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**STANDING COMMITTEE ON
INFORMATION TECHNOLOGY
(2009-2010)**

FIFTEENTH LOK SABHA

**MINISTRY OF COMMUNICATIONS & INFORMATION TECHNOLOGY
(DEPARTMENT OF INFORMATION TECHNOLOGY)**

[Action Taken by the Government on the Recommendations/ Observations of the Committee contained in their Third Report (Fifteenth Lok Sabha) on Demands for Grants (2009-10)]

ELEVENTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

May, 2010/ Vaisakha, 1932 (Saka)

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Presented to Lok Sabha on _____

Laid in Rajya Sabha on _____



LOK SABHA SECRETARIAT
NEW DELHI

May, 2010/ Vaisakha, 1932 (Saka)

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*Not included in the cyclostyled copy of the Report.

**COMPOSITION OF THE
STANDING COMMITTEE ON INFORMATION TECHNOLOGY (2009-2010)**

Shri Rao Inderjit Singh - Chairman

Lok Sabha

2. Shri Rajendra Agrawal
3. Shri Nikhil Kumar Choudhary
4. Shri Milind Deora
- *5. Shri Charles Dias
6. Shri Rajen Gohain
7. Smt. Darshana Jardosh
8. Shri Mithilesh Kumar
- **9. Shri Sadashivrao Dadoba Mandlik
10. Shri Inder Singh Namdhari
11. Shri Abdul Rahman
12. Shri Prem Das Rai
- #13. Shri Tufani Saroj
14. Shri Tathagata Satpathy
15. Shri Adhalrao Patil Shivaji
16. Dr. Bholu Singh
17. Shri Dhananjay Singh
18. Shri Sushil Kumar Singh
19. Shri C. Sivasami
20. Smt. M. Vijaya Shanthi
21. Shri Dharmendra Yadav

Rajya Sabha

22. Prof. Alka Balram Kshatriya
- @23. Vacant
24. Shri Jesudas Seelam
25. Shri Ravi Shankar Prasad
26. Shri Prabhat Jha
27. Shri P. Rajeeve
28. Shri Shriram Pal
29. Shri N.R. Govindarajar
30. Shri M.P. Achuthan
31. Shri Rajkumar Dhoot

SECRETARIAT

1. Shri T.K. Mukherjee - Joint Secretary
2. Smt. Sudesh Luthra - Director

** Nominated to Committee w.e.f. 10th September, 2009.

Nominated to Committee w.e.f. 13th October, 2009.

* Nominated to Committee w.e.f. 19th November, 2009.

@ Consequent upon retirement of Shri Dharampal Sabharwal from Rajya Sabha w.e.f. 9th April, 2010.

INTRODUCTION

I, the Chairman, Standing Committee on Information Technology (2009-10) having been authorized by the Committee to submit the Report on their behalf, present this Eleventh Report on Action Taken by the Government on the Observations/Recommendations of the Committee contained in their Third Report (Fifteenth Lok Sabha) on 'Demands for Grants (2009-10)' of the Ministry of Communications and Information Technology (Department of Information Technology).

2. The Third Report was presented to Lok Sabha on 17 December, 2009 and laid on the Table of Rajya Sabha on the same day. The Ministry of Communications and Information Technology (Department of Information Technology) furnished their Action Taken Notes on 8 March, 2010.

3. The Report was considered and adopted by the Committee at their sitting held on 4th May, 2010.

4. For facility of reference and convenience, Recommendations/Observations of the Committee have been printed in bold Chapter-I of the Report.

5. An analysis of Action Taken by the Government on the Recommendations/Observations contained in their Third Report (Fifteenth Lok Sabha) of the Committee is given at *Annexure*.

**New Delhi
May, 2010
vaisakha, 1932 (Saka)**

**RAO INDERJIT SINGH
Chairman
Standing Committee on
Information Technology**

REPORT

CHAPTER I

This Report of the Standing Committee on Information Technology deals with the action taken by the Government on the Recommendations/Observations of the Committee contained in their Third Report (Fifteenth Lok Sabha) on Demands for Grants (2009-10) pertaining to the Ministry of Communications and Information Technology (Department of Information Technology).

2. The Third Report was presented to Lok Sabha on 17 December, 2009 and laid on the Table of Rajya Sabha on the same day. It contained 30 Recommendations/Observations.

3. Action Taken Notes in respect of all the Recommendations/Observations contained in the Report have been received from the Ministry of Communications and Information Technology (Department of Information Technology) and these have been categorized as under:

- | | | |
|-------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------|
| (i) | Recommendations/Observations which have been accepted by the Government
Paragraph Nos:- 1,4,5,6,7,8,9,10,11,12,13,14,15, 16,17,18,20,21,24,26,27,28 & 29 | Total 23
Chapter II |
| (ii) | Recommendation/Observation which the Committee do not desire to pursue in view of the replies of the Government
Paragraph No:- 19 | Total 1
Chapter III |
| (iii) | Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee and require reiteration
Paragraph Nos:- 2,3 ,23 & 25 | Total 4
Chapter IV |
| (iv) | Recommendations/Observations in respect of which replies are of interim nature:-
Paragraph Nos:- 22 & 30 | Total 2
Chapter V |

4. The Committee also trust that utmost importance would be given to implementation of the Observations/ Recommendations accepted by the Government. In cases, where it is not possible for the Department to implement the Recommendations in letter and spirit for any reason, the matter should be reported to the Committee with reasons for non-implementation. The Committee further desire that Action Taken Notes on the Observations /Recommendations contained in Chapter - I and final action taken replies to the Recommendations contained in Chapter - V of this Report should be furnished to them at an early date.

5. The Committee will now deal with action taken by the Government on some of their recommendations.

Pendency of Utilisation Certificates and Unspent Balances

(Recommendation No. 2&3)

6. The Committee had noted that unspent balances to the tune of Rs. 983.92 crore (as on 31st March, 2009) were pending with the implementing agencies. Besides 623 Utilisation Certificates amounting to Rs. 958.3 crore were still pending with the implementing agencies. Not only that the Committee had found that out of 203 implementing agencies to whom the Outlay was released, as many as 113 agencies did not furnish the Utilisation Certificates at all. Besides, the Committee had noted from the data made available by the Department that the projection made by the Department are unrealistic. While deploring the way the schemes are being implemented, the Committee had recommended to analyse each scheme/project and take the desired corrective actions. As the various programmes/schemes are being implemented by the Line Ministries/Department and various State Governments, the Committee recommended on the need for a proactive role by the Department. The Committee also emphasised for strengthening of the monitoring mechanism.

7. The Department in the action taken reply has stated as under:-

“Projects/schemes funded by the Department of Information Technology are first considered in terms of relevance by the specific Working Group and after its recommendation, the same is considered for sanction as per the guidelines for plan schemes.

To ensure that the programmes are implemented in the right earnest, a Project Review & Steering Group (PRSG) is constituted for each of the project so that the project is enabled to achieve its objectives well in time. This mechanism is working well and is effective and will continue. The Programme Divisions have been advised to hold PRSG meetings more frequently so as to closely monitor the progress of the project.

As regards unspent balances with the grantee institutions, it is stated that subsequent release of funds to grantee institutions are made only after submission of the Utilisation Certificate (UC) for the earlier grant and after adjusting the unspent balance shown in the UC. Further, the recommendation of the PRSG for release of next installment of Grants-in-aid is also insisted upon, so as to ensure that releases are linked with the progress made in the project.

The Department has put in place a mechanism to ensure that the projects are implemented with focus by constituting Project Review & Steering Group (PRSG) for each project with focus by constituting PRSG for each project with experts from Industry, Academia, etc. The PRSG monitor the progress made the project, utilization of funds and also recommends subsequent release of funds. This mechanism is effective and will continue. The PRSGs have been strengthened by suggesting more frequent meetings so that outcomes are achieved.”

8. The Committee find that the Department seem to be contended with the existing monitoring mechanism even when balances to the tune of Rs. 983.92 crore are lying unspent with the different implementing agencies and as many as 113 agencies out of 203 implementing agencies to whom the grants were released did not furnish even the single Utilisation Certificate and the data indicated unrealistic projections. Instead of reviewing the performance of different schemes and taking the desired corrective action, the Department has reproduced the existing system of release of installments to implementing agencies. Not only that the Department has tried to emphasize that the existing mechanism is effective and will continue. The Committee express serious concern over the way the suggestions of the Committees have been dealt with. While reiterating the earlier recommendations, the Committee desire the Department to take the concrete corrective actions and apprise them accordingly.

Promotion of Electronics/IT Hardware Manufacturing

(Recommendation No. 22)

9. The Committee had noted that though Rs. 1,100 crore is the proposed allocation for promotion of Electronics / IT Hardware Manufacturing for the Eleventh Plan, only Rs. 2.30 crore were provided for this sector during the year 2009-10. During the year 2008-09 the Budgetary allocation was only for Rs. 0.80 crore against the proposed allocation of Rs. 2 crore and only Rs. 21.25 percent of the allocated Outlay (i.e. Rs. 0.17 Crore) could be utilized. While noting that the hardware industry has a tremendous potential in terms of revenue and employment generation, the Committee had strongly recommended that the Department should pay more attention to this sector and take concrete action.

