

**Delay in Commissioning of CCTV Surveillance
System, Irregular LTC Claims and Avoidable
Expenditure on Hired Servers**

MINISTRY OF HOME AFFAIRS

**PUBLIC ACCOUNTS COMMITTEE
(2018-19)**

ONE HUNDRED AND TWENTY-FOURTH REPORT

SIXTEENTH LOK SABHA



**LOK SABHA SECRETARIAT
NEW DELHI**

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AND AVOIDABLE EXPENDITURE ON HIRED
SERVERS**

MINISTRY OF HOME AFFAIRS



Presented to Lok Sabha on: 19.12.2018

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**LOK SABHA SECRETARIAT
NEW DELHI**

December, 2018/ Agrahayana, 1940 (Saka)

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*To be appended at the time of printing.

COMPOSITION OF THE PUBLIC ACCOUNTS COMMITTEE (2018-19)

Shri Mallikarjun Kharge

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Chairperson

MEMBERS

LOK SABHA

2. Shri Subhash Chandra Baheria
3. Shri Sudip Bandyopadhyay
4. Shri Prem Singh Chandumajra
5. Shri Gajanan Chandrakant Kirtikar
6. Shri Bhartruhari Mahtab
7. Smt. Riti Pathak
8. Shri Ramesh Pokhriyal "Nishank"
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13. Shri Anurag Singh Thakur
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22. Shri Bhupender Yadav

SECRETARIAT

1. Shri A.K. Singh - Additional Secretary
2. Shri Sanjeev Sharma - Director
3. Smt. Bharti S. Tuteja - Deputy Secretary
4. Smt. Malvika Mehta - Committee Officer

INTRODUCTION

I, the Chairperson, Public Accounts Committee (2018-19), having been authorised by the Committee, do present this One Hundred and Twenty-fourth Report (Sixteenth Lok Sabha) on “**Delay in Commissioning of CCTV Surveillance System, Irregular LTC Claims and Avoidable Expenditure on Hired Servers**” based on Para Nos. 10.1, 10.2 and 10.3 of C&AG Report No. 4 of 2018 relating to the Ministry of Home Affairs.

2. The C&AG Report No. 4 of 2018 was laid on the Table of the House on 4 April, 2018.
3. The Public Accounts Committee (PAC) selected Paras 10.1, 10.2 and 10.3 of C&AG Report No. 4 of 2018 for examination in 2018-19.
4. The Public Accounts Committee (2018-19) took oral evidence of the representatives of Ministry of Home Affairs on the aforementioned paras on 30 May 2018.
5. The Public Accounts Committee (2018-19) considered and adopted the One Hundred and Twenty-fourth Report on the afore-mentioned paras from C&AG Report at their sitting held on 14 December, 2018. The Minutes of the sittings are appended to the Report.
6. For facility of reference and convenience, the Observations and Recommendations of the Committee have been printed in **bold** and form Part II of the Report.
7. The Committee would like to express their thanks to the representatives of the Ministry of Home Affairs for tendering evidence before them and furnishing the requisite information to the Committee in connection with the examination of the subject.
8. The Committee also place on record their appreciation of the assistance rendered to them in the matter by the office of the Comptroller and Auditor General of India.

**NEW DELHI;
18 December, 2018
27 Agrahayana, 1940 (Saka)**

**Mallikarjun Kharge
Chairperson
Public Accounts Committee**

Part-I

Report

Introduction

1. The Public Accounts Committee decided to take up for detailed examination and report, Paras 10.1, 10.2 and 10.3 of Audit Report no. 4 of 2018 (Compliance Audit Union Government (Civil) on “Delay in commissioning of CCTV surveillance system”, “Irregular Leave Travel Concession claims” and “Idling of servers and software and avoidable expenditure on rent of hired servers” respectively, pertaining to the Ministry of Home Affairs (MHA).

I Delay in commissioning of CCTV surveillance system

2. According to Audit, in February 2008, Delhi Police (DP) decided to install CCTV Surveillance System across its policing jurisdiction to monitor and resolve crimes and address security challenges. This was to be completed in phases. In October 2008, Ministry of Home Affairs (MHA) nominated M/s Electronics Corporation of India Limited (ECIL) to execute this work. In July 2012, MHA approved the use of 1,888 surplus CCTV cameras and associated equipment left over from the Commonwealth Games 2010 (CWG Items) for CCTV surveillance projects of Delhi Police. The CWG items were in the possession of the Sports Authority of India, Delhi University and Jamia Millia Islamia University and were to be book transferred from the Ministry of Youth Affairs and Sports (MYAS) to DP.

3. In February 2013, DP awarded a contract to ECIL for ₹ 74.29 crore for the supply, installation, and commissioning of CCTV System in the high security areas under the jurisdiction of six police stations of New Delhi and Central District in which 1,211 CWG cameras and associated systems and equipment valued at ₹ 14.81 crore were to be used. This work, which was to be completed within 150 days of receipt of road cutting permission from civic agencies for the respective sites, remains incomplete as of October 2017 despite an expenditure of ₹ 42.94 crore having been incurred .

4. Audit observed that ECIL had completed civil and related work and the sites were ready for installation of security equipment by 15 October 2013. MHA had since revised scheduled completion date of project to March 2015. However, the CCTV Surveillance system could not be made operational due to non-receipt of CWG items for three years between July 2012 and June 2015.

5. In June 2015, based on performance and picture quality of 281 CWG cameras already utilised in different sites of projects implemented in other phases, DP concluded that the specifications of cameras used in CWG were such that the basic purpose of identifying an object, person or number plate of a vehicle was not possible under most conditions. Consequently, it was decided not to use these cameras for CCTV sites in

areas under the jurisdiction of these six police stations. In November 2015, DP approved updated technical specifications of CCTV cameras. However, the total requirement of these cameras which was raised to 2,727 and techno-commercial offer of ECIL were finalised 20 months later in August 2017 and award of contract to ECIL was pending as of October 2017. Thus, installation and commissioning of a CCTV surveillance system in high security areas for which a contract was awarded in February 2013 could not be completed even after lapse of over four years. According to Audit, this delay could have been avoided had DP determined the technical requirements and carried out an evaluation of the CWG cameras to assess their suitability for their requirement prior to the decision to utilise them for this project.

6. In meantime, DP hired 145 CCTV surveillance cameras for the Central Vista, SP Marg and Parliament House falling under New Delhi District. Had the installation of CCTV cameras been completed timely, the monthly recurring expenditure of ₹ 21.02 lakh on hiring these cameras could have been avoided. The total payment against this ongoing hiring arrangement up to September 2017 alone was ₹ 6.75 crore.

7. In this regard, MHA was asked to furnish details regarding the CCTV project and present status of the project. MHA submitted the following reply:-

“1. On 17.09.2008, Government of India approved installation of CCTV cameras at 85 locations including 58 market places (in 3 phases) and 27 border check posts. It was also approved that Delhi Police will procure and install the CCTV system through M/s Electronics Corporation of India Ltd. (ECIL). The installation of CCTV system was proposed to be carried out in phases, namely pilot phase in 02 locations, Phase-1 in 29 locations, Phase-2(a) in 38 locations, Phase-2(b) in 06 locations and Phase-3 in 10 locations.

