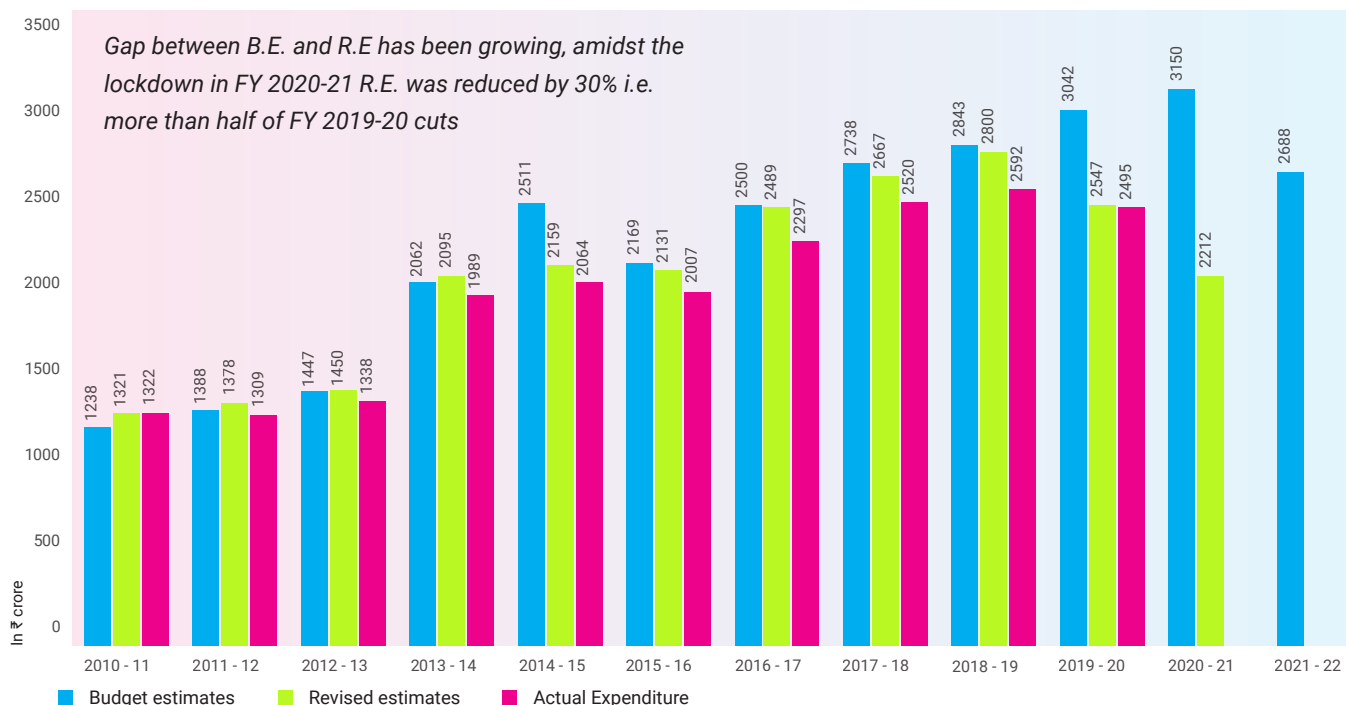


states – Odisha, Maharashtra and Telangana. The MoC in response has stated that such schemes require state governments to recommend names, else deserving beneficiaries are excluded. Apart from grants and pensions, lack of synergy between the centre and the state has impacted other vital initiatives of the MoC like the National Mission on Cultural Mapping and the National Mission on Libraries.<sup>13</sup>

## TRENDS IN ALLOCATIONS & EXPENDITURE BY MoC

Low allocations compounded by delays in fund release and mounting vacancies adversely affects planning for activities and actual expenditures in the sector.

