

Other Infrastructure Development Activities

TETRA is a professional mobile communication service essentially meant for emergency services and government agencies. In September 2008, GNCTD decided to introduce a TETRA network in time for CWG-2010, based on the experience of Beijing Olympics 2008. GNCTD awarded the contract for TETRA to HCL-Motorola at Rs.99.81 crore for an 87 month period, covering not only the Games period but also a seven year legacy period. In our view, the decision to extend TETRA for legacy use for seven years was ill-conceived. A proper assessment of the requirements of Delhi Police (the main user) and other public agencies as well as the replacement of existing networks with TETRA (since no communication was permitted by DoT between TETRA and other networks) was not carried out.

During CWG-2010, Delhi Police conveyed its dissatisfaction with the signal quality and termed it a failure. As regards legacy use, it is not clear how these 3657 rented TETRA sets will replace Delhi Police's existing radio communication system of nearly 11000 sets. Post CWG-2010, most of these expensive TETRA sets are, in effect, no more than mobile phones.

During CWG-2010, transportation services were provided for ferrying the athletes, technical officials and media persons, for which the low floor buses of DTC were used. Other improvements to the transport facilities/infrastructure included construction of new bus parking, ticketing booths and bus queue shelters; and providing LED destination boards on standard buses.

For keeping the buses 'new' for CWG-2010, DTC kept about 16 per cent of its low floor fleet (471 buses) idle between March and August 2010. Further, 78 per cent of the Blueline fleet was also taken off the roads in the NDMC area (but not in the MCD area) for the duration of the Games. As DTC diverted 1338 drivers full time for the purpose of the Games, it could not deliver its scheduled kilometre coverage for the public. Thus, public transport was greatly disrupted; this could have been reduced by showing greater empathy for the needs of the common man.

Modernisation projects like LED destination boards on standard buses, construction of Time Keeping Booths and modern bus queue shelters (BQSS) could not be completed before CWG-2010 as envisaged. The construction of 48 ticketing booths all over the city appears to be an anachronism at a time when the buses are being fitted with GPS/ AVTS.

For getting 1500 Bus Queue Shelters (BQSS) constructed before the Games, DTC and the Transport Department of GNCTC resorted to various methods of execution, which indicated arbitrariness, ad hocism and lack of clarity in implementation of such a large

project. So far, only 472 BQs could be completed. Interestingly, DIMTS, a non-Government entity with 50 per cent private shareholding, was awarded two projects for BQs on nomination basis – 800 BQs with Government funding and 250 BQs on BOT. The Transport Department had gone ahead with construction of 800 BQs with Government funding of Rs.96.70 crore, despite the Finance Department's protestations of lack of funds. Further, the concession fee for the BOT BQs awarded to DIMTS was kept unduly low compared to similar projects in Delhi like BOT-I of DTC.

The bus parking constructed at the Ash Pond opposite the Millennium Park is not merely a temporary structure but has certain permanent constructions like the filling stations, washing area, boundary wall etc. Its use has continued well beyond the short requirements of the Games. This was clearly in violation of the Master Plan for Delhi 2021 and the proposed Zonal plan of Delhi, which earmarks the area as a green zone with recreational uses but without permanent construction.

GNCTD planned to commission a new power plant at Bawana on the grounds of increased dependence on own power generation sources. The construction of the 1500 MW Bawana gas-based power plant was, however, delayed, and could not be completed in time for the Games.

Delhi Transco Ltd. (DTL) also took up five 220 KVA substations and seven corresponding cabling projects to strengthen the power supply situation in Delhi in time for the Games. Most of these projects were awarded very late (in the second half of 2009) and could not be completed before the Games.

Further, the contract award process was not transparent, as DTL had applied conditions inconsistently to award contracts to favoured parties.

26.1 Secured Communication System (TETRA)

26.1.1 Introduction

TETRA or Terrestrial Trunk Radio is a professional mobile communication service which permits communication either through a network of base stations or point to point communication like a walkie-talkie. Compared to commercial mobile networks (GSM or CDMA), TETRA's main advantages are:

- longer range which permits very high level of geographic coverage with fewer base stations;
- very fast call set-up;
- facilitation of mission critical network with a number of fall-back modes, and availability of communication services even during overload situations e.g. major public events or disasters; and
- suitability for working at high speeds e.g. high speed trains.

