

# Impact Assessment of Modernization of Police Forces (MPF)

(From 2000 to 2010)



**Bureau of Police Research and Development**  
**Ministry of Home Affairs**  
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## EXECUTIVE SUMMARY

1. Modernization of Police Force (MPF) Scheme was started in the present format, by the MHA in the year 1999-2000 for a period of 10 years i.e. up to 2009-10. BPR&D was tasked by MHA to assess the impact of the scheme and the requirement of State Police Forces for the next 5-10 years.

2. BPR&D, after due sanction of MHA, outsourced this task to a professional management consultant Firm, for which open bids were invited. M/s Ernst & Young Pvt. Ltd., Golf View Corporate Tower-B Sector 42, Sector Road Gurgaon won the contract and started the impact assessment on 1<sup>st</sup> January 2010, with a mandate to complete the entire study on or before 31<sup>st</sup> March 2010.

### 3. Criteria for Sample Selection:

M/s Ernst & Young Pvt. Ltd. was advised that the Scheme has to be evaluated by randomly selecting the state police forces based on following three criteria i.e.

- i. **Criterion for Selection of State:** While the scheme is being implemented in 28 States and 7 UTs, the agency was required to select a representative sample of the States and UTs. The sample size was to be sufficient to cover North, South, East, West, North East, naxal-affected States, desert states, border areas, metropolitan cities etc. The sample must include one or more States from Bihar, Jharkhand, Chattisgarh, Orissa, West Bengal, UP, Rajasthan, MP, Haryana, Himachal Pradesh, Andhra Pradesh, Tamil Nadu, Karnataka, Kerala, and J&K.

- ii. **Impact Assessment to cover all wings of Police Force:** Out of the States chosen for study, the data must be collated from all wings of the entire police force. For this purpose, a representative sample of various police units in the state under study should be selected for physical verification. Such physical verification of assets/ resources allotted to particular unit needs to be done for the entire year. It should also include field units such as police stations, control room, police lines etc.
- iii. **Nature of work:** Since MPF predominantly targets modernization in 8 major heads, the study must therefore critically examine, the impact that this scheme has made in improving resource availability in these heads which are as follows:
1. **Police Buildings:** Construction of administrative buildings including police stations and outposts.
  2. **Police Housing:** Construction of residential houses including barracks.
  3. **Mobility:** Purchase of vehicles and motor cycles including bullet proof/ mine proof vehicles.
  4. **Weapons:** Purchase of arms and ammunitions.
  5. **Equipment:** Purchase of equipments for security, communication, crowd control, protective gear, bomb disposal, aids to investigation, disaster management etc.
  6. **Training:** Enhancement of infrastructure facilities to training institutes both building and equipments.
    - i. Police Training Equipments/ training Aids
    - ii. Physical Training Equipments
    - iii. Field Craft Equipments
    - iv. Games Equipments
  7. **Computerization:** Use of information and technology in policing.

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

**4. Sample States/ UTs:**

With the above background and after a formal approval of MHA was taken before commencement of the study, the following 8 States and 2 UTs were selected as random samples for impact assessment by M/S Ernest and Young.

**States**

- I. Andhra Pradesh (Naxal Affected Districts),
- II. Assam (Naxal Affected Districts),
- III. Chhattisgarh (Rural Police Stations),
- IV. Jammu & Kashmir (Sensitive and Militancy, Border Districts),
- V. Maharashtra (Mega City Policing, Coastal Policing),
- VI. Orissa (Naxal Affected Districts),
- VII. Rajasthan (Desert Policing, Border Districts),
- VIII. Uttar Pradesh (Large State),

**UTs**

- i. Chandigarh
- ii. Daman & Diu

**5. Terms of Reference for Ernest and Young**

- a. Physical and financial evaluation of the scheme with reference to the targets set in the Annual Action Plan
- b. The extent to which the scheme objectives have been met
- c. Whether Mega City Policing should form a part of the revised MPF Scheme
- d. Whether housing component be separated from the MPF Scheme and inducted as an independent plan scheme component
- e. Impact in terms of delivery of the police services to the common man

## **6. Consultation by BPR&D with States**

Notwithstanding the above, this Bureau designed a questionnaire to ascertain the views of all State/ UT police Forces. This questionnaire was circulated to all the States and UTs for collecting their views and experiences during the term of the scheme. 19 States and 1 UT have responded to the questionnaire.

## **7. Results of this exercise**

After going through the recommendations submitted by E&Y and summarizing the responses of the questionnaire circulated by the BPR&D the following points emerged:

### **Recommendations**

#### **Procedural Recommendations by BPR&D**

- (i) Extended time period of implementation of the scheme in naxal/terror infested states may be considered.
- (ii) Centralized purchase of the items to be imported as also in case of some of the locally available items may be considered. The demands from the states can be asked for in advance and the funds diverted from the source itself, to a pre-defined Nodal Agency.

#### **Other Recommendations by BPR&D:**

- (i) Police Modernization Scheme needs to be continued.
- (ii) The financial allocation under MPF Scheme needs to be considerably enhanced.
- (iii) Police housing needs more investment since the requirement is very high in this sector and housing

satisfaction levels are low. Other sources of finance from Plan Fund are strongly recommended.