- MoC is allocated only a fraction of its projected demand. For the 12th Five Year Plan (2012-2017), only ₹7,275 Cr was allocated as against a demand of ₹18,669 Cr. In FY 2019-20 only 70% of projected demand was allocated.
- In the past decade the revised estimates (R.E.) on an average have remained close to the budget estimates (B.E.). However, the last two FY, R.E. has seen a sharp drop as compared to B.E. - in FY 2019-20, it fell by 16% and in FY 2020-21, it fell by 30%.<sup>14</sup>
- Revision in R.E. follows a vicious cycle in the MoC - delays in release of grants by Gol in the first two quarters leads to poor expenditure followed by cuts in revised allocations for the ministry. For instance, allocations spent by MoC in the first two quarters of a FY came down from 51% in 2018-19 to less than 40% in 2019-20.<sup>15</sup> This has led to R.E. being reduced by 16% in FY 2019-20 and amidst the lockdown in FY 2020-21 it dropped by 30%.<sup>16</sup>
- According to the 289th Report of Parliament Standing Committee on Culture, the finance ministry instructed MoC to restrict expenditures to 15% in each of the first three quarters of FY 2020-21, with 5% in each month of that quarter. As a result, the cultural ministry ended up spending 1/4th of its revised allocation in the last 2 months of the FY.



Source: All figures taken from Notes on Demand for Grants, Ministry of Culture

<sup>13</sup> 258th Report of Parliament Standing Committee on Demands for Grants (2018-19), [https://rajyasabha.nic.in/₹new/Committee\\_site/Committee\\_File/Report-File/20/102/258\\_2018\\_6\\_17.pdf](https://rajyasabha.nic.in/₹new/Committee_site/Committee_File/Report-File/20/102/258_2018_6_17.pdf)

<sup>14</sup> All budget figures taken from Union Budget website, <https://www.indiabudget.gov.in/>

<sup>15</sup> 277th Report of Parliament Standing Committee, Supra Note 3



- Vacancies in institutions have shown an increasing trend with every passing FY, between 30% to 70% sanctioned posts are unoccupied across key cultural institutions of the ministry. High vacancies along with limited leadership, have adversely impacted programs like the Culture Mapping Mission and support for Akademies. Further, people manning cultural institutions have little experience or exposure to the arts and culture. Committees set up by the GoI have emphasised the need for a 'culture cadre' with skills specifically required to manage this sector. The MoC responded by suggesting that the Centre for Cultural Resources and Training (CCRT) could design such training programs. But it is worrying to note that as of 2020 one-third sanctioned posts were vacant in CCRT.<sup>17</sup> Citing the CAG audit report the 289th Report of Parliament Standing Committee on Culture noted NGMA's inability to fill key posts led to failure in relocating 16,582 works of art and idling of investment of ₹3.81 crore since March 2014.