TETRA was specifically designed for use by government agencies, emergency services,

for public safety networks, rail transportation staff for train radios, transport services and the military. As regards major sporting events, it was used for the Athens Olympics in 2004, the Doha Asian Games in 2006 and the Beijing Olympics in 2008.

The TETRA vendor was selected after following a competitive bidding process. HCL-Motorola was awarded the contract on wet lease basis for Rs.99.81 crore for an 87 month period from January 2010 to March 2017 (i.e., not only covering the CWG period but also for legacy use.)

26.1.2 Selection of Tetra and Award of Tetra Contract

The decision to adopt TETRA for secured communication during CWG-2010 was taken in September 2008:

- In a meeting of the CoS on 9 September 2008, CS, GNCTD, expressed the need for setting up an efficient communications system among various agencies involved in CWG-2010 arrangements. While suggesting a TETRA based solution, he proposed the setting up of a task force.
- On 11 September 2008, LG, Delhi called a meeting with Shri Suresh Kalmadi, Secretary, Sports, GOI, CS, GNCTD and other senior officials of GNCTD for establishing a secure communication system for CWG-2010 on the lines of the Beijing Olympics. A presentation by the suppliers of TETRA at Beijing was made at this meeting, and it was decided to adopt the TETRA as a secure communication network in Delhi for CWG-2010. An Inter-Agency Group (IAG) was constituted to draw up the

specifications. The Department of Information Technology (DoIT) was named as the nodal agency for the project and TCIL, a PSU, was hired as the Project Management Consultant.

- The decision that TETRA would be used not only for CWG 2010, but also for legacy use, was taken in September 2008 at the very first meeting of the IAG, and the requirements of different departments, as well as information on existing communication systems, was sought between October and December 2008.

An RFP was issued in April 2009. 3 bids (from HCL-Motorola, TCS-EADS, and Tech Mahendra-Selex SPA) were received, all of whom were found to be technically qualified. On opening and evaluation of financial bids, HCL-Motorola was found to be L-1 (at a cost of Rs. 99.81 crore plus service tax) and was awarded the work in December 2009. All the activities to operationalise¹ the system were to be completed within 24 weeks of award of contract, but were completed in August 2010 with a delay of 7 weeks.

26.1.3 Ill-conceived decision for legacy use of Tetra

Right at the outset (in September 2008), TETRA was envisaged to cover not only CWG-2010, but also legacy use, on a wet-lease basis for an additional period of 7 years. The usage indicated by major departments during CWG-2010 and legacy are summarised below:

¹ In February 2010, the Department of Telecommunication granted captive license to the GNCTD for establishing wireless telegraph stations and fixed spectrum charges of Rs. 16.70 lakh p.a. for 50 base stations and 72 frequencies.

Table 26.1 – Planned use of TETRA

(In Rs. Crore)

Department	CWG-2010	Legacy
Delhi Police	3565	
OC	3221	Nil
DTC	747	82
MCD	415	
Divisional Commissioner Office	170	
H&FW	362	133
PWD	100	Nil
Others	863	80

In our view, the decision to provide 3656 sets to the Delhi Police (DP) for legacy use was ill-founded and ill-conceived. DP already had an extensive integrated wireless communication system with:

- 10894 sets covering police stations, police posts, pickets, border check posts, PCR vans/ motorcycles/ ambulances and tourist PCRs;
- 42 hotlines connecting with CCRs, hospitals, civic bodies, Government agencies; and
- Satellite audio phones for CCRs at selected Delhi Fire stations, Mobile control rooms and rescue and relief teams.

