Assessment Report – Impact Assessment of the Modernization of Police Forces Scheme from the year 2000-01 to 2008-09

Bureau of Police Research and Development, Ministry of Home Affairs, Government of India

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1. Preface

The Ministry of Home Affairs, Government of India allocated funds to various States and Union Territories under the Modernization of Police Forces (MPF) Scheme, to modernize the police infrastructure for better policing and service delivery to the citizens. In order to assess the impact of MPF funds from the period 2000-01 to 2008-09, BPR&D appointed Ernst & Young to conduct an impact assessment study. As a part of the study, Ernst & Young team visited identified 8 States (Rajasthan, Chhattisgarh, Orissa, Maharashtra, Uttar Pradesh, Jammu & Kashmir, Andhra Pradesh, Assam) and 2 Union Territories (Daman and Diu, Chandigarh), between January, 2010 to March, 2010 and conducted meetings and discussions with the key stakeholders including police officials at various levels at the state, State Home Department and Finance Department.

The Assessment Report for the study provides a detailed analysis of the performance of the identified States and Union Territories, both on objective and subjective parameters, with respect to the funds release, fund utilization and its impact on the police forces. Further, it provides suggestions for the better implementation of the MPF Scheme and to reduce gaps that exist today.

We truly appreciate the opportunity to work with BPR&D and the State/UT police forces on this project and would like to thank the BPR&D team, especially **Shri. P.C. Sabarwal (**Addl. Director General, BPR&D) and **Shri. Sanjay Baniwal (**Deputy Director, BPR&D) who helped us through the entire study with required information, access to police personnel and timely guidance.

2. Executive Summary

The Ministry of Home Affairs (MHA) has been implementing the Modernization of Police Forces Scheme (MPF Scheme) since 1969-70 with the objective to meet the identified deficiencies in various aspects of police administration. The key objective of the Scheme is to reduce the dependence of the State Governments on the army and central police forces to control internal security and law and order situation by way of equipping the State Police Forces adequately and imparting the required training. The focus of the Scheme is on strengthening the police infrastructure through construction of secure police stations, equipping the police stations with the required mobility, modern weaponry, communication equipment, forensic set up and housing etc.

In order to determine the effectiveness of this scheme, an Impact assessment study was undertaken by Ernst & Young's team that visited eight States and two Union Territories namely Rajasthan, Maharashtra, Andhra Pradesh, Assam, Jammu & Kashmir, Chhattisgarh, Uttar Pradesh, Orissa, Daman & Diu and Chandigarh. As a part of these visits, detailed data collation and analysis was undertaken to conduct an in-depth assessment of the current state of implementation of the MPF Scheme. This was conducted using both open-ended and closed-ended questionnaire surveys, interviews and workshops with the planners, implementers and beneficiaries.

During the course of the visits made by the Ernst & Young team and based on the data shared by various States/UTs, the following key observations were made in regard to the various aspects of the MPF scheme such as fund allocation, fund Utilization effectiveness of the procurement, degree of responsiveness to the MPF scheme by various States/UTs.

Fund Allocation

Though the size of the funds varies from State to State but in general *(as depicted in table 1)* it was observed that the allocated funds have mostly been utilized to meet the requirements under Construction and Mobility. Among the two, a major proportion of the funds have been allocated to construction of administrative and residential buildings in order to meet the requirements of police forces of various States/UTs.

Table-I Consolidated Fund Allocation from 2000-01 to 2009-10*

Category-wise funds proportionment -Consolidated Funds-2000-01 to 2009-10

Legend:
- Construction and Upgradation
- Mobility
- Weapons
- Training
- Computerization
- Communication
- Equipment
- Forensic Science
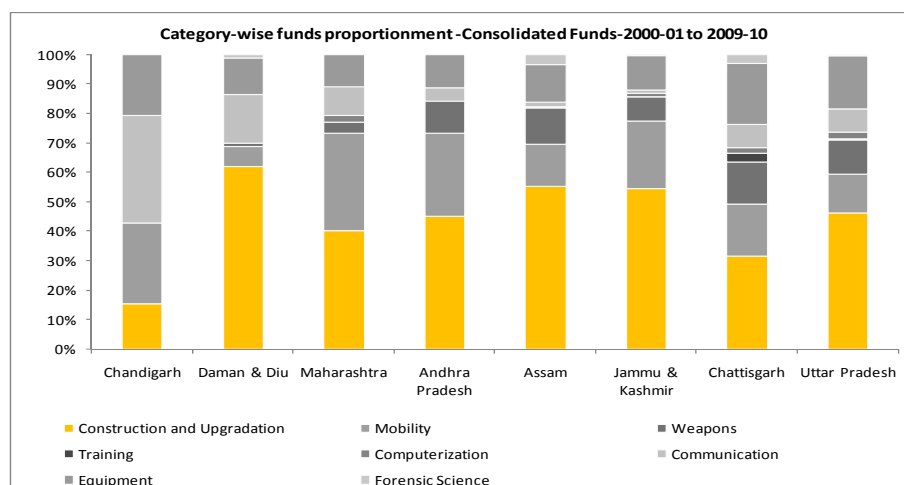
Fund Utilization

On categorizing various States and UTs as Low, medium or high based on the defined percentages for utilization of the funds it was observed that:

a) 9 out of 10 selected States and UTs fall under High category representing more than 80 percent utilization (J&K, Assam, UP)

b) 1 out of 10 selected States and UTs fall under Medium category representing more than 50 percent utilization but less than 80 percent utilization

c) No State / UT falls under the low utilization category of funds i.e. more than 0 percent utilization but less than 50 percent utilization.

Table-II Consolidated Fund Utilization from 2000-01 to 2009-10*

State/ UT	Fund Utilization Level (%)	Utilization Classification (Low/ Medium/ High)	Time period between final submission and funds release	Classification of Funds Release Efficiency (Low/ Medium/ High)
Chandigarh*	57%	Medium	7 months	Low
Daman & Diu*	96%	High	11 months	Low
Rajasthan	92%	High	3 months	High
Maharashtra	93%	High	-	-
Andhra Pradesh	92%	High	-	-
Assam	83%	High	4 months	Medium
Jammu & Kashmir	95%	High	4.5 months	Medium
Chhattisgarh	93%	High	10.5 months	Low
Uttar Pradesh	90%	High	6 months	Medium
Orissa	96%	High	-	-

(Fund Utilization Classification Key- 0-50%-Low, 50-80%-Medium, 80-100%-High)

(Funds Release Efficiency Classification Key- 7-12 months-Low, 4-6 months -Medium, 1-4 months-High)

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During the course of the study, it was also witnessed that the funds utilization has been touching almost 100 % in until it started to fall after 2005-06. In the current year i.e. 2009-10, the utilization levels could be seen at an all time low of 44%. Further, the graph below depicts the all states / UTs combined pattern of utilization of MPF funds between 2001-02 to 2009-10.
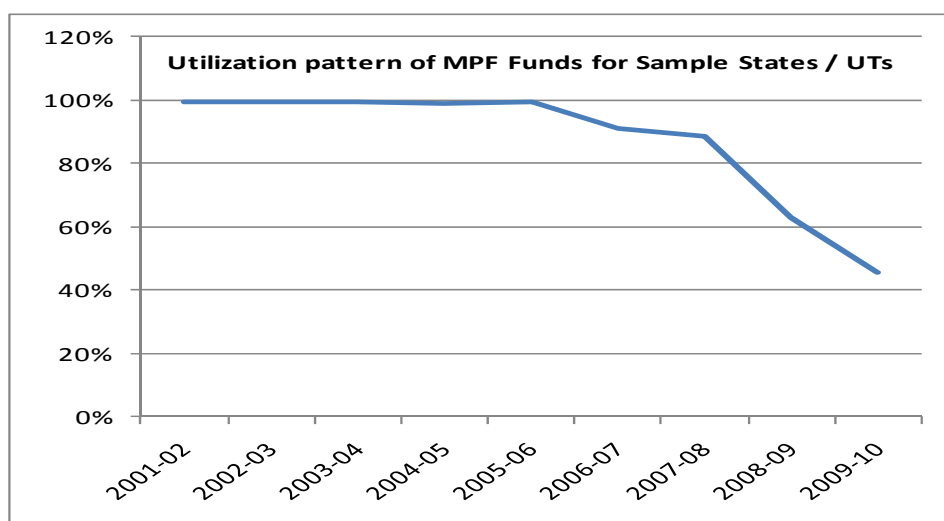
Figure: Degree of Responsiveness and Implementation and Utilization pattern from Sample Study

Effectiveness of procurement

Based on the responses obtained from the procurement divisions of various state / UT police forces, it was observed that the differences in the lead time for procurement of various items differs with each state / UT. In case of mobility, these differences ranged from 2.75 months *(approx 80 days)* in the UT of Daman & Diu to 7.5 months *(230 days)* in the State of Assam. Similar was also true for various other items procured by each state / UT under the MPF scheme. Hence, it clearly brings out the scope for improvement in the procurement processes of the police forces.

Table: Procurement Lead Times (in months)

State / UT	Construction and Upgradation	Mobility	Weapons	Communication	Equipment	Forensic Science
Chandigarh	N.A	4.50		4.50	4.50	N.A
Daman & Diu	N.A	2.75	2.75		2.75	2.75
Rajasthan	6.75	2.90	2.90	2.90	2.90	4.00
Maharashtra	6.25	5.50	5.50	5.50	5.50	2.00
Assam	0.63	7.50	7.50	7.50	7.50	2.75
Jammu & Kashmir	N.A	5.25	N.A		5.25	N.A
Chhattisgarh	3.25	3.25	3.25	2.75	3.25	3.88

State / UT	Construction and Upgradation	Mobility	Weapons	Communication	Equipment	Forensic Science
Orissa	N.A	2.25	2.63	2.50	N.A	3.75

Degree of responsiveness

The degree of responsiveness has been taken as a measurement of intangible impact which include adequacy met; procurement & distribution; quality; and morale, confidence & efficiency *of* fund utilization in the police forces. The assessment shows that all States except UP, Orissa, Maharashtra & Rajasthan have a medium performance across all parameters while these four states have low performance across all parameters.

Table-III Consolidated View: Degree of responsiveness

State/ UT	Construction & Upgradation	Mobility	Weapons	Equipment	Computerization	Communication	Overall
Chandigarh	NA	3.8	NA	4.1	4	3.8	3.9
Daman & Diu	3.6	4.0	4.1	3.6	3.4	3.1	3.6
Rajasthan	3.7	3.6	3.6	3.5	3.2	3.6	3.5
Maharashtra	3.2	3.3	3.8	3.4	3.0	3.2	3.3
Andhra Pradesh	3.6	3.1	4.1	3.8	3.5	3.4	3.6
Assam	3.6	3.7	4.3	3.7	3.6	3.6	3.7
Jammu & Kashmir	3.6	3.6	4.1	3.5	3.4	3.6	3.6
Chhattisgarh	3.7	3.7	3.8	3.5	3.4	3.4	3.6
Uttar Pradesh	2.7	3.4	3.2	2.8	3.2	3.6	3.1
Orissa	3.2	3.5	3.7	3.4	3.1	3.3	3.4

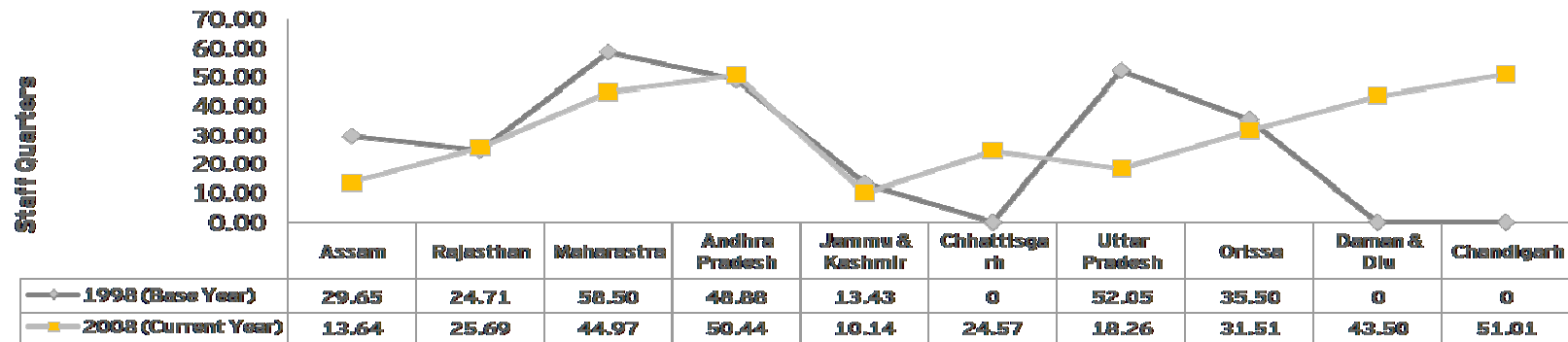*(Low – 1 to 3.5; Medium – 3.6 to 4.5; High – 4.6 to 5)*

GAP Analysis for Police Infrastructure

In the present context, though the MPF Scheme has led to a positive impact on the Police Forces on all the 8 parameters it is has funded between 2000 – 01 to 2008 – 09 but, it can be stated that the MPF Scheme has been able fill very limited gaps compared to the actual requirements of the Police Forces. In future, there is still a need for the MPF scheme to fill very large gaps, considering which the scheme should not only be continued but also provide for larger funding to all the states in its endeavor to truly modernize the Indian Police Forces. An increased funding through the MPF scheme will also lead to a more efficient and motivated police force safeguarding the citizens of India. Further, for the 8 parameters under MPF scheme, the following impact was observed:

► **Construction and Upgradation of administrative and housing Infrastructure**

In terms of adequacy of administrative and housing Infrastructure, it was found that despite MPF funding, there is still acute shortage of police housing facilities across all States/UTs. It may also be noted that, in case of the States like Assam and UP the staff quarters per 100 police personnel have actually gone down from 29.65% to 13.64% and from 52.05 to 18.26% respectively.

Staff Quarters per 100 Police Personnel

	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisgarh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
1998 (Base Year)	29.65	24.71	58.50	48.88	13.43	0	52.05	35.50	0	0
2008 (Current Year)	13.64	25.69	44.97	50.44	10.14	24.57	18.26	31.51	43.50	51.01

* Current Year Data for Chhattisgarh & Chandigarh is for year 2009
** Base Year Data for Chhattisgarh, Daman & Diu and Chandigarh is not available
*** Sanctioned Strength for Uttar Pradesh is taken for 2010 *(Under 2008 - Current Year)*

In case of the Police Station & Outpost buildings, it was also observed that even though various new construction activities were undertaken between 2000-01 to 2008-09, but still the staff to building ratios have only marginally increased or remained unaffected. One of the key reasons

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for the marginal or no increase may be attributed to the inability of the administrative constructions to keep pace with the rise in the sanctioned strengths of the police forces. Such low ratio leads to a decreased level of satisfaction among the police personnel which thereby impacts the standards of service delivery.

Police Stations per 100 Police Personnel

	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisgarh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
1998 (Base Year)	0.83	1.18	0.53	1.60	0.42	0	1.11	1.34	0	0
2008 (Current Year)	0.42	1.19	0.54	1.71	0.25	0.80	0.40	1.49	1.22	0.26

* Current Year Data for Chhattisgarh & Chandigarh is for year 2009
** Base Year Data for Chhattisgarh & Chandigarh is for year 2001 & 2006 respectively
*** Sanctioned Strength for Uttar Pradesh is taken for 2010 (Under 2008 - Current Year)

Police Outposts per 100 Police Personnel

	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisgarh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
1998 (Base Year)	0.25	1.33	0.29	0.13	0.12	0	0.16	1.18	0	0
2008 (Current Year)	0.28	1.69	0.37	0.16	0.15	0.07	0.06	1.32	2.85	0.00

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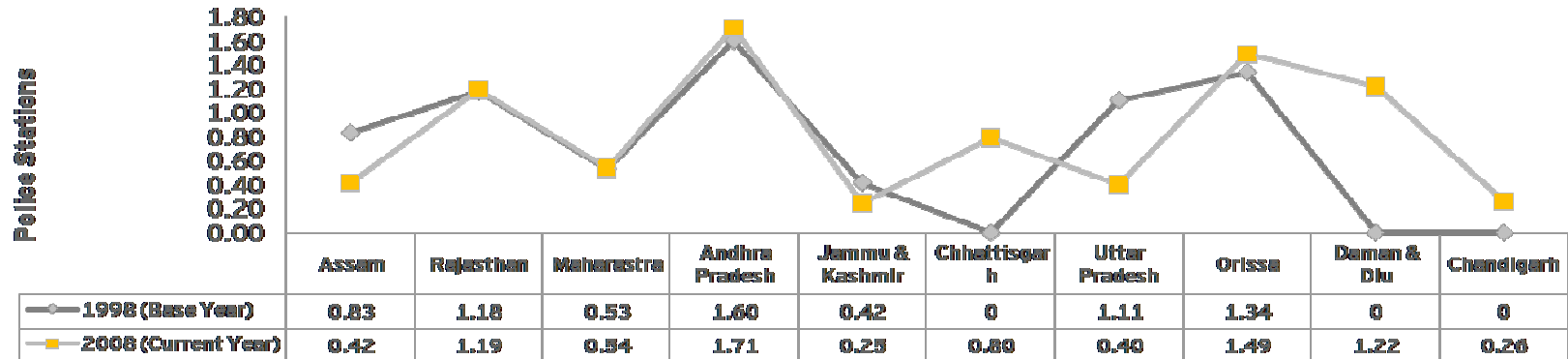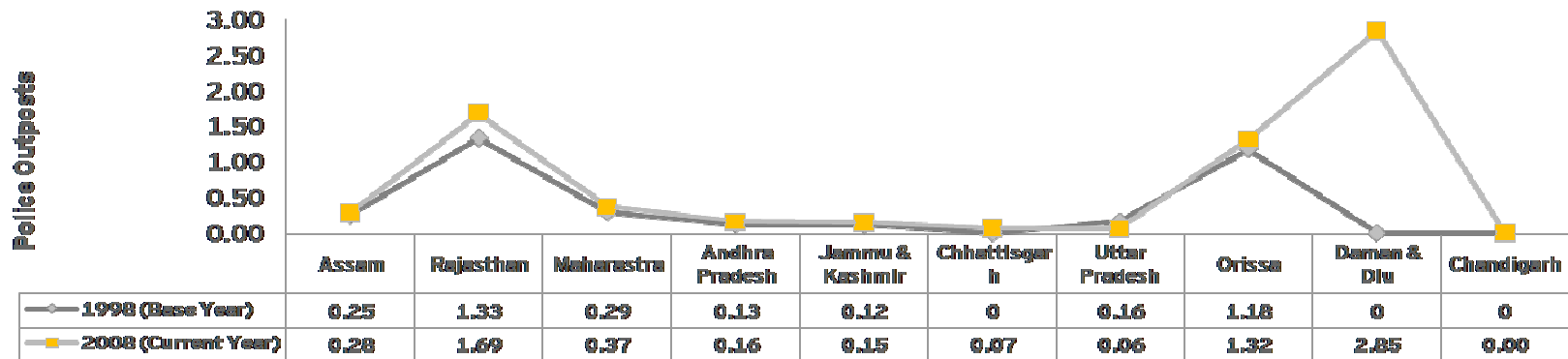
* Current Year Data for Chhattisgarh is for year 2009
** Base Year Data for Chhattisgarh, Daman & Diu and Chandigarh is not available
*** Sanctioned Strength for Uttar Pradesh is taken for 2010 *(Under 2008 - Current Year)*

Also, most of the assets created under MPF are not properly maintained due to absence/ inadequacy of funds *(under MPF scheme or state share)* for their repair and maintenance. In almost all States, it has been observed that the State Police Housing Board undertakes majority of the construction work on a nomination basis. Therefore, in the absence of competition, the projects get delayed and at times the quality of construction is also not upto mark in some cases. In future, MHA, GoI could consider expanding the Panel of Construction Agencies and allow participation of private players to encourage competitiveness.

The study clearly depicts that there is an urgent need for continued inclusion of Police Administrative and Housing component under the MPF funding to improve the Staff to Housing and Staff to Administrative building ratios across all States/UTs.

► **Mobility**

In case of mobility, it may be noted that the total number of Vehicles has increased in almost all states between the years 1998 to 2008. The maximum increase in number of Vehicles is in case of Andhra Pradesh from 3247 to 13518 i.e. an increase by 10271 vehicles. But, the same is not the case when the comparison is done for the Vehicle to staff ratio between the years 1998 to 2008, as the total Vehicles in the states show decline or marginal increase in terms of availability of Vehicles per 100 policemen & this may be attributed to increased police strength. It was also witnessed that the lowest increase in the number of Vehicles is in case of Chandigarh from 269 in 1998 to 287 in 2008 i.e. an increase by 18 vehicles only.

Vehicles per 100 Police Personnel

	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisgarh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
1998 (Base Year)	11.81	5.75	3.82	4.93	7.80	5.05	10.30	8.70	0.00	17.73
2008 (Current Year)	5.81	7.75	5.96	15.17	7.10	6.62	3.47	11.48	19.92	6.82

* Current Year Data for Chhattisgarh is for year 2009
** Base Year Data for Daman & Diu is not available
*** Sanctioned Strength for Uttar Pradesh is taken for 2010 *(Under 2008 - Current Year)*

Though, a large number of vehicles were procured under the MPF scheme, despite that the current position of vehicles is still inadequate as per the actual requirements of the police forces. Hence, more emphasis & funding would be required in future to attain 100% adequacy levels for the police forces.

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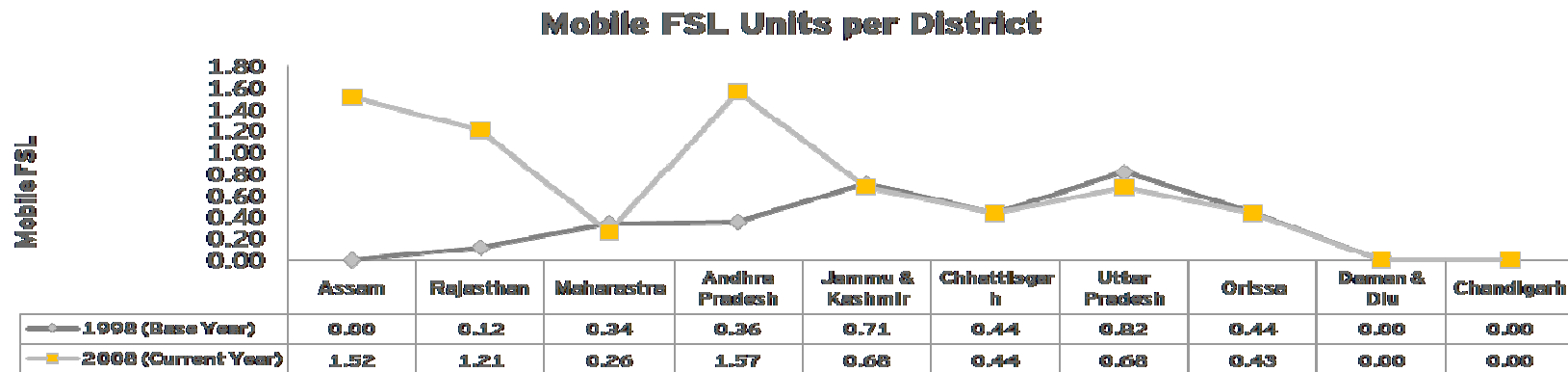*Quality In Everything We Do*

► **Weapons**

While MPF fund has allowed the states to procure modern weapons like SLR, AK-47, INSAS & Pistols, the quantity procured does not fully cater to the requirements of the Police forces. Majority of the survey respondents were of the view that police force in the States / UTs still continue to depend on the outdated and unserviceable weapons. It is also suggested that the old / outdated weapons should be replaced from the police force in a phased manner. Additionally, special initiatives could be undertaken to replace older weapons with modern weapons.

► **Forensic Science Laboratories**

The total number of Mobile FSLs has increased in all states except in case of Orissa, UP, Maharashtra and Chhattisgarh. The maximum increase in number of Mobile FSLs is in case of Rajasthan from 4 to 40 i.e. increase by 36 Mobile FSLs. But, the same is not the case when while comparing the Mobile FSLs to total districts between the years 1998 to 2008, as the total Mobile FSLs in the states show a decline or marginal increase in terms of availability of Mobile FSLs per district.

Suggestion: FSLs can be allowed to procure chemicals & other scientific material as per their quality requirements. Considering this some provisions could be made such that, they shall not always go for the lowest price bid and can be allowed to purchase chemicals as per their quality requirements.

Mobile FSL Units per District

	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisgarh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
1998 (Base Year)	0.00	0.12	0.34	0.36	0.71	0.44	0.82	0.44	0.00	0.00
2008 (Current Year)	1.52	1.21	0.26	1.57	0.68	0.44	0.68	0.43	0.00	0.00

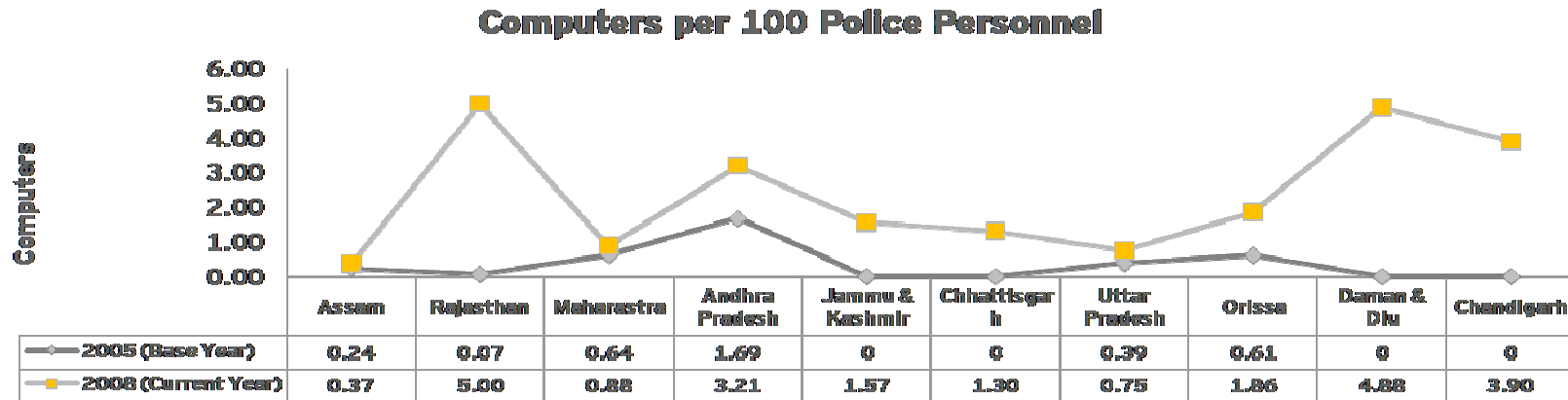* Current Year Data for Chhattisgarh is for year 2009
** Base Year Data for Chhattisgarh is for year 2001

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► **Computerization**

The total number of Computers has increased in all states. The maximum increase in number of Computers is in case of Rajasthan from 42 to 3054 i.e. an increase by 3012 Computers.

But, the same is not the case when the comparison is done for the Computers to total sanctioned staff strength in each state between the years 1998 to 2008, as the total Computers in the states show a marginal increase in terms of availability of Computers per 100 policemen. It was also witnessed that the lowest increase in the number of computers is in case of Assam from 112 in 1998 to 228 in 2008 i.e. an increase by 116 computers only.

Computers per 100 Police Personnel

	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisgarh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
2005 (Base Year)	0.24	0.07	0.64	1.69	0	0	0.39	0.61	0	0
2008 (Current Year)	0.37	5.00	0.88	3.21	1.57	1.30	0.75	1.86	4.88	3.90

* Current Year Data for Chhattisgarh is for year 2009
** Sanctioned Strength for Uttar Pradesh & Chandigarh is taken for 2010 *(Under 2008 - Current Year)* and 1998 *(under 2005 - Base Year)*

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► **Equipments**

The MPF scheme has lead to high impact in through purchase of new & latest technology equipments. But, the state & UTs still face challenges in terms of procurement of very specific equipments for the police forces. Also, most of the District Police Headquarters have fair availability of equipment, but the quantity for the same needs to be substantially increased to ensure adequate fulfillment of basic requirements like BP Jackets for the staff at Police stations. There is also a need for procurement of specialized equipment (along with training) like GPS, Night vision device, search lights and traffic barriers etc.

► **Communications**

While most of the survey respondents felt that fair number of wireless communication devices is available at Police station level (average rating for Adequacy of communication stood at 3.08), it was a common suggestion from all personnel met as part of the Study to issue CUG based mobile phones to all officers at Head Constables at least. This will enhance efficiency and facilitate better communication. Also, investment in modern technologies like Tetra Trunking etc. needs to be explored for improving the quality of services in remote areas.