10. The Department in their Action Taken Notes has stated as under:-

“The estimated growth rate projected for the year 2009-10 is 0.1 per cent lesser than the previous year, on account of global economic recession. It may be noted that five applicants in the area of Solar Photovoltaics have intimated partial financial closure more than Rs.1000 crore, only in December 2009. Further, it is anticipated that some applicants could approach DIT for disbursement of incentives after fulfilling necessary conditions of threshold investment in the remaining two years of the Eleventh Five Year Plan. In view of the above, the provision of Rs.1100 crore has been retained under the head of “Promotion of Electronics/IT Hardware Manufacturing” during the 11th Plan period. In view of the various challenges faced by the Indian electronics hardware manufacturing industry and further in the backdrop the global economic crisis, a Task Force was set up by the Department of Information Technology vide Office Order dated 11th August, 2009. The mandate given to the Task Force is to make recommendations on:

- i. Strategies to augment the growth of the IT software and IT enabled services sector in the context of global developments.
- ii Steps needed to accelerate domestic demand for (i) Electronics hardware products and (ii) IT & IT enabled services.
- iii. Steps needed to boost domestic manufacturing in Electronics hardware sector.

In order to ensure wide ranging consultations with industry including industry associations and the experts in this area as well as to ensure unfettered view it was decided that the Task Force will be purely from the industry and headed by a renowned industry leader. Accordingly, the Task Force was constituted under the Chairmanship of Shri Ajai Chowdhry, Chairman & CEO, HCL Infosystems Ltd., with Dr. Kiran Karnik, as Co-chairman.

The Task Force held wide-ranging consultations across all sectors of the industry covering the entire ecosystem. Department of Information Technology also wrote to various industry associations to provide their views and inputs to the Task Force, so as to ensure that the problems of the industry are addressed in a comprehensive manner. The Task Force submitted its report to the Department of Information Technology on December 11, 2009. The Task Force report is in three parts (i) Software and Services Sector, (ii) Electronic Systems, Design and Manufacturing Ecosystem and (iii) Strategic Electronics. The report is available on the website of DIT (<http://www.mit.gov.in>). The recommendations contained in the report are currently under examination in the Department.

11. In pursuance of the recommendation of the Committee to pay more attention to the hardware, sector the Department has stated that a Task Force was set up vide Office Order dated 11th August, 2009, which has submitted its report on 11th December, 2009. In this regard, the Committee would like to be apprised of the details as well as the status of the implementation of the recommendations made by the Task Force.

Society for Applied Microwave Electronics Engineering and Research (SAMEER)

(Recommendation No. 23)

12. The Committee while noting that the deadline for one of the important project 'Compact Antenna Test Range Facility' of the SAMEER under DIT, which was supposed to be set up by June, 2009, had been delayed by six months due to delay in procurement of special antenna and associated accessories from an agency abroad had emphasised the Department to take extra caution so that such delays do not repeat.

13. The Department in the action taken note has stated that the observation of the Committee has been noted for compliance in future.

14. The Committee during the course of examination of Demands for Grants had observed that the deadline for one of the important project 'Compact Antenna Test Range Facility' of the SAMEER, which was supposed to be set up by June, 2009 was delayed by six months. In the action taken notes submitted on 8th March, 2010 even when the extended period was over, the Department did not bother to update the status of the aforesaid project. While expressing unhappiness over the manner the Department has responded to the recommendation, the Committee would like to be apprised of the status of the project alongwith the details of the cost escalation due to delay in setting up of the aforesaid project.

Centre for Development of Advanced Computing (C-DAC)

(Recommendation No. 25)

15. The Committee had observed that Centre for Development of Advanced Computing (C-DAC) is the premier R&D organisation of the Department for carrying out research and development in IT, Electronics and associated areas. Total allocation for the entire Plan period for C-DAC is Rs. 900 crore. During the first three years of the Eleventh Plan the allocations are just for Rs. 291 crore which is almost one third of the total entire plan allocations. While taking note of the fact that the allocated Outlay was not even half of the proposed allocation, though the utilisation was more than 100 per cent the Committee had recommended that all the possible budgetary support should be provided to C-DAC so as to enable the Society to achieve excellence in various R&D initiatives in information technology.

The Committee in their earlier Reports have consistently been drawing the attention of Department towards the attrition of manpower in C-DAC. In this regard, the Committee had been apprised that the attrition rate in C-DAC in the last year was significantly lower with the implementation of the recommendations of the Sixth Pay Commission. While appreciating the position, the Committee recommended to observe the trend carefully in the coming years. The Committee had also noted that the issue of performance incentive was being taken by the Department with the Ministry of Finance. Hence, the Committee emphasised to pursue the matter further and implement it.

16. The Department in the Action Taken Reply has stated that the observations of the Committee have been noted. They also stated that the Department has been providing all possible support to C-DAC and the allocations for C-DAC has been enhanced from Rs.119 crore in BE 2009-10 to Rs.131 crore in RE 2009-10. Further, a sum of Rs.183 crore has been earmarked for C-DAC in BE 2010-11.

17. The Committee note that the Department has not responded to part recommendation of the Committee related to the outcome of the performance incentive to staff of C-DAC which was stated as being taken by the Department with the Ministry of Finance. The Committee would like to be apprised about the details in this regard.

National Informatics Centre

(Recommendation No. 30)

18. The Committee had been apprised by the Department that the proposal of NIC to provide salaries in respect of employees/post existing as on 31 March 2007 and contingency expenditure under the non-Plan budget and the development expenditure under the Plan Budget were not agreed by the Ministry of Finance. The Committee had observed that the allocations under Plan and Non-Plan head as desired by NIC would certainly help to analyze the increasing/decreasing trends of Outlay under the Plan/Non-Plan schemes clearly. As such the Committee desired the Department to place their concern in this regard before the Ministry of Finance / Planning Commission.

19. The Department in the action taken reply has stated that the concerns of the Committee would be placed before the Ministry of Finance at RE stage when the RE (Plan & Non-Plan) for 2010-11 and BE (Non-Plan) for 2011-12 is finalized.

20. The Department in the action taken reply has assured the Committee that the proposal of NIC to provide salaries in respect of employees/post existing as on 31st March, 2007 and contingency expenditure under non-Plan Budget, and the development expenditure under Plan budget, would be placed before the Ministry of Finance at RE stage. The Committee would like to be apprised about the outcome in this regard.

Chapter-II

RECOMMENDATIONS / OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Over-all Analysis of the Budgetary Allocation of The Department Of Information Technology

(Recommendation Para No. 1)

The analysis of the data with regard to the Budgetary allocations for the planned schemes of the Department of Information Technology during the first three years of the Eleventh Plan indicates that the allocations made at the Budget Estimates stage are quite lesser than the proposed allocations. This trend is applicable to all the three sectors viz. Infrastructure sector, R&D and Human Resource Development. As regards the position of allocations at RE stage, the examination of the data for the years 2007-08 and 2008-09 reveals that under the infrastructure sector, the Outlays are considerably reduced. However, under the remaining two sectors, there is slight variation at RE stage. Under R&D sector the allocations are slightly more than RE and under HRD the allocations are slightly lesser. With regard to the status of utilisation, the releases are overall satisfactory. Under the Infrastructure Sector, the major part of the allocations is for Electronic Governance. The scheme wise analysis has been done in the later part of the report. Here, the Committee would like to recommend that whatever allocations are being made at BE stage should not be reduced at RE stage particularly when the allocations are for creating critical infrastructure for the development of Information Technology in the country. Besides, there should not be gaps in the estimated and the allocated Outlay. Adequate Outlay should be provided to different schemes under the aforesaid three sectors.

Action Taken by the Government

The observations of the Committee have been noted. The Department will make all efforts so that the allocations made at BE stage may not be reduced at the RE stage. The Department projects its requirements based on the planned activities of the year. The Planning Commission, in turn, allocates resources based on overall availability position. Therefore, the gap between estimated requirement and actual allocation may vary depending upon the availability of total resources.

The following statement shows that there is marginal gap in the proposed outlay and approved outlay for 2010-11 in respect of the Infrastructure, R&D and Human Resources Development Sectors:

Sector	Outlay (Rs. in crore)	
	Proposed by DIT	Approved by Planning Commission
R&D	643.41	522.00
Infrastructure	1427.80	1179.00
Human Resource Development	128.26	124.00
TOTAL	2199.47	1825.00

Internal and External Budgetary Resources

(Recommendation Para No. 4)

The Committee note from the data made available by the Department that during the year 2008-09 under IEBR, in case of Technology Development Council, actuals are nil against the projections for Rs. 1.50 crore. In the case of Media Lab Asia, the actuals are Rs. 1.12 crore against the projections of Rs. 20 crore. There is slight shortfall in actuals in the case of Components & Material Development Programme, DOEACC. Besides, the projected IEBR during the year 2009-10 is Rs. 272.14 crore which is Rs. 60.68 crore lesser than the actual IEBR of the previous year. While justifying the reduced projections for the current year as compared to the actuals of the previous year, the Department on the one hand have stated that the projections are made by the six respective organisations, on the other hand it has been stated that the projections are fixed by the Planning Commission. Moreover, the Department are contended with the level of IEBR generation during the first two years of the Eleventh Plan, even when the actual are 2 percent lesser than the average projections made for the Eleventh Plan. The Committee do not agree with the stand of the Department while justifying the reduced IEBR. The Committee feel that the Planning Commission should fix IEBR as per the projections of the respective organisations. In view of this, the Committee strongly recommend that every effort should be made so that IEBR during the current year is not lesser than the actuals of the previous year in case of each and every organisation.

