Chapter IV

Resources Deployed on Dial 100

Chapter-IV: Resources Deployed on Dial 100

Each First Response Vehicle was to be resourced with three personnel including driver and police personnel to ensure round-the clock availability of FRVs. During physical verification, we noticed that only 72 per cent of the FRVs had the requisite number of drivers and none of the FRVs had the requisite number of police personnel. The FRVs were to be equipped with Mobile Data Terminals and the personnel expected to log sequentially the events in order to provide real-time data on the Action Taken. The events were recorded sequentially only in 49 per cent of the MDTs during the period 2016-19. During physical verification audit found that 68 per cent MDTs were functional in FRVs. Other items like public announcement system, first aid box, fire extinguishers, dry cell torch and 10 metre long rope were also not found available in the FRVs as required. Integration of Dial 100 project with other emergency services have not been carried out even after lapse of more than five years.

We noted that the department instead of imposing penalty of ₹ 0.75 crore, irregularly withheld an amount of ₹ 0.90 crore from payment bills of System Integrator due to non-generation of monthly SLA reports. Before passing the monthly fuel bills, five per cent log books checked by the department were selected and submitted by the System Integrator. In our opinion this procedure is fraught with the risk of over payments to the System Integrator.

4.1   Deployment of Personnel

The System Integrator was required to provide three drivers (one driver per shift) in a day per FRV. Further, the police department was required to provide six police personnel (two per shift) in a day. We found that the deployment of personnel in FRVs fell short of these numbers. The departmental data (August 2019) showed that in 439 FRVs, one or two drivers were deployed and in 95 FRVs of 26 districts, only one Constable/Head Constable was posted for 24 hours. Audit verification (January and March 2021) of 103 FRVs in the selected eight districts revealed that three drivers (one driver per shift) were available in only 74 (72 *per cent*) FRVs and six police personnel (two police personnel per shift) were not available in any of the FRVs. The gaps in personnel deployment are shown below in Table 4.1:

Table 4.1: Deployment of personnel in FRVs for 24 hours

Sl. No.	District	No. of FRVs Verified	Staff deployment in FRVs								
			1 Driver	2 Drivers	3 Drivers	1 Police person	2 Police persons	3 Police persons	4 Police persons	5 Police persons	6 Police persons
1	Bhopal	19	0	10	9	0	17	2	0	0	0
2	Dhar	6	0	0	6	0	5	1	0	0	0
3	Gwalior	17	1	2	14	1	5	7	3	1	0
4	Indore	19	1	3	15	1	15	3	0	0	0
5	Jabalpur	19	5	5	9	3	12	4	0	0	0
6	Morena	9	0	0	9	1	4	4	0	0	0
7	Narsinghpur	7	0	0	7	0	5	2	0	0	0
8	Vidisha	7	1	1	5	2	5	0	0	0	0
	Total	**103**	**8**	**21**	**74**	**8**	**68**	**23**	**3**	**1**	**0**

We noted that while, the shortages in deployment of personnel on FRVs in Dial 100 were high in Gwalior and Indore. These districts also had posted 42 officials in Gwalior and 237 officials in Indore in Police Lines in excess of their sanctioned strength (June 2019).

The Government stated (August 2021) that some reserve force was kept for casual and accidental emergencies at reserve police lines of each district. We were assured that directions were issued to all district SPs for ensuring necessary staff in Dial 100 FRVs and regular warning letters were issued to System Integrator whenever shortfall of drivers was observed in the FRVs.

4.2   Performance of Mobile Data Terminals (MDTs) and Global Positioning System (GPS)

The following items of hardware and software were to be used in the Dial 100 System (Table 4.2):

Table 4.2: **Details of main Hardware and Software**

Category	Name of components	Purpose	Installed at
Hardware	Mobile Data Terminal (MDT)	Works as a navigator and suggests the route and provides textual information.	First Response Vehicles (FRVs)
	Global Positioning System (GPS)	Receives and transmits current positional information.	
	Voice logger (Call recorder)	Used to record audio information from telephones, radios, microphones.	
	Computer Aided Dispatch (CAD)	Comprising of call taking, dispatching and supervisory function.	
	Location Based Service (LBS)	Tracking system that uses mobile phone signal.	