Mega City Policing: The study also aims to address the question of whether Mega City Policing should form the part of the revised MPF Scheme. Mega cities like Mumbai face unique problems of manifold and disorderly growth in dwelling neighborhoods, traffic flow, congestions, high density, overcrowding, and other civic problems. Given the unique requirements of such Mega cities, it is essential to prepare an action plan to deal with these problems. As highlighted in "Annexure – State Report for Maharashtra", Mumbai city has created its 'Mega City Action Plan' (up to 2018) based on the specific requirements and challenges involved in Mega city policing. Modernization of Mega City Policing component cannot be ignored as part of the overall police modernization. A larger component of MPF shall be allocated to Mega City Policing for States where it is relevant. This means that MPF funding for such States shall be appropriately increased to absorb the extra fund for modernization of Mega City Policing.

Most of the stakeholders interviewed as part of our study agreed that continuation of MPF for Megacity policing is critical to fulfillment of the Action plan and to its objectives.

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Other key findings and suggestions

The study has also revealed that certain inefficiencies exist in the processes followed for the implementation of MPF Scheme and there is a scope for improvement in these processes. These inefficiencies in the procurement processes reduce the effectiveness of MPF Scheme and thus it requires special attention of MHA, GoI. For instance, there are procedural delays in submission and approval of Annual Action Plans by the States / UTs. As a result of these delays, the States / UTs are left insufficient time for implementation of the Scheme during the planned phase. Need for establishing Key Performance Indicators (KPIs) was felt for measuring the performance of processes related to MPF Scheme and status of modernization level of police forces. The key issues identified in the processes and suggestions are laid hereunder. *For details refer section 7*

Key findings and suggestions for MPF procurement process

S.No	Sub Process	Key Gap	Suggestion
1	Preparation and submission of AAP	a) No defined schedule for submission of the AAP by the State b) Untimely submission of AAP	• Predefine schedule should be prepared by MHA • Penalty clauses to be inserted
2	Inventory	a) Absence of reconciliation of items procured under MPF scheme b) Lack of mechanism for central Physical stock take of goods under MPF scheme	• Physical stock take at predefined intervals and reconciliation thereof • Use of system / tool centrally to monitor the physical stock • Scheme wise demarcation of goods or scheme alignment should be done to specify goods for a particular scheme
3	Distribution	Unit-wise distribution of items not maintained and/ or not reconciled	PHQ should maintain the item wise distribution, from the field units and reconcile the same with

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S.No	Sub Process	Key Gap	Suggestion
			the data maintained centrally

General Key findings

a) Due to delays in Annual Action Plan preparation & approvals, **utilization of MPF scheme funds is not 100%.**

b) Procurement process followed by various states **is time consuming** and cumbersome.

c) There are inadequate Key Performance Indicators to determine the effectiveness of the procurement process
   - No fixed timeliness for providing and receiving indents, preparation, submission, revision and approval of AAP has been finalized
   - No schedule exists for sanction and release of payments from centre to State

d) Lack of centralized procurement facility for various States. States like Jammu & Kashmir face difficulties in procuring specialized goods due to the circumstances prevalent in that particular region.

e) Most of the assets created under MPF are not properly maintained due to absence/ inadequacy of funds (under MPF scheme or State share) for their repair and maintenance.

f) Though, funds have been earmarked for computerization under the MPF scheme yet the documents are maintained manually especially at State PHQ and District PHQ levels. This impacts the efficiency of the procurement team and the other departments.

g) Training imparted for use of computers was inadequate either in terms of the faculty; numbers of the trainings conducted or even the content of the training.

Further, the objective the scheme was to improve the standards of the police units in regards to buildings, computerization, communication and weapons etc., it was observed that the most of the fund is used to meet mostly the basic facilities/amenities of the police force.

Key Suggestions

The key suggestions that form a part of this report and as detailed later are:

a) MHA should issue guidelines to States/UTs to formulate a Five year plan for MPF scheme instead of a yearly plan. Also a regular impact assessment study should be conducted at defined interval to check whether the scheme is achieving the results as predicted.

b) MHA should formulate a time-bound action plan for filling the gap while forecasting the future needs based on planned growth and the 5 year plans prepared by the States/UTs. It must be emphasized that true modernization of the Police Force cannot take place till the time their basic needs are not adequately met.

c) A Standardized template for requirements gathering from various units should be circulated by SPHQ and this exercise should preferably be done through a Web-based application.

d) MHA should consider establishing a state level nodal agency (Special purpose vehicle / Society) for ensuring efficient and effective utilization of funds in each State/UT.

e) MHA should circulate Procurement Guidelines/Manual/Sample Tenders (with product specifications, estimated market price, list of suppliers with contact details) for all items that can be procured locally by the States.

f) MHA should also consider appointing a Technical Consultant/Advisor for providing guidance to the Police staff at the State level on the latest trends/ideally suited equipments available in the market.

g) Delegation of Power with respect to procurement of items at State level needs to be revised.

h) For speedy procurement, MHA shall consider building a centralized e-Procurement platform.

i) MHA should undertake a best practice study with respect to measuring Key Performance Indicators (KPIs) measured by leading Police organizations in the world. Accordingly, the procurement process at all states should be measured against these KPIs and regular monitoring to be done to identify and remove the bottlenecks. The KPIs thus designed may be captured through the proposed e-procurement platform and made available through MIS reports / Dashboard.

j) MHA should also consider strictly enforcing Penalty for poor construction / quality of material supplied by the vendors.

k) For proper maintenance and upkeep of assets, the scheme shall have guidelines to ensure the State share of the scheme is used for maintenance of the assets created under MPF.

l) For regular upkeep of the assets, MHA could also consider appointing Third Party Agencies for undertaking Periodic inspections.

Conclusion

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Though a large gap to meet the basic requirements and modernization needs of police force is yet to be fulfilled, the MPF scheme has made a considerable impact on the Police forces. There has been a visibly positive impact on the morale and confidence of the Police forces with improvements in their working and living conditions through MPF funds. The future mandate for police will be efficient policing. The stress in future will be on lean and fit policing. An important possibility of the millennium is the police becoming an elite force with even its bottom levels being manned by highly qualified, skilled and enlightened professionals. Constabulary will be spruced to become striking forces rather than be relegated to work on non-professional jobs. The concerned department may refer the key findings and suggestion to overcome the bottlenecks for any new scheme introduced.

3. Background

3.1 History of the Indian Police Force

The superior man, when resting in safety, does not forget that danger may come. When in a state of security he does not forget the possibility of ruin. When all is orderly, he does not forget that disorder may come. Thus his person is not endangered, and his States and all their clans are preserved."
- Confucius (551 BC – 479 BC)

The term 'Police' broadly connotes the purposeful maintenance of public order and protection of persons and property from the hazards of public accidents and the commission of unlawful acts. Kautilya, who established an elaborate system of policing and laid down several grades of bureaucracy, could rightly be called the father of the modern concept of police.

The police as a department had become a well established administrative institution during the Mauryan Empire. With the passage of time, the police responsibility widened and different organizations had to be necessarily created in order to effectively implement the law and enforce order, and bring the criminals to justice. Principles of internal security, the moral and ethical responsibilities of the king and the system of policing developed in ancient towns and villages were effectively followed and improved by the successive Hindu kings. With the advent of the Mughals, policing became a subsidiary aspect of the conqueror's strategic, military and revenue requirements. The age-old community based policing was largely replaced by a mercenary and exotic group of people with official patronage. Even then, community policing, either through the medium of the landlords or through the village level Panchayat and analogous bodies persisted to a certain extent.

The first hundred years of British rule in India saw a number of remarkable changes in the system of criminal justice administration. With the East India Company's interference in the country's administration, laws were revised to suit the imperial needs. Report of The First Police Commission, appointed on 17th August, 1860, contained detailed guidelines for the desired system of police in India. The Second Police Commission (1902-1903) went into details of the organizational structure of police at the district level, functioning of the railway police and the river police, recruitment, training and pay structure of different subordinate ranks of police.

The British contribution was to put the system of policing on a professional footing and to bring about a large measure of uniformity in its laws, procedures and practices. The Present Policing System in the country is based on the Police Act, 1861. Prior to Independence, superior police officers belonged to the Indian (Imperial) Police appointed by the Secretary of State on the basis of competitive examination. In 1907, the Secretary of States officers were directed to wear the letters "IP" on their epaulettes to distinguish them from the other officers not recruited by the Secretary of State, and thus, 1907 could be regarded as the starting point for the Indian Police.

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Police is an enabler of criminal justice system and plays major following roles in maintenance of peace and enforcement of law and order within its territory:

► Public Safety
► Enforcing the law
► Investigating
► Providing aid whenever necessary
► Reporting and Giving Advice
► Community Focus
► Work in information driven manner
► Program management for adequate manner of collaboration

In Summary, they save lives and property of people, prevention of crime to occur, and if at all crime or any unpleasing event occurs then discharge of duties at the "scene of crime" in order to fetch justice in a timely and accurate manner, and so on.

Police is mainly a state subject and it is for the state to maintain their own police force for maintaining peace and security within their respective territory. To support state police body there are a number of special police forces such as BSF, RSF, CRPF, etc. which can intervene in case of law and order problems of the state. There is yet another category called "Traffic Police" for maintaining smooth running traffic in the city and CISF for industrial security. Certain other organizations without which the police system would not be complete are Bureau of Police Research and Development (BPR&D), Directorate of Forensic Science (DFS).

3.2 Expectations from the Police Force

Safety is fundamental to existence. The need for it prompts men to seek security. Social organization evolved and flourished because membership in a group gave greater security to the individual. Security is, also, the ultimate rationale of State authority. No State can survive unless it retains the confidence of its citizenry in its ability to provide security. The modern State maintains police systems to provide that confidence. Without the benign and directing hand of the policeman, man would degenerate into an animal and society would disintegrate. Herman Goldstein rightly remarked, "The strength of a democracy and the quality of life enjoyed by its citizens are determined in large measure by the ability of the police to discharge their duties."

The problems of increased pace of urbanization and industrialization, declining standards of morality and degeneration of ethical values and increasing materialism are not new but they are more widespread and profoundly entrenched in the society than they were even a decade ago. Interwoven and reinforcing, they feed off one another and abrogate the rights of all sections of the society in compounding ways with each day passing by. Intergenerational patterns of poverty and greed, violence and conflict are at an increase. For this reason, the implications of the changing trends in the society indicate major dimensions in crime and criminality including cross- border terrorism, social disorders, juvenile delinquencies, caste and communal violence, smuggling and espionage activities and cyber crimes etc, which shall not only multiply the duties and responsibilities but also pose innumerable challenges to the police.

Our contemporary society is passing through a phase of transition from tradition to modernity. Times have changed, so have systems, people and the society. In the continuing process of change, some most dramatic and significant gains in social development are quite visible but, at the same time, the social scene is also dominated by upheavals and complexities in crime and criminality.

Police has been experiencing exponential expansion of its role in every sphere of human activity, many of them in the last few decades, many others in just over the span of a generation. The wide use of the police in the vast spectrum of the civilian life and state governance has brought about a multitasking work orientation in the state police force. The police, as the custodians of law and order in the society, have to move with a new vision and focus on proficient handling of the emerging situation. Police no longer can now confine its preparedness and the capacity to the traditional role of enforcing law and order and respond to such challenges on the premise as were in vogue over the span of a generation. Assessment of situations ahead, defining the future challenges and evolving means to neutralize them in advance form the basic tenets of good policing and are sine-qua-non with the territorial integrity of the country and the welfare of the its citizens. The cardinal approach of future policing has to be through proficient performance with minimal visible presence. This means a far more professional orientation of the force on the ground than ever before. This means far more

skilled policing; better management of the police organization; better-equipped force, and contented men, manning the police hierarchy, that are of higher caliber.

The Police have to be manned by highly motivated personnel, willing to be determined to meet challenges and show substantive results. The desired improvisation in the quality of policing will bring much needed respect to the job and people will start seeing in police their friends.

An overhaul of selection and training policies is urgently required to infuse and build up mental and intellectual competencies in the police force so that it is able to become the bedrock of the societal governance, besides leading to the organizational empowerment.

The professional image of the police as a handmaid of the political bosses needs to be radically changed to pro-masses. What is required is a perspicacious definition of police duties and responsibilities and empowering the force to perform the duties under the watchful eyes of the constitution without distractions and nefarious designs. The police should have free hand to tackle and solve issues cropping up during the process of policing with concomitant responsibility for any failures squarely lying on its shoulders.

Hi-tech policing is another imperative. Police cannot afford to lose ground to criminals in the field of hi-tech. Efficiency of policing is pro-rata to competence to perform in a given situation in meeting the challenges. The competence necessarily implies moving in line with the fast changing hi-tech environment in the fields of transport, communication and weaponry and detection system.

3.3 Stakeholders' Point of View

The provision of high quality service to the public given budgetary constraints is an ongoing challenge for the police force. It becomes important to allocate resources between, for example, prevention and detection of crime, providing a sense of security to the general public and other public needs.

Security is becoming a matter of public debate and of great public expectation. As our democracy matures, people themselves discuss, criticize and appreciate the security environment in which they live. Such discussions were once the prerogative of kings and the ruling classes. The democratization of security expectations - and even of security planning in the foreseeable future - will, by itself, ensure greater public emphasis and public participation in ensuring security. Citizens have varying perceptions about the police force. It is largely felt that the police force lacks understanding and empathy, work on simplistic/irrelevant stereotypes and need to have contact and understand the general public more. The most common violations made by the policemen included delay in registration of cases, minimization of offence, and interference in civil dispute. Public expectations from Police forces have increased manifold wanting prompt response to request, accountability, transparency and open communication. The duty of the police is to give a patient hearing to the problems of the public and redress them as early as possible.

The citizens basically have three major expectations from the lawmakers and the law executioners:

Availability: It is the expectation of the public that police personnel are available whenever they are needed. This can be either in the form of perception or actuality. Perception gets built through the presence of mobile police vans at important junctures to ensure citizens that help is close by in case of need. In actuality, when citizens get in touch with police, either through the phone or in person, these should be met with and attended to, to ensure there is a feeling of satisfaction, which emanates from the citizens

Efficiency: Citizens expect that whenever they lodge a complaint, either in person or through the phone, it is attended to in the least possible time. The definition of least possible time can vary depending on the nature of the need and thus needs to be determined by the police on a case to case basis, with guidelines to ensure they are meeting the standards required.

Quality: The last but not the least aspect is to ensure the quality of work completed. Grievance redressal needs to be quick, efficient and effective.
Interaction with vision, understanding, tact, compassion and humour by the police will not only raise the public esteem of the police but will also lead to a healthy police- public relationship, and secure the desired measures of public involvement and cooperation in promotion of communal harmony.

The policeman on the street faces a great dilemma, grappling with the ambivalence in society, as he has to handle situations with no ready-made solutions and at the same time use his powers of discretion. The job as a police officer can be dangerous, demanding and the pay is low to mid range. Hours are long and often involve working in the middle of the night or early morning. Training is often not adequate. The quality of materials and the level of technology, especially with respect to weapons, security equipment etc. falls short of expectations. This leads to a lot of discontentment amongst the police force. Higher level officials feel that the quality of manpower is not good, police roles need to be limited through a rigorous selection process. But, the low pay scales, increments end up making this a very unattractive option for the lower rungs, which leads to poor quality of work force, thus completing the circle of discontentment at all levels. Better management of police organization, competence building by improving knowledge and skills, developing right attitudes, beliefs, behavioral changes and better equipment for effective performance are highly imperative for meeting the needs and demands of the changing dynamics of the social system.

Stakeholder	Needs
Citizens	▶ Easier and better access to the system for complaint / FIR filing and tracking ▶ More accountability and transparency from the Police system

Stakeholder	Needs
Police Stations	▶ Adequate manpower (operations and administrative) for day to day functioning of the court ▶ Adequate supporting infrastructure (physical infrastructure and ICT infrastructure) ▶ Established mechanism to share the information with stakeholders ▶ Quicker and efficient process for recruiting staff
Police Staff	▶ Adequate supporting infrastructure (vehicles, weapons, equipment etc) ▶ Better information sharing procedures and mechanisms with stakeholders ▶ Independent functioning ▶ Timely and relevant training ▶ Better working and living environment
Ministry of Home Affairs / Home Department	▶ Reduction in crime and criminals ▶ Accountability and transparency on the part of Police system ▶ Cost effective mechanism for service delivery by Police system
External Departments (Jails / Courts / Transport / Customs etc)	▶ Better information sharing procedures and mechanisms for efficient and effective delivery of services

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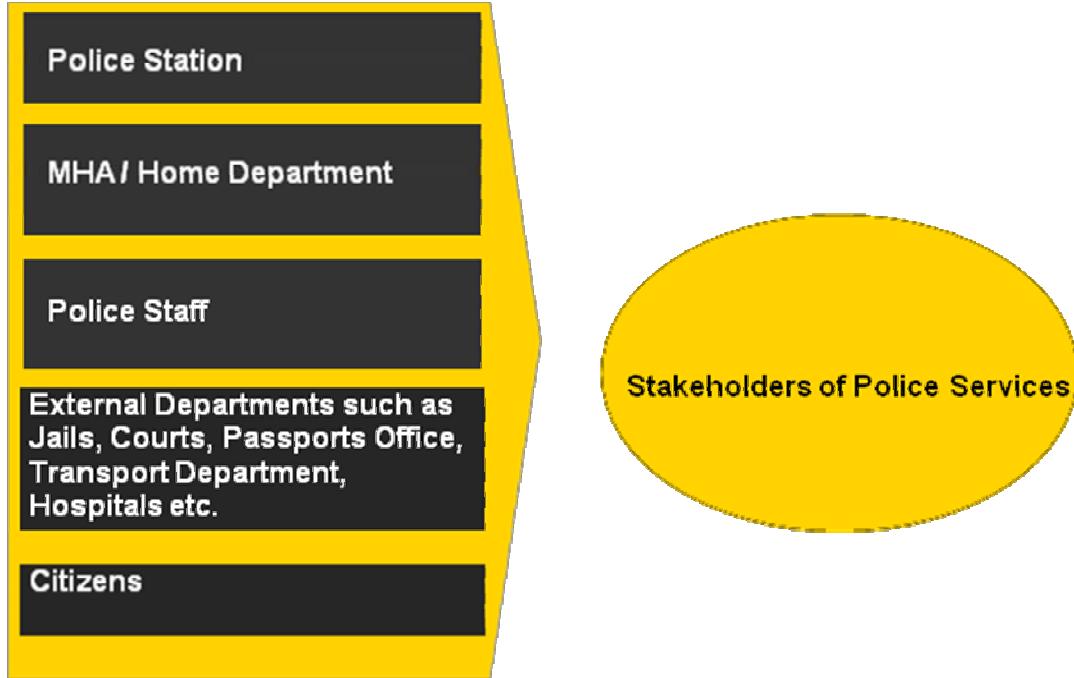
The stakeholders' needs reflect the overall needs of the Police System:

▶ Ease of access

▶ Responsive service delivery by Police system

▶ Availability of relevant and timely information

▶ Cost Effective crime control systems

3.4 History of the Police Modernization Scheme

Police modernization is a continuous process. In order to supplement the efforts of the State Governments, MHA, GoI has been implementing a non-plan scheme viz Modernization of Police Forces Scheme (MPF Scheme) since 1969-70.

The Modernization of Police Force scheme was launched by Government of India in 1969 for modernizing the police force in the country to effectively face the emerging challenges to internal security.

Starting 13 May 2008, with Jaipur, the Country witnessed a spate of terrorist attacks every alternate month: 26 July, Ahmedabad; 13 September, Delhi; and 26 November, Mumbai. The immediate fallout of these attacks has been the phenomenal economic and social costs. While the country is set to recover from these attacks, it points to the vulnerability of police forces in dealing with these emerging challenges and the crying need to upgrade their response strategy. In early recognition of these vulnerabilities, in February 2001 itself, Government of India had circulated a modified scheme

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captioned "Modernization of Police Forces" to all the States and suggested a graded reform path to match the individual policing needs as guided by their risk exposure levels.

The concerned State Governments take necessary action to deal with law and order problems, naxal activities and other related issues. The Central Government supplements their efforts and resources by various measures which include deployment of Central paramilitary forces to assist the State police forces, sanctioning of Indian Reserve Battalions to the States, assistance for strengthening of the State Police and Intelligence agencies through MPF Scheme, reimbursement of security related expenditure under the Security Related Expenditure (SRE) Scheme, assistance in training of State police forces through the Ministry of Defense, Central Police Organizations and Bureau of Police Research and Development, sharing of intelligence, bringing about inter-state coordination and assistance in development works through a range of schemes of different ministries.

Government of India's non-plan scheme with an annual outlay of Rs. 2000 crore (including States' contribution) for all the States was modest but a good beginning. The funding pattern of the scheme defines cost sharing between Government of India and the States in the ratio of 50:50 up to 2002-03. This arrangement was not found sustainable as most State Governments could not contribute their matching 50 per cent share. This made Government of India revise their funding arrangement in October 2003. Consequently, the States were then divided into three categories viz. A, B-1 and B-2 with 100 per cent, 75 per cent and 60 per cent respectively as Central share and the remaining as State share. In September 2005, these States were re-grouped into two categories: Category A- including seven North-Eastern States and Jammu and Kashmir, and Category B with 19 general category States and Sikkim. Central support to the Category A States is 100 per cent as against 75 per cent support to category B States.

MPF Scheme is an important initiative of the MHA, GoI towards capacity building of the State Police Forces, especially for meeting the emerging challenges to internal security in the form of terrorism, naxalism etc. Some of the major items of police infrastructure covered under the Scheme include:

1. **Police Buildings:** Construction of administrative buildings including police stations and outposts.
2. **Police Housing:** Construction of residential houses including barracks.
3. **Mobility:** Purchase of vehicles and motor cycles including bullet proof/ mine proof vehicles.
4. **Weapons:** Purchase of arms and ammunitions.
5. **Equipment:** Purchase of equipments for security, communication, crowed control, protective gear, bomb disposal, aids to investigation, disaster management etc.
6. **Training:** Enhancement of infrastructure facilities to training institutes both building and equipments.

      a. Police Training Equipments/ training Aids

      b. Physical Training Equipments

      c. Field Craft Equipments

      d. Games Equipments

7. **Computerization:** Use of information and technology in policing.

8. **Forensic Science:** Improving forensic science laboratories and infrastructural facilities.

3.5 Objectives of the Scheme

The main objective of the scheme is to meet the identified deficiencies in various aspects of police administration. Another objective of the scheme is to reduce the dependence of the State Governments on the army and central police forces to control internal security and law and order situation by way of equipping the State Police Forces adequately and imparting the required training. The focus of the scheme is on strengthening the police infrastructure at the cutting edge level by way of construction of secure police stations, equipping the police stations with the required mobility, modern weaponry, communication equipment, forensic set up and housing etc.

Mega City Policing, Desert Policing, Naxal Affected Districts, Border Districts, and Special Branches are also included in the MPF Scheme.

3.6 Expectations from the States and UTs

While preparing the plans, state governments should lay greater emphasis on procurement of modern gadgetry, sophisticated equipments, advanced weapons, security equipment/vehicles, technology up-gradation of communication and other facilities to deal with immediate issues of internal security more effectively.

3.7 Implementation of the Scheme

The scheme, from the point of inception, envisaged increased levels of technical sophistication, up-gradation and utilization of modern gadgetry and weapons, equipping police stations with modern equipment, increased levels of mobility, technically sound communication and security equipment. Unfortunately though, reality falls short.

Most of the police stations/ field units visited lack basic facilities and amenities. Concerns raised ranged from lack of basic weaponry, to inadequate housing facilities to poor quality of personnel to utilize the available materials. The priority for these units is ensuring the basic amenities get covered. As a result, funds are utilized for ensuring the basic needs are met, and not for up-gradation, or for procuring best in class, technically sound equipment and materials.

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4. Scope of Work and Approach

This is the Assessment report for "Consultancy Services for BPR&D – Impact Assessment of the Modernization of Police Forces Scheme from the year 2000-01 to 2008-09" (herein referred to as 'the project') awarded to Ernst & Young Pvt. Ltd. (EY) by Bureau of Police Research and Development ('BPR&D').

The report is a compilation of the inputs from the survey, discussions and analysis conducted across various States and UTs. It assesses the output from these sample States and UTs, and seeks to arrive at a broad reference, applicable across all the States and UTs of India, where this scheme has been administered, to determine the impact of this scheme, both objectively, and subjectively. This report will further highlight and provide suggestions which can be incorporated to ensure that the scheme is both efficient and effective.
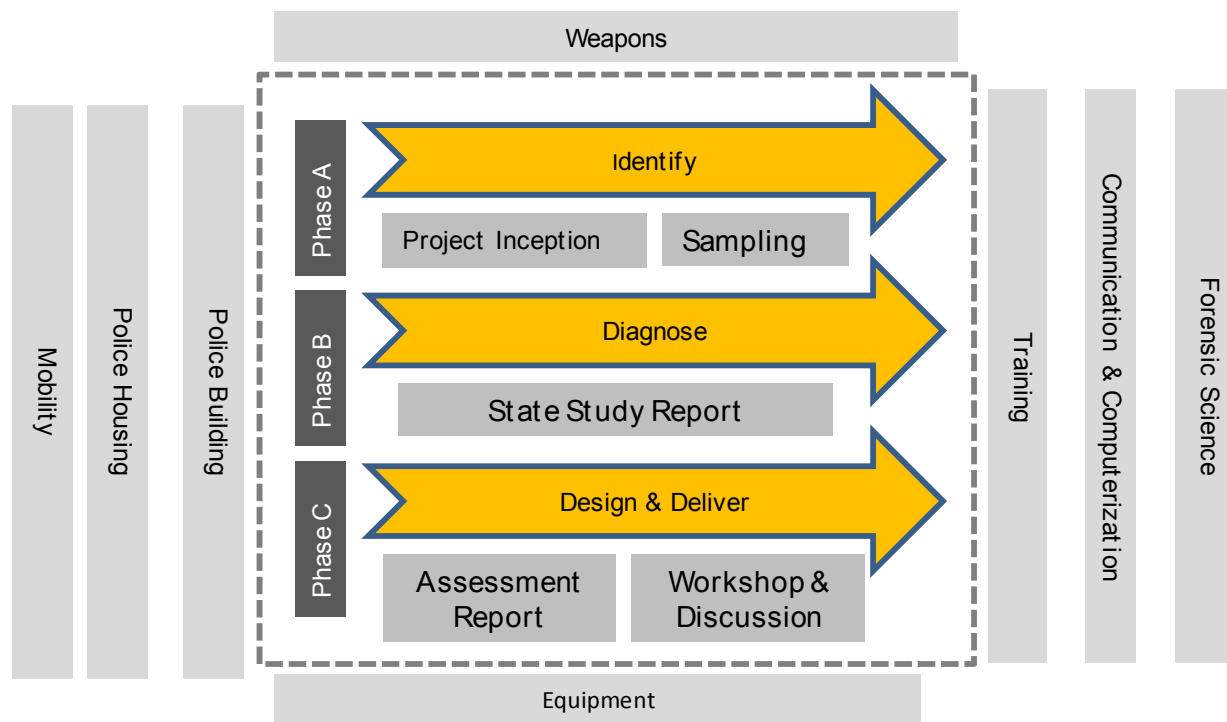
4.1 Scope of Work

Type of work	Description
Service scope	Understanding the identities requirements of various stakeholders of the Scheme i.e. planners, implementers as well as beneficiaries
	Assessing the actual extent of implementation of the Scheme from 2001 to 2009. This will be done through primary and secondary research and analysis of the gathered information
	Highlighting the path ahead for the MPF Scheme on the basis of results attained in the diagnosis
Functional scope	The functional scope addresses those areas which are internal to the operations of the BPR&D. This list of functions is not comprehensive and will be refined based on the discussion with the BPR&D officials. This includes: ▶ Workflow across the different hierarchies of various police unit and organizations ▶ Interface with different stakeholders i.e. planners, implementers and beneficiaries
Geographic scope	This includes: ▶ 8 states and 2 UTs as selected through sampling and inputs from BPR&D officials. ▶ All kinds of police units in various states and UTs (such as State Police HQ, Zonal HQ, Range HQ, District HQ, SDPO Office, Police Station (Rural/ Urban), Police Outpost, Women Police Station, Police Training

	Academy, Police Training College, Police Training School, Armed Police Battalion, and Police Commissioner Office)

4.2 Our Approach and Methodology

Emphasis is being laid on carefully studying requirements specified in the Terms of Reference (ToR) and then in the development of practical and detailed technical approach and methodology for addressing the requirements. We have adopted the IDDDS framework for this engagement with BPR&D. The methodology is based on EY's understanding of the background, need and scope of work. We have divided the project into 3 major phases viz. **Identify, Diagnose, Design** & **Deliver.**

This methodology is based on EY's understanding of the background, need and scope of work as we have understood through the RFP (No: RFP No. 52/2/2009-Mod - CONSULTANCY SERVICES FOR IMPACT ASSESSMENT OF THE MODERNIZATION OF POLICE FORCES SCHEME from the year 2000-01 to 2008-09).

