

CHAPTER 7: GENERAL SERVICES

7.1 Police Department plays an important role in maintenance of law and order in the District. For maintenance of law and order in the District, the department has established 20 police stations which are under the administrative control of Senior Superintendent of Police (SSP), Jammu

The important points noticed as a result of scrutiny of records of the department/physical visit are discussed in the subsequent paragraphs.

Police Infrastructure

To meet the growing challenges to internal security, particularly in the wake of militancy, the police force required revamping by way of provision of sophisticated arms and adequate infrastructure. To bridge the gap between requirement and availability, the GOI launched a CSS ‘Modernisation of Police Force’. Modernization envisaged provision of basic infrastructure like police stations (PSs), Police Posts (PPs), barracks and housing (Upper Subordinates Quarters: USQs and Lower Subordinate Quarters: LSQs) in accordance with the Bureau of Police Research and Development (BPR&D) norms.

The position of availability of infrastructure against the minimum requirement in the District as per BPR&D norms as on 01 April 2006 and 31 March 2011 is tabulated in table-83.

Table 83

Type of building	Position as on 01.04.2006		Position as on 31.03.2011		Shortfall (Percentage)
	Requirement	Availability	Requirement	Availability	
Police Stations	20	16	25	20	5 (20)
Police out posts	42	20	47	35	12 (26)
Barracks	68	64	72	68	4 (6)
Lower Subordinate Quarters	280	160	480	168	312 (65)
Upper Subordinate Quarters	200	Nil	250	Nil	250 (100)

(Source: Departmental Records)

From the above, it is clear that the police infrastructure was not available in the District as per BPR&D norms as huge shortage of housing infrastructure existed in the District. Against the requirement of 730, the availability of LSQ/USQ was just 168 (23 *per cent*) at the end of March 2011. The reasons for this huge shortage, though called for, were not assigned.

Eight³⁸ Police Stations of the District were physically surveyed and shortcomings in infrastructure were noticed in three police stations to the extent indicated against each as tabulated in table-84.

³⁸

Satwari, Bishnah, Pacca Danga, Jajjer Kotli, Nagrota, Domana, Khour and Akhnoor

Table 84

Police Station	Shortcoming noticed	Impact
Bishnah	Residential quarters meant for accommodation of police personnel of the Police Station had been occupied by the police personnel posted outside Bishnah and other Districts.	Present staff of the Bishnah police station deprived of the accommodation
Khour	Residential block was unfit / unsafe for residential purposes	Any mishap could occur.
Nagrota	New police station building completed 5 years back had not been physically handed-over to SSP Jammu	The condition of the building has deteriorated due to its non utilization.



Unsafe residential quarters at Police Station Khour



Unoccupied Police station Building at Nagrota

Further, during visit to these eight police stations, it came to the notice of audit that funds to meet the expenses of diet of persons detained in the police stations had not been made available to in-charge police stations. As a result, the incharge of police stations had to meet such expenses from their own pockets. It clearly indicated that no

proper monitoring system had been evolved by the department to take care of these problems.

Mobility

One of the major thrust areas under MOPF was to increase the mobility of district police to face effectively the challenges to internal security by reducing response time. The position of availability of various types of vehicles with the District police as on March 2011 is tabulated in table-85.

Table 85

Particulars	Heavy vehicles	Medium vehicles	Light vehicles	Motor cycles	Total
Requirement	17	92	170	143	422
Available	13	31	100	39	183
Deficiency	04	61	70	104	239
(percentage)	24	66	41	73	57

(Source: Departmental Records)

Thus, overall deficiency of vehicles in the District was 239 (57 per cent). This was bound to effect the functioning of the police personnel. Further, no vehicles had been made available to five³⁹ police posts and nine⁴⁰ border police posts. This indicated non-prioritization of distribution of available vehicles amongst the basic policing units, thereby adversely impacting their mobility which is substantiated by the response time of various police stations.

Response time

Response time is the time lag between the receipt of information about an incident / registering the First Information Report (FIR) and the time the police reaches the site of incident (Ravangi). The position of response time in respect of the eight police stations visited by audit is given in table-86.

Table 86

Police Station	Requirement of vehicles	Actual availability	Number of cases examined	Range of response time
Pacca Danga	13	1	145	5 to 205 minutes
Satwari	10	2	151	5 to 30 minutes
Bishnah	NA	2	211	5 to 90 minutes
Domana	NA	2	320	5 to 90 minutes
Nagrota	3	1	75	5 to 180 minutes
Jajjar Kotli	NA	2	89	5 to 90 minutes
Akhnoor	NA	4	198	5 to 120 minutes
Khour	4	2	118	5 to 50 minutes

(Source: Departmental Records)

³⁹ Police Posts: Hari Market, GMC, SMGS Hospital, Pargwal, Mandir Bahu Fort.