Procedural Recommendations by E&Y:

- (i) Import of modern weapons has a huge roadblock in terms of custom duty exemption and participation by foreign vendors due to small quantities tendered by individual states.
- (ii) Simplification and streamlining of release of funds preferably directly to police department through a Special Purpose Vehicle (SPV) is desired so that delays can be avoided.
- (iii) Standardized templates for requirement gathering from various units should be circulated by SP/Police HQ and this exercise should preferably be done through a web based application.
- (iv) Funds should be released in one go for the entire year and not in installments.
- (v) MHA should circulate procurement guidelines /manuals /sample tenders for all items that can be procured locally by the states.
- (vi) In order to facilitate transparent and speedy procurement MHA could consider getting a centralized e-procurement platform.
- (vii) MHA should undertake a best practices study wrt measuring key performance indicators (KPI) measured by leading police organizations in the world. Accordingly the procurement process at all states should be measured against these KPIs and regular monitoring should be done by MHA to identify and remove the bottlenecks.
- (viii) Centralized procurement of specialized items should be undertaken.

OTHER RECOMMENDATIONS BY E&Y:

- (i) There is still acute shortage of Police Housing facilities across all States and UTs.
- (ii) There is a strong need for provision of percentage of funds for maintenance of buildings constructed with MPF funds.
- (iii) Appointment of Technical Consultant/ Advisor available locally for providing guidance to the police staff on the latest technology trends/ideally suited equipments available in the market should be considered. The Advisor should also help the police staff in framing technical specifications/tender documents for procurement of specialized items.
- (iv) Appointment of third party agencies for undertaking periodic inspections.
- (v) Creating a specialized pool of technology champions which could be deployed for handholding the users.
- (vi) Funding under MPF scheme should also include invertors for providing power backups and basic amenities like RO systems at rural police stations and special vehicles (Scotty/lightweight motor cycles) for improving mobility of women police officers.

The handholding provided by the Centre is building a lot of confidence at the lowest as well as other levels of the police forces. With the emergence of LWE and terrorism it is all the more important to equip the forces continuously.

## CHAPTER 1: INTRODUCTION

The Modernization of Police Forces (MPF) scheme is a significant initiative of the Central Government towards capacity building of State Police Forces since 1969-70. Prime objective of the scheme is to meet the identified deficiencies in various aspects of Police establishments and operations. It aims to foster the balanced development of the State Police forces so that they are able to tackle various challenges of Internal Security and Law & Order situations arising from time to time. To some extent reduction in the dependence of States on CPMFs is also a goal that is envisaged.

The focus of the scheme is on strengthening police infrastructure at the cutting edge level by way of construction of secure Police Stations, equipping the force with required level of mobility, modern weaponry, Communication Systems, other equipment, Forensic Tools, Training and sufficient Housing.

As per the present procedure, State Police Forces prepare and submit their detailed Annual Action Plan which falls under the above indicated areas. Based on the approval of the Annual Action Plans item-wise Central Funds are released to the States under this scheme.

Presently, annual allocation stands to all States/UTs at Rs 1645 crores. Out of the Central share, of the total allocation to a State, 5% are earmarked for Home Guards, 5% for special branch (intelligence units), to be spent through IB, Rs 2 crore per naxal affected district, Rs 1 crore per district along the Indo-Nepal/Indo-Bhutan borders and shifting of the computerization activities to a separate plan etc.

Since sanction for the MPF Scheme was only up to the year 2009-10, for a decision to be taken for its continuation, MHA had tasked BPR&D to carry out an Impact Assessment of the Scheme. After due sanction of MHA, this process was outsourced to a management consultant through open bidding process. Bids were invited in June 2009 to which 6 firms responded and after completion of formalities of selection procedure, the work was outsourced to M/s Ernst & Young, Gurgaon. Their study covered 8 States (Andhra Pradesh, Rajasthan, Assam, J & K, Maharashtra, Chhatisgarh, Orissa & UP) and 2 UTs (Daman & Diu & Chandigarh). The sample states selected to carry out the survey cover all the four regions, hill and plain areas, naxal affected areas, border areas, desert policing, metropolitan cities etc. After completion of the work they have submitted the report on 31/3/10.

Before the consultant took up the study, a detailed background paper was provided to them by BPR&D which contained various contours of the scheme and the expectations that MHA has from this scheme. Details of impact assessment are as enumerated in the following paragraphs.

### **Terms of reference**

- Physical and financial evaluation of the scheme with reference to the targets set on the Annual Action Plan.
- To what extent the scheme objectives have been met.
- Whether Mega City Policing should form a part of the revised MPF Scheme.
- Whether housing component be separated from the MPF scheme and inducted as an independent plan scheme component.

- Impact in terms of delivery of the police services to the common man.

### Scope of Work

To conduct Impact Assessment of the MPF scheme for the period from 2001-01 to 2008-09 the following parameters of the scheme were to be assessed:

- Construction & up gradation for Police Buildings & Police Housing
- Mobility
- Weapons
- Equipment
- Training
- Communication
- Computerization
- Forensic Science

### Expectations from Consultant

It was clearly spelt out in tender conditions that the winning bidder will conduct this study by means of physical visits of their teams to the police department and other stakeholders and hold discussions with concerned officials of the State's under study. Further in the deliverables, the contract clearly spelt that the consultant will submit State wise report incorporating results of the scheme on modernization including deficiencies and inputs for the next phase.

Before M/S Ernest and Young started the evaluation study, a round of meetings were held in BPR&D to explain to them the nuances of

the exercise and various critical issues involved which do not appear on the print but are latent in real life scenario.