2. As reported by Delhi Police, after the decision, M/s ECIL gave presentation for the proposed CCTV project on 06.11.2008 which were attended by officers of Delhi Police, MHA, DIT (Directorate Information Technology), SPG, NSG, NIC & MTNL etc. In the meeting, all the technical aspects including model of PTZ and fixed cameras, LPR cameras, picture quality etc. were discussed in detail. Officials from IT Ministry mentioned that the system including the camera should be Internet Protocol (IP) based.

3. The contract for supply and installation of CCTV system (56 cameras) at two locations in pilot phase i.e. Vasant Vihar and Ghazipur Check post, was awarded to M/s ECIL on 09/02/2009 at the cost of Rs. 5.89 Crore plus taxes and Annual Maintenance Contract (AMC). Similarly under Phase-1, contract for supply, installation and commissioning of CCTV system (1073 cameras) at 29 locations (25 markets & 4 Border checkpoints) was executed by Delhi Police with M/s ECIL on 19.03.2010, at the cost of Rs. 68 Crore plus Taxes and AMC. Both the phases (Pilot and Phase-1) were completed by M/s ECIL and handed over to Delhi Police which are presently under maintenance contract with M/s ECIL for a period of 07 years after the expiry of guarantee/warranty of 03 years as per provisions of the contract.

4. Subsequently, the contract for supply, installation and commissioning of CCTV system at 38 locations under Phase-2(a) (28 markets & 10 Border check posts)

was executed between Delhi Police and M/s ECIL on 25.01.2012 at a total estimated cost of Rs. 148.83 Crore plus taxes. A total number of 2287 CCTV cameras were to be installed at these locations under this Phase. As reported by Delhi Police, 2085 CCTV cameras have already been installed and the remaining 205 are under process of installation and the delay is due to DMRC work and other civic work carried out by civic agencies.

5. Delhi Police has reported that on 23.12.2011, M/s ECIL submitted techno commercial proposal for supply and installation of 1380 CCTV cameras at 06 locations of Phase 2(b) in the area of New Delhi District and Central District, at a total cost of Rs. 88.87 Crore. On 19.03.2012, Delhi Police forwarded the proposal for obtaining administrative approval and expenditure sanction of the competent authority for supply and installation of 1380 CCTV cameras at 06 locations of Phase-2(b).

6. In the meantime, OM No. VI/23014/108/2012-VS(CWG) Vol.II dated 11.07.2012 was issued by CWG Cell/PP Division of MHA for use of surplus equipments available from CWG-2010 as per requirement of CISF & Delhi Police for their projects in respect of North and South Block and in respect of Supreme Court, Delhi High Court, North Avenue and South Avenue respectively.

7. As reported by Delhi Police, a meeting was held on 03/08/2012 under the Chairmanship of JS (ISD), Ministry of Youth Affairs & Sports (MYAS), in which it was mutually agreed that Sports Authority of India (SAI), which is a subordinate body of MYAS, will make necessary arrangements for transfer of surplus equipment (non-legacy) as per requirement.

8. On 02.11.2012, in the meeting held in MHA under the Chairmanship of JS(UT), it was desired to prepare/send revised techno commercial proposal for the supply and installation of CCTV system at 06 locations of Phase-2(b) after taking into account the non-legacy items of CWG required for the project as indicated at Para(6) above and accordingly exclude its cost in the revised techno commercial offer. Accordingly, M/s ECIL submitted their proposal at a reduced total cost of Rs. 74.29 Crore from initial cost of Rs.88.87 crore, after adjusting the cost of surplus 1211 CWG CCTV Cameras (215 PTZ (pan-tilt-zoom) + 996 Fixed) and other allied equipments viz. workstations, servers, monitors, storage and racks etc. (amounting to Rs. 14.81 Crore).. Out of remaining 169 cameras (1380-1211), 45 are License Plate Reader cameras (LPR) and 124 are Two Mega Pixel cameras which were to be purchased by M/s ECIL and to be installed with the final installation.

9. Considering the facts that the technical specifications of the fixed & PTZ camera of Phase-1, phase-2(a), phase-2(b) & Phase-3 and cameras utilized/installed in CWG were found at par to each other and were of the same brand, even installed by the same company i.e. M/s ECIL, the proposal of phase-2(b) was got revised and accepted with the utilization of non-legacy CWG cameras and other allied equipments. The contract of Phase-2(b) was executed on 08.02.2013.

10. In view of the above, it is evident that Delhi Police had determined, assessed and accepted all the proposals of CCTV system of different phases for surveillance project as per available technology of that time. Hence there was no failure at that time in selection and determining the technology and requirement of CCTV system for the surveillance projects of Delhi Police. A decision was made at MHA level on 11.07.2012 to use the surplus CWG camera and equipments as per the requirement of Delhi Police. Accordingly, CWG cameras and other allied equipments were included by Delhi Police in the

proposal of phase-2(b) and also some of the cameras were used in two locations of phase-2(a) and three locations of phase-3.

11. But despite a lapse of more than three years since 2012 and sincere efforts made by all the stakeholders, only part and not all the required CWG surplus material was made available by the venue owners, due to which installation of CCTV system under Phase-2(b) could not materialize. During that period, there was technological advancement in the field of CCTV Cameras also which provided better picture quality in comparison to the CCTV cameras procured and installed through M/s ECIL and also of CWG cameras. Hence, in the light of gap in picture quality of old technology CCTV cameras and new technology CCTV cameras available in the market, it was decided by Delhi Police to change the specifications to procure the latest technology CCTV cameras for installation in very high sensitive places and VIP/VVIP movement/route areas of New Delhi District, as described at Para(5) above.

12. Considering the above facts, during the meeting held on 22/06/2015 in Delhi Police, it was observed that spending huge amounts for installation of CCTV camera of old specifications/technology which has limitations towards picture quality will defeat the very purpose and it will not be justified. Hence, it was decided in the meeting that Technical Committee should finalize the technical specifications of latest technology so that Delhi Police have the latest technology CCTV cameras for maximum utilization. Thus, it was decided that Delhi Police should hold back the process of installation of old CCTV cameras installation through ECIL till the finalization of new technical specifications and requested the competent authority to decide the matter accordingly.

13. Technical Committee, Delhi Police had reportedly evaluated the available latest technology cameras (2, 3, 4 Mega Pixel, 4K-UHD cameras and other allied equipments as per the technology advancement and availability) through recorded feed and live demonstrations in its meetings. After taking detailed demonstration and evaluation of different types of cameras and technologies, Technical Committee of Delhi Police finalized technical specifications of full HD 2 mega pixel Fixed Camera (in place of standard definition-0.4 mega pixel camera) and 2 mega pixel PTZ Cameras (resolution 1920x1080) (in place of standard definition-0.4 mega pixel camera) and 4K-UHD (resolution 3840x2160) for the Phase-2b. As per Delhi Police, 4K-UHD cameras will provide wide coverage as the horizontal and vertical resolution of 4K-UHD camera is twice than the full HD CCTV Cameras. The committee also reportedly decided the technical specifications of other equipments like server, storage, work station etc. due to change of cameras specifications.

