

CHAPTER V: GENERAL SECTOR

5.1 Introduction

This Chapter of the Audit Report for the year ended 31 March 2013 deals with the findings on audit of the State Government units under General Sector.

The names of the State Government departments and the total budget allocation and expenditure of the State Government under General Sector during the year 2012-13 are given in the table below:

Table 5.1.1

(₹ in crore)

Name of the Departments	Total Budget Allocation	Expenditure
Chief Minister Secretariat	0.62	0.62
Civil Defence Department	0.65	0.41
Department of Parliamentary Affairs	11.77	10.20
Election Department	19.79	17.17
Employment	3.22	2.75
Factories and Boilers Organisation	1.38	1.26
Finance Department	2220.02	1557.09
Fire Service Organisation	52.25	39.46
General Administration (P & T) TPSC Department	3.62	2.73
General Administration (Political) Department	2.13	1.87
General Administration (AR) Department	2.21	1.90
General Administration, Printing and Stationery	10.02	8.75
General Administration (SA) Department	44.63	37.39
Governors Secretariat	2.64	2.46
High Court	7.45	6.88
Home (FSL, PAC and Prosecution Cell)	8.14	7.47
Home (Jail) Department	26.97	19.89
Home (Police) Department	719.70	646.68
Institutional Finance Department	1.94	1.81
Law Department	58.08	34.27
Planning and Coordination Department	163.24	7.09
Statistical Department	5.99	4.21
Treasuries	5.82	4.47
Total number of Departments = 23	3,372.28	2,416.83

Source: Appropriation Accounts – 2012-13.

Besides the above, the Central Government had transferred a sizeable amount of funds directly to the Implementing agencies under the General Sector to different agencies in the State during the year 2012-13. There was no major transfer (₹ 5 crore and above) under this Sector during 2012-13.

5.2 Planning and conduct of Audit

Audit process starts with the assessment of risks faced by various departments of Government based on expenditure incurred, criticality/complexity of activities, level of delegated financial powers, assessment of overall internal controls, etc.

The audits were conducted during 2012-13 involving test-check of an expenditure of ₹ 506.09 crore (including expenditure pertaining to the previous years audited during the year) of the State Government under General Sector. This Sector contains one Performance Audit on Home (Police) Department.

After completion of audit of each unit, Inspection Reports containing audit findings are issued to the heads of the departments. The departments are requested to furnish replies to the audit findings within one month of receipt of the Inspection Reports. Whenever replies are received, audit findings are either settled or further action for compliance is advised. The important audit observations arising out of those Inspection Reports are processed for inclusion in the Audit Reports, which are submitted to the Governor of the State under Article 151 of the Constitution of India for being laid in the State Legislature.

The major observations detected in audit during the year 2012-13 are as detailed in the succeeding paragraph:

HOME (POLICE) DEPARTMENT

5.3 Audit of Home (Police) Department

The audit of Home (Police) Department was carried out to examine efficiency and effectiveness in its functioning, identifying systematic issues that need to be addressed at various levels. The audit focuses on the crime management in the State, besides other aspects of the functioning of the Department, viz. financial management, human resource management, internal control and monitoring, etc. A Performance Audit on the functioning of the Department brought out the following main points:

Highlights:

The Department neither prepared any five-year Strategic Plan nor Annual Plans for prioritising the goals of the Department with reference to the objectives of policing.

(Paragraph 5.3.6)

The incidence of IPC crime in the State including crime against women showed increasing trend whereas investigation and conviction rate was low which is a matter of concern. Deployment of police personnel in the police stations was skewed and not commensurate with the incidence of crimes in the areas falling under them. Use of forensic science in crime investigation was not satisfactory.

{Paragraphs 5.3.8.1, 5.3.8.2, 5.3.8.5, 5.3.8.7(i) and 5.3.8.8}

There were large scale vacancies in the police force ranging between 13 and 52 per cent in different cadres. The representation of women police was only 7 per cent. Training facilities were inadequate and underutilised.

{Paragraphs 5.3.9.1, 5.3.9.3 and 5.3.9.5(i)}

Priority was not given to construction of quarters and police stations buildings. The satisfaction level in respect of accommodation was merely 32 and 26 per cent in the case of upper and lower subordinates respectively.

(Paragraph 5.3.10.2)

The striking ability of the police force was compromised due to shortage of 26 to 74 per cent main strike weapons and 55 per cent vehicles.

(Paragraphs 5.3.10.3 and 5.3.10.4)

The Department failed to benefit from modernisation schemes like POLNET, CIPA and CCTNS despite incurring ₹ 3.36 crore due to their tardy implementation. The Department did not even ensure timely procurement and installation/utilisation of modern communication and surveillance equipment and accessories which led to unfruitful expenditure of ₹ 4.29 crore.

(Paragraphs 5.3.10.5 and 5.3.10.7)

Weak Internal controls led to serious shortcomings in the proper functioning and achievement of objectives of the Department.

(Paragraph 5.3.11)

5.3.1 Introduction

Tripura Police is responsible for maintaining public peace, protecting life and property of the citizens and preventing and detecting crimes all over the State of Tripura, presently divided into eight districts¹.

As on 1 January 2013, Tripura Police had 23757 police personnel (10501 civil police and 13256 armed police) including 776 women police, supported by 1183 Home Guards and Auxiliary force to serve approximately 36.72 lakh people residing in the State spread over an area of 10,491 square kilometers. There were on an average 286 civil police personnel per lakh population. There were 34 IPS officers in the State of which 18 were on deputation to the Central Government.

Tripura Police had adopted Police Regulations of Bengal, 1943 mutatis mutandis and Tripura Police Act came into force in 2007.

“Police” and “law and order” are State subject. It is primarily the responsibility of the State Governments to modernise and adequately equip their police forces for meeting the challenges of law and order and internal security. Ministry of Home Affairs (MHA) has been supplementing their efforts and resources from time to time by way of funding under the plan Modernisation of State Police Forces (MOPF). The continuance of the MOPF Scheme was approved up to 2016-17.

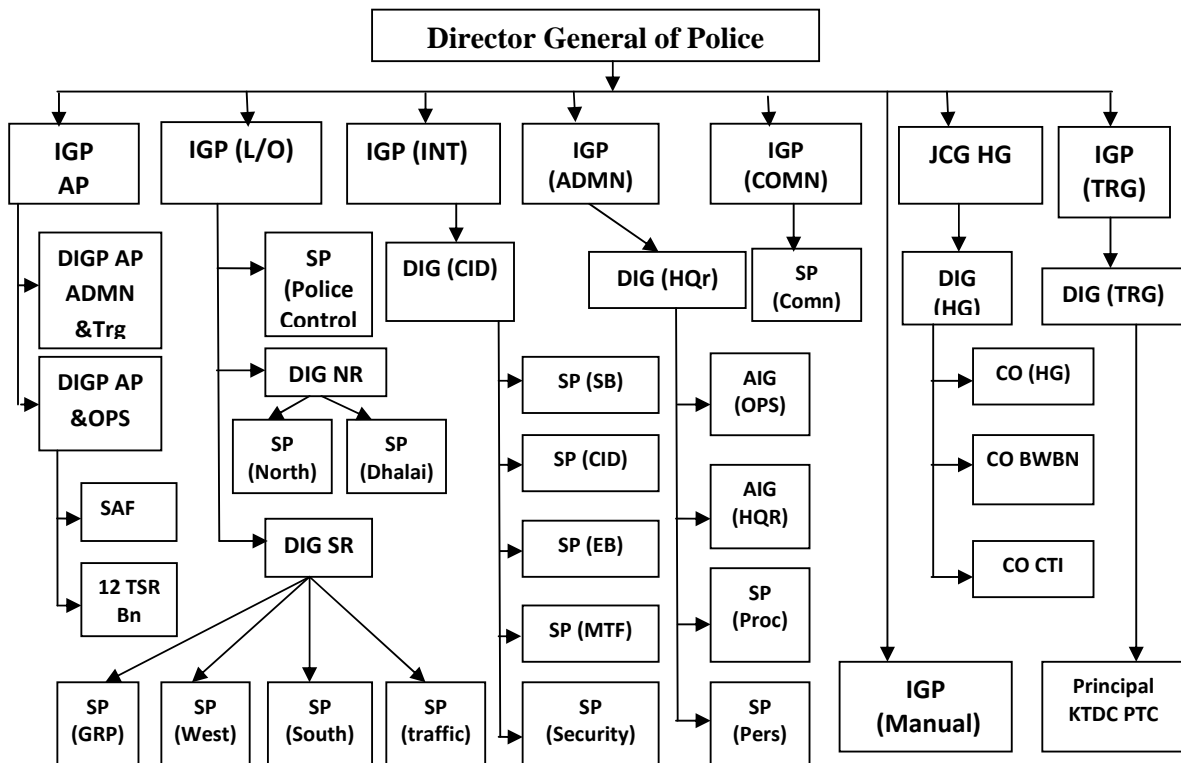
A Performance Audit on ‘Modernisation of State Police Force’ was featured in the Audit Report– 2007-08 which was discussed (21 March 2012) by the Public Accounts Committee in its 110th Report wherein it was recommended that Department should take necessary steps to achieve the target in time. However, audit findings are discussed in the succeeding paragraphs.

5.3.2 Organisational set up

The Secretary to the Government of Tripura, Home Department is the administrative head and the Director General of Police (DGP) is the overall in-charge. Different wings are headed by the Inspectors General of Police (IGP). The State is divided into eight Police Districts comprising 27 Police sub-divisions, 66 Police Stations (PSs) and 37 Police Outposts (OPs).

The Department had one Director General of Police, eight Inspectors General of Police, eight Deputy Inspectors General and Superintendents/Commandants of various units. There were 12 Battalions of Tripura State Rifles of which nine were India Reserve Battalions. The organisational set up of the Department is given below:

¹ West Tripura, Sepahijala, Khowai, Dhalai, North Tripura, Unokoti, Gumti and South Tripura.



5.3.3 Audit Objectives

The main objectives of the audit were to assess whether:

- planning was adequate and effective to ensure the achievement of the Department's objective of prevention and detection of crime and maintenance of law and order;
- utilisation of funds was efficient, economic and effective;
- the Department was adequately prepared for operation management and the cases of crime were disposed off timely and effectively with efficient, economic and effective utilisation of its resources;
- manpower was adequate, trained and deployed optimally;
- procurement, installation and utilisation of equipment under Modernisation/ State plan was done economically, efficiently and effectively to achieve the objectives; and
- internal control mechanism was in place and effective.