DP was the largest user of TETRA both during CWG-2010 and the legacy period. In September 2009 they expressed an intention to limit their participation in the TETRA system only to CWG-2010 and withdraw the previously projected requirement for the legacy period. However, LG, Delhi through his Principal

Secretary and the Chief Secretary, GNCTD prevailed upon the Commissioner of Police, Delhi (CP) not to withdraw the requirement projected for Delhi Police:

- CS, GNCTD in his letter addressed to CP dated 26 September 2009, stated that such reduction at the stage of technical evaluation would tantamount to violation of CVC guidelines indicating inflated demand in the RFP document and lack of due diligence in firming up the requirement. He further wrote *“You will agree that procedural formalities and vigilance instructions are to be strictly adhered to in tender matters. Commonwealth Games are catching media attention and any slippage at this stage is not desirable. In case inflated demand has been projected earlier, the same may be examined at your end. It may not be possible for Govt. of Delhi at this stage to consider any reduction in requirements of TETRA sets.”*
- The LG, Delhi also communicated to CP through his Principal Secretary *“to ensure that DP requirements are not reduced or compromised in the proposed fully Secured Communication Network for Commonwealth Games which is now at the stage of scrutiny of technical bids.”*

It is also pertinent to mention here, that although DP was represented in the IAG, they chose to withdraw only at a very late stage.

Thus, despite its reluctance to join the TETRA for legacy use, DP did not take a decision in this regard in time, and was effectively forced to go along with the proposal.

GNCTD stated that Delhi Police had not invested in the old communication system in 2-3 years with a view to having the latest communication system expected from TETRA.

We do not agree with this view, as the existing radio communication system of DP comprised of 10894 sets with a life of at least 15 years. It is incomprehensible how just 3656 rented sets would meet the legacy requirements of Delhi Police, especially when TETRA would not be connected or integrated with the existing communication system (as per the DoT's stipulation). This effectively means that TETRA users in the DP would also have to carry the existing analogue sets for communication across the DP network.

26.1.4 Other legacy users

Even in respect of other user departments, the legacy use was not properly thought through:

- MCD had public mobile radio trunking sets and mobile phones in closed user group (CUG) mode. MCD reduced its requirement of TETRA from 500 handheld sets to 415 and deployed it in departments like horticulture, education, sanitation etc. and even the PA to the Commissioner; this is not in keeping with the objective of using TETRA for emergency services.
- DTC had 27 trunk radio sets and mobile phones provided to officers, central control rooms, and regional control rooms. DTC abandoned its functioning radio communication system in April 2010, replacing it with the TETRA system, and deployed its 82 sets in all depots (47), recovery vans (10), airport

express services (9), control rooms (7) inspecting staff (6) and others (3).

- The Health and Family Welfare Department had a wireless UHF based trunk radio system and a public mobile network on CUG mode for key doctors and hospital staff. They issued 83 sets to the Employee State Insurance Corporation, who sought clarification as to how the sets were to be utilised. Of the remaining 50 sets, 17 were distributed to CMOs and other officers; and 33 static terminals were kept in the emergency rooms of various hospitals.
- 170 sets were given to the officers of the Revenue Department in the Divisional Commissionerates. These include 12 sets given to the DDMA (Delhi Disaster Management Agency).

While we do not question the decision to employ TETRA for CWG-2010, the decision to extend it for legacy use for 7 years was ill-conceived, without a proper assessment of the requirements of either DP or other public agencies. Little thought was given to the task of replacing the existing networks with the TETRA (since no interconnection was permitted by the DOT between the TETRA network and other networks).

Post-CWG-2010, most of these expensive TETRA sets (at monthly rentals ranging from Rs. 2168 to Rs. 2365 / month) are, in effect, no more than mobile phones and are not being properly used for the underlying objective of mission-critical communications services for public security/ safety, emergency response and other allied public services.

26.1.5 Utilisation of TETRA during CWG-2010

We found that the implementation of the TETRA could be completed only by mid-September 2010, but its utilisation had not stabilized by the time of the Games due to insufficient time for familiarisation. We also found that the largest TETRA users during the CWG-2010 period – DP - were unable to use it due to poor signal quality, while the OC could not produce sufficient evidence of usage:

- DP, which held 38 per cent of the sets during CWG –2010 and 79 per cent for legacy use, conveyed its dissatisfaction with the signal quality inside the buildings and underground after surveying the venues and other areas during CWG-2010, as detailed in **Annexe 26.1**. The Special Commissioner (Intelligence and Operations) called the TETRA system a “failure” and noted that it was the existing police communication network that was utilised successfully for security related communication during the Games.
- In response to our enquiry regarding distribution of communication terminals from the OC, JDG (Network-Technology), OC could furnish details of distribution to individuals of only 150 sets and that too only at the Games Village. The details of distribution of the remaining 3071 communication terminals to the OC could not be produced, beyond a broad deployment to 25 venues.