## VACANCIES IN INSTITUTIONS SUPPORTED BY THE MoC (IN MARCH 2021)

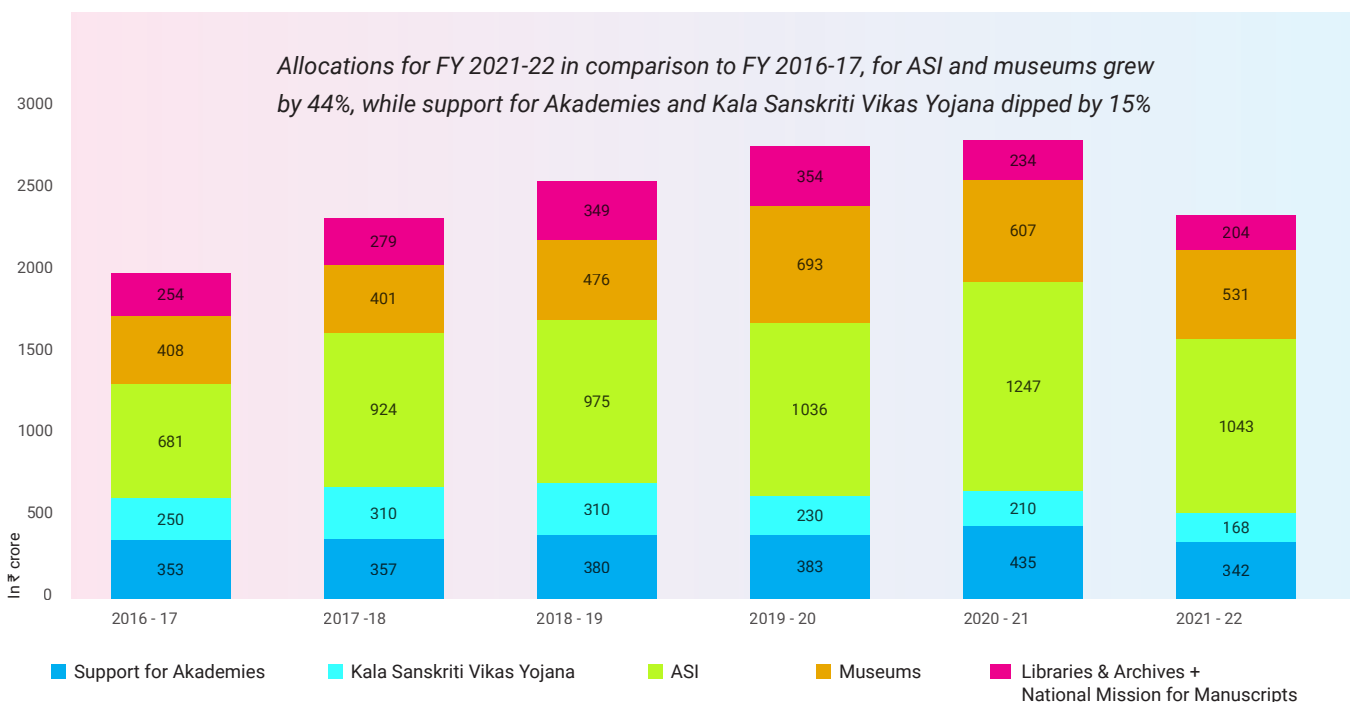
Name of Institution	Sanctioned Strength	Vacant Spots
Archaeological Survey of India (ASI)	8426	2945
National Archives of India	454	226
National Gallery of Modern Art Delhi, Mumbai & Bangalore	144	87
National Library + Nehru Memorial Museum & Library	645	227
Akademies*	860	317
Seven Zonal Cultural Centres	270	112

\*Includes Sahitya Akademi, Lalit Kala Akademi, Sangeet Natak Akademi, National School of Drama, Indira Gandhi National Centre for Arts  
Source: Figures taken from 289th Report of the Parliament Standing Committee on Culture

<sup>17</sup> Figures taken from 277th Report of the Parliament Standing Committee on Culture, Supra Note 3

Intangible culture receives least support from Gol, thereby endangering the livelihoods and social security of those working in the sector and deepening the growing crises of many aspects of India's cultural heritage getting extinct.<sup>18</sup>

- In FY 2020-21, support for tangible heritage (ASI, Museums, Mission for Manuscripts and Libraries and Archives) was 66% of the total MoC budget while intangible heritage (support for Akademies and Kala Sanskriti Vikas Yojana) was 20%. In comparison to the previous year, FY 2021-22 saw a budget cut of 26% in the allocations for intangible culture.
- Within the schemes covering tangible heritage, budgets for libraries and archives have been relegated to the corner. Allocations in this space have dropped in the last five years by 21%.
- According to the 289th Report of Parliament Standing Committee on Culture, beneficiaries of pension schemes were 4120 in FY 2018-19, this came down to 3188 in FY 2019-20 and reduced by almost half at 1594 in 2020-21 (till 8th Feb 2021). According to the ministry due to the pandemic requisite documents were not received for disbursing pensions. The committee noted that such mandates should have been relaxed given the extraordinary circumstances where the need for such pay-out is critical. The report also noted between 2013 and 2018, under the senior and junior fellowships scheme, only 1345 Candidates got selected out of which final payments for 1135 candidates has not been released since 2019. The reason cited for the delay is that the expert committee which reviews candidates had not met since 2019-20.