5.3.4 Audit Criteria

The following sources of audit criteria were used to evaluate the performance of the Department for the audit:

- Tripura Police Act, 2007;
- Police Manual and Police Men Charter of duties;
- Norms prescribed by Bureau of Police Research & Development (BPR&D);

- Recommendations of the National Police Commission, Administrative Reforms Commission and Padmanabiah Committee;
- Supreme Court judgments;
- Guidelines of MOPF;
- Budget Manual, 1998, Central Treasury Rules (CTR), General Financial Rules (GFR), 2005, Delegation of Financial Power Rules, Tripura, 2011, and
- Government notifications/instructions.

5.3.5 Scope and Methodology of Audit

The performance audit of the Department covering the period 2008-09 to 2012-13 was conducted (April-September 2013) by test-check of the records maintained in the State Police Headquarters, two out of four district Headquarters, Superintendent of Police (Procurement), Superintendent of Police (Communication), Superintendent of Police (CID), Superintendent of Police (Traffic), three police training institutes² and Director (FSL). Besides, the records of five out of 12 TSR Battalion Headquarters, eight out of 38 PSs of the selected districts and four out of six outposts (OPs) of the selected PSs were also test-checked after selection through the Simple Random Sampling Without Replacement method (**Appendix 5.1**).

An entry conference was held (23 May 2013) with the Secretary to the Government of Tripura, Home (Police) Department during which the audit objectives, criteria, scope of audit and methodology were discussed. Audit conclusions in the report were drawn after scrutiny of original records, analysis of the available data and Department's responses to questionnaires and audit memoranda. The audit findings, conclusions and recommendations were discussed with the Chief Secretary to the Government of Tripura who is heading Home Department and Director General of Police in an exit conference held on 8 January 2014 and the Department's views have been taken into consideration while finalising the audit report.

Audit findings

Audit Objective 1: Whether planning was adequate and effective to ensure the achievement of the Department's objective of prevention and detection of crime and maintenance of law and order

5.3.6 Planning

Model Police Manual, prepared by the BPR&D provided for drawing up a five year Strategic Plan, in consultation with the State Police Board, duly identifying the objectives of policing as well as an Annual Policing Plan prioritising the goals for the year. Tripura Police Act, 2007 stipulated setting up of State Police Board (SPB) to formulate broad policy guidelines for promoting efficient, effective, responsive and accountable policing; to identify performance indicators; and review and evaluate the

² (1) KTD Singh Police Training Academy, Narsingharh (2) A. Ch. Ramarao TSR Training Centre at TSR 2nd Battalion, RK Nagar and (3) CIAT School at Kachucharra at TSR 3rd Battalion

performance of the Police service against the Annual Plan and performance indicators.

5.3.6.1 Non-preparation of Strategic and Annual Plan

Audit scrutiny revealed that the Department had neither prepared any five year Strategic Plan nor an Annual Plan for prioritising the goals of the Department with reference to the objectives of policing. As such there was no scope for evaluation of the performance of police force by the Department.

In the exit conference, the Chief Secretary assured that the Department would prepare five year strategic plan.

Audit Objective 2: Whether utilisation of funds was efficient, economic and effective

5.3.7 Financial Management

5.3.7.1 Budgetary allocation and expenditure

The year-wise budgetary allocation of funds and expenditure incurred by the Department during 2008-09 to 2012-13, were as under:

Table 5.3.1: Year wise allocation of funds and expenditure incurred during 2008-09 to 2012-13

(₹ in crore)

Year	Budget provision		Funds received		Expenditure		Excess (+) Savings(-) (Plan)	Excess (+) Savings(-) Non-Plan)
	Plan	Non Plan (Non salary)	Plan	Non Plan (Non salary)	Plan	Non Plan (Non salary)		
2008-09	4.00	93.40	4.00	91.98	3.39	81.90	(-) 0.61 (15)	(-) 10.08 (11)
2009-10	5.00	87.26	5.00	86.10	5.00	85.80	0.00 (0)	(-) 0.30 (0)
2010-11	0.00	54.23	0.00	53.24	0	53.78	0.00 (0)	(+) 0.54 (1)
2011-12	28.49	75.74	28.53	75.94	28.53	70.53	0.00 (0)	(-) 5.41(7)
2012-13	35.42	88.64	17.53	87.19	16.09	71.45	(-) 1.44 (8)	(-) 15.74 (18)
Total	72.91	399.27	55.06	394.45	53.01	363.46	(-) 2.05 (4)	(-) 30.99 (8)

Sources: Information furnished by the department

It was noticed that during 2008-09 to 2012-13, Department short received ₹ 22.67 crore (₹ 17.85 crore under Plan and ₹ 4.82 crore under Non-Plan). Reason for short receipt was not found on record. Further, during the period under review there was savings of ₹ 33.04 crore. It was also evident that Plan savings declined from 15 per cent to zero in 2009-10 and continued to be so upto 2011-12 but thereafter again increased to eight per cent in 2012-13, Savings under Non-Plan decreased from 11 per cent to zero in 2009-10 and again increased in 2011-12 and 2012-13 by seven per cent and 18 per cent respectively which reflected upon the quality of budgeting.

Thus, short receipt of funds of ₹ 22.67 crore coupled with failure of the Department to spend ₹ 33.04 crore adversely affected the fulfillment/achievement of objectives especially in respect of procurement, communication equipment and construction works as discussed under **Paragraph 5.3.10**.

(i) Non-surrender of savings

Rule 56 of GFR, 2005 stipulates that the departments incurring expenditure are required to surrender the appropriations or portion thereof to the Finance Department as and when the savings are anticipated.

Audit observed that savings of ₹ 26.90 crore which occurred in four to 10 items during 2008-13 were not surrendered by the Department, as detailed below.

Table 5.3.2: Savings occurred against object heads during 2008-09 to 2012-13

(₹ in crore)

Year	Proposed by the Deptt for RE	Approved revised budget allocation	Expenditure	Savings	No of items having savings	Range of savings (per cent)
2008-09	45.91	54.35	43.61	10.74	10	2 to 56
2009-10	39.81	45.07	35.56	9.51	5	1 to 54
2010-11	35.09	35.20	33.22	1.98	4	2 to 38
2011-12	43.80	45.71	44.80	0.91	5	1 to 7
2012-13	19.27	27.48	23.72	3.76	4	2 to 42
Total	183.88	207.81	180.91	26.90		

Source: Budget books, information collected from AG (A&E) and departmental records

It was noticed that Department could not spend even the proposed amount against rent, rates and taxes, minor works, hiring charge of vehicles. Thus, the demand raised for those items during 2008-13 proved to be inflated during the years (**Appendix 5.2**).

In the exit conference, the Chief Secretary stated that short utilisation of funds was due to poor response from the tenderers. He further added that the matter was taken up with the GOI also and unspent funds of a year under MOPF had been revalidated in the subsequent year. No supporting records were, however, produced to audit.

(ii) Rush of expenditure

According to Rule 56 of the GFR, 2005, rush of expenditure in the closing month of the financial year should be avoided. Audit observed that during 2008-09 to 2012-13, selected DDOs spent 28 per cent to 89 per cent of the total annual non salary expenditure in the month of March every year (**Appendix 5.3**).

(iii) Retention of funds

Scrutiny of 16 test-checked units revealed that contrary to the provisions of CTR, 15 units kept ₹ 15.95 crore in the bank at the end of the March 2013 (**Appendix 5.4**).

(iv) Non-reconciliation with Bank

Scrutiny of Cash Books and Bank Statements for the month of March each year during 2008-13 of 16 DDOs revealed that there were huge differences in balances between Cash Book and Bank Statement in case of 13 DDOs but the DDOs did not prepare Bank Reconciliation Statement during those years. There was a total difference of ₹ 8.93 crore between Cash Book balance and Bank Statement at the end of March 2013. Unit wise details are shown in **Appendix 5.4**.

In view of non-reconciliation with the bank for a long period possibility of misappropriation of funds could not be ruled out.

The Government stated (December 2013) that instructions would be issued to the DDOs to conduct reconciliation with Banks at regular intervals.

(v) Non-submission of DCC Bills

Sub-rules 11 (ii) and 14 of Rule 27 of the Delegation of Financial power Rules, Tripura, 2011 provides that drawal of the amount in AC bills should be adjusted by submission of DCC bills to the Controlling Officer within 60 days from the date of drawal of the amount.

Scrutiny revealed that there were 32 AC bills involving ₹ 15.82 crore, drawn during 2009-10 to 2012-13, which were over due for submission of DCC bills. The year wise position was as under:

Table 5.3.3: Year wise status of pending AC Bills

(₹ in crore)

Year	Total no. of AC bills during the year	Amount drawn	No. of AC Bills pending as of June 2013	Amount of pending AC bills
2009-10	29	13.20	4	0.47
2010-11	11	6.61	3	1.00
2011-12	16	11.06	9	9.88
2012-13	20	4.51	16	4.47
Total	76	35.38	32	15.82

Source: Information furnished by PHQ

Non-adjustment of AC Bills for long periods was indicative of lack of financial discipline and fraught with the risk of fraud/misappropriation.

The Government stated (December 2013) that efforts would be made to settle the pending AC bills by the end of 2013-14.

(vi) Non-recovery of deployment charges

Under the provisions of Police Regulation of Bengal, 1943 as adopted by the Government of Tripura, police personnel are deployed in different Government and Non-Government institutions on chargeable basis. Rule 9 of the GFR, 2005 further provides that receipts and dues of the Government should be correctly and promptly assessed, collected and duly credited to the Government account.

Test-check of the records of the DGP, Agartala and returns submitted by the subordinate offices revealed that the police deployment charges amounting to ₹ 31.07 crore were unrecovered from various Government Departments, PSUs, Banks and Central Public sector Undertakings (**Appendix 5.5**).

It was also noticed that the field offices submitted claims to the organisations every month for the current charges but reminders for collection of the arrears were not regular. Further, Police Headquarter convened one meeting with the defaulter organisations in May 2010 and thereafter no initiative was taken by the Department at the highest level for collection of the charges overdue for recovery even for almost 10 years. Thus, due to lack of follow up action and lack of seriousness at the level of higher management, deployment charges of ₹ 31.07 crore remained unrealised till September 2013.