In response, GNCTD stated that the average duration of talk time on TETRA by Delhi Police was 72 hours/ day, while it was 130 hours/ day for all Departments. This,

however, does not translate to effective and complete coverage, which was the grievance of DP.

The vendor raised a bill of Rs. 9.46 crore for the CWG-2010 period (September –October 2010), which is not justified, considering that the system was finally optimised in mid-September 2010, and pro-rata reduction should be made.

In our view, considering the detailed statistics available with the Delhi Police, payment to HCL-Motorola for the sets deployed for use of the DP for CWG 2010 should be appropriately deducted for non-performance.

26.2 Transportation services for CWG-2010

26.2.1 Introduction

GNCTD directed DTC to provide transportation services for ferrying the athletes, technical officials and media persons during the Games. The requirement of buses for ferrying in different categories was:

- 600 AC low floor buses for the athletes /Games family;
- 630 non- AC low floor buses for Delhi Police; and
- 1516 low floor (AC/Non-AC) buses to the OC for “mass Cast²”, work force/volunteers and spectators.

² Cast for Ceremonies of CWG-2010



26.2.2 Purchase of low floor buses

During 2008-09, DTC procured 2500 low floor buses (1000 AC and 1500 Non-AC) at an inordinately high price, which was reported by us in Para 5.2.6 of Report of the CAG (Civil and Commercial), GNCTD, for the year ended March 2009. We found that between September and November 2009, DTC procured additional 625 buses at the same high price, exercising an option clause, which cost the exchequer an additional Rs. 61.10 crore over the justified cost.

26.2.3 Reduced transport services prior to and during CWG-2010

We found that at the direction of the Minister of Transport (GNCTD) DTC did not deploy 382 of the new low floor AC buses (delivered in March and July 2010), till 31 August 2010 in order to ensure that these remained in “new and unused condition” for the Games. Another, 89 low floor AC

buses were also withdrawn from the active fleet between June and August 2010³ to avoid further damage to these buses, and kept idle. Together, these formed 16.44 per cent of the low floor bus fleet of the DTC and 8.33 per cent of the overall fleet.

Between September and October 2010, 1338 drivers were withdrawn from regular bus schedule, and attached to 600 buses being plied on CWG-2010 duty. We found that the average fleet utilisation per bus per day decreased from 182 kms to 168 kms during the Games period of 17 days i.e., 1 to 17 October. In addition, from 26 September 2010 to 17 October 2010, operation of 757 Private Stage Carriage (Blueline/Whiteline) buses was stopped and routes of 981 buses curtailed in the NDMC area (but not in MCD area) in view of the CWG.

³ 57 from the last week of June 2010 to 31 August 2010 and 32 from the last week of August 2010

GNCTD's reply that the buses were kept aside for various activities i.e. installation of global positioning system, Tetra, radio frequency identification tag etc. is not convincing since these activities do not require deployment of buses to be kept on hold upto five months.

Thus, public transport was greatly disrupted; inconvenience could have been reduced by showing greater empathy for the needs of the common man.

26.2.4 Incomplete implementation of LED project

We found that poor planning and lack of clarity till the late stage of award of the contract resulted in incomplete installation of LED destination boards not only prior to CWG-2010 but even till date.

- In October 2009, DTC decided to install LED Destination Boards on 1500 of its standard Buses on BOT basis in lieu of advertisement right. In November 2009, tender specifications were prepared and thereafter the issue was discussed at various levels in DTC and Transport Department GNCTD. In February 2010, Secretary cum Commissioner Transport directed (after discussion with Minister Transport) decided that the contract would be awarded on BOT basis (in lieu of advertisement rights) and DIMTS was nominated as the Bid Process Manager.
- Finally in July 2010, the contract was awarded to Castmaster Mobitec India Private Limited and letter of intent

issued in July 2010, with the stipulation of project completion within four months.

- Eventually, LED Destination Boards could be installed only in 500 buses till December 2010. As per terms of BOT contract the concessionaire was to pay Rs. 430 per bus per month in the first year; and Rs. 473 per bus per month during second year of the contract. No such monies have been received. After we raised the issue, DTC in January 2011, raised the monthly concession fee bill for 605 buses where completion certificates had been issued, and also assured that liquidated damages would be imposed on the firm.