Broadly the approach entailed the following:

Identify - In the initiation phase, we aimed at understanding the envisaged state of the MPF Scheme, concerns of the planning authorities i.e. BPR&D and the expected results from the engagement. We identified a sampling methodology and the resultant sample of States/UTs and police units for

subsequent exercises. We also conducted a pilot study in the State of Rajasthan as suggested by BPR&D, the aim of which was to finalize questionnaires and templates for data collection.

Key result – Building consensus on key expected results, and key concerns and objectives of the stakeholders and identification of a sample universe for data gathering.

The key deliverables are:
- ► Kick-off Meeting
- ► Workshop for understanding concerns and achieving consensus on expectations
- ► Inception Report containing:
    - o An understanding of the objectives and expectations
    - o Changes to ToR based on discussions
    - o Final Work Plan with Project Timelines
    - o Final list of sample States and police units with the requisite approvals for the next phase
    - o Questionnaires and templates for information / data collection

Diagnose – The initiation phase was followed by a detailed data collation & analysis phase in which an in-depth assessment of the current state of implementation of the MPF Scheme in the representative sample universe (consisting of 8 states and 2 UTs) was undertaken. This was achieved by open ended and closed ended questionnaire surveys, interviews, focus group discussions and workshops with the planners, implementers and beneficiaries.

Key Result - An understanding of the impediments faced by the planners, implementers and beneficiaries of the Scheme in all States and UTs.

The key deliverables are:
- ► State Study Report
    - o As-Is implementation of the MPF Scheme, issues and challenges
    - o Preliminarily outlined suggestions at the State/UT level

Design & Deliver – The design phase included extension of the results from the Diagnose phase to all the remaining states and UTs so that an overall picture of the envisaged vs. implemented state becomes visible. This was followed by outlining of a path ahead for the Scheme on the basis of these findings.

The Design phase was followed by a thorough review and discussion of the insights and gap filling solutions outlined, with the key officials of BPR&D and subsequent delivery of the final output.

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Key Result - Reviewed results of the assessment of the state of implementation of the Scheme and future initiatives required.

The key deliverables are:
► Workshop discussions / meetings
► Assessment Report

4.3 Process for Sample Selection

We have used a multi level stratified random sampling to arrive at the final representative sample that fulfils all our requisite criteria. Following is the sampling methodology for the same:

We defined variables for stratification of the states and UTs into low, medium and high maturity, by calculating a score, which was derived from assigning weights on the following parameters:
- Percentage of funds utilized with respect to the amount released (50%)
- Number of police units in a state / UT (50%)

Based on the score calculated, the States/UTs were categorized into high, medium and low maturity level. The score range was

X > 500: High
400< x< 500: Medium
X< 400: Low

After assigning scores to all States and UTs, the next level of filter included categorization of states into category A, B1 and B2 as defined in the ToR. Further, criteria such as region (N, S, E, W, NE), desert policing region were applied to filter down to a sample universe of 8 states and 2 UTs.

The methodology by which the scores were calculated, and 8 states and 2 UTs arrived at to be part of our sample for the evaluation of the modernization of MPF Scheme, is provided in Annexure IV.

The 8 states and 2 UTs selected for the sample and confirmed by BPR&D officials are

States	Rajasthan
	Maharashtra
	Andhra Pradesh
	Assam
	Jammu & Kashmir
	Chhattisgarh

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	Uttar Pradesh
	Orissa
Union Territories	Daman and Diu (replace by Delhi at a later stage)
	Chandigarh

Each police unit/entity has been evaluated based on the 8 heads covered under the Scheme as applicable for a unit /entity:

► **Police Buildings:** Construction of administrative buildings including police stations and outposts

► **Police Housing:** Construction of residential houses including barracks

► **Mobility:** Purchase of vehicles and motor cycles including bullet proof/ mine proof vehicles

► **Weapons:** Purchase of arms and ammunition

► **Equipment:** Purchase of equipments for security, communication, crowd control, protective gear, bomb disposal, aids to investigation, disaster management etc.

► **Training:** Enhancement of infrastructure facilities for training institutes, both building and equipments

► **Communication & Computerization:** Purchase and use of communication equipment and Information Technology in policing

► **Forensic Science:** Improving forensic science laboratories and infrastructural facilities

4.4 Coverage across different types of States and UTs

In order to make inferences for all the States on the basis of the sample, it is important for the sample to be an actual representation of the other states. This exercise has aimed at covering the different categories for these states, as mentioned below:

Naxal States: Andhra Pradesh, Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Maharashtra, Orissa, Uttar Pradesh, and West Bengal

Mega Cities: Ahmedabad, Kolkata, Bengaluru, Chennai, Hyderabad, Mumbai, and Delhi

Coastal States: Gujarat, Maharashtra, Goa, Karnataka, Kerala, Tamil Nadu, West Bengal, Lakshadweep, Orissa, Andhra Pradesh, and Pondicherry

5. Overview of funds from 2001-02 to 2009-10

Data not available for Rajasthan & Orissa for categories - Construction, Equipment, Forensic, Training, Weapons, Mobility, Computerization & Communication from year 2001-02 to 2009-10. No construction, Forensic and Weapons procured from MPF funds in Chandigarh

5.1 Construction
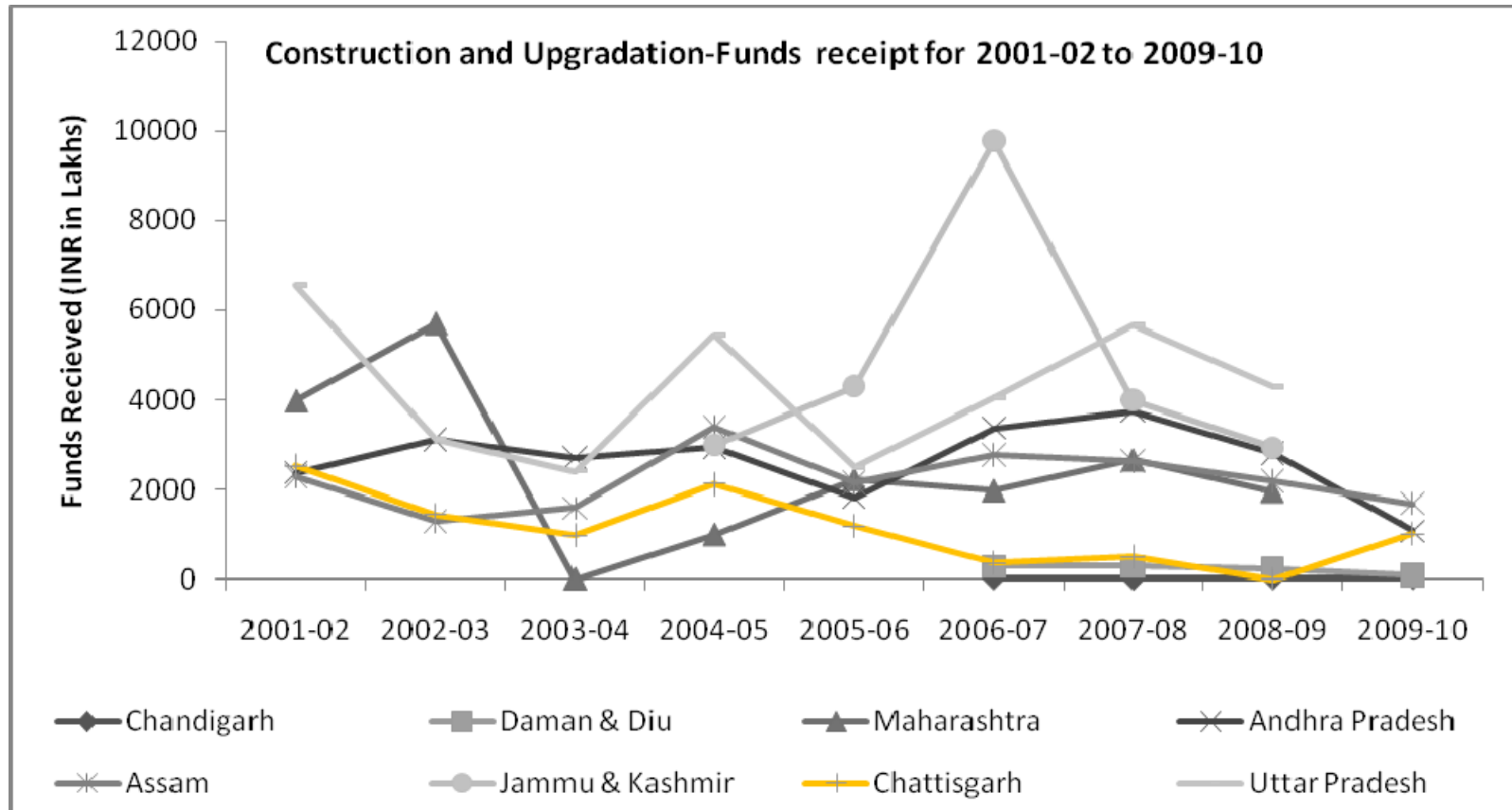
Figure 1- Construction & Upgradation- Funds receipt for 2001-02 to 2009-10 (in Lacs)

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Graph Interpretation: This graph illustrates the absolute spend (in terms of INR Lacs) for each State and Union Territory on Construction and Upgradation, for the period for which the MPF Scheme has been active. This graph seeks to compare the amount spent by various states with each other for every year, and the trend of the amount spent by each state, over the years.

Inference: Highest spend in a particular year on construction has been by Jammu & Kashmir in year 2006-07. The highest total spend on construction from year 2001-02 to 2009-10 has been by Uttar Pradesh with a total of Rs 34,047 lacs and the lowest total spend from year 2001-02 to 2009-10 has been by Daman & Diu. Most fluctuating spending across years come from Maharashtra & Chhattisgarh with most even spending come from Assam

5.2 Mobility

Figure 2- Mobility- Funds receipt for 2001-02 to 2009-10 (Funds in Rs. Lacs)

Graph Interpretation: This graph illustrates the absolute spend (in terms of INR Lacs) for each State and Union Territory on Mobility, for the period for which the MPF Scheme has been active. This graph seeks to compare the amount spent by various states with each other for every year, and the trend of the amount spent by each state, over the years.

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Inference: Highest spend in a particular year on mobility has been by Andhra Pradesh in year 2003-04. The highest total spend on mobility from year 2001-02 to 2009-10 has been by Andhra Pradesh with a total of Rs 17,923 lacs and the lowest total spend from year 2001-02 to 2009-10 has been by Daman & Diu. Most fluctuating spends across years come from Assam & Daman & Diu with most even spends come from Andhra Pradesh
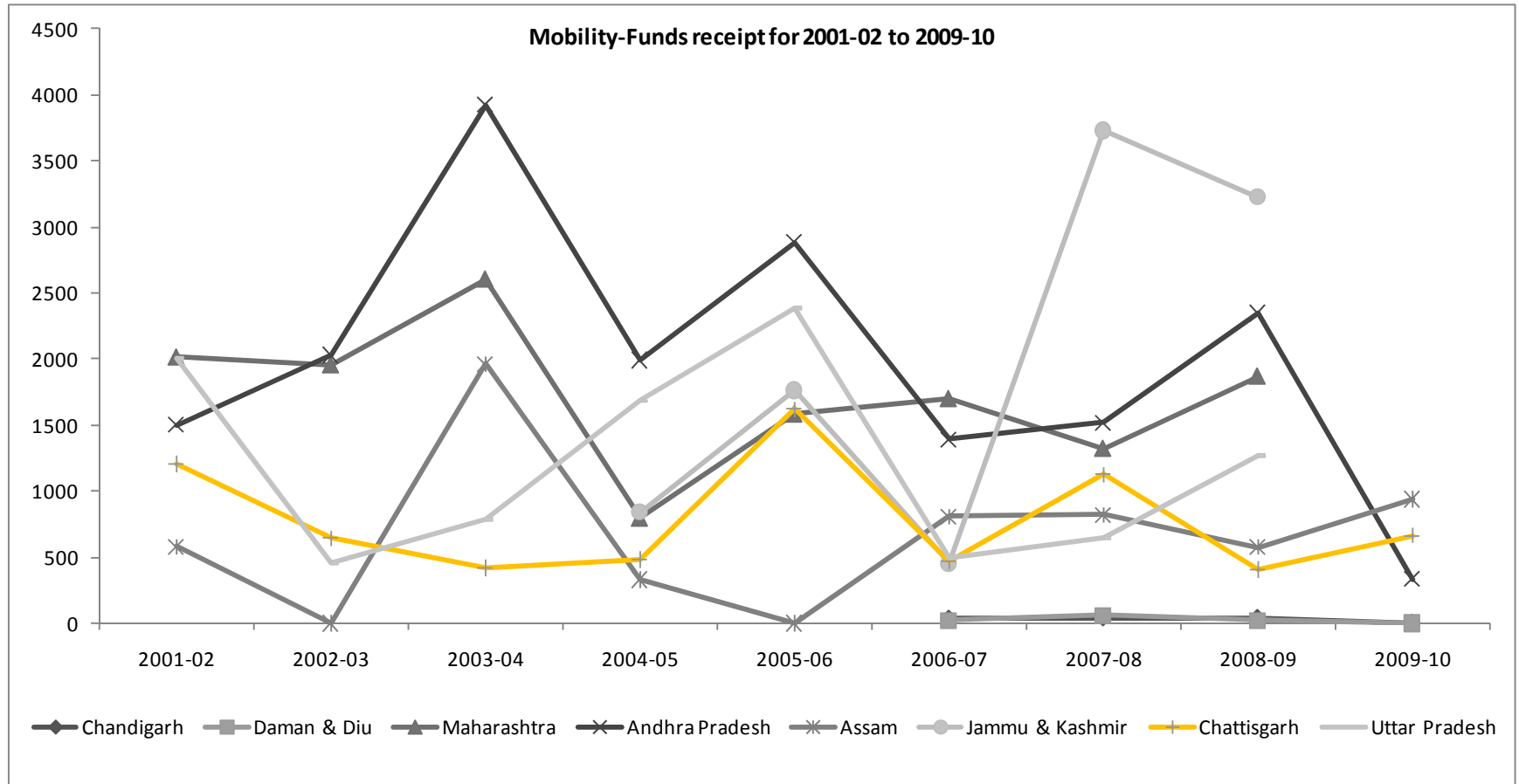
5.3 Weapons

Figure 3- Weapons- Funds receipt for 2001-02 to 2009-10 (Funds in Rs. Lacs)

Graph Interpretation: This graph illustrates the absolute spend (in terms of INR Lacs) for each State and Union Territory on Weapons, for the period for which the MPF Scheme has been active. This graph seeks to compare the amount spent by various states with each other for every year, and the trend of the amount spent by each state, over the years.

Inference: Highest spend in a particular year on weapons has been by Assam in year 2005-06. The highest total spend on weapons from year 2001-02 to 2009-10 has been by Uttar Pradesh with a total of Rs 9,747 lacs and the lowest total spend from year 2001-02 to 2009-10 has been by Daman & Diu. Most of the states have very high fluctuating spends with Chhattisgarh and Assam dominating others. The most even spends come from Daman & Diu
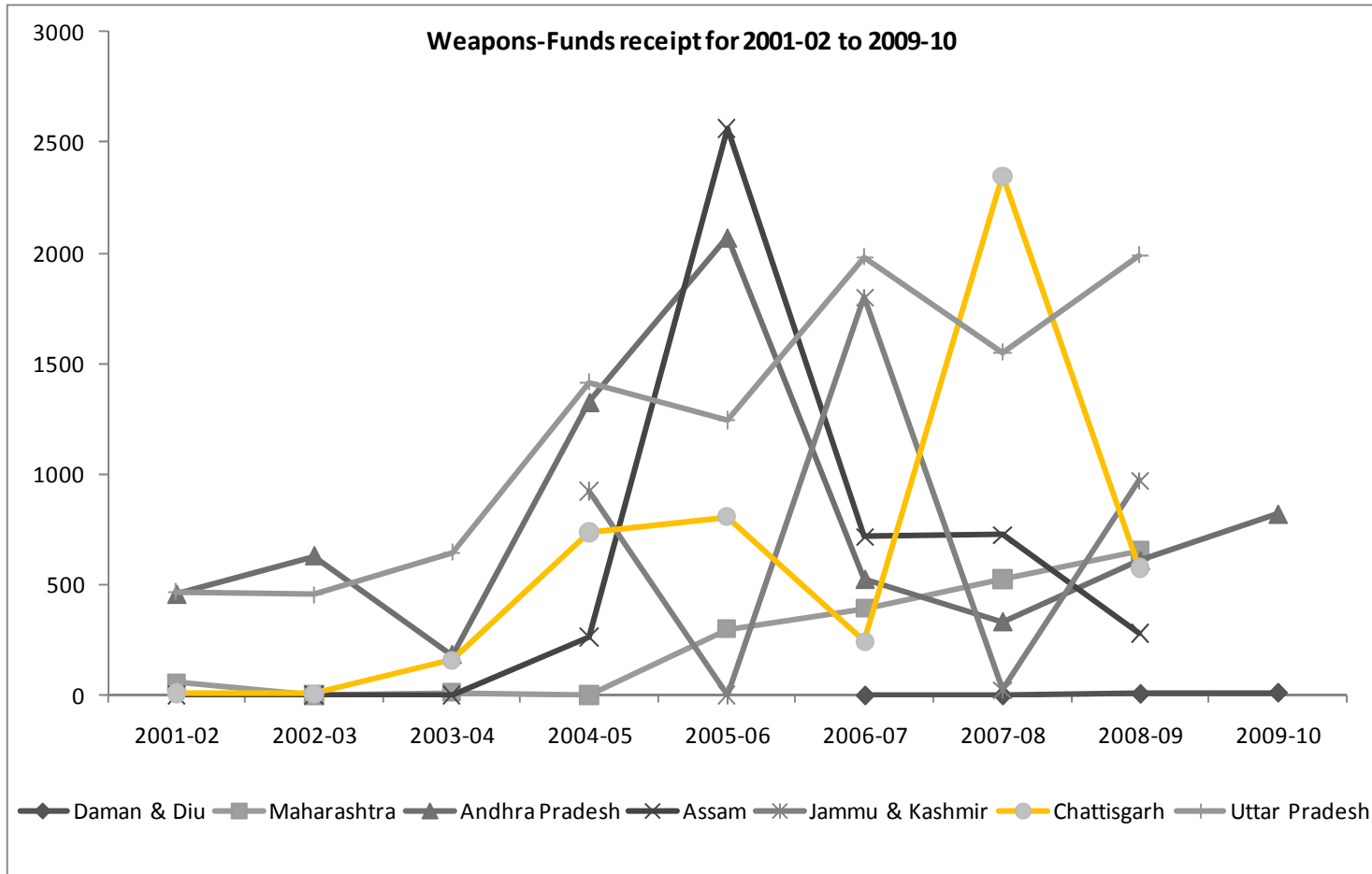
5.4 Training

Figure 4- Training Funds receipt for 2001-02 to 2009-10 (Funds in Rs. Lacs)

Graph Interpretation: This graph illustrates the absolute spend (in terms of INR Lacs) for each State and Union Territory on training, for the period for which the MPF Scheme has been active. This graph seeks to compare the amount spent by various states with each other for every year, and the trend of the amount spent by each state, over the years.

Inference: Highest spend in a particular year on Training has been by Chhattisgarh in year 2002-03. The highest total spend on training from year 2001-02 to 2009-10 has been by Chhattisgarh with a total of Rs 1182 lacs and the lowest total spend from year 2001-02 to 2009-10 has been by Maharashtra. Most of the states have very high fluctuating spends with Maharashtra and Assam dominating others. The most even spends come from Uttar Pradesh

5.5 Computerization

Figure 5- Computerization Funds receipt for 2001-02 to 2009-10 (Funds in Rs. Lacs)

Graph Interpretation: This graph illustrates the absolute spend (in terms of INR Lacs) for each State and Union Territory on Computerization, for the period for which the MPF Scheme has been active. This graph seeks to compare the amount spent by various states with each other for every year, and the trend of the amount spent by each state, over the years.

Inference: Highest spend in a particular year on Computerization has been by Uttar Pradesh in year 2006-07. The highest total spend on computerization from year 2001-02 to 2009-10 has been by Uttar Pradesh with a total of Rs 1785 lacs and the lowest total spend from year 2001-02 to 2009-10 has been by Assam. Most of the states have very high fluctuating spends with Jammu & Kashmir and Uttar Pradesh dominating others. The most even spends come from Chhattisgarh

5.6 Communication

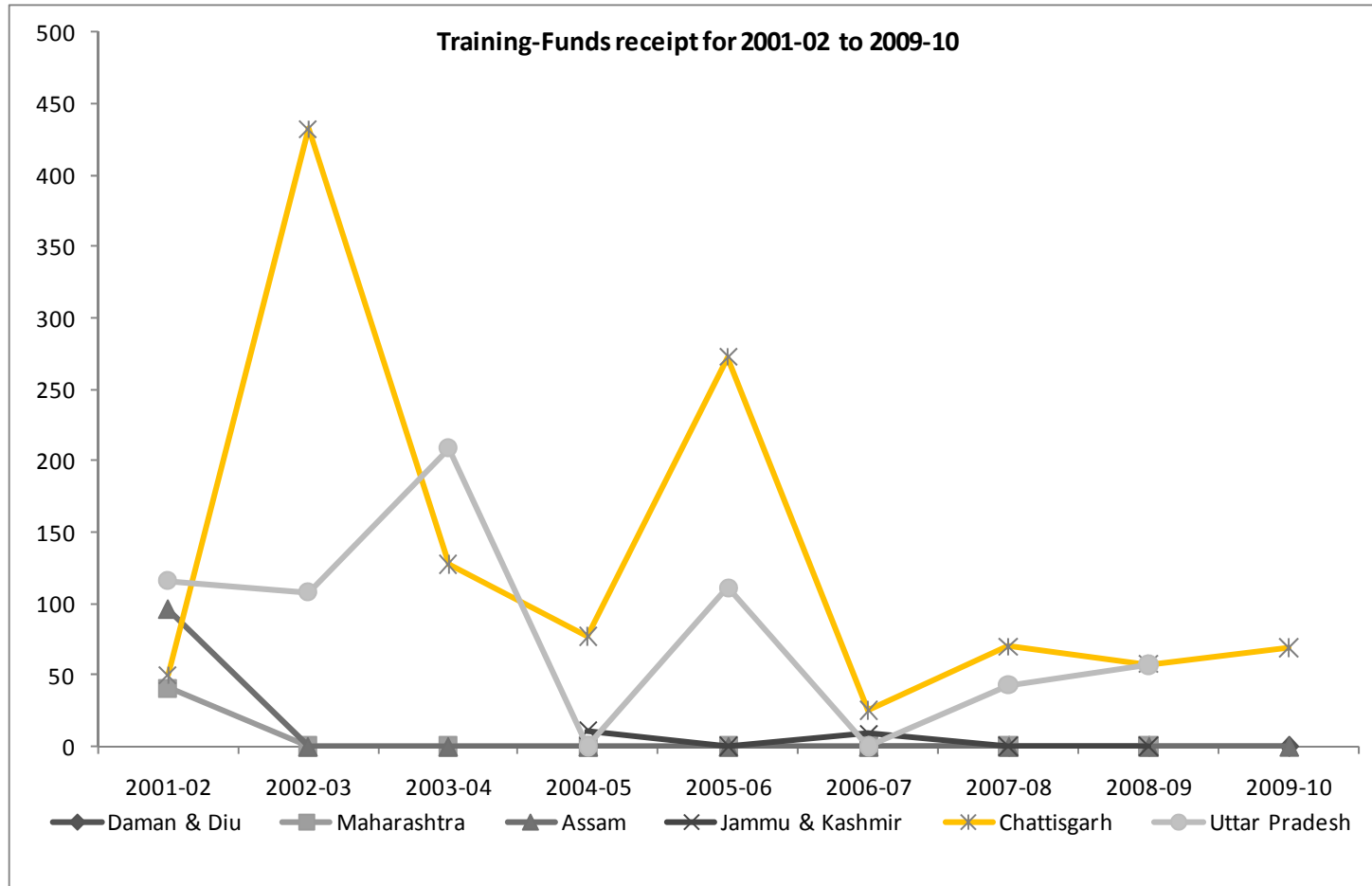**Communication-Funds receipt for 2001-02 to 2009-10**

Figure 6- Communication Funds receipt for 2001-02 to 2009-10 (Funds in Rs. Lacs)

Graph Interpretation: This graph illustrates the absolute spend (in terms of INR Lacs) for each State and Union Territory on Communication, for the period for which the MPF Scheme has been active. This graph seeks to compare the amount spent by various states with each other for every year, and the trend of the amount spent by each state, over the years.

