

CHAPTER-III

PERFORMANCE REVIEW



*3.1 Modernisation of police
force*

PERFORMANCE REVIEW

HOME DEPARTMENT

MODERNISATION OF POLICE FORCE

Highlights

This scheme was introduced by the GOI in 1969. The main focus areas of the scheme were provision of residential accommodation for upper and lower subordinates of police force, construction of permanent buildings for Police Stations (PSs) and Out Posts (OPs) conforming to specified norms, improving the mobility of police force thereby reducing the response time, and skill upgradation and capacity enhancement through training.

But even after more than 35 years of implementation of the scheme, the Department failed to attain all these objectives mainly due to improper fund management, failure to focus on the priority areas of the scheme, irrational deployment of vehicles, and inadequate training to police personnel. Absence of internal control, internal audit and lack of proper monitoring also contributed significantly to poor implementation of the scheme.

Retention of huge unspent balances ranging from Rs.0.66 crore to Rs.6.10 crore at the end of each year indicated the failure of the Department to optimally utilise funds available with it.

(Paragraph 3.1.7.2)

State's share of Rs.10.85 crore was not released to the Department.

(Paragraph 3.1.7.4)

Fifty six percent of the total budget of the modernisation scheme was spent by the Department on non-priority items. Consequently, the main focus areas of the scheme remained grossly neglected.

(Paragraph 3.1.9.1)

The Department failed to provide housing facilities to the upper and lower subordinates of the police force and the satisfaction level, instead of increasing, declined significantly over the period.

(Paragraph 3.1.9.2)

Sixty nine per cent of the total police stations and outposts were accommodated in semi-permanent buildings in contravention of the norms prescribed by the Bureau of Police Research and Development.

(Paragraph 3.1.9.3)

Fifty per cent of the total arms by the State police force were reported to be not reliable, not useful, very old and outdated.

(Paragraph 3.1.9.4)

All the district units, PS and OPs have massive shortage of vehicles. On the other hand there is surfeit of vehicles (67 nos) in the Police Headquarters at Aizawl.

(Paragraph 3.1.9.5)

Number of vacant posts increased from 356 in 2002-03 to 1712 in 2006-07 although one of the main focus areas of modernization plan was expeditious filling up of all vacancies.

(Paragraph 3.1.9. 6)

The Police Communication Network (POLNET) could not be made functional even after incurring an expenditure of Rs.54.05 lakh.

(Paragraph 3.1.9.9)

3.1.1. Introduction

The scheme 'Modernization of the State Police Force' was introduced by the GOI in 1969 for an initial period of 10 years. It has been extended periodically on several occasions, the latest being in February 2001, when GOI approved the continuance of the scheme for another period of 10 years upto 2010. The scheme aims at improving the efficiency of the police force and enhancing their striking abilities for meeting the emerging challenges.

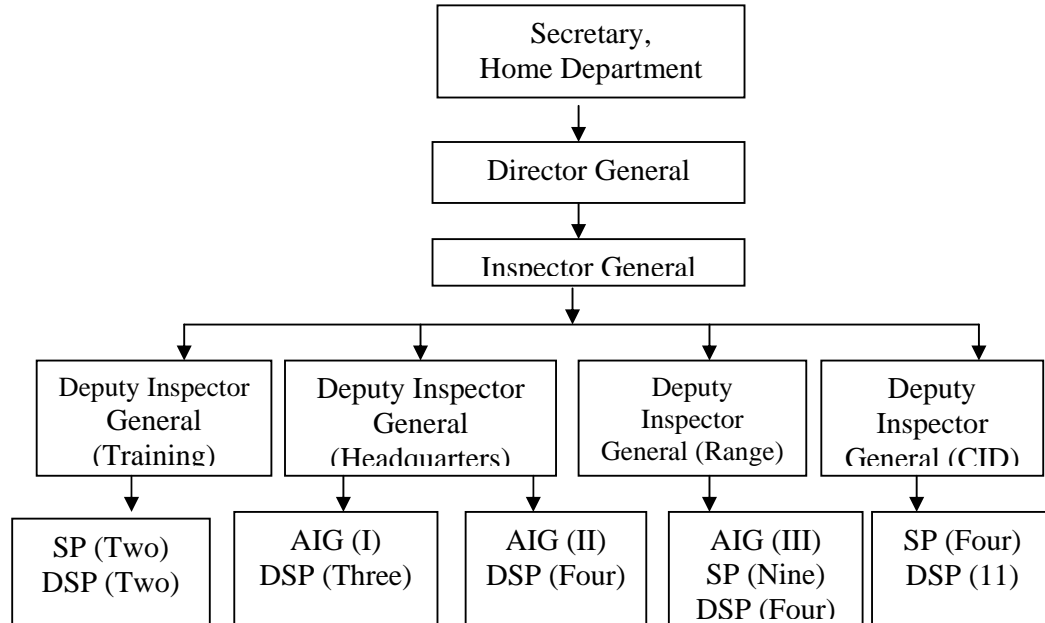
The main focus of the scheme was to improve the basic police infrastructure particularly Police Stations (PSs) and Out Posts (OPs). The department was to first concentrate on fulfilling the requirements of the PSs and OPs and the men who man them. The major portion of the fund was, therefore, required to be invested in the construction of PSs, OPs, and residential accommodation for the upper¹ and lower² subordinates of the police force. The other priority areas would be weaponry, mobility, communication, security, forensic science equipment and training.