26.2.5 Unjustified expenditure on construction of 60 Time Keeping Booths for the CWG

In December 2009, DTC Board approved construction of 26 modern design Time Keeping Booths (TKB) at important CWG locations, at an estimated cost of Rs.66.88 lakh; the number was increased to 60 at the instance of the Minister of Transport. Initially in February 2010, tenders were invited at an estimated cost of Rs. 1.48 crore; which was increased to Rs. 2.03 crore on the ground of increase in scope of the work vis. fixation of LED board and installation of advertisement boxes. Work was awarded to SMF Display System (India) Pvt. Ltd. in May 2010 with a stipulation to complete it in 120 days.



DTC's time keeping booth

We found that civil work had been completed only in respect of 48 kiosks up to 03 October 2010, before the start of CWG-2010 and electric connection had been installed only in 10 kiosks.

Time Keeping Booths have been a part of the city transport management and control system, primarily for enforcing punctuality of bus operation. The staff deployed in the TKBs regulate bus operations, curtail or divert bus operation as per requirement of public, and also disseminate bus transport related information to passengers and tourists. In our opinion, the project of construction of these kiosks at a cost of about Rs.3 lakh each all over the city appears to be an anachronism at a time when the buses are being fitted with GPS/ AVTS and the GNCTD is implementing e-governance in a big way.

26.2.6 Ad hocism in methodology adopted for construction of Bus Queue Shelters (BQs)

In a meeting held by the Chief Minister, GNCTD on 22 June 2006, it was decided to upgrade 1000-1500 BQs in the city with modern designs on Built, Operate and Transfer (BOT) basis for their upkeep and maintenance. The concessionaire would generate revenue from display of advertisements on the BQs and pay an agreed amount as Concession Fee to GNCTD. We found that for getting 1500 BQs constructed before the Games, the DTC and the Transport Department resorted to various methods, which indicated arbitrariness, adhocism and lack of clarity in implementation of such a large project. From 2006 to 2010, 4 models of construction of BQs have been followed. Yet, only 472 BQs could be completed so far.

The details of the various methods of construction and our findings thereof are given below:

Figure 26.1 — Different models of construction of BQS



May 2007	January 2010	April 2010	May 2010
<ul style="list-style-type: none"> ■ Construction of BQs on BOT model in four segments ■ only one segment of 248 BQs successfully awarded to Green Delhi Pvt. Ltd at a concession fee of Rs. 93,800 per BQs per month ■ 248 completed before CWG-2010 	<ul style="list-style-type: none"> ■ Construction of BQs from GNCTD funding by DTC in 3 packages ■ Only one package of 157 BQs successfully awarded to Ozone KLA JV for Rs. 18.98 crore ■ 99 completed before CWG-2010 	<ul style="list-style-type: none"> ■ Construction of BQs by DIMTS on BOT model on nomination basis ■ 250 BQs awarded for a concession fee of Rs. 9259 per BQs per month or 16 per cent of earning, whichever, is higher ■ 75 completed before CWG-2010 	<ul style="list-style-type: none"> ■ Construction by GNCTD funding through DIMTS ■ Contract awarded on nomination basis to DIMTS for construction of 800 BQs at a cost of Rs 97.70 crore ■ 50 completed before CWG-2010

