

## Home Department

### 2.2 Infrastructure available at police stations

*Police Station is the first contact point of people in distress with the State Government and hence the importance of efficient and effective police functioning at the Police Station level is important for building public confidence in State and creating cordial police-community relations.*

#### Highlights

- 18 out of total 195 police stations and 103 out of total 192 police posts in the State were without own buildings.

*(Paragraph: 2.2.8.1)*

- The deficiency of family accommodation for upper and lower subordinate staff ranged between 84 and 91 per cent. Against requirement of 300 barracks only 207 barracks (69 per cent) were available in the State.

*(Paragraph: 2.2.8.3)*

- The population police ratio ranged between 261 per lakh and 734 per lakh in eight test checked districts as compared to all India ratio of 140 per lakh. The deployment of police personnel to various offices/units was found without any approval from the Administrative Department.

*(Paragraph: 2.2.9)*

- There was lack of desired level of mobility in the Police Force and the shortage of light motor vehicles and motor cycles was to the extent of 53 per cent and 69 per cent respectively.

*(Paragraph: 2.2.10)*

- Allotment of fuel to vehicles at police stations was very meagre as only 13 to 22 per cent of funds allotted for the purpose were utilized on these vehicles.

*(Paragraph: 2.2.11.1)*

- Diet charges were not provided to 16 police stations/ police posts and stationery items were not provided to 80 police stations/ police posts in test checked districts.

*(Paragraphs: 2.2.11.3 and 2.2.11.5)*

#### 2.2.1 Introduction

Police Station is the first contact point of people in distress with the State Government and hence the importance of efficient and effective police functioning at the Police Station level is important for building public confidence and for creation of cordial police-community relations. Police outposts are an integral part of the police station structure, which are often non investigative units with primary function of watch and ward, patrolling and surveillance. Presently, the State has 25 Police Districts, 195

Police Stations (PS) (including two Women Police Stations one each at Srinagar and Jammu), 192 Police Posts (PP) and 109 Border Police posts.

The profile of Police system in the State relative to the overall national average as per the Bureau of Police Research and Development (BPR&D) Report-2012 is tabulated in **Table-2.2.1** below:

**Table-2.2.1**

Parameter	J&K State	All India Average	All India Range	Rank vis-a-vis other States
Population per Policeman	192	761	88 to 1187	9
Area in Sq. Kms. per Policeman	1.39	2.00	0.01 to 7.27	17
Transport Facility per 100 Policemen*	7.32	9.08	3.38 to 26.15	20
Rate of total cognizable crime**	195.30	192.2	54.70 to 515.6	19

\*Vehicles available per 100 policemen; \*\*Number of crimes per 1,00,000 population.

The average population served by 195 police stations in the State was 64,353. The 91 police stations of Jammu region, 98 police stations of Kashmir region and six police stations of Ladakh region served average population of 58,800, 70,486 and 48,415 respectively.

## 2.2.2 Organisational structure

The command and control of the J&K Police vests with the Director General of Police (DGP). The State has been divided into two Zones<sup>27</sup>, each headed by a Zonal Inspector General of Police (IGP) who is overall In-charge of law and order situation in the respective zone. The two zones are further sub-divided into seven Ranges<sup>28</sup>, each headed by an officer of the rank of a Dy. Inspector General of Police (DIG). The DIG's supervise the police administration in the Districts, each of which is headed by an officer of the rank of Superintendent of Police (SP)/ Sr. Superintendent of Police (SSP). The Jammu Region has ten Police Districts<sup>29</sup> while the Kashmir Region has fifteen (15) Police Districts<sup>30</sup>. The Districts have further been divided into Sub divisions, Police Stations and Police Posts/ Divisions. The Sub-divisions are headed by officers of the rank of Assistant/ Deputy Superintendent of Police.

## 2.2.3 Audit objectives

The performance Audit was conducted to assess whether:

- Strategic/ Annual plans for provision of infrastructure for effective policing at police station level were formulated;
- Adequate funding was made for ensuring all infrastructure facilities at the police station level;

<sup>27</sup> Jammu Zone and Kashmir Zone

<sup>28</sup> Four in Jammu Zone (Jammu-Kathua, Rajouri-Poonch, Udhampur-Reasi and Doda-Kishtwar Ranges) and three in Kashmir Zone (Central Kashmir, North Kashmir and South Kashmir Ranges)

<sup>29</sup> Jammu, Samba, Kathua, Udhampur, Reasi, Rajouri, Poonch, Doda, Kishtwar and Ramban

<sup>30</sup> Srinagar, Ganderbal, Budgam, Pulwama, Anantnag, Kulgam, Shopian, Awantipora, Baramulla, Sopore, Bandipora, Kupwara, Handwara, Leh and Kargil

- Infrastructure in the Police Stations was in accordance with the BPR&D guidelines and J&K Police Manual.