14. After several rounds of discussion and field surveys of the areas by the officials of Delhi Police and M/s ECIL, the revised assessment for required number of cameras increased to 2727 cameras from 1380 cameras earlier projected and site plans for installation of CCTV system in the area of New Delhi District and Central District were finalized. According to the revised requirement, M/s ECIL submitted revised proposal on 29.6.2016 amounting to Rs. 159.96 Crore for installation of 2727 CCTV Cameras under Phase 2(b) CCTV project. As reported by Delhi Police, the Proposal was examined by the Purchase Committee of Delhi Police and observed that the cost of equipments is on higher side and hence directed M/s ECIL to revise the proposal on rational and justified rates. M/s ECIL submitted a revised proposal for installation of 2727 cameras under phase-2(b) at a total estimated cost of Rs. 147.07 Crore, which was again

examined by Purchase Committee. The proposal after scrutiny was forwarded to MHA on 07.08.2017.

15. After addressing the issues raised by MHA including cancellation/termination of contract on account of delay in performance with reference to review committee report and also exploring the possibility of installation of CCTV in Phase-2(b) project through GeM, on 25.09.2017, response of Delhi Police was sent to MHA mentioning therein that there is no provision on GeM to call e-bid for a consolidated project which require to be completed through one vendor.

16. A meeting was held on 28.12.2017 under the Chairmanship of AS (UT) to discuss the various pending issues of the project and during the meeting, it was intimated by Delhi Police that M/s ECIL had submitted a techno commercial proposal with an estimated cost of Rs. 147.07 Crore. It was also intimated that out of the advance of Rs. 37.145 Crore approx. released, Rs. 29 Crore has already been utilized by ECIL for procurement of various articles (except CCTV and other equipment of CWG material) required for installation of CCTV system of Phase-2(b). After discussing the matter at length, it was advised that a consolidated proposal may be sent to the Ministry with details of items procured/installed by M/s ECIL for the CCTV project phase-2(b) for further consideration and decision.

17. Thereafter, on 1.1.2018, M/s. ECIL was requested by Delhi Police to supply various information i.e. (i) detail of work completed at all six sites separately, (ii) item-wise details of stock, (iii) reasons for consuming some items for phase 2(a), (iv) consolidated expenditure incurred against advance of Rs. 37.145 Cr., (v) details of taxes paid, (vi) present status of equipments installed i.e. pole, wire etc., (vii) details of Road Restoration claims of Phase 2(b) and (viii) exact amount available with M/s ECIL. After receiving necessary information from M/s. ECIL, proposal has been sent on 5.6.2018..”

8. When asked to provide details regarding the failure in timely procurement of the surplus items, why Delhi Police failed to procure the items for three years from the owner, and whether the items had been procured and installed for the CCTV surveillance project, MHA gave the following response:-

“MHA issued OM No. VI/23014/108/2012-VS(CWG) Vol.II dated 11.07.2012 for use of surplus equipments available from CWG-2010 as per requirement of CISF & Delhi Police for their projects in respect of North and South Block and in respect of Supreme Court, Delhi High Court, North Avenue and South Avenue respectively.

2.On 03.08.2012, a meeting was held under the Chairmanship of JS (ISD), Ministry of Youth Affairs and Sports. In this regard, U.O. Note (No. 70-116/2009-CWG dated 03/08/2012) was issued by Ministry of Youth Affairs & Sports informing that it has been mutually agreed that the Sports Authority of India (SAI) will make necessary arrangements for transfer of surplus equipment (non-legacy) as per requirement.

3.On 08.08.2012, the following equipments/items (non-legacy) of CWG-2010 were issued to Delhi Police from IGI stadium for use in CCTV projects of Phase-2(a) (North Avenue & South Avenue), Supreme Court and Delhi High Court:-

PTZ	Fixed Camera	Recording Server with storage	Work station	42" display	Server (VMS) & (VAS)	42U Rack	36U Rack	24" Monitor
23	240	8	23	19	8	4	4	8
263								

4.The above said CCTV cameras and other equipments were utilized for installation of CCTV at 2 sites of phase-2(a) (North Avenue & South Avenue), Supreme Court and Delhi High Court.

5.Through written communications and meetings held in 2012 in the Ministry of Youth Affairs and Sports (MYAS) and MHA, it was agreed for utilization of surplus CWG cameras and other allied equipments in the project of Delhi police. The utilization of surplus CWG cameras and other allied equipments viz. recording server, work station, display, admin server, racks etc. were got incorporated in the proposal of Phase-2(b) and other two sites of phase-3, considering the facts that the technical specifications of the fixed & PTZ camera of phase-2(a), phase-2(b) & Phase-3 and cameras utilized/installed in CWG were found at par to each other and are of the same brand, even installed by the same company i.e. M/s ECIL. On the basis of requirement received from M/s ECIL vide letter dated 15.01.2013, Delhi Police vide letter dated 13.02.2013 requested Director (ISD), Ministry of Youth Affairs & Sports (MYAS) for transfer of the surplus equipment/items of CWG-2010 to Delhi Police for use in CCTV project of Phase-2(b) and in two locations of Phase-3..

6.On 06.03.2013, Ministry of Youth Affairs & Sports with reference to meeting held on 31.12.2012 and requirement forwarded by Delhi Police for CWG items agreed that Sports Authority of India (SAI) will make necessary arrangement for transfer of surplus equipment as per the requirement. They requested SAI for making necessary arrangement for transfer of the surplus equipment on book transfer basis.

7.Thereafter Delhi Police directed M/s ECIL vide letter dated 4.4.2013, 20.5.2013 and 19.07.2013 to liaise with MYAS & SAI and fix a date for transfer of the surplus equipments immediately. On 20.09.2013, Delhi Police again sent the requirement of surplus equipment for deployment in Phase-2(b) and two locations in Phase-3 with the request to direct the concerned for transfer of the requisite equipment. M/s ECIL was again requested vide letter dated 24.09.2013 for compliance and fix convenient date and time with MYAS/SAI for taking over the CWG items with the direction that any delay in implementing the project due to non collection of CWG item will be on the part of ECIL.

8. Delhi Police and M/s ECIL wrote letters to MYAS on 15.10.2013 & 28.10.2013 to issue instructions to venue owners for release of surplus non-legacy items/equipment and suitable date for taking over these items/equipments. The venue-wise details of availability of surplus non-legacy equipments was also forwarded to the MYAS..

10. MYAS vide letter dated 23.10.2013, requested venue in-charge i.e. Director General-SAI, Vice Chancellor DU, Vice Chancellor Jamia Milia Islamia and DIG-CRPF Academy, to make necessary arrangement for early transfer of the equipment and directed to cooperate with Delhi Police and representatives of M/s ECIL.