Source: Notes on Demand for Grants for Ministry of Culture, Gol

<sup>18</sup> According to UNESCO cultural heritage encompasses:

- Tangible cultural heritage:
  - movable cultural heritage (paintings, sculptures, coins, manuscripts)
  - immovable cultural heritage (monuments, archaeological sites, and so on)
  - underwater cultural heritage (shipwrecks, underwater ruins and cities)
- Intangible cultural heritage: oral traditions, performing arts, rituals
- Natural heritage: natural sites with cultural aspects such as cultural landscapes, physical, biological or geological formations
- Heritage in the event of armed conflict

## ISSUES IN MoC SCHEMES FOR INTANGIBLE CULTURE<sup>19</sup>

### *Kala Sanskriti Vikas Yojana (KSVY)*<sup>20</sup>

- **Poor allocations** – In spite of being an umbrella scheme with many significant missions under its ambit, between FY 2016-17 and FY 2021-22 this scheme received only 8.7% of total budgetary allocations for MoC. This severely limits the coverage of fellowships and old age pensions. For example, in FY 2016-17 only 283 scholars were identified for the scheme Award of Young Artistes in Different Cultural Fields.<sup>21</sup> Old age pension was paid to only 4120 artists in FY 2018-19, which dropped further to 3133 in FY 2019-20.<sup>22</sup>
- **Delay in Fund release by GoI** - Due to delayed release in grants from GoI, expenditure under KSVY till January 2020 was a mere 45% of B.E. in FY 2019-20. This led to drastic cut in R.E. by GoI for this scheme, in mid-year revision last year its budget fell by 33%.<sup>23</sup>
- **Poor fund utilisation** – Between FYs 2016-17 and 2019-20, KSVY performed the poorest in terms of expenditure and spent only 66% of its allocations. In response to a Parliament question in September 2020, MoC informed that it ensured timely disbursement of funds to artists and institutions during the pandemic.<sup>24</sup> But, a review of sanction orders available on the ministry's website reveals that these fund disbursements pertained to past years and thus, cannot be considered timely. For instance:
  - For the Repertory Grant Scheme, the latest sanction order of February 2021 releases funds for the period FYs 2017-18 and 2018-19.<sup>25</sup> Similarly, other orders issued in 2020 also release grants for the period 2017-18 or 2018-19. This reflects a backlog in grant approvals allocated to beneficiaries.
  - For the Cultural Function and Production Grant Scheme, the meetings to consider applications received during FYs 2018-19 and 2019-20 were held only in July 2019.<sup>26</sup> The last sanction order available on the Ministry's website of November 2020 sanctioned funds for a 2018-19 application.<sup>27</sup> For FY 2020-21, the meeting for identifying grant recipients was only held in October 2020 and notice to approved organisations finally released in January 2021.<sup>28</sup>
- **National Mission on Cultural Mapping<sup>29</sup> failing to take off** – To identify and record beneficiaries and cultural resources of India, National Mission on Cultural Mapping was launched by GoI under KSVY with a proposed outlay of ₹3,000 Cr in 2015. The in-principle approval from Ministry of Finance for the scheme came only in 2017.<sup>30</sup> Three years later:
  - Only ₹42.78 Cr was allocated in the FYs 2018-19 and 2019-20, of which only ₹1.17 Cr has been utilised.<sup>31</sup>
  - The exercise that started with identifying artists at the block level was abandoned due to lack of IT

<sup>19</sup> Schemes included under intangible culture are KSVY, Support to Akademies, Anthropological Survey of India, Centenaries & Anniversaries celebrations, Global engagement & International Cooperation and Buddhist Tibetan Institutions & Memorials

<sup>20</sup> Umbrella scheme which includes Gandhi Heritage Sites Mission, Fellowships, Scholarships, financial assistance for artists, medical aid, pensions, Cultural Mapping, Scheme on intangible cultural heritage and few others.