Software	MP Dial 100 Dashboard	Used by the stakeholders to access/monitor the historical reports, Maps, Telephone Directory, FRV tracking etc. of the Dial 100 System.	Call centre
	Net-viewer	Gives users outside the control room an overview of the current operational status, showing active incidents and available resources.	Terminal of the officials of Police Department

4.2.1   Usage of Mobile Data Terminals (MDTs)

All FRVs were to be fitted with MDTs. The police personnel in FRVs were required to

Mobile Data Terminal (MDT)

intimate the State Police Control Room about its arrival at the place of event and about the action taken on event assigned to them through MDT. Photos, Audio-Video recording and statements of victims and witnesses etc., may be taken through MDT to attach with ATR (Action Taken Report).

Procedure of operating the MDT is envisaged in Chapter 10 of Dial 100 Handbook:

- All Events will be received by the staff attached to the FRVs by clicking "AK" button.

- The "ER" button will be clicked when FRV has been en-routed for place of event.

- The "AR" button will be clicked when FRV has arrived at the place of event.

- To close the event or transfer it to the in-charge of the Police Station clear event button is clicked.

- The staff (Two Police officials per shift) attached with FRVs will submit ATR (Action Taken Report) through MDT as per the procedure prescribed in the Handbook.

Thus, the use of MDT as required enables monitoring of response time of FRVs by supervisory officers.

Our analysis of data for the period 2016-19 revealed that MDTs are not being used as per the prescribed procedure in Dial 100 Handbook. The events were recorded sequentially only in 49 *per cent* of the MDTs during 2016-19. Activities not done through MDT are shown in Table 4.3. We also noted the significant improvement in the use of MDTs over the period,

especially since 2017. Regardless, there were 4.2 lakh events in 2019, representing *24 per cent* of the total events, in which the police personnel did not follow the steps in the prescribed sequence, which would not have been possible, if adequate controls were built into the software to prevent non-sequential operation of the MDT. Details are shown in Table 4.3.

Table 4.3: Analysis of data related to activities not done through Mobile Data Terminal

Year	Events	Not Acknowledged		Not En-routed		Not Arrived		MDT Not used	
		No.	*Per cent*	No.	*Per cent*	No.	*Per cent*	No.	*Per cent*
									(Number of events in lakh)
2016	7.8	6.3	80.8	7.0	89.7	7.3	93.6	1.1	14.1
2017	6.1	1.9	31.1	2.3	37.7	2.5	41.0	0.7	11.5
2018	16.1	5.8	36.0	6.3	39.1	7.4	46.0	0.4	2.5
2019	17.2	5.4	31.4	4.0	23.3	6.8	39.5	0.5	2.9
Total	**47.2**	**19.4**	**41.1**	**19.6**	**41.5**	**24.0**	**50.8**	**2.7**	**5.7**

(Source: Data provided by the Department)

While accepting the facts, the Government stated (August 2021) that improvement in the operation was an ongoing process and all possible steps were taken to improve the productivity of MDT device and to resolve the issues to improve the performance.

Non-functional MDTs

The System Integrator was expected to keep 98 *per cent* of the MDTs functional at all times. We noticed that in selected months (December 2016, March 2018, January 2019, and January 2020) districts police control rooms intimated the Central Control Room regarding non-functioning of 226[1] MDTs, which was further brought to the notice of the System Integrator for replacement.

Reports on establishment/installation of hardware prepared by the Project Management Consultant, revealed that during 2017-18, 39 MDTs were out of order, of which only 26 MDTs were replaced by the System Integrator. During 2018-20, instead of showing the status of non-working MDTs, only position of replaced MDTs was shown that was 249 and 222 respectively out of which 211 MDTs were defective in both years. During physical verification of 103 FRVs in eight selected districts, we found that 27 MDTs were not

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[1] 1.12.2016 to 15.12.2016 – 54 MDTs, 16.12.2016 to 31.12.2016 – 33 MDTs, 01.03.2018 to 15.03.2018- 27 MDTs, 16.03.2018 to 31.03.2018- 15 MDTs, 16.01.2019 to 31.1.2019 - 39 MDTs, 01.01.2020 to 15.01.2020 – 39 MDTs and 16.01.2020 to 31.01.2020- 19 MDTs.

functional and six MDTs were not available in the FRVs. Thus, only 68 *per cent* of the MDTs were found functional.