#### **2.2.4 Audit scope and methodology**

The audit was conducted between January and April 2014 by test-check of records of eight<sup>31</sup> police districts comprising 105 PSs (out of 195 PSs) and 86 PPs (out of 192 PPs), selected on random sample basis covering the period from 2009-10 to 2013-14. Of the sampled PSs and PPs, 36 PSs and 25 PPs were physically test-checked by the Audit. An entry conference was held with the Director General of Police on 17 February 2014 where, apart from the audit scope and methodology, the management issues concerning police functioning and financing were discussed. An exit conference was held with the Department on 1 September 2014 and the response of the Department has been incorporated at appropriate places.

#### **2.2.5 Audit criteria**

The Performance Audit was benchmarked against the following criteria:

- Bureau of Police Research and Development (BPR&D), Ministry of Home Affairs, GoI norms and the J&K Police Manual;
- Guidelines/ norms issued by the GoI, Ministry of Home Affairs and by the State Government; and
- Jammu and Kashmir Police Manual.

#### **Audit findings**

##### **2.2.6 Planning**

The BPR&D norms envisage preparation of Strategic Policing Plan for a five year period called 'Strategic Plan' and Annual Plans after receiving inputs on the policing needs of the districts from the District Superintendent of Police. Such planning is a pre-requisite for rational, norm-based deployment of resources, provision of infrastructural facilities and thereby effective policing.

Audit scrutiny showed that the five-year Strategic Policing Plan and the Annual Action Plans for the State as a whole, duly prioritized based on resource availability, were not prepared by the Department.

##### **2.2.7 Financial management**

**2.2.7.1** The State Police receives budgetary support from the State Government in the shape of Non-Plan assistance to meet the administrative needs of the force. The GoI also provides funds in the form of Security Related Expenditure (SRE) to cater to the internal security duty needs and under the scheme 'Modernisation of Police Force (MoPF)' by way of assistance for weaponry, equipment, construction of buildings etc. A substantial portion of SRE and MOPF are utilized by the Police Headquarters and releases to the district level units of the force were limited to material and supplies, rent, honorarium to SPOs etc.

---

<sup>31</sup> Jammu, Udhampur, Rajouri, Reasi, Srinagar, Anantnag, Baramulla and Budgam

The position of allotment of funds and expenditure incurred thereagainst during the years 2009-10 to 2013-14 is shown in **Table-2.2.2** below:

**Table-2.2.2**

(₹ in crore)

Year	Government of India			State Government		
	Releases	Expenditure	Percentage utilization of funds	Allotment	Expenditure	Percentage utilization of funds
2009-10	470.43	412.35	88	1298.17	1272.37	98
2010-11	485.94	431.73	89	1672.17	1592.07	95
2011-12	433.84	377.54	87	2356.40	2218.21	94
2012-13	432.09	347.61	80	2505.26	2454.15	98
2013-14	506.87	377.13	74	2817.21	2702.29	96

(GoI funds comprises of Security Related Expenditure (SRE) & Modernisation of Police Force (MoPF))

While the percentage of expenditure against the funds allotted by the State Government ranged between 94 and 98, the expenditure against releases made by the GoI declined from 88 per cent in 2009-10 to 74 per cent in 2013-14.

**2.2.7.2** The BPR&D guidelines envisage that the budgetary requirements of the police service as a whole need to be formulated by the Director General of Police and the District Superintendents of Police have to ensure that the financial requirements of each police station in the district are projected in the budgetary demands of the district.

It was, however, seen that inputs and requirements of police stations/ police posts had not been formally obtained while formulating budget estimates of the districts.

## 2.2.8 Infrastructure

### 2.2.8.1 Status of police station buildings

Police station building is a visible evidence of police availability in addition to being a convenient place for the police to work and for interaction with people. As per information made available to Audit, the position of police stations and police posts and status of availability of buildings for these police stations and police posts in the State at the end of March 2014 is tabulated in **Table-2.2.3** below:

**Table-2.2.3**

Number of Police stations	Number of Police posts	Police stations functioning in own buildings	Number of Police posts functioning in own buildings
195	192	177	89

As can be seen from the above Table, 18 police stations and 103 police posts in the State were without their own buildings and had been functioning in hired accommodation. Under GoI scheme “Modernization of Police Force” (MoPF<sup>32</sup>) an expenditure of ₹701.11 crore had been incurred by the Department during the period

<sup>32</sup> Scheme introduced by the GoI which was modified in 2000-01 and was extended for a period of ten years to meet the deficiencies in basic infrastructure like police stations/ police posts and police housing, modern weaponry, mobility, communication, forensic science equipment and skill up-gradation by imparting training to the manpower.