## CHAPTER 2: METHODOLOGY ADOPTED

While the main task was outsourced, still it was perceived in the BPR&D that there is a scope beyond this exercise and that the senior Police and Administrative leadership of the States needs to be communicated directly by BPR&D to ascertain their views mainly on the current format and practical difficulties that implementation of the scheme entail. For this purpose BPR&D designed a questionnaire details of which are given in the following paragraphs.

### **Methodology Adopted by M/S Ernest and Young**

The consultant developed practical & detailed technical approach & methodology for addressing requirements as laid down in the Terms of Reference (TOR). They adopted the IDDDS (Identify, Diagnose, Design and Deliver) framework for this project. The consultants carried out the field surveys and meetings with officials at the Police Headquarters, State Home Department and the District and Police Station level, in addition to other related offices like State PWD, Police Housing Corporation etc. They studied the records, circulated questionnaires and interviewed the end users. After conducting the detailed exercise they have presented their report clearly outlining the Service provided by them, Functional and Geographic Scope of the study.

An analysis of the physical utilization and its effect on the responsiveness of the Police Force in the field was carried out by E&Y. They carried out field visits and conducted a sample survey

with an aim to include the maximum variety of states with regard to their geographical location, population, types of naxal/terror related problems being faced etc. Each police unit was evaluated on the basis of construction & up gradation achieved under eight predefined heads viz. Police Buildings & Police Housing, Mobility, Weapons, Equipment, Training, Communication, Computerization and Forensic Science. To validate their methodology, the consultant ran a pilot study in Rajasthan State and after complete satisfaction, they ran the whole project.

Details of their team visits and a wide spectrum of Police units that these teams visited are as follows.

## **STATES/UTs COVERED UNDER THIS IMPACT ASSESSMENT**

### **I. Andhra Pradesh**

#### **Units Visited**

1. State Police Head Quarters (SPHQ), Hyderabad (3 teams visited)
2. Andhra Pradesh State Police Housing Corporation Limited (APSPHCL), Hyderabad
3. Police Training College, Amberpet, Hyderabad
4. Grey Hounds, Hyderabad
5. Armed Battalion, Andhra Pradesh Special Police (APSP) Head Quarters, Hyderabad
6. Andhra Pradesh Forensic Science Laboratory (APFSL), Hyderabad
7. Traffic Control Room, Hyderabad
8. Intelligence, State Police Head Quarters (SPHQ), Hyderabad

9. Police Transport Organization (PTO), Hyderabad
10. District Police Head Quarters, Anantapur
11. Anantapur I Town Police Station
12. Anantapur Rural Police Station, Bukkaraya Samudram
13. Vishakhapatnam District Police Head Quarters (2 teams visited)
14. Vishakhapatnam II Town Police Station
15. Vishakhapatnam Rural Police Station, Anakapalli
16. Karimnagar District Police Head Quarters
17. Karimnagar II Town Police Station
18. Karimnagar Rural Police Station, Tower Area
19. Auditor, AP BPR&D MoPF Scheme, Hyderabad
20. AP State Secretariat, Hyderabad

## **II. Assam**

### **Units Visited**

1. State Police Headquarters (SPHQ) (2 teams visited)
2. Assam Police Radio Organization (APRO)
3. Commando battalion and training Center
4. Forensic Science Laboratory (FSL)
5. 4<sup>th</sup> Armed Police Battalion
6. 10<sup>th</sup> Armed Battalion
7. District Police Headquarter (Traffic and Guwahati City)
8. Home Guards
9. Security and Special Branch
10. District Police Headquarter, Sonitpur (Tezpur)

- 11.Sadar Police Station, Tezpur
- 12.Reserve Office, Tezpur
- 13.Outpost, Salonibari
- 14.Assam Police Radio Organization, Salonibari
- 15.Home Guard, Salonibari
- 16.Central Western Range (CWR)
- 17.Ghorulumu Police Station- Urban, Guwahati city
- 18.Azara Police Station- Rural, Guwahati city
- 19.Basisthpur Police Station- Urban, Guwahati City
- 20.CID HQ, Ulubari
- 21.State Home Department
- 22.State Finance Department

### **III. Chhattisgarh**

#### **Units Visited**

1. State Police Head Quarters (SPHQ), Raipur (7 teams visited)
2. CID – Question Document (QD), Raipur
3. CID - Finger Prints Bureau (FPB), Raipur
4. CID – Photography, Raipur
5. District Police Control Office
6. Abhanpur Police Station, Raipur
7. Gobara Navapara Police Station, Raipur
8. State Intelligence Bureau, Raipur
9. Home Guards, Mana, Raipur
- 10.State Forensic Science Laboratory, Raipur

11. District Police Headquarters, Raipur
12. Training branch, State Police Head Quarters
13. Chhattisgarh Armed Forces
14. Women's Police Station, Raipur
15. Traffic Police
16. State home department and State finance department
17. Anti Corruption Bureau
18. Telecommunication Branch, Headquarters
19. District Police Headquarters, Jagdalpur
20. Lohandigunda Police Station, Jagdalpur
21. Mobile Forensic Science Laboratory
22. Home Guards Field Unit, Jagdalpur
23. Police Telecommunication Field Unit, Jagdalpur
24. Darba Police Station, Jagdalpur
25. Kondagaon Police Station, Jagdalpur
26. Keshkal Police Station, Jagdalpur
27. Chhattisgarh Housing Board, Raipur
28. State Home Department
29. Planning & Provisioning, PHQ
30. State Finance Department