Inference: Highest spend in a particular year on Communication has been by Uttar Pradesh in year 2007-08. The highest total spend on communication from year 2001-02 to 2009-10 has been by Uttar Pradesh with a total of Rs 6214 lacs and the lowest total spend from year 2001-02 to 2009-10 has been by Chandigarh. Most of the states have very high fluctuating spends with Assam and Chhattisgarh dominating others. The most even spends come from Maharashtra
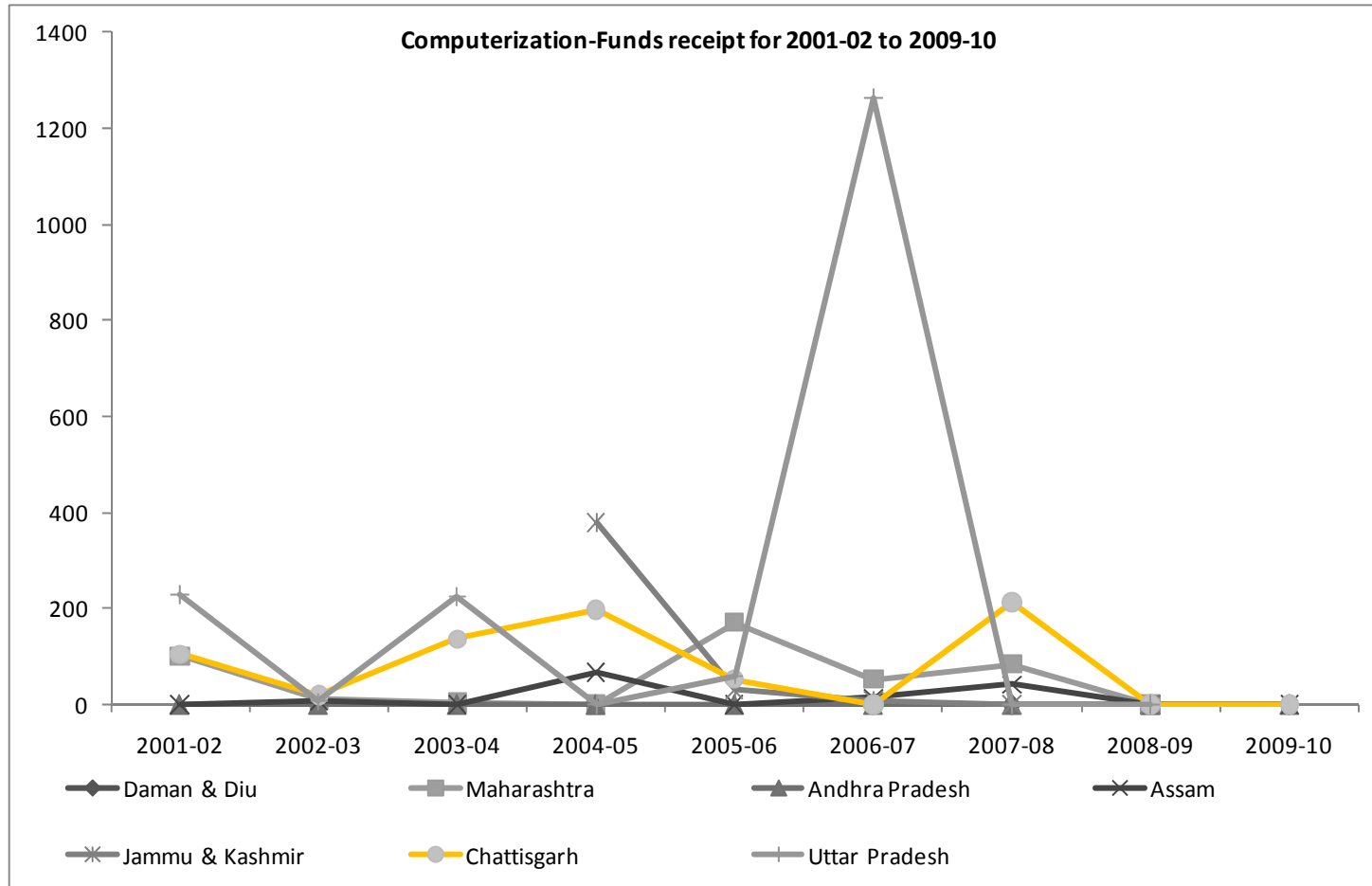
5.7 Equipment
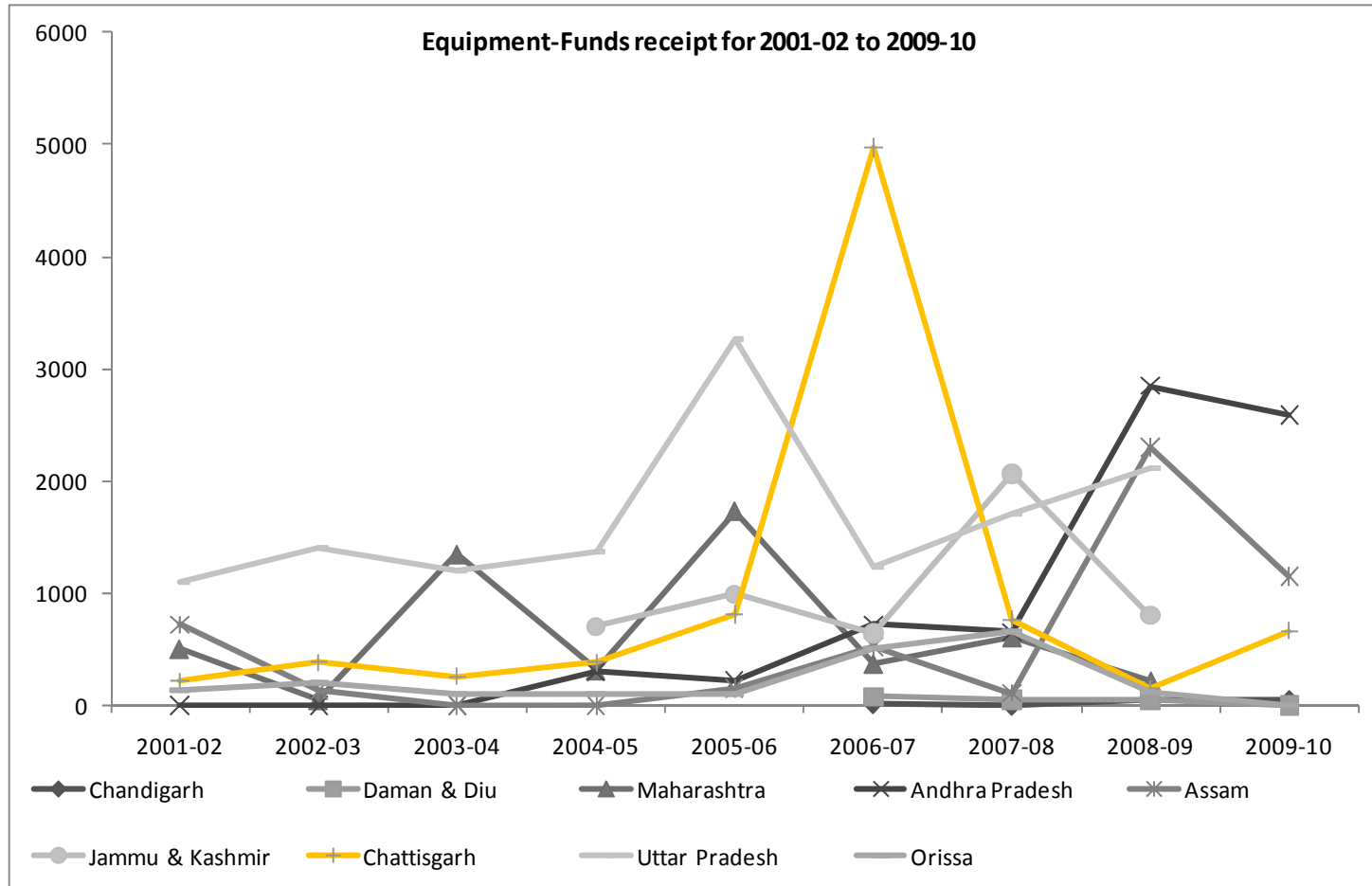
Figure 7- Equipment Funds receipt for 2001-02 to 2009-10 (Funds in Rs. Lacs)

Graph Interpretation: This graph illustrates the absolute spend (in terms of INR Lacs) for each State and Union Territory on Equipment, for the period for which the MPF Scheme has been active. This graph seeks to compare the amount spent by various states with each other for every year, and the trend of the amount spent by each state, over the years.

Inference: Highest spend in a particular year on equipment has been by Chhattisgarh in year 2006-07. The highest total spend on equipment from year 2001-02 to 2009-10 has been by Uttar Pradesh with a total of Rs 13,397 lacs and the lowest total spend from year 2001-02 to 2009-10 has been by Chandigarh. Most of the states have very high fluctuating spends with Assam and Chhattisgarh dominating others. The most even spends come from Uttar Pradesh

5.8 Forensic Science

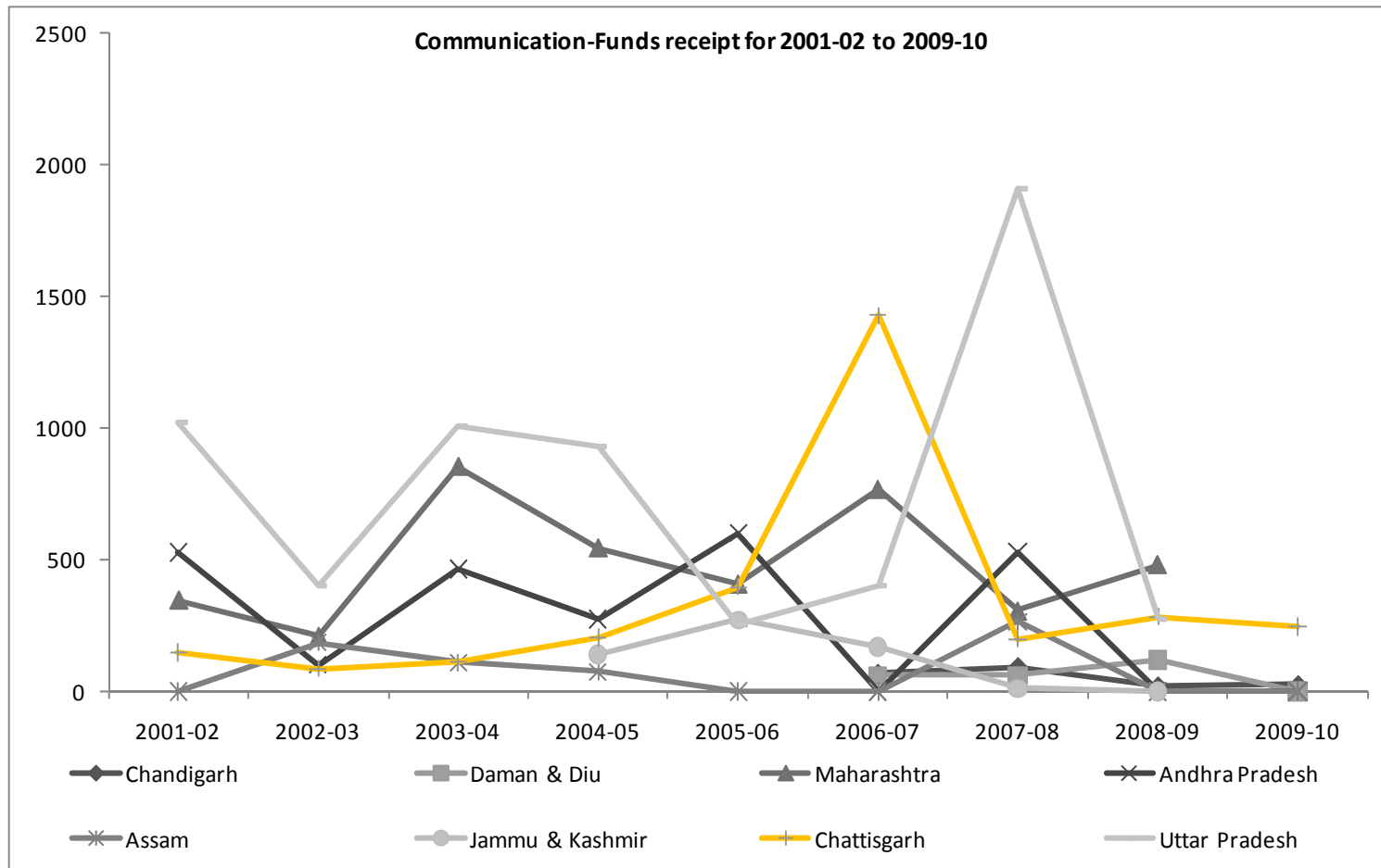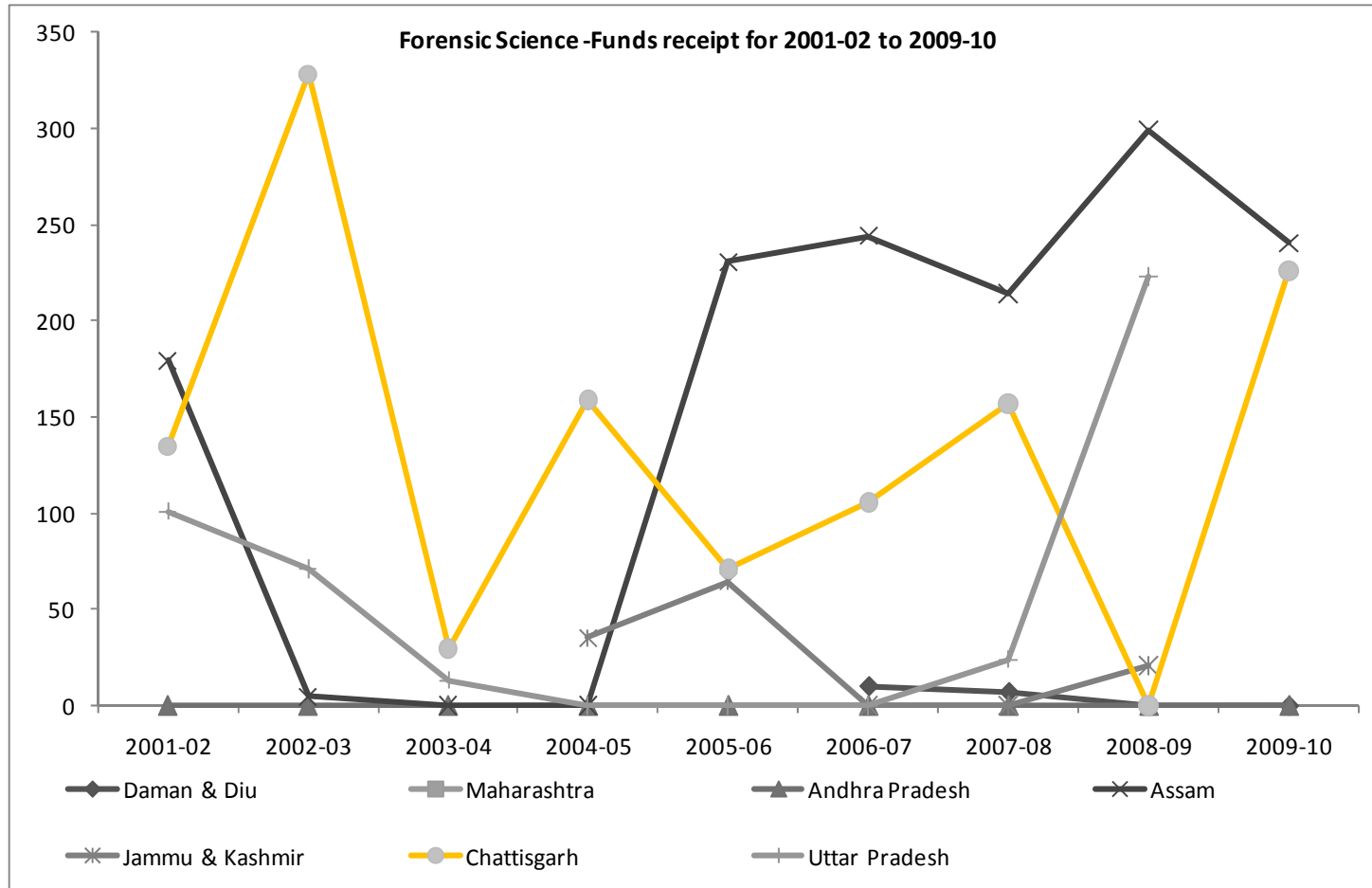Figure 8- Forensic Science Funds receipt for 2001-02 to 2009-10 (Funds in Rs. Lacs)

Graph Interpretation: This graph illustrates the absolute spend (in terms of INR Lacs) for each State and Union Territory on Forensic Science, for the period for which the MPF Scheme has been active. This graph seeks to compare the amount spent by various states with each other for every year, and the trend of the amount spent by each state, over the years.

Inference: Highest spend in a particular year on Forensic science has been by Chhattisgarh in year 2002-03. The highest total spend on forensic science from year 2001-02 to 2009-10 has been by Chhattisgarh with a total of Rs 1211 lacs and the lowest total spend from year 2001-02 to 2009-10 has been by Chandigarh. Most of the states have very high fluctuating spends with Uttar Pradesh and Jammu & Kashmir dominating others. The most even spends come from Daman & Diu

6. Assessment of States and UTs

6.1 Degree of Implementation

6.1.1 Fund Allocation for 2008-09*
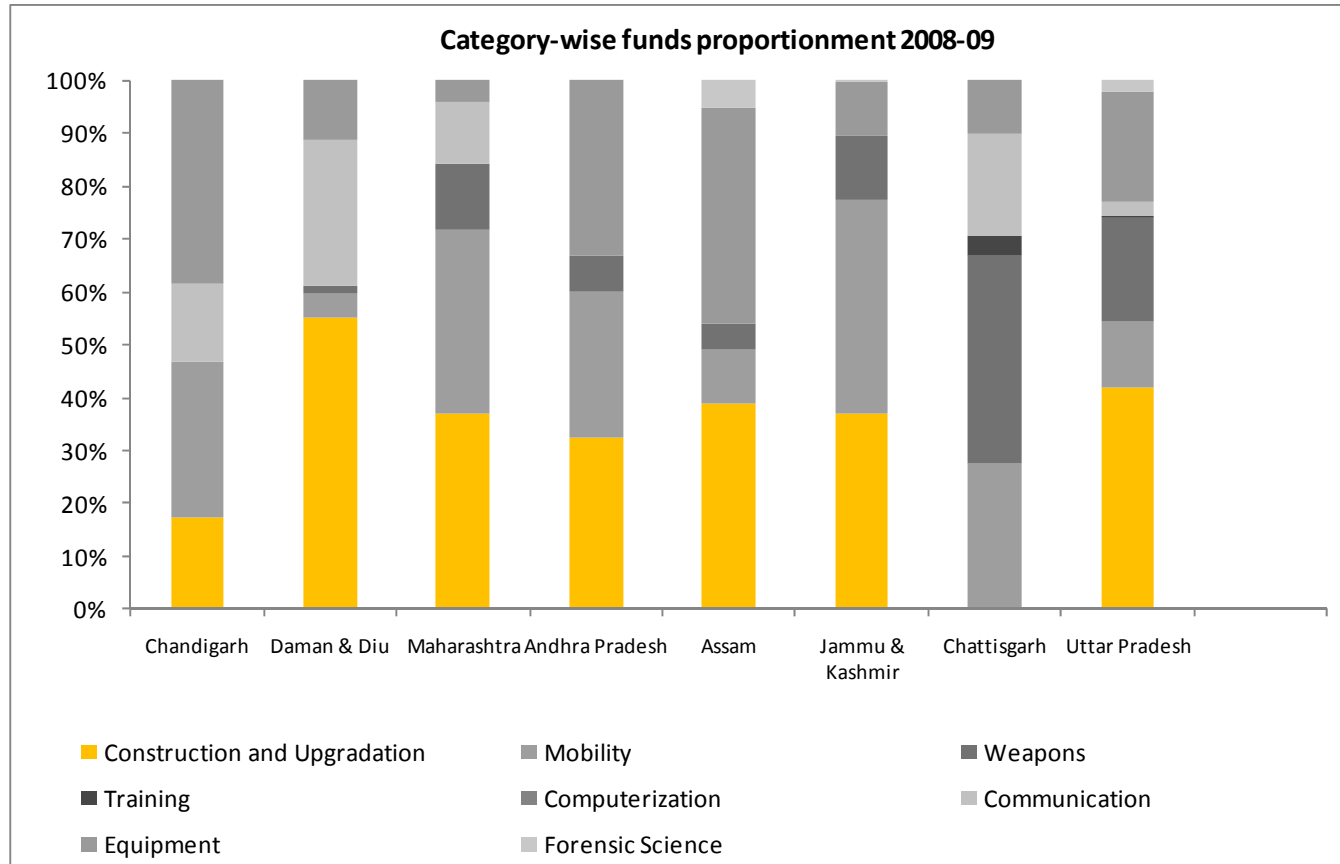
Figure 9- Category wise funds proportionment 2008-09

* Represents all identified States/UTs other than Rajasthan and Orissa as required data could not be made available to the team

Graph Interpretation: This graph illustrates the percentage spend for each State and Union Territory on the defined categories, for 2008-09. Since the absolute numbers for each State will be different, depending on size, kind of activity and kind of categorization, the percentage break-up provides a good comparison point.

Inference: We find that during 2008-09, majority of MPF funds were proportioned for the purpose of Construction and Upgradation. Daman & Diu and Uttar Pradesh had maximum % allocation for construction and upgradation, whereas Chhattisgarh and Chandigarh and very low allocation for the same. Apart from Construction, large chunk of the MPF funding was also spent for improving mobility.

6.1.2   Consolidated Fund Allocation from 2000-01 to 2009-10*
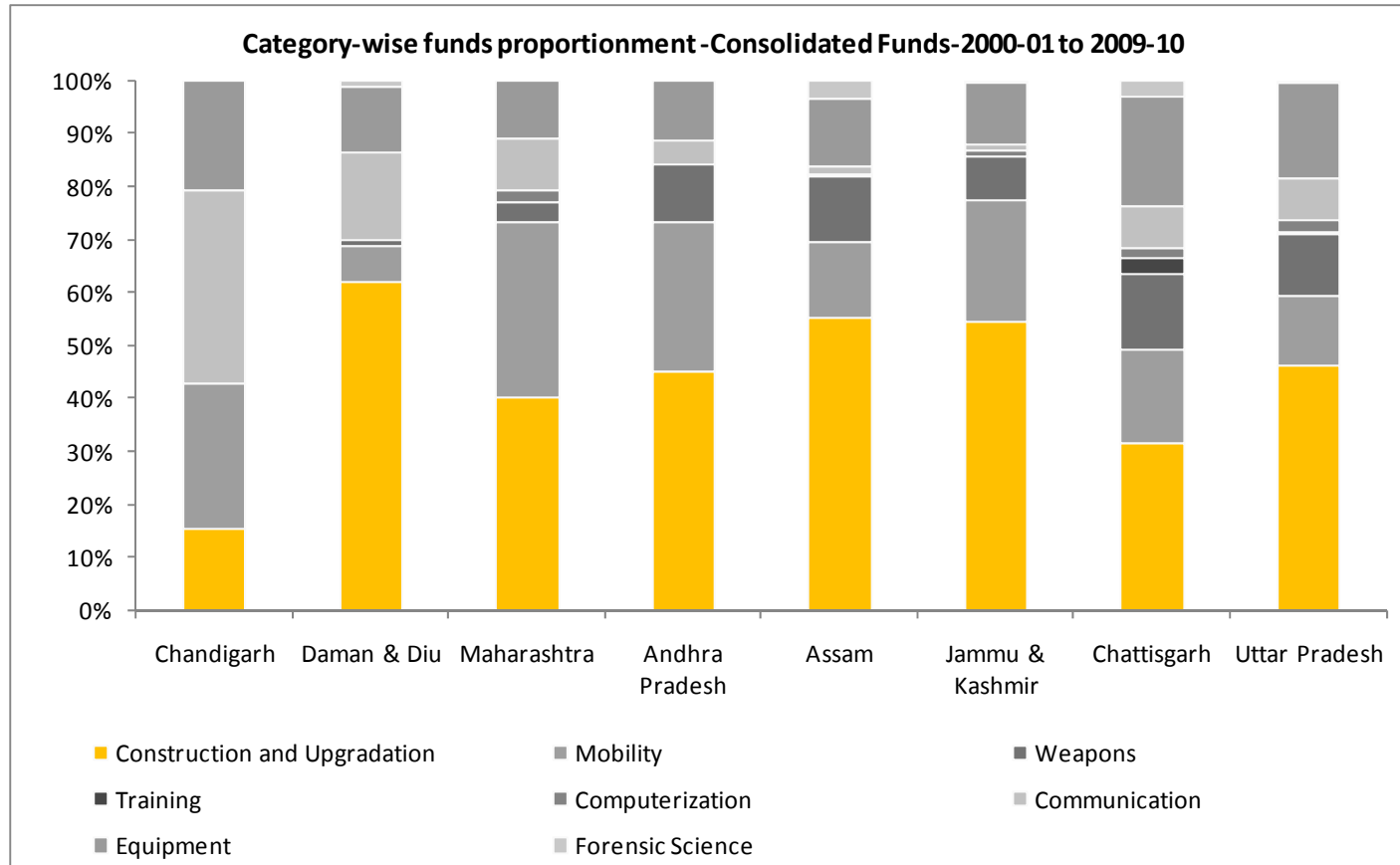
Figure 10- Category wise funds proportionment- Consolidated Funds 2000-01 to 2009-10

* Represents all identified States/UTs other than Rajasthan and Orissa as required data could not be made available to the team

Graph Interpretation: This graph illustrates the percentage spend for each State and Union Territory on the defined categories, for the period of implementation of the MPF. Since the absolute numbers for each State will be different, depending on size, kind of activity and kind of categorization, the percentage break-up provides a good comparison point.

Inference: We find that during 2000-09, majority of MPF funds were proportioned for the purpose of Construction and Upgradation. Daman & Diu, J&K and Assam had maximum % allocation for construction and upgradation, whereas Chhattisgarh and Chandigarh and very low allocation for the same. Apart from Construction, large chunk of the MPF funding was also spent for improving mobility.

6.1.3 Consolidated Fund Utilization from 2000-01 to 2009-10

State/ UT	Fund Utilization Level (%)	Utilization Classification (Low/ Medium/ High)	Time period between final submission and funds release	Classification of Funds Release Efficiency (Low/ Medium/ High)
Chandigarh*	57%	Medium	7 months	Low
Daman & Diu*	96%	High	11 months	Low
Rajasthan	92%	High	3 months	High
Maharashtra	93%	High	-	-
Andhra Pradesh	92%	High	-	-
Assam	83%	High	4 months	Medium
Jammu & Kashmir	95%	High	4.5 months	Medium
Chhattisgarh	93%	High	10.5 months	Low
Uttar Pradesh	90%	High	6 months	Medium
Orissa	96%	High	-	-

(Fund Utilization Classification Key- 0-50%-Low, 50-80%-Medium, 80-100%-High)

(Funds Release Efficiency Classification Key- 7-12 months-Low, 4-6 months -Medium, 1-4 months-High)

*Note: For Daman & Diu / Chandigarh, funding started from 06-07
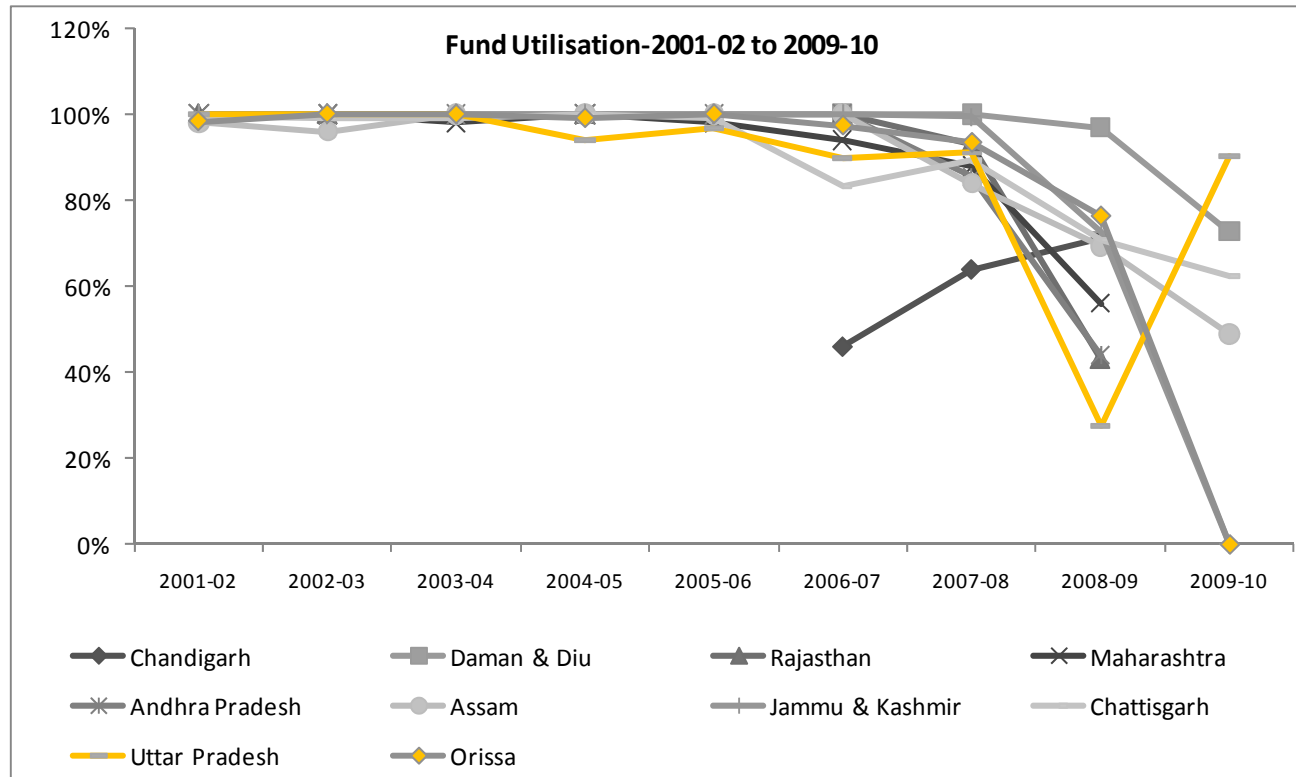
Figure 11- Fund Utilization 2001-02 to 2009-10

Graph Interpretation: This graph illustrates fund utilization percentage for each State and Union Territory for the period of operation of MPF. This graph seeks to draw a comparison between the utilization levels every year, in terms of how they have changed for a particular State/ UT. It also seeks to draw a comparison between the various States and UTs, in terms of how their utilization levels vary against each other.

Inference: We find that during 2000-06, there has been a consistent close to 100 % utilization of funds. However, year 2006 onwards, most of the states have not been able to utilize very high levels of funds. This may be attributed to procedural delays highlighted later in this report.

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State / UT	Fund release efficiency	Fund utilization
Chandigarh	Low	Medium
Daman & Diu	Low	High
Rajasthan	High	High
Maharashtra	-	High
Andhra Pradesh	-	High
Assam	Medium	High
Jammu & Kashmir	Medium	High
Chhattisgarh	Low	High
Uttar Pradesh	Medium	High
Orissa	-	High

Figure 12- Fund release efficiency & Fund utilization level

Table Interpretation: This graph takes inputs from the above two graphs and depicts on a 2x2 matrix, the fund release efficiency and the fund utilization level.

Inference:

On categorizing various States and UTs as Low, medium or high based on the defined percentages for utilization of the funds it was observed that:

a) 9 out of 10 selected States and UTs fall under High category representing more than 80 percent utilization (J&K, Assam, UP)

b) 1 out of 10 selected States and UTs fall under Medium category representing more than 50 percent utilization but less than 80 percent utilization

c) No State / UT falls under the low utilization category of funds i.e. more than 0 percent utilization but less than 50 percent utilization.