2004-14, out of which ₹394.30 crore had been incurred on construction works such as Police stations, Family quarters, Barracks and other buildings. However, an expenditure of only ₹18.10 crore (three *per cent*) was incurred on construction and repairs/ renovation of Police Stations during the period 2004-14. Audit further observed as under:

- The Police Post at Bhambla, Reasi was found (January 2014) functioning from a small private room hired by the *Munshi* of police post on personal account. Despite non-provision of proper accommodation, 22 police personnel had been shown on record as posted at this police post. The Superintendent of Police Reasi stated (January 2014) that transfer of State land at Bhambla for construction of Police Post which was under process would be taken up after availability of funds. The reply was not tenable as proper accommodation was required to be arranged for functioning of police post. The reply was, however, silent on the rationale of posting 22 personnel in a PP where the Department had not even provided proper hired accommodation.
- Two police stations namely, Rajouri and Rehmbal in Udhampur had been functioning in buildings which had been declared as unsafe and both these stations had not been included in the “up-gradation programme of police stations”. The Superintendent of Police Udhampur stated (January 2014) that the matter in this regard had already been taken up with the Police Headquarters.
- The Police station Nowgam, Srinagar accommodated in the house of a migrant was gutted in fire and thereafter, the station had been functioning from a small pre-fabricated room in the lawn of the building and arms and the detainees were being kept in the ground floor of the gutted building. The Police post Noorbagh, Srinagar had been functioning in dilapidated rented building and the police post Delina Baramulla had been functioning in a school building without basic amenities.

#### **2.2.8.2 Facilities available in police stations**

The BPR&D recommended that every police station according to its category should have enough space for carrying out various police functions. It should have an office chamber for the SHO, a reception room, interrogation room, computer room, wireless room, stores (for keeping arms and ammunition, equipment, Government properties, items seized by police), one lock-up for men and women, one reading room/ library, one rest room for officers and one rest room for HCs and constables and separate toilets for men and women. Moreover, the police station buildings should have a safe and strong boundary wall and an impressive and attractive look.

The position of infrastructure facilities available in the eight test-checked districts is depicted in **Table-2.2.4** below:

Table-2.2.4

District	Number of Police stations	Reception Room	Interrogation room	Wireless room	Rest room	Boundary wall	Separate toilets for women	Single lock up room	More than one lockup rooms
Jammu	25	07	06	18	08	18	05	08	15
Rajouri	10	02	01	04	01	06	Nil	05	05
Udhampur	09	Nil	01	07	01	07	Nil	Nil	09
Reasi	08	06	06	06	06	08	08	07	01
Srinagar	26	06	02	20	08	25	Nil	16	07
Anantnag	09	Nil	Nil	09	03	08	Nil	06	03
Baramulla	11	03	Nil	10	02	09	Nil	05	06
Budgam	07	01	02	07	Nil	07	Nil	04	03
<b>Total</b>	<b>105</b>	<b>25</b>	<b>18</b>	<b>81</b>	<b>29</b>	<b>88</b>	<b>13</b>	<b>51</b>	<b>49</b>
<b>Percentage availability</b>		<b>24</b>	<b>17</b>	<b>77</b>	<b>28</b>	<b>84</b>	<b>12</b>	<b>49</b>	<b>47</b>

(Data provided by the Department. Information in respect of two police stations of Jammu District not furnished.)

The availability of reception room, interrogation room, rest room, single lock-up room was dismal and ranged between 17 per cent and 49 per cent only. The separate toilets for women existed in only 13 (12 per cent) of the 105 Police stations and none of the PSs in six of the eight Police districts had a separate toilet for the women. It was seen that even PSs like Shergarhi, Nishat and Nowgam falling in Srinagar city/ or nearer to the city were without lock up rooms. The Superintendent of Police Srinagar stated (August 2014) that permanent lock ups had not been established in police stations Nishat and Nowgam due to establishment of these police stations in private rented accommodation and that the police station Shergarhi had been dismantled due to construction of fly over.