¹ Upper Subordinates – Assistant Sub Inspector to Inspector.

² Lower Subordinates – Constable to Havildar including Grade IV.

3.1.2. Organisational set-up

A chart showing the organizational structure of the Mizoram Police is given below:



AIG: Assistant Inspector General SP: Superintendent of Police; DSP: Deputy Superintendent of Police.

3.1.3. Audit coverage

The review was conducted during March-April 2007 by test check of records (2002-07) of the Director General of Police, Aizawl, Principal, Police Training Centre (PTC), Lungverh, Deputy Director, State Forensic Science Laboratory (SFSL), Mualpui. Out of 8 districts in the State three districts having international borders and border with troubled neighbouring States were selected viz., Lunglei (having border with Bangladesh and Tripura), Mamit (bordering Bangladesh) and Champhai (bordering Myanmar). 17 out of 35 Police Stations, and 10 out of 48 Outposts and Border Outposts and 2 out of 3 battalions were covered in audit. The important points noticed during audit are discussed in the succeeding paragraphs.

3.1.4. Audit objectives

The main objectives of audit were to assess whether:

- the objectives of the scheme were achieved;
- adequate funds were provided by the Central/State Governments and funds were utilised for the intended purpose;
- various components of the scheme were implemented economically and effectively and as per prescribed norms;

- the scheme was implemented as per priorities identified by the Department;
- Implementation of scheme was effectively monitored and adequate internal control mechanism existed in the Department.

3.1.5 *Audit criteria*

The broad audit criteria used in the performance review were:

- Perspective Plan drawn up by the Department;
- Norms prescribed by the Bureau of Police Research and Development (BPR&D);
- Output prescribed by BPR&D and bench marks of performance of the Department;
- Prescribed monitoring mechanism.

3.1.6 *Audit methodology*

The performance review commenced with an entry conference with the Assistant Inspector General of Police-II in March 2007 where the audit objectives, audit criteria and scope of audit were explained and suggestions as well as perceptions relating to the strengths and weaknesses of the department in implementing the scheme were discussed. Data relating to various prioritised items was analysed apart from test check of relevant records to arrive at audit conclusions. An exit conference was held with the Director General of Police in November 2007 wherein audit findings were discussed and the replies of the Department have been incorporated suitably in the relevant paragraphs.

3.1.7 *Financial Management*

3.1.7.1 *Funding pattern*

The scheme was funded by the Centre and State in the ratio of 50:50 till 2002-03, which was revised to 75:25 during the years 2003-04 and 2004-05. Thereafter, the scheme was fully funded by the GOI. The Central assistance and its own share were released by the State Government through the State budget.

3.1.7.2 *Receipt of funds and expenditure*

The approved outlay vis-à-vis funds received and expenditure incurred in implementation of the scheme in the State during the years 2002-03 to 2006-07 is shown below. Besides, the Department also received assistance in kind (viz., weaponry, vehicles, other equipment, etc) from the GOI during this period.

Table-No.1

(Rupees in crore)

Year	Approved outlay	Unspent balance of previous year	Funds received from			Total funds available	Expenditure (including purchases by GOI)	Unspent balance (percent age)
			Centre		State			
			Cash	Kind				
2002-03	11.00	4.24	5.42	0.08	0.05	9.79	6.43 (66)	3.36 (34)
2003-04	11.00	3.36	6.26	2.21	0.05	11.88	10.34 (87)	1.54 (13)
2004-05	11.00	1.54	5.96	1.49	0.05	9.04	2.94 (33)	6.10 (67)
2005-06	11.00	6.10	3.73	1.95	0.05	11.83	7.54 (64)	4.29 (36)
2006-07	10.00	4.29	7.89	2.46	0.05	14.69	14.03 (95)	0.66 (5)
Total	54.00		29.26	8.19	0.25	57.23	41.28 (72)	

Source: O/o Director General of Police, Govt of Mizoram

Note: Figures in brackets indicates the percentage of expenditure to the total fund available.

It would be seen from the above table that the percentage of saving ranged between 5 per cent to 67 per cent. Earlier the GOI had expressed (January 2002) concern over the non-utilisation of funds in 2001-02 and stated that if the funds were not fully and properly utilized, it might have to deduct the unutilized amount from other Central releases to the State. Nevertheless, the utilization continued to remain low.

3.1.7.3 Delay in release of funds by the GOI

The unspent balance was partly due to late release of funds by the Central Government at the fag end of each financial year and consequent delay by the State Government in releasing the Central assistance to the Department.