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Fund Utilization and Release across States/ UTs

6.1.4   Procurement Efficiency Assessment

Table: Procurement Lead Times (in months)

	Construction and Upgradation	Mobility	Weapons	Communication	Equipment	Forensic Science
Chandigarh	N.A	4.50		4.50	4.50	N.A
Daman & Diu	N.A	2.75	2.75		2.75	2.75
Rajasthan	6.75	2.90	2.90	2.90	2.90	4.00
Maharashtra	6.25	5.50	5.50	5.50	5.50	2.00
Assam	0.63	7.50	7.50	7.50	7.50	2.75
Jammu & Kashmir	N.A	5.25	N.A		5.25	N.A
Chhattisgarh	3.25	3.25	3.25	2.75	3.25	3.88
Orissa	N.A	2.25	2.63	2.50	N.A	3.75

Interpretation: This table illustrates the average procurement lead time for each category, across the various states and UTs. This table seeks to draw a comparison between the procurement lead times, in terms of how they have changed for a particular State/ UT. It also seeks to draw a comparison between the various States and UTs, in terms of how their procurement lead times vary against each other.

Inference: The procurement lead times demonstrate that there is a lot of scope of improvement in the procurement process. Suggestions for reduction in this lead time have been provided later in this report.

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6.2   Degree of Responsiveness

(Each of the measures is scored on a scale of 1 to 5 where:

    1-   Strongly disagree, 2- Disagree, 3-Neither agree nor disagree, 4-Agree, 5-Strongly agree)

(The scores below have been derived as an average of the responses received from various personnel across the Allied Branches and the Field Units. Adequate data was not available for Training/FSL, hence they have been excluded)

6.2.1   Construction and Upgradation

State/ UT	Adequacy Met	Timely Procurement and Distribution	Quality	Morale, confidence and efficiency
Chandigarh	NA	NA	NA	NA
Daman & Diu	3.4	3.5	3.3	4
Rajasthan	3.7	3.7	3.6	3.8
Maharashtra	2.8	2.9	3.5	3.4
Andhra Pradesh	3.3	3.4	3.5	4
Assam	3.5	3.3	3.1	3.6
Jammu & Kashmir	3.6	3.6	3.7	3.7
Chhattisgarh	3.1	3.2	3.9	4
Uttar Pradesh	2.6	2.7	2.8	2.8
Orissa	2.4	2.6	3.2	4
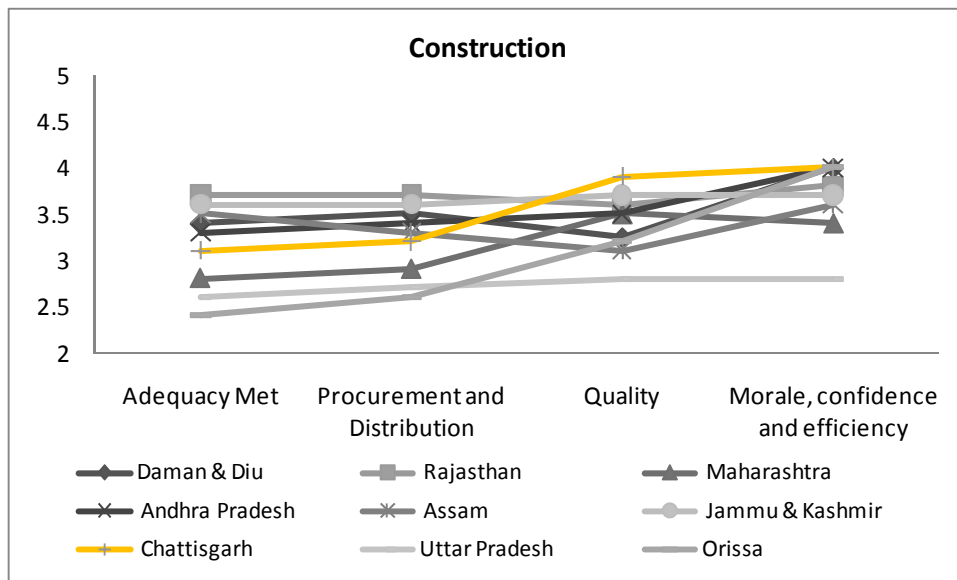
Figure 13- Construction Likert Scale

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Inference: We find that the states of Maharashtra, UP and Orissa have been performing below average scores on the procurement and distribution front. Also, States which have shown significant improvement in the construction and upgradation parameter are Rajasthan and J&K. UP and Orissa fare poorly on the parameters of Timely Procurement and Distribution. On the other hand, it was observed that Jammu & Kashmir and Chhattisgarh respondents were happy with the quality and construction under MPF had a positive impact on Morale, confidence and efficiency of the survey respondents.

6.2.2 Mobility

State/ UT	Adequacy Met	Timely Procurement and Distribution	Quality	Morale, confidence and efficiency
Chandigarh	3	4	4	4
Daman & Diu	3.7	3.9	4.0	4.3
Rajasthan	3.1	3.4	3.9	4.2
Maharashtra	2.7	3.2	3.8	3.6
Andhra Pradesh	2.6	4.0	4.0	2.8
Assam	2.7	3.4	4.1	4.2
Jammu & Kashmir	2.8	3.9	3.9	4.3
Chhattisgarh	3.1	3.1	4	4.1
Uttar Pradesh	3.3	3.0	3.6	3.5
Orissa	3	3.2	3.6	3.9
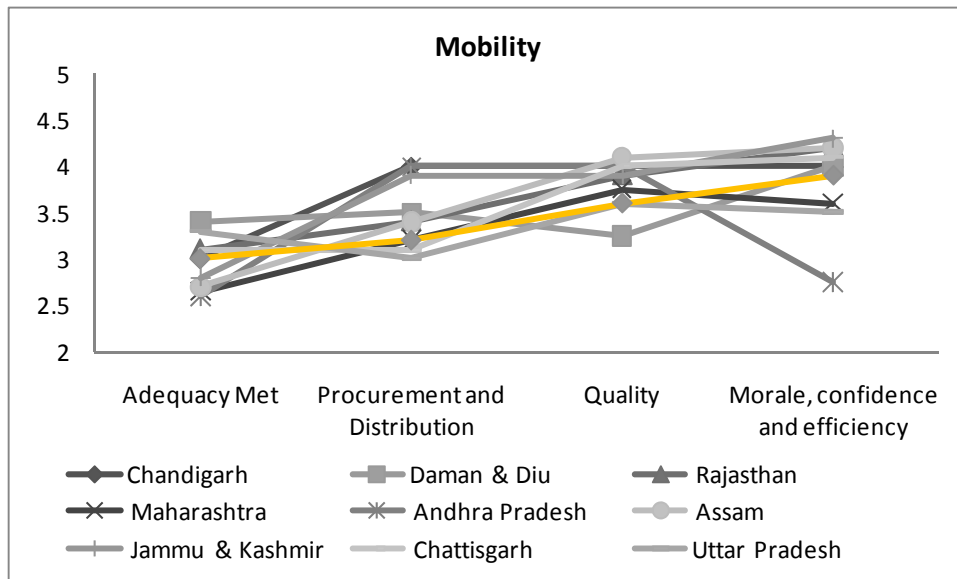
Figure 14- Mobility Likert Scale

Inference: On the Mobility (Adequacy levels) front states like Maharashtra, AP, Assam and J&K are performing below average scores/responses received. The UTs of Daman & Diu and Chandigarh alongwith the state of Uttar Pradesh is showing significant quality levels and procurement & distribution levels. In general, the survey respondents had good feedback on the parameters of Timely Procurement and Distribution and Quality of procurement and agreed that the procurement had a positive impact on their Morale, confidence and efficiency.

6.2.3   Weapons

State/ UT	Adequacy Met	Procurement and Distribution	Quality	Morale, confidence and efficiency
Chandigarh	NA	NA	NA	NA
Daman & Diu	3.7	3.8	4.3	4.3
Rajasthan	3.3	3.6	3.6	3.9
Maharashtra	3.3	3.9	3.9	4.2
Andhra Pradesh	3.9	4.3	4.2	4.2
Assam	4.0	4.2	4.5	4.5
Jammu & Kashmir	4.1	4.0	4.1	4.2
Chhattisgarh	3.8	3.8	3.8	4
Uttar Pradesh	2.8	3.0	3.3	3.4
Orissa	3.3	3.5	3.9	4
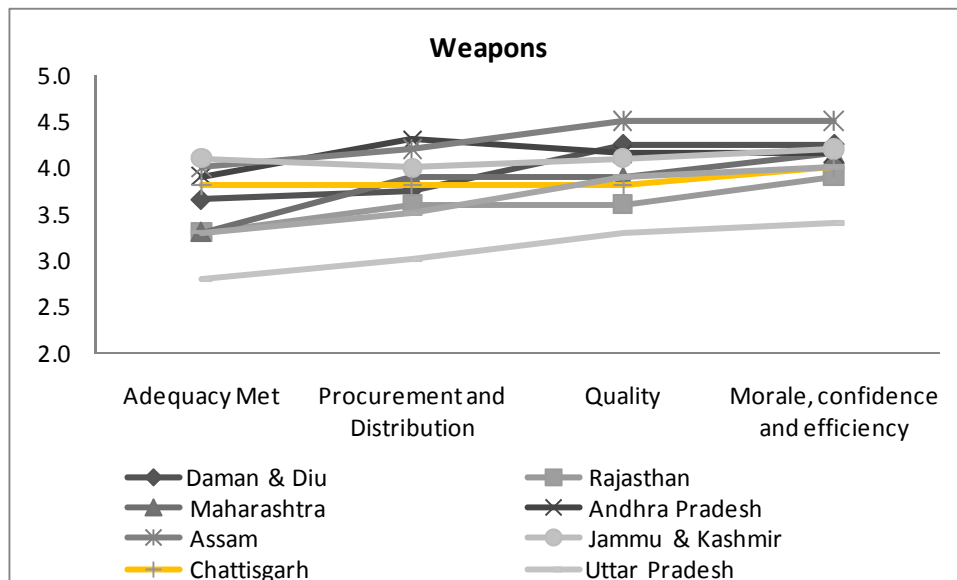
Figure 15- Weapons Likert Scale

Inference: We find that the states of J&K and Assam leads the chart amongst the counterparts discussed here. With an average scores of 4.1 & 4.0 respectively on the adequacy met front these states have also shown consistent performance across all other parameters like procurement & distribution, Quality, Morale-confidence and efficiency levels.

6.2.4 Equipment

State/ UT	Adequacy Met	Procurement and Distribution	Quality	Morale, confidence and efficiency
Chandigarh	4	4	4	4
Daman & Diu	2.9	3.3	3.8	4.0
Rajasthan	3	3.5	3.5	3.9
Maharashtra	3.4	3.1	3.5	3.5
Andhra Pradesh	3.4	4.0	3.9	4.2
Assam	2.8	3.3	4.1	4.2
Jammu & Kashmir	2.8	3.6	4.0	3.9
Chhattisgarh	3.1	3.5	3.5	4.1
Uttar Pradesh	2.8	3.2	2.7	2.9
Orissa	2.5	3.2	3.9	4
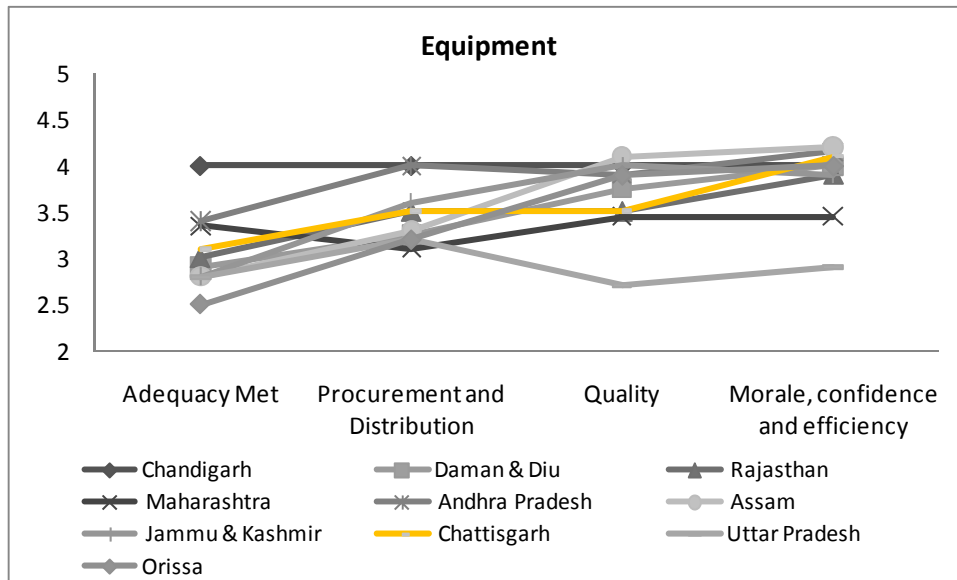
Figure 16- Equipment Likert Scale

Inference: On the equipment front, we find that the state of UP is performing below average scores and the reasons could be attributed to the much fewer numbers of vehicles than the standards / benchmarks followed by other states across geographies

6.2.5   Computerization

State/ UT	Adequacy Met	Procurement and Distribution	Quality	Morale, confidence and efficiency
Chandigarh	4	4	4	4
Daman & Diu	2.7	3.0	3.8	3.7
Rajasthan	3.1	3.2	2.9	3.9
Maharashtra	2.7	3.0	3.1	3.4
Andhra Pradesh	3.4	4.0	4.0	3.2
Assam	2.7	3.5	3.8	4.3
Jammu & Kashmir	2.6	3.6	3.7	3.9
Chhattisgarh	3.1	3.4	3	4.2
Uttar Pradesh	3.3	3.2	3.0	3.2
Orissa	2.3	2.7	3.4	3.6
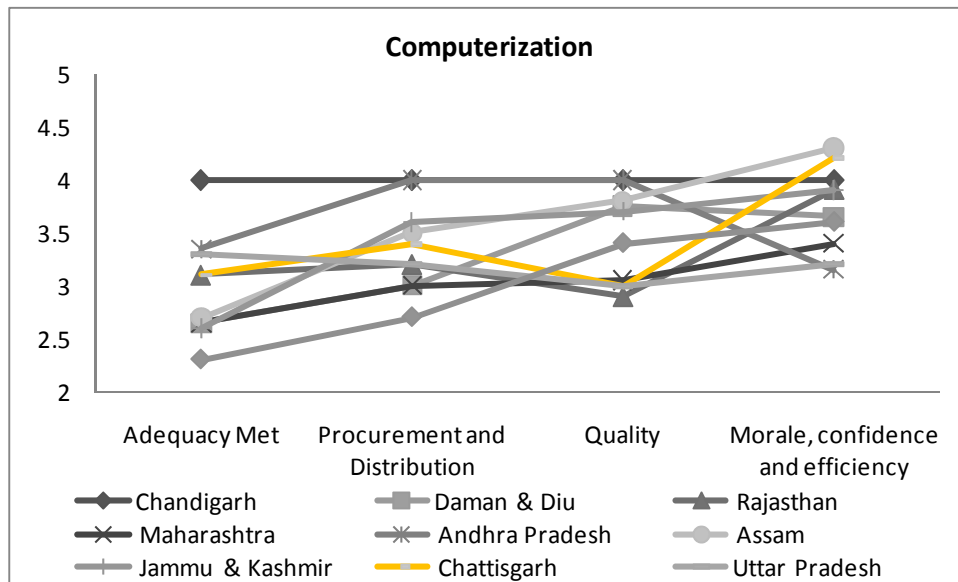
Figure 17- Computerization Likert Scale

Inference: Overall states are of the opinion that their adequacies are not met with respect to the computerization level. However, the responses also corroborate good quality of procurement and distribution process.

6.2.6   Communication

State/ UT	Adequacy Met	Procurement and Distribution	Quality	Morale, confidence and efficiency
Chandigarh	3	4	4	4
Daman & Diu	2.7	2.9	3.2	3.5
Rajasthan	3.5	3.6	3.3	3.9
Maharashtra	2.8	3.1	3.4	3.4
Andhra Pradesh	3.3	4.0	4.0	3.0
Assam	3.0	3.4	3.9	4.0
Jammu & Kashmir	3.1	3.6	3.8	4.0
Chhattisgarh	3.1	3.4	3.3	4
Uttar Pradesh	3.5	3.7	3.5	3.8
Orissa	2.8	3.5	3.5	3.7
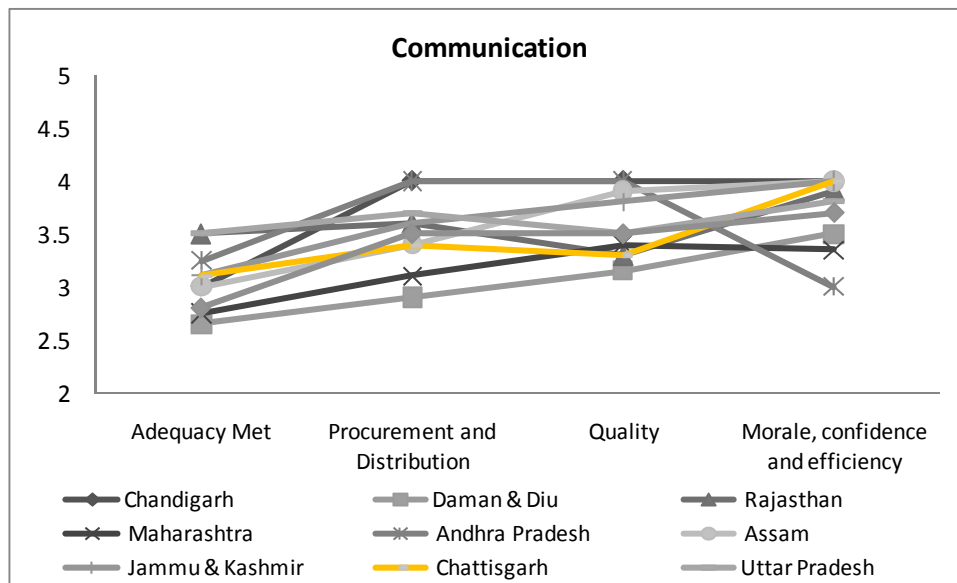
Figure 18- Communication Likert Scale

Inference: The quality of communication across all the States & UTs considered for the study stands to be closer to the average scores and depicts that there has been a significant level of improvement over a period of time.

6.2.7 Consolidated View: Degree of Responsiveness

State/ UT	Construction & Upgradation	Mobility	Weapons	Equipment	Computerization	Communication	Overall
Chandigarh	NA	3.8	NA	4.1	4	3.8	3.9
Daman & Diu	3.6	4.0	4.1	3.6	3.4	3.1	3.6
Rajasthan	3.7	3.6	3.6	3.5	3.2	3.6	3.5
Maharashtra	3.2	3.3	3.8	3.4	3.0	3.2	3.3
Andhra Pradesh	3.6	3.1	4.1	3.8	3.5	3.4	3.6
Assam	3.6	3.7	4.3	3.7	3.6	3.6	3.7
Jammu & Kashmir	3.6	3.6	4.1	3.5	3.4	3.6	3.6
Chhattisgarh	3.7	3.7	3.8	3.5	3.4	3.4	3.6
Uttar Pradesh	2.7	3.4	3.2	2.8	3.2	3.6	3.1
Orissa	3.2	3.5	3.7	3.4	3.1	3.3	3.4

Degree of Responsiveness

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Graph Interpretation: This graph illustrates the average rating across each category, for all States and UTs, in terms of the degree of responsiveness.

Inference: Degree of responsiveness and overall satisfaction levels can be seen in the table above. It is evident from the assessment study that the States of AP, J&K and Assam have shown above average performance across all parameters. UTs of Chandigarh and Daman & Diu are showing up average scores of 3.9 & 3.6 respectively.

7. Key Performance Indicators (KPI)

In order to assess the quantitative levels of benefits of the MPF Scheme, the past & current data of various parameters like construction, mobility, Mobile FSL, computerization and equipments etc was assessed. As a result to the study, the KPI's clearly depict gaps in the requirement and adequacy levels in almost all parameters covered under the MPF Scheme. Even though certain parameters have shown significant improvement but the larger impact of the same could not be seen due to significant simultaneous increase in the sanctioned strength of the police personnel in the States / UTs. Therefore, it is necessary to reduce these gaps in future as they lead to a direct impact on overall motivation & efficiency of the police personnel.

Further, the key performance indicators section showcases the comparison between the changes / improvements that have taken place before & after the implementation of MPF Scheme thereby, comparing the actual position of various categories like construction, mobility, Mobile FSL etc against the sanctioned police strengths in the respective States / UTs.

7.1   Construction and Upgradation

7.1.1   Staff Quarters[1]

Total Staff Quarters in the State / UT			Sanctioned Strength			Staff Quarters per 100 Police Personnel		
State / UT	1998 (Base Year)	2008 (Current Year)	State / UT	1998 (Base Year)	2008 (Current Year)	State / UT	1998 (Base Year)	2008 (Current Year)
Assam	6789	8456	Assam	22895	61975	Assam	29.65	13.64
Rajasthan	10871	15701	Rajasthan	43986	61126	Rajasthan	24.71	25.69
Maharashtra	83795	82601	Maharashtra	143248	183681	Maharashtra	58.50	44.97
Andhra Pradesh	32196	44954	Andhra Pradesh	65871	89119	Andhra Pradesh	48.88	50.44
Jammu & Kashmir	3669	6997	Jammu & Kashmir	27323	68976	Jammu & Kashmir	13.43	10.14
Chhattisgarh	NA	12017	Chhattisgarh	22574	48911	Chhattisgarh	NA	24.57
Uttar Pradesh	49359	60586	Uttar Pradesh	94823	331810	Uttar Pradesh	52.05	18.26
Orissa	10191	9887	Orissa	28711	31380	Orissa	35.50	31.51
Daman & Diu	NA	107	Daman & Diu	0	246	Daman & Diu	NA	43.50
Chandigarh	NA	2147	Chandigarh	1517	4,209	Chandigarh	NA	51.01

[1] Source: BPR&D - Data on Police Organization Manual and Manual on Modernization & Upgradation of Police Infrastructure

Total Staff Quarters in State / UT
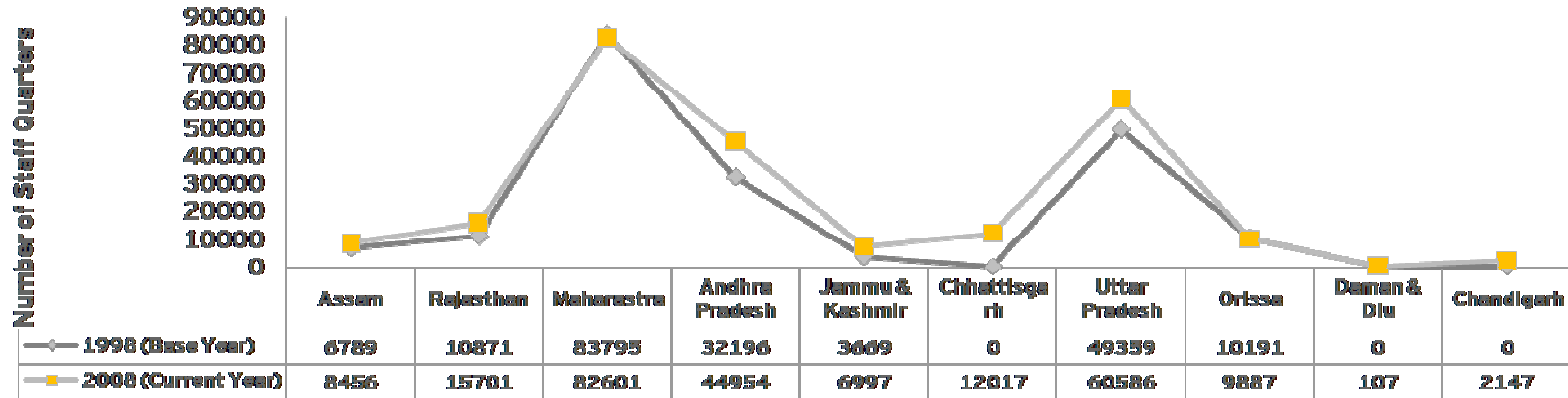
	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisga rh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
1998 (Base Year)	6789	10871	83795	32196	3669	0	49359	10191	0	0
2008 (Current Year)	8456	15701	82601	44954	6997	12017	60586	9887	107	2147

* Current Year Data for Chhattisgarh is for year 2009
** Base Year Data for Chhattisgarh, Daman & Diu and Chandigarh is not available
*** Sanctioned Strength for Uttar Pradesh is taken for 2010 *(Under 2008 - Current Year)*

Staff Quarters per 100 Police Personnel

	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisga rh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
1998 (Base Year)	29.65	24.71	58.50	48.88	13.43	0	52.05	35.50	0	0
2008 (Current Year)	13.64	25.69	44.97	50.44	10.14	24.57	18.26	31.51	43.50	51.01

* Current Year Data for Chhattisgarh & Chandigarh is for year 2009
** Base Year Data for Chhattisgarh, Daman & Diu and Chandigarh is not available
*** Sanctioned Strength for Uttar Pradesh is taken for 2010 *(Under 2008 - Current Year)*

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Inference: In almost all states, it can be seen that the total number of staff quarters has increased between the year 1998 to 2008. The maximum increase in number of Staff Quarters is in case of AP from 32196 to 44954 i.e. an increase by 12758 police stations.

But, the same is not the case when the comparison is done for housing to staff ratio between the years 1998 to 2008, as the total staff quarters in the states show decline or marginal increase in terms of availability of staff quarters per 100 policemen & this may be attributed to increased police strength over the period of 1998 to 2008.