Audit noticed that the provision for vital infrastructure elements was not made in the Project Reports of construction of new police stations as well as up gradation of existing police stations as discussed below:

- The provision of vital infrastructural facilities such as reception room and interrogation room had not been included in the Detailed Project Reports for construction of the new Police Stations in three test-checked Police Stations.
- Records of 37 police stations upgraded (upgradation cost: ₹8.57 crore) during 2013-14 showed that up gradation works were executed without formulation of Detailed Project Reports (DPRs) and most of the expenditure was incurred on repairs, white wash, paint etc. Further, out of 26 upgraded police stations, reception rooms were constructed in six, interrogation room in one and rest rooms were constructed in four police stations. The Executive Engineer PCD (PHQ) Jammu stated (April 2014) that field engineering staff had extensively visited all the police stations to ascertain details of upgradation works and that all instructions issued by the Police Headquarter's regarding upgradation of police stations had been followed. The reply was not acceptable as these works were of repair/ renovation nature and that the BPR&D recommendations of extending space in existing police stations by 800 sq. ft. to provide infrastructural facilities were not followed.

- The physical inspection of 61 police stations/ police posts of test-checked districts showed that 39 police stations/ police posts required repairs. However, the in-charge of police stations/ police posts had never submitted proposals for such repairs to the district police offices.

The Inspector General of Police (Headquarters) stated (September 2014) during exit conference that construction work of infrastructural facilities in police stations had been taken up keeping in view the functional requirement of particular police stations which sometimes vary from place to place.

### **2.2.8.3 Family accommodation**

The National Police Commission had recommended (1977) 100 *per cent* family accommodation for all police personnel for higher order in the performance. The BPR&D recommended dwelling units for lower subordinates and upper subordinates at a rate of 500 sq. feet per unit and 950 sq. feet per unit respectively.

The position of requirement and availability of family accommodation and barracks in the State at the end of March 2014 is tabulated in **Table-2.2.5** below:

**Table-2.2.5**

Upper Subordinate Quarters (USQs)		Lower Subordinate Quarters (LSQs)		Barracks	
Requirement	Availability (percentage)	Requirement	Availability (percentage)	Requirement	Availability (percentage)
7340	1184 (16)	70320	6095 (09)	300	207 (69)

The deficiency of family accommodation for upper subordinates and lower subordinates in the State was 84 *per cent* and 91 *per cent* respectively as of March 2014.

Audit noticed that in the eight test-checked districts availability of accommodation at the Police Station level was below ten *per cent* as against a requirement of 4,982 dwelling units (LSQ: 4,446 and USQ: 536), only 362 dwelling units (7 *per cent*) were available. Further the buildings of family quarters had not been repaired/ renovated regularly. The Inspector General of Police (Headquarters) accepted (September 2014) during exit conference the deficiency of family accommodation and stated that the construction of family accommodation according to the requirement was entirely dependent on budgeting by the GoI/ State Government.

### **2.2.9 Availability and deployment of manpower**

The BPR&D recommendations envisaged that a periodic review of manpower in police stations on the basis of crime and complaints and the special needs of the particular area in respect of population and problems need to be conducted after every five years. Such review should include posting of women police officers.

Records showed that periodic review of requirement of manpower in police stations had not been conducted by the Department. The population-police ratio in test checked districts of the State was found to be significantly higher than all India ratio

of 140 per lakh sanctioned and 102 per lakh (actual)<sup>33</sup> as indicated in **Table-2.2.6** given below:

**Table-2.2.6**

District	Sanctioned Strength	Men in position	SPOs/ Ex-servicemen	Total	Population (in lakh) (2011 census)	Population-Police ratio (per lakh)
Jammu	3757	3886	1736	5622	15.26	368
Rajouri	791	1336	1385	2721	6.19	440
Udhampur	1020	922	674	1596	5.55	288
Reasi	1720	1745	566	2311	3.15	734
Srinagar	4608	4701	1078	5779	12.50	462
Anantnag	1944	1819	1109	2928	10.70	274
Baramulla	1489	1562	1177	2739	10.16	270
Budgam	1376	1340	627	1967	7.55	261

As can be seen, the effective strength of police force in the police stations/ police posts in the test-checked districts was in excess of their sanctioned strength. The actual population-police ratio was between 261 per lakh and 734 per lakh in these test-checked districts. Audit analysis of records of eight test-checked districts further showed as follows:

- As per J&K Police Manual, only serving police officers are entitled to the services of head constables and constables to work as their personal orderlies. However, in contravention, it was seen that 198 police personnel were attached with retired police officers. Further, 70 police personnel had been deployed with police/civilian officers who were posted in other districts, 180 police personnel had been deployed in the security of police officers and political leaders in excess of norms<sup>34</sup> fixed by the Security Wing of the Department and 653 police personnel had been attached with other units even outside the districts which was irregular.
- The deployment of 165 police personnel to Police Headquarter (PHQ), Zonal Police Headquarter (ZPHQ), Range Police Headquarter (RPHQ), Police Hospital, Security Wing, Traffic wing and various other units was found without any approval from the Administrative Department. Audit also noticed that four officers posted outside the State were provided with five police personnel from the staff strength of SSP Jammu. The Inspector General of Police (Headquarters) stated (September 2014) during exit conference that sufficient manpower was required for tackling the situation for building measures among the masses of Kashmir. The fact, however, remains that deployment without approval from the Competent Authority was irregular.
- 6393 police personnel (25 per cent) out of total strength of 25663 in eight test checked districts had been retained in district police lines and district police offices. Apart from this, police personnel had been attached to District police Headquarters Srinagar (131) and Reasi (70) from Armed Zone and Indian Reserve Police (IRP) despite the fact that these two districts had police personnel in excess

<sup>33</sup> Year 2011 as per BPR&D 2012

<sup>34</sup> 'Y' category: 1-4 Guards at residence and two PSOs; 'X' Category: two PSOs



of the strength. Further instances of same Government officer/ political leader having been provided police personnel from multiple district police headquarters were noticed by Audit and as many as 79 such police personnel were found deployed with 20 Government officers/ political leaders in the test-checked cases. The Inspector General of Police (Headquarters) stated (September 2014) during exit conference that steps would be taken to rationalize the deployment of police personnel keeping in view the ground situation.

### **2.2.10 Mobility**

As per suggestions of UNDP sponsored study and accepted by the Steering Committee of Ministry of Home Affairs (GoI), the requirement of vehicles was (i) three light vehicles and three motor cycles for Urban Police stations, (ii) two light vehicles and two motor cycles for Semi-Urban police stations; (iii) two light vehicles and one motor cycle for Rural police stations. The position of requirement, availability and shortfall of vehicles in police stations and police posts in the State at the end of March 2014 is given in **Table-2.2.7** below:

**Table-2.2.7**

Vehicles	Urban PS	Rural PS	Requirement	Availability	Shortage (Percentage)
LMV	40	155	430	203	227 (53)
Motor cycles			275	85	190 (69)

The above data indicates lack of desired level of mobility in the Police Force and the shortage of light vehicles and motor cycles was to the extent of 53 *per cent* and 69 *per cent* respectively. An analysis of the position of availability of mobility in police stations of eight test-checked districts showed that as against the requirement of 432 vehicles (LMV: 248 and MC: 184) as envisaged by the GoI, the 105 Police Stations (40 urban and 65 rural) in the eight districts were holding only 134 vehicles (LMV: 125 and MC: 9). Moreover, 26 PPs/ PSs were without any vehicle and 28 PPs/ PSs possessed condemned<sup>35</sup> vehicles which continued to ply on road due to non-replacement. The Inspector General of Police (Headquarters) stated (September 2014) during exit conference that mobility in the police stations was being strengthened and that 107 new vehicles had been purchased exclusively for police stations and issuance thereof was under process.

### **2.2.11 Provision of logistics and day to day running aids**

Since the Police Stations/ Posts are not authorized to operate funds, all the day to day logistics and running aids like fuel for vehicles, stationery, diet expenses, repair of vehicle and office equipment are provided by the district level Officers (SP/ SSP) who also act as DDO's. Audit observed that utilisation of maximum share of funds had been at the district headquarter level leading to deprivation of the PSs/ PPs of the requisite facilities as detailed below.

<sup>35</sup> Vehicles that have covered one lakh kilometers or eight years life whichever is later.

### 2.2.11.1 Fuel

Audit analysis of total expenditure incurred under the Object-Head of expenditure “Carriage of Constabulary (COC)” and fuel provided to the vehicles of Police stations of test-checked districts during 2009-10 to 2013-14 showed that the allotment of fuel to the vehicles of police stations was very meagre as only 13 *per cent* to 22 *per cent* of funds allotted under the head were utilized on running and maintenance of vehicles of police stations which are the main functionaries of district police.

- The issuance of fuel to vehicles of police stations and police posts of eight test-checked districts was reduced to the extent of 17 to 40 *per cent* during 2013-14 as compared to fuel issued during 2009-10, except Srinagar where the issuance of fuel had increased by 10 *per cent*. The Superintendent of Police of seven test-checked districts stated (January/ March/ April 2014) that fuel quota of police stations and police posts had been reduced due to hike in prices of petrol/ HSD and due to non-increase of allotment of funds and that the In-charge police stations were asked to curtail unnecessary movement of vehicles.
- Instead of authorising filling of fuel of vehicles from the nearby petrol pumps to reduce frequent shuttling of vehicles and resultant dead mileage, the fuel had been issued to vehicles of police stations multiple times (range from three to eight times in a month) from the authorised petrol pumps at the district police headquarters. Audit analysis of the records of 63 PSs of eight test-checked districts showed that one-third to one-fifth of fuel quota had been consumed in to and fro journeys by vehicles from PSs to petrol pumps located at respective District headquarters (distance ranging between seven to 125 Kms). Taking into account the average monthly consumption of fuel on dead mileage in test-checked districts, Audit found that 1.22 lakh<sup>36</sup> litres of fuel (cost: ₹63.67 lakh) had been consumed on dead mileage during the period 2009-14 resulting in avoidable expenditure of ₹63.67 lakh. The Inspector General of Police (Headquarters) stated (September 2014) during exit conference that directions would be issued to the District Police headquarters to allow the police stations to purchase fuel from the nearest petrol pumps to avoid such dead mileage.