The Government stated (August 2021) that MDT status was monitored by the teams of the Department, Project Management Consultant and System Integrator. Based on the daily monitoring the System Integrator was intimated to replace faulty MDTs for operational improvement. Our findings showed that the mechanism could not achieve the prescribed norm of 98 *per cent*.

Recommendation 5:

The department may ensure that the FRVs are provided with manpower and fully functional equipment.

4.2.2   Global Positioning System

Global Positioning System (GPS) fitted in FRVs is configured for Data Transmission to a central computer application. GPS receiver of the vehicle transmits its current positional information. The time interval for this data transmission is as follows:

- For static vehicle - up to two minutes in urban area and up to four minutes in rural area.

- For a moving vehicle up to 30 seconds in urban and rural area.

One of the features of the GPS device was to store the GPS data up to a maximum of 12,000 logs during non-GPRS coverage area and forward the same when GPRS coverage is available. The facility also allows re-deployment of FRVs, whenever required. The Government informed us (August 2021) that due to some technical errors or faults in GPS system, the system could not show the GPS data for all FRVs available in the field. Therefore, an amount of ₹ 15.00 lakhs was kept withheld from the bills of System Integrator for non-working of GPS but no penalty was as yet levied.

4.3   Provision of equipment in FRVs

The System Integrator was required to provide, as per agreement, 1000 FRVs fitted with various equipment viz. Beacon Light and Siren, Public Address System, Automatic Vehicle Locations Systems (GPS), Basic First Aid Box, MDT, Basic Mobile Phone with SIM, SIM Card for MDT, Fire Extinguisher Set, Dry Cell Torch, necessary Tools for vehicle, 10 metre long rope, Mobile charging points, Extraction Kit and a battery pack.

Audit physically verified 103 FRVs in 8 selected districts and noticed shortage of equipment as shown in Table 4.4.

Table 4.4 : Non-availability/non-functioning of equipment in FRVs

Sl. No.	District	No. of FRVs verified	Name of components				
			PA System	Basic First Aid Box	Fire extin-guisher Set	Dry Cell Torch	10 meter long rope
1	Bhopal	19	6	17	19	16	12
2	Dhar	6	0	3	4	1	0
3	Gwalior	17	12	17	16	13	3
4	Indore	19	3	19	17	17	6
5	Jabalpur	19	2	19	17	14	16
6	Morena	9	3	9	9	6	4
7	Narshinghpur	7	1	7	7	5	5
8	Vidisha	7	1	4	6	5	2
	Total	**103**	**28**	**95**	**95**	**77**	**48**
(Nos. indicates number of FRVs)							

We noted that the District Supervisor of System Integrator and the PMC did not indicate shortage or non-functioning of components at any time to the department. The department also did not receive any feedback of the police personnel attached to the FRVs regarding non-functional components.

The Government assured us (August 2021) that instructions were issued to all the SP (Radio) to conduct field audit to verify the details of equipment of FRVs. Based on the details received from SPs, the System Integrator was instructed to fill the gaps identified.

4.4   Integration of Dial 100 project with other emergency services

Executive Summary of RFP (Second Call) envisaged a Centralised Dial 100 call centre cum command and control room for better service delivery which can be used as an incident response centre for all sorts of exigencies across the State. With the help of integration the FRVs, Riot Control Vehicle, and other teams like Quick Response Team (QRT), armed police team, Dog squad, and Mobile forensic units will be dispatched to incident location based on real time vehicle tracking and type of response required for the incident reported. These response vehicles will have seamless communication with the Command and Control Room.

We noted that above integration activities have not been carried out even after lapse of more than five years. The Government assured us (August 2021) that integration would be ensured

with all the other available emergency service providers as soon as possible to help the citizen more efficiently in any situation.

4.5 Adherence to provision of Service Level Agreement (SLA) for delivery timelines

The contract[2] envisaged that the System Integrator would install a tool which would generate all the SLA reports required for monitoring the project. We noted that the monitoring tool namely Enterprise Management System (EMS) was not able to generate monthly SLA reports from May 2019 to February 2020. The department instead of imposing penalty[3] of ₹ 0.75 crore, irregularly withheld an amount of ₹ 0.90 crore (10 lakh per month) from the payment bills of the System Integrator for the period May 2019 to January 2020. Details of the withheld amount are shown in *Appendix 4.1*.