<sup>21</sup> 271st Report of Parliament Standing Committee on Culture on Fellowships, Scholarships, Grants, Pensions administered by the Ministry of Culture, 2018. [https://rajyasabha.nic.in/new/Committee\\_site/Committee\\_File/ReportFile/20/109/271\\_2019\\_5\\_11.pdf](https://rajyasabha.nic.in/new/Committee_site/Committee_File/ReportFile/20/109/271_2019_5_11.pdf)

<sup>22</sup> 277th Report of the Parliament Standing Committee (PSC) on Culture on Demand for Grants (2020-21), [https://rajyasabha.nic.in/new/Committee\\_site/Committee\\_File/ReportFile/20/127/277\\_2020\\_9\\_15.pdf](https://rajyasabha.nic.in/new/Committee_site/Committee_File/ReportFile/20/127/277_2020_9_15.pdf)

<sup>23</sup> All budget figures taken from Union Budget website, <https://www.indiabudget.gov.in/>

<sup>24</sup> Unstarred Question No.49, answered in Lok Sabha on 14th September 2020

<sup>25</sup> <https://www.indiaculture.nic.in/repertory-grant-sanction-order>, accessed on 23rd February 2021

<sup>26</sup> [https://www.indiaculture.nic.in/sites/default/files/Schemes/Notice\\_18\\_02\\_2020.pdf](https://www.indiaculture.nic.in/sites/default/files/Schemes/Notice_18_02_2020.pdf), accessed on 23rd February, 2021

<sup>27</sup> <https://www.indiaculture.nic.in/cultural-function-and-production-grantcfpg-minutes-0>, accessed on 23rd February, 2021

<sup>28</sup> [https://www.indiaculture.nic.in/sites/default/files/Schemes/Minutes\\_of\\_43rd\\_Meeting\\_for\\_Upload\\_on\\_the\\_Website\\_07\\_01\\_2021.pdf](https://www.indiaculture.nic.in/sites/default/files/Schemes/Minutes_of_43rd_Meeting_for_Upload_on_the_Website_07_01_2021.pdf), accessed on 23rd February 2021

<sup>29</sup> A UNESCO recognised tool for creating geo referenced records of cultural assets of a place or community

<sup>30</sup> <https://www.indiaculture.nic.in/sites/default/files/CulturalMapping/PrincipleApprovalOM.pdf>

<sup>31</sup> 277th Report of Parliament Standing Committee, Supra Note 3



infrastructure to record details of artists and lack of support from state governments, with only 5 states having appointed a nodal officer.

- Data published on the MoC website thus far have severe data quality issues.

### Support to Akademis

Since FY 2016-17, Akademis have received an average of only 13% of total budgetary allocation for MoC. Its allocation has seen almost no growth since FY 2016-17, and during mid-year revision last year it witnessed the largest cuts in budget allocation at 37%. Akademis spent the entire budget allocated to them between FYs 2016-17 and FY 2019-20. However, it must be noted that in FYs 2016-17 and 2017-18, Akademis spent more than the funds allocated to them, and in FYs 2018-19 and 2019-20 less, thus averaging the impact.

The Standing Committee (in its 201st Report)<sup>32</sup> and the High-Powered Committee (HPC)<sup>33</sup> in 2014 set up to study the functioning of Akademis<sup>34</sup> highlighted:

- Lack of synergy and cooperation between the various Akademis resulting in overlaps and conflicts in programming, MoC in response argued that all institutions have their areas of operations well defined.
- While autonomy of the akademis needs to be respected, accountability and transparency in their functioning is essential so artists across the country can access public resources equally.



<sup>32</sup> 201st Report of Parliament Standing Committee on Functioning of National Akademis and other Cultural Institutions – Issues and Challenges, 2013, [https://rajyasabha.nic.in/new/Committee\\_site/Committee\\_File/ReportFile/20/31/201\\_2016\\_7\\_17.pdf](https://rajyasabha.nic.in/new/Committee_site/Committee_File/ReportFile/20/31/201_2016_7_17.pdf)

<sup>33</sup> High Powered Committee Report on Akademis and other Institutions under Ministry of Culture, 2014, [https://www.indiaculture.nic.in/sites/default/files/hpc\\_report/HPC%20REPORT%202014.pdf](https://www.indiaculture.nic.in/sites/default/files/hpc_report/HPC%20REPORT%202014.pdf) cessed on 23rd February 2021

<sup>34</sup> Includes support to Sangeet Natak Akademi, Sahitya Akademi, Lalit Kala Akademi, NSD, IGNC, Seven Zonal Cultural Centre, Centre for Cultural Resources and Training and Kalakshetra Foundation.