## **I & K**

### **Units Visited**

1. State Police HQ (24 teams visited)
2. Field unit Gandhinagar
3. District Police HQ, Jammu

4. CID Branch
5. CID Field Unit
6. Police Housing Corporation
7. Traffic Branch, Jammu
8. Armed Battalion Branch, Jammu
9. Armed Battalion Field Unit
10. Security Branch
11. Security Field Unit
12. Crime Branch (2 teams visited)
13. Procurement Building
14. Home Guards
15. Home Guards Field Unit
16. Traffic Field Unit
17. PCD (PWD)
18. Field Unit Police station Katra
19. Field Unit Police station Bhavan
20. Police Telecommunication HQ
21. Police Telecommunication Field Unit
22. FSL (2 teams visited)
23. Distt Police HQ( Budgam District)
24. Field Unit SPC/ SOG Srinagar
25. Field Unit Police Post, Nehru Park
26. Field Unit Gulmarg Police station (2 teams visited)
27. Field Unit Kunzer Police station
28. Field Unit Magam Police station

## 29. Shere Kashmir Police Academy Training

### IV. Maharashtra

#### Units Visited

1. State Police HQ
2. Central Store, SPHQ
3. Housing and Building, SPHQ
4. District Police HQ - Mumbai
5. Distt Police HQ - Nashik
6. Anti Corruption Bureau
7. Crime Branch
8. Anti Terrorist Squad (ATS)
9. Armed Battalion HQ
10. Directorate Forensic Science Laboratory
11. Home Guard/Civil Defense
12. Intelligence Bureau HQ
13. Training HQ
14. Traffic HQ
15. Planning and Welfare Group
16. State Home Department (Modernization Budget)
17. State Finance Department
18. Field Units – Police Station and Outpost- Villode - Nasik  
(Rural)
19. Field Units – Police Station (Worli) Mumbai (Urban)
20. Field Units – Police Station

21.Coastal (Mumbai)

22.Maharashtra Police Housing and Welfare Corporation Limited,  
Worli, Mumbai

## V. Orissa

### **Units Visited**

1. State Police HQ (SPHQ), Cuttack (4 teams visited)
2. Home Guards (Cuttack) (2 teams visited)
3. State Vigilance Unit
4. State Police Motor Transport (Mobility)
5. Police Telecommunication (Signals) (2 teams visited)
6. State Vigilance Unit
7. Intelligence Bureau
8. Crime Branch (2 teams visited)
9. Home Department
- 10.FSL & Finger Print Bureau/ State Crime Record Bureau (2 teams visited)
- 11.Finance Department
- 12.BPSPA, Training Institute
- 13.SP HQ -Modernization (Cuttack)
- 14.State Police Housing Board
- 15.Intelligence Unit (New Building BBSR)
- 16.Police Commissioner Office
- 17.Traffic Police
- 18.State Armed Police (2 teams visited)

19. Cuttack Reserve Office
20. District Police Headquarter, Rayagadha
21. Rayagadha Police Station
22. Traffic Police Station, BBSR
23. Cantonment PS
24. Police Commissioner Office
25. Mancheswar PS
26. Police Signals Unit, Rayagadha
27. Reserve Office, Rayagadha
28. OSAP Batallion, Rayagadha
29. Police Station, Chandili
30. Special Branch, CID (CB), Rayagadha
31. Homeguards, Rayagadha
32. Purighat PS
33. Mangalabag PS
34. Special Operations Group

## **VI. Rajasthan**

### **Units Visited**

1. State Police HQ (5 teams visited)
2. Central Store, SPHQ
3. Building and Housing, SPHQ
4. Rajasthan State Road Development Corporation (2 teams visited)
5. Wireless/ Communication
6. Home Guard
7. Anti Crime Branch

8. Crime Branch
9. IG Range - 1, Jaipur (2 teams visited)
10. DG, Armed Battalion
11. DSP, Manav Chowk Station House Officer
12. SP, Rural Distt Police HQ, Jaipur
13. Deputy SP, Sambhar Lake
14. Shivdaspura Police Station - Rural
15. Adarsh Nagar Police Station - Urban
16. Armed Battalion
17. SP Central Store
18. Building and Housing, SPHQ
19. Forensic Science Laboratory (2 teams visited)
20. Traffic Police HQ, SPHQ
21. Principal Secretary, Home Dept.
22. Finance Secretary
23. Home Guards HQ
24. Anti Terrorist Squad HQ
25. SP, Crime Branch
26. Police Telecommunication HQ
27. ADG, Intelligence Bureau, Additional SP (2 teams visited)
28. ADG, Armed Battalion
29. Anti Corruption Bureau HQ
30. Police Telecommunication HQ
31. Ghatgate RAC Battalion 5
32. Operations, IB
33. IG, RAC
34. District PHQ, Jaisalmer
35. Police Telecommunication Unit, Jaisalmer

36. Field Staff
37. Kotwali, Jaisalmer
38. SP, Crime Branch
39. Additional SP, Crime Branch
40. IG, P&W
41. PWD
42. DSP, ACB Jaisalmer
43. LDC , ACB
44. Home Guards
45. IB
46. SHO, Khuri Police Station
47. Head Constable, Jaisalmer Police Station
48. Constable, Khori Police Station
49. Inspector (SHO) Jaisalmer

