

FIFTEENTH KERALA LEGISLATIVE ASSEMBLY

**COMMITTEE
ON
PUBLIC ACCOUNTS
(2023-2026)**

FIFTY FOURTH REPORT

(Presented on 26th June, 2024)



**SECRETARIAT OF THE KERALA LEGISLATURE
THIRUVANANTHAPURAM
2024**

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On

**Paragraphs relating to Home Department contained in the Reports of
the Comptroller and Auditor General of India for the years ended
31st March 2017 and 31st March 2018 (General and Social Sector)**

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COMMITTEE ON PUBLIC ACCOUNTS
(2023-2026)
COMPOSITION

Chairman :

Shri. Sunny Joseph

Members :

Shri. Manjalamkuzhi Ali

Shri. M. V. Govindan Master

Dr. K. T. Jaleel

Shri. C. H. Kunhambu

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Shri. P. S. Supal

Shri. Thomas K. Thomas

Shri. K. N. Unnikrishnan

Shri. M. Vincent

Legislature Secretariat :

Dr. N. Krishna Kumar, Secretary.

Shri. Selvarajan P. S., Joint Secretary.

Shri. Jomy K. Joseph, Deputy Secretary

Smt. Beena O. M., Under Secretary.

INTRODUCTION

I, the Chairman, Committee on Public Accounts, having been authorised by the Committee to present this Report, on their behalf present the Fifty Fourth Report on paragraphs relating to Home Department contained in the Reports of the Comptroller and Auditor General of India for the years ended 31st March 2017 and 31st March 2018 (General and Social Sector).

The Reports of the Comptroller and Auditor General of India for the years ended 31st March 2017 and 31st March 2018 (General and Social Sector) were laid on the Table of the House on 18th June 2018 and 12th February 2020 respectively.

The Committee considered and finalised this Report at the meeting held on 08th May 2024.

The Committee place on records our appreciation of the assistance rendered to us by the Accountant General in the examination of the Audit Report.

Thiruvananthapuram,
26th June, 2024.

SUNNY JOSEPH,
Chairman,
Committee on Public Accounts.

REPORT HOME DEPARTMENT

6.3 Misappropriation of Government money in Vilappilsala Police Station, Thiruvananthapuram

Non-adherence to codal provisions and laxity in discharge of mandated responsibilities resulted in misappropriation of ₹4.86 lakh.

Provisions of the Kerala Treasury Code (KTC) required all Government officers who handle cash to enter all monetary transactions in the Cash Book as soon as they occur and to be attested by the Head of Office in token of check. The Head of Office should verify the totalling of the Cash Book or have this done by some responsible subordinate other than the writer of the cash book and initial them as correct. At the end of each month, the Head of Office should verify the cash balance in the cash book and record a signed and dated certificate to that effect. The KTC also required that when Government moneys in the custody of a Government Officer were paid into the treasury or the bank, the Head of the Office making such payments should compare the Treasury Officer's receipt or the bank's receipt on the challan or compare his pass book with the entry in the cash book before attesting it, and satisfy himself that the amounts have been actually credited into the treasury or the bank. The Kerala Police Manual, 1969, (Police Manual) entrusted the responsibility of maintenance of Cash Book in police stations with the Station House Officers (SHO) and in his absence, the Station Writer. The Police Manual also required the Circle Inspectors to verify cash book and cash balance in hand in Police Stations whenever they visit them for other purposes. Audit noticed failure to adhere to the codal/manual provisions and resultant misappropriation of ₹4.86 lakh in the Vilappilsala Police Station, during audit of Office of the District Police Chief, Thiruvananthapuram Rural for the period August 2015 to June 2016, as detailed below.

Upto September 2015, the fines levied and collected under the Motor Vehicles Act, 1988 (MVA) and the Cigarettes and other Tobacco Products (Prohibition of Advertisement and Regulation of Trade and Commerce, Production, Supply and Distribution) Act, 2003 (COTPA) by the SHO of each Police Station and Circle Offices under the Office of the District Police Chief, Thiruvananthapuram Rural

were directly deposited at the cash section of the District Police Office. The remittances were made through Money Memo¹ in Kerala Police Form No. 105 (KPF 105). The District Police Chief, Thiruvananthapuram Rural (DPC), citing reasons such as wastage of time and money due to policemen having to travel to the Office of the DPC for making remittances and to make use of the online banking facilities, modified the procedure and ordered (September 2015) that fines collected under the MVA and COTPA be deposited into the designated current accounts in the State Bank of Travancore (SBT), jointly opened and operated by the DPC and Accounts Officer of Office of the DPC, from October 2015. All fines, thus collected, were to be deposited in the nearest branch of the SBT with the counterfoil of the pay-in-slip to be retained as expenditure voucher and forwarded to the Cashier, Office of the DPC along with the daily remittance statement on the first day of the next week. The Cashier, Office of the DPC was to collect details of daily remittance from the bank's site and use it as receipt voucher for recording in the cash book. The money, thus deposited, was to be remitted into treasury the next day. A detailed monthly statement of the fines collected and remitted into the bank should reach the Office of the DPC before the fifth of next month.

Audit conducted a test-check of records for the month of January 2016 at the Vilappilsala Police Station under Malayinkeezhu Circle which revealed that fines collected under MVA and COTPA of ₹51,200 and ₹3,600 respectively and shown in the Cash Book as having been remitted to the Office of the DPC through Money Memo had not been actually remitted. Further, an amount of ₹400 collected as fine under MVA was not recorded in the Cash Book. As the Money Memo acknowledgements/bank receipts in proof of deposits were not available in the Police Station, Audit detected the misappropriation by cross verifying the payments purported to have been made to the Office of the DPC with the records of the Office of the DPC and Bank statements. It was found that the amounts entered in the cash book as remitted through Money Memo were not deposited, either with the Office of the DPC or in the Bank.

Audit then conducted a detailed scrutiny of cash books and related records at the Vilappilsala Police Station and the Office of the DPC for the period 01 October 2015² to 22 July 2016³, which revealed that the MVA and COTPA fines of ₹4.86 lakh collected during the period was misappropriated using the same modus operandi. Consequent to Audit pointing out the misappropriation, the Writer of Vilappilsala Police Station remitted (July 2016)

1 Form to send money from the Units to the Head office

2 Date from which orders of DPC on remittance of fines into bank accounts came into effect.

3 Date of taking possession of cash book by SHO from Station Writer.

₹5.19 lakh into the bank account opened for remittance of fines collected on account of violations under the MVA. Since an amount of ₹0.33 lakh was remitted in excess of the amount in question (₹5.19 lakh - ₹4.86 lakh = ₹0.33 lakh) by the Writer, the same needs to be set right after following the prescribed procedure.

Audit observed systemic deficiencies, which led to the misappropriation of cash. The assigned duty as per the stipulation in the KTC that all entries in the cash book were to be attested by the head of the office, in this case, the SHO, was not done. The SHO did not compare the entries in the Cash Book with the counterfoil of the Pay-in-slip and thus failed to confirm that the payments were actually made into the Bank account. The laxity of the Circle Inspector of Malayinkeezhu Circle (CI) who inspected the Police Station on 04 December 2015, is evident from the fact that he failed to detect the misappropriation. Audit observed that there was no internal audit system in place in connection with the verification of fines collected under the MVA and COTPA at District Police Office level.

Thus, multiple failures at various levels facilitated misappropriation of Government money at Vilappilsala Police Station. Consequent to the matter being referred to the State Police Chief, the Station Writer was placed under suspension, a crime case registered against him and the case transferred to Crime Branch, Crime Investigation Department. While one SHO was awarded a punishment of 'increment bar for one year without cumulative effect', an oral inquiry was ordered against the other SHO. At the instance of Audit, the Government also issued (November 2017) strict direction to the State Police Chief to adhere to the relevant rules in KFC and KTC while handling Government money. Government may take steps to strengthen the internal control mechanism, so as to avoid recurrence of such instances in future.

[Audit Paragraph 6.3 contained in the Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31st March 2017]

[Note submitted by the Government on the above audit paragraph is included as Appendix-II]

Excerpts from the discussion of Committee with officials concerned.

1. Regarding the above audit para, the Committee observed that misappropriation was committed in the Vilappilsala Police Station. The Additional Chief Secretary, Home Department informed the Committee that Shri Rajesh, the Policeman who committed the misappropriation had been

dismissed from service with compulsory retirement and the money had been recovered. The increment of the Station House Officer had been barred without cumulative effect and the said case was being investigated by the crime branch and the charge sheet was being prepared.

2. The Committee enquired why no action was taken against the SHO who was directly responsible for keeping the daily cash book and the Committee expressed its dissent to the departmental action of removing an officer below the rank of Station House Officer from the service while barring only the increment of the Station House Officer, responsible for keeping the cash book. The Additional Chief Secretary, Home Department informed the Committee that he would check the case file and the involvement of the Station House Officer in that misappropriation and whether he had been made accused.

3. The Committee noticed that as per Kerala Police Manual 1969, the duty of maintaining the cash book in the police station rested with the Station House Officer and in his absence, with the Station Writer. Hence there was no reason for the dismissal of the station writer from service. The Committee wanted to know the present stage of the case and whether it was charged or not. The Additional Chief Secretary, Home Department replied that the prosecution sanction in respect of the case was pending.

4. The Committee opined that there were fixed responsibilities for the Station House Officer as per the Police Manual and that the failure of the authorities to book the real culprits would only encourage them to escape and repeat such offences. The misappropriation in question, might have been continuing over a long period of time and it was pointless to state that the Station House Officer, who was supposed to check the cash book daily, had no involvement in the case. The Senior Deputy Accountant General added that while the demand for the misappropriated amount was ₹ 4.86 lakh, an amount of ₹ 5.19 lakh was remitted and that also needed to be set aright following the prescribed procedure. The Committee directed the department to take action to ensure non occurrence of such incidents in future and also to provide the details regarding the current status of the case and the details of the accused involved in the case to the Committee at the earliest.

Conclusion/Recommendation

5. The Committee recommends to impart adequate training with respect to handling of cash, maintaining of registers, dealing with treasury transactions and responsibilities in financial matters to all the SHOs in the State in a continuous, effective and time bound manner.

2.1. Introduction

The scheme of Modernisation of Police Forces (MOPF) was launched (1969-70) by the Government of India to make the State police more efficient and effective by means of latest equipment, resources and technology. It was envisaged to reduce the dependence of the State on the army and central para military forces to meet the challenges to internal security and the law and order situation. The MOPF has four major components viz., mobility, weaponry, construction and equipment for training, forensic science laboratories, communications & surveillance, etc. The MOPF Scheme was funded on sharing basis by Government of India (GOI) and Government of Kerala (GOK) in the ratio of 75:25 during 2005-12, which was revised to 60:40 for the period 2012-13 to 2016-17. The scheme was again extended in 2017 for a period of three years after making modifications⁴ and renaming it as “Assistance to State for Modernisation of Police”. The Scheme is slated to end in March 2020. The MOPF scheme guidelines specifically mention about meeting the deficiencies in various aspects in police administration as identified by the Bureau of Police Research and Development (BPR&D). The BPR&D norms are applicable to all the components of MOPF other than Weaponry, which is regulated by the Arming Policy for the State/Union Territory Police forces as issued by the Ministry of Home Affairs, Government of India in February 1995.

2.2. Organisational Setup

The Department is headed by Additional Chief Secretary (ACS), Home Department at the Government level and the Director General of Police (DGP) and State Police Chief (SPC) at the department level. For the purpose of maintaining law and order, the State has been divided into two Police zones each headed by an Additional Director General of Police (ADGP). Each zone has two ranges headed by an Inspector General of Police. There are 19 Police districts⁵ in the State of which five are Commissionerates. While the Thiruvananthapuram City and Kochi City Commissionerates are headed by District Police Chiefs of the rank of Deputy Inspector General of Police, the remaining police districts are headed by officers of the rank of Superintendent of Police. Each Police District has Police Stations and Police Posts as field units. The detailed organisational setup of the Kerala Police is shown as a chart in **Appendix III (1)**

4 While GOI excluded the component ‘Construction’ from 2015-16, ‘Mobility’ component was excluded from the ambit of MOPF since 2017-18. The funding pattern continues to be 60:40 between GOI and GOK.

5 Area of jurisdiction falling under each of the five Revenue Districts (Thiruvananthapuram, Kollam, Ernakulam, Thrissur and Kozhikode) was divided into two for Administrative purpose as Rural Police District and City Police District.

2.3. Audit Objectives

The Performance audit was conducted to ascertain whether the:

- Modernisation plans were prepared realistically after careful assessment of requirements;
- Implementation of the scheme was effective and efficient in line with the scheme objectives; and
- Financial management was efficient and effective and funds of GOI and GOK were utilised optimally for the intended purposes.

2.4. Audit Criteria

The following audit criteria were adopted:

- MOPF scheme guidelines and Long-term Strategic Plan and Annual Action Plans approved by Ministry of Home Affairs (MHA);
- Norms/requirements specified by Bureau of Police Research & Development, MHA in respect of operational vehicles, weapons, equipment, buildings, manpower etc.;
- Kerala Stores Purchase Manual, Public Works Code and Manual, Financial and Treasury Codes;
- Orders, Circulars, etc., issued by GOK.

2.5. Audit Scope and Methodology

The Performance Audit covering the period 2013-18 was conducted between May 2018 and October 2018 by test-check of relevant records in the Government Secretariat, Police Headquarters, the Kerala Police Housing and Construction Corporation Ltd. (KPHCC) and the selected field offices. Audit also conducted Joint physical verification to assess the status of various components of schemes for modernisation of the police department. An Entry Conference was conducted on 25 April 2018 with the Additional Secretary, Home Department and Inspector General (IG), Police Headquarters during which the audit objectives, criteria and methodology for conduct of audit were discussed and agreed upon. An Exit Conference was conducted on 08 April 2019 with the Additional Chief Secretary, Home and Vigilance Department and the State Police Chief wherein the observations of Audit were discussed in detail. Response of Government has been suitably incorporated. Government has accepted all recommendations made by Audit.

Audit adopted a multi-stage sampling methodology for selection of 25 per cent of districts. While Thiruvananthapuram District was selected since the Home Department, Police Headquarters, State Crime Records Bureau, etc. Were situated there, the Districts of Alappuzha, Kannur and Malappuram were

selected using Simple Random Sampling without Replacement method. In the second stage 25 per cent of offices of Dy.Superintendents/Assistant Commissioners of Police, Circle Inspectors/Inspectors and Police Stations⁶ were selected on risk based Judgmental Sampling. All the Women (3), Traffic (4), Coastal (8) and Railway (3) Police Stations in the selected districts were covered in Audit. Further, all the Armed Police Battalions (5), Forensic laboratories (2), Finger Print Bureaus (5) in selected districts and Offices belonging to Internal Security Branch, Special Branch and Intelligence Wing in the selected Districts were covered. The State Crime Records Bureau, Kerala State Forensic Laboratory, Kerala Police Academy at Thrissur, Police Training College at Thiruvananthapuram and Cyberdome, Thiruvananthapuram were also covered during the course of Audit.

2.6. Acknowledgement

Audit acknowledges the co-operation extended by Additional Chief Secretary (Home) and the State Police Chief in the conduct of the Performance Audit.

Audit Findings

2.7. Formulation of Modernisation plans – Strategic and Annual Action Plans

Paragraph 6.1 of the MOPF scheme guidelines issued (November 2010) by Government of India (GOI) recommended the preparation of a five-year strategic plan (2011-16) which would incorporate an equipment acquisition-perspective plan for five years. It was envisaged that the five-year strategic plan would identify and analyse gaps in various components under MOPF and in conjunction with the BPR&D norms arrive at a requirement for the State. It was also recommended that decentralised, evidence based, bottom up planning approach with adequate flexibility was to be adopted. An Annual Action Plan was to be prepared by GOK each year based on the five-year Strategic Plan. Audit observed that though the Police Department had formulated a draft Strategic Plan for 2011-16 and for 2017-21, there was no evidence on record to indicate that these were approved by GOK. In the absence of a final approved Strategic Plan, Audit could not examine whether the Annual Action Plans were in conformity with the long-term Strategic Plan. Audit observed that financial assistance under the Scheme was released by MHA despite non-formulation of a Strategic Plan by the State Government.

⁶ Thiruvananthapuram City: 6 out of 21 Police Stations; Thiruvananthapuram Rural: 11 out of 37 Police Stations; Alappuzha: 10 out of 31 Police Stations; Malappuram: 9 out of 34 Police Stations; Kannur: 13 out of 36 Police Stations.

[Audit Paragraphs 2.1 to 2.7 contained in the Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31st March 2018]

[Note submitted by the Government on the above audit paragraph is included as Appendix-II]

Excerpts from the discussion of Committee with officials concerned.

6. While going through the audit para the Committee viewed that although the approval of the Government of Kerala was required for the strategic plan, it had not been obtained and the Committee enquired of its present status. The Additional Chief Secretary, Home Department informed that a strategic plan was prepared every year and the annual action was always being implemented with the approval of the Government and orders had been issued in this regard. He further stated that when plan funds were demanded for Central/State projects, the plan was being discussed and approval was being given but it was not being given as part of the strategic plan.

7. When asked about the need of five year strategic plan, the ACS informed that neither the government was insisting the plan nor the department was giving approval for it. He added that the department was giving approval to the specific yearly components of the strategic plan prepared by the police. The ACS further pointed out that the Accountant General might have made the observation in respect of a central government scheme.

Conclusion/Recommendation

8. No Comments

2.7.1. Formulation of Annual Action Plan

MOPF scheme guidelines require that the MHA would intimate the tentative annual allocations for the ensuing year to the States and invite proposals for Annual Action Plan (AAP) from the State Government. The State Governments would prepare the draft AAP proposals under the scheme and forward to MHA. It was clearly stipulated that the AAP should have been discussed and approved by the State Level Empowered Committee (SLEC)⁷ headed by the Chief Secretary before forwarding the same to MHA. Audit observed that the instructions of the MHA were not complied with in any of the years, as set forth in Table 2.1.

⁷ State Level Empowered Committee presided over by the Chief Secretary with the Additional Chief Secretary/Principal Secretary (Finance), Additional Chief Secretary/Principal Secretary (Home), Planning Commissioner and the DGP as Members constituted to sanction the Annual Action Plan.

Table 2.1: Details of formulation of Annual Action Plan

Year	Date of MHA letter to GOK intimating Plan size	Target Date for submission of AAP to MHA	Date of submission of AAP to MHA	Date of receipt of approval of AAP by MHA	Date of approval by SLEC	Date of issue of Administrative Sanction by GOK
1	2	3	4	5	6	7
2013-14	25.03.2013	15.04.2013	22.04.2013	27.09.2013	07.11.2013	13.12.2013
2014-15	11.03.2014	31.03.2014	25.04.2014	29.08.2014	06.11.2014	20.12.2014
2015-16	11.03.2015	31.03.2015	26.03.2015	24.07.2015	21.04.2015	19.11.2015
2016-17	10.03.2016	31.03.2016	08.04.2016	04.07.2016	23.11.2016	21.01.2017
2017-18	28.04.2017	22.05.2017	24.05.2017	28.08.2017	19.07.2017	24.10.2017

(Source: Details obtained from PHQ)

- Audit observed that the AAPs were forwarded to MHA without obtaining the approval of the SLEC. The SLEC was merely ratifying the proposals submitted by the SPC and approved by the MHA. Scrutiny of records of the Police Department did not indicate that inputs from lower formations were compiled for the purpose of preparing the AAPs. The concept of decentralised, evidence based, bottom up planning approach with adequate flexibility, as enunciated in the MOPF scheme guidelines, was not realised. GOK, while agreeing to the audit observation stated (March 2019) that the AAPs were forwarded to MHA without obtaining approval of SLEC due to paucity of time. Audit was informed that the SLEC has since been reconstituted with the Home Secretary as the Convenor instead of the Chief Secretary. It was stated that the process has been streamlined resulting in the AAP for 2019-20 being forwarded to MHA after obtaining approval of the SLEC.
- Annual Action Plans forwarded by the SPC to the MHA contained errors⁸, which necessitated revision of AAPs. The avoidable revision in AAPs coupled with delayed approval by the SLEC led to delay in release of Administrative Sanction and consequent failure to utilise the annual allocation within the financial year.
- Audit scrutiny also revealed that consequent to low utilisation in the Scheme year, the items in approved AAPs were carried over and implemented in subsequent years (Appendix III(2)). Expenditure on

⁸ Errors included failure to exhibit state share separately and inclusion of routine items and consumables which were not covered under the scheme (AAP 2013-14), proposal to include non-Ordnance Factory Board weapons against the eligible Ordnance Factory Board weapons (2014-15) and allotting 51.12 per cent fund for mobility component against the eligible 25 per cent (2015-16).

items for implementation in AAP for the year 2013-14 was continuing even in the year 2018-19. The intention behind formulation of Annual Plans was thus defeated. GOK, while agreeing with the audit observation stated that the delay in expending funds could also be attributed to bidding processes not finding adequate bidders due to paucity of vendors in Kerala leading to single tendering and resultant delays. However, the fact remains that the timely modernisation of police forces as envisaged under the MOPF scheme was not attained.

[Audit Paragraph 2.7.1 contained in the Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31st March 2018]

[Note submitted by the Government on the above audit paragraph is included as Appendix-II]

Excerpts from the discussion of Committee with officials concerned.

9.The Committee observed that after obtaining the approval of the State Level Empowered Committee (SLEC), the department proceeded to projects and when approval was not obtained, it proceeded to ratification.

10.The Additional Chief Secretary, Home Department informed the Committee that after submitting the detailed plan required for the Central Government plan for 2023-24, the approval was given after presenting it in the meeting at Additional Chief Secretary/ Chief Secretary level and discussing it in detail, and then the plan was submitted to the Government. It was not known when the approval was given during that period.

Conclusion/Recommendation

11. No Comments

2.8. Financial Management

Efficient planning and prudent financial management are essential for successful implementation of programmes and achievement of intended objectives. The MHA fixes the Annual Plan size and informs GOK for preparation of Annual Action Plan. Funds are released in two or three instalments, directly to States, through electronic transfer. For procurement of weapons sourced from the Ordnance Factory Board (OFB), which are fully funded by GOI, the allocated funds are released directly by GOI to the Ordnance Factory Board under intimation to the State Government. During 2013-18, financial assistance for implementation of the Scheme was shared

between GOI and GOK in the ratio of 60:40. Funds released by GOI/GOK during 2013-18 for implementation of MOPF, expenditure incurred and funds remaining unspent were as under.