11. After the above efforts, on 12.12.2013, the following equipments (non-legacy) of CWG-2010 were issued to Delhi Police from JLN Stadium:-

PTZ	Fixed Camera	Work station	42" display	42U Rack
89	116	23	21	2
205		(without Monitor)		

12. Delhi Police and M/s ECIL wrote letters to JS, MYAS on 27.01.2014 and 06.02.2014 intimating that despite repeated visits to Delhi University and meetings held with Executive Engineer (E), no positive response was received from Delhi University for transfer for equipment.

13. Thereafter, on 09.04.2014, the following equipments (non-legacy) of CWG-2010 were issued to Delhi Police from Major Dhyani Chand Stadium, New Delhi:

PTZ	Fixed Camera	Recording Server with 33 TB storage	Work station	42" display	Server (VMS) & (VAS)	42U Rack	24" Monitor
16	200	08	08	08	04 (1+3)	04	05
216							

14. Delhi Police and M/s ECIL wrote 05 different letters to MYAS and venue owners and also contacted/visited personally for transfer of surplus equipment. Similarly, MYAS also requested twice to CWG venue owners for transfer of surplus CWG equipments to Delhi Police.

15. Vide letter dated 05.05.2014, M/s ECIL requested JS (ISD), MYAS to direct venue owners for transfer of surplus items to Delhi Police at the earliest with some firm date by which material will be handed over, as in absence of material the city surveillance project of Delhi Police is getting delayed. If venue owners are not in position to arrange transfer of material to Delhi Police, same may be informed to the department.

16. On 19.06.2015, Administrator, Dr. SPMS Complex, Sport Authority of India informed Delhi Police that the matter is under consultation with SAI.

17. In view of the facts enumerated above, it is evident that Delhi Police had made sincere efforts for obtaining/receiving the non-legacy CWG items for re-deployment/installation of the same in the CCTV project phase-2(b), but the venue owners, custodian of CWG material, have failed to supply/provide the requisite CCTV cameras and allied equipments to Delhi Police or ECIL, due to the reasons best known to them. Hence, venue owners or concerned officials from Ministry of Youth Affairs and Sports will be in best position to explain the specific reasons in this regard.

18. The details of CWG equipment – received, utilized in projects of Delhi Police, balance in hand, shortage to complete the project of Phase-2(b) are as under:-

S. No.		PTZ	Fixed Camera	Recording Server with storage	Work station	42" display	Server (VMS) & (VAS)	42U Rack	24" Monitor
1	Item issued from IGI Std. on 08/08/2012 for North Ave., South Ave, High Court and Supreme Court	23	240	08	23	19	08	08	08
		263							
2	Items Received	89	116	00	23	21	--	02	--

	From JLN Std. on 01/01/14	205			(without Monitor)				
3	Items received from Major Dhyan Chand Std. on 09/04/14	16	200	08	08	08	04	04	05
		216							
4	TOTAL CWG ITEMS/EQUIPMENTS RECEIVED (TOTAL 1 TO 3)	128	556	16	54	48	12	14	13
		684							
5	TOTAL ITEMS OF CWG UTILIZED AT 02 SITES OF PHASE-2(A) – NORTH AVENUE & SOUTH AVENUE AND 03 SITES OF PHASE-3	37	244	08	26	22	08	14	08
		281							
6	BALANCE LEFT FOR PHASE-2(B) (4-5)	91	312	08	28	26	04 (1+3)	00	05
		403							
7	Requirement of CWG cameras and items for phase-2(b)	215	996	31	91	84	16 (6+10)	16	14
		1211							
8	BALANCE SHORTFALL/ REQUIRED FOR PHASE-2(b) {7- 6}	124	684	23	63	58	12	16	09
		808							

19. As regards the issue raised in Question No. 2(ii) whether items been procured from CWG venues and installed for phase-2(b), the Project Manager of M/s ECIL informed that many vital equipments like work stations, data base server, recording servers and video analytics servers etc. which were to be made available from the CWG equipments as mentioned in the above table, were not received in sufficient quantities and therefore it was not possible to install these cameras without the essential supporting equipments. The details of items received from the CWG venues (mentioned in the table above) for phase-2(b) reveals that only 28 work stations were received and that too 23 were received without their monitors against the requirement of 91 work-stations for phase 2(b); further only 1 Data/Admin Server against the requirement of 6 VMS servers, 3 VAS servers against the requirement of 10 VAS servers; and 08 recording servers against 31 recording servers.

20. From the facts enumerated above, it is clear that non-availability/receipt of CWG cameras and other vital equipments which were essential for complete solution and effective functioning, is the main reason for non installation/completion of CCTV Phase-2(b) project.”

9. In this regard, ECIL was also asked to present their stand and submit details on the installation of the CCTV system. ECIL submitted the following:-

“Electronics Corporation of India Limited (ECIL) humbly submits following details on the Supply, Installation and Commissioning of CCTV System in High Security

areas under the jurisdiction of six police stations of New Delhi and Central District to Hon'ble Chairman and members of the Public Accounts Committee (PAC):

1. The contract for installation of CCTV cameras under the jurisdiction of 6 Police Station of New Delhi and Central District was signed between ECIL and Delhi Police on 08.02.2013...Under this agreement 1888 CCTV Cameras and associated equipment were to be installed for Delhi Police CCTV surveillance project of at a cost of Rs 74.29 cr. Out of the above, free issued CWG material i.e 1211 CWG cameras and associated system/equipment at a cost of Rs14.81cr were to be utilized.
2. The work of digging/trenching, cabling and erection of poles was done in most of the areas in four locations namely Connaught Place, Barakhamba Road, Gole Market and Parliament Street in New Delhi District. And the work was also done in some of the areas in Chankayapuri and Pharganj. The work commenced in May 2013 and continued till October 2015, since permissions for digging and trenching were issued in phases by NDMC.
3. In 2015, Delhi Police asked ECIL to demonstrate state of art Cameras and associated equipment. The same was demonstrated to Technical Committee of Delhi Police on 10.05.2015 and 07.09.2015. During Technical Committee meeting held on 10.07.2015, it was decided that CWG items have already completed their life span and will not serve the purpose, since the specifications of the above equipment were finalized during the time of CWG 2010 and they were outdated. It was decided that remaining CWG cameras were to be replaced with advance technology cameras...
4. Delhi police finalized technical specifications for cameras and associated equipment of latest technology and forwarded to Police HQ vide their letter dated 04.10.2015...
5. Delhi Police asked ECIL to submit Techno Commercial offer on the basis of final drawings of six sites of Central/New Delhi districts with latest technology CCTV cameras vide their letter dated 17.03.2016. ..
6. In the new drawings approved by Delhi Police, additional areas i.e. road from RCR to Dhaura Kuan was also included which lead to increase in the number of Cameras. Accordingly ECIL submitted the revised proposal on 05.07.2016.
7. Delhi Police Purchase Committee meeting was held on 09.08.2016 to examine Techno Commercial offer submitted by ECIL.... After examination of Techno Commercial proposal, Delhi Police sent a set of queries to ECIL vide letter dated 18.08.2016...
8. ECIL submitted reply to the queries raised by Delhi Police vide ECIL letter dated 03.12.2016...
9. Delhi Police again asked for certain clarifications on Terms and Conditions vide their letter dated 15.06.2017. ..
10. Delhi Police asked to furnish expenditure details towards partial completion of work vide their letter dated 01.01.2018. ...