7.1.2 Police Stations[2]

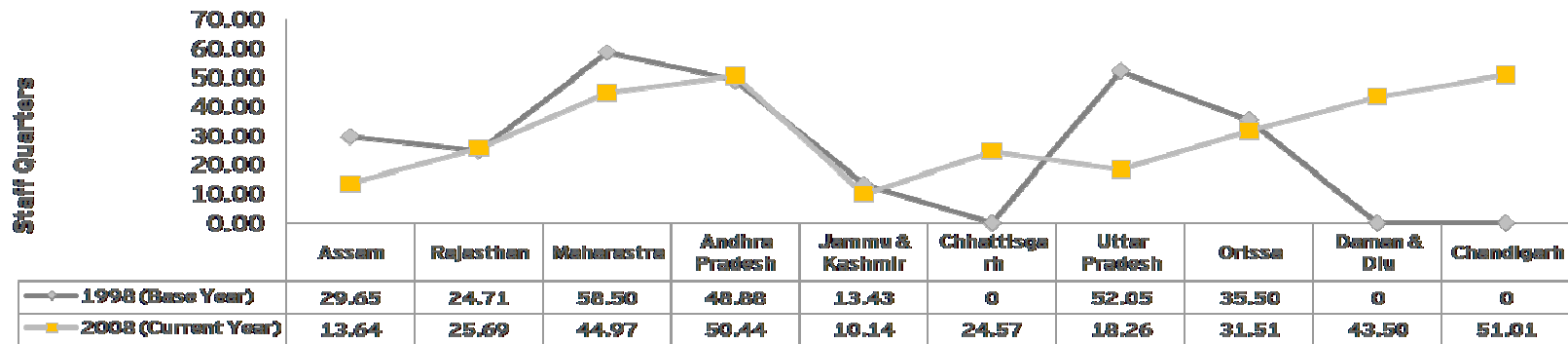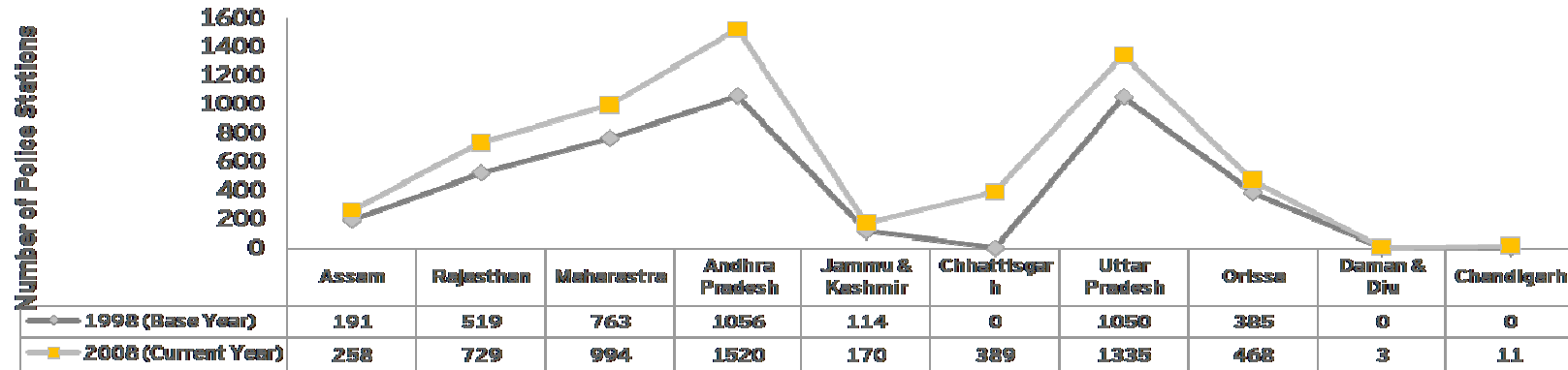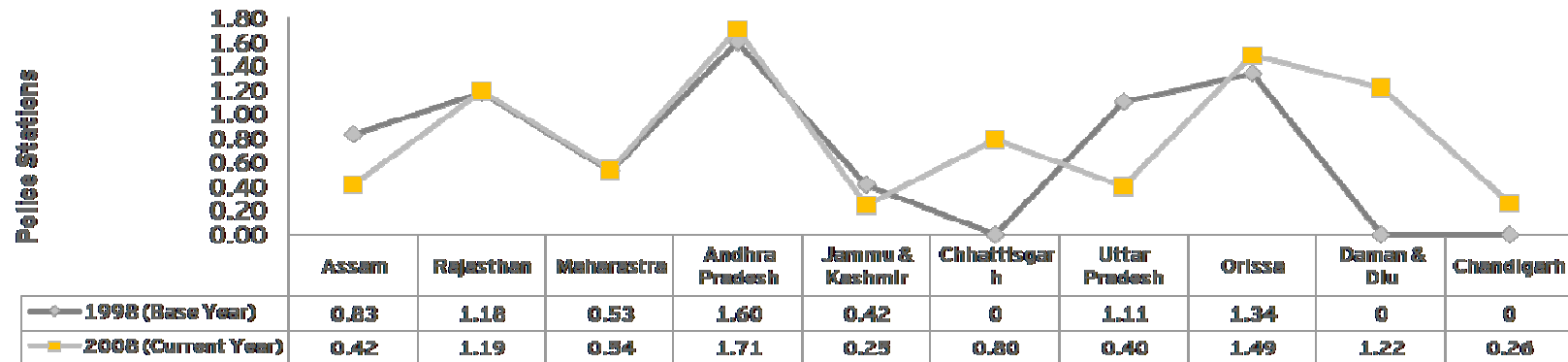| Total Police Stations in the State / UT			Sanctioned Strength			Police Stations per 100 Police Personnel		
State / UT	1998 (Base Year)	2008 (Current Year)	State / UT	1998 (Base Year)	2008 (Current Year)	State / UT	1998 (Base Year)	2008 (Current Year)
Assam	191	258	Assam	22895	61975	Assam	0.83	0.42
Rajasthan	519	729	Rajasthan	43986	61126	Rajasthan	1.18	1.19
Maharashtra	763	994	Maharashtra	143248	183681	Maharashtra	0.53	0.54
Andhra Pradesh	1056	1520	Andhra Pradesh	65871	89119	Andhra Pradesh	1.60	1.71
Jammu & Kashmir	114	170	Jammu & Kashmir	27323	68976	Jammu & Kashmir	0.42	0.25
Chhattisgarh	NA	389	Chhattisgarh	22574	48911	Chhattisgarh	NA	0.80
Uttar Pradesh	1050	1335	Uttar Pradesh	94823	331810	Uttar Pradesh	1.11	0.40
Orissa	385	468	Orissa	28711	31380	Orissa	1.34	1.49
Daman & Diu	NA	3	Daman & Diu	0	246	Daman & Diu	NA	1.22
Chandigarh	NA	11	Chandigarh	1517	4,209	Chandigarh	NA	0.26

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[2] Source: BPR&D - Data on Police Organization Manual and Manual on Modernization & Upgradation of Police Infrastructure

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Total Police Stations in State / UT

	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisgarh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
1998 (Base Year)	191	519	763	1056	114	0	1050	385	0	0
2008 (Current Year)	258	729	994	1520	170	389	1335	468	3	11

* Current Year Data for Chhattisgarh is for year 2009

** Base Year Data for Chhattisgarh, Daman & Diu and Chandigarh is not available

*** Sanctioned Strength for Uttar Pradesh is taken for 2010 *(Under 2008 - Current Year)*

Police Stations per 100 Police Personnel

	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisgarh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
1998 (Base Year)	0.83	1.18	0.53	1.60	0.42	0	1.11	1.34	0	0
2008 (Current Year)	0.42	1.19	0.54	1.71	0.25	0.80	0.40	1.49	1.22	0.26

* Current Year Data for Chhattisgarh & Chandigarh is for year 2009

** Base Year Data for Chhattisgarh & Chandigarh is for year 2001 & 2006 respectively

*** Sanctioned Strength for Uttar Pradesh is taken for 2010 (Under 2008 - Current Year)

Inference: In almost all states, it can be seen that the total number of Police Stations has increased between the year 1998 to 2008. (This increase is only for the Police Force owned buildings & not for the hired P.S. buildings) The maximum increase in number of police stations is in case of AP from 1058 to 1520 i.e. an increase by 464 police stations.
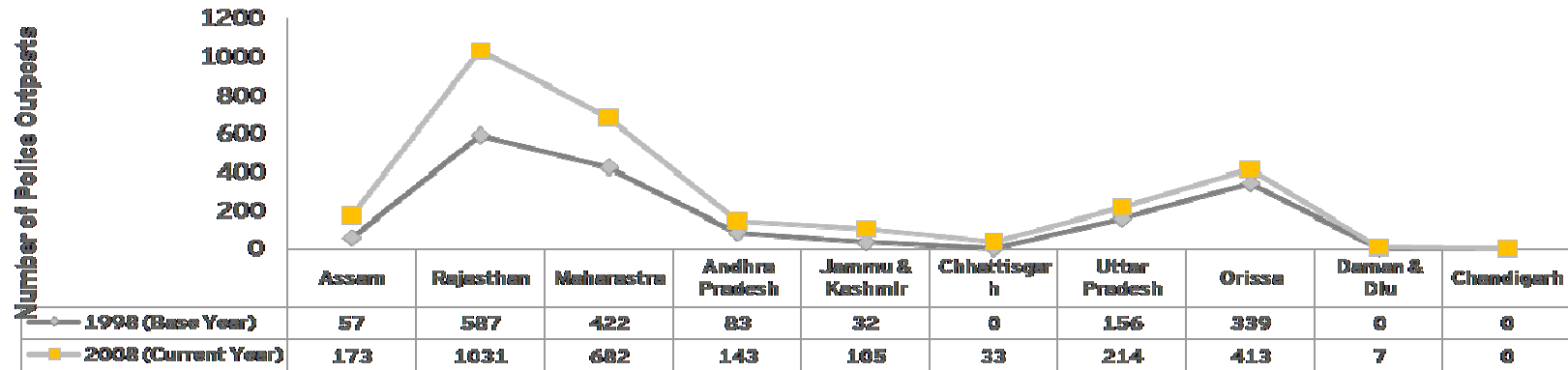
But, the same is not the case when the comparison is done for the Police Stations to staff ratio between the years 1998 to 2008, as the total Police Stations in the states show decline or marginal increase in terms of availability of Police Stations per 100 policemen. Hence, larger funding for the construction of Police Stations is also required in future as this leads to a direct impact on overall motivation & efficiency of the police personnel.

7.1.3 Police Outposts[3]

| Total Police Outposts in the State / UT			Sanctioned Strength			Police Outposts per 100 Police Personnel		
State / UT	1998 *(Base Year)*	2008 *(Current Year)*	State / UT	1998 *(Base Year)*	2008 *(Current Year)*	State / UT	1998 *(Base Year)*	2008 *(Current Year)*
Assam	57	173	Assam	22895	61975	Assam	0.25	0.28
Rajasthan	587	1031	Rajasthan	43986	61126	Rajasthan	1.33	1.69
Maharashtra	422	682	Maharashtra	143248	183681	Maharashtra	0.29	0.37
Andhra Pradesh	83	143	Andhra Pradesh	65871	89119	Andhra Pradesh	0.13	0.16
Jammu & Kashmir	32	105	Jammu & Kashmir	27323	68976	Jammu & Kashmir	0.12	0.15
Chhattisgarh	NA	33	Chhattisgarh	22574	48911	Chhattisgarh	NA	0.07
Uttar Pradesh	156	214	Uttar Pradesh	94823	331810	Uttar Pradesh	0.16	0.06
Orissa	339	413	Orissa	28711	31380	Orissa	1.18	1.32
Daman & Diu	NA	7	Daman & Diu	0	246	Daman & Diu	NA	2.85
Chandigarh	NA	0	Chandigarh	1517	4,209	Chandigarh	NA	0.00

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[3] Source: BPR&D - Data on Police Organization Manual and Manual on Modernization & Upgradation of Police Infrastructure

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Total Police Outposts in State / UT

	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisgarh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
1998 (Base Year)	57	587	422	83	32	0	156	339	0	0
2008 (Current Year)	173	1031	682	143	105	33	214	413	7	0

* Current Year Data for Chhattisgarh is for year 2009

** Base Year Data for Chhattisgarh, Daman & Diu and Chandigarh is not available

*** Sanctioned Strength for Uttar Pradesh is taken for 2010 *(Under 2008 - Current Year)*

Police Outposts per 100 Police Personnel

	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisgarh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
1998 (Base Year)	0.25	1.33	0.29	0.13	0.12	0	0.16	1.18	0	0
2008 (Current Year)	0.28	1.69	0.37	0.16	0.15	0.07	0.06	1.32	2.85	0.00

* Current Year Data for Chhattisgarh is for year 2009

** Base Year Data for Chhattisgarh, Daman & Diu and Chandigarh is not available

*** Sanctioned Strength for Uttar Pradesh is taken for 2010 *(Under 2008 - Current Year)*

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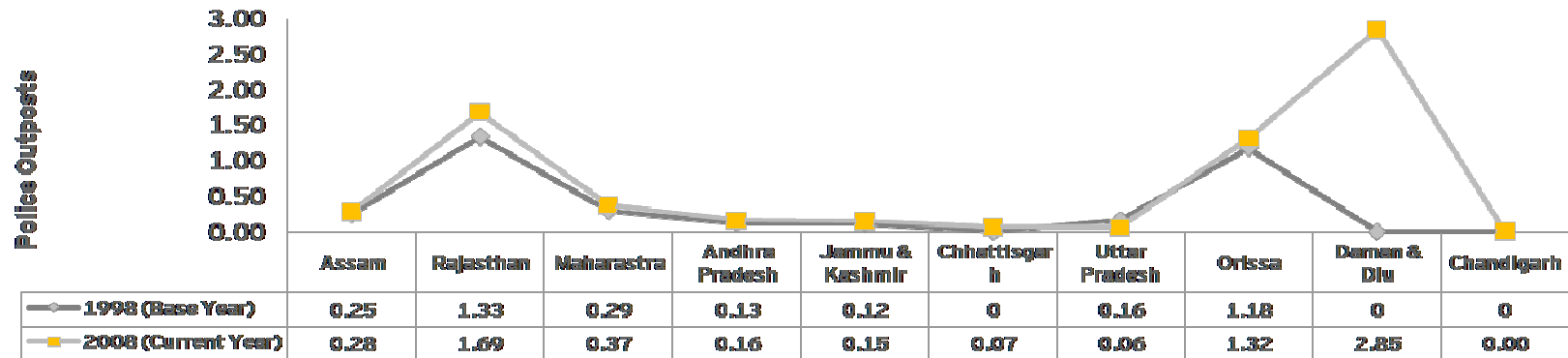
Inference: In almost all states, it can be seen that the total number of Police Outposts has increased between the year 1998 to 2008. The maximum increase in number of police stations is in case of Rajasthan from 587 to 1031 i.e. an increase by 444 police stations.
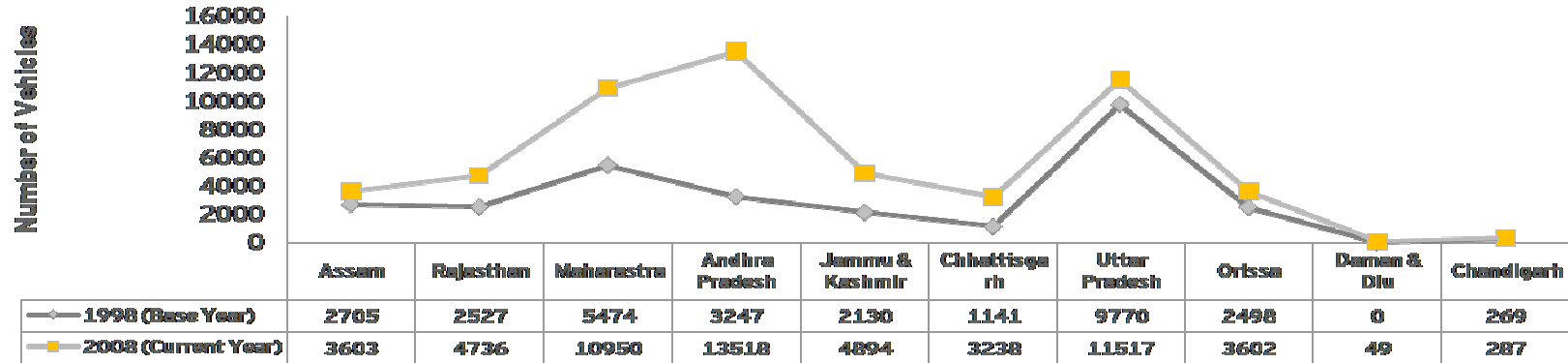
But, the same is not the case when the comparison is done for the Police Outposts to staff ratio between the years 1998 to 2008, as the total Police Outposts in the states show marginal increase in terms of availability of Police Outposts per 100 policemen & this may be attributed to increased police strength. Hence, larger funding for the construction of Police Outposts is also required in future as this leads to a direct impact on overall motivation & efficiency of the police personnel.

7.2 Mobility of Police Forces (Vehicles)[4]

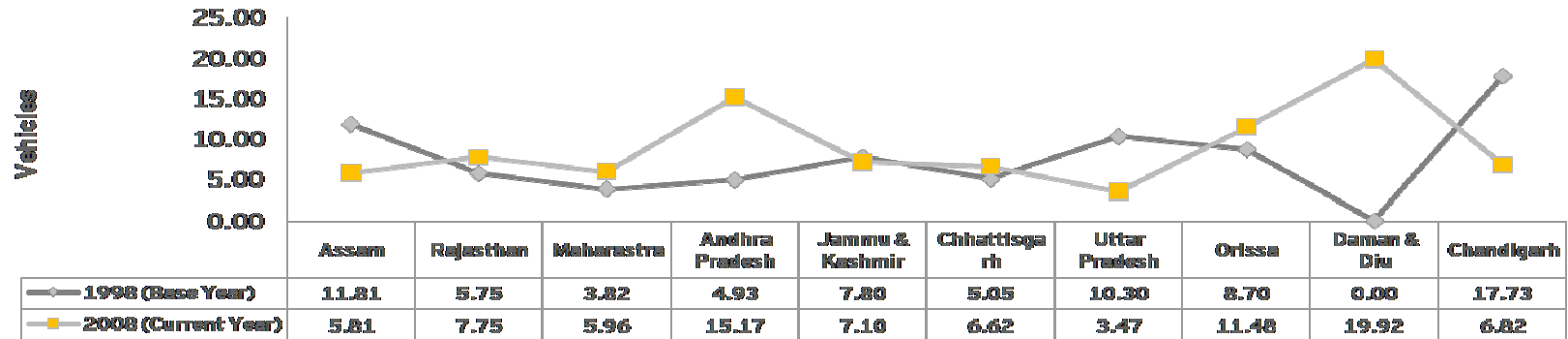| Total Vehicles in State / UT			Sanctioned Strength			Vehicles per 100 Police Personnel		
State / UT	1998 (Base Year)	2008 (Current Year)	State / UT	1998 (Base Year)	2008 (Current Year)	State / UT	1998 (Base Year)	2008 (Current Year)
Assam	2705	3603	Assam	22895	61975	Assam	11.81	5.81
Rajasthan	2527	4736	Rajasthan	43986	61126	Rajasthan	5.75	7.75
Maharashtra	5474	10950	Maharashtra	143248	183681	Maharashtra	3.82	5.96
Andhra Pradesh	3247	13518	Andhra Pradesh	65871	89119	Andhra Pradesh	4.93	15.17
Jammu & Kashmir	2130	4894	Jammu & Kashmir	27323	68976	Jammu & Kashmir	7.80	7.10
Chhattisgarh	1141	3238	Chhattisgarh	22574	48911	Chhattisgarh	5.05	6.62
Uttar Pradesh	9770	11517	Uttar Pradesh	94823	331810	Uttar Pradesh	10.30	3.47
Orissa	2498	3602	Orissa	28711	31380	Orissa	8.70	11.48
Daman & Diu	NA	49	Daman & Diu	0	246	Daman & Diu	NA	19.92
Chandigarh	269	287	Chandigarh	1517	4,209	Chandigarh	17.73	6.82

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[4] Source: BPR&D - Data on Police Organization Manual and Manual on Modernization & Upgradation of Police Infrastructure

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Total Vehicles in State / UT

	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisgarh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
1998 (Base Year)	2705	2527	5474	3247	2130	1141	9770	2498	0	269
2008 (Current Year)	3603	4736	10950	13518	4894	3238	11517	3602	49	287

* Current Year Data for Chhattisgarh is for year 2009

** Base Year Data for Daman & Diu is not available

*** Sanctioned Strength for Uttar Pradesh is taken for 2010 *(Under 2008 - Current Year)*

Vehicles per 100 Police Personnel

	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisgarh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
1998 (Base Year)	11.81	5.75	3.82	4.93	7.80	5.05	10.30	8.70	0.00	17.73
2008 (Current Year)	5.81	7.75	5.96	15.17	7.10	6.62	3.47	11.48	19.92	6.82

* Current Year Data for Chhattisgarh is for year 2009

** Base Year Data for Daman & Diu is not available

*** Sanctioned Strength for Uttar Pradesh is taken for 2010 *(Under 2008 - Current Year)*

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Inference: The total number of Vehicles has increased in all states between the year 1998 to 2008. The maximum increase in number of Vehicles is in case of AP from 3247 to 13518 i.e. an increase by 10271 vehicles.
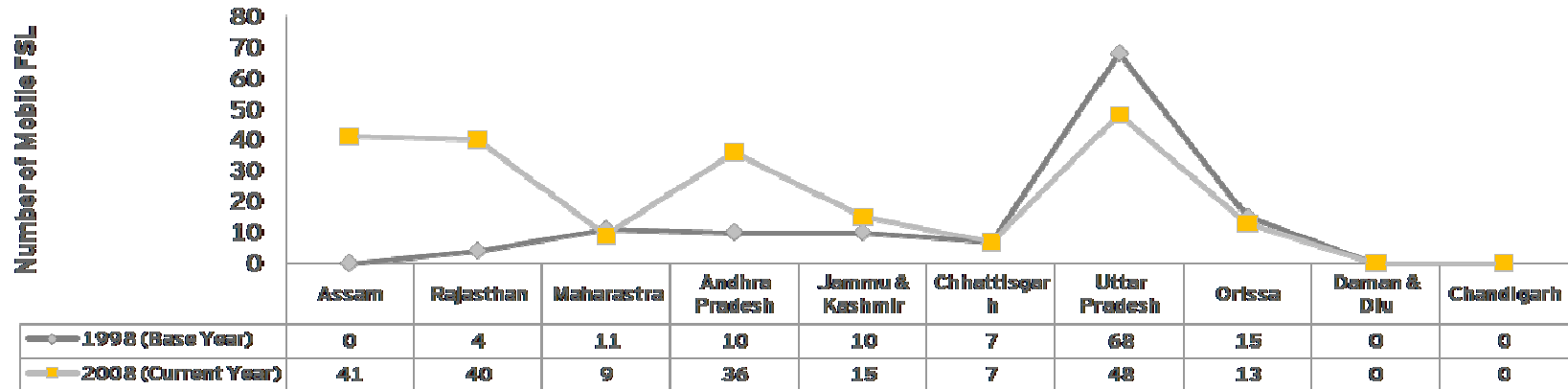
But, the same is not the case when the comparison is done for the Vehicles to staff ratio between the years 1998 to 2008, as the total Vehicles in the states show decline or marginal increase in terms of availability of Vehicles per 100 policemen & this may be attributed to increased police strength. It was also witnessed that the lowest increase in the number of Vehicles is in case of Chandigarh from 269 in 1998 to 287 in 2008 i.e. an increase by 18 vehicles only.

7.3   Mobile FSL Units[5]

Total Mobile FSL Units in State / UT			Total Districts			Mobile FSL Units per District		
State / UT	**1998** *(Base Year)*	**2008** *(Current Year)*	**State / UT**	**1998** *(Base Year)*	**2008** *(Current Year)*	**State / UT**	**1998** *(Base Year)*	**2008** *(Current Year)*
Assam	0	41	Assam	25	27	Assam	0.00	1.52
Rajasthan	4	40	Rajasthan	34	33	Rajasthan	0.12	1.21
Maharashtra	11	9	Maharashtra	32	35	Maharashtra	0.34	0.26
Andhra Pradesh	10	36	Andhra Pradesh	28	23	Andhra Pradesh	0.36	1.57
Jammu & Kashmir	10	15	Jammu & Kashmir	14	22	Jammu & Kashmir	0.71	0.68
Chhattisgarh	7	7	Chhattisgarh	16	16	Chhattisgarh	0.44	0.44
Uttar Pradesh	68	48	Uttar Pradesh	83	71	Uttar Pradesh	0.82	0.68
Orissa	15	13	Orissa	34	30	Orissa	0.44	0.43
Daman & Diu	NA	0	Daman & Diu	2	2	Daman & Diu	NA	0.00
Chandigarh	NA	0	Chandigarh	1	1	Chandigarh	NA	0.00

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[5] Source: BPR&D - Data on Police Organization Manual and Manual on Modernization & Upgradation of Police Infrastructure
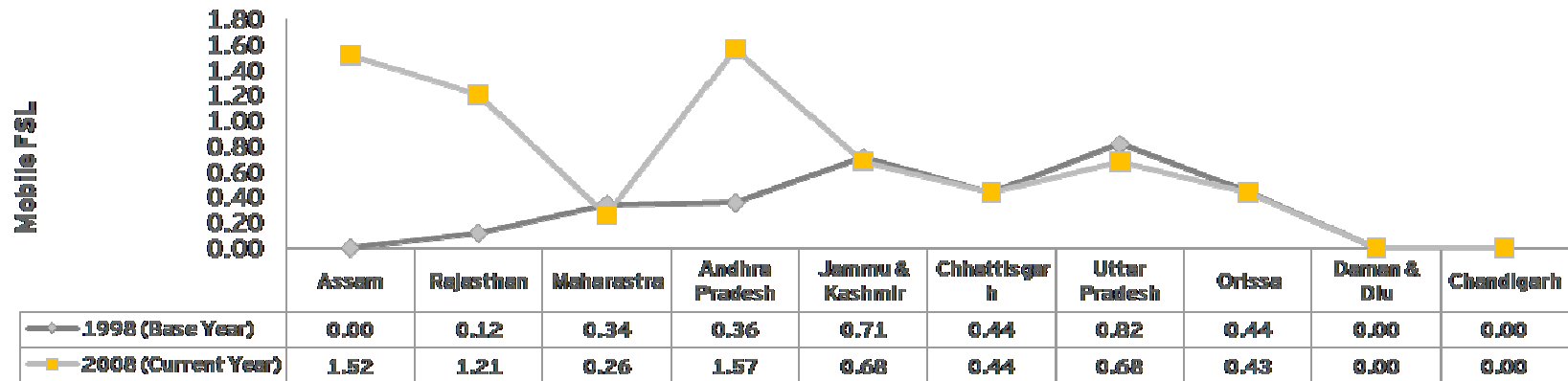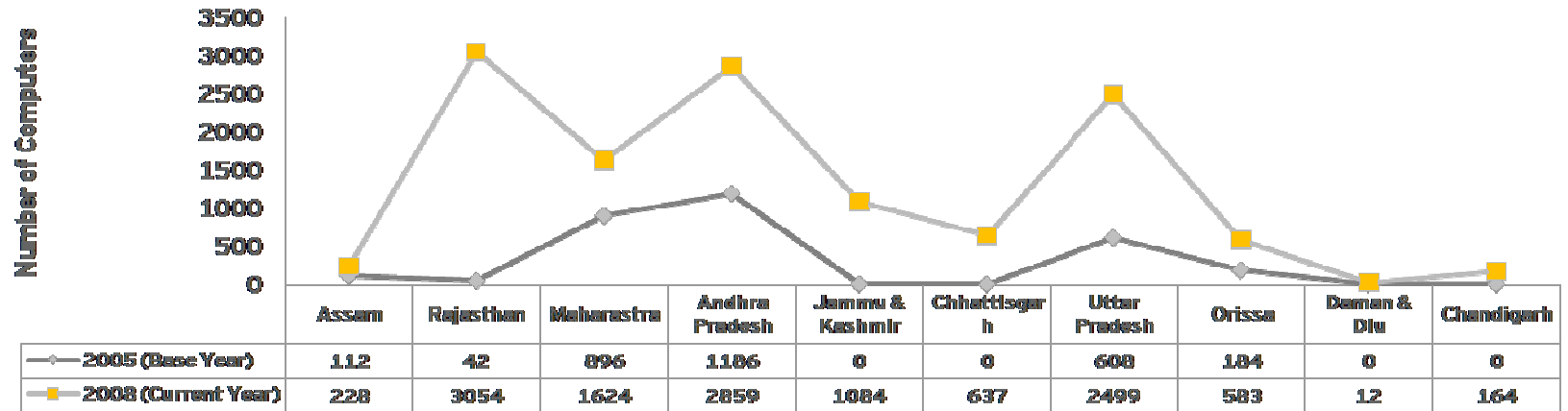
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Total Mobile FSL Units in State / UT

	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisgarh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
1998 (Base Year)	0	4	11	10	10	7	68	15	0	0
2008 (Current Year)	41	40	9	36	15	7	48	13	0	0

* Current Year Data for Chhattisgarh is for year 2009
** Base Year Data for Chhattisgarh is for year 2001

Mobile FSL Units per District

	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisgarh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
1998 (Base Year)	0.00	0.12	0.34	0.36	0.71	0.44	0.82	0.44	0.00	0.00
2008 (Current Year)	1.52	1.21	0.26	1.57	0.68	0.44	0.68	0.43	0.00	0.00

* Current Year Data for Chhattisgarh is for year 2009
** Base Year Data for Chhattisgarh is for year 2001

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Inference: The total number of Mobile FSLs has increased in all states except in case of Orissa, UP & Maharashtra. In case of Chhattisgarh also, the number of Mobile FSLs has remained unchanged at 7. The maximum increase in number of Mobile FSLs is in case of Rajasthan from 4 to 40 i.e. increase by 36 Mobile FSLs.

But, the same is not the case when the comparison is done for the Mobile FSLs to total districts between the years 1998 to 2008, as the total Mobile FSLs in the states show decline or marginal increase in terms of availability of Mobile FSLs per district.