Out of the total amount of Rs.29.26 crore released by the GOI in cash during the years 2002-07, Rs. 12.31 crore (42 per cent) was released during the last quarter of the years. Further, out of the fund released in the last quarter, Rs.8.35 crore (68 per cent) was released in the month of March. As a result, the State Government was left with hardly any time to utilise the amount within the financial year necessitating revalidation of the unspent funds in subsequent years. This has contributed to the retention of huge unspent balances every year.

Despite there being persistent unspent balances, there was no reduction in the amounts released by GOI (except 2005-06) indicating the poor planning and monitoring of the modernisation programme. The fact is that funds were provided each year without proper assessment of the Department's requirement or ability to utilize the available funds within the year.

3.1.7.4 Short release of funds by the State Government

The amount due to be released by the State Government (as per the funding pattern) vis-à-vis the amount actually released by the State Government to the Department is shown below:

Table No. 2 .

(Rupees in crore)

Year	Funding pattern between Centre & State(Ratio)	Approved outlay	State's share		
			Due to be released	Actually released	Not released
2002-03	50:50	11.00	5.50	0.05	5.45
2003-04	75:25	11.00	2.00	0.05	1.95
2004-05	75:25	11.00	2.75	0.05	2.70
Total		33.00	10.25	0.15	10.10

Note: As per the funding pattern the scheme was funded fully by the GOI during the years 2005-06 and 2006-07. However, the State Government released Rs.0.10 crore during the years 2005-06 and 2006-07

It would be seen from the above table that against the due amount of Rs 10.25 crore, the State Government had released only Rs 0.15 crore (1 per cent) resulting in short release of Rs 10.10 crore. The Department stated (November 2007) that due to shortage of funds in the State, the State Government could not provide its due share.

3.1.7.5 Submissions of incorrect and inflated expenditure statements

The extant Treasury Rules do not permit drawal of funds in advance and in excess of actual requirement. Contrary to this, huge amount of Central assistance was drawn and retained in Civil Deposit each year and shown as expenditure although the funds remained unutilised in Civil Deposit and were utilised in subsequent years. Similarly, the amount transferred by the Department to the PWD for execution of civil works was also booked by the Department as expenditure without even ascertaining the amount actually spent by the PWD. Thus expenditure booked was inflated during 2002-07.

A statement showing the funds deposited in Civil Deposit and transferred to the PWD during 2002-07 is shown below:

Table No. 3

(Rupees in crore)

Year	Expenditure reported by the Department	Retained in Civil Deposit	Transferred to PWD
2002-03	6.43	0.99	-
2003-04	10.34	0.34	-
2004-05	2.94	-	0.85
2005-06	7.54	2.16	0.17
2006-07	14.03	2.21	5.85

Source: DGP Office records

Admitting the facts, the Department stated (November 2007) that unless the released funds for each year was drawn during the current financial year itself and kept in 8443 – Civil Deposit, it would compulsorily be required to surrender and in that case, the released funds could not be utilized immediately from the beginning of the next financial year. The Department also assured that in future yearly expenditure would be booked after collecting

confirmation of actual expenditure incurred by the PWD. The fact, however remains that inflated expenditure was booked during 2002-07.

3.1.7.6 Discrepancy between expenditure figures reported to MHA, GOI and Finance Accounts

Expenditure on the scheme as reported by the Department to the Union Ministry of Home Affairs did not tally with the figures reflected in the State Finance Accounts.

Table No 4

(Rupees in crore)

Year	Expenditure reported by the Department to MHA, GOI	Expenditure as per Finance Accounts
2002-03	6.43	13.25
2003-04	10.34	7.32
2004-05	2.94	2.14
2005-06	7.54	6.55
2006-07	14.03	6.77

Source: Finance Accounts of the Government of Mizoram and expenditure statements furnished by the department to MHA, GOI

Reasons for such wide variation between the figures reported as expenditure by the Department and those shown in the Finance Accounts could not be explained by the Department. This indicates poor financial management and monitoring in the Department.

3.1.8. Planning

Proper planning and efficient execution is imperative for achieving the objectives of a programme in a systematic and effective manner. This scheme is being implemented in the State since May 1972 and has been extended periodically since inception without a definite time frame for completion of various components of the scheme. There has never been any review of the effectiveness of the scheme by the State Government and there was no strategic approach for tackling the deficiencies in the implementation of the scheme in a systematic manner.

The GOI directed (April 2001) that the Department's Perspective Plan should indicate the deficiencies that were made good from the funds released earlier and must highlight deficiencies that persist even thereafter. It further instructed that the plan should not contain merely list of items to be procured but should be a coherent, well thought out programme of action for upgradation of capabilities in specific spheres.

The Perspective Plan framed by the Department in December 2001 failed to adhere to these requirements. For instance, although upgradation of PTC was identified as a priority area, there was no systematic assessment of training

needs of police personnel at various levels. Specific battalions/sectors/ sub-sectors were also not selected for upgradation and modernization of equipments.