### 2.2.11.2 Repair of vehicles

An analysis of the expenditure made on repair of vehicles during the years from 2009-10 to 2013-14 showed that out of ₹60.21 lakh spent by the eight test checked districts, a meager expenditure of ₹3.48 lakh (six *per cent*) had been incurred on repair of vehicles of police stations and police posts. Further in four test checked districts<sup>37</sup> an expenditure of only ₹1.12 lakh was incurred on repairs of 26 vehicles attached with the Police stations/ Police posts of these districts during the period 2009-14. The Superintendent of police Reasi, Rajouri and Udhampur stated (January/ March/ April 2014) that minor repairs of vehicles of police stations had been carried

<sup>36</sup> Calculated on the basis of Average monthly consumption of fuel i.e., 2026 litres x 12 months for five years  
<sup>37</sup> Jammu, Rajouri, Udhampur and Reasi

out locally and amount spent by the SHOs/ drivers of these vehicles had been reimbursed to them. It was further stated that major repairs of vehicles had been carried out by Police Transport workshop Jammu. The fact however, remains that 152 out of 216 vehicles of police stations/ police posts of test-checked districts had never been repaired during the period 2009-14 despite the fact that large number of vehicles allotted to police stations and police posts were very old and required frequent repairs. Further three to 19 *per cent* of the expenditure was incurred on minor repairs of vehicles of police stations of test-checked districts.

### **2.2.11.3 Diet charges**

As per the Government instructions, diet charges amounting to ₹17/- is to be provided to arrested persons spending night in police stations. The position of detained persons and diet charges reimbursed to police stations of test checked districts during 2009-10 to 2013-14 is tabulated in **Table-2.2.8** below:

**Table-2.2.8**

District	Number of Police Stations/ posts	Range of arrested persons (2009-14)	Position of Police Stations/Police Posts where diet charges were provided to the detainees					
			Never provided	Provided for				
				One year	Two years	Three years	Four years	All the five years
Jammu	25	12 to 412	08	10	06	01	Nil	Nil
Rajouri	10	77 to 1052	Nil	Nil	04	04	02	Nil
Udhampur	11	3 to 169	Nil	04	04	03	Nil	Nil
Reasi	08	Nil to 88	02	03	Nil	02	Nil	01
Srinagar	26	13 to 279	Nil	05	12	08	01	Nil
Anantnag	15	01 to 887	06	08	01	01	Nil	Nil
Baramulla	11	02 to 187	Nil	01	Nil	03	02	05
Budgam	12	42 to 1123	Nil	Nil	02	01	05	04

It may be seen that 16 police stations/ police posts had never provided diet charges to the arrested persons despite the fact that these police stations had detained persons during the period.

The Superintendent of Police Reasi, Rajouri and Udhampur, stated (January/ March/ April 2014) that the diet charges had been provided to police stations on the basis of claims of the police stations from time to time and that police stations as pointed out by audit had never submitted claims for such charges. The Superintendent of Police Srinagar, Budgam, Anantnag and Baramulla stated (March/ April 2014) that police stations as pointed out by audit had not submitted bills of diet charges and that the food had been provided to detainees from police stations mess. The fact remains that no separate requisition was made by the police stations for providing diet to the inmates and that the provision for diet existed in the annual budgetary support provided by the State Government.