Action Taken by the Government

The recommendation of the Standing Committee was considered while making projection for IR and EBR in respect of organizations of DIT for Annual Plan 2010-11. The total projected IEBR for 2010-11 is Rs.406.61 crore against the actuals of Rs.332.82 crore for 2008-09.

Allocation of Outlay to North-Eastern areas

(Recommendation Para No. 5)

The Committee note that in case of North-Eastern areas, the percentage of expenditure as compared to RE is 88.5 per cent. Besides during the year 2008-09, no allocation was made under STPI and DOEACC. The Committee take note of the under-utilisation of the Outlay seriously and recommend that all efforts should be made to utilize the Outlay fully. On the issue of not making any allocation for STPI and DOEACC, the Committee are not satisfied with the reason furnished by the Department that it was due to overall reduction in plan allocations. The Committee feel that besides providing the mandated 10 per cent overall Outlay to North-Eastern areas, it should also be ensured that for each and every programme, the 10 per cent allocation is provided to these areas. The Committee also note that there is pendency of Utilisation Certificate in case of various North-Eastern States *viz.* Assam and Mizoram. As recommended earlier, every effort should be made so that the Outlay earmarked is utilized by the implementing agencies and the set objective of the programmes are achieved. The desired action on the suggested line should be taken and the Committee apprised accordingly.

Action Taken by the Government

The observations of the Committee have been noted. The Department has been making consistent efforts to ensure that the outlay earmarked for development of North-Eastern region is utilized by the implementing agencies to achieve the set objectives of the programmes.

In so far as providing budgetary support to STPI for setting up of STPI Centres is concerned, it may be stated that as per current policy for setting up a new STPI Centre, the State Government has to provide 3 acres of land, 10000 sq.ft. of built up space and a grant-in-aid of Rs.1 crore to STPI. DIT provides a seed capital of Rs.50 lakh to STPI for setting up a new Centre.

STPI has started supporting setting up of new Centres on their own without depending upon the financial support from DIT. STPI has so far set up its facilities in 4 locations and are operational, namely, Guwahati, Imphal, Gangtok and Shilong in the Northeastern States. Setting up of STPI center at Agartala and Aizawl have been approved and the respective State Governments are in the process of identifying the suitable land for the STPI centers.

Funds to the DOEACC Society are also released as Grant-in-aid for implementation of various projects under Manpower Development Programme being run for the benefit of the North Eastern Region. Accordingly, a sum of Rs.2 crore has been released during the year 2009-10 for its Centres located in the North Eastern Region. The budgetary support for Manpower Development in NE Region has been increased by Rs. 8 crore in RE 2009-10.

Department of Information Technology is strictly following the guidelines issued by M/o Finance for release of second or further installment from time to time. Furnishing of Utilisation Certificates (UCs) is the pre-requisite for release of further installment.

National e-Governance Programme

(Recommendation Para No. 6)

The Committee note that during each year of the Eleventh Plan the allocations made under one of the flagship programmes of the Government i.e. National e-governance Plan are lesser than the proposed allocation. The allocations are further reduced at RE stage and even the reduced allocations are not fully utilized. There is under-spending of Rs. 126.29 crore during the year 2007-08 and Rs. 3.99 crore during the year 2008-09. The allocations provided at RE stage during the year 2008-09 was 97.35 crore lesser than the RE of 2007-08. As explained earlier in Report, there are further unspent balances with the various State Governments/implementing agencies under the different programmes. All this explains the unsatisfactory implementation status of one of the most important programmes of the Government. The Committee note that the National e-Governance Plan is the major initiative of the Government for ushering e-Governance and is expected to change the entire concept and system of governance in the country. As such, there is an urgent need to analyze the performance critically and identify the weaknesses experienced in implementation of the programme. The Committee expect the Ministry to be serious in this regard and take all the corrective actions. The Committee should also be kept apprised about the corrective action taken in this regard.

Action Taken by the Government

The progress of the projects are mainly dependent on the pace of work at the State level during pre bid, post bid and during implementation phase, like submission of RFP, Publishing of RFP, Evaluation of RFP, and award of contract to the selected bidder. Any delay at any of these stages compound the overall delay in the completion time scheduled for the project. Further, Timely selection of agency/third Party for conducting Partial Acceptance (PAT), Final Acceptance Test (FAT), and timely release of funds to the PPP partner/contractor is also very important. Connectivity, power shortage in the rural areas and availability of G2C services are serious challenges that is affecting the implementation of CSC scheme.

The under – spending during the year 2007-08 was for the following reasons:

1. State Data Centre and Capacity Building Schemes were approved in January 2008. At the time of furnishing Revised Estimates based on feedback about the preparedness of States to kick start programme, financial requirement was worked out. Funds to the tune of Rs. 76.00 crore could not be released under the programme SDC as decision was taken to release only 50 per cent of funds projected earlier.

Further in respect of Capacity Building Programme, the anticipated releases to the tune of Rs. 11.00 crores could not be released as there has been delay on the part of States in sending Acceptance of Terms & Conditions and completion of other formalities like forwarding names of designated implementation agencies etc.

2. For ongoing schemes SWAN and CSC the releases anticipated could not be processed as UCs for releases made in the earlier years was not forthcoming. Infact, in few cases there has been reduction in expenditure.

There has been considerable progress in programmes SWAN(15 operationalised), SDC(Three States have signed the contract, CSC (60837 CSCs rolled out in 27 States) and Capacity Building(Setting up of State e-Governance Mission Team(SeMT) in 22 States/UTs.)

For ensuring timely action the following mechanism is in place

- a) DIT participating in State Level Monitoring Committees.
- b) Regular interaction and issuing of advisory notes to States for expediting the processes of implementation.
- c) Escalation of problem areas to Chief Secretaries of States.
- d) Deputing senior Officials of DIT for targeted monitoring. These officials have been assigned the special responsibility to monitor the progress and discuss the bottlenecks for arriving at actionable points to ensure timely completion.
- e) Regional level meetings/workshops are being conducted to monitor the physical and financial progress.

Mission Mode Projects (MMP)

(Recommendation Para No. 7)

There are 27 Mission mode projects (MMPs), under National e-Governance Plan, spanning multiple backend Ministries/ Departments aimed at creating the right governance and institutional mechanisms, core infrastructure, policies & standards and the necessary legal framework for adoption of e-Governance. From the information furnished by the Department, the Committee note that only 6 MMPs are at post implementation stage. Remaining MMPs are at various stages of implementation. Even

the deadlines for the remaining MMPs are being further extended. As apprised to the Committee, the deadlines for 7 projects have further been extended. Such projects in case of which deadlines have been extended are 3 integrated projects viz. CSC, e-courts, National e-Governance Service Delivery Gateway (NSDG); 3 Central projects viz. Passport and Visa, Immigration and Central Excise and 1 State MMP viz. Police. The Committee note that various Line Ministries and State Governments are involved in Central, State and integrated MMPs. There is an urgent need to have the effective coordination with the State Governments and Line Ministries. In this regard, the Department have written to various Inter-State Councils to have e-Governance as a part of agenda item for Chief Minister's Conference. The Department have further informed that the State Governments are taking efforts to include e-Governance as a part of agenda item for CM's conference. Besides, leadership meets orientation programmes are being organized for the training of State Governments, Ministers, legislators and policy makers under NeGP. The Committee note that these are the steps in the right direction and need to be continued. The Committee would like to know about the details of the training programmes conducted so far as well as the outcome of the deliberations in the Chief Minister's conference so as to know the impact of the aforesaid mechanisms.

Action Taken by the Government

The details of the Training Programmes

- i) The programme for imparting specialized training, orientation program for SeMTs and policy and decision makers under the Capacity Building Scheme has been divided into two phases and both phases have been approved by the Empowered Committee for the CB Scheme. While the first phase focuses on the "Orientation/Training of SeMT and policy & decision makers", the second phase is a "Specialized Training Program".

Phase I

- a. In this regard a calendar for orientation/training for policy & decision makers named as "e-Governance Leadership Meet" has been circulated to all States/UTs for opting slots according to their convenience. The "e-Governance Leadership Meet" has already been completed in the following states:
 - i. Meghalaya
 - ii. Sikkim
 - iii. Manipur
 - iv. Orissa
 - v. Nagaland

The following states have confirmed their schedules for the "e-Governance Leadership Meet" for the month of February 2010:

- i. Bihar
- ii. West Bengal

Phase II

- b. The "Specialized Training Program" under Phase-II is a project level training program for Secretaries, Joint Secretaries, Directors, Joint Directors and other senior level officers at State HQ and District level preferably from NeGP and State MMPs; as well as Project e-Mission Team (PeMT) members. The areas covered under this training program include Government Process Reengineering, Business Models and PPP, Project Management, Change Management, Regulatory & Legal framework for e-Governance, Knowledge Management, Documentation standards & skills, Security Standards and Open Source Standards. National Institute for Smart Government (NISG) has been selected as the implementation agency for this training programme and the necessary Administrative Approval has also been issued by DIT to all States/UTs.