The above deficiencies indicated weak monitoring and financial management in the Department.

The Government stated (December 2013) that efforts were underway for recovery of outstanding deployment charges.

5.3.7.2 Modernisation of Police Force

The main objective of the scheme was to meet the identified deficiencies in various aspects of police administration, worked out in 2000 by the BPR&D. The scheme, fully funded by the GOI during 2008-12 and on 90:10 basis from 2012-13, aimed at construction of safe PSs, outposts, improving housing, providing modern weaponry, improving mobility, communication, security, forensic science equipment and training facilities, etc.

(i) Short receipt of funds from GOI

The approval and release of funds by the GOI during 2008-09 to 2012-13 are as under:

Table 5.3.4: Approval and release of funds by the GOI under MOPF

(₹ in crore)

Year	Plan approved by GOI	Share of GOI	Released by GOI	Short release of funds
2008-09	24.00	24.00	19.24	4.76
2009-10	27.76	27.76	22.92	4.84
2010-11	21.85	21.85	21.85	Nil
2011-12	21.85	21.85	16.22	5.63
2012-13	23.99	21.59	3.55	18.04
Total	119.45	117.05	83.78	33.27

Source: Departmental records

Scrutiny revealed that GOI short released ₹ 33.27 crore out of which ₹ 18.04 crore pertained to 2012-13. In 2012-13, GOI released ₹ 3.55 crore against which State Government released its matching contribution of ₹ 44.00 lakh. Out of ₹ 33.27 crore, ₹ 5.63 crore was due to non-utilisation of funds by the Department upto 2009-10. Records relating to short release of ₹ 27.64 crore was not made available to audit. Thus, due to short receipt of funds particularly during 2012-13 Department could not modernise communication equipment, equipment for district police/TSR/HG, security wing etc to that extent.

The Government stated (December 2013) that the MHA though approved the plan, did not release the entire approved funds.

(ii) Incorrect reporting of expenditure

During test-check of records it was noticed that seven items with a total cost of ₹ 2.20 crore, approved under MOPF during 2009-13 (**Appendix 5.6**) were reported as procured and amount spent by the Department, though no such expenditure was made. Thus, expenditure of ₹ 2.20 crore was incorrectly reported to MHA.

The Government stated (December 2013) that efforts were on to procure the above mentioned items.

(iii) Diversion of funds

The scheme guidelines stipulate that funds released for a particular item should not be diverted by the State Government for any other item without obtaining specific sanction to that effect from MHA.

Scrutiny of records and information made available to audit revealed that the Department had diverted ₹ 4.42 crore (Table 5.3.5 below) of which MHA approved (13 December 2011) diversion of ₹ 2.55 crore only. Thus, diversion of ₹ 1.87 crore was irregular.

Table 5.3.5: Diversion of funds from one head to another head

(₹ in crore)

2008-09 to 2012-13	Communication equipment	Traffic and Police Control Unit	Equipment for SB	FSL Equipment
Approved as per Annual Plan	10.85	0.25	4.03	1.39
Fund released by MHA	7.12	0.25	4.00	0.70
Actual expenditure incurred	5.57	0.18	1.29	0.62
Diverted to other Head	1.56	0.07	2.71	0.08
Diversion (in per cent)	22	28	68	11

Source: Departmental records

Example of few items of irregular diversions were:

- ₹ 40.90 lakh out of ₹ 45.00 lakh approved for procurement of 6 Mega Ray Search Light (December 2011) was diverted (February 2013) for installation of Video Conferencing facilities which was also not started till August 2013 due to non-availability of any response from the BSNL regarding 'Leased Line Circuits including 2 MB lease line modems'.
- ₹ 50.00 lakh approved for procurement of one Remote Controlled Improvised Explosive Device Jammer for VVIP security was diverted for procurement of other items.

In the exit conference, the Chief Secretary assured to get the matter examined by the Department.

Audit Objective 3: Whether the Department was adequately prepared for operation management and the cases of crime were disposed off timely and effectively with efficient, economic and effective utilisation of its resources.

5.3.8 Operations management

The main function of the Police Department is prevention and detection of crime and maintenance of law and order. A well managed police force will be able to contain crime, detect the crimes in time, respond quickly to any situation and prosecute criminals expeditiously. The Department had not framed any Manual of its own for

regulating its activities. It had adopted Police Regulations of Bengal, 1943 without any modification.

5.3.8.1 Crime rate

Various crimes that were being registered and investigated by the Home (Police) Department were broadly grouped under the 'Indian Penal Code (IPC)' or under the 'Special and Local Laws (SLL)'. The incidences of IPC crimes in the State during 2008 to 2012 were as under.

Table 5.3.6: Incidences of IPC crimes in the State during 2008 to 2012

Year	West Tripura	Dhalai	North Tripura	South Tripura	GRP	Total	Percentage of increase	Rate of incidence ³ of crime
2008	2420	417	993	1506	0	5336	-	158
2009	2561	420	1016	1489	0	5486	2	160
2010	2600	541	970	1688	6	5805	5	166
2011	2709	437	871	1775	11	5803	(-) 1	162
2012	2804	443	1086	1921	10	6264	9	176

Source: Information furnished by the Department

It was observed that the rate of incidence of crime gradually increased from 158 in 2008 to 176 in 2012 with South Tripura District showing the highest increase (28 per cent) against 17 per cent increase in the State as a whole. In 2012, rate of incidence of total IPC crimes in South Tripura District (219) was much higher than the State average (171). Increase in the crime rate was more serious when viewed in the background of the fact that the availability of average number of police personnel in terms of per one lakh population per 100 square km and per PS was almost double than the National average.

The Government accepted (December 2013) the audit observation.

5.3.8.2 Crime against Women and its prevention

(i) Crime rate

Rate of incidences of crimes against women in the State and contribution to the total incidences of crimes in the State during 2008 to 2012 were as under.

Table 5.3.7: Incidences of crimes against women

Year	Total IPC crime	Incidence of crime against women in the State		
		Total incidence against women	Rate of incidence in the State	Share to the total IPC Crimes (In per cent)
2008	5336	1416	40	27
2009	5486	1517	43	28
2010	5805	1678	46	29
2011	5803	1358	37	23
2012	6264	1559	42	25

Source: Information furnished by the Department and NCRB statistic

³ Incidence of crime per one lakh population

Analysis of rate of incidence of major IPC crimes against women in the sampled districts are depicted below.

Table 5.3.8: Nature of rate of incidence of major IPC crime against women occurred in 2012.

Particulars	2012				
	State	West Tripura	Dhalai	South Tripura	North Tripura
Rape	6	5	9	6	8
Abduction	4	4	3	4	4
Dowry Death	1	1	1	1	1
Molestation	9	8	8	9	11
Cruelty by Husband	23	21	15	28.24	28

Source: Information furnished by the Department and NCRB statistics

Audit analysis revealed that overall rate of incidence of crime against women vis-à-vis share of crimes against women to the total IPC crimes was higher in South and North Tripura districts as compared to the State as a whole.

The Government accepted (December 2013) the audit observation.

(ii) Prevention of crime against women

The Government of India has been issuing advisories regularly to the State Governments about the measures for protection of women and prevention and reduction of incidence of crimes against women. The second Administrative Reforms Commission in its 5th report in 2012, *inter alia*, recommended that-

1. All training programme should include a module on gender and human rights,
2. Representation of women in police at all levels should be increased to 33 per cent.

In compliance, Department stated (September 2012) that help desk was set up in all PSs, help line had been set up in all district SP offices. Besides, Police control room phone number and PS phone numbers were functioning as help line numbers. Briefing of staff from constable to Inspector was done regularly by the superior officers and a topic on gender sensitisation had been included in the training curriculum of Constable and Sub-Inspectors.

During scrutiny, it was noticed that neither short term/long term strategy had been formulated by the Department nor any funds earmarked for prevention of crime against women. During 2008-13, only 264 personnel were trained on prevention of crime against women. Representation of women police personnel in the civil police force was only 7 per cent as of January 2013. No lady police officers were posted in 42 of 66 PSs (64 per cent), though women constables were posted in all PSs. Although help lines were stated to be set up in district headquarters, number of complaints lodged over telephone and addressed by police were not found on record.

Further, test-check of eight PSs and four OPs revealed as follows:

- No lady police personnel were posted in any OPs.
- No help line was created in any of the test-checked PSs and OPs.

- Help desk was created only in four out of eight test-checked PSs. No help desk was created in the OPs.

The Government stated (December 2013) that outposts were extension of police stations and hence no women were posted and they did not register any cases. All the police stations had working telephones and the numbers were displayed outside the PS.

But the fact remained that no lady police officers were posted in 42 of 66 PSs (64 *per cent*), though one or two women constables were posted in 37 PSs and in the rest 29 PSs average number of women constable was five. Moreover, number of complaints lodged over telephone and addressed by police were not found on record.

In the exit conference, the Chief Secretary stated that the Department had been working on the augmentation of the strength of women police as well as mobilisation of the community support. The Director General of Police further added that posting of women constables would be rationalised to ensure at least three women personnel at each Police Station. The status of women posting would further improve after the process of recruitment of Women Constables and Sub-Inspectors was completed.

(iii) Eve-teasing

Hon'ble Supreme Court directed⁴ to depute plain clothed female police officers in busy places like bus stands, markets, cinema halls, parks, etc., installation of CCTV in strategic positions, establishment of women-help line for controlling menace of eve-teasing etc.

In compliance, the Department stated (June 2013) that all the PSs were asked to depute their available women staff in busy places, help desks were set up and installation of CCTV was in progress.

But the fact remained that total women constables were only 668 and out of 66 PSs, 37 PSs were having (August 2013) one or two women constables only and in the rest 29 PSs average number of women constable was five, being maximum 23 constables in the Agartala Women PS. So, with that available manpower it was difficult for the PSs to run Help Desk and cover all the busy places. Further, MHA approved (December 2010) ₹ 50 lakh for procurement of CCTV in 2010-11 but Department had not procured CCTV till date although utilisation certificate was furnished to MHA.

As a result, due to non-availability of sufficient manpower and non-installation of CCTV in the strategic positions, prevention of crime against women was compromised.