## **VII. Uttar Pradesh**

### **Units Visited**

1. State Police Head Quarters (SPHQ), Allahabad
2. Uttar Pradesh Police Housing board
3. State Police Head Quarters, Allahabad
4. Anti-Corruption Bureau
5. Range HQ (Allahabad)
6. District Police Headquarters, Allahabad
7. Saraon Police Station, Allahabad District (Rural Area)
8. Civil Lines Police Station, Allahabad District (Urban Area)

9. Intelligence Branch
10. Forensic Science Unit
11. Traffic Police
12. Crime Branch Criminal Investigation Department (CBCID)
13. ATS / STF / Law and Order
14. Provincial Armed Constabulary
15. Police Telecommunication Branch
16. Police Station, Mahanagar, Lucknow
17. Hazratganj Women's Police Station, Lucknow
18. Training Directorate
19. Office of Principle Secretary ( Finance), Government of UP
20. Madihan Police Station, Mirzapur District (Naxal Affected, Rural Area)
21. Kotwali Dehat Police Station, Mirzapur District (Naxal Affected, Urban Area)
22. District Police Headquarter, Mirzapur

## **VIII. Chandigarh**

### **Units Visited**

1. Chandigarh Police HQ (33 teams visited)
2. Women & Child Support cell- Sec 17 (3 teams visited)
3. Field Unit (ATS)
4. RTC (2 teams visited)
5. FSL
6. Security Branch- Sec 29

7. Traffic-Sec 29
8. UT, Secretariat (2 teams visited)
9. ATS branch (2 teams visited)
10. Security Branch- Sec 29
11. Police Station-Sec 17
12. Police Station-Sec 19
13. Police Post-Lake
14. Police Line- Sec 26 (MT Section)
15. Police Station – Sec 34
16. Police Post Sec -24

## **IX. Daman & Diu**

### **Names of the Unit Visited**

1. Union Territory Police Headquarter (2 teams visited)
2. Nani Daman Police Station, Stores Department (2 teams visited)
3. Nani Daman Police Station
4. Kalaria Police Outpost
5. Nani Daman Police Station, M.T Department & Stores Department
6. CID Headquarter
7. District Police Head Quarter
8. Omnibus Industrial Development Corporation
9. Omnibus Industrial Development Corporation, Secretariat Office
10. Moti Daman Police Station

## **METHODOLOGY ADOPTED BY THE BPR&D**

As explained above, BPR&D took upon itself the task of soliciting the views of all States and UTs of the country with a view to validate existing format of the scheme and to incorporate changes if any suggested by various Ds G Police of the States/UTs. In order to accomplish this task a questionnaire was circulated to all States for their views and responses. The questionnaire aimed at getting relevant information in respect of the problems faced in implementation, purchase, funding pattern, focus areas etc. along with suggestions. To accord due importance to this exercise DG, BPR&D himself forwarded this questionnaire to all DsGP through DO letter and emphasised that answers to all questions be prepared under personnel supervision of DG of the concerned State.

Response to this questionnaire has been moderately encouraging. Twenty One (21) States and UTs have submitted their responses to the questionnaire. Response from Arunachal Pradesh, Bihar, Gujarat, Himachal Pradesh, Kerala, Maharashtra, Meghalaya, Tamil Nadu, Andaman & Nicobar Islands, Dadar & Nagar Haveli, Daman & Diu, Delhi, Lakshwadeep and Puducherry have not been received in the Bureau. The detailed format included the response on the following points:

- (i) Basis of allocation- Whether the quantum of allocation of funds from central kitty be based on Deficiency criterion or Statistical parameters?
- (ii) Suggestions regarding changes in various components of the MPF Scheme in the existing format.
- (iii) Specific problems faced by the states in achieving yearly financial and physical targets.

- (iv) The source from where the expenditure of the maintenance of the equipments purchased under MPF Scheme be met.
- (v) The Perspective Plan for police for each state and the major focus areas and the deliverables identified for each of the target in the focus area.
- (vi) Component wise yearly wish-list for the next five years.
- (vii) The specific problems faced by the States/UTs in getting the Central/State share for the MPF Scheme.
- (viii) Difficulties faced by the States/UTs in procuring the UCs (Utilisation Certificates) and the subsequent release of funds by the mHA after submission of UCs.
- (ix) Details of any other central/state sponsored scheme for Police modernization.
- (x) Physical and financial shortfalls in the respect of Intelligence Gathering, Training, Special Branches.
- (xi) Specific difficulties in completing the procedural and codal formalities in getting the funds released under the MPF Scheme.
- (xii) Difficulty in purchasing the items for which budget has been approved by the Central High Powered Committee.
- (xiii) Adequacy of the 5% budget allocation for Home Guards under this scheme.
- (xiv) Views regarding special focus areas like Mega City, Desert Policing, naxal areas, Indo Nepal Border, Indo Tibetan border etc as part of MPF Scheme.