The outcome of the deliberations in the Chief Minister's conference

Our request to Inter -State council for including e-Governance as a part of the agenda item for CM's conference is pending. Last meeting of the Inter - State council was held in December, 2006 only. However, DIT took the initiative and organized the first meeting at the national level of the State IT Ministers on 27th October, 2009 at Vigyan Bhawan, New Delhi. The Conference focused on topical issues related to speeding-up delivery of e-Services, Institutional framework for implementation e-governance projects at state level, and speeding up of e-infrastructure required for the delivery of e-Governance. The Conference provided a unique platform to all stakeholders to discuss all issues pertaining to speeding up delivery of e-services to the common man.

e-District

(Recommendation Para No. 8)

The Committee note that e-District is one of the Central MMP. The pilot e-district projects are being implemented in 37 districts in the country. As informed by the Department, the e-district scheme has not yet been finalized because of delay in implementation of the pilot projects in 14 States. The Committee are not satisfied with the status of implementation of pilot projects. Out of the 14 States where pilot projects are being undertaken, 12 States have not furnished Utilisation Certificates for the first installment. Only in the case of Uttar Pradesh, the total approved Outlay has been released. However, UC of final installment is awaited. From the aforesaid analysis the Committee conclude that there are problems in implementation of the pilot projects. The Committee are unable to comprehend as to how much time the Department would take to launch the programme formally which is dependent on the successful implementation of the pilot projects. The Committee further note that e-district is an important MMP whose objective is to target certain high volume services delivered at the district level which are not covered by any other MMP and also to undertake backend computerisation of these services through Common Service Centres. As such all the initiatives should be taken so that the MMP is approved and implemented in full scale.

Action Taken by the Government

1. DIT is constantly monitoring the progress of the Pilot projects and there has been good progress since the status was last reported. Out of the 14 States where the eDistrict Pilot project is being implemented, the project has now gone live/ been launched in 3 States – UP, Assam and Tamil Nadu.
2. States have taken much more than the stipulated time in completing the tendering process to select the System Integrators whose main job is to develop the application and integrate with hardware, digitized data and other facilities to deliver the electronic services under eDistrict. However, States like MP, Kerala and Bihar have developed the application and the eDistrict project in these States may be launched in next 3 months. Other States like Maharashtra, West Bengal, Mizoram, Orissa and Jharkhand have recently completed the process of selection of the System Integrator. Progress is slow in Haryana, Uttarakhand and Punjab and it is being pursued with these States at the highest level. DIT is also constantly following up with the States to submit the Utilization Certificates.
3. DIT is already in the process of preparing national rollout scheme. In this context:
 - a. Senior officers of DIT have visited eDistricts of UP, Assam and Tamil Nadu in January 2010 to assess the implementation of these pilot eDistricts.
 - b. DIT has commissioned IIM Ahmadabad for baseline assessment of the services being provided at pilot eDistricts.
 - c. Learnings from the Pilot projects are being included to finalize the strategy for the national roll-out of the e-District Project. Such measures include inter-alia, preparation of common core application, empanelment of System Integrators, Standard Government Orders to enable electronic services, ensure availability of NeGP infrastructure, and provide ready templates, guidelines and processes, amongst others.

e-Bharat

(Recommendation Para No. 9)

The Committee note that e-Bharat which is expected to contribute to improve Government effectiveness, increasing fiscal revenues and reducing public procurement cost etc. is in trouble. To support the programme, Government of India have been carrying out a dialogue with World Bank for possible programme management and financial support. Following Government of India's decision, not to establish a dedicated SPV (National e-Governance Agency) a requirement insisted by World Bank earlier, the Bank advocated a newer look to be adopted inter-alia suggesting termination of the preparation of "e-Bharat" Project. With the reemphasis given by DIT to carry forward e-Bharat project, discussions with the World Bank are currently under way to explore and agree on a revised frame work and modalities for the project to be operationalised. Keeping in view the significant efforts including sizeable resources put in by DIT and other line Ministries and participating States for timely completion of project preparation activities, the Committee recommend that the issue should be pursued with World Bank so that the project is implemented with the financial support given by the World Bank.

Action Taken by the Government

Government of India has been carrying out extensive dialogue with World Bank (“the Bank”) over the last few years, for possible programme management and financial support for NeGP.

Amongst other recommendations, the Bank had earlier been highlighting the need for establishment of a dedicated Special Purpose Vehicle (SPV) for programme management of NeGP/e-Bharat. However, since formation of NeGA was not approved by GoI, the Bank intimated its intention to revise the scope of the project including a much reduced project scope and financing level.

DIT however, made it clear to the Bank that capacities required for successful implementation of e-Bharat project already exist within DIT. Consistent with program management framework as had been mutually agreed to, DIT has already established an autonomous National e-Governance Division (NeGD) within Media Lab Asia (MLAsia), which is an existing organization of DIT and a not-for-profit company established under section 25 of the Companies Act. This Division is headed by a President and CEO (at present, the Additional Secretary, DIT).

Following submissions from DIT, though no formal communication has been received from the Bank, it shared a draft revised project approach which it was contemplating to propose for e-Bharat. The revised proposal is likely to be based on programme-based” approach, which comes under the category of Development Policy Loan (DPL).

Meetings between DIT and World Bank have recently been held to discuss the proposed programmatic approach for NeGP including Development Policy Loan approach and instrument, its main components and requirements, main processing steps involved and the way forward.

Monitoring of MMPs

(Recommendation Para No. 10)

The Committee note that the Department are in the process of implementing a Project Amendment Information System (PMIS) to monitor all components of MMPs. The likely date of operationalisation of first phase according to the Department may be July, 2010. The Committee strongly recommend that the Project Amendment Information System (PMIS) should be expeditiously set up for the effective implementation of e-governance project.

Action Taken by the Government

The Project Management Information System (PMIS) would serve as central repository for the status, key milestones and achievements as well as documents for all targeted MMPs during all stages of the MMP viz. conceptualization, design and development, implementation and post-implementation. The PMIS would be web-enabled to ensure anywhere-anytime access and would generate State-specific, District-wise, Tehsil-wise, Inter-state and all India-basis MIS views/ reports.

Unique Identification Number (UID)

(Recommendation Para No. 11)

The Committee note that the project Unique Identification Number (UID) for BPL families was sanctioned on 3 March, 2006, at a total estimated Outlay of Rs. 46.70 crore to be implemented by NIC through NICSI. UID has now been set up under Planning Commission under the Chairmanship of Shri Nandan Nilekani and further approach and implementation of UID will be worked out by UIDAI. The Committee understand that the Department will provide all necessary support to UIDAI as it is one of the MMP. The Committee expect a synergistic cooperation between the Department and the UIDAI under Planning Commission, for the successful implementation of the UID project.

Action Taken by the Government

UID being one of the MMPs, DIT continues to extend all necessary support to UIDAI for the successful implementation of the UID project.

DIT has set up an institutional mechanism for evolving Standards for e-Governance. The Apex Body for standards under the Chairmanship of Secretary DIT has the mandate to approve and notify the draft recommendations of the Expert Committees/Working Groups setup to evolve standards in different areas.

In respect of Demographic data structure, the Apex Body has already approved the Metadata and Data Standards for Person Identification and Land Codification. DIT is in the process of notifying the same. With respect to Biometric standards, the Expert Committee has prepared the draft standards. These are to be further deliberated and circulated for public review.

The UIDAI was urged to leverage the considerable work done by DIT in evolving Standards in Biometric and Demographic data. In fact, the sub-committee for the Demographic Data Standards for UIDAI is chaired by AS(E-Gov),DIT. The sub-committee has given its report which adopts the GoI metadata and Data Standards.

State Wide Area Network (SWAN)

(Recommendation Para No. 12)

State Wide Area Network (SWAN) is one of the three core infrastructure components of NeGP. Under the scheme it is envisaged to provide technical and financial assistance to States for establishing SWANs from State Headquarters upto the Block level with a minimum bandwidth capacity of 2 Mbps. Even when the proposals from all the States have already been approved and total Outlay of Rs. 1964.97 crore has been sanctioned, the deadlines for implementation of SWAN in various States are continuously being extended. During the examination of Demands for Grants of 2007-08, the Committee was assured that by March, 2008, SWAN would be in place either partly or fully in at least 15 States/UTs. However, as informed during the course of examination of Demands for Grants of previous year, the SWAN could be implemented in four States only (refer Recommendation No. 9 of 58th report). There is little progress in this regard as reported during the course of examination of Demands of the current year. As of June, 2009, only 7 States/UTs have completed the SWAN implementation. Now the Committee have been apprised that SWANs are expected to be operationalised by June, 2010. With the status of implementation as given above, the Committee have still doubts about the operationalisation of SWANs by June, 2010. The Committee again express unhappiness over the deferring of the deadlines again and again by the Department. The Committee strongly recommend that all the shortcomings being experienced in the implementation of SWAN should be addressed on a priority basis particularly when delivery of services and transmission of information under some of the MMPs would also be affected due to the non-availability of connectivity with the delay in implementation of SWAN.

Action Taken by the Government

The SWAN projects are being implemented at the State/UT level under supervision of the State/UT Level Implementation Committee. Department of IT, as a Member in these Committees, regularly attend the meetings and pursue for meeting the deadlines, as indicated by the respective State/UT Implementing Agency.