Table 26.2 — Main findings in respect of different models of BQS construction

Model	Observations
BOT for construction of 248 BQSS awarded to Green Delhi BQS Pvt. Ltd	<ul style="list-style-type: none"> ■ Escrow account not opened by Green Delhi BQS Pvt Ltd., though contractually required; and ■ It had not paid the concession fee since March 2008 following which DTC encashed its bank guarantee on two occasions and recovered Rs. 13.31 crore. The total amount outstanding from Contractor as on 30 September 2010 was Rs.28.77 crore. ■ DTC gave advertising space on 79 BQSS covered under the BOT contract to OC, instead of offering its own BQSS. Incidentally, OC specifically asked for these by enclosing a list and DTC agreed to OC's list without making any effort to offer its own BQSS.
Construction of 157 BQSS by Ozone KLA JV	<ul style="list-style-type: none"> ■ The work could not be completed within the scheduled time of seven months and till 30 September 2010, only 99 BQSS were built; ■ DTC was losing out on the revenue that it could have earned from advertisements on these BQSS; and ■ As of November 2010, Rs. 13.62 crore had been paid to the contractor by the DTC whereas no funds have been received from the GNCTD.
Construction of 250 BQSS by DIMTS on BOT basis	<ul style="list-style-type: none"> ■ The concession fee was based on a similar contract entered by NDMC (with JC Decaux) in 2006, when reference rates of 2007 were available; ■ The concession fee fixed for DIMTS of the higher of Rs. 9259 or 16 per cent of earnings, is much lower than the BOT rate of Rs.93,800 per BQS per month fixed with Green Delhi BQS Pvt. Ltd, JC Decaux offer of Rs.21,000 and DTC's reserve price of Rs.20,000 for BOT I. ■ DIMTS had not deposited the performance security as required and the department appointed an independent engineer to review the progress of work completed by the concessionaire only in December 2010 and at the instance of Audit also directed DIMTS to pay the concession fee in respect of the 75 completed BQSS.
Construction of 800 BQS by DIMTS on nomination basis	<ul style="list-style-type: none"> ■ Contract awarded despite the Finance Department's protestations of lack of funds; ■ Mandatory contractual provisions like depositing of bank guarantee and performance security not insisted upon; ■ Department of Transport released payments of Rs. 42 crore (excluding Mobilization funds of Rs. 10 crore) on demand to DIMTS without having the detailed bills duly scrutinised by the engineer as required in the contract agreement;

Model	Observations
	<ul style="list-style-type: none"> ■ No statutory deduction on account of TDS (Rs.117.42 lakh), Worker Welfare Cess (Rs.57 lakh) were made at the time of release of funds and collected only at the instance of audit from the subsequent payment of Rs.5 crore.
	<ul style="list-style-type: none"> ■ In the absence of funds, Rs.52 crore was made available by the department from other plan schemes Major Head 5055 DD-1 (3) (1) 'Alternate mode of transport' and Major Head 5055 DD-1(1) (4) 'Purchase of land for New Bus Terminal'.

As can be concluded from above, not only did the Government lose sight of its objective of creating 1000-1500 BQs between 2007 and 2010, but, in its very belated and frantic effort in 2010 to build them before CWG-2010, failed to secure proper utilisation of public money or exploit the revenue potential of the scheme fully.

26.2.7 Award of various contracts to a DIMTS, a non-government Company on nomination basis

As is evident from the observations given in the preceding paragraphs, DIMTS has been unduly favoured, by being awarded a number of consultancy contracts on nomination basis, despite being a non Government Company. The major contracts awarded to it by DTC during 2007- 2010 are summarised below.

Table 26.3 — Award of contracts to DIMTS

Particulars of Work	Types of contract and contract value	Our Observations
Purchase of Buses	Consultancy (PMC) Rs. 1.3 crore	DIMTS could not prepare the justified price for the low floor buses, citing reasons of lack of historical data and even delayed preparation of bid documents.
LED Destination Board in Standard Buses	Consultancy (BPM) Rs 0.32 crore	DIMTS was appointed directly by Secretary cum Commissioner (Transport). When DTC refused to pay more than Rs.16 lakh for the work, the claim of DIMTS of Rs. 32 lakh was released directly by the Transport Department.
Construction of 500 BQs by DTC	Consultancy (PMC) 1.55 crore	The DTC Board had earlier decided to make DIMTS BPM only and if it was required, have a third party as PMC for transparency. However, DIMTS was appointed PMC and ex post facto approval of Board taken.