Table 2.2: Details of funds allocated, received and utilised for MOPF during the period 2013-18

(₹in lakh)

Year	Total allocation in AAP	GOI/GOK funds available	Expenditure incurred	Unspent amount
2013-14	9371.00	1870.90 *	1870.52	0.38
2014-15	7998.00	5270.68	4364.53	906.15
2015-16	2990.00	1514.59	1509.13	5.46
2016-17	2989.00	3501.00	3452.55	48.45
2017-18	3943.00	7100.18	7048.34	51.84
Total	27291.00	19257.35	18245.07	1012.28

*Additionally in 2013-14, ₹ 329 lakh was wrongly released by GOI directly to KPHCC for purchase of equipment. The amount remained unspent with KPHCC until it was transferred to PHQ in April 2017. The PHQ expended ₹ 217 lakh on procurement of equipment in 2017-18. (Source: Detailed appropriation accounts, Release orders of GOI to OFB and Statements of expenditure on Weaponry furnished by PHQ)

[Audit Paragraph 2.8 contained in the Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31st March 2018]

[Note submitted by the Government on the above audit paragraph is included as Appendix-II]

Excerpts from the discussion of Committee with officials concerned.

12. While considering the audit para the Committee enquired the details of the non-expenditure of ₹. 9.06 Crore during 2014-15, the Additional Chief Secretary assured that the details thereof would be submitted without delay.

Conclusion/Recommendation

13. The Committee directs the department to submit the details regarding the non-expenditure of ₹9.06 crore out of the total fund released by GOI/GOK during 2014-15 allotted for implementation of MOPF.

2.8.1. Maintenance of separate account for the scheme

Paragraph 10 of the MOPF scheme guidelines requires the State Police Headquarters (PHQ) and the Kerala Police Housing and Construction

Corporation Ltd. (KPHCC) to follow cash basis⁹ of accounting and maintain books of accounts on double entry bookkeeping principles. Standard books of accounts (Cash Book, Journal, Ledger, etc.) were to be maintained as per the accounting standards of the Institute of Chartered Accountants of India. Monthly Financial Reports were to be prepared and Quarterly Financial Reports based on these were to be submitted to MHA.

Audit observed that the PHQ did not maintain separate accounts for the Scheme. Monthly/Quarterly Financial Reports were also not prepared and forwarded to the MHA, as required under the MOPF scheme guidelines. A scrutiny of the Contingent Bill Register revealed that expenditure on all activities undertaken by PHQ including that of MOPF was routed through the Register and it was not possible to segregate the items of expenditure into scheme expenditure and otherwise. In the absence of separate accounts, the authenticity of the figures recorded as receipts and expenditure under the Scheme, by the PHQ, could not be verified.

During the Exit Conference (April 2019), the Home Secretary accepted the audit observation and directed the PHQ to maintain separate accounts in respect of implementation of the scheme of MOPF in the State.

[Audit Paragraph 2.8.1 contained in the Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31st March 2018]

[Note submitted by the Government on the above audit paragraph is included as Appendix-II]

Excerpts from the discussion of Committee with officials concerned.

14. To a query of the Committee whether separate account was maintained for the Maintenance of Police Forces (MOPF) scheme, the Additional Chief Secretary replied that from the year the Accountant General brought the matter to notice, the separate account was being maintained.

Conclusion/Recommendation

15. No Comments

2.8.2. Failure to remit income from auction of vehicles into the Scheme account

MOPF scheme guidelines stipulates that ownership of equipment procured by the States for installation and use at various peripheral units does not rest

⁹ Under cash basis of accounting, revenue is recorded when cash is received from customers and expenses are recorded when cash is paid to suppliers and employees.

with the PHQ even though it maintains physical control of the fixed assets by way of maintenance of a fixed assets register. Paragraph 10 of the MOPF scheme guidelines also requires the Police Department to maintain separate books of account of the scheme on double entry bookkeeping principles. Thus, the income accruing from the sale of such assets should be booked as receipts under the Scheme accounts and not credited into the Consolidated fund of the State.

Audit noticed that in violation of MOPF scheme guidelines, ₹8.07 crore received by the Police Department on auction of 1,172 condemned vehicles purchased under MOPF, was wrongly credited into the Consolidated fund of the State instead of Scheme accounts.

This resulted in short accounting of receipts under MOPF to the extent of ₹8.07 crore. GOK assured (March 2019) to take effective remedial measures, as suggested by Audit. Audit observed that had the amount been booked under the Scheme accounts during 2013-18, it could have been utilised for the procurement of at least 128 vehicles¹⁰ which could have reduced the shortfall in the number of vehicles deployed at the Police Station level, pointed out in paragraph 2.9 of this Report.

[Audit Paragraph 2.8.2 contained in the Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31st March 2018]

[Note submitted by the Government on the above audit paragraph is included as Appendix-II]

Excerpts from the discussion of Committee with officials concerned.

16. The Committee pointed out that the Accountant General had found that the money received through the vehicle auction was paid to the Consolidated fund of the State instead of being kept in the scheme account. The Committee also pointed out that the AG's comment was that if the revenue received through the auction was kept in the scheme account, the department itself could have utilised it. The Committee enquired whether the said amount was kept in the scheme account at present.

17. The Additional Chief Secretary, Home Department replied that purchase/ auction of vehicles was carried out as per the instruction of the Finance Department and new vehicles could not be purchased using the proceeds of the auction and the Finance Department would not permit to keep the amount in a separate account and use it to purchase vehicles for the department itself.

¹⁰ Like Mahindra Bolero

18. When the Committee pointed out the stipulations in the scheme guidelines that the proceeds from auction of vehicles should be kept in a separate account, the Additional Chief Secretary, Home Department informed the Committee that all the departments should follow the instruction of the Finance Department in that regard and the Finance Department had suggested that the income of each department should not be kept separately by the respective departments.

19. The Additional Secretary, Finance Department added that what should be done with the revenue income obtained through the auction would be mentioned in the guidelines of the Central Government scheme for that year and the administrative department would bring that matter to the attention of the Finance Department and no direct appropriation would be allowed there from.

20. The Deputy Accountant General informed the Committee that the guidelines stated that the revenue income should be accounted in the same account and the State Government intimated on March 2019 through a reply that necessary action would be taken in that regard.

21. The Additional Chief Secretary, Home Department informed the Committee that the annual budget of ₹ 10-15 Crore had been received for the modernisation of the police force. Since 95 per cent of the vehicles of the police department were purchased using the budget provision of the State Government, the general direction should be adopted here that the revenue generated through vehicle auction should be paid to the revenue head of the State itself. A small percent of the amount received for modernisation was also used for purchase of vehicles and that is a matter of financial prudence that the revenue raised by a government department, it being a consolidated fund, should not remain within the purview of that department or be used only for their own expenditure. The ACS admitted that the AG should have been convinced of that fact at the time of audit.

Conclusion/Recommendation

22. No Comments

2.9. Mobility

Mobility is measured in terms of the ability of the police force to move quickly to an incident site. Police mobility is directly linked to police performance. Quick response, in real time to law and order situations helps to preserve the precious lives of people, protect public and private property besides being a reliable indicator of police performance.

BPR&D prescribed scales for various types of operational vehicles such

as heavy/medium/light vehicles and motor cycles required for police stations, district armed reserve and armed police battalions as shown below.

Table 2.3: BPR&D norms for vehicles

Type of vehicle	Armed Battalions	District Police Lines	Police Stations
Heavy	29	7	-
Medium	8	17	-
Light	13	14	2
Motor cycles	5	7	3

(Source: BPR&D norms)

Audit observed that the BPR&D Guidelines which prescribe the same number of vehicles uniformly across all States could only be indicative and not made mandatory since the area of operation of every Police Station across different States would vary, necessitating more/less vehicles than those stipulated under the Guidelines. However, Audit examined the availability of vehicles against BPR&D norms, in the police stations in all the 19 Police Districts in the State. Out of 481 local Police Stations, five Police Stations (1.03 per cent) did not have any Light Motor Vehicle (LMV) and 193 Police Stations (40.12 per cent) were provided with only one LMV each. Further, in respect of two-wheelers, 24 Police Stations (4.98 per cent) did not have any two-wheelers and 245 Police Stations (50.94 per cent) had less than three two-wheelers.

In the case of nine battalions of Kerala Police, the total number of two-wheelers and LMVs available were more¹¹ than the number prescribed in BPR&D norms and there was no shortage of two-wheelers and LMVs in any of the Battalions. The Police Department has not categorised other vehicles like Buses, Lorries, etc., as Heavy Motor Vehicles (HMV) or medium vehicles. Hence when the total number of Buses, Lorries, etc. are taken together, there are only 168 vehicles available against the required number of 333 HMVs and medium vehicles as per BPR&D norms. Thus there is a shortage of 165 vehicles in the category of HMVs and medium vehicles. The objective of providing adequate mobility to the Police forces in the State is yet to be achieved. Shortage of vehicles could adversely affect the mobility of Police especially their patrolling functions in the field, which could impact law and order maintenance in the State.

11 Two-wheelers: 54 available against requirement of 49 and LMV: 159 available against a requirement of 117

2.9.1. Procurement of inadmissible vehicles

The MOPF scheme guidelines only allowed for procurement of vehicles like jeeps, motor cycles and medium/heavy vehicles for deployment at the Police Stations and Outposts. Procurement of cars is not admissible under the scheme. BPR&D stipulated availability of two LMVs in each Police Station. Altogether there were 3,748 LMVs with the Police Department as on 01 January 2018, of which 790 were deployed in Police Stations (against the requirement of 1,042), thus, indicating a shortfall of 24 per cent. Audit noticed that 64 of the 269 LMVs (24 per cent) procured during the period 2013-18 were procured for the use of non-operational units and high-level officers in violation of the MOPF scheme guidelines. Moreover, 41 (15 per cent of 269 LMVs) of the 64 vehicles procured were either cars or luxury vehicles such as Toyota Crysta, Innova, Maruti Ciaz, Maruti Ertiga, Swift Dzire, etc., which were not eligible for procurement under MOPF scheme. Audit observed that while eight of the 64 vehicles were allotted to the vehicle pool at PHQ or to high-level officers, 19 vehicles were allotted to non-operational units like Crime Branch Criminal Investigation Department (CBCID) and 25 vehicles like Bolero SLE 2WD and Tata Sumo Gold were transferred to Vigilance department, which is not covered under the scope of the MOPF scheme.

The action of the police department in procuring luxury vehicles for use of its officers instead of the permissible vehicles was in violation of the MOPF scheme guidelines and therefore, may affect the operational efficiency of the Department. Audit observes that instead of procuring 41 luxury vehicles, the Police Department could have procured at least 46 Bolero's at the same price. Together with the 23 vehicles irregularly allotted to non-operational units, these 69 vehicles would have sufficed to meet the requirement of the five Police Stations that did not have any LMV and 57 of the 193 Police Stations which were provided with only one LMV (referred to in paragraph 2.9). The operational efficiency of these Police Stations could certainly have been enhanced.

GOK stated (April 2019) that cars, SUVs and sedans were used by Police forces in India and abroad for overt and covert operations. It was stated that due to the allocation of additional funds under the State Modernisation of Police Department Scheme and dropping of mobility component generally from MOPE, vehicles of various categories were to be procured as per the Department's requirements.

The reply is not tenable since the MOPF scheme guidelines did not provide for procurement of cars during 2013-18.

[Audit Paragraphs 2.9 and 2.9.1 contained in the Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31st March 2018]

[Notes submitted by the Government on the above audit paragraphs are included as Appendix-II]

Excerpts from the discussion of Committee with officials concerned.

23. While considering the above paras, the Committee concurred with the view of the AG that had found that luxury vehicles were purchased instead of the vehicles under the MOPF Scheme and held that eventhough additional fittings were asked to be installed only some of the items were installed. The Committee directed the department officials to pay attention to the AG's remark that the vehicles purchased for the police station were diverted for the use of high-ranking officials including the ADGP.

24. The Additional Chief Secretary, Home Department replied that vehicles could not be divided as operational and non-operational and that Innova cars were used for highway patrol, Ertiga cars for Pink Police and Thar Vehicles were used in hilly areas like Idukki, Wayanad etc. He also submitted that many states used them for non-operational purpose and that vehicles were used interchangeably for both internal arrangement and operational needs ensuring that such vehicles were not used by higher officials disregarding the operational needs.

Conclusion/Recommendation

25. The Committee observes that the MOPF scheme guidelines were not followed after procurement of vehicles and the department allotted them for the use of non-operational units and high-level officers against the guidelines. So the Committee directs the department to follow MOPF scheme guidelines after procuring vehicles and recommends to strictly ensure that such vehicles are not used by higher officials disregarding the functional needs.

2.9.2 Failure to equip Police force with Mobile Command and Control Vehicles

Approval was accorded by MHA in the AAPs for 2012-13 and 2013-14 for procurement of Mobile Command and Control Vehicles equipped with Hi-tech communication and negotiation facilities. Audit observed that vehicles such as Toyota Fortuner/Innova were purchased without insisting upon the suppliers to

install additional equipment as specified in the supply order. The Police forces were denied advantages envisaged from procurement of these vehicles, as shown below.

2.9.2.1 Procurement of Toyota Fortuner as Mobile Command and Control Vehicle

The approved AAP for 2012-13 of the MOPF included purchase of a Mobile Command and Control Vehicle for ₹30 lakhs. It was envisaged to use the Mobile Command and Control Vehicle 'in hostage situations and also for mobile control stations in serious law and order situations requiring long drawn deployment of manpower'. A technical committee constituted by the Police Department recommended (June 2013) to purchase a specially modified 'Fortuner' from M/s. Toyota Kirloskar Motors Ltd. Supply Order was issued on 24 July 2013 based on the Proforma Invoice submitted by the firm on 06 May 2013 and 15 July 2013 for supply of vehicle at ₹21.61 lakh and modification charges of vehicle ₹8.62 lakh respectively. Payment of ₹21.61 lakh towards cost of vehicle was sanctioned vide order dated 10 October 2013.

Audit observed that the Police Department envisaged modification of the Toyota Fortuner vehicle with the installation of ten items including a 10.1inch Tablet with docking station, Wi-Fi board, USB TV card, software for video conferencing, cameras with inbuilt battery, etc. Audit scrutiny of the proceedings of the Verification Board constituted for the verification of quality of equipment installed on the Toyota Fortuner revealed that the Vendor did not install five of the 10 components required by the Police Department. The Board also found another component viz. 'Siren' to be unsatisfactory. Audit noticed that the vendor intimated the SPC (May 2014) its inability to undertake modification of the vehicle and waived any claim towards charges against modification already undertaken. The partly modified vehicle was taken to stock and payment of ₹21.61 lakh towards cost of vehicle was made to the Vendor. Audit observed that the selection of the Supplier/vehicle to serve as a Mobile Command and Control Vehicle without issuing tenders and ensuring capability of the supplier to modify the vehicle to achieve desired objectives, was in violation of extant CVC guidelines as discussed under paragraph 2.14 of this Report. Audit observed further that the Toyota Fortuner which does not qualify as a Mobile Command and Control Vehicle was allotted (September 2013) to PHQ for use of the SPC.

During the Exit Conference, the SPC (April 2019) while admitting the inability of the vehicle to function as a Mobile Command and Control Vehicle assured

that the vehicle would be converted with additional fitments very shortly. GOK stated (April 2019) that the vehicle would be fully modified as initially envisaged in the next three months and put to use. GOK also assured that while modifying the vehicle, all codal formalities would be followed and the vehicle would be fully utilised for State-wide operations as a Command and Control vehicle.

2.9.2.2 Procurement of two Toyota Innova cars as Mobile Command and Control Medium Vehicle with Hi-tech Communication and Negotiation Facilities

As in the approved AAP for 2012-13, the AAP for 2013-14 of the MOPF also included purchase of a 'Mobile Command and Control Medium Vehicle with Hi-tech Communication and Negotiation Facilities' for ₹30 lakhs. A Technical Committee constituted for identification of suitable vehicle recommended (April 2014) Toyota Innova 2.5G (M) Diesel vehicle as best suited to serve the purpose. Supply Order was placed (May 2014) with M/s. Toyota Kirloskar Motors Ltd. for the supply of two Toyota Innova 2.5 G (M) diesel cars at a cost of ₹21.21 lakh (DGS&D rate). The supply order also specified that additional requirements like proper navigation, control and command facilities, head light and tail light glass protection, etc., would be done by the supplier, free of cost. Even though the vendor supplied the vehicles without any of the additional fittings, the vehicles were accepted by the Police Department, taken to stock and payment made.

Of the two Toyota Innova cars procured, one was allotted to Kozhikode City for the use of Additional Director General of Police (ADGP), North Zone and the other one was allotted to PHQ. The stated purpose to use the vehicles as Mobile Command and Control Medium Vehicle with Hi-tech Communication and Negotiation Facilities was thus, not met.

The SPC, during the Exit Conference (April 2019) admitted the inability of the vehicles to function as a Mobile Command and Control Vehicles and assured that the vehicles would be converted with additional fitments very shortly. However, GOK stated (April 2019) that only a few modifications could be done by the Vendor while some were to be done at the Department level and some by other vendors who are specialised. GOK further stated that a wholesome tender was therefore not in the interest of the Department and cannot be easily done.

The reply of Government is not tenable in view of the fact that Supply Order was placed by the SPC requiring the Vendor to supply additional equipment

and effect modifications to the vehicles, free of cost. Therefore, it was incumbent upon the SPC to ensure that the Vendor was capable of effecting the proposed modifications before award of the work. Audit observes that if the objective was to indeed procure Mobile Command and Control Vehicles, the SPC should have complied with CVC guidelines requiring procuring organisations to first invite Expressions of Interest and finalise specifications based on technical discussions/presentations with experienced manufacturers /suppliers in a transparent manner before issuing tender. Audit is of the view that the fact that CVC guidelines were not complied with, the vehicles were accepted from the Vendor without any of the additional fittings and were deployed with officers rather than at Police Stations indicates that the vehicles were procured by the Police Department, not for deployment at the Police Station level, but for use of its senior officers. These vehicles were labelled as 'Command and Control Vehicles' in the AAP, only to circumvent the MOPF scheme guidelines which did not approve procurement of Cars¹² under the scheme.

2.9.2.3 Unauthorised purchase of Bullet Resistant vehicles for VIPs/VVIPs and persistent violation of MOPF scheme guidelines by State Police Chief.

The MOPF Scheme Book 2010, issued by the MHA, which governs the procurement, accounting and audit arrangements for MOPF clearly stipulates that procurement of vehicles for VIP security is absolutely inadmissible under the Scheme. The Stores Purchase Manual of Kerala also provided for resorting to open tenders (invitation to tender by public advertisement), as a general rule, in cases of procurement of items costing above ₹10 lakh. It also provided for adopting limited tender system instead of the open tender system if there were sufficient reasons to decide that it was not in the public interest to call for tenders by advertisement.

The AAP 2016-17 allocated ₹1.26 crore to the Police Department for procurement of two Bullet Resistant vehicles. Administrative Sanction was accorded (January 2017) by GOK for purchase of two bullet resistant vehicles for ₹1.26 crore to ensure security of VIPs, VVIPs and Z+ category visitors to the State. The Administrative Sanction was accorded by GOK subject to the condition that the relevant provisions contained in the Store Purchase Manual/Open tender shall be strictly followed in all cases of

¹² The MOPF scheme guidelines only permitted procurement of vehicles like jeeps, medium/heavy vehicles under the Scheme.

purchases/software development.

Audit observed that the SPC, without calling for open tender as required under the Stores Purchase Manual, constituted a Technical Committee which evaluated (July 2017) vehicles from three manufacturers¹³ and recommended the purchase of Mitsubishi Pajero from M/s. Hindustan Motors Finance Corporation Ltd., at a price of ₹55.02 lakh. Subsequently, the Department placed (August 2017) supply order with M/s. Hindustan Motors Finance Corporation Ltd. for two bullet resistant vehicles without inviting tenders at a total cost of ₹1.10 crore. On the same day, the Department, citing security concerns as a reason for not tendering, requested GOK to ratify its action of having placed supply order without following tender procedure. Advance payment of ₹33 lakh (30 per cent of the cost of the vehicles) was also made (September 2017) to the supplier by the Department without awaiting ratification from GOK. GOK, in April 2018, declined to ratify the action of the SPC of placing the supply orders with M/s. Hindustan Motors Finance Corporation Ltd. and the sanction of the advance payment of ₹33 lakh to the firm. The vehicles were received (June 2018) by the Police Department. Audit was informed by the Police Department (June 2018) that the balance amount of ₹77 lakh was yet to be released to the supplier.

Audit observed that the SPC in procuring the Bullet Resistant Vehicles, violated MOPF scheme guidelines which prohibited procurement of vehicles for VIP/VVIP security utilising MOPF funds. More seriously, Audit observed that the SPC was persistently and knowingly violating the MOPF scheme guidelines in view of the fact that an earlier Concurrent Evaluation of the MOPF Scheme in Kerala, conducted by the MHA in September 2014 had pointed out that similar vehicles purchased earlier under MOPF and deployed for VVIP security purposes were against MOPF scheme guidelines. Further, the action of the SPC in placing the supply order and releasing the advance amount without inviting tenders was in violation of extant norms.

During the Exit Conference (April 2019), the SPC stated that procurement of these vehicles was made considering their non-availability in the State and that in view of security issues, he was not in favour of open tender system. GOK stated (May 2019) that the department was reviewing the deployment of these vehicles. Audit was informed that considering the audit observations, bullet resistant vehicles purchased under these schemes would maximally be

13 M/s. Tata Motors Ltd., M/s. Mahindra & Mahindra and M/s. Hindustan Motors Finance Corporation Ltd.

used for general security related purposes, at the field police level. GOK also justified resorting to limited tender since the Stores Purchase Manual authorised such purchases in instances where there were sufficient reasons for holding that it was not in public interest to call for tenders by advertisement. It was stated that the department was fully convinced of the fact that open tender mode of procurement for bullet proof vehicles was not advisable and desirable from a security point of view.

The reply of GOK justifying its failure to effect the procurement under open tender through advertisement is not tenable in view of the fact that Administrative Sanction was accorded by GOK to the SPC for effecting procurement under the Stores Purchase Manual/Open Tender. As also mandated by the Stores Purchase Manual, the SPC should have recorded sufficient reasons to decide that it was not in the public interest to call for tenders by advertisement before resorting to limited tender. These conditions were not complied with by the SPC. It was noticed that even the procedure for limited tender¹⁴ was not followed. The SPC neither followed open tender system nor limited tender system. The entire procurement process was thus vitiated. Audit observed that the SPC had as early as in April 2017, obtained the specifications and Proforma Invoice from the suppliers of 'Mitsubishi Pajero Sport' much before the meeting of the Technical Committee in July 2017, clearly indicating that the vehicle had been identified for purchase and that there was no intention to procure the vehicle under Open Tender or even Limited Tender. Prior sanction of GOK was also not sought for by the SPC before making advance payment of ₹33 lakh to the supplier in September 2017. Citing security considerations as a reason for not resorting to open tender is also not acceptable since various police forces across the country like Orissa and Bihar have resorted to open tender for making similar procurement. Thus, the procurement of the Bullet Resistant Vehicles was unauthorised and was effected in complete violation of the conditions stipulated in the Stores Purchase Manual.