With the above-mentioned monitoring mechanism, the major hurdles like site availability & preparation, connectivity issues and power problems would overcome.

Taking into consideration the status of progress of implementation in some of the States/UTs, the date of complete roll out for SWAN has now been revised to August 2010 and periodical reporting to the Cabinet Secretariat/PMO has been so revised.

The SWANs in 17 States/UTs Haryana, Himachal Pradesh, Punjab, Tamilnadu, Gujarat, Karnataka, Kerala, Jharkhand, West Bengal, Chhattisgarh, Chandigarh, Delhi, Puducherry, Tripura, Lakshadweep, Sikkim and Uttar Pradesh have been rolled out. SWANs in other States/UTs are in various stages of implementation. Implementation of

SWANs at 4 States/UTs is in advance stage, while implementation in 6 States is in progress. In 4 other States, the bid process has been initiated. RFP/BOM are under review and finalization for 2 UTs.

State Data Centres (SDCs)

(Recommendation Para No. 13&14)

The Committee note that the Scheme of State Data Centres has been identified as one of the important elements of the core infrastructure for supporting e-Governance initiative of NeGP. Pursuant to that, it was proposed to create data repositories/data centres in various States/UTs so that a common secured data storage could be maintained to serve a horde of e-Governance applications. The Scheme was approved by the Government in January, 2008 at an Outlay of Rs. 1623.20 crore. The Committee note that it has been mentioned in the Outcome Budget that the timeframe to operationalise the Data Centre which was March,2008 has now been extended to March, 2009. In the written note furnished by the Department, the targeted dates are - 3 States by March 2010, 5 States by April-June 2010 7 States by July-September, 2010 and 7 States by January-March, 2011. The Committee find that there are contradictions in the time frame with regard to operationalisation of SDC as mentioned in the Outcome Budget and in a written note. While expressing unhappiness over the way the information has been indicated in the Outcome Budget, the Committee would like the clarification of the Department in this regard.

The Committee further note that till date not even a single Data Centre could be operationalised. With the status of the things moving on, the Committee have their own doubts about the operationalisation of State Data Centres in all the States/UT's even by 2011. In light of the significance of SDCs in supporting e-governance plan, the Committee strongly recommend that all the bottlenecks being faced in implementation of Data Centres should be addressed so that these Centres are set up expeditiously.

Action Taken by the Government (13&14)

DIT agrees with the concerns expressed by the Standing Committee regarding delay in implementation of the SDCs.

The factors for delay in implementation of the SDC are directly related to the States. These are finalisation of the RFP, longer time taken for bid process management and placement of orders on the successful bidder by the States. Other connected issues

are availability of suitable site for the SDC and raw power supply provisioning which need to be ensured by the State.

Considering the urgency and importance of the SDC, the States have been now advised to expedite various activities and placement of orders on the successful bidder ensuring timely implementation of the SDC. The programme is being monitored closely with the States. Further, Project Implementation Committee has been constituted by each State/UT to monitor the progress and implementation of the Project.

DIT would like to inform that the SDC program has since progressed considerably. RFPs of 19 States viz. Orissa, Tripura, Gujarat, Maharashtra, Nagaland, West Bengal, Puducherry, Sikkim, Meghalaya, Haryana, Rajasthan, Jharkhand, Kerala, Andhra Pradesh, Uttar Pradesh, Manipur, Andaman & Nicobar Island, Tamil Nadu and Karnataka, have been approved by the DIT. Eleven States have completed the bid evaluation, out of which 3 States (Orissa, Tripura and Gujarat) have issued the award of contract to the selected bidder, 3 States (Maharashtra, Nagaland and West Bengal) have issued the LoI to the selected bidder and 5 States (Puducherry, Sikkim, Meghalaya, Haryana and Rajasthan) are in the process of issuing LoI to the selected bidder. Bid process is in progress in 4 States (Jharkhand, Kerala, Andhra Pradesh and Uttar Pradesh).

DIT would like to reiterate and assure the Standing Committee that considering the progress made, about 12-15 Data Centre shall get operationalised by December 2010 and the remaining shall get operationalised progressively during the year 2011. These projections are on realistic assessment and every effort shall be made by the DIT and followed up with the States to ensure that these timelines are met and adhered to.

Common Service Centre (CSC)

(Recommendation Para No. 15)

The Committee note that the Government approved a scheme in September 2006 for facilitating establishment of 1,00,000 broadband internet enabled Common Service Centre in the rural areas with the objective of delivering Government and private services at the doorstep of the citizen. The scheme was approved at a total cost of Rs. 5742 crore and was to be implemented on a PPP mode. The Committee note that till date around 55,000 Common Service Centres could be set up in various States. In the case of Common Service Centres also, the deadline is being extended again and again. During the course of examination of Demands for Grants of the previous year, the Committee were apprised that the scheduled date of completion was extended from 2008 to March 2009. Now the Department has informed that the deadline has again been extended to June, 2010. The Committee are unhappy to note the aforesaid state of affairs with

regard to implementation of one of the basic components of NeGP i.e. Common Service Centre which intend to provide Government services to citizens in rural areas at their doorstep. The various problems identified in this regard includes non-availability of broadband connection, non-release/delayed payment of revenue support by the States etc. The Committee feel that with regard to the issue of connectivity, the Department should coordinate with the sister Department i.e. Department of Telecom and BSNL. Besides the problems faced by the various State Governments need to be addressed in State specific manner. Proper consultations should be done and the desired action taken. The Committee should be kept apprised about the follow up action in this regard.

Action Taken by the Government

There has been slow down in the rate of rollout of CSCs across all the States primarily due to over all slowing down of the economy, financial crunch, non-availability of variety of G2C services, power and connectivity problems in the rural areas.

However with a view to expedite rollout of CSCs and address various problems, DIT is holding regular meetings with BSNL for provision of Broad Band connectivity for the CSCs, also weekly meeting is held with the SCAs at DIT reviewing status on rollout and installation of Online Monitoring Tool. In addition to this, Senior Officers of the level of Director and above have been assigned specific States for Targeted Monitoring of progress of CSCs in the States.

Wherever information is received from any of the SCAs regarding delay in payment of revenue support, the concerned State Government is requested to handle such issues of revenue support payment on priority so that SCAs do not suffer any liquidity problem. Besides DIT has also issued a policy letter procedurally simplifying release of revenue support.

In addition to above, DIT has also been holding discussion with the some the nationalized banks like State Bank of India, Punjab National Bank and United Bank of India etc to make available loans to the VLEs and also support business correspondence model for VLEs for financial inclusion penetration in rural areas.

e-Governance Societies

(Recommendation Para No. 16)

The Committee note that guidelines have been issued to all the State Governments to constitute district e-governance societies in all the districts under Chairmanship of Collector for coordinating and implementing the scheme. When asked the information about the status of constitution of these societies, the Department in the replies furnished in November, 2009 has stated that a reminder has been issued to all State IT Secretaries on 21 October, 2009 to furnish the information about the setting up

of these societies in the respective States. The Committee note that the Department felt the need of getting the status of setting up of these societies only when the issue was raised through a question during the course of examination of Demands for Grants. This clearly states the insensitive attitude of the Department towards such an important issue. The Committee feel that besides setting up various coordinating mechanisms, it is desired that these mechanisms actually work. For this, the Department has to pursue with the State Governments. The Committee strongly recommend that the information about the e-governance societies should at least now be procured from the States. Besides in case of the States where these societies could not be set up, it should be emphasized to set up the same expeditiously.

Action Taken by the Government

In response to DIT letter to all the States to form district e-governance societies in all the districts, in all about 11 States have set up the societies. These States are: Assam, Bihar, Gujarat, Haryana, Madhya Pradesh, West Bengal, Uttarakhand, Rajasthan, Himachal Pradesh, Uttar Pradesh and Maharashtra. The remaining States are being requested to assign importance to this aspect and set up e-governance societies expeditiously.

Locating CSCs in the Panchayat premises

(Recommendation Para No. 17)

The Committee are of the firm view that proper coordination with Gram Panchayats would certainly help in establishing CSCs in the rural areas. In this regard, suitable guidelines should be issued to the State Government to proper tie up with local bodies so as to facilitate speeding up roll out of the remaining CSCs.

Action Taken by the Government

All the state Governments have been requested to locate CSCs in the Panchayat premises as far as possible as this will enhance credibility and sustainability of CSCs. All the Collectors in the states/UTs have been requested to hold regular meetings with stakeholders of the scheme, identify more and more G2C services to be delivered through CSCs, advise SCAs in VLE selection and also proper location, resolve local issues in the implementation of scheme, organize seminars, awareness and sensitization programmes at the district level so as to evoke positive response that will facilitate speedy rollout and also utilisation of CSCs for various services to benefit rural masses.

Besides e-Governance societies with collector as chairman and district Panchayat raj officer as one of the members of the societies will facilitate effective coordination in

implementing various Bharat Nirman Programmes/ Flagship Schemes through integration/utilization of CSCs.