As a result, the scheme failed to achieve its desired objectives viz., increasing satisfaction level of housing for lower and upper subordinates, creation of basic infrastructure for PSs and OPs, holding of latest weaponry, rational procurement and deployment of vehicles, imparting adequate training for skill upgradation etc. as discussed in succeeding paragraphs. The Department assured in the exit conference (November, 2007) that the Perspective Plan as well as Annual Action Plan would be prepared carefully in the light of audit observation.

3.1.9. Implementation of the modernisation plan

3.1.9.1 Priorities identified under the modernisation plan and expenditure there against

The Empowered Committee under the Chairmanship of the Chief Secretary, Mizoram identified (December 2001) the following areas as priorities for execution under modernisation plan by the year 2010.

- decreasing housing shortage for upper and lower subordinates of police force by at least 20 per cent,
- construction of buildings for PS and OPs and equip them with adequate number of vehicles,
- upgradation of the existing PTC and shifting the same from Lungverh to Thenzawl, and
- setting up a State Forensic Science Laboratory.

Expenditure incurred on the priority areas is shown below:

Table No.5 *(Rupees in crore)*

Components prioritised in the Perspective Plan	Expenditure during 2002-07	Percentage to total expenditure
Construction of staff quarters	4.66	11
Construction of buildings for police stations and police outpost etc.	8.00	19
Establishment of Forensic Science laboratory (FSL) including purchase of equipment and materials for FSL	0.82	2
Vehicles for PS,OPs	2.30	6
Upgradation of PTC Lungverh	2.31	6
Shifting of the existing PTC from Lungverh to Thenzawl	Nil	
Total	18.09	44

It would be seen from the above that only 44 per cent of the total expenditure was spent on the priority areas identified by the Department. The remaining 56

per cent (Rs.23.19 crore) was spent on other non- priority items like purchase of riot control equipment (Rs.1.80 crore), bomb disposal equipment (Rs 1.35 crore), office automation (Rs 1.55 crore), traffic control equipment (Rs 0.19 crore), etc. Such low expenditure on the prioritised items despite having sufficient funds each year indicates poor planning and casual approach of the Department towards achieving the main objectives of the modernisation plan. The Department admitted (November 2007) during exit conference that since the Perspective Plan of December 2001 could not be complied with in the subsequent years, expenditure was incurred on non-priority areas. It however, could not explain why the Perspective Plan was not complied with.

Out Rs. 18.33 crore spent on construction, Rs.5.67 crore (31 *per cent*) was spent on construction of buildings other than staff quarters, PS and OPs (details not given) which were not priority areas under the modernization plan. As mentioned in paragraph 3.1.7.5 and 3.1.7.6 the expenditure shown as spent on construction of quarters/buildings is also likely to be inflated since the Department immediately after transferring the funds to the PWD booked the amount of advances as final expenditure without ascertaining the actual amount spent by the PWD. The Department stated (November 2007) that the funds released for civil works had been utilized for construction of administrative buildings etc.

The main focus areas of the modernization plan thus remained grossly ignored and purchase of materials, equipment etc got priority over these areas. The DGP stated (November 2007) that it was not possible to upgrade and modernize the State Police Force rapidly, as the State Government was unable to provide its matching share.

3.1.9.2 *Low satisfaction level of housing*

The BPR&D in its five year projection on modernization and upgradation of Police infrastructure observed that the performance of the Police was better in the State where adequate accommodation for Police force was available.

The National Police Commission (NPC) also recommended housing accommodation for all police persons in the State. The objective of increasing the availability of quarters for upper and lower subordinates of police force from 20 per cent to 40 per cent by the year 2010 was identified by the Department as one of the priority areas of the modernization plan. But even after expiry of six years of the plan period (2001-2010), the satisfaction³ level of housing remained much below the targets fixed.

³ Note:- Satisfaction level means extent to which Police persons had been provided with residential accommodation by the Department

Table No. 6

(in per cent)

Targeted group	Satisfaction level		Shortfall (percentage)
	Targeted	Achieved	
Supervisory level (Dy SP and above)	100	43	57
Upper subordinate	70	16	54
Lower subordinate	60	18	42

Source: Office of the DGP, Aizawl

Note:- Achievement level pertains to the year 2006-07.

Instead of attaining higher level of satisfaction, the level of satisfaction of housing in fact declined between 1999-2000 and 2006-07 as shown below:

Table No.7

(in percentage)

After	Satisfaction for	
	Upper subordinates	Lower subordinates
1999-2000	30	20
2006-07	16	18

Source : BRPD's publications and departmental records

The above table shows that targets fixed were much below the recommended level and even the reduced targets could not be achieved. More importance was attached to construction of quarters for supervisory level officers as indicated by the higher targets fixed, which is in contravention of one of the objectives of the Perspective Plan. This was also stated as inadmissible by GOI (August 2006) till such time the basic deficiencies as identified by BPRD are not fully satisfied. On these being pointed out by Audit, the Department stated (November 2007) that more priority would be given for housing of lower subordinates in the coming years.

The Department had not maintained Registers of buildings showing dates of commencement and completion of works, expenditure incurred on each work, dates of occupation, etc., in the absence of which, the genuineness and veracity of expenditure, achievements etc., could not be vouchsafed in audit.