The objective of providing increased mobility to the police forces as envisaged by GOI under the MOPF scheme would have been achieved had the Police Department procured bullet proof/mine proof vehicles for deployment in Naxalite infested areas rather than acquire bullet proof cars

¹⁴ Procedures for making procurements under limited tender stipulate that while wide publicity need not be given, identified suppliers/manufacturers may be intimated and tender documents may be supplied to them free of cost. The suppliers/manufacturers have to submit sealed bids which are to be opened on the specified date as in open tender system.

for VIP security.

Recommendation 2.1: GOK may ensure that mobility of the police force is ensured by addressing the shortfall in vehicles. Procurement of vehicles for non-operational purposes and circumvention of MOPF scheme guidelines in the purchase of operational vehicles must be avoided.

[Audit Paragraphs 2.9.2, 2.9.2.1, 2.9.2.2 and 2.9.2.3 contained in the Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31st March 2018]

[Notes submitted by the Government on the above audit paragraphs are included as Appendix-II]

Excerpts from the discussion of Committee with officials concerned.

26. While considering the above audit paras, the Committee observed that the audit had raised an objection that the mobile command and control vehicle had been procured without tender and payment was made in full even though the tender conditions were not fully complied with.

27. The Additional Director General of Police, Police Head Quarters informed the Committee that vehicle in question was being used for anti- Naxal operation in the North Zone.

28. To a query of the Committee whether the finance wing of the Home Department should have checked for procedural compliance, the Additional Chief Secretary, Home Department informed that once the approval was given, the Police Head Quarters would have to check whether the procedures were followed.

29. The Committee drew attention to the AG's observation that the siren of the vehicle was not satisfactory and enquired whether the fittings to equip the vehicle to be used as mobile command and control vehicle, were actually installed. The Committee observed that eventhough ten additional items were to be installed, only five were fitted.

30. The Additional Director General of Police, Police Head Quarters replied that the vehicle was being used as a mobile command control vehicle and was not used in the city area. The Senior Audit Officer added to the discussion that the additional fittings in the vehicle were not paid for. The Additional Chief Secretary assured the Committee that strict action would be taken to prevent recurrence of such flaws in future. The Committee observed that the bullet proof vehicles were purchased when there was a stipulation that vehicles should not be purchased using MOPF fund for VVIP security.

31. The Additional Director General of Police, Police Head Quarters

informed the Committee that bullet proof vehicles were not manufactured in India and ordinary vehicles were bought and sent to the Ordnance Factory in Punjab, for alteration and that SPG had suggested to get ready a spare bullet proof vehicle for the use of VVIPs visiting the State.

32. The Committee observed that audit objection was raised because the purchase of the vehicles was done without obtaining government sanction and the Senior Audit Officer added to the discussion that the Government had declined to ratify the purchase in April 2018. The Additional Chief Secretary admitted the observation of the Committee and that of the AG.

Conclusion/Recommendation

33. The Committee directs that department should strictly adhere to the relevant guidelines and procedures during procurement of vehicles and special care should be taken to ensure that the vehicles purchased are used for their original purpose.

2.10 Weaponry

Under the MOPF Scheme, the Ordnance Factory Board (OFB) under GOI was the sole manufacturer/supplier of arms and ammunitions to the Police/Armed forces in the country. It was envisaged that GOI funds for the arms and ammunition identified and manufactured by the OFB and approved in the AAP would be released directly by the MHA to the OFB. The States were to collect the weapons and ammunition from the OFB factories on receipt of intimation from OFB.

2.10.1 Budgetary Provision

The allocation and utilisation of funds for procurement of weaponry during 2013-18 is given below.

Table 2.4: Allocation and utilisation of funds for procurement of weaponry during 2013-18

Year	Annual Action Plan		Amount available for utilisation		Amount utilised		Unspent amount	
	GOI	GOK	GOI	GOK	GOI	GOK	GOI	GOK
2013-14	273.00	0.00	144.00	0.00	143.62	0.00	0.38	0.00
2013-14 Supplementary Plan	70.00	0.00	70.00	0.00	68.80	0.00	1.20	0.00
2014-15	215.00	0.00	187.00	0.00	0.00	0.00	187.00	0.00
2015-16	201.00	0.00	204.16	0.00	198.70	0.00	5.46	0.00

2016-17	201.00	104.00	201.00	104.00	172.78	0.00	28.22	104.00
2017-18	220.00	104.00	220.00	104.00	177.57	23.40	42.43	80.60
Total	1180.00	208.00	1026.16	208.00	761.47	23.40	264.69	184.60

(Source: Annual Action Plan and details obtained from PHQ)

Audit noticed short release of GOI assistance in 2013-14 and lapse of fund during 2014-15. It was seen that during 2013-14, GOK failed to adhere to directions of a GOI constituted High Power Committee to submit revised AAP by including such weapons, which were in the production range of the OFB. Instead, the revised AAP of GOK again included weapons, which were not in the production line of OFB. Consequently, GOI released only ₹1.44 crore to OFB which related to weapons in the production line of OFB. On receipt of a revised list of required weapons from GOK, GOI advised GOK (November 2014) to forward the list, duly approved by the SLEC, directly to OFB. Audit observed that GOK forwarded the revised list only in January/February 2015. Subsequently, MHA informed GOK (February 2016) that funds allocated during 2013-14 for MOPF scheme had already been exhausted long back and that it was not possible to allow funds for more weapons at that stage. Similarly, in 2014-15, though ₹1.87 crore was released by GOI to OFB in favour of GOK, no weaponry was issued to GOK for the reason that weapons which were not in the production line of OFB were demanded by GOK. The unutilised amount of GOK retained by OFB as suspense was subsequently utilised by OFB to set off the deficit in fund released by GOI during the year and was thus denied to GOK.

GOK admitted (March 2019) that it included certain items¹⁵ in the AAP which were non-OFB ones hoping that MHA would assist positively in the procurement of these weapons. The fact, however, remains that MHA had allocated ₹1.87 crore to the State during 2014-15 to procure modern weapons from OFB. The GOK placed an order for weapons which were not in the production line of OFB. As a result of which the State was unable to utilise ₹1.87 crore, allocated for its modernisation but also lost the opportunity to procure modern weapons like 5.56 mm INSAS rifles, Tear Gas Guns and Multi shell launchers from the OFB during 2014-15.

During the Exit Conference, the SPC, while agreeing with the audit observation, assured that the shortfall in funds which occurred in the past would be compensated in future.

2.10.2 Shortfall in availability of modern weaponry and consequent deployment of obsolete weapons

15 MP5 A3 SMG, Glock 19 Pistols, 7.62mm AK series rifles

The Arming Policy for State/UT Police Forces issued by MHA (February 1995) revised the scale of weaponry for the State/UT police forces after reckoning the then authorised weapons viz., .303 rifles, .410 Musket, .38/.45 revolver and the Thompson Machine Carbine (TMC) as obsolete. MHA was of the view that all these weapons were to be replaced in a phased manner. However, keeping in view the constraint of availability of conventional and modern weaponry from indigenous sources, MHA recommended a judicious mix of both, for use in varying situations. It recommended that the basic weapon for Civil Police Force should be .303/7.62 mm (BA) rifle and 7.62 mm (SLR) for State Armed Police.

Audit examined (September 2018) the status of availability of modern weaponry and noticed that the Department has only 11,446 modern weapons¹⁶ for Police Constables, Civil Police Officers, Sr. Civil Police Officers and Havildars against the requirement of 41,064 resulting in a deficit of 29,618 weapons (Appendix III(3)).

Thus, as on September 2018, 29,690 Civil Police Officers and Senior Civil Police Officers (erstwhile Constable/Head Constable) were supplied with the outdated weapons. In the Armed Police Battalions also, 3,203 numbers of now obsolete .303 Rifle and 2,639 numbers of 7.62mm Bolt Action Rifle (BAR) were in use.

Audit observed that the police department failed to receive modern weapons like 530 Nos. 5.56 mm INSAS rifles, 160 Nos. Tear Gas Guns and 10 Nos. Multi shell launchers from the OFB during 2014-15 due to laxity of the police department and resultant lapse of GOI allocation of ₹1.87 crore during the year, as pointed out in paragraph 2.10.1 of this report. The shortfall in modern weapons in the police department could have been reduced to that extent.

[Audit Paragraphs 2.10, 2.10.1 and 2.10.2 contained in the Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31st March 2018]

[Notes submitted by the Government on the above audit paragraphs are included as Appendix-II]

Excerpts from the discussion of Committee with officials concerned.

34. While considering the above audit paras, the Committee inquired about the present status of arms procurement.

35. The Senior Deputy Accountant General informed that orders should be

¹⁶ 7.62 mm SLR and INSAS rifles

placed as per the list of weapon approved by the Ordinance Factory, Board and pointed out instances on the contrary in previous years an account of lack of due diligence.

36. The Additional Director General of Police, Police Head Quarters informed that such instances happened due to lack of attention on the part of the officials at that time and at present the purchase was being done through ordinance factory.

Conclusion/Recommendation

37. No comments

2.10.3 Shortage of physical stock of weapons and live cartridges in Special Armed Police Battalion, Thiruvananthapuram

The steps to be taken by the Police Department on security, maintenance, cleaning and repairs of arms and ammunition was detailed in an Executive directive issued by the DGP in February 2004. The directions included instructions to officers who were in charge of arms and ammunition to check the arms and ammunitions in their charge at least once a week and make an entry in the register maintained for the purpose, regarding the correctness of arms and ammunitions kept in the Store. It was also instructed that the Company Commander/Circle Inspector should conduct surprise physical verification of stocks of Arms and Ammunition once a month and make a record of it in the register maintained for the purpose. The Superintendent of Police/Commandant should check the arms and ammunition once in every six months and ensure the correctness. Senior police officers visiting the camps/police stations were also to physically verify the arms and ammunitions in stock, the quantity received, issued, etc., and incorporate the same in their Inspection Reports.

Audit noticed that the Stock Register and related records of arms and ammunitions in the Special Armed Police Battalion, Thiruvananthapuram (SAPB), were not properly maintained. The entries in the Stock Registers had many over writings, use of white correction fluid and striking off of entries etc. The entries and corrections were not properly authenticated. Audit could not find any evidence of conduct of periodical physical verification by higher officers from the records available at SAPB. Audit, therefore, conducted (16 October 2018) a test-check including joint physical verification in the SAPB, to assess whether the physical stock of arms and ammunitions agreed with the stock registers and whether the system of

accounting of arms and ammunitions was robust and reliable. The joint verification conducted by Audit in the Bell- of-Arms of SAPB along with the Assistant Commandant revealed shortage of 25 Nos. of 5.56 mm INSAS rifles and 12,061 live cartridges, as shown in Table 2.5.

Table 2.5: Shortfall in stock of test-checked weapons and ammunition

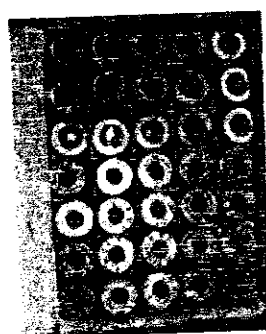
Sl. No.	Item	Stock to be available as per records on 16 October 2018	Quantity physically available in the store	Shortfall
1	5.56 mm INSAS rifles	69	44	25
2	5.56 mm Cartridge INSAS	14323	12488	1835
3	7.62 MM A7 Cartridge for AK 47	14025	12447	1578
4	7.62 mm M80 bullets for Self Loading Rifles	66285	57887	8398
5	9 mm Drill Cartridge	285	35	250
Shortfall in 5.56 mm INSAS rifles				25
Shortfall in live cartridges				12061

(Source: Physical verification report and stock registers of SAPB)

Audit observed from the following instances that the Police Department was aware of the shortage in ammunition and attempted to cover up the shortfall instead of identifying and taking action against the culprits responsible for the loss of ammunition.

2.10.3.1 Irregular replacement of missing 9 mm Drill Cartridges with Dummy Cartridges

Audit noticed that the shortage of 250 Nos. 9 mm Drill Cartridges was sought to be covered up by replacing the same with 250 Nos. of dummy cartridges¹⁷. There was no document on record to show how these dummy cartridges came into the possession of the SAPB and how these were taken into stock. The Commandant, SAPB offered no explanation to Audit on how the 250 unauthorised dummy cartridges came into their possession.



► Dummy Cartridges

► Drill Cartridges

¹⁷ Hollow

2.10.3.2 Lax investigation and attempt to cover up an earlier shortage of 7.62 mm M80 bullets for Self Loading Rifles by an Investigation Board constituted in September 2015

Audit noticed, that shortage of 7.62 mm bullets was known as early as on 14 September 2015 when the Officer Commanding, B Company of SAPB reported a shortage of 200 Nos. 7.62 mm bullets which were allotted for the conduct of Long Range Firing at Kerala Police Academy, Thrissur. A Board, constituted by the Commandant, SAPB (19 September 2015) to conduct verification of all ammunitions in SAPB, reported shortage of an additional 200 Nos. 7.62mm bullets in another box that was to contain 600 bullets. However, the Board justified the shortage by observing that since the ammunition was being supplied from the Police Chief Stores, Thiruvananthapuram, the stock was recorded based on the specification denoted on the sealed boxes. Since periodical inspection of the stock of ammunition was also conducted without opening the sealed box, it was concluded that the shortage must have occurred while the bullets were packed at the OFB for dispatching to the Police Chief Stores. The Board reported no other discrepancies in stock.

However, the Police Chief Stores contradicted the conclusions arrived at by the Board constituted by the Commandant, SAPB and intimated the SPC (June 2016) that the two boxes having the lot numbers/years specified by the Board, were neither received by them from any of the Ordnance factories nor issued by them to SAPB. Based on this report, the SPC ordered (August 2016) the Additional Director General of Police (Armed Police Battalion) to conduct a comprehensive verification of stock of 7.62 mm M80 SLR rounds. Accordingly, a new Board verified (October 2016) the stock of 7.62 mm M80 SLR rounds which revealed that the second box which was packed on 12 July 1999, contained rounds manufactured in subsequent years from 2000 to 2014, indicating deliberate tampering of the box. The Board reported (January 2017) shortage in stock of 7,433 Nos. 7.62 mm rounds in SAPB, as of November 2016. Audit observed that the Police Department failed to act upon the report of the Board and trace the missing ammunition or fix responsibility on the officials who committed the serious offence of fraudulent re-packing of rounds. Meanwhile, as seen in Table 2.5, the

shortage of 7.62 mm rounds had increased to 8,398 as on 16 October 2018.

GOK stated (March 2019) that the matter of the shortfall in ammunition has been taken very seriously and that a Preliminary Enquiry has been ordered, to be conducted by the Crime Branch. Audit was informed that responsibility would be fixed and that if any criminal misconduct was detected, due action would be taken as per the Code of Criminal Procedure to register a crime case, if warranted. Audit was also informed that the 25 missing rifles reported by Audit were issued to Armed Reserve (AR) Camp, Thiruvananthapuram in February 2011, under proper acknowledgment and that the errors shown in maintenance of records/receipts have been found and sorted out. To verify the claim of reconciliation of physical stock of weapons with the stock register, Audit obtained the verification report from the Deputy Inspector General (Armed Police Battalion) (DIG (APB)) detailing the body numbers of all 660 rifles stated to have been received from the Police Chief Stores as also their distribution to various units under permanent transfer. Scrutiny of records at the AR Camp Thiruvananthapuram revealed that the 25 rifles stated to have been issued by the SAPB were neither entered as Receipts in the Stock Register nor in the records maintained by the Armoury Inspector at the AR Camp. Audit also noticed further discrepancies in the verification report of the DIG (APB) (Appendix III.(4)). Audit is, therefore, unable to obtain assurance that all arms with the Kerala Police have been properly accounted for and that there is no loss of arms. GOK admitted (April 2019) negligence in the proper maintenance of records and stated that it has been decided to conduct a full scale audit of the arms and ammunitions across the State in all units, to be completed in the next four to six months. Audit observes that the issue of loss of arms and ammunition is a serious issue, with implications on State security and needs to be urgently addressed. Recommendation 2.2: In view of the serious security implications, Government may take urgent steps to trace the missing cartridges and rule out loss of rifles. Similar stock taking of arms and ammunition may be undertaken in all Battalions and Police Stations, including Police Chief Stores immediately.

[Audit Paragraphs 2.10.3, 2.10.3.1 and 2.10.3.2 contained in the Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31st March 2018]

[Notes submitted by the Government on the above audit paragraphs are included as Appendix-II]

Excerpts from the discussion of Committee with officials concerned.

38. While considering the above audit paras, the Committee noticed that the lack of guns and ammunition in the Special Armed Police Station (SAPB) had been raised in the Legislative Assembly and reported in the newspapers at that time.

39. The Additional Director General of Police, Police Head Quarters informed that after receiving the complaint, a team was formed under the Additional Director General of Police and physical verification were conducted and some mistakes on the part of the police were noticed. The number of bullets fired and number of empty cases should have been recorded in the register when the ammunition was transferred from one Battalion to another as part of the training and annual firing practice of the Police personnel. But the lapse was due to the failure of the record keeper in maintaining the registers properly. There was no real loss of ammunition, as it was an error in record keeping. The previous figures were cumulated to a large figure, and the actual shortage was not that much. Direction had been given that after issuing the bullets, they should be accounted that evening, and the official concerned should leave the office only after updating the records and getting them countersigned by the Superior Officer and they are complied with.

40. The Senior Deputy Accountant General pointed out that those matters were discussed many times and it was said that about twenty five guns missing were at AR Camp. As AR camp and SAP camp situated nearby, the body number of the gun could have been matched. The matter was handled lightly. He also commented that the reply was given that dummy cartridges were kept in the place of lost cartridges so as to evade action against the officer responsible for the shortage and that such a responsible department should not have acted in that way.

41. The Committee opined that the controversy would not have arisen if the officers present at the time of auditing had handled matters with a little more care. The Additional Director General of Police replied that had the auditors been convinced of what had happened, there would not have been such a controversy and that everything was being done correctly at present. The Committee noted that even though instructions on safety and maintenance of arms and ammunition as mentioned in the report existed, the department's contention that the method of inspections was not clear and there were some flaws in the existing instructions was not acceptable.

42. The Additional Director General of Police, Police Head Quarters informed the Committee that a post of Armour DYSP was made functional and the wing undertook audit of accounts and checked the figures in the battalions from Kasargod to Thiruvananthapuram with very less manpower due to which they

were not able to conduct proper checking and the Governments from time to time did not sanction sufficient posts.

43. When the Committee noted that a policy had been declared on 28.02.2020, the Additional Director General of Police Head Quarters informed that it was approved and things were being done accordingly.

Conclusion/Recommendation

44. The Committee observes that the incidence of missing arms and ammunition is of serious nature as it involves security implications. Therefore, the Committee recommends to undertake a full- scale stock taking of the weaponry in all the Battalions and police stations including police chief stores immediately and complete the process at the earliest.

2.11 Police Telecommunication

The Kerala Police Telecommunication Unit is responsible for providing and maintaining the telecommunication network of the Department. The Department is currently using analog communication equipment.

2.11.1 Status of modernisation of Police Communication System

The status of utilisation of funds available under MOPF for acquisition of modern communication equipment for the Police force, as on 30 November 2018 was poor, as shown in Table 2.6.

Table 2.6: Status of procurement of telecommunication equipment

(₹ in crore)

Scheme Year	AAP Allocation	Utilisation	No. of communication equipment proposed for procurement	No. of communication equipment procured as on November 2018
2013-14	5.09	3.93	15	2
2014-15	4.34	1.22	13	4
2015-16	NIL	NIL	0	0
2016-17	5.01	2.78	8	1
2017-18	4.04	0.39	7	2
TOTAL	18.48	8.32	43	9

(Source: Annual Action Plan and details obtained from PHQ)

Thus, during 2013-18, against the allocation of ₹18.48 crore for procurement of 43 items of communication equipment, only ₹8.32 crore was expended for the procurement of nine items (21 per cent) of communication equipment. The expenditure of ₹8.32 crore included diversion of ₹3.75 crore (AAP

2013-14) meant for procurement of Digital Mobile Radio¹⁸ (DMR) in three districts, for payment of pending spectrum dues to GOI. Thus, actual expenditure on procurement of telecommunication equipment was only ₹4.57 crore.

GOK cited delays in finalising tenders as a reason to justify failure to effect procurements within the year. The reply of GOK is not acceptable in view of the fact that only two of the 15 items proposed in AAP 2013-14 and four of the 13 items proposed in AAP 2014-15 were procured as of November 2018.

2.11.2 Non-implementation of Digital Communication system and its impact on fighting Naxal/Maoist threats in the State

Based on the request of the Kerala Police, the Vikram Sarabhai Space Centre (VSSC) conducted (September 2012) a study and recommended changeover to DMR system for major cities initially and to subsequently extend throughout Kerala, in a phased manner. The recommendation for conversion was made since Digital radios support better quality of audio communications over a wider coverage area and encrypted communications over multiple cross-patches without degradation of voice quality. The details of allocations made in AAPs during 2011-18 for procurement of DMRs are given in Table 2.7.

Table 2.7: Allocation of funds for Digital Mobile Radio

Annual Action Plan	Item proposed	(₹ in crore)
		Amount allocated
2011-12	Implementation of Digital Mobile Radio in Kochi city	4.00
2012-13	Digital Mobile Radio in one district	1.22
2013-14	Digital Mobile Radio in three districts	3.75
2014-15	Digital Mobile Radio and Digital Handheld Radio	0.30
2015-16	No proposal	-
2016-17	No proposal	-
2017-18	Digital Mobile Radio	1.83
TOTAL		11.10

(Source: Annual Action plan)

Audit noticed that despite providing financial resources, the Kerala Police is yet to phase out Analog two-way radio systems for replacement with digital equipment (November 2018). It was seen that GOI had issued orders (April 2004) levying spectrum charges (Licence fee and Royalty) from all wireless

¹⁸ Digital Mobile Radio is a digital two-way radio standard offered by European Telecommunications Standards Institute (ETSI) for global use. It is an open standard designed primarily to replace the aging analogue standards with double the channel capacity, providing cost optimised, secure and reliable communications for professional mobile users.

users with effect from 01 June 2004. GOI also informed (November 2008) that fresh assignment of frequencies/issue of licences including import licences would not be considered till the time spectrum charges were paid in full. The spectrum charges include royalty charges for frequency allocation and licence fee for equipment. Audit noticed that as of December 2017, Police Department owed ₹43.07 crore to GOI in respect of late fees on spectrum charges after making payment of ₹14.03 crore towards spectrum charges.