Our findings related to Information Technology management are at *Appendix 4.2*.

4.6 Operational cost of the project

The department (March 2015) assessed the project cost to ₹ 632.94 crore for an extended period up to March 2020. Dial 100 Emergency Response System was launched on 1 November 2015. Against the budget allocation of ₹ 596.76 crore, Department incurred ₹ 534.67 crore in the implementation of Dial 100 project over the period 2013-20, at an annual operational cost of ₹ 104.3 crore during 2015-20.

The operational expenditure consists of two parts: fixed costs (₹ 68,500 per month per FRV) and variable costs (approx. ₹ 18,900 per month per FRV for fuel). Fixed cost includes FRV rent, drivers' salary, maintenance of FRV, maintenance of communication setup etc. The variable cost includes actual cost of fuel consumed during the month and telephone/mobile/data transmission bill charged by the telecom service provider. These costs— fixed and variable part —are reimbursed to the System Integrator every month on submission of bills.

System Integrator submits the monthly bills of operational expenditure to the ADGP Telecom, MP, Bhopal. The bills submitted by the System Integrator are authenticated with the help of system reports generated by the Project Management Consultant/Department. In

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2   Section 3.13 of RFP.
3   As per condition No. 3.15 of the RFP, liquidated damages (LD) may be invoked on violation of delivery timelines and would attract penalty as defined in Gazette Order Police (GOP) 126/07, which lays down penalty of 0.25 *per cent* of order value per week subject to maximum of five *per cent*.

case of deviation, a copy of the bill is sent to the district SP who will verify it with logbooks maintained by the drivers of FRVs. The logbooks are duly authenticated by the user police officer at the end of the shift daily. In addition, 50 logbooks selected and submitted by the System Integrator since June 2017, are verified centrally at Bhopal.

In our opinion, this procedure of central verification of logbooks selected by the System Integrator is fraught with the risk of over payments to the System Integrator.

This was also corroborated during our physical verification of 103 FRVs in eight selected districts where we noticed differences more than 10 Kms. in readings of milometers and logbooks of 28 (27 *per cent*) FRVs as shown below in the Table 4.5:

Table 4.5 : Differences in the readings of milometers and logbooks of FRVs

Sl. No.	Nature of Discrepancy	No. of FRVs	Range minimum to maximum (In Kms.)
1	Milometer reading in excess of more than 10 Km of logbooks	17	12-165 Km
2	Logbook readings were in excess of more than 10 Km of milometer	11	11-479 Km

Further the physical verification of FRV (IND-14) in Indore district revealed that the milometer of one FRV was not working. The milometer showed the reading of 1,45,533 kilometers and the reading of logbook showed 1,58,562 kilometers. There was a difference of 13,029 Kilometers between the milometer and the logbook readings. However, the logbook was found duly filled and signed by the FRV staff. FRV wise details are shown in *Appendix 4.3*.

The Government stated (August 2021) that as the checking of 1,000 logbooks was not possible within the payment timeline, checking of five *per cent* of the logbooks was ordered from March 2017.

However, the system is faulty and the risk must be mitigated using available technology.

4.7	Construction of Building for State level Dial 100 Central Control Room and Command Centre

Under the project, a Dial 100 Central Control Room and Command Centre having area of 25000 square feet was to be constructed. For construction of the building, ₹ 25.72 crore was transferred (during October 2014 to December 2019) to Madhya Pradesh Police Housing and Infrastructure Development Corporation (MPPHIDC). Although initially (October 2014),

the building was to be constructed at Shyamla Hills, Bhopal, the site was changed to *Bhadbhada* Road (Telecom Head quarter Premises) Bhopal. The Government stated (August 2021) that the revised location was chosen for easy access.

We further noticed that despite providing ₹ 12.10 crore during 2014-15 and 2015-16, MPPHIDC did not start construction of the building till June 2018. Thus, fund released to the tune of ₹ 12.10 crore remained idle for more than two and half years. Due to delay in construction work of the building, the Central Control cum Command Centre of Dial 100 project was operating in a temporary makeshift arrangement (Telecom Headquarter Bhopal) since inception (1 November 2015).

Photo 4.1: Temporary arrangement of call center and under construction building

The Government stated (August 2021) that the construction which was to be completed by March 2020, was interrupted due to Covid-19 epidemic.

The work was yet to be completed (August 2021).