### **2.2.11.4 Coal facilities for winter**

The coal facilities were to be provided in Government offices during 15<sup>th</sup> of December to 15<sup>th</sup> of February every year. Records test checked at District Police Headquarters showed that requirement of coal in police stations and police posts had

never been assessed. The position of receipt of coal in three of the eight test-checked districts and issuance of coal to field units during 2010-11 to 2013-14 is tabulated in **Table-2.2.9** below:

Table-2.2.9

Year	Opening balance of coal (In quintals)	Quantity of coal received (In quintals)	Period of receipt of coal in district Police Headquarters	Period of start of issue	Closing balance of coal
<b>Udhampur</b>					
2010-11	Nil	82	01.01.2011 to 26.02.2011	01.01.2011 to 26.02.2011	Nil
2011-12	Nil	429.10	04.01.2012 to 02.03.2012	17.01.2012 to 02.04.2012	197.70
2012-13	197.70	155.00	02.01.2013 to 08.02.2013	02.01.2013 to 15.02.2013	35.00
2013-14	35.00	80.00	08.02.2014	18.12.2013 to 13.02.2014	Nil
<b>Rajouri</b>					
2010-11	Nil	227.31	07.01.2011 to 28.01.2011	16.01.2011 to 02.02.2011	Nil
2011-12	Nil	286.80	15.01.2012 to 29.01.2012	16.01.2012 to 07.02.2012	Nil
2012-13	Nil	738.00	12.12.2012 to 08.02.2013	15.12.2012 to 06.03.2013	222.00
2013-14	222.00	Nil		21.12.2013	Nil
<b>Jammu</b>					
2010-11	Nil	21.76	06.01.2011 to 15.01.2011	10.01.2011	2.40
2011-12	2.40	120	16.01.2012	10.01.2012	18.58
2012-13	18.58	70	04.01.2013 to 14.01.2013	06.01.2013	4
2013-14	4	Nil			
<b>Total</b>		<b>2209.97</b>			

From the above, it can be seen that:

- requirement of coal was not properly assessed and allotment of coal was made on *ad hoc* basis as there had been a huge variation between quantities of coal received during 2010-11 to 2013-14. Such year-wise variation in annual receipt of coal was also noticed in other five test-checked districts which ranged between 146 and 5700 quintals.
- No coal was procured and received during the month of December and out of 2209.97 quintals of coal received between January and March during the period 2010-11 to 2013-14 by these three District police headquarters, 441 quintals of coal (20 per cent) were issued to field units after 15 February of each year. Thus, coal had not been made available in time and as such the police stations/ police posts/ police pickets were deprived of the facilities especially those situated in the winter zone.

The Inspector General of Police (Headquarters) stated (September 2014) during exit conference that the delay in procurement of coal during 2012-13 was because of the decision of the Department to procure coal of high quality directly from Coal India Limited and that the procurement during current year would be made in time due to

timely allotment of coal mine by the Coal India Limited. The fact remains that the receipt and issue of coal is to be restricted within the stipulated period as late receipt/ issue defeats the objective of providing relief to the personnel in winter season.

**2.2.11.5 Operational equipment and stationery**

Office equipment like fax, photocopier, furniture for police stations, books, shelves etc. and operational equipment like wireless communication sets, night vision devices, metal detector, bomb disposal equipment, binoculars, body protectors, bullet proof vests, tear gas etc., are essential for effective policing. The position of availability of equipment in police stations of test checked districts is tabulated in **Table-2.2.10** below:

**Table-2.2.10**

District	Number of Police Stations	No. of police stations provided with						
		Fax	Xeroxes	Night vision devices	Bomb disposal equipment	Binoculars	Body protectors	Bullet proof vests
Jammu <sup>38</sup>	25	07	07	01	Nil	02	16	16
Rajouri	10	Nil	Nil	Nil	Nil	02	02	05
Udhampur	09	04	Nil	04	Nil	05	07	09
Reasi	08	Nil	Nil	Nil	02	02	08	Nil
Srinagar	26	06	10	02	Nil	Nil	20	22
Anantnag	09	Nil	Nil	02-NF	Nil	04	04	08
Baramulla	11	04	04	Nil	Nil	Nil	04	08
Budgam	07	01	Nil	Nil	Nil	Nil	07	06

As can be seen, basic equipment had not been provided to the majority of the police stations. The life saving equipment viz., Body Protectors and Bullet Proof Vests were not available with 64 Police Stations of eight test-checked districts wherein 2865 Police personnel remained posted.

The BPR&D recommendations provide that major requirements like registers, diaries, plain paper, pen, pencil, ink and other requirements of the office should be supplied through the State supply sources. The position of issue of stationery items to police stations and police posts of test-checked district during 2010-11 to 2013-14 is given in **Table-2.2.11** below:

**Table-2.2.11**

District	Number of Police stations/ posts	Number of Police Stations/ Police Posts provided stationery for				
		Never provided	One Year	Two years	Three years	All the four years
Jammu	72	14	17	30	11	0
Rajouri	17	12	02	02	01	0
Udhampur	17	06	06	03	0	02
Reasi	19	07	08	04	0	0
Srinagar	35	30	05	0	0	0
Anantnag	17	10	03	03	01	0
Baramulla	18	0	01	05	03	09
Budgam	11	01	0	05	04	01

<sup>38</sup> Information available in respect of 23 police stations

The annual requirement of stationery items of police stations and police posts of the District had been ignored while formulating the annual requirements by the concerned Sr. Superintendent of Police of each district. It was seen in audit that majority of stationery items had been utilized in District Police Offices and stationery items had not been issued to all the police stations and police posts of the districts.