3.1.9.3 Failure to provide basic infrastructure to Police Stations (PSs) and Out Posts (OPs)

Construction of buildings for PSs and OPs etc, was also identified (December 2001) by the Department as a priority area under modernization plan. During 2002-07 the Department proposed to construct 32 buildings (10 PSs, 10 OPs and 12 BOPs) at a total expenditure of Rs 3.49 crore against which, it actually constructed 26 buildings (8 PSs, 7 OPs and 11 BOPs) for Rs 8 crore. Thus only 81 percent of the target was achieved with cost overrun of Rs 4.51 crore .As per BPRD's norms of March 2000, each PS, OP must have a boundary

wall and basic amenities like Reception room, Interrogation room, Computer room, Wireless room, etc. A table showing availability of buildings in the PSs, OPs is given below:

Table No.8

Categories	Total number in the State	Accommodation in	
		Semi-permanent buildings	Permanent buildings
Police stations(PSs)	35	27	8
Out Posts (OPs)	14	7	7*
Border Out Posts (BOPs)	34	23	11
Total	83	57	26

* 2 OPs are functioning in rented accommodation

Source: Annual Action Plan of the department for 2006-07

Thus, 57 out of 83 PSs, OPs and BOPs in the State (69 per cent) were accommodated in semi-permanent buildings which were reportedly constructed 15-20 years back. None of the 83 PSs and OPs had proper boundary wall and many of them did not have the basic amenities. The Department could not explain as to why construction of buildings, conforming to BPRD's norms for PSs, OPs etc was not taken up earlier despite having sufficient funds.

The total number of (PSs), (OPs) and Border Out Posts (BOPs) targeted to be constructed during 2001 – 2004 vis-à-vis the number actually constructed is given below:

Category	Targeted to Be constructed	Actually Constructed	Shortfall
Police Stations	18	8	10
Out Posts	15	7	8
Border Out Posts	20	11	9
Total	53	26	27

Thus, against the target of 53 buildings for PSs, Ops and BOPs, only 26 buildings were constructed despite an expenditure of Rs. 8 Crore (19 percent of funds received). The Department Stated (November 2007) that it had undertaken construction of some buildings based on the urgent requirement, which were not included in the Perspective Plan of December 2001.

3.1.9.4 Arms and Ammunitions

As per GOI instructions (January 2001), the Department was required to procure non-lethal/less lethal weapons (12 bore pump action shot gun, tear gas gun, truncated .303 etc.) on priority basis and lethal weapons were to be procured thereafter. But contrary to these instructions, the Department procured lethal weapons like AK 47 rifles (400 nos.) and SLRs (3089 nos.) during 2002-07. On the other hand, only 2 out of the 12 bore pump action guns were held by the Department.

On this being pointed out by Audit, the Department Stated (November 2007) that as these weapons were rarely used by the Department, more quantity was not procured during 2002-2007 and lethal weapons were procured considering the insurgency atmosphere prevailing in the State as well as in the neighboring States.

Further, following anomalies were noticed:

- 2289 numbers of arms of 21⁴ categories were held by the Department without authorization;
- 706 numbers of 9 MM carbine guns were retained against the authorization of 503 guns (40 per cent excess holding);
- the Department held 2.14 lakh rounds of ammunition of five⁵ categories against the authorization of 1.22 lakh rounds which resulted in overstocking of 0.92 lakh rounds (78 per cent);
- in case of six⁶ categories of arms, 5103 numbers of arms were held against the authorization of 7139 numbers, resulting in shortage of 2034 weapons.

The SP (Security) reported (March 2007) that 7.62 MM SLRs held by the Department require immediate replacement as these are too long and do not match the short stature of the Mizos. As of March 2007, 3089 numbers of SLRs were held by the Department. The SP also opined that bullet proof (BP) jackets, BP helmets held by the Department were too heavy (10.2 kg and 1.65 kg respectively) to carry and were unsuited to the average physical stature of the local Police personnel. This opinion was also endorsed by the Principal, PTC Lungverh. However, there was nothing on record to indicate that the Department initiated any proposal for acquiring suitable replacements. There was also nothing on record to show whether any consultations were held with neighboring States to see how this issue was being tackled by them as the situation would be similar.

The SP (Security) also opined (April 2007) that out of 20 categories of arms held by the Mizoram Police, 10 categories (50 per cent) of arms were not reliable, not useful, very old and outdated, and many of these arms could be used only for training and drill purposes. On these being pointed out by Audit, the Department Stated (November 2007) that the opinion of SP (security) and Principal, PTC Lungverh were not conclusive as the Department did not

⁴ 9mm CM sten, 9mm Baretta, 7.65 Machine Pistol, 7.62 x 39mm SKS Rifle, 7.62mm RPK Rifles (AK 86), 7.62mm G-III Rifles, 7.62mm Sniper Rifles, 7.62mm BA Rifles (all types), 6.35mm Machine Pistol, 5.56mm Rifle, .45" Pistol Revolver, .410 Musket Rifles, .38" Pistol Revolver, .38 Special Revolver, .303" GF BA Rifles All types, .303 LMG Bren, .22" Rifle.