Audit noticed that GOI had clearly stipulated (March 2012) that no radio frequency would be assigned, reserved or blocked unless an applicant paid, in advance, all applicable licence fees, etc. It was noticed that despite setting aside ₹5.22 crore during 2011-13 for acquisition of DMR, the procurement could not be effected since vendors of the equipment expressed their inability to import the communication equipment without a valid licence obtained by the Police Department. Similar proposals made in the subsequent years, for purchase of DMR, could not also be effected due to failure of the Police Department to make payments towards spectrum charges and obtain licences from GOI. Audit observed that the SPC, while seeking DMR equipment for countering Left Wing Extremism (LWE) in the State, had informed GOK (February 2016 and March 2016) that anti-Maoists operations in the dense forests of Palakkad, Malappuram, Idukki and Wayanad were suffering due to communication issues. The failure of GOK to make timely payment of spectrum charges and obtain licence from GOI and the resultant inability of the police department to procure DMR equipment adversely impacted upon the ability of the police department to counter LWE in the State.

GOK while admitting (May 2019) the delay in implementation of the DMR project stated that the tender for implementation of DMR project has been successfully finalised for one district and until its implementation across the State, the analog mode of communication would be the mainstay.

However, the fact remains that delay in payment of spectrum charges had led to delay in implementation of Digital Communication System with resultant adverse impact on countering LWE activities in the State.

Recommendation 2.3: GOK must, on priority, take up with GOI, the issue of grant of spectrum licence so that ageing analogue communication devices may be replaced with digital devices which would also help to more effectively tackle Naxal/Maoist threats.

[Audit Paragraphs 2.11, 2.11.1 and 2.11.2 contained in the Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31st March 2017]

[Notes submitted by the Government on the above audit paragraphs are included as Appendix-II]

Excerpts from the discussion of Committee with officials concerned.

45 .While considering the above audit paras, the Committee enquired about the status of modernisation of Police Communication System. The Additional Director General of Police, Police Head Quarters informed that there occurred some delay in getting the spectrum license and it would take time to clear the overdue of the earlier spectrum charge. The Digital Mobile Radio System (DMR) could be implemented only after applying for spectrum license and getting it. Initially it was planned to be implemented in the districts of Palakkad and Thrissur. Although the implementation in Thrissur district was at the final stage, it could not be completed due to the delay in obtaining the spectrum license. Its implementation through BSNL towers was planned and a trial run was conducted in Thrissur district and once it proved to be successful, it would be implemented in Thrissur district, and in some parts of Palakkad, Thrissur, Wayanad and Kannur district and other accessible places.

46. To a query of the Committee as to the number of districts where the DMR project had been implemented, the Additional Director General of Police, Police Head Quarters informed that the said project had started only in Thrissur district.

Conclusion/Recommendation

47. No comments

2.12 Policing the virtual world - Cyberdome

Apart from the regular maintenance of law and order, the Police Department is also responsible for the enforcement of law in the Cyber World. Recognising the need to tackle the increasing number of cybercrimes and newer sophisticated cyber threats on the Internet, GOK accorded (August 2014) Administrative Sanction to a proposal of the SPC for the establishment of a Hi-Tech Centre for cyber security and innovations in Kerala named "Cyberdome".

Audit examined the functioning of the Cyberdome which is headed by a Police Officer in the rank of Inspector General. The Cyberdome is currently manned by 16 police personnel drawn from other wings of the police department. Besides, services of about 600 experts in cyber security and 20

organisations are also availed by the Police Department on a need basis.

Audit observed that the Cyberdome was effective in the discharge of its responsibilities. The Cyberdome, till date (January 2019) had monitored and reported for further action, 120 data breaches, about 50 online frauds, 50 online sexual violence, 10 women safety issues, about five instances of child abuse/pornography, 25 instances of terrorist activities, and about seven instances of ransomware. The activities of Cyberdome in preventing online frauds through testing for vulnerabilities in banking applications is praise worthy. Audit was informed that Cyberdome detected vulnerabilities in four out of 10 banking applications tested. Consequently, the RBI and National Payment Corporation of India directed these banks to withdraw the applications and recommended implementation of multi-factor authentication process to prevent frauds.

The various other activities of Cyberdome including conduct of Child Safety awareness program for students, parents and teachers, developing and rolling out Applications on creating traffic awareness and cyber security in students and conduct of workshops for Police Cyber training throughout the State have all helped to earn Cyberdome the ISO 27001:2013 Certification for Law Enforcement Units, which is commendable.

2.13 Modernisation of Forensic Science Laboratories

The Forensic Science Laboratory (FSL) wing of the Kerala Police consists of the Kerala State Forensic Science Laboratory at Thiruvananthapuram and three Regional Forensic Science Laboratories at Thrissur, Kannur and Kochi. All 19 Police Districts in the State have a District Mobile Forensic Unit. The proper functioning of these laboratories is vital for the police department since it involves examination of scene of crimes and collection of evidence which assists the investigators to crack crimes. Details of allocation of fund for FSL in AAP and its utilisation are given in Appendix III (5).

Audit observed that though the Police Department included 53 items of equipment in the AAP for procurement under MOPF during the period 2013-14 to 2017-18, 30 items were yet to be procured (November 2018), including seven items identified for procurement as early as in 2013-14.

GOK stated (March 2019) that expenditure on equipment for forensic laboratories has since increased to 46.08 per cent as of March 2019.

[Audit paragraphs 2.12 and 2.13 contained in the Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31st March 2018]

[Notes submitted by the Government on the above audit paragraphs are included as Appendix-II]

Excerpts from the discussion of Committee with officials concerned.

48. While considering the above audit paras, the Committee took notice of the pending cases in the Forensic Science Laboratory. The Committee inquired whether NABL accreditation was obtained for the Forensic Science Labs and whether there was a requirement to attend prescribed pre -orientation programs prior to giving placement or giving increment as part of modernisation of Police force.

49. The Additional Director General of Police, Police Head Quarters informed the Committee that the proposal of pre promotion training was submitted to Government and it was accepted in principle by the Government. It was also informed that earlier, transfers were given to vigilance and crime branch to the police personnel on request. Now it has been decided to call for application to select the police personnels with crime investigation aptitude, conduct a test and publish rank list and then make postings from that pannel only and an examination for that purpose had already been conducted in the Intelligence and Crime Branch wings. The pre-promotion test is essential at all level in police force and now IPS Officers also had to complete 21 days of training for promotion.

50. To the Committee's observation that training was given to higher officers but not to lower officers, the Additional Director General of Police, Police Head Quarters replied that training was made compulsory for all officers and it could be executed only if the Government issued favourable orders in that regard. Training will be given to lower officers along with certificate. He added that Thiruvananthapuram Police Training College and Thrissur Police Academy had enough facilities to conduct the examination in which the candidate could perform the job for which promotion was proposed to be granted.

Conclusion/Recommendation

51. The Committee observes that adequate training incorporating the latest modules is a pre-requisite for the effective functioning of the personnel in the Forensic Science Labs. So, the Committee recommends to take necessary steps to impart training for all the employees of the Forensic Science Labs related to lab examinations without delay.

2.13.1 Delay in disposal of cases

Scrutiny of records at State FSL, Thiruvananthapuram revealed that 9,265

cases, received from various Courts, were pending disposal as of 31 March 2018 as shown below.

Table 2.8: Status of disposal of cases

Year	Pending at the beginning of the year	Receipts during the year	Total	Disposal during the year	Pending at the end of the year
2013-14	3914	4014	7928	3373	4555
2014-15	4555	4308	8863	3172	5691
2015-16	5691	4781	10472	3025	7447
2016-17	7447	5760	13207	4457	8750
2017-18	8750	6170	14920	5665	9265
Total		25033		19682	

(Source: Details obtained from State Forensic Science Laboratory)

Audit noticed that 3,914 cases in which material objects were received by the FSL from Courts for examination, were pending disposal at the beginning of the year 2013-14. During the period 2013-18, of the 25,033 new cases received for examination, the examination of 19,682 cases was completed. However, since the rate of disposal of cases was lower than the number of cases newly referred, the pendency of cases increased to 9,265 at the end of 2017-18.

Audit analysed the nature of pending cases at State FSL Thiruvananthapuram and noticed that the pending cases also included grave crimes cases charged under Sections 302, 307 and 376 of IPC, POCSO Act 2012 and SC and ST (Prevention of atrocities) Act (Appendix III(6)).

Audit observed shortfall in staff in the State FSL including its regional laboratories at Thrissur, Kannur and Kochi and 19 District Mobile Units. The status of staff strength in these institutions as on 01 April 2013 and 31 March 2018 is shown in Table 2.9.

Table 2.9: Shortage of manpower in Forensic Science Laboratories

Name of Post	As on 01 April 2013			As on 31 March 2018		
	Sanctioned strength	Existing strength	Vacant posts	Sanctioned strength	Existing strength	Vacant posts
Assistant Director	19	17	2	23	19	4
Scientific Officer	45	28	17	57	40	17

(Source: State Forensic Science Laboratory, Thiruvananthapuram)

It is evident from the table above that in respect of technical staff, which are the key posts for operating the FSLs, the vacancy was 26 per cent as on 31 March 2018.

The posts of two Assistant Directors have been vacant since the last 12 years.

The 17 vacancies of Scientific Officers were existing for a period ranging from 2 months to more than three years, as on 01 April 2013. One vacancy of Scientific Officer, which arose in June 2011 has not been filled up, till date (December 2018). The existence of vacancies for long periods was one of the main reasons for the pendency of 9,265 cases as on 31 March 2018.

The Department cited inadequate number of experts for examination of cases as a main reason for the pendency of cases apart from volume of samples received per case and the time consuming nature of examination procedures.

During the Exit Conference (April 2019), ACS stated that additional posts have already been sanctioned which would hopefully enhance the pace of disposal of cases.

Recommendation 2.4: GOK may ensure the utilisation of unspent funds to ensure procurement of much needed equipment for strengthening the forensic science laboratories. The vacancy position may also be addressed to ensure speedy disposal of cases.

[Audit Paragraph 2.13.1 contained in the Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31st March 2018]

[Note submitted by the Government on the above audit paragraphs is included as Appendix-II]

Excerpts from the discussion of Committee with officials concerned.

52. While considering audit para 2.13 the Committee observed that shortage of staff and lack of facilities in the Forensic Science Labs (FSLs) resulted in pendency in cases to be examined leading to the delay in preparing charge sheet and trial.

53. The Additional Director General of Police, Police Head Quarters replied that the shortage of required staff in FSL was a serious issue and the Honourable High Court of Kerala had instructed to hold a meeting to discuss the matter. Tests were delayed even in POSCO case because of shortage of staff. The officer who conducted inspection was also required to be present as witness in courts and that reduced the working hours in Lab causing further delay in FSL processes. He also added that the process of setting up of FSLs in every district was underway and the recruitment of staff had also started and the problem could not be solved without increasing the number of staff.

54. To the Committee's query about the appointment of staff in FSLs, the Additional Chief Secretary, Home Department informed that a sub-committee was formed by including three Judges of the High Court for examining the pendency in FSL, where thousands of cases were pending and

the shortage of staff was the cause of delay in disposing the cases. The court found that the pendency could only be managed by creating around 150 posts, because every day more complex cases were coming to the forensic labs and that situation created the need for experts in new fields and the efforts and attempts were going on to create more posts at FSL.

Conclusion/Recommendation

55. The Committee observes that lack of sufficient number of experts and proper facilities in Forensic Science Laboratories result in pendency of cases to be examined which ultimately leads to delay in preparing charge sheets and conducting trial. So, the Committee directs the department to take urgent steps for creating adequate posts at FSLs for speedy disposal of pending cases.

2.14 Violation of Stores Purchase Manual and CVC guidelines in procurement of equipment

The cardinal principle of public procurement is that materials/services of the specified quality are procured at the most competitive prices and in a fair, just and transparent manner. Towards this end, the Central Vigilance Commission (CVC) while prescribing guidelines (February 2011) for procurement of equipment/plant which are complex in nature, opined that it would be prudent for procuring organisations that may not possess full knowledge of the various technical solutions available in the market to invite Expressions of Interest (EOI) and proceed to finalise specifications based on technical discussions/presentations with experienced manufacturers/suppliers in a transparent manner. The CVC emphasised that care should be taken to make the specifications generic in nature so as to provide equitable opportunities to the prospective bidders. Once technical specifications are finalised, the second stage of tendering could consist of calling for techno commercial bids as per the usual tendering system.

GOK issued orders (July 2000) designating seven¹⁹ Public Sector Undertakings as Total Solution Providers (TSP) to assist Government Departments in the preparation of their Information Technology Action Plan and also to render technical assistance to Departments including Software and Hardware procurement and training of staff. The various tasks that were to be carried out through the TSPs and specific rates for carrying out each identified task were earlier specified by GOK in February 2000. Thus, while the

¹⁹ National Informatics Centre Services Inc., Electronics Research and Development Centre, Institute of Human Resources Development for Electronics, Centre for Development of Imaging Technology, Keltron, LBS Centre for Science and Technology and Institute of Management in Government.

Departments could avail services of TSPs for preparation of their IT Plan, specifications, preparation of tender documents, technical evaluation of bids, training etc., the Departments themselves were to discharge activities like publishing of tenders, financial evaluation of bids and selection of supplier. Audit observed that contrary to these instructions and in violation of CVC norms, the Police Department entrusted procurement of various equipment on turnkey basis²⁰ to the TSP, Keltron.

To better understand the procurement process, Audit also examined the records available with Keltron to determine whether the procurement process was transparent and in line with the orders issued by the CVC from time to time. Audit observed that contrary to the reasons²¹ adduced by the SPC to GOK justifying award of work to Keltron, in at least four instances, there was clear nexus between officers of the Police Department, Vendors and the TSP Keltron in fixation of prices resulting in pecuniary loss to the scheme, as shown below.

2.14.1 Procurement of vehicle mounted GPS based communication system

The SPC issued work order (10 March 2015) to Keltron for procurement of 53 'Panasonic Rugged 7" tablet with Wi-Fi and 3G sim slot – FZ B2' along with Docking Station and chargers at a cost of ₹55.66 lakh (excluding ₹20 lakh for purchase of 16 IR/IP cameras). However, even before issue of the work order, Keltron issued an e-tender notification on 28 February 2015 for the supply and installation of the equipment.

The recommendations of the CVC that care should be taken to make the specifications generic in nature so as to provide equitable opportunities to the prospective bidders was not complied with by Keltron when it specified its requirement as 'Panasonic Rugged 7" tablet with Wi-Fi and 3G sim slot – FZ B2'. By specifying the brand name and model in the tender, Keltron effectively excluded other suppliers from submitting their bids. Even when one supplier M/s. Pantel Technologies (M/s. Pantel) informed Keltron of their inability to participate in the tender since their brand and model were different, Keltron, neither responded to the mail nor effected amendments to the specifications. The tender was tailored to ensure that the work was awarded only to M/s. Panasonic India Pvt. Ltd. (M/s. Panasonic).

20 Product or service that is designed, supplied, built, or installed fully complete and ready to operate. The term implies, that the end user just has to turn a key and start using the product or service

21 The SPC, in a letter to GOK (March 2015) justified the award of work to Keltron, citing reasons such as non-availability of IT experts in the Police Department, seeking and obtaining expert advice when procuring some off beat gadgets/items, etc. The capability of Keltron to provide total solution including survey, assessment of requirement, technical assessment, procurement, installation, integration, training, maintenance and upgradation were also cited as reasons for award of work to them.

Audit observed from the records of Keltron that in anticipation of the work order from the Kerala Police, Keltron was in correspondence with M/s. Panasonic for procurement of Panasonic Toughpad FZ-B2. A letter from Keltron to M/s. Panasonic (13 February 2015) revealed that Keltron even indicated the target price of procurement to be quoted by M/s. Panasonic. It informed M/s. Panasonic that "The target price we are looking at is given below so that we can get a contribution of 5.60 per cent by adding 6 per cent to the actual input price from Panasonic. By adding KVAT as five per cent for FZ-B2 and 14.50 per cent for other two items, we can sell it at ₹1,00,000 per unit". This clearly reveals that the price was fixed by M/s. Panasonic in consultation with Keltron. Contents of an e-mail sent (13 February 2015) by Keltron to M/s. Panasonic before issue of tender stating that "The testing of the new Tablet is in progress. Now it is being taken to Mr. Loknath Behra IPS along with the Docking Station. Regarding the price quoted by you, Mr. Loknath Behra is expecting an End User Price (EUP) with tax below ₹one lakh. Otherwise he will not purchase the same. So please rework your price keeping our margin percentage intact" clearly indicates vitiation of the tender process and collusion between Keltron, M/s. Panasonic and the Police Department in procurement of the equipment.

GOK stated (March 2019 and May 2019) that Keltron had evaluated products of two other vendors before selection of M/s. Panasonic. Audit was informed that the Panasonic Touch Book was a world class product and the said model was the best of the available models in the country at that point of time with back up maintenance support. It was stated that just because the Police Department preferred a good quality and world class product, it was quite inappropriate and unfair to suggest that there existed a nexus among the department, TSP and Original Equipment Manufacturer.

The reply of GOK is not tenable in view of the fact that the Department violated procurement guidelines stipulated by the Stores Purchase Manual as also the guidelines issued by the CVC regarding ensuring transparency in procurement and providing equitable opportunities to prospective bidders. The contention of GOK that Keltron had evaluated products of two other vendors before selection of M/s. Panasonic is also not acceptable in the absence of evidence to establish that the selection of M/s. Panasonic was effected following a transparent procedure, after inviting EOI from vendors of various brands for comparison and determination of the end product selected. Scrutiny of the various e-mail correspondence between Keltron and M/s. Panasonic prior to the issue of e-tender dated 28 February 2015 clearly indicated that M/s.

Panasonic was assured of the Order. Besides, the fact that Keltron issued an e-tender notification on 28 February 2015 for the supply and installation of 'Panasonic Rugged 7" tablet with Wi-Fi and 3G sim slot – FZ B2' when it was already in touch with M/s. Panasonic and field testing of the product was ongoing in February 2015, clearly indicates that the e-tender notification was a sham.

The pricing of the product was also managed by Keltron in consultation with the Vendor in such a way that Keltron would still receive their margin percentage while ensuring that the end price of the product would be acceptable to the Police Department. The contention of GOK that there was only consultation between the various parties and not collusion, is not borne out by facts as stated in the paragraph which clearly indicates nexus between the parties and resultant violation of the prescribed guidelines on procurement.

2.14.2 Procurement of Voice Logger system

The Police Department informed Keltron (January 2015) of an allocation of ₹90 lakh for procurement of 30 Voice Loggers (₹ three lakh per unit) and requested Keltron to submit a techno-commercial proposal for supply of the same. Keltron submitted (March 2015) a proposal to the police department agreeing to supply five units at a unit price of ₹3.07 lakh. The Police Department accepted the offer of Keltron at a negotiated price of ₹ three lakh per unit. Subsequently, the Police Department issued (April 2015) work order to Keltron for supply of 10 Units of Voice Logger at a cost of ₹30 lakh. The product was supplied and Invoice for ₹30 lakh was submitted to the Police Department on 31 August 2015. The work of installation was completed and Keltron issued a completion certificate to the Police Department on 16 January 2016. Payment of ₹30 lakh to Keltron was effected in September 2016.

Audit examined the records maintained by Keltron to assess whether the Voice Loggers were procured at the most competitive price and in a transparent manner. It was seen that consequent to receipt of request for techno commercial proposal from the Police Department, Keltron obtained quotations (27 February 2015) from M/s. Third Entity Security Solutions Pvt. Ltd. for supply of 30 Nos. of eight-port Voice Loggers at a unit cost of ₹2.60 lakh. A revised proposal was also seen obtained by Keltron from them for supply of Voice Loggers at a unit price of ₹2.07 lakh. It was based on these proposals that Keltron submitted (March 2015) its proposal for supply of 30 Nos. of Voice Loggers for ₹3.07 lakh per unit.

Audit noticed from the records of Keltron that the ADGP (Modernisation) had passed on to Keltron (09 March 2015), an e-mail enclosing a commercial

proposal received by him (07 March 2015) from M/s. Law Abiding Technologies (LAT), New Delhi quoting a unit price of ₹1.72 lakh excluding tax for an 8-channel Voice Logger. Keltron was also informed (09 March 2015) that their quoted rates were higher than normal market rate, which was unacceptable.

Audit observed that Keltron then obtained a commercial proposal from M/s. LAT for supply of one to five units of 16-channel Voice Loggers including One-year warranty at a unit cost of ₹2.40 lakh excluding taxes. Accordingly, Keltron submitted a revised proposal to the Police Department agreeing to supply Voice Loggers at ₹3.07 lakh per unit. The Police Department accepted the offer of Keltron at a negotiated price of ₹3 lakh per unit and issued (March 2015) work order to Keltron for 10 units for ₹30 lakh. The supplies were effected (January 2016) and payment made in September 2016.

Audit observed that subsequent to receiving the commercial proposal of M/s. LAT from the ADGP (Modernisation), Keltron dumped the initial vendor identified for the supply of the Voice Loggers viz., M/s. Third Entity Security Solutions Pvt. Ltd. It commenced negotiation with M/s. LAT and finalised terms with them. Keltron made no efforts to obtain competitive rates from other Vendors including the initial vendor M/s. Third Entity Security Solutions Pvt. Ltd. before finalising the deal with M/s. LAT. It was seen that Keltron supplied the Voice Loggers to the police department at a rate which was exactly equal to the allocation available with the department and which was informed to them. The conditions in the Stores Purchase Manual/CVC guidelines that public procurements should be made only through open/limited tender system for ensuring transparency and affording equitable opportunities to all bidders were violated. Despite Keltron not complying with the condition stipulated in the work order that payment would be effected only if it certified its compliance to all codal formalities, Audit observed that the SPC wrongly confirmed (May 2016) to GOK that Keltron had fulfilled the condition. Collusion between the ADGP (Modernisation), M/s. LAT and Keltron in procuring the Voice Loggers without complying with the various stipulations mandated by the CVC for public procurement, vitiated the procurement process.

GOK stated (May 2019) that Keltron would be directed to refund the excess profit gained by them over and above its eligible approved TSP charges failing which deduction would be made from its due payments. Audit was informed that the decision not to tender the product was clearly documented in the file and it was so decided considering the confidentiality and secrecy of the equipment, being a surveillance equipment. The reply is not tenable in view of

the fact that Audit did not come across any such noting in the file. In fact, in a letter (09 March 2015) to Keltron, the SPC informed Keltron that “unless a reasonable solution at a reasonable rate is offered, PHQ will be forced to go for limited tender for its purchase considering the secrecy and confidentiality of the system”. Interestingly, the letter to Keltron was issued on the same day the commercial proposal received by the ADGP (Modernisation) from M/s. LAT was forwarded to Keltron. The fact that the SPC persisted with effecting the procurement through Keltron despite being aware that the procurement should have been effected through limited tender and the rates offered by Keltron were high, indicates questionable motives and utter lack of transparency in the process.