7.4 Computers[6]

Total Computers in State / UT			Sanctioned Strength			Computers per 100 Police Personnel		
State / UT	**2005** *(Base Year)*	**2008** *(Current Year)*	**State / UT**	**2005** *(Base Year)*	**2008** *(Current Year)*	**State / UT**	**2005** *(Base Year)*	**2008** *(Current Year)*
Assam	112	228	Assam	45936	61975	Assam	0.24	0.37
Rajasthan	42	3054	Rajasthan	61067	61126	Rajasthan	0.07	5.00
Maharashtra	896	1624	Maharashtra	140809	183681	Maharashtra	0.64	0.88
Andhra Pradesh	1186	2859	Andhra Pradesh	70381	89119	Andhra Pradesh	1.69	3.21
Jammu & Kashmir	NA	1084	Jammu & Kashmir	35719	68976	Jammu & Kashmir	NA	1.57
Chhattisgarh	NA	637	Chhattisgarh	23128	48911	Chhattisgarh	NA	1.30
Uttar Pradesh	608	2499	Uttar Pradesh	155052	331810	Uttar Pradesh	0.39	0.75
Orissa	184	583	Orissa	29922	31380	Orissa	0.61	1.86
Daman & Diu	NA	12	Daman & Diu	0	246	Daman & Diu	NA	4.88
Chandigarh	NA	164	Chandigarh	1517	4,209	Chandigarh	NA	3.90

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[6] Source: BPR&D - Data on Police Organization Manual and Manual on Modernization & Upgradation of Police Infrastructure
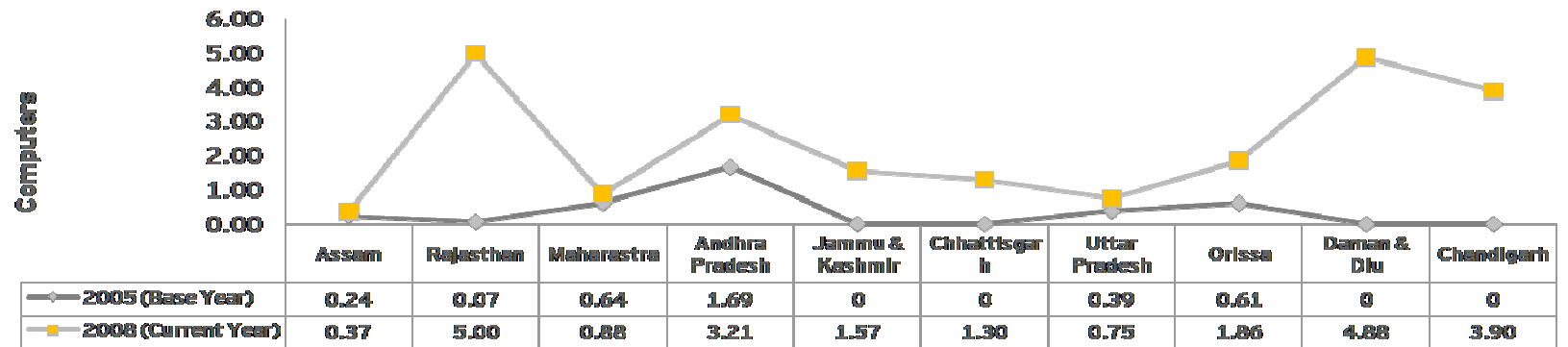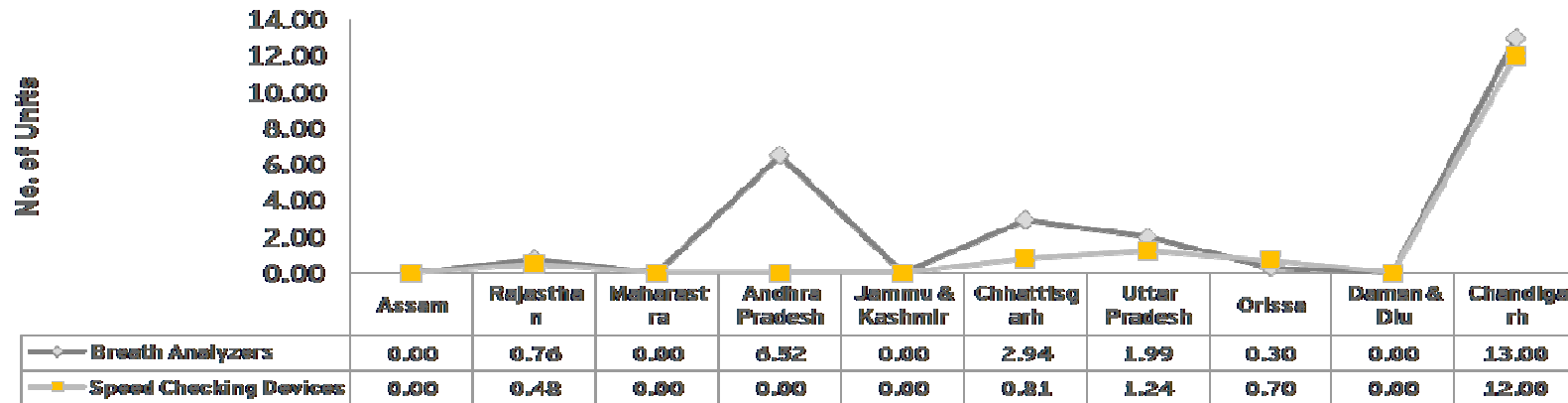
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Total Computers in State / UT

	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisgarh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
2005 (Base Year)	112	42	896	1186	0	0	608	184	0	0
2008 (Current Year)	228	3054	1624	2859	1084	637	2499	583	12	164

* Current Year Data for Chhattisgarh is for year 2009
** Sanctioned Strength for Uttar Pradesh & Chandigarh is taken for 2010 *(Under 2008 - Current Year)* and 1998 *(under 2005 - Base Year)*

Computers per 100 Police Personnel

	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisgarh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
2005 (Base Year)	0.24	0.07	0.64	1.69	0	0	0.39	0.61	0	0
2008 (Current Year)	0.37	5.00	0.88	3.21	1.57	1.30	0.75	1.86	4.88	3.90

* Current Year Data for Chhattisgarh is for year 2009
** Sanctioned Strength for Uttar Pradesh & Chandigarh is taken for 2010 *(Under 2008 - Current Year)* and 1998 *(under 2005 - Base Year)*

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Inference: The total number of Computers has increased in all states. The maximum increase in number of Computers is in case of Rajasthan from 42 to 3054 i.e. an increase by 3012 Computers.

But, the same is not the case when the comparison is done for the Computers to total sanctioned staff strength in each state between the years 1998 to 2008, as the total Computers in the states show a marginal increase in terms of availability of Computers per 100 policemen. It was also witnessed that the lowest increase in the number of computers is in case of Assam from 112 in 1998 to 228 in 2008 i.e. an increase by 116 computers only.

7.5 Equipment - Breath Analyzers & Speed Checking Devices[7]

Total Breath Analyzers & Speed Checking Devices in State / UT (Year 2008)			Total Districts		Breath Analyzers & Speed Checking Devices per District (Year 2008)		
State / UT	Breath Analyzers	Speed Checking Devices	State / UT	2008 *(Current Year)*	State / UT	1998 *(Base Year)*	2008 *(Current Year)*
Assam	0	0	Assam	27	Assam	0.00	1.52
Rajasthan	25	16	Rajasthan	33	Rajasthan	0.12	1.21
Maharashtra	NA	NA	Maharashtra	35	Maharashtra	0.34	0.26
Andhra Pradesh	150	0	Andhra Pradesh	23	Andhra Pradesh	0.36	1.57
Jammu & Kashmir	NA	NA	Jammu & Kashmir	22	Jammu & Kashmir	0.71	0.68
Chhattisgarh	47	13	Chhattisgarh	16	Chhattisgarh	0.44	0.44
Uttar Pradesh	141	88	Uttar Pradesh	71	Uttar Pradesh	0.82	0.68
Orissa	9	21	Orissa	30	Orissa	0.44	0.43
Daman & Diu	0	0	Daman & Diu	2	Daman & Diu	NA	0.00
Chandigarh	13	12	Chandigarh	1	Chandigarh	NA	0.00

[7] Source: BPR&D - Data on Police Organization Manual and Manual on Modernization & Upgradation of Police Infrastructure

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Breath Analyzers & Speed Checking Devices in State / UT
(Year 2008)

No. of Units	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisgarh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
Breath Analyzers	0	25	0.00	150	0.00	47	141	9	0	13
Speed Checking Devices	0	16	0.00	0	0.00	13	88	21	0	12
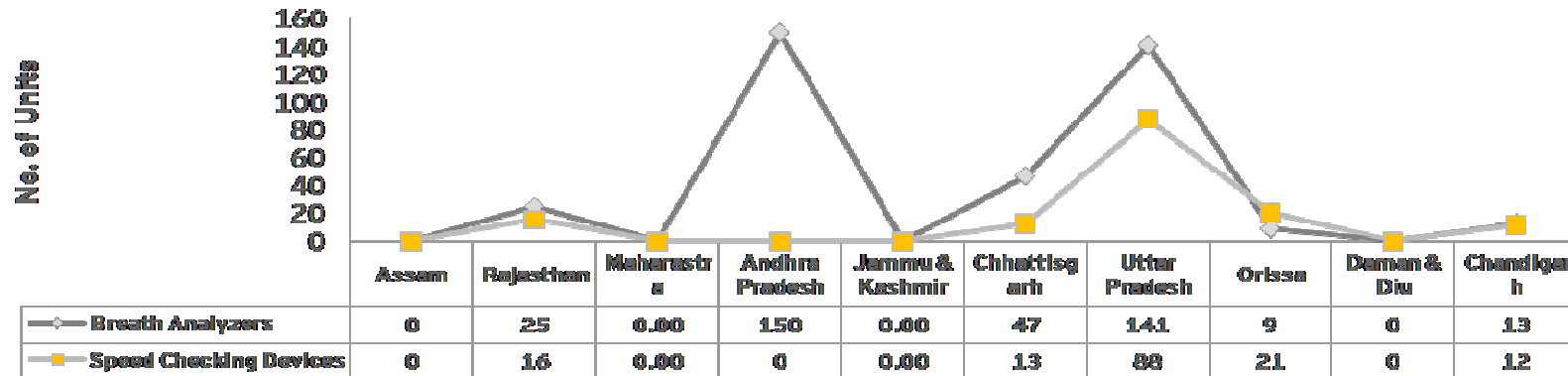
* Breath Analyzer & Speed Checking Devices data for Chhattisgarh & Chandigarh is for the year 2009

Breath Analyzers & Speed Checking Devices per District
(Year 2008)

No. of Units	Assam	Rajasthan	Maharastra	Andhra Pradesh	Jammu & Kashmir	Chhattisgarh	Uttar Pradesh	Orissa	Daman & Diu	Chandigarh
Breath Analyzers	0.00	0.76	0.00	6.52	0.00	2.94	1.99	0.30	0.00	13.00
Speed Checking Devices	0.00	0.48	0.00	0.00	0.00	0.81	1.24	0.70	0.00	12.00

* Breath Analyzer & Speed Checking Devices data for Chhattisgarh & Chandigarh is for the year 2009

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Inference: The availability of equipment has increased in almost all the States & UTs. The only State / UT still untouched by both the equipments are Assam & Daman & Diu due to other equipment priorities. The highest number of breath analyzers in any state is with AP (150) and the highest number of speed checking devices is with UP (88).

7.6 Future Requirements

In addition to key quantitative requirements gathered on basis of the data analysis done for the police forces, this section depicts the key future needs on basis of the inputs, views and suggestions of various officials and police personnel met for the primary survey.

7.6.1 Construction and Upgradation

	Key Focus Areas	Description
Construction & Upgradation Requirements	▶ Infrastructure Development 　▪ Staff Quarters 　▪ Police Stations & Police Outposts 　▪ Home Guard & FSL Buildings 　▪ Field entity Buildings 　▪ Ammunition warehousing 　▪ Basic educational & medical facilities 　▪ Boundary walls, sanitation, drinking water & playgrounds etc. 　▪ Traffic Units at City level 　▪ Building Maintenance 　▪ Land Issues 　▪ Need for Police Housing Corporation	▶ Considering the total staff strength & their satisfaction level from housing in the states, the MPF scheme can ensure additional focus on construction of staff quarters in almost all the States / UTs. ▶ Every state / UT requires construction of Police Stations & Police Outposts to match the increasing population needs. ▶ Every state / UT requires construction of infrastructure facilities for hospitals and schools catering to the specific needs police staff only. ▶ Most of the police entities require funding for boundary walls, watch towers & compound roads etc. ▶ Most of the state / UT Forensic Laboratories require urgent attention on buildings & Infrastructure. ▶ Some of the States needs provisions for dormitories / reserve buildings to accommodate staff during the times of emergency / action like – Naxalite issues, fares etc. ▶ In most of the States, the condition of Home Guard buildings is not adequate, so a special attention is require for the construction of Home Guard buildings. ▶ Independent traffic units must be constructed in bigger city areas. ▶ Most of the allied units do not have office buildings for their field units. Provision for office space for such entities is needed in the District Police Headquarters in the States. ▶ Some police entities face challenges pertaining to basic facilities of drinking water, sanitation

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	Key Focus Areas	Description
		etc. The MPF scheme can address these issues.
		▶ Some of the states require expansion of ammunition / armory storage units to ensure better warehousing of the weapons and ammunition.
		▶ The maintenance of constructed units is a key area of concern so; in future this requires a timely & appropriate attention.
		▶ Most of the states face challenges relating to the timely allocation of land. Hence, in future the States are required to ensure timely land allocation & MHA could monitor the same before funding the construction activities.
		▶ Some states like Chhattisgarh are facing challenges with utilization of MPF construction funds because they do not have a Police Housing Corporation (PHC). Hence, MHA should emphasize the State Government to set up a PHC.

7.6.2   Mobility

	Key Focus Areas	Description

Mobility Requirements	▶ Vehicle Requirements
	  ▪ Operation & Maintenance
	  ▪ Anti Land Mine Vehicles
	  ▪ Basic Transport Facility
	  ▪ Water Tankers
	  ▪ Basic driver Trainings
	  ▪ GPS related trainings
	  ▪ Sea Patrolling trainings
		▶ All the Police Station & field unit level entities require motorcycles & light vehicles.
		▶ More LMV vehicles and unmarked civil type vehicles are required by the entities like SIB & ATS as this will help them to merge with the civil population.
		▶ Better & latest specification Anti Land Mine vehicles are required in the Naxal affected districts.
		▶ The field units require Bus / Car / Jeep for their officials in the remote locations, since, at the regional level there are no adequate means of transport available for the staff. *(Hence, the staff may be pooled together to match their basic transport needs)*
		▶ Adequate & timely funds for fuel & maintenance is required by the field units in the states. This

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	Key Focus Areas	▸ Description
		will encourage motivated police personnel for better crime detection & higher efficiency in the states. ▸ Aluminum Water Tankers are required to store the drinking water for longer duration. ▸ The drivers need to be trained on the use of basic maintenance & use of the newly issued vehicles. Also, provisions are required for basic refresher trainings. ▸ In some states GPS systems are being installed in the Police Vehicles. So, trainings are required for the likes of GPS systems, Dial 100 and City Surveillance projects. ▸ Trainings must be given for new vehicles & motor boats for the sea patrolling.

7.6.3   Weapons

	Key Focus Areas	▸ Description
Weapon Requirements	▸ Weapon Requirements ▪ Weapons for Home Guards ▪ Training Facilities	▸ The Home Guard entities require the latest weapons in all the States. ▸ Better training courses & facilities must be provided for the new weapons. ▸ The police units / entities require more automatic weapons like Glock Pistols, AK-47, INSAS etc

7.6.4   Equipment

	Key Focus Areas	▸ Description
Equipment Requirements	▸ Equipment Requirements ▪ Procurement procedure of specialized equipments ▪ Trainings & Maintenance ▪ Training manuals	▸ Centralized mechanism for procurement of specialized equipments is required. Such a mechanism can be developed by the MHA. It can include procurement mechanism / guidelines / specifications for equipments like DFMD, Explosive Detector, HHMD, GPS, Search Lights, BP Jackets, BP Helmets, RSP Toolkit, Color Baggage Scanner, Bomb Suit, Bomb Blanket, Bomb Basket, BP Morcha, BP Podium, Portable X Ray Scanner, Hook & Line Set, NLJD, NVD etc.

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	Key Focus Areas	Description
		▶ All states require specialized equipments for the divisions like – FSL, ATS, and SIB etc. ▶ Need for good quality helmets, proper shields etc that can hang over the uniform itself & light in weight thereby providing safety. Gadgets to control crowd like water cannons etc are required in future. ▶ In future, there is a need to address problems pertaining to the maintenance of equipments. Also, the vendor related trainings must be ensured for all the equipments at the time of procurement. ▶ All the new equipment supplies must be supported with training manuals so that the user has a basic understanding of the usability of the items. ▶ Adequate equipments / instruments can be issued to detect live bombs, Explosives etc.

7.6.5 Computerization

	Key Focus Areas	Description

Computerization Requirements	▶ Computerization Requirements
	   ▪ Database Management
	   ▪ Internet & Networking
	   ▪ Specialized Software Trainings
	   ▪ Laptops for Investigating Officer's
	   ▪ Training manuals
		▶ In future the departments require more computers & servers to maintain database for likes of passport enquiries, finger prints, question documents and FSL etc.
		 ▶ Specific software related trainings are required by the end user staff in all the states.
		 ▶ In future, LAN & Internet connectivity is required by all Police units so that the tracking & sharing of criminal activities becomes easier for the police personnel.
		 ▶ Laptops should be provided to the investigation officer as this will enable them to provide live information to the police station level thereby enhancing efficiency in the system.
		 ▶ Computer related training & training manuals can be given to the user staff for enhancing a better approach towards learning.

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7.6.6 Communication

	Key Focus Areas	Description
Communication Requirements	▶ Communication Requirements ▪ Communication Equipment Upgradation ▪ Workshop / repair instruments ▪ Voice & Data sharing capabilities from field visits ▪ Training the Trainers ▪ Maintenance & recurring expenditure ▪ Cyber Crime Testing	▶ Manual repeaters require replacement with the automatic repeater stations as the quality of manual repeater stations is not adequate. Also, the older VHF / HF communication handsets can be replaced under the MPF scheme. ▶ New workshop equipments are required at all the field workshops as currently they are incapable to repair the latest technology equipments due to lack of repair instruments. ▶ The focus is required on both mobile and static communication. Even on field visits the police officers should be able to do their work in an effective manner by sharing both voice & data communication with the concerned entities. ▶ Frequent refresher trainings are required by the Police Telecommunication staff so that they could provide more efficient trainings to the communication equipment user at the field level. Also, advanced communication related training courses can be run in the state training institutes. ▶ Currently, the recurring communication expenses are not part of the MPF. In future these could be made a part of the MPF scheme. ▶ Latest communication technology should be provided to the FSLs for conducting the crime research & testing. This would include tracking & testing Cyber Crimes etc.

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8. Key Findings and Inferences for Special Categories

As part of the assessment study, Ernst & Young's team visited several special category states and districts such Naxal districts, coastal and border area states. The team obtained the views of the various identified police units within the districts and a summary of them is laid herein.

8.1 Naxal affected States

As part of the assessment study, Ernst & Young's team visited several Naxal districts in the selected States, these include:

► Mirzapur in Uttar Pradesh
► Bastar (Jagdalpur) in Chhattisgarh
► Rayagadha in Orissa
► Tejpur (Sonitpur) in Assam

Based on our interactions with the stakeholders, the key findings and inferences common to all Naxal affected districts visited are:

► **Police Buildings:** While the number of Administrative buildings available has improved over the last 10 years, there is a lot of scope for improvement in availability of Police outposts, Watch towers and Fencing of the Police buildings which requires attention.

► **Police Housing:** There exists a huge gap in the total Police Housing requirements which needs immediate attention

► **Weapons:** The weapons currently available at Police Stations in the Naxal affected areas are adequate for handling crime situation in the region satisfaction levels are high

► **Mobility:** It was observed that there is special requirement for Mine proof vehicles, Bullet proof jeeps and Ambulance for Naxal affected areas

► **Equipment:** While most of the District Police Headquarters have fair availability of equipment, the quantity needs to be increased to ensure adequate fulfillment of basic requirements like BP Jackets for the staff at Police stations. There is also a need for procurement of specialized equipment (along with training) like GPS, Night vision device, search lights and traffic barriers etc.

► **Communication:** While fair number of wireless communication devices is available at Police station level, it was a common demand to issue CUG based mobile phones to all officers at Head Constables at least. This will enhance efficiency and facilitate better communication. Also, investment in modern technologies like Tetra Trunking needs to be explored for improving the quality of services in remote areas.

8.2 Coastal States

As part of the assessment study, Ernst & Young's team visited several districts in the country, these include districts from the UT of Daman & Diu and Mumbai and Maharashtra.

Key findings and inferences common to all coastal districts visited are:

► **Police Buildings:** While the number of Administrative buildings available has improved over the last 10 years, most of the police buildings for official use are on a rental basis or operating into Government office premises (other than police department). The basic facilities provided in the offices are inadequate.

► **Police Housing:** There exists a huge gap in the total Police Housing requirements which needs immediate attention. Also, there are many problems involved in police residential buildings such as availability of accommodation, water supply, basic hygiene and utilities.

► **Weapons:** The weapons currently available at Police Stations in the coastal areas are adequate for handling crime situation in the region. However, quality of weapons has been satisfactory and procurement of weapons is done in a timely and efficient manner.

► **Mobility:** The numbers of vehicles are much lesser than the standards / benchmarks followed by other states across geographies. The number of vehicles distributed is inadequate; the constraint is mainly due to limited funds.

► **Equipment:** The equipments required by the states largely involve the equipments surveillance/monitoring activities such as audio/video recorders, cameras etc. The other office management equipments such as Xerox/ photocopying machine, fax machines etc.

► **Communication:** The existing number of computers met only 25% of total requirements. Modern communication equipments are required for commando operations. Currently, computer and communication capabilities range from average to good.

8.3 Border States

As part of the assessment study, Ernst & Young's team visited Jaisalmer in Rajasthan.

Key findings and inferences common to all coastal districts visited are:

► **Police Buildings:** The satisfaction level with police buildings is average after construction/ upgradation. Timely completion of construction/ upgradation is required and old buildings need to be renovated.

► **Weapons:** For the border area forces, almost 100% weapon requirement is met through MPF. The procurement & distribution of weapons by SPHQ is not done in a timely & efficient manner & weapons are also not of good quality. The available weapons cater to the present need. However, more sophistic weapons need to be provided as terrorists and criminals use much more advanced weapons.

► **Mobility:** From a mobility perspective, the scientists may be given special security at times of evidence collection, while appearing for hearings etc, as the criminal may try to influence & temper the evidence during the travel phase. Local Conditions & Topography must be taken

into account. Type of fuel – Petrol Vehicles better than diesel. Need Buses & Trucks in cases of emergency.

► **Equipment:** While most of the District Police Headquarters have fair availability of equipment, the quantity needs to be increased to ensure adequate fulfillment of basic requirements. Modern weapons can be provided to combat the terrorists & criminals. Some of the Police Stations in the district are located at very far off distance from the Cities. These locations do not even have the basic provisions like photocopy machines etc. Hence, 1 photocopy machine for each police station in the district must be given.

► **Communication:** At present the communication under MPF is limited to the wireless only. More investments may be made in purchase of mobile phones or providing the services only. (A CUG may be created for all govt. employees which would help in economical & efficient communication). Also the recurring communication expenses are not part of the MPF. In future these may be made a part of the MPF scheme. Internet / Broadband connections may be provided under the MPF scheme.

8.4 Mega City

As part of the assessment study, Ernst & Young's team visited Mumbai in Maharashtra.

Key findings and inferences from Mega City visited are:

► **Police Buildings:** Given the large population in the mega cities, there is requirement for Construction and upgradation of additional Police Stations, Administrative Buildings, Firing Range and Simulators, Conventional Halls, Underground Command Center etc. Also, Police stations need to be moved out of private buildings for avoiding frequent displacement.

► **Mobility:** From a mobility perspective, there is requirement of enhanced and well-equipped Mobility for Rescue, Evacuation & Confidence Building.

► **Weapons:** Some of the districts are not adequately equipped to handle terrorist attacks – there is need for procurement of modern weapons (AK47, Carbines etc.) for all major districts with dense population.

► **Equipment:** Given the unique requirements of Mega cities, high-tech equipment like State of art Police Command & Control Centre with GPS / GIS enablement network are required. Sufficient number of Mobile ICUs a required. Strategic locations require more ICUs than the present number, advanced devices like GPS; CCTV monitoring is required at critical locations (e.g. places prone to accidents). Static points need to be under camera surveillance, and Radio Trunking system is required for national highways.

► **Training:** In order to establish adequate training infrastructure, Mega Cities require construction of classrooms and hostels, additional computer labs equipped with upgraded hardware and network technology, forensic science laboratory and experience and highly knowledgeable faculties for training institutes. Simulators for firing / driving, Basic

equipments such as LCD projectors for classroom training, regional FSL and basic Riot-Control units are also required.

► **Legal Frameworks:** Mega cities also have some peculiar requirements pertaining to the Legal framework. These include requirement for a Legal Frame work for Security component in all Development Projects on par with Crime & Disorder Act, UK and a Legal Frame work for facilitating the Capture and storage of Finger Prints of all Citizens by a civil authority.

9. Issues and Suggestions

9.1 Procurement process under MPF scheme

General Procurement to Pay Cycle under the MPF scheme

PHQ prepares AAP based on inputs received from specialized branches and Police units → State Home Department and SLEC approves the AAP → State Home Department submits AAP to MHA as per the stipulated timelines

High Powered Committee approves:
► Items for utilization
► Maximum amount to be spent on a parameter
← High Level Committee of MHA approves the AAP

MHA releases subsequent installment of funds ← MHA requests state to submit up-to-date Utilization Certificate for further release of funds ← MHA releases sanctioned amount to the state to:
► State government budget account
► Police Housing Board / Construction Agencies
► Indian Ordnance Factory / other Central Arms supply organisations

Unutilized funds are sent for re-validation

Process wise key steps, Gaps observed and key recommendations

Preparation and submission of AAP

	Sub Process	Key Gap	Recommendation
1	MHA sends a request to the state for submission of the AAP	No defined schedule for submission of the AAP by the State is fixed by MHA	MHA/ BPR&D should predefine the schedule of submission of AAP in the guidelines iteself. A predefined date such as 15 th february every year should be fixed while issuing the guidelines of the scheme.
2	Indents are invited from the various police units under the MPF.	Lack of awareness among the Police units and District Police Headquarters in regard to the Guidelines issued by MHA under MPF scheme	➢ Department should conduct meetings atleast at the Distict Police Head Quarters level to provide awareness among the units w.r.t to guidelines for procurement issued by MHA. ➢ Department should identify the key items under various categories which can be purchased as per the guidelines issued by the MHA and thereafter circulate the standard list to all the DPHQ and to enable them to gather and collate the requirements in their district

Process wise key steps, Gaps observed and key recommendations

Preparation and submission of AAP

	Sub Process	Key Gap	Recommendation
3	Submission of AAP by the state to MHA	Untimely submission of AAP by the states to MHA	➢ Fixed timellines for submission of AAP by the state should be stated in the guidelines issued by MHA ➢ Penalty clause for untimely submission of the AAP should be mentioned in the guidelines and this should be strictly adhereed to by the MHA

Approval of AAP by the High Powered Committee

	Sub Process	Key Gap	Recommendation
1	High Powered Committees approves the AAP submitted by various states	No defined schedule for meeting of High Powered Committee is set	MHA/ BPR&D should predefine the schedule of meetings of High Powered Committee. Such meeting should be fixed before the commencement of new year and on a particular date so that each state is aware of such date and can plan its purchases immediately based on the approved AAP . guidelines of the scheme.

Process wise key steps, Gaps observed and key recommendations

Sanction of Funds under MPF by the Center to State

	Sub Process	Key Gap	Recommendation
1	MHA sanctions funds to the state or various construction bodies under MPF scheme	➢No defined schedule for meeting of High Powered Committee is set ➢ No defined timeliness are issued by the MHA to the state in regard to release of funds to the department	➢MHA/ BPR&D should predefine the schedule of sanctioning funds may be first week of every quarter ➢Inorder to avoid misappropriation of funds released under the MPF scheme by the state, MHA should clearly issue instructions to the state to release the same to the organisation by a particular date. ➢Alternatively, MHA may credit the amount in the designated account of the organisation directly. ➢ MHA should not sanction further funds till the time UC's in requisite format have been obtained.

Process wise key steps, Gaps observed and key recommendations

Submission of UC's by State / department to MHA

	Sub Process	Key Gap	Recommendation
1	UC's are submitted by the department to MHA	➢No defined schedule for submission of the UC's ➢ No sufficient back up of items purchased under various categories for which Uc's are issued. ➢No stringent review of UC's submitted by the state before issue of the funds to the state	➢MHA/ BPR&D should predefine the schedule of submission of the UC''S by the department before releasing the funds for forth coming year. ➢ MHA should request the department to submit the UC's along with the necessary backups . Few peiple at MHA should review the backups and certifficates issued before releasing the next payment

Other Grey areas of concern in the procurement process

Procurement

	Sub Process	Key Gap	Recommendation
1	Selection of vendor	➢No process to identify vendors wherein goods can be purchased centrally	➢MHA/ BPR&D should provide a list of selected vendors from where items under various categories can be purchased centrally. ➢ An annual review of the quality of goods and prices at which goods are purchased should be caried out central lvel. ➢More than one vendoe should be selected for each item to enable reduce cost by imposing compettness and to reduce dependancy on a particular vendor incase of emergency

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Other Grey areas of concern in the procurement process

Procurement

	Sub Process	Key Gap	Recommendation
1	Selection of vendor	➢No process to identify vendors wherein goods can be purchased centrally ➢ No rotation of vendors ➢Absence of bulk economies	➢PAN india contractors should be identified and order should be placed on them only when they agree to supply the Items in regions like Jammu & Kashmir and other critical states of the country. ➢Inorder to enjoy the economies of the scale in procurement of goods and services a committee may be formed to colate the requirements of various states for standard goods and thereafter bargain the rates with the various vendors for bulk purchases
2	Vendor appraisal	No vendor appraisal is carried out	➢ MHA should obtain the comments and views of all the states with regard to the quality, timeliness of key items supplied by various vendors on an annual basis and thereafter perform the vendor appraisal to identify new vendors , subsitutute vendors and improve the quality and timeliness of purchases made.