The Government stated (December 2013) that process of procurement of CCTV was under progress.

⁴ Judgement (30 Nov 2012) in Civil Appeal No. 8513 of 2012, arising out of SLP(C) No. 31592 of 2008 in the case of the Deputy Inspector General of Police & Anr. – versus S. Samuthiram.

5.3.8.3 Violent Crimes⁵

Violent crimes affect the life and safety of the people. Such crimes induce a sense of insecurity and fear in the community. The frequency and the magnitude of such crimes also affect the public peace. Incidences of Violent crimes in the State during 2008 to 2012 were as under:

Table 5.3.9: Incidence of violent crimes in the State

Year	Total incidence	Rate of incidence (per 1 lakh population)	As percentage of total IPC crimes
2008	931	26	17
2009	858	24	16
2010	895	25	15
2011	921	25	16
2012	864	24	14

Source: Information furnished by the Department and NCRB Statistics

It was observed that during 2008 to 2012 violent crimes to the total IPC crimes decreased over the years. Further, analysis of incidence of crimes in 2012 revealed that rate of incidence of murder (3), attempt to commit murder (2), kidnapping and abduction (4), robbery (2), hurt (41) and theft (15) were alarming although the rate of incidence of few serious crimes like dacoity (0), preparation and assembly for dacoity (0), rioting (3), cheating (3), counterfeiting (0) etc. were low.

The Government accepted (December 2013) the audit findings.

5.3.8.4 Registration of complaints and response thereof

Test-check of records of eight PSs⁶ revealed that overall registration of complaints showed decreasing trend upto 2011 and thereafter increased by 27 per cent in 2012 compared to 2011.

(i) Registration of FIR

Police Men Charter of duties towards public stipulates registration of FIR on any information revealing commission of a cognizable offence without any delay.

Audit scrutinised 120 cases - 15 cases each from selected eight PSs- on this yardstick. During scrutiny only Khatian register and FIR book were produced. Police docket and case diaries were stated to be submitted along with the charge sheet to the Court. On the basis of information noted in the Khatian register and FIR register, it was noticed that out of 120 cases, 27 cases were registered within six hours of the crime, 82 cases within a month whereas registration of 11 cases took 34 to 562 days. Thus, there was undue delay in registering of FIRs by the selected PSs.

⁵ The components of crimes such as murder, attempt to commit murder, culpable homicide not amounting to murder, rape, kidnapping & abduction, dacoity, preparation & assembly of dacoity, robbery, riots, arson and dowry death have been grouped as violent crimes.

⁶ East Agartala PS, East Agartala Women PS, Champahour PS, Melagarh PS, Bishramganj PS, Kachucharra PS, Dhumacharra PS and Gandacharra PS

(ii) Response time

Police Men Charter of duties also stipulates that PSs should attend to any complaint, etc. immediately with the available resources.

It was however, found that average reaction time⁷ and response time⁸ in 87 of 120 test-checked cases (73 per cent) was as high as 164 minutes and 201 minutes while police reached the crime site before lodging of complaints in 17 cases. In 16 cases, timings were not recorded. This indicates the lack of readiness of the police to combat the crimes.

The Government accepted (December 2013) the audit findings.

5.3.8.5 Investigation of Crime Cases

The status of investigation of IPC cases and disposal thereof by police during 2008-12 was as under:

Table 5.3.10: Disposal of crime cases (Year wise performance)

Year	Total No. of cases for investigation including carry over cases	No of cases in which investigation completed				Charge sheeting rate {5*100/(4+5)}	Disposal rate
		Charge found false	Final report true submitted ⁹	Charge sheet submitted	Total no. of cases disposed of		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
2008	6448	22	939	4515	5476	83	85
2009	6666	0	860	4648	5508	84	83
2010	7141	42	995	4558	5595	82	78
2011	7497	0	1172	5307	6479	82	86
2012	7489	23	1149	5159	6331	82	85
Total	35241	87	5115	24187	29389		

Source: Departmental records

It was observed that there were 35,241 cases for investigation during 2008- 2012 including the pending cases from previous years of which investigation was completed in 29,389 cases accounting for 83 per cent against national average of 94 per cent.

(i) Time taken in investigation

Regulation 261 of the Police Regulation of Bengal, 1943, adopted by the Tripura Police stipulated that the investigation of even the most difficult cases should rarely be necessary to prolong beyond 15 days.

Test-check of 120 cases in sampled 8 PSs revealed that time taken for investigation was ranging from 1 to 1154 days, though no reason for delay was recorded.

The Government stated (December 2013) that the stipulations for crime investigation as contained in the CrPC 1973 were being adhered to and the same was monitored. The investigations were regularly monitored by senior police officers.

⁷ Duration between time of reporting of crime and time of movement of police.

⁸ Duration between time of reporting of crime and time of reaching the place of occurrence of crime by police.

⁹ Cases in which after completion of investigation charge sheet is not required to submit.

But the fact remained that even after monitoring by the senior police officers, in 23 *per cent* cases time taken for investigation was ranging from 184 days to 1154 days. This reflected adversely on the quality of monitoring also.

In the exit conference, the Director General of Police stated that generally investigations are completed within three months, However, in case of heinous crimes or where the criminals are absconding, it might have taken more time. Further, he assured to review all the cases as pointed out by audit.

(ii) Separation of Investigation from Law and Order

Tripura Police Act, 2007 provides for separation of the investigation of crimes from law and order and other police functions. Padmanabiah Committee on Police Reforms and Supreme Court¹⁰ reiterated the necessity of separation of investigation from maintenance of law and order to ensure superior investigation, better expertise and improved rapport with the people.

State Government identified (August 2007) nine PSs where law and order was separated from investigation. During scrutiny of records in the sampled eight PSs including East Agartala PS where law and order was separated from investigation, it was noticed that all Inspectors, Sub-Inspectors, Assistant Sub-Inspectors posted in the PSs were investigating cases along with the maintenance of law and order. One investigating officer (IO) investigated on an average 15 cases, maximum being 53 cases in a year. In Melagarh PS, out of 223 cases in 2012, six IOs investigated 201 cases (90 *per cent*) and rest five IOs investigated only 22 cases (10 *per cent*). Reason for unequal distribution of cases was not found on record.

Further test-check of 120 cases in sampled 8 PSs revealed that in 91 cases investigation was completed within 180 days, in 28 cases (23 *per cent*) police took 181 to 1154 days and one case was under investigation for 270 days as of September 2013.

Thus, due to non-separation of investigation from law and order coupled with uneven distribution of cases, timely investigation was not ensured.

The Government stated (December 2013) that further separation was not considered due to less number of cases and manpower constraints.

(iii) Arrest

A total of 40,337 persons were arrested by the police under various IPC and SLL crimes during 2008-2012. Details of incidence of crimes, arrests made and number of persons charge sheeted during 2008-2012 are shown below:

¹⁰ Judgment dated 22 September 2006 in the case of Prakash Singh and others vs. Union of India.

Table 5.3.11: Comparison of crime rate and arrest rate

Year	No. of crimes	Arrested during the year	No of persons released before trial	No of persons charge sheeted	Persons under investigation at the end of the year
2008	5581	6227	1705	4999	648
2009	5694	9277	2087	6032	1806
2010	5983	7031	1218	5808	1811
2011	5951	10481	1760	7641	2888
2012	6471	7591	984	7768	1727
Total	29680	40607	7754	26440	

Source: Information furnished by the Department and NCRB statistics

It was observed that out of 40,607 persons arrested during 2008-12, 7,754 persons (19 per cent) were released before trial. Further, details/status of 1727 persons kept under custody for non-completion of investigation was not made available to audit.

5.3.8.6 Conviction rate

During 2008-2012, a total of 28,694 IPC crimes were recorded in the State of which conviction took place in 2118 cases (7 per cent) which was much lower than the national average (77 per cent) as shown below:

Table 5.3.12 : Conviction rate in the State during 2008 to 2012

Year	Total IPC cases	Actual conviction
2008	5336	253 (5)
2009	5486	266 (5)
2010	5805	274 (5)
2011	5803	401 (7)
2012	6264	923 (15)
Total	28694	2117 (7)

Source: Departmental information

In order to corroborate the figures reported by the Department, a detailed analysis of conviction rate in 8 PSs was undertaken. During scrutiny only Champahour PS provided information about conviction wherein it was noticed that out of 163 cases recorded during 2008 to 2012, conviction took place only in 8 cases representing 5 per cent conviction.

The Government accepted (December 2013) the audit findings.

5.3.8.7 Prevention of Crime

A well-planned crime prevention strategy not only prevents crime and victimisation but also promotes confidence of safety in the community and contributes to the sustainable development of the country. Effective and responsible crime prevention enhances the quality of life of all citizens.

The activities of the Police Department are discussed below:

(i) Presence of Police

The presence of police has a deterrent effect on the criminals and instils the confidence among the people. The status of the presence of police (1 January 2013) in the selected districts of the State was as under:

Table 5.3.13: Deployment of police personnel in the selected districts

Particulars	West Tripura	Dhalai	State	National
Population (In lakh)	17.70	3.78	36.72	12133.70
Area (In Sq. Km)	3099	2533	10491	3172167
No. of PSs	25	13	66	15015
No. of PS per 1 lakh population	1.41	3.44	1.80	1.24
No. of PS per Sq. Km	0.008	0.005	0.006	0.005
Deployment of police personnel	2844	971	10501	1674755
Average no. of police personnel per PS	113	74	159	112
No. of policemen per 1 lakh population	161	257	286	138
No. of policemen per 100 sq. Km area	92	38	100	53

Source: Departmental records

Audit observed that presence of police in the State in terms of population, area and PSs was almost 200 *per cent* of the National average. However, cognizable crimes particularly crimes against women was increasing over the years. This indicated that police forces were not used efficiently and intelligently.

The Government stated (December 2013) that the police effectiveness was to be judged by charge sheet percentage and not by the means of registration.

Reply was not tenable to audit as crimes against women were sharply increasing despite the fact that number of PSs and the constable present therein were substantively higher than the national average. Further number of police men per one lakh population in the State was almost double of national average.

(ii) Identification of Hot Spots

The areas with high unemployment rate, low average income or high poverty rate, greater proportion of migrant population, spaces that are lonely, poorly lit or isolated are hot spots for criminals and police has to intensify its efforts in those areas to check the criminal activities.