2.14.3 Procurement of vehicle mounted X-Ray baggage inspection system

The AAP for 2014-15 allocated ₹1.95 crore to the Police Department for procurement of two vehicle mounted X-Ray Baggage Inspection systems. GOK also accorded Administrative Sanction for the purchase in December 2014. Accordingly, the SPC invited (March 2015) online bids from reputed manufacturers/authorised dealers for the supply, installation and commissioning of vehicle mounted X-Ray baggage inspection system. Meanwhile, the SPC purchased (May 2015) two Force Traveller 20 Seater vehicles for ₹17.18 lakh under DGS&D rate contract for mounting the X-Ray baggage system.

The tender issued for the procurement of the X-Ray baggage system was cancelled (April 2015) citing the reason that only one valid bid (M/s. ECIL-RAPISCAN Ltd.) was received. Tender was again issued (June 2015) for the purchase of the X-Ray baggage system. The financial bids of all four firms (including M/s. ECIL-RAPISCAN Ltd., Hyderabad) were not opened for the reason that the firms did not produce original vehicle mounted scanners before the technical evaluation committee. The SPC again invited online bids (February 2016) for the procurement of the X-Ray baggage system and the single tender received (M/s. ECIL-RAPISCAN Ltd.) was not accepted citing insufficient number of bidders.

Audit noticed that the SPC then informed Keltron (January 2017) about the availability of ₹1.95 crore for the procurement of two Vehicle Mounted X-Ray Baggage System and inability to effect the procurement since the tenderers failed to physically demonstrate their product to the Technical Evaluation Committee. The offer of Keltron (February 2017) to supply and install the two Vehicle Mounted X-Ray Baggage Systems for ₹1.40 crore

subject to the condition that the vehicles were to be sent to M/s. ECIL-RAPISCAN Ltd., Hyderabad by the Department at its own cost for two months for fabrication works, was accepted (March 2017) by the Police Department. Agreement was executed (March 2017) with period of completion fixed as four months. The vehicles were supplied by Keltron in August 2018.

Audit observed irregularities in the procurement process undertaken by the SPC. Clause 10 of the online tender documents clearly emphasised that 'In the event of the firms not able to show live demonstration, they need to convince the Technical Evaluation Committee about such inability and resort to documentary/power point presentation with original product brochures/CDs/scale models/videos/slide shows etc.to the utmost satisfaction of the Technical Evaluation Committee'. The Technical Evaluation Committee reported (August 2015) that 'None of the firms produced original Vehicle Mounted Scanner. They produced only brochures and made Power Point presentations. It is submitted that without attending the live demonstration of the equipment, capability to supply vehicle mounted scanner of a firm cannot be assessed effectively on the basis of the information gathered through power point presentation alone'.

Audit observed that the insistence of the Technical Evaluation Committee on live demonstration of the equipment even though the tender documents provided for Power point presentations/original product brochures/CDs, etc., was irregular. Audit noticed that the tenderers included M/s. ECIL-RAPISCAN Ltd., a GOI Joint Venture (ISO 9001-2008 Certified Company) whose bid was rejected thrice by the SPC on the ground of being a single bidder (twice) and making power point presentation to the Technical Evaluation Committee instead of live demonstration (once). Interestingly, no evidence was available on record to show that Keltron had made power point presentation/live demonstration before award of work to them on nomination basis. The irregular rejection of tenders by the technical committee led to award of work to Keltron. Audit observed that it was from the same vendor M/s. ECIL-RAPISCAN Ltd. that Keltron procured and installed the equipment for delivery to the Police Department.

Since the financial bid of M/s. ECIL-RAPISCAN Ltd. was not opened, Audit could not assess loss suffered by the Police Department on account of getting the work executed through Keltron instead of directly through M/s. ECIL- RAPISCAN Ltd. However, based on these facts, the conclusion can certainly be drawn that the award of work to Keltron by the SPC on

nomination basis was injudicious and questionable.

During the Exit Conference (April 2019), the SPC stated that though the initial quote by Keltron was ₹140 lakh for the two systems, the Department calculated the charges for Keltron based on Government directions with respect to TSPs and agreed to pay only about ₹70 lakh for the equipment, including the cost of the system and charges of Keltron. GOK stated (May 2019) that it had taken note of the cost escalation in this regard and taken remedial measures. GOK justified the action of the Technical Evaluation Committee of insisting on live demonstrations stating that none of the firms which participated in the tender had previously undertaken similar work. The reply is not correct since an examination of the records of Keltron revealed that M/s. ECIL-RAPISCAN Ltd. had developed an Advanced Self Contained Mobile Scanning System with the trade name "ECIL Rapiscan (Rapiscan RAP 620 XR) Vehicle Mounted XBIS Baggage Screening System" which was available for sale. Besides, the minutes of the Technical Evaluation Committee revealed that M/s. ECIL-RAPISCAN Ltd. was willing to give live demonstration at Hyderabad.

2.14.4 Procurement of security equipment for Sabarimala

GOK accorded Administrative Sanction (January 2017) for the purchase of 30 pieces of security equipment for Sabarimala for ₹11.36 crore. The SPC sought (July 2017) from Keltron, a Detailed Project Report after intimating the unit cost and total cost of the 30 pieces of security equipment. It was seen that Keltron submitted (July 2017) a Techno-Commercial Proposal to the Police Department with price schedule for 28 items amounting to ₹8.23 crore, with their unit costs exactly matching what was intimated by the department.

The Police Department constituted (August 2017) a five member Technical cum Financial Evaluation Committee (Committee) for effecting the purchase with the IG, Thiruvananthapuram Range, as the Chairman. The Committee reported on 22 August 2017 that though the equipment proposed by Keltron were suitable, the prices quoted were two to three times more than the average market price. Keltron clarified (September 2017) that most of the equipment quoted were of high quality and of reputed makes and that 'since the offer was to be submitted without exceeding the budgeted amount, the margins were adjusted in a few products to make up the negative margin in other products'. Audit observed that the Committee accepted the clarifications furnished by Keltron for quoting higher prices and recommended to the SPC to effect the procurement from Keltron. Consequently, supply order was issued (11 October 2017) to Keltron for the supply of five types of security equipment at the rates quoted by them

with date of supply on or before 31 October 2017. Keltron supplied three items towards the end of Sabarimala festival season and was paid ₹2.67 crore on 23 March 2018.

Audit observed that the acceptance by the Committee of the explanation offered by Keltron for charging the police department two to three times the market price was wrong and in violation of the provisions contained in the CVC guidelines which required the public procurement to be effected on the basis of most competitive rates, arrived at, through a transparent tendering procedure. The action of the SPC in accepting the recommendations of the Committee and awarding the work to Keltron without complying with CVC guidelines resulted in loss of at least ₹1.50 crore, as shown in Table 2.10.

Table 2.10: Details of equipment procured

(₹ in lakh)				
Name of equipment	Quantity (Nos.)	Payment to Keltron	Market rate determined by Committee	Excess amount paid
Multi Zone DFMD ²²	19	122.84	57.00	65.84
DSMD ²³ Mine Sweeper	10	39.79	30.00	9.79
NLJD ²⁴	3	104.49	30.00	74.49
Total		267.12	117.00	150.12

(Source: Details obtained from PHQ)

GOK stated (March 2019) that the Police Department sought assistance from Keltron as a TSP since financial release was obtained late in September 2017 and Sabarimala season was to commence in mid-November. GOK also referred to a High Court order which ordered to dispense with tenders for procuring some equipment for Sabarimala. GOK also informed (May 2019) that the Police Department had invited tenders for five of the 30 items specified by Audit and that there were insufficient bidders for supply of four items. Audit was also informed that the rates will be verified by a Committee consisting of representatives of Devaswom Board, Police and a third party and if it was found that M/s. Keltron had taken more funds than the actual, action would be taken to obtain refund of such funds.

The justification cited by GOK that since funds were received towards the end of September 2017, there was hardly a month and half left for procurement, installation and commissioning of the security equipment, is not acceptable since scrutiny of records revealed that Keltron was requested to submit Detailed

22 Door Frame Metal Detector

23 Deep Search Metal Detector

24 Non-Linear Junction Detector

Project Report as early as in July 2017. Audit observed that the SPC could have initiated tender procedure and effected the procurement instead of seeking a DPR from Keltron in July 2017. There was enough time for the SPC to effect the procurement through a tendering process. Audit also observed that the High Court order referred to by GOK was with reference to procurement of 15 Nos. infrared cameras only and did not order for all future purchases for Sabarimala to be executed without any tendering process.

Recommendation 2.5: GOK must ensure that the Police Department resorts to transparent procurement processes by adhering to provisions of the Stores Purchase Manual and guidelines of the Central Vigilance Commission.

[Audit paragraphs 2.14, 2.14.1, 2.14.2, 2.14.3 and 2.14.4 contained in the Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31st March 2018]

[Notes submitted by the Government on the above audit proposals are included as appendix II]

Excerpts from the discussions of Committee with officials concerned.

56. While considering the audit para, "Procurement of vehicle mounted GPS based communication system", the Committee made it clear that none of the products was manufactured by Keltron, but procured from outside agency and sold by adding their profit, and Keltron is merely affixing their seal on the product. The Additional Chief Secretary, Home Department informed that instructions with regard to the subject had been issued.

57. To the Committee's direction that the entire process in the procurement of voice logger system should be examined, the Additional Chief Secretary, Home Department informed that it had already started.

58. The Committee observed that while executing the project, the Keltron got only Commission and not the profit of manufacturing, as the profit earned by PSUs was being shared and suggested that the matter should also be brought under detailed discussion.

59. The Additional Chief Secretary, Home Department replied that the Chief Secretary was looking into the matter as per the order of the Hon'ble Chief Minister and added that an instruction had been given to the State Police Chief that procurement should be done only through competitive and transparent procedures.

60. While considering the above audit para, the Committee observed that the goods were purchased from Keltron making excess payment. The Additional

Director General of Police, Police Head Quarters informed that the audit objection was regarding the purchase of equipment for security arrangements at Sabarimala. The last purchase of security equipment for Sabarimala before 2017 was in 2007-08. The sanction to purchase equipment in 2017 was given one and a half month before the beginning of the Sabarimala season, so it was not possible to install security equipments at a place like Sabarimala within the said time limit. The said work could not be completed within the time limit due to the weather condition and the attack of wild animals. So Keltron's proposal was accepted and still maintained by Keltron.

61. To the Committee's query whether a Committee was formed under the chairmanship of Retd. Hon'ble Judge Sri. Ramachandran Nair, the Additional Director General of Police, Police Head Quarters replied that the report of the Committee was submitted to the Honourable Chief Minister a week before.

62. The Committee enquired about the reply in which it was mentioned that when discussion was held with Keltron, the order was placed at less than half the price of the previous year. The Committee doubted whether it meant that the equipment was purchased at double the rate in the first year. The Additional Director General of Police, Police Head Quarters informed that the sanction was received just before the starting of the Sabarimala season in 2017.

63. The Committee observed that even for the purchase of computer using the MLA fund, Keltron was being paid extra money for the project.

64. The Additional Chief Secretary informed that the matter had been brought to the notice of the Hon'ble Chief Minister and he had made a direction to put an end to such irregularities and the Chief Secretary had been authorised to deal with the matter and the Home Department had also issued strict instructions on the issue. In that situation, a PSU should have been entrusted with the purchase, installation and maintenance of safety equipment. But the agency provided the equipment at a higher price than the market rate. To the Committee's query whether quotation would be given before placing the order, the Additional Chief Secretary replied in the affirmative.

65. The Committee commented that a direction existed at the time of the audit observation that the Government Departments should purchase only from the public sector institutions, and so they were charging more than the market rate, taking advantage of the Government direction.

66. The Additional Chief Secretary informed that with the advent of online

portal like GeM, the procurement of many departments could be done more easily, earlier it was very difficult and risky for the officers. Now the procurement was given to the GeM portal, the system account was simplified and the government could buy equipments at a competitive price.

67. The Senior Deputy Accountant General added to the discussion that if the specifications given in the GeM portal were not accurate, we would get a bad product. The Additional Director General of Police, Police Head Quarters informed further that it would be enough to specify only the institutions that satisfied the conditions put forward., and added that the report of the Committee in that regard was under the consideration of the Government and strict instruction could be given as soon as the report got approved and the orders were issued.

Conclusion/Recommendation

68. No Comments

2.15 Unfruitful expenditure on Automated Challan Generator

GOK accorded (September 2010) Administrative Sanction for the purchase and installation of 550 Automated Challan Generators (ACG) with printer for ₹74.25 lakh under MOPF Scheme 2010-11. The equipment was supposed to record traffic violations and related offences. It was envisaged that the system would possess features like identifying previous offences committed by the individual while on the field, creating and maintaining a digital database of traffic violators and the ability to issue a challan on the spot. The ACGs were to be linked to the database of the Motor Vehicles Department (MVD).

A vendor, M/s. MobMe Solutions Pvt. Ltd., Cochin was selected through tender and 270 ACGs procured (October 2011) at a cost of ₹73.61 lakh²⁵.

Audit observed that even though the ACGs were supplied by the vendor in October 2011 and taken to stock, integration of the ACGs server with the database of the MVD was completed only in February 2014. During this delay in integrating the server with the database of the MVD, the batteries of the ACGs were damaged. A proposal (February 2014) of the vendor to replace the batteries at a cost of ₹5.70 lakh is yet to be acted upon by the Police Department (November, 2018).

The inordinate delay on the part of the Department to integrate the MVD database with the ACG server and laxity in ensuring proper maintenance of

²⁵ This included cost of equipment, server, application software, module software, installation and training besides cost of GPRS and print rolls.

the equipment resulted in inability of the Police Department to derive the intended benefits of ACGs. The amount of ₹73.61 lakh spent on the scheme remains unfruitful.

GOK stated (March 2019) that inordinate delay occurred in preparing the digital database which led to the devices lying idle for about two and a half years which caused damages to the batteries of the 232 devices. It was stated that the inability to implement the project in time was solely due to unexpected delay for which the police department cannot be blamed.

The reply of GOK is not correct in view of the fact that the vendor had completed the MVD integration and successfully demonstrated the same at the State Crime Records Bureau office on 11 February 2014. The reply is silent on the reasons for not replacing the batteries. Audit observed that the recommendation (July 2016) of the Director, Training, Police Training Headquarters for replacement of the batteries to make the system operational has not been complied with (November 2018). The remarks of the Director, Training that no efforts were made to make the system operational or to resolve any issues in the successful implementation of the system clearly highlights the failure of the Police Department in this regard.

[Audit paragraph 2.15 contained in the Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31st March 2018]

[Notes submitted by the Government on the above audit proposals are included as appendix II]

Excerpts from the discussion of Committee with officials concerned.

69. While considering the above audit para, the Committee inquired of the reason for the non-replacement of the battery of the automated challan generator and the present status of the matter.

70. The Additional chief Secretary, Home Department replied that there was another issue of non-updating of Motor Vehicle Department database. The e-challan system was introduced so as to avoid the usage of currency by the police officials. Keltron had proposed to open an Escrow account to manage the penal amount collected on the ground that the amount collected should remain in the Escrow account and not in the consolidated fund. But the Finance Department objected the proposal and a clarification was awaited from the Finance Department.

71. The Senior Deputy Accountant General sought clarification regarding the

term of settlement of the Escrow Account. He also enquired whether it would be reflected in the Consolidated Fund, to which the Additional Chief Secretary, Home Department replied in the negative.

Conclusion/Recommendation

72. No Comments

2.16 Procurement of Mobile Digital Investigation Assistance Platform for Grave Crime Investigation

Procurement of 35 'Mobile Digital Investigation Assistance Platform for Grave Crime Investigation' was approved in the AAP for the year 2012-13 at a cost of ₹2.70 crore. However, procurement commenced only in 2013-14.

The Department procured (October 2013) 40 Tata Sumo Gold EX (BS III) vehicles at a cost of ₹2.41 crore. An amount of ₹5.47 lakh was also sanctioned for the registration, insurance and cess charges of the 40 vehicles. Further, the Department procured (December 2013) 40 i-Pads for ₹20.79 lakh as part of the procurement.

Audit noticed that none of the vehicles were fitted with the tablets. The tablets were distributed to high-level officers and the vehicles were distributed to various units/officers other than Police Stations. Audit observed that the Department merely procured 40 vehicles and i-Pads under the guise of Mobile Digital Investigation Assistance Platform for Grave Crime Investigation.

GOK justified (March 2019) the procurement of i-Pads by stating that these were procured with the intention to enable senior officers to capture the photographic evidence during their visits to scene of crimes, etc., besides giving them the benefit of e-governance projects.

The reply is not tenable in view of the fact that the 40 vehicles and 40 i-pads needed to be integrated for achieving the objective of the Mobile Digital Investigation Assistance Platform for Grave Crime Investigation, which was not done. The distribution of i-Pads to higher level officers without integrating them with the vehicles defeated the very objective of the Mobile Digital Platform.

2.17 Irregularities in implementation of e-beat system

GOK accorded (July 2012) Administrative Sanction for introducing an electronic beat system (e-beat) in Police stations under seven police districts

in the State at an outlay of ₹1.88 crore²⁶. It was envisaged that the e-beat system would help to monitor the movement of policemen in their jurisdictions as part of performing beat duties by electronic means and help to create digitised map of the pattern of movement and time taken for more effective policing. Consequent to conclusion of tendering process, the work of supply of Reader, RFID Card, application software, installation and GPRS charges was awarded (December 2012) to M/s. Wifinity Technology Pvt. Ltd., Bangalore (Vendor) at a total cost of ₹1.88 crore. GOK also accorded (March 2013) financial sanction for payment of the amount from that year's budget provision.

From the minutes of a meeting (January 2014) of the Verification Board (Board) constituted for verification of e-beat, it was revealed that the firm supplied the items to the Police Chief Stores on 19 December 2013. The Board, after ensuring that the items supplied, fulfilled all the specifications mentioned in the supply order, recommended acceptance of the e-beat system.

However, detailed audit scrutiny revealed that the vendor submitted two invoices, both dated 21 March 2013 for ₹1.50 crore and ₹0.38 crore respectively indicating supply of the items. It was also revealed that the Chief Store Keeper had certified on 25 March 2013 that the items mentioned in the invoice were received in good condition. Payment of ₹1.88 crore was also made to the Contractor on the same date.

The certification by the Chief Store Keeper on 25 March 2013 of the receipt of the equipment when the equipment was actually received after nine months was irregular. Audit observed that the action of the Police Department in making payment of ₹1.88 crore to the Vendor on 25 March 2013 even though equipment was received only on 19 December 2013 was in violation of stores purchase norms and financial propriety.

It is seen that a committee to examine the issues related to default in supply of e-beat to Kerala Police, recommended (January 2015) to issue a legal notice to the Vendor and initiate steps to blacklist the vendor. However, no action was seen taken to fix responsibility within the Police Department for its failure to adhere to the provisions of Stores Purchase Manual.

GOK agreed (March 2019) that financial rules and codal formalities were violated. Audit was informed that the SPC had since ordered an enquiry to fix responsibility and to suggest action against officers responsible for the lapses.

26 ₹1.50 crore from the XIII th Finance Commission Award and ₹0.38 crore from State Plan fund MOPD.

[Audit paragraphs 2.16 and 2.17 contained in the Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31st March 2018]

[Notes submitted by the Government on the above audit paragraphs are included as appendix II]

Excerpts from the discussion of Committee with officials concerned.

73. While considering the above audit paras, the Committee inquired whether any inquiry had been conducted on the issue and whether advance amount had been paid.

74. The Additional Director General of Police, police Head Quarters informed that the investigation was going on and the delay was due to technical issues. At that time the police department had taken the stand that no advance had been given. He further submitted that there was a nodal officer overseeing the work being done in 7 districts and that there arose a minor dispute regarding advance payment which remained to be clarified.

75. The Committee inquired whether there was any provision to pay such percentage of the total amount as advance and wanted to know what the conclusion of the investigation was.

76. The Additional Director General of Police, Police Head Quarters informed that they would conduct an inspection regarding the issue and a special report would be submitted in that regard.

Conclusion/Recommendations

77. The Committee observes that for the implementation of e-beat system, the Police Department has paid an advance amount prior to the acceptance of the equipment which was in violation of Stores Purchase Manual norms and financial propriety. The Committee deplores the lapse occurred in not conducting an enquiry to identify the officials who had failed to adhere to the provisions of SPM. The Committee directs the department to conduct an enquiry regarding the issue and submit a report of the action taken thereof.

2.18 Construction

The Kerala Police Housing and Construction Corporation Ltd (KPHCC) is the agency entrusted with the Civil and electrical works for police infrastructure and housing. The observations of Audit on the construction activities of KPHCC is given below.

2.18.1 Construction of residential and non-residential buildings under MOPF

The MOPF scheme provided for construction of residential accommodation for Lower subordinate (Constables and Head Constables) and Upper subordinate (Sub Inspectors and Additional Sub Inspectors) staff and construction of non-residential buildings like Police Stations, Outposts, District Police Office, Barracks, Police lines, Kennels, Firing range, Administrative blocks, etc. Funds received from GOI for police construction activities were transferred to KPHCC for execution of the works. The details of funds received and activities undertaken during 2013-18 are given below.

Table 2.11: Allocation and utilisation of funds for construction

(₹ in crore)

Year	GOI Share Received	GOI Share Received	Total Receipts	Amount Expended	Unspent balance with KPHCC
2013-14	29.94	14.85	44.79	20.56	24.24
2014-15	24.32	16.37	40.69	2.70	37.98
2015-16	-	-	-	-	-
2016-17	-	-	-	-	-
2017-18	1.30	-	1.30	-	1.30
Total	55.56	31.22	86.78	23.26	63.52

(Source: Details obtained from PHQ and KPHCC)

Thus, ₹63.52 crore (73.20 per cent) remained unutilised with KPHCC as on March 2018. Audit examined the physical status of works undertaken by KPHCC during 2013-18, under MOPF and was as shown in Table 2.12.