⁵ 7.62mm Ammunitions, 7.62mm CTN Ammunitions, 45" Ammunitions, 0.38" Ball Ammunition and 0.38mm Special Ammunition.

⁶ 9mm Pistol Auto IA, 9mm Carbine Machine, 7.62x39mm AK-47 Rifles, 7.62mm Self loading Rifles, 7.62mm GMIB, 2"/51mm Mortar OML.

procure weapons of its own choice since offer and allocation had been made by the GOI.

The Department reported (March 2007) that 500 AK rifles received from the GOI in 2001-02 were issued to PTC, Lungverh but as per the Principal, PTC's report (March 2007) to audit, only 20 AK rifles were received by him during 2002-03 to 2006-07.

Moreover, although all these AK rifles were stated to have been issued to the PTC, one lakh rounds of ammunitions received for these AK rifles were retained in Police Headquarters (PHQ), Aizawl.

On these being pointed out, the Department Stated (November 2007) that it actually received (April 2004 and May 2005) 400 AK-47 rifles from the GOI and these rifles were distributed to various Units. As regards ammunition received from the Ordinance Factories, it was stated that these were initially kept in PHQ and subsequently issued to the concerned units as per their requirements.

In PTC, Lungverh, out of the total stock of 804 of weapons, 305 weapons (38 *per cent*) were unserviceable. The Department had not taken (April 2007) any action to replace the outdated/unserviceable weapons with modern weapons and return the arms and ammunition which were held by it in excess of authorized quantity.

3.1.9.5 *Mobility*

Police mobility is inextricably linked to its readiness in its duties and ensuring effective performance. In a well-equipped police force, mobility deficiency should be nil. The NPC recommended one vehicle for every 25 personnel of the District Reserve and Armed Battalions. The BPRD also laid down (March 2000) requirement of vehicles for battalions, district units, PS and OPs. The requirement of vehicles as per BPRD's norms and actual availability of the vehicles in the State are shown below:

Table No.9

Category of vehicles	Total number of vehicles		Excess (+) Shortage (-) (in numbers)
	Required	Available	
Heavy vehicles	143	47	(-) 96
Medium vehicles	160	100	(-)60
Light vehicles	221	282	(+)61
Motor cycles	276	142	(-)134
Total	800	571	(-)229

Source: Information furnished to audit by the department

It would be seen from the above that against a total requirement of 800 vehicles of different categories, the department had 571 vehicles resulting in a shortage of 229 vehicles (29 per cent).

The GOI directed (August 2006) the State Government to deploy vehicles procured under modernization scheme only at PS level. Despite the district offices, PS and OPs functioning with shortage of vehicles, 67 vehicles were held by the PHQ, Aizawl. The Department while admitting the fact stated (November 2007) that these 67 vehicles stationed in PHQ were meant for all officers posted in PHQ. The reply is not acceptable as it could not explain as to why these vehicles had been retained in PHQ by seriously compromising the mobility of the field units in performing their duties.

GOI further clarified (August 2006) that deployment of hard-top vehicles for officers would be treated as inadmissible. Despite this, hard top vehicles (Tata Qualis, Bolero, Maruti Esteem, Tata Indica, Gypsy King etc) were procured under modernization plan. The Department had no bullet-proof (BP) vehicles although as per the BPRD's recommendations, 10 per cent of the total vehicles of the State should be bullet-proof. The department assured (November 2007) that it would look into the matter and take necessary action as per the instructions of GOI.

3.1.9.6 Manpower

One of the principal areas of focus under modernization plan is expeditious filling up of vacancies and substantial improvement in strength of women police force. BPRD recommended an average 2 per cent annual growth in police manpower in order to keep pace with the population growth. However, the number of police personnel has consistently declined over the years.

The sanctioned strength of Mizoram police and the men-in-position during the years 2002-03 to 2006-07 are shown below:

Table No. 10

Particulars	2002-03	2003-04	2004-05	2005-06	2006-07
Sanctioned strength (in number)	8917	8917	8917	8917	9977
Men-in-position (in number)	8561	8501	8441	8371	8265
Total number of vacancies	356	416	476	546	1712
Percentage of vacancies to sanctioned strength	4	5	5	6	17
Total number of women police	160	160	160	160	160
Percentage of women police to the total number of police	2	2	2	2	2

Source O/o DGP, Aizawl

As can be seen from the above table, the number of vacancies has been increasing consistently over the last five years while the sanctioned strength remained constant. In 2006-07, there was an increase in the sanctioned strength by 1060 over the previous year and the vacancy position also increased correspondingly. The vacancies were not filled essentially because of ban on recruitment imposed by the State Government. Against the

prescribed norm of 10 *per cent*, the total number of women police constituted only 2 *per cent* of the total police force of the State during all these years.

3.1.9.7 Training

Training is essential for any police force for all round development and regular upgradation of their professional and physical skill and ensuring their preparedness in executing their duties. The only PTC of the State was established in 1973 with an intake capacity of 300 persons.