It was noticed that no hotspot was identified in Dhalai district. West Tripura district identified ten hotspots¹¹. However, steps taken for deployment of additional resources including patrolling in such spots were not found on record.

The Government agreed (December 2013) with the audit observation.

(iii) Review of history-sheeters

A register of history-sheeters was to be maintained in each PS and required to be reviewed by the Higher Officers quarterly. In addition, the outposts were required to check their presence in their homes, which was recorded in the fly sheets.

¹¹ Karepara, Subarampara, Twikarma, Baskarcharra and Jumbari under Mungiakami PS of Khowai. Kamalasagar, N C Sagar, Durgapur, Kalamchoura and Dhanpur under Sepahijala.

During scrutiny of records maintained by the selected Districts it was noticed that there were 50 history sheeters of whom eight were reported to be missing. Initiatives taken by the police to find out the missing history sheeters were not made available to audit.

The Government stated (December 2013) that the Crime and Criminal Tracking Network and System (CCTNS) would provide one time solution for review and updation of history sheeters.

(iv) Recovery of unlicensed arms

Scrutiny revealed that no assessment was made regarding use of unlicensed arms in the State despite the fact that 82 unlicensed arms were seized and recovered in the selected districts during 2008-13, recovery being the highest in Dhalai district. Further, 27 cases of killings by fire arms were reported during 2008-13 which constituted four *per cent* of the murders in the State. Eighty *per cent* of the firearms used in those murders were unlicensed. This indicated that use of unlicensed firearms was a matter of concern in the State.

The Government agreed (December 2013) with the audit findings and stated that country-made arms were normally used in the tribal areas and unlicensed arms were used by the extremists.

(v) Community Policing

‘Prayaas’, a community policing programme of Tripura Police was launched throughout the State in January 2010. It was quite heartening to note that beat committees were formed in all the PSs and 4769 meetings were convened to spread awareness about crimes including gender equality and crime against women etc. In addition, 934 awareness campaigns were also organised in Schools and Colleges. However, this programme would serve better if impact study/evaluation was also made.

The Government stated (December 2013) that the initiative under ‘Prayas’ would be strengthened.

5.3.8.8 Use of Science and technology in investigations

Forensic science¹² is a branch of science that deals with crime, criminals and law. Use of forensic science in crime investigation not only facilitates just and speedy results but also reinforces the faith in the police Department that the right person was brought to book.

Following deficiencies were observed in this area:

- State Forensic Science Laboratory (SFSL) at Agartala was suffering from acute shortage of staff, with the overall shortage of 56 *per cent* across all cadres.

¹² Forensic science (often known as forensics) is the application of a broad spectrum of sciences and technologies to investigate situations after the fact, and to establish what occurred based on collected evidence.

- Udaipur District mobile FSL set up at an expenditure of ₹ 45.04 lakh in July 2010 was not made functional till December 2013 even after a lapse of three years.
- Kailasahar District FSL started functioning from September 2009 but could not examine (till July 2013) any case although 46 samples had been collected by it, because the equipment valued ₹ 13.28 lakh was provided only in March 2013.
- Only 2168 forensic samples of 28694 IPC crimes (8 *per cent*) were received by the SFSL.
- 45 *per cent* PSs in the test-checked districts did not have Forensic Kits.
- Basic equipment required to collect bare forensic evidence i.e., fingerprints and photographs etc. was unavailable in two out of selected eight PSs.
- In 120 test-checked cases, none of the PS ever collected any sample from the scene of crime for forensic examination.
- Time taken for examination of sample in the SFSL ranged between 37 and 51 days. In a few cases, the time taken was even one year. Delay in examination of samples contributed to the delay in investigation and was fraught with the risk of deterioration, which could affect the test results.
- Investigating authority took unreasonably high time ranging from 21 days to 49 days in collection of the report from FSL, maximum time taken in one case was 462 days in 2010.

The Government stated (December 2013) that due to shortage of manpower two divisions and District mobile FSL could not be made functional and delayed the examination/disposal of crime case exhibits. In few cases there were delay in collection of reports due to non-availability of standards and procedural defects.

- Against 28694 IPC crimes during 2008-12, fingerprints were taken only in 18 cases. An automated finger print identification system was procured (August 2010) at the cost of ₹ 22.61 lakh. However, examination of only 18 cases reflected underutilisation of the system. In 120 test-checked cases at eight PSs, no finger prints were taken from the scene of crime.

The Government stated (December 2013) that two fingerprint experts had been working since August 2010 in the finger print cell, Crime Investigation Department (CID) and they visit the scene of crime on the strength of requisition of District Police in which finger prints are available at the scene of crime. .

But the fact remained that in 120 test-checked cases at eight PSs, no finger prints were taken from the scene of crime.

- Despite having a strength of 14 dogs in the Police Dog Squad under SP (CID), dogs were utilised only in 235 cases (less than one *per cent* of total crime cases) for investigation which reflected gross underutilisation of the dog squad.

Contribution of low use of forensic science in the low conviction rate (seven *per cent*) in the State could not be ruled out.

In the exit conference, the Chief Secretary and the Director General of Police agreed with the need for optimal utilisation of Forensic Science to improve the conviction rate.

Audit Objective 4: Whether manpower was adequate, trained and deployed optimally.

5.3.9 Human Resource Management

5.3.9.1 Large scale vacancies

Status of manpower vis-à-vis sanctioned strength as on 01 January 2013 is depicted below:

(i) Civil Police

Table 5.3.14: Sanctioned strength vis-à-vis men-in-position in civil police as on 01 January 2013

Category	Sanctioned Strength	Men in position	Shortage (In percent)
Dy SP to DG	213	103	110 (52)
ASI to Inspector	1588	1387	201 (13)
Head constable and Constable	11024	9011	2013 (18)
Total	12825	10501	2324 (18)

As is evident, the vacancy was 18 *per cent* in lower subordinate level and 13 *per cent* in upper subordinate level. But, 52 *per cent* vacancy in supervisory level was very alarming as the quality of supervision of the subordinate staff level was adversely affected.

(ii) Armed Police

Table 5.3.15: Sanctioned strength vis-à-vis men-in-position in Armed police as on 01 January 2013

Category	Sanctioned Strength	Men in Position	Shortage (In Percent)
Dy. SP to DG	126	47	79 (63)
ASI to Inspector	552	497	55 (10)
Head constable and Constable	13836	12712	1124 (9)
Total	14514	13256	1258 (9)

The vacancy was nine *per cent* in lower subordinate level and 10 *per cent* in upper subordinate level. But, 63 *per cent* vacancy in supervisory level was very alarming as the quality of supervision of the subordinate staff level was adversely affected.

The Government stated (December 2013) that steps had been taken to fill up the vacant posts.

5.3.9.2 Teeth to tail ratio

The Padmanabhaiah Committee recommended that the staff structure should be rationalised so that the teeth-to-tail ratio – upper subordinates to lower subordinates- should be 1:7 and finally brought down to 1:4.

The average of teeth-to-tail ratio in Tripura was 1:6 in civil police and 1:26 in armed police. It was also noticed that in case of armed police at the planning level itself the

teeth to tail ratio with reference to sanctioned strength was 1:25 i.e., 552/13836. Therefore, the Department needs to review its staffing structure to comply with Padmanabhaiah Committee recommendations so that the quality of supervision of the subordinate staff level was not adversely affected.

5.3.9.3 Representation of women in the police force

There were only 776 (7 per cent) women police in the total police force of 10,501 which was significantly low having adverse impact on prevention of crime against women as already discussed in paragraphs 5.3.8.2 above.

The Government stated (December 2013) that the efforts had been taken for recruitment of 300 women constables and 30 women Sub-Inspectors.

5.3.9.4 Distribution of manpower to Police Stations

In order to find the extent of skewness in distribution of constables, deployment of manpower in eight PSs was reviewed. The details are as under:

Table 5.3.16: Distribution of constables in Police Stations

Police Stations	Average no of crimes in a year during 2008-12	Sanctioned Strength of constables	Men in Position	Sanctioned strength per crime	Men in position per crime	Deployment of manpower as %age of sanctioned strength
Kachucharra PS	23	24	19	1.04	0.83	79
Dhumacharra PS	7	40	18	5.71	2.57	45
Gandacharra PS	34	55	32	1.62	0.94	58
Champahour PS	33	50	16	1.52	0.48	32
Melagarh PS	178	24	26	0.13	0.15	108
Bishramganj PS	70	38	22	0.54	0.31	58
East Agartala PS	256	N. A.	47	-	0.18	-
Agartala women PS	143	40	19	0.28	0.13	48

Source: Information furnished by PS

Analysis of above data revealed as follows:

- The notified sanctioned strength was not based on the crime rate. Sanctioned strength per crime was highest (5.71) in Dhumacharra PS and lowest (0.13) in Melagarh PS.
- Deployment of manpower in the PSs was not equitable as the deployment of manpower to sanctioned strength varied from 32 per cent to 108 per cent. Further, the deployment of manpower was also not proportionate to the average crime rate per annum.
- During 2008-12, average number of crimes in Melagarh PS was 178, where there were only 26 constables. Similarly, while the average crime at Dhumacharra and Gandacharra were seven and 34, there were 18 and 32 constables. The inconsistency in deployment of constables indicates that deployment was not based on the occurrence of crime or actual requirement.

The Government stated (December 2013) that the sanctioned strength was made on the basis of the crime scenario and on the extremist activities in the State.

Reply was not tenable to audit as the deployment of manpower was not proportionate to the sanctioned strength and average crime rate per annum.

In the exit conference, the Director General of Police stated that recruitment and deployment of police personnel was a continuous process and it would be further reviewed and rationalised.

5.3.9.5 Training

The three training schools provided training to 15,567 police personnel during 2009-13. Audit scrutiny of records revealed the following shortcomings:

(i) Inadequate training infrastructure

The institutes were suffering from shortage of Instructors (ranging from 33 to 69 per cent), class room furniture and training aids.

The Government stated (December 2013) that proposals for improving infrastructure was being taken through various Central Schemes like MOPF and Finance Commission.