Table 2.12: Physical status of works undertaken by KPHCC during 2013-18 as on 30 September 2018

Year	Residential			Non-residential		
	Units undertaken	Units Completed	Units remaining incomplete	Units undertaken	Units complete	Units remaining incomplete
2013-14	85	55	30	116	100	16
2014-15	64	2	62	43	6	37
2015-16	Nil	Nil	Nil	Nil	Nil	Nil
2016-17	Nil	Nil	Nil	Nil	Nil	Nil
2017-18	Nil	Nil	Nil	Nil	Nil	Nil
Total	149	57	92	159	106	53

(Source: Details obtained from PHQ and KPHCC)

Audit observed that 145 (47 per cent) of the 308 works entrusted to KPHCC were yet to be completed. Scrutiny revealed that KPHCC was yet to tender (September 2018) for 31 works entrusted to it by the Police Department. It was seen that these works remained untendered due to reasons like delay in identifying and finalising site for construction, failure of Police Department to provide hindrance free sites for construction, site unsuitable for construction, delay in transferring funds to KPHCC, etc. (Appendix III.(7)).

GOK stated (March 2019) that KPHCC did not have a permanent Architect or Structural Engineer and all such works were outsourced, which leads to delay. It was also stated that 18 works were taken back by PHQ as KPHCC could not complete them on time.

The fact remains that entrustment of works to an inefficient organisation like KPHCC resulted in 47 per cent of construction works under MOPF scheme remaining incomplete.

[Audit paragraph 2.18.1 contained in the Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31st March 2018]

[Note submitted by the Government on the above audit paragraph is included as appendix II]

Excerpts from the discussion of Committee with officials concerned.

78. While considering the above audit para, the Committee inquired about the current status of construction works entrusted to KPHCC, to which the Additional Chief Secretary, Home Department replied that out of the 312 works sanctioned, 295 had been completed and 17 were in progress.

79. The Committee directed the department to provide the details, thereof and the ACS agreed to do so.

Conclusion/Recommendation

80. The Committee directs the department to submit a detailed report on the current status of construction works entrusted to KPHCC.

2.18.2 Irregular construction of Villas for SPC and ADGPs by utilising funds allotted for Upper Subordinate Staff Quarters

Under the MOPF scheme ₹4.35 crore was earmarked in AAP 2013-14 under State share for construction of 30 Upper Subordinate Quarters (USQ). KPHCC was entrusted with the work of construction of these 30 USQs at Thiruvananthapuram and orders were issued (September 2015) to transfer

funds to KPHCC. Funds were provided to the Police Department through Supplementary Demand for Grants in May 2017²⁷.

Scrutiny of records at PHQ, Thiruvananthapuram revealed that M/s. Habitat Technology Group was directed to submit design proposal for construction of Bungalows for DGP and ADGPs, in a meeting held with SPC on 04 November 2017. Accordingly, the Police Department obtained (November 2017) an estimate for ₹3.66 crore from M/s. Habitat Technology Group for the construction of a Villa and Camp House for SPC and four Villas for senior officers at the very same site identified for construction of USQ. Based on the estimate obtained, the work was awarded and ₹1.83 crore released (February, March and June 2018) to the firm as advance. Revised work order was issued (June 2018) for ₹4.33 crore for construction of one Villa each for DGP and two ADGPs including site development. A further advance of ₹0.98 crore was also paid (August 2018) to the firm.

Audit observed that the Finance Department, GOK intimated (June 2018) SPC that it has sought clarification from the Home Department on the diversion of funds without Government approval. SPC replied to GOK (July 2018) that though funds of ₹4.33 crore were sanctioned under MOPF for construction of 30 USQs, the said amount would suffice for construction of only five quarters for higher officers in the Department and requested SLEC to ratify the activity. Audit observed that the justification offered by SPC to GOK for the unauthorised diversion of funds is unacceptable, as the Scheme Book for MOPF issued by GOI clearly specified that SI and ASI staff fall under Upper Subordinate category thereby ruling out irregular availing of benefits under the scheme by officers of higher cadre like SPC and ADGPs.

Similar instance of diversion of funds which appeared in the Report of the Comptroller and Auditor General of India for the year ended 31 March 2006 was discussed (August 2008) by the PAC. The PAC had observed that it was upset over the act of the Department in diverting funds assigned for the construction of USQs and LSQs at Kerala Police Academy towards building Senior Officers Quarters, etc. The PAC, while stating that such diversion from the approved action plan resulted in denial of family accommodation to the subordinate officers had also issued a strong warning to the Police Department not to repeat any such deeds under any circumstances in future.

Audit observed that action of the Police Department in ignoring the warning of the PAC and repeating the same irregularity is indicative of

27 Due to non-receipt of Ways and Means clearance, funds could not be utilised/deposited with KPHCC by Police Department till 2017-18.

showing disrespect to the Legislature besides being a blatant violation of MOPF scheme guidelines.

GOK stated (April 2019) that the decision to construct residential quarters for Senior officers was taken for the following reasons viz., 1) the funds were lying unutilised since 2013-14 and the GOK was unable to forward utilisation certificate; 2) need of the senior officers to have official residences from the security and professional point of view; and 3) the outlay for 30 USQs in MOPF scheme 2013-14 pertains to State share of the scheme. It was also stated that GOK had additionally contributed ₹1.50 crore for completing this project.

The reply is not tenable since there is no provision in the MOPF scheme guidelines for construction of villas for higher ranked police officers by diversion of MOPF funds (including State share of funds) meant for construction of Upper Subordinate Staff Quarters. The contention of GOK that State share of fund was utilised for the diversion is also not acceptable since the State share also forms part of the overall fund available under MOPF and is subject to the MOPF scheme guidelines. The deliberate violation of MOPF scheme guidelines as also the failure to heed the warning issued by the PAC earlier not to repeat such diversions is indicative of the Police Department's contempt towards the legislative processes and reports of constitutional bodies like the C&AG.

[Audit paragraph 2.18.2 contained in the Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31st March 2018]

[Note submitted by the Government on the above audit paragraphs is included as appendix II]

Excerpts from the discussion of Committee with officials concerned.

81. While considering the above audit para, the Committee observed that similar instances were discussed by the Committee in 2006 and 2008 and the Additional Director General of Police, Police Head Quarters replied that the matter had been ratified by the Government.

82. The Senior Deputy Accountant General added to the discussion that as the fund to build 30 upper Subordinate Quarters was not enough, quarters for senior officers had to be constructed.

83. The Additional Chief Secretary, Home Department informed the Committee that the government looked into the matter in detail and sought the opinion of

the Finance department and finally got the matter ratified.

84. The Committee wanted strict instructions to be given to ensure that such incidents did not occur in the future and also reminded that precautions should be taken at appropriate levels in all such incidents, to which the Additional Director General of Police, Police Head Quarters replied affirmatively.

Conclusion/Recommendation

85. The Committee aggrieved to note that the department had diverted the funds allotted for the construction of upper subordinate staff quarters towards the irregular construction of villas for Higher officials, violating the guidelines of MOPF scheme. The Committee views this as a matter of serious concern. Hence, the Committee recommends that strict instructions should be given at appropriate levels to ensure not to repeat any such incident in future.

2.18.3 Fortification of outposts in vulnerable areas

GOK sanctioned (November 2013) ₹3.25 crore to strengthen 16 police stations vulnerable to Maoist attacks in the northern districts of Kerala. The works included construction of compound walls with better strength and height, steel fencing and barricades and providing necessary lighting system to the Police Stations. While fortification works in respect of 15 Police Stations were completed, improvements to the Thirunelli Police Station in Wayanad district could not be undertaken since rates quoted by Contractors for the works were very high.

Sanction was also sought (December 2015) from GOK for the construction of fencing to Areacode camp of the Kerala Anti-Terrorist Squad (KATS) for ₹75 lakh based on an estimate obtained (August 2015) from the KPHCC. Later, the Police Department changed (August 2017) the work to construction of compound wall. Administrative Sanction was also accorded by GOK (November 2017) for construction of compound wall. However, due to non-receipt of Ways and Means clearance from GOK the funds could not be utilised. It was only later in May 2017 the funds were allotted and Police Department permitted to utilise the funds. Police Department transferred (January 2018) ₹60 lakh to KPHCC. Audit observed that due to delay in grant of permission for utilisation of funds, the camp which reportedly (December 2015) faces encroachments and security threats from Maoists, continues to function without a compound wall for its protection.

GOK stated (March 2019) that Wayanad district has acute shortage of

Contractors and that negotiations were being undertaken with Contractors for reduction in quoted rate and the issues would be resolved soon. Audit was also informed that work on compound wall for Areacode camp was being undertaken by KPHCC.

2.19 Manpower

As on 01 January 2018, as against the sanctioned post of 40,500²⁸, there were 33,461 police personnel deployed in the State. Out of which, 20,869 police personnel were posted across 521 Police Stations which had a sanctioned strength of 25,089 (83 per cent). Against the sanctioned strength of 15,411, similar civil police personnel deployed in other police offices like Special Branch, District Crime Records Bureau, Police Telecommunications, CBCID, were 12,592 (82 per cent).

Information furnished by the SPC indicated that the available manpower in the Police Department had been fully accounted by their deployment to Police Stations and other police offices in the State.

2.20 Conclusion

Police Stations and Armed Police Battalions in the State did not have the full complement of vehicles as required under BPR&D norms. The objective of improving mobility of the Police force was not fully achieved. Instead of addressing the shortfall, the Police Department procured inadmissible vehicles under the Scheme. Rather than procuring bullet resistant vehicles for deployment in operational areas like Naxalite infested areas, the Police Department procured bullet resistant vehicles for VIP security which was not admissible under the MOPF scheme. High-end luxury cars were procured in the guise of Mobile Command and Control Vehicles.

Audit observed a deficit of weapons in the Police Department. The insistence of the Police Department on procurement of weapons which were not in the production line of the Ordnance Factory Board resulted in loss of GOI assistance of ₹1.87 crore and resultant inability to acquire weapons to that extent during 2014-15. Audit also noticed ammunitions missing in the Special Armed Police Battalion, Thiruvananthapuram which has implications on internal security.

Failure of the police department to make payment of spectrum charges resulted in inability to obtain licences from GOI for procurement of Digital Mobile Radios. Anti-Maoist operations in the dense forests of Palakkad, Malappuram, Idukki and Wayanad admittedly suffered for want of DMR.

28 Circle Inspector to Constable

Shortage of staff led to pendency of cases in the Forensic Science Laboratories. Violation of Stores Purchase Manual and CVC guidelines was noticed in the procurement of equipment. Audit observed nexus between officers of the Police Department, Vendors and Keltron in fixation of prices. The Police Department ignored MOPF guidelines and earlier strictures of the PAC and constructed Villas for the SPC and two ADGPs by diverting funds meant for the construction of Upper Subordinate Quarters.

[Audit paragraphs 2.18.3, 2.19 and 2.20 contained in the Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31st March 2018]

[Notes submitted by the Government on the above audit paragraphs are included as appendix II]

Excerpts from the discussion of Committee with officials concerned.

86. While considering the above audit para, the Committee enquired whether the fortification work of all 16 police station had been completed

87. The Additional Director General of Police, Police Head Quarters informed that all that work had been completed.

Conclusion/Recommendation

88. No comments.

Thiruvananthapuram,
26th June, 2024.

SUNNY JOSEPH,
Chairman,
Committee on Public Accounts.

APPENDIX 1

SUMMARY OF MAIN CONCLUSION/ RECOMMENDATION

Sl. No.	Para No.	Department Concerned	Conclusion/ Recommendation
1	5	Home	The Committee recommends to impart adequate training with respect to handling of cash, maintaining of registers, dealing with treasury transactions and responsibilities in financial matters to all the SHOs in the State in a continuous, effective and time bound manner.
2	13	Home	The Committee directs the department to submit the details regarding the non-expenditure of ₹9.06 crore out of the total fund released by GOI/GOK during 2014-15 allotted for implementation of MOPF.
3	25	Home	The Committee observes that the MOPF scheme guidelines were not followed after procurement of vehicles and the department allotted them for the use of non-operational units and high-level officers against the guidelines. So the Committee directs the department to follow MOPF scheme guidelines after procuring vehicles and recommends to strictly ensure that such vehicles are not used by higher officials disregarding the functional needs.
4	33	Home	The Committee directs that department should strictly adhere to the relevant guidelines and procedures during procurement of vehicles and special care should be taken to ensure that the vehicles purchased are used for their original purpose.
5	44	Home	The Committee observes that the incidence of missing arms and ammunition is of serious nature as it involves security implications. Therefore, the Committee recommends to

			undertake a full- scale stock taking of the weaponry in all the Battalions and police stations including police chief stores immediately and complete the process at the earliest.
6	51	Home	The Committee observes that adequate training incorporating the latest modules is a pre-requisite for the effective functioning of the personnel in the Forensic Science Labs. So, the Committee recommends to take necessary steps to impart training for all the employees of the Forensic Science Labs related to lab examinations without delay.
7	55	Home	The Committee observes that lack of sufficient number of experts and proper facilities in Forensic Science Laboratories result in pendency of cases to be examined which ultimately leads to delay in preparing charge sheets and conducting trial. So, the Committee directs the department to take urgent steps for creating adequate posts at FSLs for speedy disposal of pending cases.
8	77	Home	The Committee observes that for the implementation of e-beat system, the Police Department has paid an advance amount prior to the acceptance of the equipment which was in violation of Stores Purchase Manual norms and financial propriety. The Committee deplores the lapse occurred in not conducting an enquiry to identify the officials who had failed to adhere to the provisions of SPM. The Committee directs the department to conduct an enquiry regarding the issue and submit a report of the action taken thereof.

9	80	Home	The Committee directs the department to submit a detailed report on the current status of construction works entrusted to KPHCC.
10	85	Home	The Committee aggrieves to note that the department had diverted the funds allotted for the construction of upper subordinate staff quarters towards the irregular construction of villas for Higher officials, violating the guidelines of MOPF scheme. The Committee views this as a matter of serious concern. Hence, the Committee recommends that strict instructions should be given at appropriate levels to ensure not to repeat any such incident in future.

ആഭ്യന്തര വകുപ്പ് - പബ്ലിക് അക്കൗണ്ട്സ് കമ്മിറ്റി (2016-19) - 2017 മാർച്ച് മാസത്തിൽ അവസാനിച്ച സി.എ.ജി ഓഡിറ്റ് റിപ്പോർട്ടിലെ പോലീസ് വകുപ്പുമായി ബന്ധപ്പെട്ട 6.3 ഖണ്ഡിക (Misappropriation of Government Money in Vilappilsala Police Station, Thiruvananthapuram) യിന്മേലുള്ള നൂനത പരിഹാരപത്രിക

വിളപ്പിൽശാല പോലീസ് സ്റ്റേഷനിൽ സംഭവിച്ച തരത്തിലുള്ള പണം തിരിമറി, പോലീസ് വകുപ്പിൽ ഭാവിയിൽ സംഭവിക്കാതിരിക്കാൻ, ആഭ്യന്തര നിയന്ത്രണ സംവിധാനം (Internal Control Mechanism) ശക്തിപ്പെടുത്താനും കേരള ട്രഷറി കോഡിലെ 92 a (I) (III), (IV) ചട്ടങ്ങളും കേരള ഫിനാൻഷ്യൽ കോഡിലെ 7 (2)(3) ആർട്ടിക്കിളുകളും കൃത്യമായി പാലിക്കാനും, 16.11.2017 ലെ ഇ4/295/2017/ആഭ്യന്തരം, 21.08.2018 ലെ ഇ4/360/2018/ആഭ്യന്തരം എന്നീ നമ്പർ സർക്കാർ കത്തുകളിലൂടെ സംസ്ഥാന പോലീസ് മേധാവിക്ക് നിർദ്ദേശം നൽകിയിട്ടുണ്ട് എന്ന വിവരം അറിയിക്കുന്നു. കത്തുകളുടെ പകർപ്പ് ഇതോടൊപ്പം ഉള്ളടക്കം ചെയ്യുന്നു.



ഡോ. ഒ. സെനീന
മോഡിന്റെ സെക്രട്ടറി
ആഭ്യന്തര വകുപ്പ്
ഗവൺമെന്റ് സെക്രട്ടറിയറ്റ്
തിരുവനന്തപുരം



GOVERNMENT OF KERALA

E4/295/2017-HOME

Home (E) Department
Thiruvananthapuram,
Dated:16/11/2017

From
Additional Chief Secretary to Government
To
The State Police Chief, Kerala
Thiruvananthapuram
Sir,

Home Dept -Report of the Comptroller and Auditor General of India on General and Social Sub: Sector, Government of Kerala for the year ended March 2017-Misappropriation of Govt money in Vilappilsala PS-reg

1.D O Lr No. DP cell(Civil)/AR/2017/C-133/2017-18/11 from P. SOMASHEKAR LA &AS Deputy Accountant General (SGS-III) addressed to Sri Ref: T P SenKumar IPS

2.Your letter No.P4-158852/16/PHQ dated 08.09.2017 addressed to PAG(G&SSA)

I am directed to invite your attention to the reference cited . The Misappropriation of govt money happened at vilappilsala Police Station was due to the negligence of existing rules in handling Government money by the the officers concerned and the internal audit system of PHQ . Hence it is directed to follow the Rules 92a(ii),(iii) and (iv) of the Kerala Treasury Code and Article 7(2) and (3) of Kerala Financial Code scrupulously and also directed

to strengthen the internal control mechanism in PHQ for supervising all cash transactions under the control of SPC.

Yours Faithfully,
JAYASREE T
DEPUTY SECRETARY

For Additional Chief Secretary to Government.

Approved for Issue,


Section Officer.

I/353^522/2018



GOVERNMENT OF KERALA

E4/360/2018-HOME

Home (E)Department
21/08/2018,Thiruvananthapuram

From

The Additional Chief Secretary to Government.

To

The State Police Chief,Kerala

Thiruvananthapuram.

Sir,

Sub: Home Department –Public Accounts Committee (2016-19) – Report
of C&AG for the year ending on 31.03.2017- ATR requested- reg.

Ref: Letter No.20243/PAC-A3/2017/Leg. dated 27.06.2018 from Secretary,
Kerala Legislative Assembly.

The misappropriation of Government money in Vilappilsala Police
Station is reflected in the C&AG Report for the year ending on 31.03.2017.
You are directed to take necessary steps to strengthen the internal control
mechanism so as to prevent the recurrence of misappropriation of money like
Vilappilsala Police Station in future. The action taken may be intimated to
Government urgently.

Yours Faithfully,
JAYASREE T
DEPUTY SECRETARY
For Secretary to Government.

True copy

RQ

Sreekumar ..
Section Officer
Home (E) Department
Government Secretariat
Thiruvananthapuram

AUDIT REPORT FOR THE YEAR ENDED 31.03.2018

MODERNIZATION AND STRENGTHENING OF POLICE FORCE

STATEMENT OF ACTION TAKEN

- 70 -

AUDIT REPORT FOR THE YEAR ENDED 31.03.2018

MODERNIZATION AND STRENGTHENING OF POLICE FORCE

STATEMENT OF ACTION TAKEN

Sl. No.	Para No. in C&AG Final Report	Subject	Action Taken
1	2.7	<p>Formulation of Modernisation plans – Strategic and Annual Action Plans.</p> <p>Paragraph 6.1 of the MOPF scheme guidelines issued (November 2010) by Government of India (GOI) recommended the preparation of a five-year strategic plan (2011-16) which would incorporate an equipment acquisition-perspective plan for five years. It was envisaged that the five-year strategic plan would identify and analyse gaps in various components under MOPF and in conjunction with the BPR&D norms arrive at a requirement for the State. It was also recommended that decentralised, evidence based, bottom up planning approach with adequate flexibility was to be adopted. An Annual Action Plan was to be prepared by GOK each year based on the five-year Strategic Plan. Audit observed that though the Police Department had formulated a draft Strategic Plan for 2011-16 and for 2017-21, there was no evidence on record to indicate that these were approved by GOK. In the absence of a final approved Strategic Plan, Audit could not examine whether the Annual Action Plans were in conformity with the long-term Strategic Plan. Audit observed that financial assistance under the Scheme was released by</p>	<p>The Police Department had prepared a five year perspective plan for 2011-2016 under a committee headed by ADGP (Crimes). The same was also presented in the High Power Committee by IGP (HQ). During 2018-19 the Police Department formulated a State Security Plan and the High Powered Committee of MHA appreciated the efforts made by the State to formulate a State Security Plan, which would henceforth become the basis for proposals of acquisitions under the State Police.</p> <p>Though the AAP were generally sent to SLEC, the same were forwarded to MHA before getting the formal approval of SLEC in order to avoid non-allotment of funds to the State. The AAPs were sent to MHA, for the years as mentioned in the Audit report due to paucity of time. The time given by the MHA in between the intimation of the Plan Size and the target date for the submission of AAP has been very short. Due to the shortage of time and at times, the non-availability of all SLEC members, due to administrative reasons the approval of SLEC were got delayed. In such cases HPC approved AAP, subject to the approval of SLEC. But the concept of decentralized planning is seemingly realized</p>