Standardisation, Testing and Quality Certification (STQC)

(Recommendation Para No. 18)

The Committee find that the Outlay provided to STQC during the year 2009-10 is Rs. 71 crore against the proposed allocation of Rs. 94 crore. The Committee note that the budgetary allocation below the proposed level may affect the expansion of test and calibration facility as per industry requirement; Procurement of software tools for mission critical projects like Defence/space; maintenance of existing equipment & software tools; Skill up gradation of technical manpower and Obtaining international accreditation for IT test laboratories. The Committee note that STQC is a major infrastructure of national importance in the field of quality assurance. Currently STQC services are being utilized by more than 10000 organisations representing the entire segment of industry, Government departments, R&D organisations etc. Not only that, during the year 2009-10, STQC is expected to generate Rs. 44 crore by providing services to the industry. In view of the importance of STQC, the Committee strongly recommend that adequate Outlay should be provided to facilitate STQC in setting up the desired infrastructure.

Action Taken by the Government

STQC had projected fund requirement of Rs.94 crore during the year 2009-10. The budget allocated was Rs.71 crore, higher than that of 2008-09 (Rs.65 crore) since the overall budget allocation of DIT itself for such activities/discipline was more or less same as that of the previous year. Considering that STQC is a major infrastructure of national importance in the field of quality assurance and calibration, more funds have been earmarked towards upgradation of infrastructure and skill development in STQC.

CYBER SECURITY

(i) Computer Emergency Response Team (CERT-In)

(Recommendation Para No. 20)

The Committee note that the problems/ incidents related to Cyber Crime are reported to CERT-In by various organisations in Government/Public Sector Banks, financial institutions and private sector/organisations. In this, regard, the Committee

learned that upto September, 2009 the CERT-In has tracked 4121 web defacement, 1724 open proxy servers, 3335096 Bot infected system, has issued one white paper, 115 vulnerability notes, 45 advisories, 20 security alerts/incident notes, and received 5864 e-mail messages and handled 6589 incidents. Noting the complexities of growing use of information technology the Committee feel that there is an urgent need to chalk out a multi pronged strategy to tackle myriad forms of Cyber Crime. The steps taken in this regard should be communicated to the Committee.

Action Taken by the Government

Steps taken by CERT-In to effectively tackle cyber crimes are:

- Amendment of the Indian IT Act 2000 to create a conducive legal environment and enhance law enforcement capabilities that can enable responsible action by the stake holders and effective prosecution.
- Developed a comprehensive crisis management plan for countering cyber attacks and cyber terrorism. The plan has been approved by the National Crisis Management Committee and is being implemented across key Central Government critical sector Ministries/Departments and all States/UTs.
- Carrying out regular cyber security drills as part of crisis management plan to counter cyber attacks and cyber terrorism with an objective to assess the ability and preparedness of organizations in Government and critical sectors to secure their IT networks & systems and resist cyber attacks.
- Development of appropriate procedure/best practices/manuals for acquiring, analyzing, preparing and presenting electronic digital evidence during investigation of cyber crimes.
- Focused training, awareness and education programmes are being conducted to Government and critical sector organizations, especially the affected organizations.
- Security alerts and advisories are being issued on a regular basis to support preventive actions at the user end.
- Information security management best practices as per international standard are being promoted for compliance within Government and critical sectors.
- Proactive scanning of approximately 150 sensitive websites for detecting malware infection and malicious links.
- Search engines of Google and Microsoft help CERT-In on daily basis with information on malicious links on the web for effective preventive actions.
- International cooperation with overseas CERTs to deal with spam and phishing activities.
- Cooperation with security vendors to deal with malware and BOT detection and mitigation actions.

(ii) Information Technology Act, 2000

(Recommendation Para No. 21)

The Committee note that DIT as well as the presiding officers of CRAT have taken intensive awareness drive to disseminate information about the provisions of IT Act, 2000. Workshops are being conducted in various parts of the country together with all Industry Associations and Computer Society of India. These workshops also provide information about the process of filing applications/petitions/appeals different provisions of the Act with the Police, Adjudicating Officer and appeal before the CRAT. Besides, many of the States have set up a Cyber Crime Cell for registering and investigating the cases under the IT Act, 2000. Indian Computer Emergency Response Team (CERT-In) is also assisting the Central Bureau of Investigation to set up a state-of-the-art lab fully equipped with the tools to train the senior officers in the area of cyber forensic. The regular training programmes are also being organized at the National Police Academy to train Police officials in the area of cyber/digital forensic. CERT-In is also conducting regular workshops to train senior police officials and judicial officers in the use of computer and cyber forensics. The Committee note that these are the steps in the right direction and need to be intensified with the proper coordination of the State Governments.

Action Taken by the Government

To intensify efforts in conducting training/workshops in computer and cyber forensics and also to cover large number of police officials and judicial officers, CERT-In has taken the following steps:

- Communication channels are being established with the judicial academics and police chiefs in all the States and Union Territories.
- Plans are being drawn up to organize in-house training workshops for police officials and judicial officers in each State or a cluster of States.
- Plans are being drawn up to create master trainers in most of the States and Union Territories to enable them to train large number of police officials and judicial officers.

DIT has established Cyber Forensic Labs for CBI and Kerala Police equipped with a large number of Cyber Forensics tools to facilitate investigation of cyber crimes effectively.

Microelectronics and Nanotechnology Development Programme

(Recommendation Para No. 24)

The Committee find that the global Market for Nanotechnology is expected to be US\$ 1 trillion by the year 2015. The Governments in other countries have been heavily funding R&D in this area for quite some time and the increasing trend in investment is expected to continue. The Department of Information Technology have allocated Rs. 250 crore for entire Eleventh Five Year Plan under this Scheme. However, the Committee are seriously concerned to observe that for last three years the Department were not able to utilize even the allocated amount. The Committee were made to understand that the target could not be fully achieved due to paucity of fund. Considering the visionary impact of Micro & Nanotechnology programme, the Committee strongly feel that the fund sought by the Department should be allocated by the Planning Commission, for the year 2009-10, to fund R&D in this area in a larger way. While recommending for higher Outlay, the Committee would like to emphasize that it should be ensured that allocations are meaningfully utilized.

Action Taken by the Government

The Department has made provision for additional grant of Rs. 44.50 crore for Microelectronics and Nanotechnology Development Programme at the RE stage during the financial year (2009-2010). This grant would be utilized meaningfully for initiating R&D projects already recommended by the Working Group on Nanotechnology consisting of subject experts.

Technology Development of Indian Language

(Recommendation Para No. 26)

The Committee note that the allocation provided under the programme during each year of Eleventh Plan is far lesser than the proposed allocation. During the year 2009-10, Rs. 8.89 crore were allocated against the proposed Outlay of Rs. 18 crore. The Committee note that the objective of TDIL is to develop information processing tools to facilitate human machine interaction in Indian languages and to create an access to multilingual knowledge resources/content as well as to promote collaborative development of futuristic technologies leading to innovative products and services. Keeping in view the fact that India is a multilingual country, there is an urgent need to provide the adequate allocation for the programme so that the benefits of technology reach to the last person of the society.

Action Taken by the Government

The observations of the Committee have been noted. The allocations for TDIL has been enhanced by Rs. 3 crores from Rs.7.89 crore to Rs.10.89 in RE 2009-10. A sum of Rs.35.00 crore has also been earmarked for TDIL in BE 2010-11.

Media Lab Asia

(Recommendation Para No. 27)

The Committee note that the Government have set up Media Lab Asia, a not-for profit organisation, to bring the benefits of the Information and Communication Technologies in the field of health care, education, livelihood generation, empowerment of the disabled and providing rural connectivity, to the common man. The Committee note that as per the directives of the Cabinet, given at the time of restructuring of MLA in May 2003, the Eleventh Plan funding was to be decided based on the recommendations of the Empowered Steering Committee constituted by the Cabinet. As informed by the Department, the approved Outlay for the Eleventh Plan is Rs. 300 crore. The Committee are concerned to note that during the first three years of Eleventh Plan only the nominal allocation could be made to MLA due to pending clearance by the Empowered Steering Committee. Almost two and a half year of the plan period was lost in getting clearance from the empowered steering Committee. The Committee are unhappy to note the aforesaid situation. Now when the clearances are in place, only Rs. 67 crore is allocated for the remaining period of Eleventh Plan, which is not proportionate to overall approved Outlay of Eleventh Plan. The Committee strongly recommend that at least now adequate allocation should be made for the remaining period of the Eleventh Plan and efforts should be made for the effective utilisation of the allocated Outlay.

Action Taken by the Government

The allocations for Media Lab Asia (MLA) for the remaining period of the XI Plan are being done as per the recommendations of the Steering Committee. MLA has identified specific areas, as per the directions of its Technology Advisory Board, to effectively utilize the grants being allocated. A total budget outlay of Rs.30.00 crore has been earmarked in BE 2010-11 for MLA which includes IEBR of Rs.20.00 crore.

Human Resource Development

(Recommendation Para No. 28)

The Committee are concerned to note that for such an important sector i.e. Human Resource Development, the Outlay provided during first three years of Eleventh Plan are far lesser than the proposed allocation. During the year 2007-08, BE was Rs. 43 crore which was increased to Rs. 50.15 crore at RE stage and the Outlay was almost fully utilized. During the year 2008-09 the Outlay was Rs. 45 crore which was 74 crore lesser than the proposed amount. The Outlay allocated for 2008-09 was also almost fully utilized. During the year 2009-10 Rs. 45 crore have again been provided. The Committee note that there is an urgent need to pay more attention for training of manpower to ensure availability of trained resources for manufacturing and service sectors of electronics and IT industry. The Committee strongly recommend that more emphasis should be given for this sector and the Outlay should commensurate with the proposed allocations for Eleventh Plan under this sector.