⁴⁰ Border Police Posts Kirpal Pur, Malla Marore, Sai, Treva, Nari, Chakroi, Chak Agra, Dewan Ghar and Baspur Bangla

The response time of the police station was satisfactory in Satwari police station. The range of response time in other stations was high between five and 205 minutes from the occurrence of an incident. The high response time in the stations was attributable to non-availability of adequate number of vehicles at the disposal of the police stations which hamper their progress in reaching the incident site immediately.

Manpower

The BPR&D norms emphasize the importance of raising manpower in proportion to increase in population. The High Powered Committee of Ministry of Home Affairs (MHA), GOI also stressed the need for filling up vacancies on priority basis. The position of sanctioned strength and men in position for all levels of the force as of March 2006 and March 2011 is given in table-87.

Table 87

Rank	Position as on 31.03.2006			Position as on 31.03.2011		
	Post sanctioned	Men in position	Surplus (+) Shortage (-)	Post sanctioned	Men in position	Surplus (+) Shortage (-)
SSP	01	01	-	1	1	-
S.P	05	04	(-) 1	5	5	-
Dy. S.P	09	11	(+) 2	10	12	(+) 2
C.P.O	04	04	-	4	3	(-) 1
P.O	12	09	(-) 3	12	9	(-) 3
S.P.O	03	03	-	5	2	(-) 3
Inspector	20	21	(+) 1	20	16	(-) 4
SI/PSI	76	78	(+) 2	92	82	(-) 10
ASI/PASI	140	110	(-) 30	157	143	(-) 14
HC	525	535	(+) 10	567	536	(-) 31
SGCT	665	636	(-) 29	708	723	(+) 15
Constable	1995	1903	(-) 92	2124	1566	(-) 558
Follower	115	145	(+) 30	119	185	(+) 66

(Source: Departmental Records)

The table shows a dismal position of the department in having adequate staff to meet the growing challenges. The shortage of constables- the basic policing ingredient of the department, had increased from 92 in March 2006 to 558 in March 2011. The reply of the department was awaited.

A physical survey of five police stations by Audit revealed that there was a huge shortage of police personnel as can be seen from table-88.

Table 88

Police Station	Sub Inspector		Asst. Sub Inspector		Head Constables		Constables	
	Sanctioned	Position	Sanctioned	Position	Sanctioned	Position	Sanctioned	Position
Pacca Danga	10	2	12	3	29	6	109	21
Satwari	3	1	5	3	12	7	56	12

Police Station	Sub Inspector		Asst. Sub Inspector		Head Constables		Constables	
	Sanctioned	Position	Sanctioned	Position	Sanctioned	Position	Sanctioned	Position
Jajjar Kotli	1	Nil	3	3	8	7	35	10
Akhnoor	4	1	6	2	13	7	82	20
Domana	1	1	4	6	8	6	42	19

From the above, it is clear that huge shortage of constables, ASIs and SIs adversely affected the performance of the police to control crime in the District.

Crime Rate and Investigation

The position of various types of cases reported, disposed off and those pending completion of investigation as of March 2011 is tabulated in table-89.

Table 89

Year	Back log cases	New cases	Total cases	Cases disposed off	Cases disposed off (Percentage)	Cases pending
2007	1038	3516	4554	3447	76	1107
2008	1107	4056	5163	3448	67	1715
2009	1715	4011	5726	2898	51	2828
2010	2828	4266	7094	4555	64	2539
2011	2539	4383	6922	2764	40	4158

(Source: Departmental Records)

While the crime rate in the District was on the increasing trend and increased to 4158 during 2011 from 3516 during 2007, investigation in only 40 to 76 per cent of reported crime cases had been completed. The position of crimes in the District during 2007 to 2011 is tabulated in table-90.

Table 90

Nature of crime	2007	2008	2009	2010	2011
Murder	22	25	18	23	18
Robbery	02	04	04	01	2
Theft	578	824	875	712	876
Rioting	82	202	82	69	56
Kidnapping	52	51	69	81	68
Rape	26	26	29	36	35
Cheating	87	62	102	105	110
Road accidents	1469	1395	1529	1684	1627
Misc. Crimes	1198	1455	1303	1555	1591
Total	3516	4044	4011	4266	4383

(Source: Departmental Records)

Traffic Management

A major change in the economic sector accompanied by a rapid increase in automobiles, etc., and urbanisation has taken place in our country. This phenomenon has led to the increase in the road related accidents. As on date road traffic accidents

are one of the leading causes of death, disabilities and hospitalization with severe socio-economic costs which are not easy to measure.