		MHA despite non-formulation of a Strategic Plan by the State Government.	because the plans prepared by the Department have been agreed to by the SLEC and the High Powered Committee, after their due perusal and scrutiny.																																																	
2	2.7.1	<p>Formulation of Annual Action Plan (AAP).</p> <p>MOPF scheme guidelines require that the MHA would intimate the tentative annual allocations for the ensuing year to the States and invite proposals for Annual Action Plan (AAP) from the State Government. The State Governments would prepare the draft AAP proposals under the scheme and forward to MHA. It was clearly stipulated that the AAP should have been discussed and approved by the State Level Empowered Committee (SLEC)⁷ headed by the Chief Secretary before forwarding the same to MHA. Audit observed that the instructions of the MHA were not complied with in any of the years, as set forth in Table 2.1.</p> <p>Table 2.1: Details of formulation of Annual Action Plan</p> <table><tr><th>Year</th><th>Date of MHA letter to GOK intimating Plan size</th><th>Target date for submission of AAP to MHA</th><th>Date of submission of AAP to MHA</th><th>Date of receipt of approval of AAP by MHA</th><th>Date of approval by SLEC</th><th>Date of issue of Administrative sanction by GOK</th></tr><tr><td>1</td><td>2</td><td>3</td><td>4</td><td>5</td><td>6</td><td>7</td></tr><tr><td>2013-14</td><td>25.03.2013</td><td>15.04.2013</td><td>22.04.2013</td><td>27.09.2013</td><td>07.11.2013</td><td>13.12.2013</td></tr><tr><td>2014-15</td><td>11.03.2014</td><td>31.03.2014</td><td>25.04.2014</td><td>29.08.2014</td><td>06.11.2014</td><td>20.12.2014</td></tr><tr><td>2015-16</td><td>11.03.2015</td><td>31.03.2015</td><td>26.03.2015</td><td>24.07.2015</td><td>21.04.2015</td><td>19.11.2015</td></tr><tr><td>2016-17</td><td>10.03.2016</td><td>31.03.2016</td><td>8.04.2016</td><td>04.07.2016</td><td>23.11.2016</td><td>21.01.2017</td></tr><tr><td>2017-18</td><td>28.04.2017</td><td>22.05.2017</td><td>24.05.2017</td><td>28.08.2017</td><td>19.07.2017</td><td>24.10.2017</td></tr></table> <p>Audit observed that the AAPs were forwarded to MHA without obtaining the approval of the SLEC. The SLEC was merely ratifying the proposals submitted by the SPC and approved by the MHA. Scrutiny of records of the</p>	Year	Date of MHA letter to GOK intimating Plan size	Target date for submission of AAP to MHA	Date of submission of AAP to MHA	Date of receipt of approval of AAP by MHA	Date of approval by SLEC	Date of issue of Administrative sanction by GOK	1	2	3	4	5	6	7	2013-14	25.03.2013	15.04.2013	22.04.2013	27.09.2013	07.11.2013	13.12.2013	2014-15	11.03.2014	31.03.2014	25.04.2014	29.08.2014	06.11.2014	20.12.2014	2015-16	11.03.2015	31.03.2015	26.03.2015	24.07.2015	21.04.2015	19.11.2015	2016-17	10.03.2016	31.03.2016	8.04.2016	04.07.2016	23.11.2016	21.01.2017	2017-18	28.04.2017	22.05.2017	24.05.2017	28.08.2017	19.07.2017	24.10.2017	<p>Now, instead of the Chief Secretary, the Home Secretary is heading the SLEC as per GO(Rt) No. 1267/2018/Home dated 02.05.2018, issued in accordance with orders from Ministry of Home Affairs. Hence from now on, the SLEC can be much easily get convened and the Annual Action Plan would get approved and sent to MHA as detailed in the guidelines. Accordingly SLEC meetings were convened during 2019-20 and 2020-21 for approving the State Action Plans submitted by Police Department and the same were forwarded to the High Powered Committee for its due consideration.</p> <p>A few items which were essential for modernization included in the strategic plan and also in the Annual Action Plans (AAP) have been approved by the State Government and the Central Government and then only they were procured in the interest of the Modernisation of the Department.</p> <p>The AAPs are prepared after discussion with the Government. There is improvement in the timely submission of AAP during the financial years 2019-20 and 2020-21. Efforts will be made to submit the AAP after due approval by the SLEC.</p>
Year	Date of MHA letter to GOK intimating Plan size	Target date for submission of AAP to MHA	Date of submission of AAP to MHA	Date of receipt of approval of AAP by MHA	Date of approval by SLEC	Date of issue of Administrative sanction by GOK																																														
1	2	3	4	5	6	7																																														
2013-14	25.03.2013	15.04.2013	22.04.2013	27.09.2013	07.11.2013	13.12.2013																																														
2014-15	11.03.2014	31.03.2014	25.04.2014	29.08.2014	06.11.2014	20.12.2014																																														
2015-16	11.03.2015	31.03.2015	26.03.2015	24.07.2015	21.04.2015	19.11.2015																																														
2016-17	10.03.2016	31.03.2016	8.04.2016	04.07.2016	23.11.2016	21.01.2017																																														
2017-18	28.04.2017	22.05.2017	24.05.2017	28.08.2017	19.07.2017	24.10.2017																																														

Police Department did not indicate that inputs from lower formations were compiled for the purpose of preparing the AAPs. The concept of decentralised, evidence based, bottom up planning approach with adequate flexibility, as enunciated in the MOPF scheme guidelines, was not realised. GOK, while agreeing to the audit observation stated (March 2019) that the AAPs were forwarded to MHA without obtaining approval of SLEC due to paucity of time. Audit was informed that the SLEC has since been reconstituted with the Home Secretary as the Convenor instead of the Chief Secretary. It was stated that the process has been streamlined resulting in the AAP for 2019-20 being forwarded to MHA after obtaining approval of the SLEC.

Annual Action Plans forwarded by the SPC to the MHA contained errors⁸, which necessitated revision of AAPs. The avoidable revision in AAPs coupled with delayed approval by the SLEC led to delay in release of Administrative Sanction and consequent failure to utilise the annual allocation within the financial year.

Audit scrutiny also revealed that consequent to low utilisation in the Scheme year, the items in approved AAPs were carried over and implemented in subsequent years (Appendix 2.2). Expenditure on items for implementation in AAP for the year 2013-14 was continuing even in the year 2018-19. The intention behind formulation of Annual Plans was thus defeated. GOK, while agreeing with the audit observation stated that the delay in expending funds could also be attributed to bidding processes not finding adequate bidders due to paucity of vendors in Kerala leading to single tendering and resultant delays. However, the fact remains that the

		timely modernisation of police forces as envisaged under the MOPF scheme was not attained.																																				
3	2.8	<p>Financial Management. Efficient planning and prudent financial management are essential for successful implementation of programmes and achievement of intended objectives. The MHA fixes the Annual Plan size and informs GOK for preparation of Annual Action Plan. Funds are released in two or three instalments, directly to States, through electronic transfer. For procurement of weapons sourced from the Ordnance Factory Board (OFB), which are fully funded by GOI, the allocated funds are released directly by GOI to the Ordnance Factory Board under intimation to the State Government. During 2013-18, financial assistance for implementation of the Scheme was shared between GOI and GOK in the ratio of 60:40. Funds released by GOI/GOK during 2013-18 for implementation of MOPF, expenditure incurred and funds remaining unspent were as under.</p> <p>Table 2.2: Details of funds allocated, received and utilised for MoPF during the period 2013-18 (Rs. in lakh)</p> <table><tr><th>Year</th><th>Total allocation in AAP</th><th>GOI/GOK funds available</th><th>Expenditure incurred</th><th>Unspent amount</th></tr><tr><td>2013-14</td><td>9371.00</td><td>1870.90*</td><td>1870.52</td><td>0.38</td></tr><tr><td>2014-15</td><td>7998.00</td><td>5270.68</td><td>4364.53</td><td>906.15</td></tr><tr><td>2015-16</td><td>2990.00</td><td>1514.59</td><td>1509.13</td><td>5.46</td></tr><tr><td>2016-17</td><td>2989.00</td><td>3501.00</td><td>3452.55</td><td>48.45</td></tr><tr><td>2017-18</td><td>3943.00</td><td>7100.18</td><td>7048.34</td><td>51.84</td></tr><tr><td>Total</td><td>27291.00</td><td>19257.35</td><td>18245.07</td><td>1012.28</td></tr></table>	Year	Total allocation in AAP	GOI/GOK funds available	Expenditure incurred	Unspent amount	2013-14	9371.00	1870.90*	1870.52	0.38	2014-15	7998.00	5270.68	4364.53	906.15	2015-16	2990.00	1514.59	1509.13	5.46	2016-17	2989.00	3501.00	3452.55	48.45	2017-18	3943.00	7100.18	7048.34	51.84	Total	27291.00	19257.35	18245.07	1012.28	Necessary instructions have been given to State Police Chief to follow MoPF guidelines in this regard strictly.
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4	2.8.1	Maintenance of separate account for the scheme																																				

		<p>(KPHCC).</p> <p>Paragraph 10 of the MOPF scheme guidelines requires the State Police Headquarters (PHQ) and the Kerala Police Housing and Construction Corporation Ltd. (KPHCC) to follow cash basis of accounting and maintain books of accounts on double entry bookkeeping principles. Standard books of accounts (Cash Book, Journal, Ledger, etc.) were to be maintained as per the accounting standards of the Institute of Chartered Accountants of India. Monthly Financial Reports were to be prepared and Quarterly Financial Reports based on these were to be submitted to MHA.</p> <p>Audit observed that the PHQ did not maintain separate accounts for the Scheme. Monthly/Quarterly Financial Reports were also not prepared and forwarded to the MHA, as required under the MOPF scheme guidelines. A scrutiny of the Contingent Bill Register revealed that expenditure on all activities undertaken by PHQ including that of MOPF was routed through the Register and it was not possible to segregate the items of expenditure into scheme expenditure and otherwise. In the absence of separate accounts, the authenticity of the figures recorded as receipts and expenditure under the Scheme, by the PHQ, could not be verified.</p> <p>During the Exit Conference (April 2019), the Home Secretary accepted the audit observation and directed the PHQ to maintain separate accounts in respect of implementation of the scheme of MOPF in the State.</p>	
5	2.8.2	<p>Failure to remit income from auction of vehicles into the Scheme account.</p> <p>MOPF scheme guidelines stipulates that ownership of equipment procured by the States for installation and use</p>	<p>Necessary instructions have been given to State Police Chief to follow MoPF guidelines in this regard strictly.</p>

		<p>at various peripheral units does not rest with the PHQ even though it maintains physical control of the fixed assets by way of maintenance of a fixed assets register. Paragraph 10 of the MOPF scheme guidelines also requires the Police Department to maintain separate books of account of the scheme on double entry bookkeeping principles. Thus, the income accruing from the sale of such assets should be booked as receipts under the Scheme accounts and not credited into the Consolidated fund of the State.</p> <p>Audit noticed that in violation of MOPF scheme guidelines, Rs. 8.07 crore received by the Police Department on auction of 1,172 condemned vehicles purchased under MOPF, was wrongly credited into the Consolidated fund of the State instead of Scheme accounts.</p> <p>This resulted in short accounting of receipts under MOPF to the extent of Rs. 8.07 crore. GOK assured (March 2019) to take effective remedial measures, as suggested by Audit. Audit observed that had the amount been booked under the Scheme accounts during 2013-18, it could have been utilised for the procurement of at least 128 vehicles¹⁰ which could have reduced the shortfall in the number of vehicles deployed at the Police Station level, pointed out in paragraph 2.9 of this Report.</p>	
6	2.9	<p>Mobility.</p> <p>Mobility is measured in terms of the ability of the police force to move quickly to an incident site. Police mobility is directly linked to police performance. Quick response, in real time to law and order situations helps to preserve</p>	<p>As far as Police Department is concerned, the application of "operations" is not limited to Police Stations/Outposts level alone. Various supplementary units like SBCID, Police Control Rooms, Special Forces, Crime Branch etc also conduct operations on</p>

the precious lives of people, protect public and private property besides being a reliable indicator of police performance.

BPR&D prescribed scales for various types of operational vehicles such as heavy/medium/light vehicles and motor cycles required for police stations, district armed reserve and armed police battalions as shown below.

Table 2.3: BPR&D norms for vehicles

Type of vehicle	Armed Battalions	District Police Lines	Police Stations
Heavy	29	7	-
Medium	8	17	-
Light	13	14	2
Motor Cycles	5	7	3

Audit observed that the BPR&D Guidelines which prescribe the same number of vehicles uniformly across all States could only be indicative and not made mandatory since the area of operation of every Police Station across different States would vary, necessitating more/less vehicles than those stipulated under the Guidelines. However, Audit examined the availability of vehicles against BPR&D norms, in the police stations in all the 19 Police Districts in the State. Out of 481 local Police Stations, five Police Stations (1.03 per cent) did not have any Light Motor Vehicle (LMV) and 193 Police Stations (40.12 per cent) were provided with only one LMV each. Further, in respect of two-wheelers, 24 Police Stations (4.98 per cent) did not have any two-wheelers and 245 Police Stations (50.94 per cent) had less than three two-wheelers.

day to day basis which includes covert, overt and strategic operations. Special Forces carry out commando operations including urban tactics and combing & anti insurgency operations. Control Room focuses on emergency response and crisis mitigation operations. SBCID takes out intelligence based operations on suspects while Crime Branch carries out similar operations on criminals and anti socials. Arresting a dreaded criminal requires launching of Operations. Vigilance Department, on the other hand, especially the special squads, carry out intelligence based operations on corrupt officials especially trap cases. Therefore, Operations are not limited to Police stations/outpost alone. Police Headquarters and various wings of the department also carry out covert & overt operations which complement each other and also define the operational competence of the department as a whole. It may be noted that Police Department works on the special provisions of Section 36 of Cr PC. Every officer from SHOs to State Police Chief may have to take up operational leadership based on the situation.

The vehicles were at times allotted to officers for operational purposes. Moreover Audit itself observed that the BPR&D Guidelines across different States would vary necessitating more/less vehicles than those stipulated under the Guidelines.

The procurement of vehicles is being done based on the operational requirement of various wings of police department. Nature of vehicles required has been completely ascertained based on the field requirements by a senior level "technical committee".

It is true that some vehicles have been procured

		<p>In the case of nine battalions of Kerala Police, the total number of two-wheelers and LMVs available were more than the number prescribed in BPR&D norms and there was no shortage of two-wheelers and LMVs in any of the Battalions. The Police Department has not categorised other vehicles like Buses, Lorries, etc., as Heavy Motor Vehicles (HMV) or medium vehicles. Hence when the total number of Buses, Lorries, etc. are taken together, there are only 168 vehicles available against the required number of 333 HMVs and medium vehicles as per BPR&D norms. Thus there is a shortage of 165 vehicles in the category of HMVs and medium vehicles.</p> <p>The objective of providing adequate mobility to the Police forces in the State is yet to be achieved. Shortage of vehicles could adversely affect the mobility of Police especially their patrolling functions in the field, which could impact law and order maintenance in the State.</p>	<p>for operational purposes and transferred to CBCID and Vigilance Department. It may be noted that the procurement of operational vehicles for CBCID & Vigilance Department was sanctioned by the High Powered Committee (HPC) in the State Action Plans. Subsequently, administrative sanction was issued from the Govt. of Kerala for procuring the vehicles. Moreover, the budgetary support for purchasing of vehicles has been far below requirements, over the years.</p> <p>In Police, there is a very thin line of difference between "Operational" and "Non-Operational" vehicle. In today's Policing even the highest officer in the Department launches Police Operations relating to investigations, Operations against LWE/ anti-nationals/ organised criminals. Car, SUVs and Sedans are very much used by Police Forces in India and abroad for myriads of Police overt and covert operations. Only after evaluation of operational efficiency such vehicles are procured. The purchases are made only after Government accord approval. The vehicles which were pointed out by the Audit as luxury vehicles cannot be categorised so, as these vehicles are procured even by CAPFs., other Police Forces as well as other Government Departments. All these vehicles have been listed in GeM- the Central Government Portal for purchase by various departments. Only criterion is the operational efficiency and functional requirements.</p> <p>All L&O Police Stations in Kerala are presently allotted with at least 02LMVs as per the BPR&D guidelines. Out of the 481 police stations, 398 police stations are allotted with 02LMVs/PS, 74 Police</p>
7	2.9.1	<p>Procurement of inadmissible vehicles.</p> <p>The MOPF scheme guidelines only allowed for procurement of vehicles like jeeps, motor cycles and medium/heavy vehicles for deployment at the Police Stations and Outposts. Procurement of cars is not admissible under the scheme. BPR&D stipulated availability of two LMVs in each Police Station. Altogether there were 3,748 LMVs with the Police Department as on 01 January 2018, of which 790 were deployed in Police Stations (against the requirement of 1,042), thus, indicating a shortfall of 24 per cent. Audit noticed that 64 of the 269 LMVs (24 per cent) procured during the period 2013-18 were procured for the use of</p>	

	<p>non-operational units and high-level officers in violation of the MOPF scheme guidelines. Moreover, 41 (15 per cent of 269 LMVs) of the 64 vehicles procured were either cars or luxury vehicles such as Toyota Crysta, Innova, Maruti Ciaz, Maruti Ertiga, Swift Dzire, etc., which were not eligible for procurement under MOPF scheme. Audit observed that while eight of the 64 vehicles were allotted to the vehicle pool at PHQ or to high-level officers, 19 vehicles were allotted to non-operational units like Crime Branch Criminal Investigation Department (CBCID) and 25 vehicles like Bolero SLE 2WD and Tata Sumo Gold were transferred to Vigilance department, which is not covered under the scope of the MOPF scheme.</p> <p>The action of the police department in procuring luxury vehicles for use of its officers instead of the permissible vehicles was in violation of the MOPF scheme guidelines and therefore, may affect the operational efficiency of the Department. Audit observes that instead of procuring 41 luxury vehicles, the Police Department could have procured at least 46 Bolero's at the same price. Together with the 23 vehicles irregularly allotted to non-operational units, these 69 vehicles would have sufficed to meet the requirement of the five Police Stations that did not have any LMV and 57 of the 193 Police Stations which were provided with only one LMV (referred to in paragraph 2.9). The operational efficiency of these Police Stations could certainly have been enhanced.</p> <p>GOK stated (April 2019) that cars, SUVs and sedans were used by Police forces in India and abroad for overt and covert operations. It was stated that due to the</p>	<p>Stations are allotted with 03LMVs/PS and 09 Police stations are provided with 04LMVs. At present 1054 Nos of LMVs are performing duty in 481 Police Stations. 2513 Nos of Motorcycles are available now.</p>
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		<p>allocation of additional funds under the State Modernisation of Police Department Scheme and dropping of mobility component generally from MOPF, vehicles of various categories were to be procured as per the Department's requirements.</p> <p>The reply is not tenable since the MOPF scheme guidelines did not provide for procurement of cars during 2013-18.</p>	
8	2.9.2.	<p>Failure to equip Police force with Mobile Command and Control Vehicles</p> <p>Approval was accorded by MHA in the AAPs for 2012-13 and 2013-14 for procurement of Mobile Command and Control Vehicles equipped with Hi-tech communication and negotiation facilities. Audit observed that vehicles such as Toyota Fortuner/Innova were purchased without insisting upon the suppliers to install additional equipment as specified in the supply order. The Police forces were denied advantages envisaged from procurement of these vehicles, as shown below.</p>	Details furnished below.
9	2.9.2.1	<p>Procurement of Toyota Fortuner as Mobile Command and Control Vehicle.</p> <p>The approved AAP for 2012-13 of the MOPF included purchase of a Mobile Command and Control Vehicle for Rs. 30 lakhs. It was envisaged to use the Mobile Command and Control Vehicle 'in hostage situations and also for mobile control stations in serious law and order situations requiring long drawn deployment of manpower'. A technical committee constituted by the Police Department recommended (June 2013) to purchase a specially modified 'Fortuner' from M/s. Toyota Kirloskar Motors Ltd. Supply Order was issued</p>	<p>Government had accorded sanction to procure one Mobile Command and Control Unit for Hostage Negotiation and crisis situation at a total cost of Rs.30 lakhs under MoPF 2012-13 (Central share). A committee was constituted with the then ADGP Crimes, the then IGP Internal Security, the then DCP, Thiruvananthapuram City and the then SP (MT).</p> <p>Supply order was placed vide letter dated 25.07.2013 with M/s Toyota Kirloskar for the supply, modification and installation of one command and control vehicle for use in special situations and serious law & order</p>

	<p>on 24 July 2013 based on the Proforma Invoice submitted by the firm on 06 May 2013 and 15 July 2013 for supply of vehicle at Rs. 21.61 lakh and modification charges of vehicle Rs. 8.62 lakh respectively. Payment of Rs. 21.61 lakh towards cost of vehicle was sanctioned vide order dated 10 October 2013.</p> <p>Audit observed that the Police Department envisaged modification of the Toyota Fortuner vehicle with the installation of ten items including a 10.1-inch Tablet with docking station, Wi-Fi board, USB TV card, software for video conferencing, cameras with inbuilt battery, etc. Audit scrutiny of the proceedings of the Verification Board constituted for the verification of quality of equipment installed on the Toyota Fortuner revealed that the Vendor did not install five of the 10 components required by the Police Department. The Board also found another component viz. 'Siren' to be unsatisfactory. Audit noticed that the vendor intimated the SPC (May 2014) its inability to undertake modification of the vehicle and waived any claim towards charges against modification already undertaken. The partly modified vehicle was taken to stock and payment of Rs. 21.61 lakh towards cost of vehicle was made to the Vendor. Audit observed that the selection of the Supplier/vehicle to serve as a Mobile Command and Control Vehicle without issuing tenders and ensuring capability of the supplier to modify the vehicle to achieve desired objectives, was in violation of extant CVC guidelines as discussed under paragraph 2.14 of this Report. Audit observed further that the Toyota Fortuner which does not qualify as a Mobile Command and Control Vehicle was allotted (September 2013) to PHQ for use of the SPC.</p>	<p>situations (model: Toyota Fortuner) at a total cost of Rs. 30.23 Lakh (Rs.21.61Lakh being the cost of vehicle and Rs.8.62Lakh for the modification work so as to make it fully functional command and control vehicle.)</p> <p>The firm supplied the vehicle and the payment of Rs. 21.61Lakh was released to the firm. A committee was constituted for verifying the installation of the additional items in the vehicle. The committee reported that five items out of the ten items were not installed in the vehicle. Later the firm intimated their inability to undertake the modification work. Hence the balance amount was not released to the firm.</p> <p>Though the modification work could not be fully completed as intended, the vehicle was equipped with other fittings as well as the Wireless Communication System, GPS, etc. The vehicle is even today used as Command & Control Vehicle now stationed in North Zone. Since the cost of modification work was not released to the firm, no financial loss has been caused, on that account. This vehicle has been used in Kannur, Wayanad, Malappuram, Kozhikode, Thiruvananthapuram, etc. places for the purpose in the past and even now. Efforts are being made for armouring the vehicle and also to attach some devices to make it more useful. SPC reported that as the vehicles were purchased on special Government price from Original Equipment Manufacturer (OEM), the CVC guidelines are not seen violated.</p> <p>Three vehicles (Toyota Fortuner) purchased for mobile Command and Control Room Medium are performing duty at IGP North Zone, Addl.CP, Kochi City and State Police Complaints Authority.</p>
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		<p>During the Exit Conference, the SPC (April 2019) while admitting the inability of the vehicle to function as a Mobile Command and Control Vehicle assured that the vehicle would be converted with additional fitments very shortly. GOK stated (April 2019) that the vehicle would be fully modified as initially envisaged in the next three months and put to use. GOK also assured that while modifying the vehicle, all codal formalities would be followed and the vehicle would be fully utilised for State-wide operations as a Command and Control vehicle.</p>	
10	2.9.2.2	<p>Procurement of two Toyota Innova cars as Mobile Command and Control Medium Vehicle with Hi-tech Communication and Negotiation Facilities.</p> <p>As in the approved AAP for 2012-13, the AAP for 2013-14 of the MOPF also included purchase of a 'Mobile Command and Control Medium Vehicle with Hi-tech Communication and Negotiation Facilities' for Rs. 30 lakhs. A Technical Committee constituted for identification of suitable vehicle recommended (April 2014) Toyota Innova 2.5G (M) Diesel vehicle as best suited to serve the purpose. Supply Order was placed (May 2014) with M/s. Toyota Kirloskar Motors Ltd. for the supply of two Toyota Innova 2.5 G (M) diesel cars at a cost of Rs. 21.21 lakh (DGS&D rate). The supply order also specified that additional requirements like proper navigation, control and command facilities, head light and tail light glass protection, etc., would be done by the supplier, free of cost. Even though the vendor supplied the vehicles without any of the additional fittings, the vehicles were accepted by the Police Department, taken to stock and payment made.</p>	<p>Government had accorded sanction for the purchase of Command and Control Medium Vehicle with Hi-Tech communication and negotiation facilities under MoPF for the year 2013-14. An amount of Rs. 30 Lakhs was provided as outlay. A Technical Evaluation Committee was constituted and the committee recommended to purchase Innova 2.5 G(M) Diesel AC Variant GX Vehicles for Command and Control Team. Supply Order for two vehicles were placed with M/s. Toyota Kirloskar Motors Ltd. Later, the firm requested to amend the supply order by excluding the additional requirements saying that they can supply the vehicles only as per DGS &D Rate Contract specification. The vendor supplied the vehicles as per the Supply Order and therefore the payment was released by the Department after the vehicles were accepted by the Verification Committee and taken into stock.</p> <p>The observation of the committee in selecting the vehicle was that considering the nature of duty used in crisis situation, overall performance, suitability, journey comfort, safety feature, price and economy in</p>