- (xv) Improvements in the mobility aspect of policing with regard to number of posts of drivers sanctioned by the state Government for the vehicles purchased under this Scheme, shortfall of drivers and how it is being met.
- (xvi) The views about the maximum cap on the mobility component in the MPF Scheme.
- (xvii) Any difficulty in procurement of vehicles under the Scheme.
- (xviii) Number of Police Station/Police Outposts/Police Lines/Armed Battalions/Barracks funded under the Scheme and their timely completion, overruns, average allocation of the various types of houses and police station buildings etc.
- (xix) The adequacy of the Training infrastructure, equipment, instructors etc. available in the State/UT.
- (xx) Utilization of slots allotted to the state police in the Central Training Institutes.
- (xxi) Futuristic needs and targets in the light of improving Training facilities.
- (xxii) Level of communication connectivity achieved at the PHQ/Range/SDPO/District/Thana level since the implementation of the scheme and the targets envisaged for the next five years.
- (xxiii) Procedural formalities and after sales services satisfaction level for the communication items purchased under the scheme.
- (xxiv) Various problems faced in the states regarding the strengthening of Intelligence and Special Branches and the wish list for next five years.

Responses received from respondents have been analysed in the relevant chapter in the report.

## CHAPTER 3: CONCLUSIONS AND RECOMMENDATIONS - E&Y

On completion of the study they have submitted their report and the main highlights are as follows:

### KEY PERFORMANCE INDICATORS

- (i) Since the inception of the current scheme format in the year 1998 the total sanctioned strength of the police personnel has gone up significantly. Despite the large chunk of MPF being used in the construction and up gradation of the staff quarters the ratio of Staff Quarters per 100 Police personnel has gone down noticeably in all the sampled states/UTs except Andhra Pradesh. (Pg 69)
- (ii) The number of Police Stations and Police Outposts added by way of construction under MPF scheme in the sampled states/UTs has increased significantly and despite the added force the ratio of Police Station per 100 Police Personnel has improved in majority of the samples States/UTs. However in the exceptional case of UP the ratio has dipped to almost one third the figure in 1998. The reason for this could be attributed to the massive increase in the strength of the Police Personnel added since the base year. (Pg- 71,73)
- (iii) The ratio of vehicles per 100 Police Personnel has shown remarkable improvement in Rajasthan, Maharashtra, Andhra Pradesh and Orissa. However the

ratio has dipped to very low levels in Assam, UP and Chandigarh. (Pg-75)

- (iv) The UTs of Daman & Diu & Chandigarh have no Mobile FSL units. Also the significant input that is noticed here is that the average Mobile FSL unit per district is not even 1 per district in many States. (PGg-77)
- (v) The ratio of computers per 100 Police Personnel has gone up tremendously in the entire sample States/UTs surveyed. (Pg- 79)
- (vi) The procurement of equipments (Breath Analyzer and Speed Checking Devices) per district has increased significantly in Assam, Rajasthan and Andhra Pradesh. (Pg- 81)

### Overview of Funds Utilized

1. Construction- J&K has spent the highest amount on construction in the year 2006-07, while during the entire span of assessment period, UP has been the highest spending state and Daman & Diu the lowest spending. (Pg 38)
2. Mobility- Andhra Pradesh has been the highest spending state in this section. A very fluctuating expenditure pattern is displayed in the report (Pg 40).
3. Weapons- Assam & Chattisgarh have exhibited fluctuating expenditure patterns. While in the case of UP & Maharashtra there is a steady rise in the expenditure incurred on weapons purchase Daman & Diu have had the lowest spend in this category. (Pg 42)
4. Training- The Training budget of Assam, Maharashtra, Daman & Diu and J&K has been minimal. Chattisgarh &

- UP have invested a considerable amount on training of their personnel. (Pg 44)
5. Computerization- Most states have been fluctuating in their spending pattern in this area. (Pg 46)
  6. Communication- This section also shows fluctuating spending patterns but the States like Maharashtra and UP have been consistently spending more than others. (Pg 48)
  7. Equipment- States have spent a considerable amount in this area with UP, Maharashtra, Chattisgarh, and Andhra being consistent in procuring equipment from this head. Daman & Diu seems to lag behind. (Pg 50)
  8. Forensic Science- Chattisgarh & Assam have made good use of the scheme and spent considerable sums in this section. However modern UT like Chandigarh has been consistently low in spending here. (Pg 52)

### **ASSESSMENT OF STATES AND UTs**

- a) A large chunk of the MPF is being allocated to Construction and up gradation of existing infrastructure. (Pg 54)
- b) Chandigarh is 'Low' in fund utilization, while all other sampled states are ranked 'high' in the fund utilisation. (Pg 56)
- c) Of all the States & UTs surveyed Rajasthan is the fastest and Chandigarh, Daman & Diu & Chattisgarh are slow wrt the fund release efficiency. (Pg 56)
- d) The procurement lead time is highest in case of Assam followed by Maharashtra. The states like Rajasthan, Orissa and Chattisgarh are on the lower end of this spectrum. (Pg 59)