11. ECIL submitted details of expenditure asked by Delhi Police vide ECIL letter dated 28.02.2018. ...

12. ECIL is awaiting the Letter of Intent (LoI) from Delhi Police to start the work."

10. With regard to the issues in the revised techno-commercial offer for installation of CCTV cameras, ECIL *inter-alia* submitted the following :-

"ECIL bills for Phase2(a) and Phase 3 are pending for last two years."

II Irregular Leave Travel Concession claims

11. Government of India (GOI) permitted all employees including non-entitled employees to travel by Air India to North East region and by any airline to Jammu and Kashmir (J&K) on Leave Travel Concession (LTC) which was extended from time to time. GOI orders stipulated that air tickets for travel on LTC was to be purchased either directly from the airlines at booking counters/websites of the airlines or by utilizing the services of authorized travel agents viz. M/s Balmer Lawrie and Company, M/s Ashoka Travel and Tours and IRCTC.

12. Audit scrutinized LTC claims of four offices of Delhi Police in respect of 1,196 non-entitled employees who had travelled by air to J&K and the North East region for the block years 2010-13 and 2014-17. Audit could retrieve travel details of 435 of 567 employees who had travelled by one private airline from the website of that private airline. In all these cases, it was found that air tickets had neither been directly purchased from the airline nor from the authorized travel agents. Airfare amounting to ₹ 2.56 crore claimed by these 435 employees and reimbursed by Delhi Police was also higher than the cost of tickets shown on the website of the airline charged from these employees. These employees had not submitted original tickets of the airline and the air fares claimed appeared to be inflated. However, the claims were allowed by the concerned authorities without exercise of due diligence and without ensuring compliance with the extant instructions.

13. Ministry/Delhi Police stated that the concerned offices of Delhi Police had commenced recovery and ₹ 1.68 crore has been recovered as of July 2017. One of the offices namely DCP (West Delhi) had taken the position that as the employees had performed the journey, only the excess amount claimed over the actual cost of ticket is irregular.

14. Audit observed that the audit findings raised issues of gross financial wrongdoing as well as integrity on the part of the LTC claimants and negligent scrutiny of claims by the concerned authorities in passing the claims that called for deterrent action to prevent recurrence. However, it has not been intimated if any disciplinary and other action has been initiated against the employees for submitting false and fraudulent claims. Moreover, no steps were initiated to scrutinize the claims of the remaining employees in the four offices for which details could not be obtained by audit and of employees of other offices of Delhi Police who may have similarly availed of LTC during the same period. Further, the position that only the excess amount claimed over the actual cost of ticket being irregular is not valid as the entire reimbursement becomes

irregular since the air tickets were bought in an unauthorized manner and claims had been fabricated.

15. On the question of why the concerned authorities did not exercise due diligence in reimbursing LTC claims and the alleged blatant flouting of extant instructions regarding the same, MHA responded thus:-

“As reported by Delhi Police, the bills were prepared, processed and passed by the office on the basis of information/ documents submitted by the LTC claimants. Before the above action is taken, the office verifies the admissibility of claims, completion of one year of continuous service by the claimant on the date of journey, submission of claim within the prescribed time limit, whether home town is the permanent home town, relationship with the members with reference to the official records, entitlement of mode of travel by which the claimant has travelled, shortest route, permission obtained before proceeding on LTC, examination of proof of journey, right mode of procurement of journey tickets and whether any advance taken has been adjusted in full or surplus refunded. As per Govt. of India’s decision No.1(5) below Rule 16 of CCS (LTC) Rules, Government servant has to certify about the journey having been performed by the class of accommodation / mode of conveyance for which the claim has been preferred. If this certificate is found to be false in any particular case, disciplinary action as per rules can be initiated against the Government servant departmentally.

In the instant case, bills were reportedly processed as per the standing instructions/LTC rules. However, the claims were found to be inadmissible by the AG (Audit).”

16. MHA submitted the following details regarding verification of air tickets submitted for claim settlement:-

“As reported by Delhi Police, a vigilance enquiry has been ordered and vigilance unit has been directed to scrutinize the claims of all 1196 cases with concerned airlines and take necessary disciplinary action. Verification of claims of 1196 air tickets may take a reasonable time hence Delhi Police has assured that once the complete verification of air ticket is done, the action taken as per rules shall be communicated to the competent authority.”

17. Delhi Police may also furnish details regarding if any disciplinary action has been initiated against the employees for submitting false and fraudulent claims to prevent recurrence and the officers who have connived in allowing the claims of inflated ticket charges.

“Delhi Police has reported that the moment it was pointed out by the audit, the recovery was started and 93% of recovery has been made till date. In terms of Govt. of India’s decision No.1(5) below Rule 16 of CCS (LTC) Rules, 1988, Delhi Police has initiated a vigilance enquiry into the matter to fix responsibility of erring officials. It has been directed to scrutinize the cases of non – entitled employees who availed LTC under the scheme and to take necessary disciplinary action against those who are found to have made irregular / inadmissible claims. It has also been advised to scrutinize the claims of all 1196 cases with concerned

airlines and take necessary disciplinary action. During the course of vigilance enquiry, it shall be ascertained from the airlines concerned whether the fare claimed by the Government servant is to be cross-verified from the concerned airlines, whether the tickets were booked at the same fare as indicated by the travel agent, whether the Govt. servant has availed of any tour package or other facility from the travel agent apart from the airfare. Going through individual cases shall rule out any such negligence. All similar type of claims shall also be verified accordingly. Therefore, during the enquiry process, wherever lapse has taken place will be identified and necessary disciplinary action would be initiated accordingly.”

18. When asked why the Delhi Police could not detect the blatant violation of rules by its employees and officers before it was brought out by the Audit, MHA stated as under:-

“As reported by Delhi Police, the bills were checked and passed by Head of Office concerned, on the basis of information/documents provided by the claimants, which were found to be inadmissible in audit findings. Therefore, process for vigilance enquiry against the concerned officials/officers has been ordered and on the basis of the findings, appropriate course of action will be initiated.”

19. What about the other offices of Delhi Police where similar irregularities might have happened and the Audit could not lay its hands?

“Delhi Police has informed that directions have been issued to all the units to initiate verification of all cases of non entitled employees who availed LTC by air with concerned air lines and take necessary action. The matter is being followed meticulously. The matter is also referred to vigilance unit, Delhi Police to identify lapses or any act of omission/commission for necessary disciplinary action.”