The main causes of poor traffic management in the District especially in Jammu city are tabulated in table-91.

Table 91

Causes of Poor Traffic Management	Present scenario		Impact
Irrational Transport Policy	Total vehicles (March 09)	3,73,127	Deficiency of public transport on modern lines led to utilization of personal transport causing overcrowding of transport on roads
	Personalized transport (Cars, 2-Wheelers)	3,01,205 (81)	
	Public transport (Buses, Mini-Buses, 3-Wheelers, Taxis)	29,186 (08)	
Disproportionate growth ratio between roads and vehicles	Total vehicles in 2005-06	3,04,305	Overcrowding of roads with vehicles choke the roads
	Total vehicles in 2008-09	3,73,127	
	Roads remained static at 2571 km		
	Density 145 vehicle per km road length		
Commensurate Parking places	Total personalised transport	3,01,205	Private vehicles owners park their vehicles on the roadsides leading to traffic jams
	Parking slots in the city	About 18	
Inadequate vehicle stands	Large number of buses, mini buses, taxis, light vehicles, medium vehicles, auto rickshaws, load carriers permitted to ply on city roads did not have proper stands to park.		Spill over of such vehicles on the main road unauthorisedly caused traffic jams
Non-developmental/non-maintenance of foot path	(i) Most of roads did not have footpaths. (ii) Most of footpaths in the Jammu city either occupied by the shop keepers or vendors.		Big volume of pedestrian traffic diverted on the main roads to add to the traffic jams.
Huge traffic flow at intersections and lack of traffic engineering measures	4-arm intersections	21	Huge traffic jams at intersections
	3-arm intersections	34	
	The average traffic pressure on each intersection comes to around 50,000 vehicles per day. (ii) The city lacked all the conceivable traffic engineering measures and traffic calming techniques such as traffic lights, road signs and markings, proper traffic islands and medians, proper roundabouts, proper bus-bays etc.		
Understaffed traffic police	The blue cop who looked after 36 vehicles per day on an average during 1982 (first reorganization of traffic police) was required to manage about 478 vehicles per day during 2008.		Management of traffic especially on the intersections become difficult
	Requirement of manpower at intersections	414	
	Manpower sanctioned and in position	280	

(Source: Departmental Records)

To overcome the problems of traffic in the city, the traffic police suggested engineering measures in a meeting (2008) with the Chief Engineer PWD Jammu and others as discussed in table-92.

Table 92

Suggested Measures	Details
Construction of alternate roads / bridges / flyover	At 10 places
Improvement / widening of roads	At 18 places
Mini Bus stops with passengers sheds / Bus Bays	16 places
Parking lots	7 places
Sub-ways / overhead bridges	10 places
Construction of medians / Dividers	15 places
Speed Breakers	24 places
Construction / Redesigning of traffic circles	10 places
Installation of traffic signal system	55 intersections
Construction / utilization of New Bus stands	6 places
Creation of Auto stands	136 places

(Source: Departmental Records)



People park their vehicles on the road side at Gandhi Nagar in absence of parking palace



Traffic jam in absence of traffic engineering measures at Jewel Chowk



Commercial vehicles parked on the road side in absence of appropriate vehicle stand at BC Road



Vehicles parked on the road side in absence of appropriate parking palace at Gandhi Nagar

Physical survey of these places revealed that engineering measures to control traffic congestion in Jammu as suggested by the traffic police had not been taken up by the concerned departments despite a lapse of three years. Further, records showed that Electronic Traffic Signals had not been installed despite constitution of committee by the Government for the purpose during November, 2008.

The Chief Engineer, PW (R&B) Department, Jammu stated (April 2011) that various proposals were under consideration of the department to tackle the traffic hazards and decongestion in the city. He further stated that the construction of a fourth bridge on river Tawi had already been taken up to ease the traffic congestion at Bikram and Jewel junctions. It indicated that the Government had not given priority to tackle the alarming position of increasing traffic pressure on the city despite having embarked upon a plan in 2008.

Conclusion

Police infrastructure in terms of police stations, police posts, lower and upper subordinate quarters was inadequate to meet the requirement of the department. Mobility of police stations was poor which affected response time of the personnel to reach the crime spot immediately. Crime cases pending investigation had increased

substantially ranging from 1107 cases in the year 2007 to 4158 cases in the year 2011 as a result the law and order situation in the Jammu District is alarming. Traffic management especially at intersections where the axle load was high was not up to the mark causing increase in the death, disabilities and hospitalization cases.

Recommendations

Adequate infrastructure should be ensured to make policing efficient.