- e) In the construction & up gradation section, the degree of responsiveness is below average in Maharashtra, UP & Orissa on the procurement & distribution front while in states like J&K & Chattisgarh the respondents were happy with the quality and construction under the scheme. (pg 61)
- f) The survey respondents for the mobility sub section of the scheme had positive feedback on the parameters of timely procurement & distribution & quality of procurement. The respondents were happy and agreed that the procurement had a positive impact on their morale, confidence & efficiency. (Pg 62)
- g) Though the procurement of weapons under the scheme has boosted the morale, confidence & efficiency of the personnel in the field it was observed that the adequacy and distribution levels required more efforts. The quality of weapons being inducted appeared to fare better. (Pg 62)
- h) Chandigarh ranked the highest in all aspects of responsiveness for the equipments purchased. UP ranked the lowest consistently in terms of the adequacy met, procurement & distribution, quality and morale, confidence & efficiency parameters measured for the responsiveness of the equipments being procured under the scheme. (Pg 63)
- i) The adequacy of the computerization in the sampled states/UTs seems to be low, with an exception of Chandigarh. However procurement & distribution, quality and morale, confidence & efficiency parameters brought out higher scores. (Pg 64)
- j) The respondents seem to be satisfied with the quality and morale, confidence and efficiency enhancement due to the communication equipments being procured under the

scheme. However there still appears to be a huge gap in the adequacies being met. (Pg 65)

- k) The quality & construction, mobility solutions, weapons procurement, computerisation and communication equipment under MPF had a positive impact on morale, confidence & efficiency of the forces. (Pg 66)

### **Key findings and inferences for special categories**

(Pg 90-93)

#### **In the naxal affected areas**

- (i) Police housing requirements, Police outposts, watch towers and fencing need more attention.
- (ii) The weapons being supplied to these areas are of good quality and the force personnel are satisfied.
- (iii) Requirement of MPV, BPV and Ambulance is urgent.
- (iv) BP jackets and some specialized equipment like GPS, NVDS, Search lights, traffic interceptors etc are high in demand.
- (v) Good quality communication network needs to be worked on.

#### **Coastal States**

- a) The number of administrative buildings has improved over the last 10 years but the basic facilities in offices are inadequate.
- b) Police Housing requirements are high.
- c) The availability and quality of weapons being procured is very good.
- d) The number of vehicles is inadequate.

- e) Equipments and communication set-up needs to be specialized and better.

### **Border States**

- i. Timely completion and up gradation/maintenance of buildings is required.
- ii. All weapon needs are met through MPF. However, weapon quality is not good and delivery is not timely.
- iii. Some more busses and trucks are needed.
- iv. Quality and quantity need improvement when procuring equipments.
- v. More communication equipment besides wireless is needed.

### **Mega City**

- a) More funds are needed for construction of buildings.
- b) Requirement of enhanced and well equipped mobile force for rescue, evacuation and confidence building is needed.
- c) Modern weapons for handling attacks are needed.
- d) Hi-tech equipment is urgently needed for tackling terror attacks.

(Note: All page references are from Vol I of the report submitted by E&Y)

## **CONSOLIDATED INFERENCES DRAWN- E&Y**

### **Planning Process and Fund Utilization:**

*(pg-99-101)*

- i. MHA could consider relaxing the requirement of UCs and the states should be asked to furnish UCs at the end of the financial year.
- ii. Funds should be released in one go for the entire year and not in instalments.

- iii. For construction related activities UCs may be allowed to be submitted within 36 months.
- iv. Adequate Monitoring Mechanisms (State level Nodal Agency/Supervision Consultants etc) are suggested to ensure timely utilization of MPF funds.
- v. MHA could consider issuing a guideline under which all States would create detailed 5 year vision plans for modernization. Based on the vision plans an approval for 5 years budget could be granted by MHA.
- vi. MHA should pre-define the schedule of annual submission of deviations from the 5 year plan in the guidelines itself. A pre defined date for submission of deviations from the 5 year plan maybe fixed while issuing the guidelines of the scheme.
- vii. Standardized templates to be circulated for submission of Annual Action Plan and other requirements.

### **PROCUREMENT PROCESS**

*(pg-102-106)*

- (i) MHA may like to circulate Procurement guidelines/manual/sample tenders for all items to be purchased. Alternately MHA could appoint a Technical consultant for the same.
- (ii) There should be better delegation of powers at the SP HQ/DG level.
- (iii) Centralized e-procurement platform could be created by MHA and mandated for transparent & speedy procurement.
- (iv) MHA could articulate delegation of power guidelines for the state nodal agency which could be empowered to make payments for the smaller works-this

- would reduce the procurement lead time and eliminate procedural delays.
- (v) All the approved items in the Annual Action Plan should be broken down into work packages and the same can be referred to by the users during the procurement process.
  - (vi) MHA should undertake a Best Practice Study wrt measuring Key Performance Indicators (KPIs) measured by leading Police organisations in the world. Accordingly the procurement process at all states should be measured against these KPIs and regular monitoring should be done by MHA to identify and remove the bottlenecks.
  - (vii) MHA should consider going for centralized procurement of specialized items.

### **Quality of works/material procured**

*(Pg-106-109)*

1. MHA should circulate guideline specifications and sample tenders for all items that can be procured locally by the states.
2. MHA should also consider appointing a Technical Consultant/Advisor available locally/centrally for providing guidance to the police staff on the latest technology trends/ideally suited equipments available in the markets.
3. MHA should also consider strictly enforcing penalty for poor construction/quality of material supplied by the vendors. Tough actions such as black listing of vendors supplying poor quality material/ services could also be considered.

### **OPERATIONS AND MAINTENANCE OF ASSETS CREATED UNDER MPF**

*(pg-110)*

- a) There is a need to speed up CCTNS implementation at all states and to ramp up the Internet connectivity.
- b) Extensive Computer Training should be made part of the Police Induction training to ensure success of the computerization initiatives.
- c) MHA should also explore the option of creating a specialized pool of Technology Champions which could be deployed for hand holding the other users.
- d) MHA should get procurement and Asset Management applications implemented for the states.
- e) MHA could consider appointing third party agencies for undertaking periodic inspections.