20. On being queried if Delhi Police proposed to scrutinize the LTC claims of its employees to ensure strict compliance of Rule 21 of the GFR, 2005, the MHA replied the following:-

“As reported by Delhi Police, since the vigilance enquiry against irregular claims has been initiated, in terms of Rule 16 of CCS (LTC) Rules, 1988, the government servant will not be permitted to avail LTC till the completion of proceedings. If the proceedings result in imposition of penalty under Rule 11 of CCS (CCA) Rules, the next two sets of LTC (Home Town/All India LTC) will be forfeited, besides disciplinary action will also be taken.”

21. Since financial irregularity being the most important crime in service, on being asked what steps were taken to check the unauthorized claims and the fabrication of excess amount claimed over the actual cost of ticket, MHA furnished the following details in this regard:-

“Delhi Police has reported that all Districts/Units have been directed to scrutinize the cases of non-entitled employees who availed LTC under the scheme and to take necessary disciplinary action against those who are found to have made

irregular / inadmissible claims. It has also been directed to Vigilance Unit of Delhi Police to scrutinize the claims of all 1196 cases with concerned airlines and take necessary disciplinary action. Delhi Police has initiated a vigilance enquiry into the matter to fix responsibility of erring officials.”

III Idling of servers and software and avoidable expenditure on rent of hired servers

22. The State Crime Record Bureau (SCRB) of Delhi Police under the Ministry of Home Affairs (MHA) initially hosted the Zonal Integrated Police Network (ZIPNET) for sharing information on missing persons/goods with the neighbouring States and the Online Criminal Dossier System (OCDS) for investigating officers on the server of the National Informatics Centre (NIC). As NIC subsequently shut down Delhi Police applications from their server, Delhi Police decided (May 2009) to host these applications on alternate servers. Two servers (Linux and Windows) were hired (May and December 2009) from a private agency through limited tender on annual rent of ₹ 29.73 lakh plus taxes.

23. In February 2013, Delhi Police decided to host these two systems on in-house servers in SCRB to save the annual expenditure of ₹ 29.73 lakh on hiring. Accordingly, Delhi Police procured servers and software in May 2013 at a cost of ₹ 1.06 crore (₹ 63.19 lakh for servers and ₹ 42.37 lakh for software) and installed them in July 2013. These in-house servers and software however could not be put to use for over three and half years as tender for procurement of leased internetlines was not finalized.

24. Audit observed that after deciding in February 2013 to host these two applications on in-house servers, Delhi Police took another eight months to finalise the specifications and sought approval of MHA on 12 November 2013 to invite limited tender. MHA raised several queries on the proposal submitted by Delhi Police on seven occasions encompassing 12 months and finally conveyed administrative approval on 20 May 2015 to finalise contract in open tender after completing all codal formalities. Discrepancies cited by MHA on the proposal of Delhi Police included absence of comprehensive communication plan, unsigned submission of this plan and delay in forwarding the proposal for approval of tender bids. Subsequent proposals of Delhi Police were also not approved by MHA due to the former's failure to adhere to the codal formalities prescribed in the General Financial Rules and incomplete documentation.

25. Delhi Police could finally order the leased internet lines from MTNL in September 2016 after MHA delegated financial powers to Delhi Police in March 2016 for leasing of lines. The installation work of internet leased lines was completed in March 2017. Delhi Police in the meantime continued to use the servers of the private agency for its web based programmes and incurred an expenditure of ₹ 1.11 crore towards rent on hired servers from August 2013 to March 2017 which was avoidable.

26. The Ministry stated that the servers were used for intranet applications by using existing cyber highway connectivity and thus were not kept idle. It attributed the delay in procurement of leased internet lines to “unhealthy” competition in the tender process. It added that the migration of Windows server and Linux server applications from rental servers to Data Centre of SCRB has been completed and all the web-sites have been shifted to the servers owned by Delhi Police.

27. Audit observed that there was undue delay of over three years in leasing of internet lines. The delay was due to failure of Delhi Police to ensure proper documentation and compliance with the GFRs that resulted in the proposals being repeatedly returned by MHA. The reply that the servers were used for intranet applications does not address the issue raised in audit as the servers were meant for replacing the rental servers but were not used for over three years for want of leased lines.

28. In this regard, in their background note, MHA submitted the following:-

“Delhi Police has reported that there were two proposals, one for Hardware & Software and another for internet leased line. Hardware & Software was processed by Special Branch and Internet Leased Line was processed by Communication Unit. Servers were purchased in May 2013 and work order for internet leased lines was given to MTNL on 01.09.2016. However, Servers procured were utilized by Delhi Police for intranet application like Crime Criminal Information System, Conviction/Involvement Application using existing Cyber Highway connectivity. Thus the servers were not kept idle in the absence internet leased lines, all applications. After installation of internet leased lines, all application from rental servers i.e. Windows/Linux are migrated to Data Centre, Crime Branch and at present the rental liability of Delhi Police in the above context is NIL.

Rental servers are connected to Internet Gateway at high bandwidth. As reported by Delhi Police, connectivity of in-house servers into internet gateway (i.e. internet leased lines) was not available. Zipnet & Online Criminal Dossier System hosted on rental servers were providing core policing information at inter-state level in the interest of public and police and therefore could not be curtailed. Thus Delhi Police has done its best efforts to adopt the codal formalities and expected the tender process completion on the first attempt itself. However, retendering on four occasions due to unhealthy competition in the tender process delayed the internet leased lines procurement.”

29. When asked what were the reasons for shutting down Delhi Police applications from the NIC servers, MHA responded thus:-

“Delhi Police has reported that on 20.5.2009, the public view of Delhi Police web-site and Applications/Services were blocked by NIC without any prior intimation and no action through the website was possible.

The then Commissioner of Police through D.O. Letter requested the then DG NIC to restore these services as it was affecting the day to day operational requirements of police and public in accessing and sharing the information. This was also informed to the NIC that keeping the web-sites out of public domain will hamper various operational day to day requirements & sharing of inter-state information among the neighboring member states as per the guidelines of MHA. Keeping in view the urgency of matter to restore the public oriented services, the then C.P./Delhi decided to host the applications/services out of NIC, on an alternate server due to blocking of Delhi Police Applications/Services without prior notice. The over-night blocking of Delhi Police services was un-affordable in public interest.

It may be noted that ZIPNET and other applications/services of Delhi Police continued on NIC Servers from the year 1998 till 2009 without any problem.”

30. The Committee sought written reply from NIC as to why it shutdown the applications, in response NIC submitted the following reply:-

“It is submitted that as a matter of practice, NIC does not shutdown servers hosting websites. In case of hardware failure or obsolescence, NIC helps user to migrate websites to alternate servers.”

31. In response to the query asking the reasons for shutting down Delhi Police applications from the NIC servers, NIC submitted the following in their written replies:-

“The application zipnet.nic.in of Delhi Police was hosted in NIC Data Centre and was not shutdown.