Other Grey areas of concern in the procurement process

Inventory and Distribution

	Sub Process	Key Gap	Recommendation
1	Inventory	➢Absence of reconciliation of items procured under MPF scheme ➢No Physical stock take of goods under MPF scheme ➢Absence of demarcation of god under MPF scheme	➢ The state department should perform a reconcilaition of the items procured and distributed under MPF scheme atleast once in a quarter and submit the report to the State purchasing committee. ➢ A physical stock take of all Goods purchased and distributed under various scheme should be undertaken and reported to the SPHQ. Thiereafter a reconciliation of goods under MPF and other funds should be prepared to avoid thefts etc in entirety. ➢ Inorder to avoid missppropriation and of goods, Goods under various schemes should be demarcated by the field unists(if possible)
2	Item distribution	Unit wise distribution of items not maintained and/ or not reconciled	➢ PHQ should obtain the itemwise distribution data at each quarter, from the District Police Head Quarters and reconcile the same with the data maintained at the Central store.

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Other Grey areas of concern in the procurement process

Data Maintanence and Management

	Sub Process	Key Gap	Recommendation
1	Data Management	➤ Absence of maintanence of Data centrally	➤ A key personnel may be Chief Accounts Officer should be made responsible to collect , maintain and mage the data of procurement made during the year under various scheme. This data should be maintained both physicaly and in soft. The soft copy of the data should be submitted to the departmental head on annual basis.

9.2   Planning Process and Fund Utilisation

Issues:

► **Inadequate utilization of MPF funds:** Due to delays in approval of the Annual Action Plans, utilization of scheme funds is not 100%, as illustrated in Figure 19: Overall Funds Utilisation. For instance, as per Data available, the amount left unspent during the year 2007-08 was in excess of **1,085 Crores.**
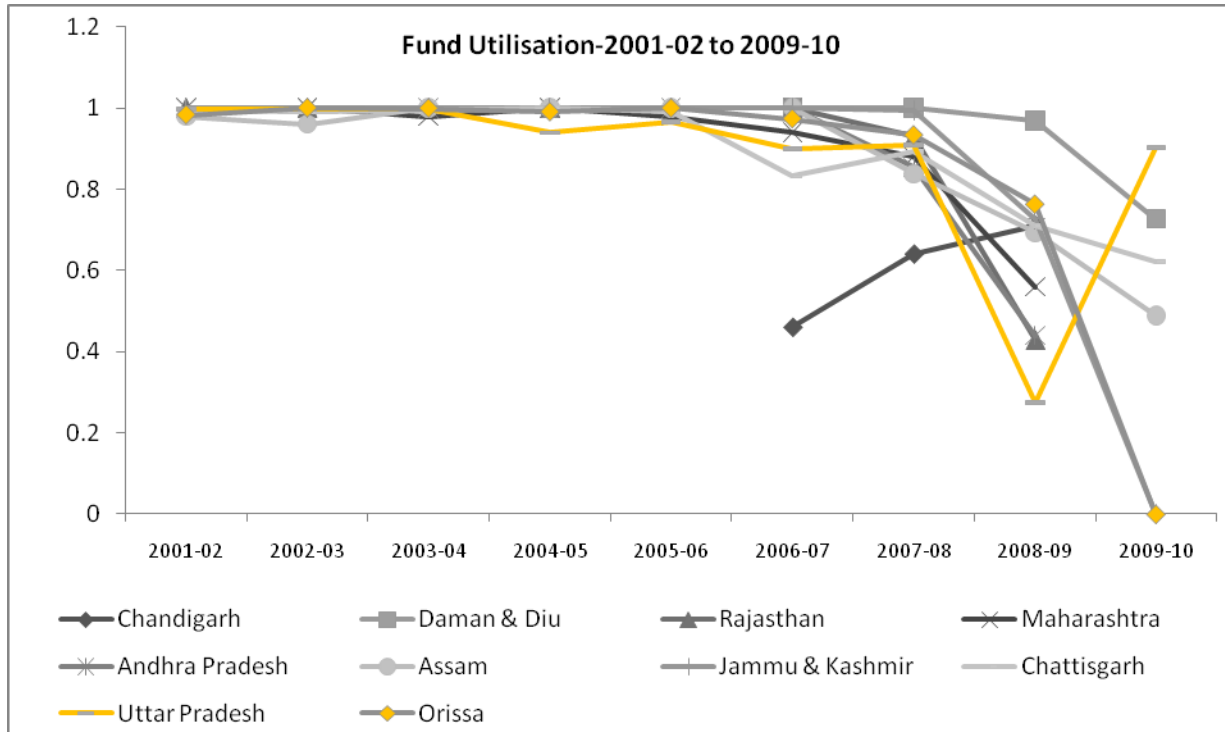
Figure 19: Overall Funds Utilisation

► **One time submission of UCs:** The condition of release of funds in installments on basis of submission of Utilisation Certificates (UC) delays the utilization procedure. MHA could consider relaxing this requirement and the states should be asked to furnish UCs at the end of the financial year only. Also, funds should be released in one go for the entire year and not in installments. States may be asked to furnish Utilisation Certificate of the Non-construction activities within a period of 18 months from the date of release of funds by MHA to the concerned authority. Given the long term implementation timeframe for construction related activities, the states may be asked to furnish Utilisation Certificate for construction related activities within a period of 36 months from the date of release of funds by MHA to the concerned authority. In case UC for a particular payment category (Construction / Non-Construction) is not received for a within the defined timeframes, MHA could stop release of payment for that particular category. Adequate monitoring mechanisms (State Level Nodal Agency, Supervision Consultants etc.) have also been suggested in this report to ensure that states continue to utilize MPF funds in a timely manner.

  o **Pros:** Fund Utilisation levels will improve with this approach as the delays in fund release process due to the pre-condition of submission of UC will be eliminated.

  o **Cons:** In case fund utilization is not monitored periodically by the competent authorities, the average % utilization levels may fall further as large funds will be available with the implementation agencies and they might adopt a laidback approach during the year. Therefore, it is important to put a periodic fund utilization monitoring mechanism in place.

► **State Level Nodal Agency for ensuring fund utilization:** MHA should consider establishing a state level nodal agency (Special purpose vehicle / Society) for ensuring effective utilization of funds in each State/UT. This nodal agency can take the role of issuing and monitoring the funds under the MPF scheme, whereas the utilization / execution may be done directly by the SPHQ. The Nodal Agency should have adequate Delegation of Power from MHA and should be empowered to provide funding for procurement of certain low-value items.

  o **Pros:** The State Level Nodal Agency, with Delegation of Power from MHA, GoI will ensure faster and effective utilization of funds. Presence of the Nodal Agency will reduce the procedural delays in issue of funds to the implementation agencies and improve effectiveness of the MPF scheme

  o **Cons:** In case the State Level Nodal Agency is not chosen correctly or does not have the right composition of competent personnel, the purpose of Delegation of Power at State level may get jeopardized. Therefore, it is important to appoint State Level Nodal Agency for MPF scheme very carefully – the Agency should be free from any political bias and have adequate representation of the Police Forces.

Issues:

► **Delays in Planning Process:** There are delays in submission of Annual Action Plans by the States. As a result, very little time is left to implement the Scheme as per the plan and utilize the funds during the same year.

Suggestions:

► **Five Year Planning:** In line with the approach followed by Paramilitary forces, MHA could consider issuing a guideline under which all states would create their detailed Five year vision plans for Modernization of Police Forces. Based on the vision plans articulated by the states, an approval for 5 years budget could be granted by MHA. This would mean that States will need to submit only the deviations from their 5 year plan approved annually (in February / March) before the beginning of the financial year and funds could be released by MHA in April-end every year.

► It is also suggested that MHA/ BPR&D should pre-define the schedule of annual submission of deviations from the 5 year plan in the guidelines itself. A predefined date for submission of deviations from the 5 year plan (such as 15th February every year) may be fixed while issuing the guidelines of the scheme.

  o **Pros:** By implementing this suggestion, MHA could shorten the planning and approval cycle and improve the fund flow timelines.

  o **Cons:** On the flipside, in case states do not prepare their 5 year plans in a well thought out manner, there could be a large number of deviations in the Annual Action Plans. Therefore, MHA would need to ensure that the 5 year plan submitted by the states do not get approved without proper justification of needs and forecasting of future requirements.

► **Standardization of Templates for requirement gathering:** It has also been observed that currently there is no standard template/format for collection of requirements for Modernisation from the Police units. It is suggested that Standardized templates for requirements gathering from various units should be circulated by SPHQ and this exercise should preferably done through a Web-based application, as illustrated in Figure 20: Illustrative Web Based Application for Requirement Gathering to speed up the process)

  o **Pros:** The standardized template will ensure that data is captured in a consistent format and can be easily rolled up to arrive at the overall requirements under each head.

  o **Cons:** Web Based application for requirement gathering may not be effective till the time adequate internet connectivity is available at all Police Stations.

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Figure 20: Illustrative Web Based Application for Requirement Gathering

9.3 Procurement Process

Issues:

► **Ineffective Procurement Process:** Procurement process is time consuming and ineffective, as indicated in the **Table below.**

	Construction and Upgradation	Mobility	Weapons	Communication	Equipment	Forensic Science
Chandigarh	N.A	4.50		4.50	4.50	N.A
Daman & Diu	N.A	2.75	2.75		2.75	2.75
Rajasthan	6.75	2.90	2.90	2.90	2.90	4.00
Maharashtra	6.25	5.50	5.50	5.50	5.50	2.00
Andhra Pradesh	N.A			N.A	N.A	N.A
Assam	0.63	7.50	7.50	7.50	7.50	2.75
Jammu & Kashmir	N.A	5.25	N.A		5.25	N.A
Chhattisgarh	3.25	3.25	3.25	2.75	3.25	3.88
Orissa	N.A	2.25	2.63	2.50	N.A	3.75

Table: Procurement Lead Times

Suggestions:

► **Guidelines for Effective Procurement:** It has been observed that States lack the expertise to effectively procure goods/services and require expert inputs. It is suggested that MHA, GoI should circulate Procurement Guidelines/Manual/Sample Tenders (with product specifications, estimated market price, list of suppliers with contact details) for all items that can be procured locally by the states. MHA should also consider appointing a Technical Consultant/Advisor for providing guidance to the Police staff on the latest trends/ideally suited equipments available in the market.

► **Delegation of Power at State Level:** It has also been observed that the Delegation of Power with respect to procurement of items at state level needs to be revised. There should be better Delegation of Power at SPHQ Level and the DGP may be authorized to execute higher value purchases for proprietary items.

► **E-Procurement Platform:** Also, in order to facilitate transparent and speedy procurement, MHA could consider getting a centralized e-Procurement platform built as illustrated in Figure 21: Proposed e-Procurement Platform. MHA could consider making usage of this system mandatory for all procurement under the Modernisation Scheme. All the existing

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construction agencies and vendors may be asked to register themselves on this platform in order to bid for supply of works/goods.

The e-procurement platform would have roles based access for MHA/Central Nodal Agency appointed by MHA, Vendors and Suppliers, State level Nodal agency for Modernisation, State Police HQ, Allied branches and Police units. It is proposed that all tenders / work orders created by the Police units / Allied branches should be routed through this platform to ensure transparency and facilitate faster payments. In order to ensure adherence to the proposed action plan, the Tenders/work orders created by the user group will have to be approved by the State Police HQ before getting published on the platform.
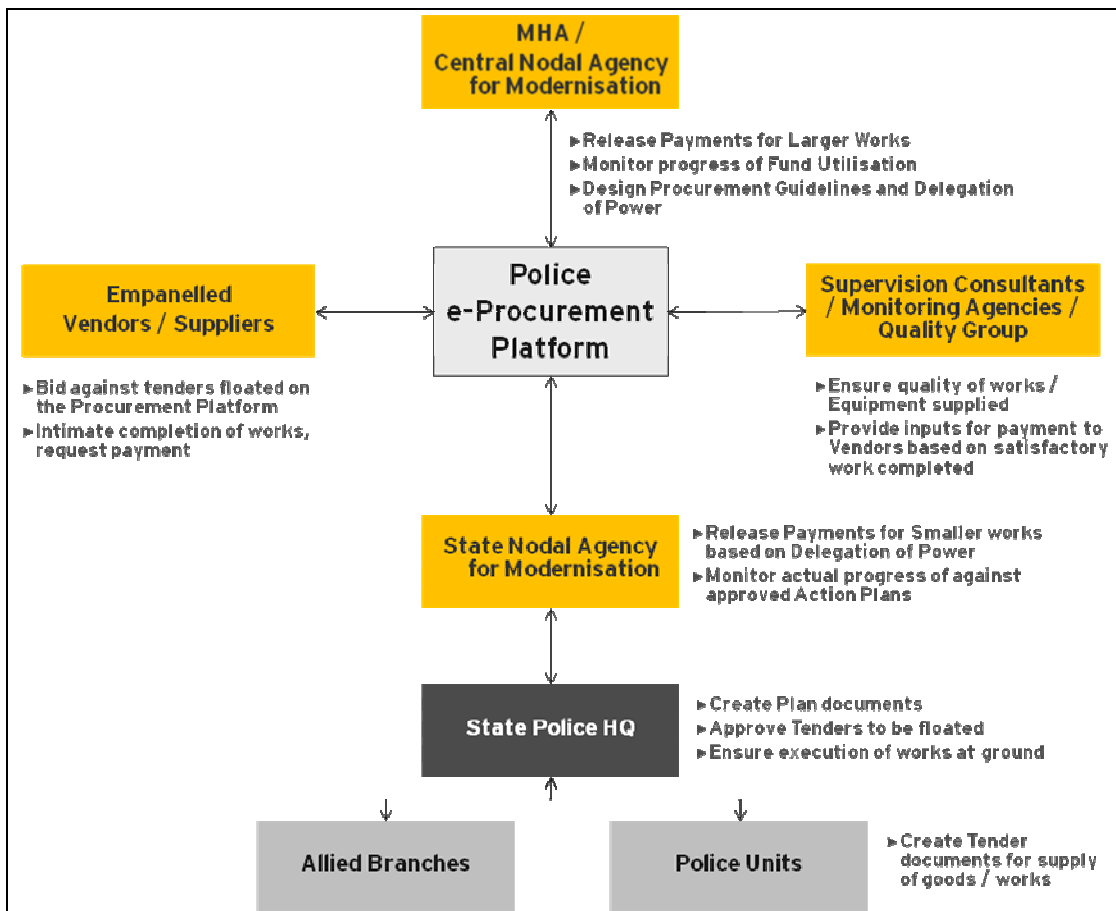
Figure 21: Proposed e-Procurement Platform

MHA could articulate Delegation of Power guidelines for the State Nodal Agency, which would be empowered to make payments for the smaller works – this would reduce the procurement lead time and eliminate procedural delays. For larger works, payment could be released by the Central Nodal Agency appointed by MHA. By making use of this platform, MHA would have real-time view of the current fund utilization and also on the physical

progress. The Nodal Agencies would take inputs from the supervision consultants / monitoring agencies / quality group etc. before making payment to the vendors – this would ensure quality of works completed and reduce dissatisfaction in the user group.

It is suggested that all the approved items in the Annual Action Plan should be broken down into work packages and the same can be referred to by the users during the procurement process. This will ensure that all the procurement is linked to its related cost head and MHA/State Nodal Agencies can easily undertake Planned vs. Actual analysis. The system should enable the users to create work estimates of the proposed work to be undertaken and arrive at estimated costs based on prevailing market rates (Please refer to Figure 22, Figure 23 and Figure 24 for an illustration. *Source:* Government of Karnataka's e-Procurement Platform).

Figure 22: Illustrative Work Order creation

Figure 23: Illustrative Work Estimate

Figure 24: Illustrative Rate Analysis

Issues:

► **Lack of adequate Performance monitoring mechanism**

Suggestions:

► **Performance management through KPIs:** It is also suggested that MHA should undertake a best practice study with respect to measuring Key Performance Indicators (KPIs) measured by leading Police organisations in the world. Accordingly, the procurement process at all states should be measured against these KPIs and regular monitoring should be done by MHA to identify and remove the bottlenecks. The KPIs thus designed could be captured through the proposed e-procurement platform and made available through MIS reports / Dashboard.

► Indicative KPIs that may be measured include:
  o Approval time for Preparation of Tender
  o Time taken to prepare the Tender (including finalization of technical specifications)
  o Time taken for approval of Tender
  o Time taken for Shortlisting of Vendors
  o Time taken for Selection of Vendors

o   Number of amendments issued in the base RFP
o   No of Households per police personnel (under MPF scheme)
o   No of weapons per police personne (under MPF scheme)
o   No of vehicles per police personnel (under MPF scheme)

Issues:

► **Difficulty in procurement of specialized goods**

Suggestions:

► **Centralized Procurement:** It is difficult to negotiate a fair deal with vendor for smaller amounts as typically vendors prefer large orders to maximize economies of scale. Therefore, Central procurement should be done for low volume items, low price tenders and special equipments. Also, MHA should consider going for centralized procurement of specialized items like DFMD, Explosive Detector, HHMD, GPS, Search Lights, BP Jackets, BP Helmets, RSP Toolkit, Color Baggage Scanner, Bomb Suit, Bomb Blanket, Bomb Basket, BP Morcha, BP Podium, Portable X Ray Scanner, Hook & Line Set, NLJD, NVD etc. MHA may also consider adopting selection methods like Quality Based Selection (Highest weightage for quality and technical fitment) for procurement of these specialized items, as selection methods like least cost selection are not effective.

o   **Pros:** Centralized procurement will help MHA, GoI negotiate a fair deal with vendor due to economies of scale. It will also help in effective procurement of specialized items.

o   **Cons:** It may be difficult to consolidate requirements of all the field units in a timely manner if technology tools like a web-based application for requirements gathering are not used.

9.4 Quality of Works / Material Procured

Issues:

► **Poor Quality of Works and Supplies:** Quality of Construction works is not satisfactory and the quality of goods procured is not satisfactory in places like UP. On the basis of the ratings given, it is found that the quality of buildings constructed is average and do not meet the requirements of the local Police Unit.

► The overall inputs from the interaction with Allied Branches and Field Units provided the following scores:

Parameter	Construction & Upgradation	Mobility	Weapons	Equipment	Computerization	Communication
Overall Avg.	3.4	3.9	3.9	3.6	3.4	3.5
Chhattisgarh	3.9	4.0	3.8	3.5	3.0	3.3
Orissa	3.2	3.6	3.9	3.9	3.4	3.5
Assam	3.1	4.1	4.5	4.1	3.8	3.9

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UP	2.8	3.6	3.3	2.7	3.0	3.5
J&K	3.7	3.9	4.1	4.0	3.7	3.8
Maharashtra	3.5	3.8	3.9	3.5	3.1	3.4
Rajasthan	3.6	3.9	3.6	3.5	2.9	3.3
AP	3.5	4.0	4.2	3.9	4.0	4.0
Daman & Diu	3.3	4.0	4.3	3.8	3.8	3.2
Chandigarh	N.A	4.0	4.0	4.0	4.0	4.0

Degree of quality & overall satisfaction levels:
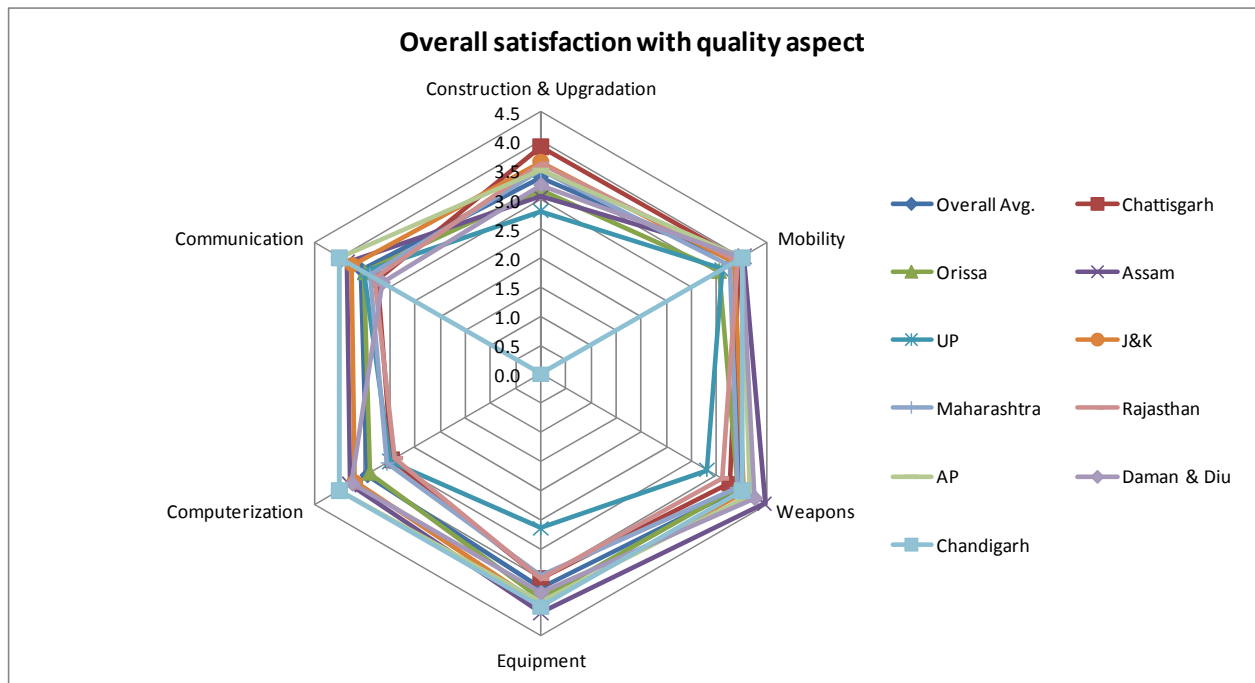
▶ **Graph Interpretation:** This graph illustrates the average rating across each category, for all States and UTs, in terms of quality aspect across all the parameters mentioned. (Each of the measures is scored on a scale of 1 to 5 where (1- Strongly disagree, 2- Disagree, 3-Neither agree nor disagree, 4-Agree, 5-Strongly agree)

It is evident from the data how the States of Assam, J&K and AP are performing significantly above average scores on the quality levels achieved across the highlighted parameters. It can be noted that the State of Uttar Pradesh requires high level of attention to achieve the required quality of to meet the desired expectations from the MPF scheme.

Suggestions:

▶ **Expanding the Panel of Construction Agencies:** It has been observed that a States Police Housing Board undertakes majority of the construction works on a nomination basis. In the

absence of competition, the projects get delayed and the quality of construction is also not upto the mark in some cases. It is suggested that MHA could consider expanding the Panel of Construction Agencies and allow participation of private players to encourage competitiveness.

► **Feedback from Supervising Authority for Payments:** In most cases, the construction agencies get directly paid without requiring feedback from the user group. Also, the local user group lack adequate engineering expertise to effectively monitor the quality of works. It is suggested that MHA should either strengthen the Engineering manpower for monitoring and supervision of works at all districts or consider appointing Third Party Consultants for Monitoring. In either case, payment to the construction agency should not be made without taking inputs from the appointed Supervising Authority.

► **Formation of Quality Group at State Level:** Most of the people interviewed as part of this study pointed out that the equipment procured centrally was not found suitable in practical conditions (e.g. the Bullet Proof jackets procured under MHA were too heavy to be used in the field). It is suggested that in case of centralized procurement of weapons/equipment etc., there is need for greater participation of the user group. Quality tests and approvals from a chosen group should be mandatory for equipment etc. An identified Quality group at SPHQ level may also be established for this purpose.

► **Guidelines Specifications for Material:** It has been observed that States lack the technical expertise to draft technical specifications for procuring superior quality products. It is suggested that MHA/BPR&D should circulate Guideline specifications and Sample Tenders (with product specifications, estimated market price, list of suppliers with contact details) for all items that can be procured locally by the states. BPR&D may need to make dedicated efforts to publish these guidelines regularly and ensuring the specifications published are as per the latest technology.

► **Relaxing Procurement Guidelines:** It may be highlighted that the police units should be allowed to procure equipment through sources other than DGS&D in cases where exactly same or better technical specifications are available in the market for a lower price.

► **Appointment of Technical Advisor:** MHA should also consider appointing a Technical Consultant/Advisor available locally/centrally for providing guidance to the Police staff on the latest technology trends/ideally suited equipments available in the market. The Advisor shall also help the Police Staff in framing technical specifications/tender documents for procurement of specialized items.

► **Stricter enforcement of Penalties:** MHA should also consider strictly enforcing Penalty for poor construction / quality of material supplied by the vendors. Tough actions such as blacklisting of vendors supplying poor quality material/services could also be considered.

9.5 Operations and Maintenance of Assets created under MPF

Issues:

▶ **Lack of adequate funds for O&M:** Most of the assets created under MPF are badly maintained due to lack of availability of adequate funds for repair and maintenance of the same. E.g. Fuel allowance provided for the vehicles procured under MPF is not sufficient.

Figure 25: Condition of one of the better Police Barracks in Lucknow, UP

Suggestions:

▶ **Guideline to states for maintenance of Assets created under MPF:** In order to ensure proper maintenance and upkeep of assets, the State share of the scheme should have guidelines for maintenance of the assets created under MPF. BPR&D could circulate estimated annual O&M expenditure for the assets procured under MPF to the states and the states may be asked to sign an MOU to provide adequate O&M funding for all the Assets created through MPF. MPF funding to a state may be re-considered if it fails to meet its commitments for providing O&M expenditure.

▶ **Revision of Allowances:** It has been observed that Fuel allowance provided for the vehicles procured under MPF is not sufficient and encourages corruption. MHA should undertake assessment of fuel requirements as per expected average daily usage and issue fresh guidelines for fuel allowance to be paid for the vehicles by the States.

▶ **Periodic Third Party Inspection:** In order to ensure regular upkeep of the assets, MHA could also consider appointing Third Party Agencies for undertaking Periodic inspections.

9.6 Computerization / Computer Training

Issues:

▶ **Manual Documentation:** Most of the documentation in the states is still manual
▶ **Inadequate Training:** Computer training not adequate at some places

Suggestions:

▶ **Provision of Internet Connectivity:** While a large number of PCs have been provided at the Police Station level under CIPA scheme, the computers have not been effectively utilized by

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the users. There is a need to speed up CCTNS Implementation at all states and to ramp up the Internet connectivity.

▶ **Making exhaustive computer training part of Induction:** Also, it is suggested that extensive computer training should be made part of the Police Induction training to ensure success of the computerization initiatives

▶ **Creation of Pool of Technology Champions:** MHA should also explore the option of creating a specialized pool of Technology Champions, which could be deployed for handholding the other users. An option to Women officers to specialize in this area could also be provided. Also, local language e-Learning modules could be made available to the users to facilitate faster learning.

▶ **Asset Management Application:** In addition to the CCTNS application, MHA should also get Procurement and Asset Management applications implemented for the States.

9.7 General Suggestions from the Field

Suggestions:

▶ **Power Backup at Remote Places:** Based on our interactions with various stakeholders, it is suggested that the Funding under MPF scheme should also include Invertors for providing Power Backup at Rural Police Stations

▶ **Special vehicles for Women Officers:** MHA should also explore the possibility of providing Special vehicles (Scooty / Light weight motorcycles) for improving mobility of the women constables

▶ **Provision of basic necessities at Remote places:** Rural police station lack basic facilities like adequate Drinking water. R.O plant etc. which should be provided under MPF at places with poor ground water quality.

▶ **CUG Mobile phones for improving communication:** In order to improve communication at the field, CUG Mobile phones should be provided to all Head Constables at least.

▶ **Phasing out outdated weapons:** The police force in the States continued to depend on the outdated and unserviceable weapons. It is suggested that the Old/outdated weapons/equipment should be phased out and replacement should be allowed through selling such equipment and procuring new equipments by paying the differential amounts for the new equipment from the MPF funds - Special drive could be undertaken to replace older weapons (303 Rifles etc.) with modern weapons

10. Conclusion

The relevance of any system is determined by its capacity to meet the needs and aspirations of its stakeholders on sustained basis. This is perhaps the reason that old systems decay and new emerge as a natural process of the law of evolution. In the present societal flux, how can any system retain its relevance and purposeful continuity is the fundamental issue, which any organization needs to understand and respond to.

This is particularly true of the institutions, which are the partners in the governance of the country. Therefore, the imperatives of change need to be envisioned well in advance to meet the expectations and legitimate needs of the masses. Police as a vibrant system has not only to constantly pursue with relentless zeal the organizational transformation but has to keep on improving the quality of policing, which will bring respect to the job instead of the present awe and fear, the police inspire. An overhaul of selection norms and procedures and training policies to infuse and buildup mental and intellectual capabilities in the manpower of the police should be the bedrock of the efforts to revitalize and transform the police organization to meet the challenges of the future.

The future mandate for police will be efficient policing in lieu of the show of strength. The stress in future will be on lean and fit policing. An important possibility of the millennium is the police becoming an elite force with even its bottom levels being manned by highly qualified, skilled and enlightened professionals. Constabulary will be spruced to become striking forces rather than be relegated to work on non-professional jobs.

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