The Superintendents of Police (SSP) Reasi, Rajouri and Udhampur stated (January/ March/ April 2014) that stationery items had been provided as and when demanded by police stations. The fact, however, remains that stationery items had not been provided to police stations in a regular manner. The SSP Srinagar, Budgam, Anantnag and Baramulla stated (March/ April 2014) that stationery items could not be issued to police stations due to insufficient funds.

#### **2.2.11.6 Police computerisation**

A Common Integrated Police Application (CIPA) programme was conceptualized in the year 2004 as part of the scheme “Modernization of State Police Forces” with the aim of computerization and bringing in greater efficiency and transparency in various processes and functions at the Police Station level and to improve service delivery to the citizens. Under the Programme, hardware/ software were to be provided to the police stations.

Further, the project “Crime and Criminal Tracking Networking and Systems” (CCTNS) for creating an integrated system for enhancing the efficiency and effective policing at all levels and especially at police station level through adoption of principles of e-governance and creation of nationwide networked infrastructure for evolution of IT enabled state of the art tracking system was launched during 11<sup>th</sup> Five year plan period 2007-12.

Audit noticed that implementation of the CIPA and CCTNS programmes in police stations, which was to be completed by 2011-12, was not satisfactory as only 79<sup>39</sup> police stations had been covered under either of these programmes and 116 police stations remained uncovered (March 2014), thereby defeating the aim of computerization and bringing in greater efficiency and transparency in various processes and functions at the Police Station level and improve service delivery to the citizens.

#### **2.2.12 Other points of interest**

Some significant points noticed during audit are discussed below:

- Records showed that 14 police posts (Jammu: 07; Udhampur: 07) had been functioning for the last several years without any sanction of Government and 322 police officers/ police personnel had been deployed in these unsanctioned police posts. The Superintendent of Police Udhampur stated (April 2014) that matter had already been taken up with the Police Headquarter’s to sanction these police posts.

<sup>39</sup> 56 police stations of four districts (Jammu: 22; Udhampur: 05; Srinagar: 19 and Baramulla: 10) covered under CCTNS and 23 police stations under CIPA

- Similarly, 11 new Police posts (Thanole, Tote Sarhi, Dera Baba, Bhambla, Ahiv Khor, Shajroo, Dewal, Malikote, Dhansal, Banna and Kakryal) were sanctioned (June 2011) in District Reasi. It was seen in audit that police posts of Dera Baba, Dhansal, Banna and Malikote, had not been made functional even after a lapse of two and half years from the date of creation. Reasons for non-function of these police posts even after a lapse of two and half years were not on record. Further, records showed that six police personnel (ASI: 01; SGCT/ CT: 04; SPO: 01) had been posted in the non-functional police post at Dera Baba. The Superintendent of Police Reasi stated (January 2014) that these police posts could not be made functional due to non-availability of land/ accommodation.
- 21 police pickets had been created in Udhampur District to check militant movement in the area. It was seen in audit that all these posts had been manned by SPOs and not a single regular police personnel had been deployed in these pickets.

### **2.2.13 Conclusion**

The Department had not formulated any long and short term plans for policing in the State. BPR&D recommendations had not been implemented in the State. The working and living conditions of Police personnel in Police Stations was not upto mark as a substantial number of PSs/ PPs were without own building and lacked basic infrastructure facilities. Financial requirements of the Police Stations/ Posts had not been formally obtained while projecting budgetary proposals with the result the actual requirements of various items such as stationery, POL, repair and maintenance of vehicle and buildings and diet charges had not been fulfilled. There existed huge deficiencies in providing accommodation and the police personnel were not fully provided with operational equipment. The manpower management was not efficient as deployment of excess manpower was witnessed in the test-checked districts.

### **2.2.14 Recommendation**

The Government may consider:

- (i) enhancing basic infrastructure facilities including residential accommodation as per norms;
- (ii) improving operational deployment of Police forces to benefit the public;
- (iii) ensuring adequate provisioning of life saving equipment of Police personnel deployed at Police Stations; and
- (iv) taking effective steps to meet the basic infrastructure and day to day running needs of the Police Stations for effective service delivery.

The above findings were reported (June 2014) to the Government. Reply thereof was awaited (September 2014).