Upon receipt of Office Memorandum from Lok Sabha Secretariat, NIC requested Delhi Police for details in this regard. In their response it was stated that the application referred to was website <http://tempweb23.nic.in>.

It is submitted that the website <http://tempweb23.nic.in/> was a temporary hosting area which had been given to Delhi Police for testing purpose.

It is further submitted that NIC was informed continually between 18th-20th May 2009 by Indian Computer Emergency Response Team (CERT-In) that the site <http://tempweb23.nic.in> was compromised and hosting malicious content, that would cause site visitors to be redirected to malicious websites. Hence the temporary site <http://tempweb23.nic.in> was blocked by NIC.”

32. It was further asked, if the NIC did not shutdown servers hosting Delhi Police applications, what were the reasons for not migrating them to other alternate servers forcing Delhi Police to hire servers from a private agency. NIC submitted the following response:-

“It is submitted that this case refers to blocking of application at <http://tempweb23.nic.in> due to Cyber Security concerns and for safety of users browsing the application.

As submitted earlier, server on which zipnet.nic.in was hosted was not shut down, only website (<http://tempweb23.nic.in>) was blocked for cyber security concerns, hence there was no requirement for migration to alternate server.”

33. In this context, since the in-house servers and software could not be put to use for over three and half years as tender for procurement of leased internet lines was not finalized, it was asked to provide details regarding the subsequent lapse in the tender process. MHA submitted the following:-

“As reported by Delhi Police, the newly procured servers were utilized on DELHI POLICE INTRANET through Cyber Highway Network, hosting Crime & Criminal Information and their conviction/involvements verification for the use of local police during the three & half years.

However, 04 times tenders were floated by Delhi Police during this period i.e. on 13.2.2014, 24.5.2015, 10.2.2016 & 21.4.2016. First tender floated as per GFR after taking approval from competent authority was participated by M/s MTNL, M/s RailTel, M/s Reliance & M/s Bharti AirTel. M/s Reliance for 40 Mbps & M/s Bharti AirTel for 20 Mbps Internet Lease Lines were recommended to competent authority being the L-1 in the respective categories. However, competent authority directed to float an open tender. The remaining 03 tenders could not be finalized due to insufficient participation as per GFR norms. Keeping in view, the delay being caused in finalization of tender process, Delhi Police also sent a proposal to competent authority on 4/1/2016 in favour of a Government Company (M/s RailTel) but further clarifications relating to codal formalities were sought by the Competent Authority. Last tender dated 21.4.2016 was floated but dropped since, by that time, delegation of financial powers to C.P., Delhi for taking lease lines from MTNL had been approved.”

34. Why did Delhi Police continue to use the servers of the private agency for its web based programmes and incurred an expenditure of Rs. 1.11 Crore towards rent on hired servers from August 2013 to March 2017 which was avoidable despite delegation of financial powers from MHA to Delhi Police for installation work of Internet leased lines which was completed in March-2017?

“As reported by Delhi Police, the first proposal for hiring of internet lease line was sent to MHA on 7/5/2014. The financial power for recurring expenditure on internet lease lines from MTNL was delegated to CP/Delhi in March, 2016. PHQ decided to approach MTNL immediately and the entire process of acquiring, testing and installation of lease lines was done with utmost priority. Once the lease line became operational the process of data migration started and rent was stopped w.e.f. March 2017.

Delhi Police continued to use the rented servers since important projects were running on these applications. ZIPNET project is participated by 08 States i.e. Rajasthan, Haryana, Delhi, U.P., Chandigarh, Punjab, Uttarakhand & Himachal Pradesh, under the Inter State Co-ordination of Crime/Criminal Information. Moreover, the information of missing persons, un-identified dead bodies, un-identified person found, stolen vehicles, un-claimed vehicles, stolen missing

Mobiles, is provided in public domain. The over-night blocking of Delhi Police services/ applications was un-affordable in public interest.

It is important to mention that information sharing in time, as above, is a question of life and death for the victims, especially for the Special Units in Delhi as well as Special Task Forces for other states. Hence, Delhi Police had no option other than to continue the service on hired basis in Public & Police interest.”

Part-II**Observations/Recommendations of the Committee**

1. The C&AG of India in their Report no. 4 of 2018, Compliance Audit, Union Government (Civil) brought out certain observations related to the Ministry of Home Affairs (MHA). The Committee examined three Audit Paras viz. 10.1, 10.2 and 10.3 of the said report pertaining to “Delay in commissioning of CCTV surveillance system”, “Irregular Leave Travel Concession claims” and “Idling of servers and software and avoidable expenditure on rent of hired servers” respectively. In Para 10.1, Audit observed that the Delhi Police (DP) and Ministry of Home Affairs failed to assess and determine technical requirement for CCTV surveillance system in high security areas which resulted in a CCTV surveillance project awarded in February 2013 for New Delhi and Central District remaining incomplete as of October 2017 despite an expenditure of ₹42.94 crore. Further, the Delhi Police had been incurring a monthly expenditure of ₹ 21.02 lakh on hiring CCTV cameras for these areas. In para 10.2 it was revealed that employees in some offices of Delhi Police submitted Leave Travel Concession (LTC) claims with inflated air fares in violation of Government orders. These were passed without due scrutiny resulting in irregular reimbursement amounting to ₹2.56 crore to 435 employees. According to para 10.3, Delhi Police failed to synchronize the purchase of server and software with the procurement of leased internet lines resulting in idling of servers and software for three and half years and avoidable expenditure of ₹1.11 crore on hired servers. The observations/ recommendations of the Committee on important issues are contained in the succeeding paragraphs.

2. The Committee observe that in July 2012, MHA approved the use of 1,888 surplus CCTV cameras and associated equipment left over from the Commonwealth Games 2010 (CWG Items) for use during Phase 2(b) of the installation of the CCTV Surveillance System by Delhi Police (DP) across its policing jurisdiction to monitor and resolve crimes and address security challenges. The contract for the supply, installation, and commissioning of CCTV Surveillance System in the high security areas was awarded to M/s Electronics Corporation of India Limited (ECIL) in February 2013 and was to be completed within 150 days of receipt of road cutting permission from civic agencies for the

respective sites. The Committee are aghast to note that the CCTV Surveillance system could not be made operational due to non-receipt of sufficient quantity of CWG items for three years between July 2012 and June 2015. The Committee are dismayed that while the leftover CWG equipment lay idle for so many years, DP incurred wasteful expenditure of a huge amount of ₹ 21.02 lakh per month for renting CCTVs causing double loss to the Government exchequer. While noting that Delhi Police along with ECIL sent numerous letters to MYAS and other agencies concerned for transfer of equipment by the venue owners viz. Sports Authority of India, Delhi University and Jamia Milia Islamia University, the Committee fail to understand why DP did not seek MHA's intervention to pursue the matter and the MYAS for no obvious reasons, slept over the requests. The Committee are unhappy to note that apart from writing letters, DP did not proactively engage with the Ministries and organizations concerned to expedite supply of CWG equipment. The Committee would also like to know why MHA did not monitor the implementation of the project and aggressively pursue the matter with the concerned organizations despite itself giving the approval for the same. The Committee recommend that henceforth, in matters requiring coordination between several agencies/ organizations, a committee may be formed by MHA and all other ministries as the case may be, consisting of a representative each from the organizations concerned to enable effective coordination and speedy resolution of issues. The Committee further exhort the MHA to set up a monitoring mechanism for all such ongoing projects.