A table showing number of persons trained in the PTC during 2002-07 is given below:-

Table No. 11

Particulars	2002-03	2003-04	2004-05	2005-06	2006-07
Total number of police personnel in the State	8561	8501	8441	8371	8265
Total number of police personnel trained (<i>per cent</i>)	857 (10)	254 (3)	274 (3)	252 (3)	307 (4)
Trainer to trainee ratio	1 : 12	1 : 3	1 : 4	1 : 3	1 : 4

Source: PTC, Lungverh

The above table shows that very few police personnel were given training by PTC during these years. The percentage of personnel to men in position ranged between three *per cent* to ten *per cent*. The reason for this was stated (November 2007) to be manpower shortage and inability to spare police personnel from field assignments. The Principal, PTC Lungverh stated (February 2007) that no training was imparted in handling modern weaponry, surveillance equipment, improved electronic gadgets, computers etc.

The PTC had 74 faculty against the requirement of 43. The Department paid Rs.1.33 crore as salary to the 31 faculty who were retained in excess of requirement during the years 2002-07. The trainer to trainee ratio ranged between 1:3 to 1:12 which shows that there was no justification of having 74 officials on faculty and even the sanctioned 43 officials were not justified. Further, the average expenditure on training per trainee increased from Rs. 6,583 in 2002-03 to Rs. 24,436 in 2006-07.

The PTC had no Perspective Plan/schedule of training and training was imparted on an adhoc basis. Although the Department spent Rs. 2.31 crore under modernization plan during the aforesaid years for purchase of different training aids/materials, (like computers, generators, dummy rifle, SLRs smoke bomb, pistol, carbine, grenade etc.), no police personnel was given any training to use these materials which indicates apathy and lack of planning.

3.1.9.8 *Establishment of a Forensic Science Laboratory*

The only Forensic Science Laboratory (FSL) of the State was established in July 2000. MHA directed (August 2006) that filling up of vacancies in the State FSL should get priority over procurement of equipment. However, as of March 2007, the FSL had only 4 officers and 2 staff against the requirement of 14 officers and 13 staff (78 per cent shortage). Although most of the posts were vacant, Rs.2.44 crore was spent on purchase of equipments (like Digital Colour Video Coupler, Microscope, colour printers, chemicals etc) in clear contravention of MHA's direction.

The Department purchased 3 Mobile Forensic Vans (MFV) during the years 2002-03 to 2004-05 at a total cost of Rs.16.40 lakh although no post of driver was sanctioned by the Government for running these mobile units. The Department further spent Rs.20.23 lakh on installation of various equipments and instruments in these 3 vans. As per the BPRD's norms, each MFV should have a long chasis and 10⁷ other equipments, against which only 4 equipments were installed in these vehicles. 10⁸ other equipments which did not conform to BPRD's norms were also installed.

Scrutiny of logbooks of these vehicles showed that none of these 3 mobile vans were used for crime detection. They were used for transportation of staff and officers, thus making the whole expenditure of Rs.36.63 lakh unfruitful.

The State FSL was also required to submit daily crime reports to National Crime Research Bureau. However this was not done.

3.1.9.9 *Installation of Police Communication Network*

The Police Communication Network (POLNET) is a satellite based integrated network which envisages installation of Very Small Aperture Terminals (VSAT) and Multi Access Radio Telephone (MART) for providing connectivity amongst the National capital, State/UT capitals/district headquarters and all PS of the country.

Rupees.58.75 lakh was allotted (August 2006) by the GOI for the installation of POLNET in the State. As of March 2007, out of the 8 districts in the State, V-SATs were installed in 4 districts (Aizawl, Kolasib, Lunglei and Saiha) out of which, 3 are defective and have not been functioning since installation. Out of 31 Remote Subscribers Units (RSIJs) to be installed for functioning of POLNET, only 9 RSUs were installed in Aizawl and Kolasib districts. Reasons for non-installation of the remaining 22 RSUs were attributed to the

⁷ **Required to be installed** – Automatic Photography Camera, Sex Crime Investigation Kit, Search light, Tunable Light Source, Portable Generator, Finger print lifting and detection unit, Engineering drawing equipment, Firearm discharge residue collection kits, Blood grouping kit, Latent Finger print development kit.

⁸ **Actually installed** – Video camera, Latent Finger print taking kit, Gunshot residue kit and Blood evidence taking kit.

non-availability of Line of Sight (LOS) and defective V –SATs etc.

Meanwhile, the Department spent Rs.54.05 lakh in construction of towers (Rs.39.49 lakh) for erecting the RSUs and for purchase of generators and other materials (Rs.14.56 lakh). Consequently, not only did Rs.54.05 lakh become unfruitful but the main objective of POLNET to provide connectivity amongst the capital, districts and PS was also not achieved

The Department Stated (November 2007) that unless the MHA solves the problems, implementation of POLNET cannot be done as the funds earmarked for this project were placed with the DCPW(Directorate, Co-ordination Police Wireless), MHA and the Department has no record of expenditure on this project.