## ISSUES IN MoC SCHEMES FOR TANGIBLE CULTURE<sup>35</sup>

### Archaeological Survey of India<sup>36</sup>

Between FYs 2016-17 and 2021-22, ASI alone received 34% of the total budget allocations of MoC. In the same period ASI spent 101.6% of allocations. Its budgetary allocation has increased in the last five years except in this FY.

- **Revision in allocations needs course correction** – It has been observed over time by standing committees that funds allocated to ASI remains unused in the first two quarters of the FY as restoration work begins only after the monsoons. This adversely impacts revised allocations for ASI, during mid-year revision last year its budget fell by 31%. To avoid the adverse impact of fluctuating budgetary allocations various parliamentary standing committees have recommended the creation of a non-lapsable fund from revenue earned through tickets and other services by ASI. This proposal has been turned down by the Finance Ministry.<sup>37</sup>
- **Limited coverage of protected monuments** – While ASI gets maximum allocation in MoC, its budget barely covers the upkeep of 3691 monuments across the country. It has been reported that there are more than one lakh unprotected monuments that needs to be brought under it.<sup>38</sup>
- **Failure of private sector uptake of Adarsh monument scheme** – In 2018, MoC shared with the standing committee that 100 Adarsh Smaraks were identified with no clear timeline on when other protected monuments may be included.<sup>39</sup> The committee had then remarked that the upgradation of selected monuments be completed on time so other monuments can be covered. In 2020, the standing committee logged that in the last two years no new monument had been selected and no upgradation status was available for the 100 sites initially selected.
- **Increasing encroachments in ASI protected monuments and slow pace of finalisation of heritage bye-laws** – Issue of encroachment around protected monuments has been a long standing. Standing committee reports over time have recorded the apathy of civic agencies, police and governments in removing encroachments and also hinting at nexus between encroachers and administration. The National Monument Authority (NMA) established in 2011 to regulate construction, repair and other public projects around centrally protected monuments has till date finalised only 5 heritage bye-laws covering 31 centrally protected monuments. 74 heritage bye-laws covering 116 centrally protected monuments are still under process. Meanwhile, it is unclear if NMA has any mechanism to monitor unpermitted construction taking place in the regulated area of a monument.

### Museums<sup>40</sup>

After ASI, Museums received the highest allocation from the budget for MoC. Between FYs 2016-17 and 2021-22, 18.3% of total budget of MoC was billed for museums. After witnessing a sharp increase between FYs 2017-18 and

<sup>35</sup> Budget heads/schemes included under intangible culture are ASI, Museums, Library and Archives and National Mission for Manuscripts.

<sup>36</sup> Attached office of MoC, responsible for preservation, conservation of ancient monuments and sites, World Heritage Monuments and antiquities.

<sup>37</sup> 211th report of Parliament Standing Committee of Culture on Upkeep of various Monuments in Delhi, National Museum and other important issues pertaining to the Ministry of Culture, 2014, [https://rajyasabha.nic.in/new/Committee\\_site/Committee\\_File/ReportFile/20/31/211\\_2016\\_7\\_17.pdf](https://rajyasabha.nic.in/new/Committee_site/Committee_File/ReportFile/20/31/211_2016_7_17.pdf)

<sup>38</sup> 233rd report of Parliament Standing Committee of Culture on Demand for Grants (2016-17), [https://rajyasabha.nic.in/new/Committee\\_site/Committee\\_File/ReportFile/20/31/233\\_2020\\_9\\_15.pdf](https://rajyasabha.nic.in/new/Committee_site/Committee_File/ReportFile/20/31/233_2020_9_15.pdf)

<sup>39</sup> Launched in 2014 to promote investments in providing amenities like toilets, drinking water and other essential facilities in ASI protected structures.