3. The Committee note that on account of technological advancement in the period between 2012 and 2015 and availability of better CCTV Cameras which provided improved picture quality in comparison to the CCTV cameras procured and installed through M/s ECIL and of CWG cameras, it was decided by Delhi Police to change the specifications to procure the latest Technology CCTV cameras to be installed in high sensitive areas and VIP/VVIP movement/route areas of New Delhi District. However, the Committee note with consternation that despite numerous deliberations and revisions by DP, MHA and ECIL, the amended proposal has still not been finalised till date. This indicates lack of coordination between MHA and DP. While noting that the project would be completed within 2 years from the date of execution/signing of revised contract for phase 2(b), and in view of the criticality of the surveillance system, the

Committee recommend that MHA alongwith DP may take the necessary steps to resolve pending issues and ensure finalization of the contract with ECIL so that the CCTV surveillance system may be operationalised urgently. While also noting that ECIL bills for Phase 2(a) and Phase 3 were kept pending for atleast two years, the Committee desire that MHA/DP may evolve a mechanism to ensure timely payments to vendors/service providers. The Committee further desire that since technological advancements are fast paced, there should be periodic assessment of the quality of cameras and equipment being used and where necessary; the same should be upgraded at the earliest and the MHA/ DP may consider adding provision to this effect in the contract. The Committee also exhort the MHA/DP to ensure regular maintenance of the CCTV surveillance system for efficient functioning of the same.

4. The Committee note that Government of India (GOI) permitted all employees including non-entitled employees to travel by Air India to North East region and by any airline to Jammu and Kashmir (J&K) on Leave Travel Concession (LTC) in 2008 and 2010 which facility was extended from time to time. The air tickets for travel on LTC were to be purchased either directly from the airlines at booking counters/websites of the airlines or by utilizing the services of authorized travel agents. The Committee observe that on scrutiny of travel details of 1196 employees of Delhi Police, it was found that in the case of 435 employees, air tickets had neither been directly purchased from the airline nor from the authorized travel agents. Airfare amounting to ₹2.56 crore claimed by these employees and reimbursed by Delhi Police was also higher than the cost of tickets shown on the website of the airline charged from these employees and these employees had not submitted original tickets of the airline and the air fares claimed appeared to be inflated. However, the claims were allowed by the concerned authorities without exercise of due diligence and without ensuring compliance with the extant instructions. In this regard, the Committee note that 97% of the recovery has been effected and the remaining amount is being recovered; the Vigilance Unit of Delhi Police has been directed to scrutinize the claims of all 1196 cases and take necessary disciplinary action and that Delhi Police has initiated a vigilance enquiry into the matter to fix responsibility of erring officials. The Committee desire that the vigilance enquiry is expedited so that erring officials are punished at the earliest. The Committee further note that

directions have been given to all the Districts/Units of Delhi Police to strictly scrutinize all LTC claims as per extant guidelines besides verifying authenticity/ genuineness of the air tickets before releasing the payment. The Committee strongly feel that the fact that irregular LTC claims were passed and were only revealed after being pointed out by Audit, shows that the system of internal audit failed miserably in discharging its responsibility effectively. The Committee, therefore, recommend that a mechanism for strong internal control followed by internal audit may be put in place in Delhi Police to avoid recurrences of such irregularities.

5. The Committee note that the State Crime Record Bureau (SCRB) of Delhi Police under the Ministry of Home Affairs (MHA) initially hosted the Zonal Integrated Police Network (ZIPNET) for sharing information on missing persons/goods with the neighbouring States and the Online Criminal Dossier System (OCDS) for investigating officers on the server of the National Informatics Centre (NIC). The Committee observe that since NIC shut down Delhi Police applications from their server without any prior intimation, Delhi Police decided to host these applications on two alternate servers hired from a private agency through limited tender. The Committee also note that Delhi Police subsequently decided to host the two systems on in-house servers in SCRB to save the annual expenditure on hiring and procured and installed the same. The Committee further note that the same could not be utilized for more than three and a half years as tender for procurement of leased internet lines was not finalised. While Delhi Police took eight months to finalise the specifications, MHA raised several queries on the proposal finally conveying administrative approval after a year in May 2015 to finalise the contract in open tender on completing all codal formalities. Subsequent proposals of Delhi Police were also not approved by MHA due to the former's failure to adhere to the codal formalities prescribed in the General Financial Rules and incomplete documentation. Delhi Police could finally order the leased internet lines from MTNL in September 2016 after MHA delegated financial powers to Delhi Police in March 2016 for leasing of lines. The installation work of internet leased lines was completed in March 2017. In the first instance, the Committee are dismayed at the general response of NIC to a specific query of the Committee wherein it was submitted that as a matter of practice, NIC does not shutdown servers hosting websites. The Committee are

alarmed to note that it is only upon receipt of Office Memorandum from Lok Sabha Secretariat that NIC requested Delhi Police for details in the matter. The Committee are distressed that there is no system in NIC to inform and address problems related to key organizations such as Delhi Police who have such an important responsibility towards the public. The Committee, therefore, recommend that NIC may institute a mechanism for prioritized redressal of issues related to important organizations. The Committee also feel that DP on its part failed to pursue the matter for not shutting the server with NIC in view of the importance of core policing information at the inter-state level and are further perturbed at the lack of coordination between DP and NIC. The Committee desire that in the present arrangement with MTNL and inhouse servers, DP may ensure that any issue be resolved immediately and maintenance of the servers be done on a regular basis to avoid recurrence of such instances. The Committee also desire that DP may ensure proper documentation and compliance with GFRs while tendering for projects.

6. The Committee note that at present, the ZIPNET-Zonal Integrated Police Network project is participated by 8 States i.e. Rajasthan, Haryana, Delhi, U.P., Chandigarh, Punjab, Uttarakhand & Himachal Pradesh, under the Inter-State Co-ordination of Crime/Criminal Information wherein the information of missing persons, un-identified dead bodies, un-identified persons found, stolen vehicles, un-claimed vehicles, stolen missing Mobiles, is provided in public domain. The Committee are of the considered opinion that it is vital that such information may be shared across India for early solution of related cases. The Committee, therefore, recommend that the MHA may take necessary steps within a stipulated timeframe to integrate the rest of the States and Union Territories under the Inter-State Co-ordination of Crime/Criminal Information to enable real time information exchange.

NEW DELHI;
18 December, 2018
 27 Agrahayana, 1940 (Saka)

Mallikarjun Kharge
 Chairperson
 Public Accounts Committee