3.1.9.10 Implementation of Common Integrated Police Application (CIPA) project

The CIPA project was introduced by the GOI in May 2004 to computerize 10 percent of the PS in the State. The CIPA was to be implemented by the National Informatic Centre (NIC) as a total package (supply of hardware, software, imparting of training etc) for which GOI released Rs.23 lakh to the NIC in 2004-05.

The State Government submitted (February 2005) names of 8 PS to the GOI where CIPA was to be implemented. Although the Department spent Rupees six lakh for site preparation (2006-07), the project could not be made functional (April 2007) because the NIC had not imparted the required training to the police personnel.

3.1.9.11 Other Points of interest:

- As per GOI instructions (July 2000), expenditure on replacement of old vehicles and equipment, furniture, duplicating machines, steel almirahs, steel furniture, stationery, photocopy machines etc were not to be met from the Central assistance given for modernisation plan.

Contrary to the above instructions, the Department expended Rs.3.39 crore during 2002-07 on various items/materials which were not permissible as per the GOI's instructions.

The Department while admitting this, stated (November 2007) that from 2004-05, it purchased only those items which were approved by the GOI.

The fact however, remains that the Department had incurred expenditure on items which were not permitted under GOI's instructions.

- The Department purchased 1000 pairs of Anti embolism stockings during the year 2002-03 @ Rs.1600 per pair and issued them to 8 SPs,

5 Commandants of Armed Battalions and 2 Reserve Battalions. In June-July 2006, all the Commandants and 5 SPs informed the Department that around 650 pairs of stockings valuing Rs.10.40 lakh were lying unused since 2003-04. This was due to purchase of stockings without assessing the actual utility and requirement.

The Department stated (November 2007) that it had taken more care towards purchase of materials as per the instructions of the Government.

3.1.10. Increasing crime rate

Increase in incidence of crime indicates the performance of police force. As per the publication of the National Crime Record Bureau (NCRB), crime rate of the State during the years 2002 to 2005 was significantly higher than the all India average (excepting 2004) as shown below:

Table No. 12

Year	Incidents of crime	State rate	All India average
2002	2820	309.90	169.50
2003	3456	374.90	160.70
2004	1515	161.90	168.80
2005	2156	227.70	165.30
2006	Not yet published by the NCRB		

Source : "Crime in India" published by NCRB

It can reasonably be said that this was on account of slow progress of police modernisation process in the State, lack of police mobility in the field units, as well as inadequate training of police officials.

The Department while admitting the increasing crime rate in the State stated (November 2007) that the increase was due to liquor cases booked under 188 IPC and drugs abuse cases.

3.1.11 Inspection and Monitoring

In chapter XXI of the Mizoram Police Manual, the Department prescribed schedule of inspection requiring its officers to conduct periodic inspections of all PS, OPs and district offices and to maintain 3 inspection registers for formal, informal and cursory inspections. But no such register was made available to audit. It could not be ascertained therefore whether the prescribed inspections were carried out.

In March 2001, the Government constituted an Empowered Committee under the Chairmanship of the Chief Secretary to monitor and review implementation of the modernization plan. Although as per GOI's instructions (April 2001), the Committee should meet every month and ensure proper implementation of the programme, it could not be ascertained whether such meetings were held since no minutes of the meetings were furnished to audit. The Department assured (November 2007) that necessary action would be taken in future to conduct periodical inspections and monitoring.

3.1.12. Internal control mechanism and internal audit

The Department had not prescribed any format for submission of periodic reports by its officers showing physical and financial progress regarding implementation of modernization plan. There was also no mechanism for internal audit in the department. Had there been an effective internal control mechanism and internal audit, the deficiencies pointed out by audit above could have been addressed by the Department.

3.1.13. Conclusion

Despite the scheme being in operation in the State for over three and a half decades, it failed to achieve its objectives. The scheme was plagued by delay in releasing/non-availability of sufficient funds due to non-release of matching share by the State Government and where funds were available, the Department failed to utilise them efficiently and effectively. Basic infrastructure was not provided to the police force and the State remained under-equipped to deal with law and order problems. This is also borne out by a higher crime rate in the State compared to the national average. There were shortages in vehicles, equipment and training courses and poor communication net work.

3.1.14 Recommendations

- The Department should have a definite time frame for the modernization scheme and ensure that deadlines/targets for implementation of various components of the plan are enforced scrupulously.
- The Department should focus its attention on implementation of priority areas/items identified in the Perspective Plan. Materials, equipment etc. should be purchased based on proper assessment.
- Funds provided by GOI should be utilized optimally and the State should release its matching share promptly so as to ensure that the modernization objectives are achieved in a timely manner.
- The discrepancies between the expenditure actually incurred and the reported expenditure should be reconciled and the correct position be reported to the GOI with regard to the expenditure actually incurred;
- Training needs should be properly assessed and regular training must be imparted for upgradation of professional skills of the police force.
- Implementation of the Perspective Plan should be monitored closely and timely corrective action should be taken.

The findings were reported to the Government (September 2007); reply had not been received (November 2007).