Particulars of Work	Types of contract and contract value	Our Observations
Project of Construction of 250 BQs on PPP model allotted by DoT	Construction (PPP)	Citing reason of urgency before the Games, GNCTD awarded the work of construction of 800 BQs (for Rs. 96.70 crore) from Government funding and 250 BQs on PPP model to DIMTS, with several favours/relaxations mentioned in paragraph 26.2.5. The work was, however, not completed.
Project of Construction of 800 BQs by DoT	Construction 96.70 crore	

Frequent nomination of DIMTS by GNCTD is to be viewed in the context of its legal identity. It is a joint venture of GNCTD with IDFC (a private sector company) with 50:50 share holding, and is not a Government Company as per the Companies Act, 1956 provisions. Effectively, while it is engaged on nomination basis on the justification that it is a joint venture of GNCTD with Chief Secretary, Delhi as its Chairman, it is not bound by any established Government financial procedures. Engaging DIMTS increasingly, on nomination basis tantamount to its being used as a device to circumvent government procedures and controls. Unlike Government Companies which come under the audit preview of the Comptroller and Auditor General of India, all activities of DIMTS are outside our audit purview. Hence, it is grossly irregular of GNCTD to patronise it and accord undue favours to it on the plea that it has Government investment.

We had reviewed the execution of the Bus Rapid Transit Corridor (BRTC) in paragraph 4.8 of our Audit Report on the GNCTD for the year ended March 2008. In this report, we had commented adversely on the need to hire DIMTS as supervision consultants in addition to RITES who was the Project Management Consultant and also highlighted certain instances of undue benefits to DIMTS. We had also reviewed the functioning of the Transport Department in paragraph 4.1.6 of our Audit Report on GNCTD for the year ended March 2009 wherein we had commented on the irrational rate of fees for works assigned to DIMTS, despite its being a private company. Our audits focused on the Transport Department, since DIMTS was not in within our audit purview.

26.2.8 Construction of bus parking at Ash Pond opposite Millennium Park

In October 2009, LG, Delhi on the recommendations of the Chief Secretary and the CM, GNCTD, approved the proposal to develop Athlete Bus Parking Facility at the Ash Pond opposite the Millennium Park. Thereafter, in December 2009, Transport Department sanctioned the work at an estimated cost of Rs.61 crore.

We found that DTC had not obtained the necessary approvals for the use of the land from the DDA, which was the land owning agency. The construction was in violation of the Master Plan for Delhi 2021 and the proposed⁴ Zonal plan earmarks the area as being meant for recreation (green)⁵.

In a recent reply to the Yamuna Jiye Abhiyaan and in reply to the audit observation, the Secretary-cum-Transport Commissioner stated that all the structures in the facility were semi-permanent in nature and it would be necessary to continue to use the facility so long as the Government was unable to make alternative provisions for bus parking. In December 2009, LG, Delhi directed the DDA to place the matter to change the land use of this site for Bus Depot in the Zonal Development Plan for Zone 'O' before the Authority.¹ DTC also sent a letter to DDA requesting for change in land use.

However, the fact remains that the structure is violative of the zonal plan and

⁴ Although the zonal plan has been approved, the notification is yet to be issued

⁵ Permitted recreational uses include green stretches, bio-diversity park, forest, botanical park/ herbal park, science park, theme park etc. without pucca / permanent construction

includes permanent structures like workshop, baggage scanning work, washing pit with underground tank, bituminous road, boundary wall, sub station and high mast light costing about Rs.47.90 crore.

26.2.9 Creation of Park and Ride facility at Safdarjung Airport by NDMC

In August, 2009, NDMC proposed the creation of a Park and Ride and holding facility at Safdarjung Airport, as per the approved traffic plan for CWG-2010. The facility was to cater to the traffic during CWG-2010 events at JLN stadium and thereafter be dismantled. In October 2009, while approving the proposal for Rs. 31.25 crore, EFC advised the dismantling of assets should be kept at minimum.

- Of the expenditure of Rs. 39.11 crore incurred on creating the facility, Rs. 24.93 crore was on assets some of which have been dismantled and others to be eventually dismantled; This is not in line with EFC approval;
- In addition pavers blocks costing Rs. 10.91 crore, that were to be dismantled and reused by DTC, have still not been removed despite repeated request of NDMC; DTC has not responded after the initial assurance of July 2010 for lifting of paver blocks;
- Signages were to be provided at an estimated cost of Rs. 2.17 crore for the Games period. Providing steel/ aluminium signages for the short duration of Games period appears to be unjustified;
- Rs. 0.13 crore were also paid to CRR and Design Action Group for consultancy services. This was

unjustified as the nature of work was laying roads and interlocking paver blocks, which are commonly executed works in Delhi and GNCTD had objected to this expenditure;