Action Taken by the Government

The observations of the Committee have been noted. An additional allocation of Rs.22 crore has been made in RE 2009-10 enhancing the budget provision from Rs.45 crore to Rs.67 crore. Also, a sum of Rs.113 crore has been earmarked in BE 2010-11 under Manpower Development Programme.

National Informatics Centre

(Recommendation Para No. 29)

The Committee find that the allocation provided during each year of Eleventh Plan to NIC is lesser than the proposed allocation. The difference between the proposed and allocated Outlay is increasing year after year. During the year 2008-09, Rs. 400 crore are provided against the proposed allocation of Rs. 560 crore. An additional fund of Rs. 64.08 crore was provided at RE stage. However, since the allocation was under the salary Budget, on account of revised pay and 40 per cent arrears as per the recommendations of Sixth Pay Commission, the RE 2008-09 remained at the level of BE 2008-09. The Committee are concerned to note that the activities of NIC have been hampered and had to be carried out at the reduced level. The Committee note that the National Informatics Centre (NIC) is the only organisation in the country to provide total informatics support to the Central Ministries & Departments, State Governments, District Administrations and other Government bodies. NIC in the pursuit of its objectives is playing a pivotal role in the major e-Governance initiatives at all levels of Governance and providing various

network services (WAN, MAN, LAN), Data Centres, capacity building etc. In view of the importance of the mandate given to NIC and the wide spectrum of activities it has been carrying out, the Committee emphasize that adequate allocation should be provided to NIC.

Action Taken by the Government

The observations of the Committee have been noted. A sum of Rs.700 crore has been earmarked for NIC in BE 2010-11 against Rs.550 crore for the year 2009-10.

CHAPTER –III

RECOMMENDATION / OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE REPLIES OF THE GOVERNMENT

Digital DNA Park

(Recommendation Para No. 19)

The Committee note that Digital DNA Parks were to be set up to promote BIO IT activities in the Country, generate professional manpower and R&D development in Bio-IT area. In this regard, initially Karnataka and Tamil Nadu proposed to set up Digital DNA Park. However, the projects could not be carried out due to non-availability of land. To address the problem of land acquisition the Ministry has now decided to go in for the smaller clusters of Bio IT centres instead of setting up of Bio IT Park involving large area of land. During the current Fiscal, one Bio IT Centre at Bengaluru is expected to be initiated by March, 2010. In this regard, the Committee would like to be clarified whether the Bio IT Centres now proposed would achieve the objectives of the Digital DNA Park, so as to enable the Committee to analyse the position and comment further in this regard.

Action Taken by the Government

The proposed Bio-IT Centre would help initiate the cutting edge technologies in the area of Biological Sciences. This will spur the setting up of more such Bio-IT Centres thereby leading to the objective of Digital DNA Park.

CHAPTER –IV

RECOMMENDATION / OBSERVATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND WHICH REQUIRE REITERATION

Pendency of Utilisation Certificates and Unspent Balance

(Recommendation Para No. 2)

As stated in Para No.1 the data indicates that the overall utilisation position during the first two years of the Eleventh Plan for the Plan Schemes is overall satisfactory. However, a disturbing trend noticed by the Committee is that there are huge unspent balances with the implementing agencies. The cumulative unspent balance as on 31 March, 2009 with all grantee/loanee bodies which received more than Rs. one lakh is for Rs. 983.92 crore. In spite of the efforts made by the Department to get the Utilisation Certificates from the implementing agencies, as on 3 November, 2009, out of the total sanctioned amount of Rs. 1211.8 crore, Utilisation Certificates were received in respect of only 253.4 crore. 623 Utilisation Certificates amounting to Rs. 958.3 crore are still pending with the implementing agencies. The detailed examination has further revealed that out of 203 implementing agencies to whom the Outlay was released, against as many as 113 agencies, the Utilisation Certificates for the amount received has been indicated as nil. The Department have acknowledged the fact that there may be cases where one time grant is released. The further installment cannot be released as these agencies could not utilize the first installment effectively and stopped demanding the further installments. All this clearly shows that there are serious problems in the implementation of the various planned programmes/schemes. The release of Outlay is considered as the utilisation from the Department side. All this emphasises the need for review of different schemes. The Committee deplore the way the schemes are being implemented. There is an urgent need to probe the schemes and identify the weaknesses. The Department should analyse each scheme/programme and take the desired corrective actions. The Committee should be kept apprised in this regard.

Action Taken by the Government

Projects/schemes funded by the Department of Information Technology are first considered in terms of relevance by the specific Working Group and after its recommendation, the same is considered for sanction as per the guidelines for plan schemes.

To ensure that the programmes are implemented in the right earnest, a Project Review & Steering Group (PRSG) is constituted for each of the project so that the project is enabled to achieve its objectives well in time. This mechanism is working well and is effective and will continue. The Programme Divisions have been advised to hold PRSG meetings more frequently so as to closely monitor the progress of the project.

As regards unspent balances with the grantee institutions, it is stated that subsequent release of funds to grantee institutions are made only after submission of the Utilisation Certificate (UC) for the earlier grant and after adjusting the unspent balance shown in the UC. Further, the recommendation of the PRSG for release of next installment of Grants-in-aid is also insisted upon, so as to ensure that releases are linked with the progress made in the project.

Comments of the Committee

(Please see Para No. 8 of Chapter -1)

Eleventh Five Year Plan

(Recommendation Para No.3)

The total budgetary allocation for the Eleventh Plan is for Rs. 12496 crore. The actual utilisation during the first two years of the Plan is Rs. 2768.71 crore. The BE for the third year i.e. 2009-10 is for Rs. 2530 crore. Thus, the allocations during the first three years are for Rs. 5298.71 crore which are even lesser than half of the approved Outlay of the Eleventh Plan. The Committee have further been apprised that for the remaining two years of the Plan, the Department have projected requirement of Rs. 12598.70 crore. The aforesaid scenario clearly indicates that the projections made by the Department are either not realistic or the Department are facing serious problems in the implementation of the different programmes. The Committee also find that the Eleventh Plan has laid significant emphasis on the Information Technology sector. The Committee feel that with the induction of technology, delivery of different programmes/schemes for which crores of Rupees are being allocated annually can be improved and benefits envisaged under these programmes/schemes can reach to the targeted beneficiaries. While recommending for higher Outlay for the information sector, the Committee urge that the Department should pay adequate emphasis on the implementation of the programmes. Since the programmes/schemes are being implemented by the line Ministries/Departments and various State Governments, there is an urgent need to play a proactive role by the Department. Besides, the monitoring mechanism under the

different programmes/schemes should be further strengthened. The Department should take the desired actions on the suggested lines and inform the Committee accordingly.

Action Taken by the Government

The Department has put in place a mechanism to ensure that the projects are implemented with focus by constituting Project Review & Steering Group (PRSG) for each project with focus by constituting PRSG for each project with experts from Industry, Academia, etc. The PRSG monitor the progress made the project, utilization of funds and also recommends subsequent release of funds. This mechanism is effective and will continue. The PRSGs have been strengthened by suggesting more frequent meetings so that outcomes are achieved.

Comments of the Committee

(Please see Para No. 8 of Chapter -1)

Society for Applied Microwave Electronics Engineering and Research (SAMEER)

(Recommendation No. 23)

The Committee in their earlier report were distressed to find that the deadline for one of the important project 'Compact Antenna Test Range Facility' of the SAMEER under DIT, which was supposed to be set up by June, 2009, had been delayed by six months due to delay in procurement of special antenna and associated accessories from an agency abroad. The total project cost is Rs. 18.02 crore with DIT support of Rs.12.97 crore and SAMEER contributions of Rs. 5.05 crore. The Committee wanted the Department to take extra caution so that such delays did not repeat.

Action Taken by the Government

The observation of the Committee has been noted for compliance in future.

Comments of the Committee

(Please see Para No. 14 of Chapter -1)

Centre for Development of Advanced Computing (C-DAC)

(Recommendation No. 25)

The Committee in their earlier report had observed that Centre for Development of Advanced Computing (C-DAC) is the premier R&D organisation of the Department for carrying out research and development in IT, Electronics and associated areas. Total allocation for the entire Plan period for C-DAC is Rs. 900 crore. From the data made available by the Department, the Committee also noted that the allocated Outlay was not

even half of the proposed allocation, though the utilisation was more than 100 per cent. During the first three years of the Eleventh Plan the allocations are just for Rs. 291 crore which is almost one third of the total entire plan allocations. The Committee recommended that all the possible budgetary support should be provided to C-DAC so as to enable the Society to achieve excellence in various R&D initiatives in information technology. The Committee in their earlier Reports have consistently drawing the attention of Department towards the attrition of manpower in C-DAC. In this regard, the Committee had been apprised that the attrition rate in C-DAC in the last year was significantly lower with the implementation of the recommendations of the Sixth Pay Commission. While appreciating the position, the Committee recommended for a need to be observe the trend carefully in the coming years. The Committee also noted that the issue of performance incentive is being taken by the Department with the Ministry of Finance. Hence, the Committee expressed a need for the issue to be pursued further and implemented and desired that the Committee should be kept apprised of the development in this regard.