### **General suggestions from the field**

*(Pg110-111)*

- (i) MHA should explore the possibility of providing special vehicles for improving mobility of the women constables.
- (ii) Basic facilities like Drinking water, RO plant should be provided under MPF in Rural Police Stations where there is poor ground water quality.
- (iii) Old/outdated weapons/equipment should be phased out and replacement should be allowed through selling such equipment and procuring new equipments by paying the differential amounts from the MPF funds.

## CHAPTER 4: CONCLUSIONS AND RECOMMENDATIONS - BPR&D

### Observations

The Bureau simultaneously carried out an independent study of the Impact of the scheme is having in the different states. In order to accomplish this task a questionnaire was circulated to all states for their views and responses. The questionnaire aimed at getting the information from the states in respect of the problems faced in implementation, purchase, funding pattern, focus areas etc. along with suggestions. 21 States have submitted the responses to the questionnaire. Arunachal Pradesh, Bihar, Gujarat, Himachal Pradesh, Kerala, Maharashtra, Meghalaya, Tamil Nadu, Andaman & Nicobar Islands, Dadar & Nagar Haveli, Daman & Diu, Delhi, Lakshwadeep and Puducherry have not sent their responses to the Bureau.

In the foregoing analysis an attempt has been made to assess the impact of MPF Scheme on the basis of data received from the responding states and to some extent from other sources. The findings after analysing the replies to the questionnaire are as follows:

1. 50 % of the states which responded to the questionnaire felt that the criterion adopted for quantum of allocation of funds should be need based or on 'Deficiency Criterion'.
2. State Police Forces want the inclusion of ammunition (consumable) in the scheme.

3. Inclusion of weapons under plan scheme is preferred.
4. Allocation of funds for the expenditure incurred in training of the manpower in operation of new equipments should be made.
5. Funds for maintenance of buildings constructed under the scheme needs to be provided.
6. There are unavoidable delays in the release of funds.
7. The non-availability of items in the DGS&D Rate Contract list causes delays.
8. Periodic assessment of the implementation of the scheme should be carried out.
9. Most states face a lot of problems in the import of weapons/equipments. The custom duty exemption process is so long that it delays the whole process.
10. A strong need for a Testing Facility is felt.
11. The component that deals with construction should be allowed different and longer time period so as to avoid delays due to climatic conditions, strikes, terror attacks etc.
12. Training of all police officers to be mandated. The essential training of 1 week should be provided to all officers in the states.
13. In the area of police mobility there is a perceptible impact in police visibility.
14. In the area of police communication there has been an appreciable improvement
15. The performance in police buildings is also quite satisfactory due to construction of many new police stations, police outposts, state police offices etc.

## **CONSOLIDATED INFERENCES DRAWN- BPR&D**

- (i) Police Modernization needs to be continued further for creation of police infrastructure and logistics at an optimum level in tune with the expected efficiency & effectiveness of Police.
- (ii) The distribution of infrastructure and logistic should be above a thresh hold level to make a visible impact in police performance.
- (iii) Police housing needs more investment since the requirement is very high in this sector.
- (iv) Police Modernization in the Naxal affected States may be given priority by strengthening the Special Infrastructure Scheme. There are severe governance challenges in most naxal affected states.
- (v) Implementation of the Scheme needs to be simplified.
- (vi) Special incentives to be given to the states that are performing well in the implementation and utilization under this scheme.
- (vii) Centralized purchase of the items to be imported be made. The demands from the states can be asked for in advance and the funds diverted from the source itself.
- (viii) A Testing Facility of international standard should be made to facilitate the testing procedures adopted during Tendering.
- (ix) Scheme should continue for at least 10 more years.

## CHAPTER 5: SUMMING UP

On page 68 of Volume 1 of the report, E & Y write, “the past and current data of various parameters like construction, mobility, mobile FSL, computerization, equipment was assessed. It depicts gaps in the requirements and adequacy levels in almost all parameters covered under the MPF scheme. Even though certain parameters have shown significant improvement but the larger impact of the same could not be seen due to significant simultaneous increase in the sanctioned strength of police personnel”.

The police modernization has to go a long way to full fill the goals envisaged. A targeted goal of ten years should be kept so that by the year 2020 the Indian Police can be compared favorably with their counter parts in the developed countries.

With changing scene at the ground level the Police forces are forever being challenged into meeting new requirements every day. It is of paramount importance to provide a safe and secure environment to the citizen of the country. The degree and variety of crime is on an upward trend for last many years. The police Forces of the country need to feel confident and secure themselves in order to transfer the same confidence to the public. This can only be achieved by modernizing the Forces. Technology being such a huge force multiplier as well as crime eliminator/fore-warning tool it needs to be tapped adequately.

The MPF scheme has taken the police thus far and needs to allow for more implementation and modernization. It is strongly felt at all levels that the MPF scheme has benefited the police like nothing else in the past. It allows them to procure the latest

weapons, equipments, forensic tools and get trained in the latest systems and technology.

The Bureau strongly recommends the continuation of the scheme with more funds for the LWE and terror infested states. Also the inclusion of special schemes like Border Policing, Coastal Policing etc will certainly enhance its utility.