(ii) Non-working Small Arms Training Simulators

None of the three Small Arms Training Simulators-vital for practice on a variety of small arms including 9mm pistols, revolvers, 303 rifles, INSAS 5.56 mm, 7.62mm rifles, AK-47s, carbines and Light Machine Guns- installed at the cost of ₹ 87.30 lakh¹³, was found (August-September 2013) in working condition as summarised below:

Table 5.3.17 : Status of three Simulators

(₹ in lakh)

Name of the Institute	Date of installation	Cost	Status
TSR 2 nd Bn	27-08-2002	43.61	Non- functional after 15-3-2012
TSR 3 rd Bn	17-11-2006	20.99	Non functional from early 2008
PTA, Narsingarh	22-09-2009	22.70	Non-functional since 15-06-2010
Total		87.30	

Source: Departmental records

The machines were non-functional due to not entering into AMCs with the supplier and lack of any concrete action for their repair and maintenance.

The Government stated (December 2013) that AMCs with the suppliers would be undertaken shortly to make the training simulators functional.

(iii) Inadequate firing range

The training institutes had outdoor firing range of 22 mtr, 91 mtr and 273 mtr. only against the required firing range¹⁴ of 300 to 1000 mtr for 303 Rifle, AK-47 Rifle, SLR

¹³ PTA: ₹ 22.70 lakh; Ch. Ramarao Training Centre at TSR 2nd Bn: ₹ 43.61 lakh; CIAT school at Kachucharra at TSR 3rd Bn: ₹ 20.99 lakh

¹⁴ Table showing Effective firing range of various weapons

Weapons	Effective range
7.62 LMG, & 303 LMG	1000 mtr
5.56 INSAS LMG	700 mtr
51 mm Mortar	500 mtr
303 Rifle, AK-47 Rifle, SLR and 7.62 mm BA rifle	300 mtr

Source: Information furnished by the training institutes

and 7.62 mm BA rifle, 7.62 LMG, 303 LMG & 5.56 INSAS LMG, thereby limiting the training capability and accuracy of shooting of the aforesaid modern weapons below maximum range.

The Government stated (December 2013) that efforts would be made for allotment of sufficient land for construction of firing range.

Audit Objective 5: Whether procurement, installation and utilisation of equipment under Modernisation/State plan was done economically, efficiently and effectively to achieve the objectives.

5.3.10 Adequacy and allocation of resources

The operational efficiency and effectiveness of police force largely depends on the availability and proper allocation/utilisation of its resources, viz, buildings, vehicles, weapons, surveillance and communication equipment and security equipment. The deficiencies noticed in these areas are discussed in the succeeding paragraphs:

5.3.10.1 Office Buildings

Police Station Buildings

- It was noticed that construction of 15 PS Buildings were in progress and there had been huge delays for instance Birganj PS and Kanchanpur PS already delayed by 33 months and 44 months respectively from the scheduled date of completion. Delays in execution of works were attributed to delay in finalisation of work site, Administrative approval & approval of design and drawing by the Police Department and fund constraints etc.
- The Department had placed ₹ 143.96 lakh with PWD (R&B) on 04-02-2009 for construction of PS buildings at Belonia, Sonamura and Kadamtala. However, site was not finalised in Belonia till date and in Sonamura and Kadamtala site was finalised after four years and the works were re-assigned to Rural Development Department and funds (₹ 80.00 lakh) placed in December 2012. Construction of PS building at Mungiakami was commenced by PWD (R&B) on 05 January 2010 and completed on 22 May 2012 at a total expenditure of ₹ 79.58 lakh. After completion of the building, Executive Engineer, Police Engineering Cell visited (7 June 2012) the PS building and noticed that the building was not constructed as per design and drawing. There was no indication about the monitoring of the Police Department during execution of the PS building. As a result, even after completion of the building for more than a year, Police Department did not take it over from the PWD (R&B) and make it operational till August 2013.

Construction of well-secured police station (PS) buildings was one of the thrust areas of the MOPF. Thus, due to delay in execution of works the Department could not provide better working environment for the police personnel.

The Government accepted (December 2013) the audit observation and stated that Department depend upon PWD (R&B), RD Department and Tripura Housing and Construction Board for major construction works. But the fact remained that the Department had inadequate monitoring over the construction works, as cited above.

In the exit conference, the Chief Secretary and Director General of Police appreciated the audit finding and assured to take necessary corrective action.

Out Posts

Construction of two outpost buildings at Debbaru and Champaknagar could not be started due to non-availability of site although ₹ 1.00 crore (@ ₹ 50.00 lakh) were approved in 2008-09 under MOPF.

The Government stated (December 2013) that Champaknagar OP had now been shifted to its own accommodation by constructing five pre-fabricated huts and Debbaru OP had been included under MOPF scheme 2012-13.

Women Help Desks

Construction of two women help desks at Kakraban and Raishyabari PS were not started even after eight months from the date of placement of funds (@ ₹ 10.80 lakh each) with the executing agencies. Reason for non-commencement of works was not found on record.

SDPO Office Building

Department placed ₹ 1.20 crore with THCB in July 2012 for construction of Office-cum-residence building of SDPO in Sonamura, Bishalgarh, Jirania and Longtarai Valley. But works could not be commenced till date as the design and drawing of the buildings were approved by the Department only in August 2013 and THCB was requested to prepare estimates for the works.

The Government stated (December 2013) that the size of the buildings had been reduced by the agency due to price escalation which was being sorted out.

5.3.10.2 Residential Buildings

BPR&D was of the view (March 2000) that the performance of the police was better in States where accommodation was available in large numbers. The National Police Commission (NPC) also recommended 100 *per cent* accommodation for all police personnel. As per the recommendation of the review committee on Police Reforms and Response of State Governments, circulated by MHA in May 2006, the State was asked to achieve 80 *per cent* satisfaction level as early as possible.

Scrutiny revealed as follows:

- Department had not assessed the housing requirement for police personnel and as such no requirement regarding housing was incorporated in the MOPF plans during 2008-09 to 2012-13.
- As on 1 January 2013 Tripura Police had 4121 family quarters for constable to Group Officers. Percentage of satisfaction of family accommodation was 32

per cent for the upper subordinates (Inspector, SI and ASI) and 26 *per cent* for lower subordinates (Head constables, constables).

The Government stated (December 2013) that a proposal had been made to the 14th Finance Commission for sanction of funds for construction of 1194 quarters to achieve satisfaction level upto 40 per cent.

- Out of 4121 family quarters, 484 quarters (12 *per cent*) were damaged. However due to scarcity of quarters, 34 damaged Type-I qtr and 38 damaged Type-II qtrs were allotted to the TSR 1st Bn. and TSR 2nd Bn jawans. Hence, possibility of accidents causing injury/death could not be ruled out.
- Administrative lapse of the Home Department in taking timely and proper follow up action resulted in suspension of construction works of 49 family quarters (Type-I: 9 ;Type-II: 34 ;Type-III:6) in three TSR Bn headquarters¹⁵ for a long period. The exact dates since when the work was suspended were not available on record.



Construction of 9 Type-I quarters in TSR 2nd Bns remained suspended since long.

- Police Department placed ₹ 3.41 crore in three installments between March 2008 and March 2009 to the RD Department for construction of 48 Type-III quarters at AD Nagar. The work of four three-storied blocks (6 quarters each) consisting 24 quarters was commenced in November 2008 and completed in July 2010. However, those quarters were taken over by the Police Department on 28 September 2012, after a lapse of 26 months from completion. Reasons for delay in taking over was not found on record.

¹⁵ TSR 1st Bn (Type-II:6; Type-III:2), TSR 2nd Bn (Type-I:9), TSR 6th Bn(Type-II:28; Type-III:4)

- During execution of works, Chief Secretary and Director General of Police, Tripura visited the site and finalised construction of three four-storied blocks (8 quarters each) in place of three storied blocks. Accordingly, design was modified for four-storied blocks and estimate was prepared (10 November 2009) for 8 quarters of a block of four storied building for an amount of ₹ 69.33 lakh. The work commenced on 26 October 2010 but was suspended (May 2011) after completion of civil work leaving pipeline & sanitation, painting and internal electrical work incomplete due to shortage of funds (₹ 14.04 lakh).



Type-III four storied building constructed at AD Nagar, Agartala

- Department had placed ₹ 3.41 crore to the RD Department through the DM & Collector (West) for the said work but RD Department's records showed only ₹ 2.90 crore. As a result, whereabouts of ₹ 51 lakh was not known to the Department and the work was suspended which reflects upon poor monitoring by the Department.
- Scrutiny of records of SP (Procurement) revealed that out of 84 Type-III quarters (including 24 new quarters) available in AD Nagar, only 69 quarters were allotted and 13 quarters remained vacant till August 2013 due to non-availability of eligible applicants. Thus, it was evident that before construction of Type-III quarters in AD Nagar, Police Department did not assess the requirement. As a result, at least two blocks of three storied buildings constructed at an expenditure of ₹ 1.12 crore had been lying idle for the last three years.

The Government stated (December 2013) that SP (procurement) had taken necessary steps for allotment as per norms. But the fact remained that there were no eligible applicants for allotment of the quarters.

5.3.10.3 Vehicles

Mobility is vital for efficient and effective performance of a police force. Increased mobility reduces response time and enhances operational efficiency. Requirement of vehicle to bring down the 'mobility deficiency' to 'Nil' was not assessed by the Department. However, BPR&D assessed (March 2000) the requirement of one heavy, one medium, five light vehicles and five motor cycles for smooth movement of a fleet of 100 police personnel. The position of vehicles in Tripura vis-à-vis BPR&D norms as of August 2013 was as under:

Table 5.3.18 : Availability of vehicles

Type of vehicle	Requirement as per BPR&D norms	Availability	Off road due to condemnation and ageing	Actually on road	Allocated to CMT pool	Actually used for police duty	Shortage as of Aug 2013
Heavy	238	228	32	196	08	188	50
Medium	238	217	28	189	10	179	59
Light	1190	827	79	748	181	567	623
Motor Cycle	1190	400	18	382	34	348	842
Total	2856	1672	157	1515	233	1282	1574

Note: Out of 175 Heavy vehicles there were 14 cranes and out of 547 light vehicles there were 46 water tankers, 43 Ambulance, 1 riot control vehicle & 1 water canon

Source: Departmental records

It was noticed (August 2013) that:

- There was a shortage of 1574 (55 per cent) vehicles as compared to BPR&D norms.
- Out of 157 vehicles kept off road, 22 vehicles were off road for six months due to non-availability of tyres. For example, ambulance available in TSR 3rd Battalion was out of road due to non-availability of tyre w.e.f. January 2013 to August 2013.