Action Taken by the Government

The observations of the Committee have been noted. The Department has been providing all possible support to C-DAC. The allocations for C-DAC has been enhanced from Rs.119 crore in BE 2009-10 to Rs.131 crore in RE 2009-10. A sum of Rs.183 crore has been earmarked for C-DAC in BE 2010-11.

Comments of the Committee

(Please see Para No. 17 of Chapter -1)

CHAPTER –V

RECOMMENDATION / OBSERVATIONS IN RESPECT OF WHICH REPLIES ARE OF INTERIM IN NATURE

Promotion of Electronics/IT Hardware Manufacturing

(Recommendation Para No. 22)

The Committee note with concern that the Indian hardware production constitutes only around 1.4 per cent of global electronic production. The estimated growth rate projected for the year 2009-10 is 0.1 per cent lesser than the previous year which was 12.1 per cent. It has been mentioned in the Budget documents that Government of India has identified growth of electronics hardware manufacturing sector as a thrust area. Though Rs. 1,100 crore is the proposed allocation for promotion of electronics IT hardware manufacturing for the Eleventh Plan, only Rs. 2.30 crore have been provided for this sector during the year 2009-10. During the year 2008-09 the Budgetary allocation was only for Rs. 0.80 crore against the proposed allocation of Rs. 2 crore and only Rs. 21.25 percent of the allocated Outlay (i.e. Rs. 0.17 Crore) could be utilized. The Committee note that the aforesaid allocation was made particularly for meeting the requirement under Special Incentive Package Scheme (SIPS). Under this Scheme the applicants need to approach DIT for disbursement after meeting the prescribed conditions. Whereas, the Department has acclaimed that SIPS is one big programme which has brought in the special incentive package scheme for the semi-conductor which is wafer-fab and eco-system units which are the heart of the electronic sector, the fact that no applicant has so far approached DIT for reimbursement calls for review of entire Programme. The Committee are further surprised to note that even when allocation of Rs. 1100 crore during Eleventh Plan has remained under-utilized substantially out of the proposed allocation, the Department's statement that the activities related to enhanced R&D project works, augmentation of Registry technical resources and seeding of the new national IPR Institute for Semiconductor layout Designs (NISLD) are affected due to non-sufficient fund allocations and have to be deferred is not understandable. The Committee conclude from the aforesaid that sufficient attention is not being paid to one of the identified priority sector i.e. Hardware manufacturing sector. While noting that the hardware industry has a tremendous potential in terms of revenue and employment generation, the Committee strongly recommend that the Department should pay more attention to the hardware sector and take concrete action. The Committee should also be kept apprised about the initiatives taken in this regard.

Action Taken by the Government

The estimated growth rate projected for the year 2009-10 is 0.1 per cent lesser than the previous year, on account of global economic recession. It may be noted that five applicants in the area of Solar Photovoltaics have intimated partial financial closure more than Rs.1000 crore, only in December 2009. Further, it is anticipated that some applicants could approach DIT for disbursement of incentives after fulfilling necessary conditions of threshold investment in the remaining two years of the Eleventh Five Year Plan. In view of the above, the provision of Rs.1100 crore has been retained under the head of "Promotion of Electronics/IT Hardware Manufacturing" during the 11th Plan period. In view of the various challenges faced by the Indian electronics hardware manufacturing industry and further in the backdrop the global economic crisis, a Task Force was set up by the Department of Information Technology vide Office Order dated 11th August, 2009. The mandate given to the Task Force is to make recommendations on:

- i. Strategies to augment the growth of the IT software and IT enabled services sector in the context of global developments.
- ii Steps needed to accelerate domestic demand for (i) Electronics hardware products and (ii) IT & IT enabled services.
- iii. Steps needed to boost domestic manufacturing in Electronics hardware sector.

In order to ensure wide ranging consultations with industry including industry associations and the experts in this area as well as to ensure unfettered view it was decided that the Task Force will be purely from the industry and headed by a renowned industry leader. Accordingly, the Task Force was constituted under the Chairmanship of Shri Ajai Chowdhry, Chairman & CEO, HCL Infosystems Ltd., with Dr. Kiran Karnik, as Co-chairman.

The Task Force held wide-ranging consultations across all sectors of the industry covering the entire ecosystem. Department of Information Technology also wrote to various industry associations to provide their views and inputs to the Task Force, so as to ensure that the problems of the industry are addressed in a comprehensive manner. The Task Force submitted its report to the Department of Information Technology on December 11, 2009. The Task Force report is in three parts (i) Software and Services Sector, (ii) Electronic Systems, Design and Manufacturing Ecosystem and (iii) Strategic Electronics. The report is available on the website of DIT (<http://www.mit.gov.in>). The recommendations contained in the report are currently under examination in the Department.

Comments of the Committee

(Please see Para No. 11 of Chapter -1)

National Informatics Centre

(Recommendation Para No. 30)

The Committee further note that NIC has proposed to Planning Commission that the Budget for salaries in respect of employees/post existing as on 31.3.2007 and contingency expenditure should be provided under non-Plan budget and the development expenditure should be put under Plan budget. The Committee are unhappy to note that Ministry of Finance has not agreed to the proposal of NIC. The Committee find that the proposal made by NIC merits consideration and need to be implemented expeditiously. The allocations under Plan and Non-Plan head as desired by NIC would certainly help to analyze the increasing/decreasing trends of Outlay under the Plan/Non-Plan schemes clearly. The concerns of the Committee in this regard should be placed before the Ministry of Finance/Planning Commission.

Action Taken by the Government

The concerns of the Committee will be placed before the Ministry of Finance at RE stage when the RE (Plan & Non-Plan) for 2010-11 and BE (Non-Plan) for 2011-12 is finalized.

Comments of the Committee

(Please see Para No. 20 of Chapter -1)

New Delhi
May, 2010
Vaisakha, 1932 (Saka)

RAO INDERJIT SINGH
Chairman
Standing Committee on
Information Technology

**ANALYSIS OF ACTION TAKEN BY THE GOVERNMENT ON THE
RECOMMENDATIONS/ OBSERVATIONS CONTAINED IN THEIR THIRD REPORT
(FIFTEENTH LOK SABHA)**

[Vide Paragraph No.5 of Introduction]

(i)	Recommendations/Observations which have been accepted by the Government Paragraph Nos:- 1,4,5,6,7,8,9,10,11,12,13,14,15, 16,17,18,20,21,24,26,27,28 & 29	Total Percentage	23 76.17
(ii)	Recommendation/Observation which the Committee do not desire to pursue in view of the replies of the Government Paragraph No:- 19	Total Percentage	1 3.33
(iii)	Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee and require reiteration Paragraph Nos:- 2,3 ,23 & 25	Total Percentage	4 13.33
(iv)	Recommendations/Observations in respect of which replies are of interim nature:- Paragraph Nos:- 22 & 30	Total Percentage	2 6.67

**MINUTES OF THE EIGHTEENTH SITTING OF THE
STANDING COMMITTEE ON INFORMATION TECHNOLOGY (2009-10)**

The Committee sat on Tuesday, the 4th May, 2010 from 1500 hours to 1615 hours in Committee Room '62', First Floor, Parliament House, New Delhi.

P R E S E N T

Shri Rao Inderjit Singh - Chairman

Members

Lok Sabha

2. Shri Rajendra Agrawal
3. Shri Milind Deora
4. Shri Charles Dias
5. Smt. Darshana Jardosh
6. Shri Mithilesh Kumar
7. Shri Inder Singh Namdhari
8. Shri Abdul Rahman
9. Shri Prem Das Rai
10. Shri Tathagata Satpathy
11. Dr. Bholu Singh
12. Shri Dhananjay Singh
13. Shri Sushil Kumar Singh

Rajya Sabha

14. Prof. Alka Balram Kshatriya
15. Shri Jesudas Seelam
16. Shri P. Rajeeve
17. Shri M.P. Achuthan

S E C R E T A R I A T

18. Shri T. K. Mukherjee, Joint Secretary
19. Smt. Sudesh Luthra, Director

2. At the outset, the Chairman welcomed the Members to the sitting of the Committee.

3. Thereafter, the Committee took up the following Draft Reports for consideration and adopted the same without any modifications:-

- (i) Draft Report on Action Taken by the Government on the Recommendations/Observations contained in their First Report on Demands for Grants (2009-10) relating to the Ministry of Communications and Information Technology (Department of Posts).
- (ii) Draft Report on Action Taken by the Government on the Recommendations/Observations contained in their Second Report on Demands for Grants (2009-10) relating to the Ministry of Information and Broadcasting.
- (iii) Draft Report on Action Taken by the Government on the Recommendations/Observations contained in their Third Report on Demands for Grants (2009-10) relating to the Ministry of Communications and Information Technology (Department of Information Technology).
- (iv) Draft Report on Action Taken by the Government on the Recommendations/Observations contained in their Fourth Report on Demands for Grants (2009-10) relating to the Ministry of Communications and Information Technology (Department of Telecommunications).

4. The Committee, then, authorized the Chairman to finalise the above Reports and present the same to the House on a date convenient to him.

5. The Committee also decided to undertake on-the-spot study tour during the month of June, 2010.

The Committee, then, adjourned.