- Though the contractor (KR Anand) delayed the execution of work by 70 days, liquidated damages of Rs.0.92 crore were not levied on the plea of delay due to VVIP movements at airport; however the hindrance register showed only 5 ½ days of delay due to VVIP movements and the major reason recorded was rains. That does not hold good since the works were initially to be completed in mid- July, before the onset of monsoons;
- The contractor (M/s Fiber Fill) engaged for constructing public utility services was technically ineligible at the time of opening of financial bids. The required experience certificate was received post opening of financial bids; and other bidder (KR Anand) who was otherwise eligible, was declared ineligible; and
- DCE was engaged TPQIA on offer basis for a fee of Rs.0.38 crore, but no agreement determining its scope of work and terms of payments linked to milestones achieved by the contractors was signed. DCE was paid Rs. 3.58 lakhs in excess of 1 percent of tendered cost as sanctioned by EFC.

26.3 Power Services

26.3.1 Power Generation

The CWG period (October) was a lean season in terms of power demand in Delhi. Nevertheless, GNCTD planned to commission a new power plant at Bawana

to make available 1250 MW of power before the Games, on the grounds of increasing dependence on own generation sources from the current 17 per cent to 50 per cent. The target was however not met, as the 1500 MW Bawana gas based power project was delayed (by eight months as of October 2010, despite an expenditure of Rs.2330 crore) for the following reasons.

- After the Pragati Power Company Ltd (a GNCTD PSU) put up a proposal for the project in 2003, the Cabinet of GNCTD finally approved the setting up of the 1000 MW power plant at Bawana under government execution only in November 2006. GNCTD took over three years to decide whether the project should be Government funded, private funded or a PPP, as also whether to set up two power plants at Bawana and Pragati Maidan or a single plant at Bawana.
- The turnkey contractor, BHEL, who was awarded the work in April 2008, could not reportedly mobilise adequate resources at the site.

Consequently, the Ministry of Power allocated additional power supply of 100 MW to GNCTD for the CWG period (after taking into account internal and external sources of power) from the unallocated power of the central generating stations of the Northern Region.

26.3.2 Power Transmission

The total capacity of 220 KVA electrical substations was targeted to be increased from 6920 MVA in 2009-10 to 12,340 MVA by 2011-12. As a first priority, Delhi Transco Ltd. (DTL), a GNCTD PSU, took up projects of setting up five 220 KVA electrical sub

stations (AIIMS, Ridge Valley, Electric Lane and Masjid Moth and Airport Complex) and 7 corresponding cabling projects in south and central Delhi, to strengthen the power supply position for completion in time for the Games.

Most of these projects were awarded very late (in the second half of 2009) and could not be completed before the Games. Only two (Ridge valley and Airport complex,) out of five sub-stations were completed and two (Ridge Valley to Naraina and Bamnauli Mehrauli (LILO at Airport complex) out of seven cabling projects had been completed. Reasons given by DTL for delay included non-availability of land and permission for cutting trees from the Forest Department; clearances from GAIL and other civic agencies, unprecedented rains, traffic permissions etc. These delays, together with delayed award, made delayed completion almost inevitable.

Further, the contract award process was not transparent, as DTL had applied conditions inconsistently to award contracts to favoured parties.

- In the contract for establishing the 220 KVA sub-station at Ridge Valley, DTL

considered the cost of type test for evaluation of financial bids, but waived the type test for the L-1 bidder, Hyosung, Korea. If the type test had not been considered for evaluation of financial bids, then Areva, France would become the L-1 bidder and Hyosung L-2. DTL's claim that the type test condition was added for being applied to firms who had not supplied the equipment in India previously is not tenable since this condition should have been stated upfront in the RFP. In any case Areva, France had already supplied equipment earlier in the country.

- In the contract for the 220 KV sub-station at Airport complex, DTL included a restrictive clause in the contract stating that the completion period for the contract should be 12 months in view of CWG-2010, when the previously awarded Ridge Valley stipulated a completion time of 18 months. Accordingly, Areva was rejected as it had stated a completion period of 18 months. Here too, Hyosung was the L-1 bidder, but actually took 21 months to complete the project.