<sup>40</sup> Includes National Museum, NGMA etc.; Central Sector Schemes for Museum Grant Scheme, SPCS, Museum on PMs of India, Virtual Museums etc.; and support to autonomous bodies like Victoria Memorial Hall, National Council of Science Museum, NMML and others.



2019-20, allocation for museums in the last two years fell by ₹162 Cr. Delays in fund releases and underutilisation of allocated funds has been seen in Museums. Between FY 2016-17 and FY 2019-20 overall spend under this head was 85% of budget allocated. In FY 2019-20, B.E. for the 'Development of Museums' scheme was ₹286 Cr which was cut down by more than 50% and revised to ₹126 Cr<sup>41</sup>. Further, till 31st January 2020, only ₹72 Cr had been utilised under the scheme. This was reportedly caused because beneficiaries under the Grant Scheme were not identified in the first two quarters of the FY. Also, expenditure under the heads Scheme for Promotion of Culture of Science and Virtual Experiential Museum have seen nil to very low overall spending.<sup>42</sup>

### **Libraries and archives**<sup>43</sup>

Closely following KSVY, Libraries have received the second lowest allocations in MoC's total outlay. In FY 2020-21 its B.E. fell from ₹342 Cr to ₹228 Cr, this was further revised down in R.E. by 27.4%. In FY 2021-22 its B.E. fell to ₹201 Cr. This sharp fall is attributed to discontinuation of National Mission on Libraries, whose budget was revised from ₹100 Cr to ₹0.73 Cr in 2019-20. This scheme was suspended as per the ministry due to lack of response from several states for setting up model libraries. Further, spend under this head stood second from the bottom with only 75.97% of allocations between FY 2016-17 and 2019-20 being expended. Similarly, the standing committee noted that MoC adopted a casual approach towards National Archives of India, evident from non-convening of the Grants Committee meeting and not finalising tenders for digitalisation of archival records. The budget for the National Mission for Manuscripts has been stripped down by 75% in the past year, the mission is solely responsible for the preservation and promotion of manuscripts in the country.



<sup>41</sup> All budget figures taken from Union Budget website, <https://www.indiabudget.gov.in/>

<sup>42</sup> 277th Report of Parliament Standing Committee, Supra Note 3

<sup>43</sup> Includes National Archives of India, National Library, central sector expenditure on National Mission on Libraries and Publishing Scheme; and support to autonomous bodies like Delhi Public Library, Raja Rammohun Roy Library Foundation among others.







## OTHER OBSERVATIONS

**Resource crunch in the Culture sector was aggravated during the pandemic, lack of government data and support exacerbates problems.**

- In an industry report titled 'Taking the Temperature 2', which studied the impact of the pandemic and the lockdown on the creative economy, it was found that 22% of the creative sector is forecasted to lose more than 75% of its annual income and 16% face permanent closure.<sup>44</sup> No financial package or budget announcements were made for the art and culture sector by GoI during the pandemic.
- These numbers are also consequential because MoC in 2020 admitted to not having assessed the impact of the pandemic on the entertainment industry and artists across India.<sup>45</sup> On the other hand, the Ministry of Tourism has commissioned a study on "India and the Coronavirus Pandemic: Economic Losses for Households Engaged in Tourism and Policies for Recovery."<sup>46</sup> Similarly, the Ministry of Textile has been carrying out the Handloom Census.<sup>47</sup> The latest report for 2019-20 though incomplete reveals granular details about the number of weaver households and weavers; their economic conditions and the extent of benefit they received from government schemes. Such studies and surveys should be made part of MoC's mandate. The MoC can only benefit from details about the number of people dependent on the sector; clear definitions on who the government identifies as artists and quantifying the size of the culture and creative industries. This will also enable a critical appraisal of government policies to support the sector.

**Private participation in supporting culture decelerates** – Beyond its own allocations, the government can create conditions to attract funds to a sector. But this has not been the case.