Ambulance available with the TSR 3rd Bn was off road from January 2013 due to non-availability of tyres

- As per BPR&D norms, to meet the requirement of police force at the cutting edge level, 2 light vehicles and 3 motor cycles were to be provided to each PS and 2 motor cycles to each police OPs. In the test-checked districts, all but two PSs were equipped with at least two light/medium vehicles. However, out of 23 vehicles allotted to eight test-checked PSs, 10 vehicles were more than 10 years old (43 per cent) and often remained out of order. Further, seven OPs¹⁶ were not provided with any Motorcycles; rather they were provided with one light vehicle.
- During preparation of Annual Plan for MOPF, Department justified that two vehicles per camp was required for ensuring quick movement of force in militancy infested areas. Scrutiny of records in sampled five TSR Battalions revealed that out of 80 camps, 46 camps (58 per cent) did not have any vehicle and 33 camps were having one vehicle each. As a result, due to restriction on movement of forces high response time could not be ruled out.
- 447 vehicles and 378 motor cycles were included in the MOPF (2008-13) of which only 344 vehicles and 236 motor cycles were procured till June 2013.

¹⁶ Patni, Bamutia, SNT OP, Old Agartala, Jumpuijalla, Taibandal and BJB OP

However, no basis showing assessment of requirement of vehicles was available with the Department. Though there were shortage of vehicles in the field, 85 (30 per cent) of 286 light vehicles procured during 2008-13 under MOPF scheme were kept in the central pool and attached with the dignitaries.

Thus, due to shortage of vehicles coupled with diversion of 85 vehicles, the objective of providing vehicles to all PSs and TSR camps was not achieved which naturally restricted movement of the police forces and also led to high response time and reaction time. Besides, 17 PSs regularly hired light vehicles for their operational duties and ₹ 26.96 lakh were paid as hiring charges of vehicles during 2012-13 which was avoidable.

The Government stated (December 2013) that no case of delay due to non availability of vehicle in PSs had been reported.

5.3.10.4 Weaponry

The Department has weapons in the form of INSAAS Rifle, Self Loading Rifle (SLR), AK 47, 9 mm Carbine, LMG, SMG, Rifle 303, Glock Pistol and allied ammunition. Test-check of records revealed as follows:

- Department was holding 23,069 main strike weapons against authorisation of 40,334 weapons. Thus, there was shortage of 17,265 nos ranging from six per cent to 83 per cent in different categories. Thus, shortage of strike weapons could lead to under-performance and casualties in anti insurgency operations, especially in remote hilly areas.
- Department was having more than 70 years old 7535 “303 Rifles” of which 6040 were in use. But, there was no plan to phase out those old weapons.
- Department procured (15 May 2008) 12 nos Gun M/C 7.62 mm MAG from Small Arms Factory, Kanpur at a total cost of ₹ 54.52 lakh. But, no ammunitions were procured, resulting in the guns lying idle.

The Government stated (December 2013) that the Tripura Police was a better equipped force in terms of arms and ammunition. Further, there was sufficient ammunition of 7.62 mm caliber in the stock for utilisation of 7.62 mm MAG. But the fact remained that test-checked TSR Battalions could not utilise the 7.62 mm MAGs due to non-availability of link belt (Amn belt) & ammunition

5.3.10.5 Surveillance and Communication System

(i) Wireless sets

Tripura police had 2303 functional handheld sets and 2394 functional Mobilophone sets against requirement of 3723 and 3435 respectively.

BPR&D norms provide that two secondary batteries were required for each mobilophone set and two dry fit batteries for each handheld set. Further, life of a secondary battery and rechargeable dry fit battery were 18 months and one year

respectively, can be extended upto five years with decreasing output in normal conditions¹⁷. Scrutiny revealed as follows:

Mobilophone Sets

Mobilophone sets are used in all police Communication Stations, PSs, Police vehicles, TSR camps etc. for the purpose of transmission and reception of registered radiogram and verbal conversation among the senior police officers.

For operation of those mobilophone sets Tripura police had (August 2013) 822 batteries of which only 379 batteries were procured during 2008 to 2013. As a result, with the available 379 batteries, Department could utilise only 189 sets against available 2394 such sets.

Handheld Sets

Handheld Sets are used by the police patrol party, police operational party, traffic police for the purpose of transmission and reception of verbal instructions relating to law and order and traffic control.

Department procured only 2620 batteries during March 2008 to November 2010 for operation of HH sets with which only 1310 sets could be utilised.

During 2008-09 to 2012-13, 170 digital Mobilophone sets (₹ 0.67 crore), 270 digital HH sets (₹ 0.98 crore) were procured out of which, 133 sets (Mobilophone: 42: HH: 91) were lying in the central store.

Thus, non-availability of efficient batteries with full output adversely affected the operation of VHF-HF sets and wireless sets purchased at a cost of ₹ 1.65 crore during 2008-13 and failed to augment the communication network of Police Force. Further, shortage of communication equipment coupled with acute shortage of batteries might result in lack of coordination between different units of Police Department and could lead to poor response at the time of requirement.

The Government stated (December 2013) that efforts were on for procuring spare batteries.

(ii) Idle Self Supporting Tower

It was noticed that one 150 feet self supporting tower was installed at the TSR 8th Battalion Hqr, Lalcharra in October 2005. The tower was installed about 200 mtr away from the signal centre and for this reason the tower could not be made operational till August 2013.

Thus, due to lack of assessment and inefficient planning, the tower could not be utilised even after 8 years from the time of construction and thus the entire expenditure of ₹ 17.80 lakh became wasteful and failed to achieve the desired objectives.

¹⁷ "Normal" in this case means the battery goes through full charge cycles, isn't subjected to extreme temperatures, is attached to a reliable and consistent charging system and isn't providing power for a ton of accessories.

The Government stated (December 2013) that efforts would be taken for operationalisation of the communication tower.

(iii) Global Positioning System

The Global Positioning System (GPS), a satellite navigation system helps to accurately track the vehicle's movements/whereabouts.

With a view to equip the Tripura Police with it, the Department procured 68 GPS at a cost of ₹ 18.77 lakh during 2008-13 under MOPF scheme. Scrutiny of records in the sampled units¹⁸ revealed that 28 GPS were issued out of which 16 were lying in their store. Thus, the intended purpose of effective policing was defeated.

The Government stated (December 2013) that efforts would be made for utilisation of all GPS sets.

(iv) Geo Spatial System

Geo Application System (3-Dimensional Terrain Module) helps in identification and movement of extremists and also generation of maps to assist and guide the Counter Insurgency Operations Party.

As per instruction of the MHA, Police Department procured the System from the Mission for Geo Spatial Application under Department of Science and Technology, Government of India at a total cost of ₹ 47.67 lakh and installed in five district police headquarters¹⁹ during March to August 2012.

During scrutiny it was noticed that at the time of installation, Mission provided MPT images of 2004-05 although it assured to supply latest images. Due to installation of old images, the system did not generate the desired output and the Department could not derive any functional benefits which led to infructuous expenditure of ₹ 47.67 lakh.

(v) Police Communication Network

POLNET, a satellite based police communication network intended to connect all the PS in the country through Multi Access Radio Telephone was installed in all the four district headquarters and 34 PSs during September 2004 to August 2006 at a cost of ₹ 77.38 lakh.

Scrutiny of records revealed that the whole project became non-functional from April 2008 as the warranty period of the network expired in March 2008. Thereafter, no AMC was made with the supplier as the State Government was not ready to bear the expenditure of the AMC, despite instructions (18 September 2008) issued by MHA and recommendations (August 2009) made by the technical committee of the Department. As a result, the objective of improved communication among the State police force had remained frustrated for last five years and the expenditure of ₹ 77.38 lakh became unfruitful.

¹⁸ SP (Dhalai), PTA, TSR 2nd Bn, TSR 3rd Bn, TSR 5th Bn, TSR 7th Bn and TSR 8th Bn

¹⁹ Agartala, Ambassa, Dharmanagar, Udaipur and Kailasahar

The Government stated (December 2013) that as all the sets were not functional and effective, AMC was not made.

(vi) Common Integrated Police Application project

The CIPA software was designed and developed to maintain the details pertaining to all the activities of the PSs relating to crime and criminals. The system provides information to the higher levels as and when required and also generates various statutory reports for the smooth functioning of the PS.

CIPA project was implemented by the National Informatics Centre, New Delhi in two stages in 21 PSs at a total expenditure of ₹ 33.27 lakh. Scrutiny of records revealed that 69 per cent client system, 52 per cent duplex printer, 52 per cent MFP and 95 per cent UPS were not functioning. Status of equipment as of July 2013 is summarised below:

Table 5.3.19 : Status of hardware of CIPA project

Equipment	Functioning	Non-functioning	Total
Client System	28	62 (69%)	90
Duplex Printer	10	11 (52%)	21
MFP	10	11 (52%)	21
Ups	01	20 (95%)	21

Source: Departmental records

Further, no initiative was taken by the Department to make this system functional. Thus, due to non-functioning of the 62 client system (out of 90) benefit of the project could not be obtained despite incurring an amount of ₹ 33.27 lakh.

The Government stated (December 2013) that CIPA had been amalgamated with CCTNS project. But the fact remained that without making the system functional, amalgamation with the CCTNS could not be done.

(vii) Crime and Criminal Tracking Network and Systems

CCTNS Scheme had been approved by the Cabinet Committee on economic affairs on 19 June 2009 as a 100 per cent Centrally Sponsored Scheme to modernise the police force giving top priority on enhancing outcomes in the areas of Crime Investigation and Criminals Detection, in information gathering, its dissemination among various police organisations and units across the country and enhancing Citizen Services.

As per information made available by the Department, MoU was made on 25 January 2010 between Government of Tripura and MHA for implementation of the scheme. Of ₹ 3.57 crore released by MHA, ₹ 2.27 crore was spent by the Department as of December 2012. The Department also selected System Integrator and other Implementing agencies for implementation of the scheme.

During audit, progress of implementation of the scheme against the target date fixed for completion of the project could not be checked as SP (CID), nodal officer did not produce any records in connection with implementation of the project.

In the exit conference, the Chief Secretary intimated that CCTNS had been launched on 3 January 2014. He further assured that relevant records would be provided to audit. Consequent to the Chief Secretary's direction, though the Department furnished information/records relating to appointment of System Integrator and other implementing agencies, other records relating to tender, implementation-data digitisation, deployment of hardware, network commissioning, CAS customisation and payments, etc. were not made available to audit.

5.3.10.6 Security equipment

Security equipment like bullet-proof (BP) jackets, helmets, patkas²⁰ etc. were essential for the safety of the police force involved in anti-insurgency operations. Each person was to have one set of the above mentioned security gadgets. Scrutiny of five test-checked TSR Battalions revealed that against the posted strength of 5461 jawans and officers, there were only 1540 BP jackets (28 per cent), 69 BP helmets (1 per cent) and 2641 BP patkas (41 per cent). Shortage of the security gadgets left the combat forces vulnerable to injury/death.

5.3.10.7 Procurement of Equipment

(i) Digital Communication equipment

For procurement of Digital Communication Equipment under MOPF -100 Digital radio VHF Handheld Sets, 100 Digital Radio Mobilophones and 3 Digital VHF repeaters with accessories- tender was invited in July 2010. In response, three tenders were received in which M/s Vertel Infotel Pvt. Limited, New Delhi stood lowest at the quoted price of ₹ 63.43 lakh. The Department however, could not finalise the tender and validity of the rate offered by the bidders expired on 21 August 2011. Second call invited in December 2011 resulted in two tenders which were declared (February 2012) informal by the technical committee due to non-compliance with technical specifications.

In March 2012 without inviting any tender, the Department collected rate from Broadcast Engineering Consultants India Limited, a Government of India enterprise and issued two supply orders in July 2012 for procurement of 270 Digital radio VHF Handheld Sets, 170 Digital Radio Mobilophone and 9 Digital VHF repeaters at the cost of ₹ 1.71 crore.

During scrutiny it was noticed that those equipment were not proprietary items and the supplier imported the equipment from Japan and supplied to Tripura police. Thus, procurement was not only in contravention of GFR but also resulted in extra expenditure of ₹ 48.03 lakh²¹ due to non finalisation of the initial tender in July 2010. Further, the Department also increased the ordered quantity by 2 to 3 times as compared to the planned quantity without assigning any justification.

²⁰ A security gadget to protect head.

²¹ Based on the lowest quoted rate of M/S Vertel Infotel Pvt. Limited cost of 270 Digital radio VHF Handheld Sets, 170 Digital Radio Mobilophones and nine Digital VHF repeaters would be ₹ 1.23 crore. Therefore there was extra expenditure of ₹ 48 lakh

The Government stated (December 2013) that procurement of the items had been made as per approval of the Supply Advisory Board without mentioning the reason for non-finalisation of tenders in July 2010.

(ii) Fiber Optical Surveillance Set

In view of bomb explosion in the Agartala town in 2008, it was proposed (October 2008) to strengthen the bomb disposal squad of security wing in terms of manpower, vehicle and quality equipment. At that time in addition to Agartala, Bomb Squads were functioning in Kailasahar, Ambassa and Udaipur. It was also decided to place Bomb Detection and Disposal Solution (BDDS) units at Santirbazar and Teliamura. In consultation with the Expert of Bomb Disposal Unit of NSG, New Delhi, requirement of seven Fiber Optical Surveillance Set (FOSS)-two for Hqr (Agartala) and one each for five units²²- was assessed.

During scrutiny of records it was noticed that the Department procured (September 2010) nine sets at a total cost of ₹ 1.82 crore and allotted to SP (Security) on 22 September 2010. Reason for procurement of two excess sets was not found on record. Moreover out of nine sets, three were issued to BDDS units of Kailasahar, Ambassa and Udaipur and remaining six were lying in the store of the BDDS Hqr. at Agartala.

Thus, due to procurement of nine sets against requirement of seven sets and non-commissioning of BDDS unit at Santirbazar and Teliamura, four sets were lying idle and unutilised resulting in blockade of funds and unfruitful expenditure amounting to ₹ 80.92 lakh.

Further scrutiny revealed that in three BDDS units at Kailasahar, Ambassa and Udaipur, three FOSS (₹ 60.62 lakh) and other bomb disposal equipment (₹ 2.18 crore) were stored at different places viz., SP (DIB) offices, district stores, police hospitals etc. The police hospital building at Kailasahar was very old and damaged. As a result, the electronic equipment could be damaged due to such storage. Reasons for storage of equipment at different places without proper care instead of storage in BD units were not found on record. Moreover, at the time of need it might be difficult to gather all the equipment from different places and use immediately to diffuse any explosive. Thus, very objective of procurement of such equipment might be defeated.

The Government stated (December 2013) that efforts were being made for utilisation of all the BDDS equipment.

(iii) Bullet proof Jacket covers

For procurement of Jacket covers, Department invited (September 2011) quotation from two firms only. In response the lowest rate quoted (November 2011) by MB Rubber Pvt. Ltd. was ₹ 795.00 per BP Jacket cover. Subsequently, Department decided (February 2012) to procure BP Jackets with same specifications procured earlier for TSR Bns. in 2004 from PEC Limited, New Delhi. Accordingly, SP

²² Kailashahar, Ambassa, Udaipur, Santirbazar and Teliamura.

(Procurement) procured (July 2012) 399 BP Jackets from PEC Ltd, New Delhi @ ₹ 2251.19 per Jacket.

Scrutiny revealed that specifications offered by both the firms were same. However, rate offered by MB Rubber Ltd was much lower- almost one-third- than the rates of PEC Ltd. No recorded reason/justification was found for non-procurement of Jackets from MB rubber Ltd. Thus, the unjustified procurement giving undue preference to PEC Limited resulted in extra expenditure of ₹ 5.81 lakh.

The Government stated (December 2013) that the rates were approved by the Higher Purchase Committee without replying as to why lower rate offered by M/s MB Rubber Limited was not accepted.

Audit Objective 6: Whether internal control mechanism was in place and effective.

5.3.11 Internal Control and Monitoring

5.3.11.1 Non-preparation of Manual

Tripura Police do not have a manual of its own. It followed Police Regulation of Bengal (PRB), 1943 mutatis mutandis. In the Organogram, there is a post of IGP (Manual) but initiatives if any, taken by the Department for preparation of Manual was not found on record. Moreover, compilation of departmental orders and instructions, issued from time to time was also not found on record.

In the exit conference, the Chief Secretary and the Director General of Police assured to start preparation of own Manual of Tripura Police.

5.3.11.2 Lack of documentation and non-production of records

The maintenance and upkeep of records by the Department was unsatisfactory. Important documents like records relating to details of complaints lodged and addressed over helpline, records relating to details of persons kept under custody for non-completion of investigation, status of IO wise investigation made by the East Agartala PS, and other office records i.e. Asset register, Work progress register, Agency wise details of placement of funds and utilisation there against etc. in respect of construction works were not maintained. Further, records relating to setting up and functioning of State Police Board, physical progress of CCTNS, etc were not furnished to audit though called for.

In the exit conference, the Director General of Police assured to look into the matter and take necessary action.

5.3.11.3 Lack of monitoring over construction works

During 2008-13, the Department placed ₹ 24.38 crore with the Police Engineering cell, Rural development Department, PWD (R&B) and Housing Board for execution of 86 works. But after placement of funds the Department never asked for submission of utilisation certificates and periodical returns showing physical and financial

achievements. Thus, due to lack of monitoring, works remained incomplete due to shortage of funds in some cases while in some cases funds were lying idle for number of years with the executing agencies without commencement of works.

Moreover, the Department did not maintain inventory register or any record of major and minor works indicating the name of the executing agencies, funds placed from time to time, name of works, expenditure incurred and present status of works. This indicated lack of adequate monitoring by the Department over the construction works.

The Government stated (December 2013) that records were being maintained. But the fact remained that records were not produced to audit though requisitioned by Audit.

In the exit conference, the Chief Secretary and the Director General of Police assured to take action for better monitoring.

5.3.11.4 Response to Audit

The State Finance Department issued instructions in July 1993 to watch over the receipt and disposal of Audit Notes/Inspection Reports issued by the Accountant General (Audit) which *inter alia* provides that (i) a register of audit para disposal should be maintained by each office and (ii) reply to Audit Notes is to be furnished within one month from the date of their receipt. No such register was maintained by the Department. The position of outstanding Inspection reports and paragraphs issued by the Accountant General (Audit), Tripura to the Department for the last five years is detailed in the table below:

Table 5.3.20: Status of outstanding Inspection Reports

Year	Issued		Settled		Outstanding		1 st reply not received
	IR	Paras	IR	Paras	IR	Paras	
2008-09	8	22	3	14	5	8	Nil
2009-10	15	37	7	11	8	26	01
2010-11	11	44	3	28	8	16	02
2011-12	14	63	3	13	11	50	05
2012-13	6	36	0	0	6	36	06
Total	54	202	16	66	38	136	14

The Government stated (December 2013) that efforts would be taken for early settlement of paras.

5.3.12 Conclusion

The performance audit of the Home (Police) Department revealed several deficiencies in their functioning. The Department did not have its own Police Manual. It had also not formulated any long-term or short term plan for prioritising the goals of the Department with reference to the objectives of policing. Budget estimates were not realistic. The incidence of IPC crime especially crime against women in the State increased during 2008-2012 while the conviction rate was low which is a matter of concern. Further, use of forensic science in crime investigation was not fully functional due to lack of skilled manpower. Average reaction and response time was unsatisfactory. Housing facilities for police personnel were not adequate. The Department also failed to benefit from the modernisation schemes due to their tardy

implementation. The striking ability of the police force was compromised due to shortage of modern weapons, mobility deficiency, inadequate and ineffective communication equipment. It was also noticed that internal control, supervision and monitoring was inadequate.

5.3.13 Recommendations

The Department may consider implementing the following recommendations:

- prepare its own Manual and formulate a long term strategic plan identifying the annual goals to be achieved in crime management with special emphasis to curb crime against women;
- rationalise the deployment of its police force;
- initiate steps to increase the representation of women police personnel, especially lady police officers;
- prioritise the construction of residential and office buildings and ensure their completion within specific timeliness;
- ensure efficient and effective utilisation of its resources including communication and surveillance equipment so as to achieve a lower crime rate and a higher conviction rate;
- strengthen the internal control and monitoring mechanism.