- In response to a question answered in Parliament in the ongoing budget session, the Ministry provided figures on CSR spending on 'Art and Culture' over the years.<sup>48</sup> From ₹306 Cr in FY 2016-17, it came down to just ₹48 Cr in FY 2019-20. Reportedly, the high of CSR spending on 'Art and Culture' came on the back of contribution to construction of the Statue of Unity and fell with its completion, even as overall CSR spending grew.<sup>49</sup>
- Meanwhile, the National Culture Fund, which was set up specifically to enable public and private participation in cultural preservation, as per its last available annual report for FY 2017-18, puts the funds available at ₹69 Cr only.<sup>50</sup>

---

<sup>44</sup> Arts X Company, British Council and FICCI, Taking the Temperature Report 2, 2020

<sup>45</sup> Response to a Parliament question raised in the Monsoon Session of 2020, Supra N.10

<sup>46</sup> Unstarred Question No.951, answered in Rajya Sabha on 9th February, 2021

<sup>47</sup> <http://handlooms.nic.in/writereaddata/3736.pdf>

<sup>48</sup> Unstarred Question No.21, answered in Rajya Sabha on 2nd February 2021

<sup>49</sup> Rupali Mukherjee, 'Companies cut CSR spend on National Heritage by 56%' Times of India,, 2020, <https://timesofindia.indiatimes.com/business/india-business/companies-cut-csr-spends-on-national-heritage-by-56/articleshow/73752343.cms> nstarred Question No.21, answered in Rajya Sabha on 2nd February 2021

<sup>50</sup> <http://ncf.nic.in/EnglishAR-NCCFY2017-18.pdf>

## Authors

---



### Padmapriya Janakiraman

A dancer, actress, public policy wonk, gender and environmental activist, Padmapriya has been juggling different passions for the past two decades. At Sahapedia, she is leading the work on mapping the cultural traditions, arts and heritage of Indian cities and hopes to build frameworks for cultural policymaking. She has trained at NYU and NLS Bangalore.

email: [contact@collectivecrew.in](mailto:contact@collectivecrew.in)



### Maansi Verma

Maansi Verma is a lawyer and public policy researcher. She has assisted Members of Parliament with legislative and policy analysis and civil society organizations with advocacy. Currently, she is a Consulting Researcher at Sahapedia. She is also the Founder of Maadhyam, a civic initiative to enable critical citizen engagement with Parliament. She has been part of the LAMP Fellowship and Young India Fellowship.

email: [maansi.verma31@gmail.com](mailto:maansi.verma31@gmail.com)

## Outreach

---



### Ela Gupta

Ela Gupta is an independent arts and culture consultant, with 12 years of experience in strategy development, partnerships, marketing and communications, and fundraising. She has worked with multiple organisations across sectors and leads outreach at Sahapedia. She is passionate about empowering people and initiating social change and loves to work with social entrepreneurs and change-makers. She is an avid reader and movie buff and loves to travel.

email: [contact@elagupta.com](mailto:contact@elagupta.com)

## Layout & Design

---



### Sachida Bista

Visual designer based in New Delhi, experienced in art direction, UI design, packaging, graphics & illustration.

email: [sachitananda.bista@gmail.com](mailto:sachitananda.bista@gmail.com)

---

Special thanks to Neha Paliwal (Director Projects, Sahapedia) and Jasmine Shah (Delhi Government) for their support.

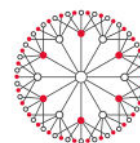
Photographs by Lopamudra Talukdar, sourced from [sahapedia.org](http://sahapedia.org)

---

## Related Publications

ALL THE WORLD'S WITHOUT A STAGE - <https://indianexpress.com/article/opinion/columns/street-performers-in-india-covid-pandemic-creative-economy-7120344/>

CULTURE NEEDS MORE GOVERNMENT SUPPORT - <https://www.hindustantimes.com/opinion/culture-needs-more-government-support-101613227355110.html>



sahapedia.org

TATA  
TECHNOLOGIES