	<p>Of the two Toyota Innova cars procured, one was allotted to Kozhikode City for the use of Additional Director General of Police (ADGP), North Zone and the other one was allotted to PHQ. The stated purpose to use the vehicles as Mobile Command and Control Medium Vehicle with Hi-tech Communication and Negotiation Facilities was thus, not met.</p> <p>The SPC, during the Exit Conference (April 2019) admitted the inability of the vehicles to function as a Mobile Command and Control Vehicles and assured that the vehicles would be converted with additional fitments very shortly. However, GOK stated (April 2019) that only a few modifications could be done by the Vendor while some were to be done at the Department level and some by other vendors who are specialised. GOK further stated that a wholesome tender was therefore not in the interest of the Department and cannot be easily done.</p> <p>The reply of Government is not tenable in view of the fact that Supply Order was placed by the SPC requiring the Vendor to supply additional equipment and effect modifications to the vehicles, free of cost. Therefore, it was incumbent upon the SPC to ensure that the Vendor was capable of effecting the proposed modifications before award of the work. Audit observes that if the objective was to indeed procure Mobile Command and Control Vehicles, the SPC should have complied with CVC guidelines requiring procuring organisations to first invite Expressions of Interest and finalise specifications based on technical discussions/presentations with experienced manufacturers/ suppliers in a transparent manner before issuing tender. Audit is of the view that the fact that CVC guidelines were not complied with, the</p>	<p>maintenance.</p> <p>The modification work could not be done as intended but the vehicle was equipped with wireless communication system and other gadgets. The vehicles are used for policing and operational requirements.</p> <p>The vehicle allotted to ADGP North Zone was being used for leading the anti-naxal and other operations as well. No expenditure was incurred on account of the modification work and no financial loss has been incurred in this connection. Some of the modifications can only be done by the vendor, whereas some to be done by other specialized vendors and some at Department level. So a wholesome tender cannot be easily invited.</p> <p>Police Department has informed that these vehicles have met their purported requirements.</p>
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		<p>vehicles were accepted from the Vendor without any of the additional fittings and were deployed with officers rather than at Police Stations indicates that the vehicles were procured by the Police Department, not for deployment at the Police Station level, but for use of its senior officers. These vehicles were labelled as 'Command and Control Vehicles' in the AAP, only to circumvent the MOPF scheme guidelines which did not approve procurement of Cars12 under the scheme.</p>	
11	2.9.2.3	<p>Unauthorized purchase of Bullet Resistant Vehicles for VIPs/VVIPs and persistent violation of MoPF scheme guidelines by State Police Chief.</p> <p>The MoPF Scheme Book 2010, issued by the MHA, which governs the procurement, accounting and audit arrangements for MOPF clearly stipulates that procurement of vehicles for VIP security is absolutely inadmissible under the Scheme. The Stores Purchase Manual of Kerala also provided for resorting to open tenders (invitation to tender by public advertisement), as a general rule, in cases of procurement of items costing above Rs.10 lakh. It also provided for adopting limited tender system instead of the open tender system if there were sufficient reasons to decide that it was not in the public interest to call for tenders by advertisement.</p> <p>The AAP 2016-17 allocated Rs.1.26 crore to the Police Department for procurement of two Bullet Resistant vehicles. Administrative Sanction was accorded (January 2017) by GOK for purchase of two bullet resistant vehicles for Rs.1.26 crore to ensure security of VIPs, VVIPs and Z+ category visitors to the State. The Administrative Sanction was accorded by GOK subject to the condition that the relevant provisions contained in the Stores Purchase Manual/Open tender shall be strictly followed in all cases of purchases/software development.</p>	<p>The audit remark that the purchase of Bullet Resistant Vehicles is unauthorized cannot be agreed to. The same item was a scheme approved one, with the necessary sanction of the State Level Empowered Committee and the High Powered Committee. It may be noted that the implementation and purpose of the Scheme are monitored by the above two Committees and once they have agreed to the arrangements, as done in public interest, the matter ends.</p> <p>Audit itself observed that the BPR&D Guidelines which prescribe the same number of vehicles uniformly across all States could only be indicative and not made mandatory since the area of operation of every Police Station across different States would vary, necessitating more/less vehicles than those stipulated under the Guidelines.</p> <p>The Bullet resistant vehicles are used for operational purpose in LWE affected areas and also when needed, used for the security of VIPs, VVIPs and Z+ category visitors to the State. This is a highly operational duty. So inviting open tender for these vehicles are inappropriate as it lead to severe breach of security. Limited tender system is applicable as per paragraph</p>

<p>Audit observed that the SPC, without calling for open tender as required under the Stores Purchase Manual, constituted a Technical Committee which evaluated (July 2017) vehicles from three manufacturers and recommended the purchase of Mitsubishi Pajero from M/s. Hindustan Motors Finance Corporation Ltd., at a price of Rs.55.02 lakh. Subsequently, the Department placed (August 2017) supply order with M/s. Hindustan Motors Finance Corporation Ltd. for two bullet resistant vehicles without inviting tenders at a total cost of Rs.1.10 crore. On the same day, the Department, citing security concerns as a reason for not tendering, requested GOK to ratify its action of having placed supply order without following tender procedure. Advance payment of Rs.33 lakh (30 per cent of the cost of the vehicles) was also made (September 2017) to the supplier by the Department without awaiting ratification from GOK. GOK, in April 2018, declined to ratify the action of the SPC of placing the supply orders with M/s. Hindustan Motors Finance Corporation Ltd. and the sanction of the advance payment of Rs.33 lakh to the firm. The vehicles were received (June 2018) by the Police Department. Audit was informed by the Police Department (June 2018) that the balance amount of Rs.77 lakh was yet to be released to the supplier.</p> <p>Audit observed that the SPC in procuring the Bullet Resistant Vehicles, violated MOPF scheme guidelines which prohibited procurement of vehicles for VIP/VVIP security utilising MoPF funds. More seriously, Audit observed that the SPC was persistently and knowingly violating the MoPF scheme guidelines in view of the fact that an earlier Concurrent Evaluation of the MoPF Scheme in Kerala, conducted by the MHA in September 2014 had pointed out that similar vehicles purchased earlier under MOPF and deployed for VVIP security purposes were against MOPF scheme guidelines.</p>	<p>7(9) of Stores Purchase Rules. The Government was also addressed to ratify the procedure of deviating from the open tender system of procurement. Necessitated in view of the aforesaid reasons, the vehicles were delivered in June 2018 verified by the Committee including an officer from SPG and taken to stock. The Government of Kerala has approved/ratified the procurement of vehicles through its order G.O.(Rt) No. 43/2019/Home dated 05.01.2019. After considering the various aspects, a committee has been constituted for the purpose of evaluating the vehicles of manufactures of this kind. The committee after scrutinizing the models and price submitted by manufacturers are scrutinized and then M/s Hindustan Motors Fin Corp Ltd and their product Mitsubishi Pajero was selected, which quoted the lowest price.</p> <p>If the vehicle is not allowed under scheme guidelines, the Ministry would have not approved the same under the MoPF Scheme. This type of vehicle (Bullet Proof Vehicles) has also been sanctioned under MoPF Scheme 2006-07, 2007-08 & 2011-12 etc.</p>
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Further, the action of the SPC in placing the supply order and releasing the advance amount without inviting tenders was in violation of extant norms.

During the Exit Conference (April 2019), the SPC stated that procurement of these vehicles was made considering their non-availability in the State and that in view of security issues, he was not in favour of open tender system. GOK stated (May 2019) that the department was reviewing the deployment of these vehicles. Audit was informed that considering the audit observations, bullet resistant vehicles purchased under these schemes would maximally be used for general security related purposes, at the field police level. GOK also justified resorting to limited tender since the Stores Purchase Manual authorised such purchases in instances where there were sufficient reasons for holding that it was not in public interest to call for tenders by advertisement. It was stated that the department was fully convinced of the fact that open tender mode of procurement for bullet proof vehicles was not advisable and desirable from a security point of view.

The reply of GOK justifying its failure to effect the procurement under open tender through advertisement is not tenable in view of the fact that Administrative Sanction was accorded by GOK to the SPC for effecting procurement under the Stores Purchase Manual/Open Tender. As also mandated by the Stores Purchase Manual, the SPC should have recorded sufficient reasons to decide that it was not in the public interest to call for tenders by advertisement before resorting to limited tender. These conditions were not complied with by the SPC. It was noticed that even the procedure for limited tender¹⁴ was not followed. The SPC neither followed open tender system nor limited tender system. The entire procurement process was thus vitiated. Audit observed that the SPC had as early as in April 2017, obtained the

specifications and Proforma Invoice from the suppliers of 'Mitsubishi Pajero Sport' much before the meeting of the Technical Committee in July 2017, clearly indicating that the vehicle had been identified for purchase and that there was no intention to procure the vehicle under Open Tender or even Limited Tender. Prior sanction of GOK was also not sought for by the SPC before making advance payment of Rs.33 lakh to the supplier in September 2017. Citing security considerations as a reason for not resorting to open tender is also not acceptable since various police forces across the country like Orissa and Bihar have resorted to open tender for making similar procurement. Thus, the procurement of the Bullet Resistant Vehicles was unauthorised and was effected in complete violation of the conditions stipulated in the Stores Purchase Manual.

The objective of providing increased mobility to the police forces as envisaged by GOI under the MOPF scheme would have been achieved had the Police Department procured bullet proof/mine proof vehicles for deployment in Naxalite infested areas rather than acquire bullet proof cars for VIP security.

Recommendation 2.1: GoK may ensure that mobility of the police force is ensured by addressing the shortfall in vehicles. Procurement of vehicles for non-operational purposes and circumvention of MoPF scheme guidelines in the purchase of operational vehicles must be avoided.

The Mobility component of the Police Force scheme includes Bullet Proof Vehicles and Mine Proof Vehicles as per Modernisation of Police Forces scheme book 2010. Had there been any violation /circumvention of the MoPF guidelines, the HPC could not have approved the same. Hence, it is submitted that State Action plans are duly approved by MHA based on its Guidelines.

As per GO(MS) No 211/2017/Home Dated 21/10/2017 and as per GO(MS) No 150/2018/ Home Dated 29/10/2018 Station House Officer posts of 196 Police Stations and 268 Police Stations were upgraded to that of Inspector of Police respectively as part of bifurcating Law and Order and crime wings in Police stations. As such, three vehicles have to be provided to all Police stations as per scale, where Inspector of Police is holding the charge of Station House Officer. In order to resolve the problem of the acute shortage of vehicles, the mobility scheme component was introduced in State plan scheme from 2018-19 financial year and is continuing.

12	2.10.	<p>Weaponry</p> <p>Under the MOPF Scheme, the Ordnance Factory Board (OFB) under GOI was the sole manufacturer/supplier of arms and ammunitions to the Police/Armed forces in the country. It was envisaged that GOI funds for the arms and ammunition identified and manufactured by the OFB</p>	<p>Kerala Police is one of the best performing State police forces as far as law and order is concerned. Though, the State registers the highest number of cases in a year in India, the number of extreme violent cases and use of fire power by police is very minimal as the disputes are taken care of in initial stages itself by</p>
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and approved in the AAP would be released directly by the MHA to the OFB. The States were to collect the weapons and ammunition from the OFB factories on receipt of intimation from OFB.

13 2.10.1 Budgetary Provision.

The allocation and utilisation of funds for procurement of weaponry during 2013-18 is given below.

Table 2.4: Allocation and utilisation of funds for procurement of weaponry during 2013-18

Year	Annual Action Plan		Amount available for utilisation		Amount utilised		Unspent amount	
	GOI	GOK	GOI	GOK	GOI	GOK	GOI	GOK
2013-14	273.00	0.00	144.00	0.00	143.62	0.00	0.38	0.00
2013-14 Supplementary Plan	70.00	0.00	70.00	0.00	68.80	0.00	1.20	0.00
2014-15	215.00	0.00	187.00	0.00	0.00	0.00	187.00	0.00
2015-16	201.00	0.00	204.16	0.00	198.70	0.00	5.46	0.00
2016-17	201.00	104.00	201.00	104.00	172.78	0.00	28.22	104.00
2017-18	220.00	104.00	220.00	104.00	177.57	23.40	42.43	80.60
Total	1180.0	208.00	1026.16	208.00	761.47	23.40	264.69	184.60

Audit noticed short release of GOI assistance in 2013-14 and lapse of fund during 2014-15. It was seen that during 2013-14, GOK failed to adhere to directions of a GOI

constituted High Power Committee to submit revised AAP by including such weapons, which were in the production range of the OFB. Instead, the revised AAP of GOK again included weapons, which were not in the

prompt police actions. It is mentioned in the audit that the Department has only 11,446 weapons for police personnel against the requirement of 41,064. Kerala Police also has 799 Assault rifles and 6106 number of pistols. State Police Chief informed that for grave situations and for the use of Special Forces, they have considerable amount of arms, which has been found to be almost sufficient for their requirement as of now.

Kerala Police, at the same time is upgrading its weaponry in slow and steady manner taking in account of their evolving requirements and the resources available. Also a weapon policy has been drafted by a high level committee with a planned phasing out of the old weapons along with replacement of new ones.

production line of OFB. Consequently, GOI released only Rs. 1.44 crore to OFB which related to weapons in the production line of OFB. On receipt of a revised list of required weapons from GOK, GOI advised GOK (November 2014) to forward the list, duly approved by the SLEC, directly to OFB. Audit observed that GOK forwarded the revised list only in January/February 2015. Subsequently, MHA informed GOK (February 2016) that funds allocated during 2013-14 for MOPF scheme had already been exhausted long back and that it was not possible to allow funds for more weapons at that stage. Similarly, in 2014-15, though Rs. 1.87 crore was released by GOI to OFB in favour of GOK, no weaponry was issued to GOK for the reason that weapons which were not in the production line of OFB were demanded by GOK. The unutilised amount of GOK retained by OFB as suspense was subsequently utilised by OFB to set off the deficit in fund released by GOI during the year and was thus denied to GOK.

GOK admitted (March 2019) that it included certain items¹⁵ in the AAP which were non-OFB ones hoping that MHA would assist positively in the procurement of these weapons. The fact, however, remains that MHA had allocated Rs. 1.87 crore to the State during 2014-15 to procure modern weapons from OFB. The GOK placed an order for weapons which were not in the production line of OFB. As a result of which the State was unable to utilise Rs. 1.87 crore, allocated for its modernisation but also lost the opportunity to procure modern weapons like 5.56 mm INSAS rifles, Tear Gas Guns and Multi shell launchers from the OFB during 2014-15.

During the Exit Conference, the SPC, while agreeing with the audit observation, assured that the shortfall in funds which occurred in the past would be compensated in future.

14 2.10.2 **Shortfall in availability of modern weaponry and consequent deployment of obsolete weapons.**

The Arming Policy for State/UT Police Forces issued by MHA (February 1995) revised the scale of weaponry for the State/UT police forces after reckoning the then authorised weapons viz., .303 rifles, .410 Musket, .38/.45 revolver and the Thompson Machine Carbine (TMC) as obsolete. MHA was of the view that all these weapons were to be replaced in a phased manner. However, keeping in view the constraint of availability of conventional and modern weaponry from indigenous sources, MHA recommended a judicious mix of both, for use in varying situations. It recommended that the basic weapon for Civil Police Force should be .303/7.62 mm (BA) rifle and 7.62 mm (SLR) for State Armed Police.

Audit examined (September 2018) the status of availability of modern weaponry and noticed that the Department has only 11,446 modern weapons for Police Constables, Civil Police Officers, Sr. Civil Police Officers and Havildars against the requirement of 41,064 resulting in a deficit of 29,618 weapons (Appendix 2.3).

Thus, as on September 2018, 29,690 Civil Police Officers and Senior Civil Police Officers (erstwhile Constable/Head Constable) were supplied with the outdated weapons. In the Armed Police Battalions also, 3,203 numbers of now obsolete .303 Rifle and 2,639 numbers of 7.62mm Bolt Action Rifle (BAR) were in use.

Audit observed that the police department failed to receive modern weapons like 530 Nos. 5.56 mm INSAS rifles, 160 Nos. Tear Gas Guns and 10 Nos. Multi shell launchers from the OFB during 2014-15 due to laxity of the police department and resultant lapse of GOI allocation of Rs. 1.87 crore during the year, as pointed out in paragraph 2.10.1 of this report. The shortfall in modern weapons in the police department could have been reduced to that extent.

15 2.10.3 **Shortage of physical stock of weapons and live cartridges in Special Armed Police Battalion, Thiruvananthapuram.**

The steps to be taken by the Police Department on security, maintenance, cleaning and repairs of arms and ammunition was detailed in an Executive directive issued by the DGP in February 2004. The directions included instructions to officers who were in charge of arms and ammunition to check the arms and ammunitions in their charge at least once a week and make an entry in the register maintained for the purpose, regarding the correctness of arms and ammunitions kept in the Store. It was also instructed that the Company Commander/Circle Inspector should conduct surprise physical verification of stocks of Arms and Ammunition once a month and make a record of it in the register maintained for the purpose. The Superintendent of Police/Commandant should check the arms and ammunition once in every six months and ensure the correctness. Senior police officers visiting the camps/police stations were also to physically verify the arms and ammunitions in stock, the quantity received, issued, etc., and incorporate the same in their Inspection Reports.

a) Shortage of weapons

It had been noted in the C& AG's audit report that 25 numbers of 5.56 mm INSAS Rifles are missing/not seen available as per the records and physical stock being kept in the SAP Camp. For that they have followed the pattern shown below as receipt and transfer of 5.56 mm INSAS Rifles.

Details – Receipt of 5.56 INSAS Rifle in SAP Battalion

29-06-2005	Police Chief Store	500
23-06-2007	Police Chief Store	60
03-06-2011	Police Chief Store	80
07-08-2012	RRAF	10
23-10-2013	AR TVM city	35
30-07-2014	Police Chief Store	10
07-01-2016	AR TVM Rural	1
06-06-2016	Police Chief Store	10
Total		706

Details of transfer of 5.56 INSAS Rifle to other battalion/Units

Audit noticed that the Stock Register and related records of arms and ammunitions in the Special Armed Police Battalion, Thiruvananthapuram (SAPB), were not properly maintained. The entries in the Stock Registers had many over writings, use of white correction fluid and striking off of entries etc. The entries and corrections were not properly authenticated. Audit could not find any evidence of conduct of periodical physical verification by higher officers from the records available at SAPB. Audit, therefore, conducted (16 October 2018) a test-check including joint physical verification in the SAPB, to assess whether the physical stock of arms and ammunitions agreed with the stock registers and whether the system of accounting of arms and ammunitions was robust and reliable. The joint verification conducted by Audit in the Bell-of-Arms of SAPB along with the Assistant Commandant revealed shortage of 25 Nos. of 5.56 mm INSAS rifles and 12,061 live cartridges, as shown in Table 2.5.

Table 2.5: Shortfall in stock of test-checked weapons and ammunition

Sl. No.	Item	Stock to be available as per records on 16 October 2018	Quantity physically available in the store	Shortfall
1	5.56 mm INSAS rifles	69	44	25
2	5.56 mm Cartridge INSAS	14323	12488	1835
3	7.62 MM A7 Cartridge for AK 47	14025	12447	1578
4	7.62 mm M80 bullets for Self Loading Rifles	66285	57887	8398

19-12-2005	KAP I	95
20-12-2005	KAP III	135
07-01-2006	KAP V	135
23-11-2010	AR TVM CITY	5
24-02-2012	AR TVM City	25
18-04-2012	IRB ter	31
27-07-2012	RRAF TVM	10
13-09-2013	KAP III	189
01-11-2013	KAP III	11
23-09-2015	AR TVM RURAL	1
Total		637

The shortage of 25 numbers reported to have occurred in the audit is an error on the part of the C&AG team as they had omitted the transfer of 25 numbers of 5.56 mm INSAS Rifles from SAP to AR Camp, Thiruvananthapuram City on 14.02.2011, which has been sent and received on proper receipt (Memorandum 02/11 of AC QM SAP). This was transferred based on the request of Deputy Commandant, AR, Thiruvananthapuram City to the Commandant, SAP for issuing automatic rifles to the QRT of IGP Tvm Range. The available stock of INSAS Rifles at SAP is 44 (706 – 662). The matter was brought to the notice of C&AG authorities during the audit itself but they didn't accept the record stating that the Designation Stamp of the Reserve Inspector, AR, TVPM City was not affixed in the acknowledgement receipt.

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5	9 mm Drill Cartridge	285	35	250
	Shortfall in 5.56 mm INSAS rifles			25
	Shortfall in live cartridges			12061

Audit observed from the following instances that the Police Department was aware of the shortage in ammunition and attempted to cover up the shortfall instead of identifying and taking action against the culprits responsible for the loss of ammunition.

Without accepting the interim reply, the C&AG reiterated the same shortage of Arms in their Draft Report. In reply to the draft report of the C&AG the department ascertained that there were no deficits in receiving, issuing or current stock of the INSAS rifles in SAP and the error occurred only because of the poor maintenance of Registers and Records. But in the final report of C&AG audit it was reported that they were unable to obtain assurance that all arms with the Kerala Police have been properly accounted for and that there is no loss of arms.

Before the issuance of final report by the C&AG, the Department had already conducted physical verification of arms in a comprehensive manner. The verification has revealed that the total receipt of 660 INSAS 5.56 mm rifles by the SAP Battalion from Police Chief Store on various periods and their distribution are mentioned as below:

Sl. No.	Received Date	PHQ Order No. & Date	No. of Rifles received
1	29.06.2005	H7/86612/2004 Dated 06/2005	500
2	23.06.2007	H7/82751/2005 Dated 06/2005	60
3	03.06.2011	H7/66447/2010 Dated 01/2011	80
4	30.07.2014	H4/21457/2014 Dated 26/06/2014	10
5	06.06.2016	H7/179313/2015 Dated 03/2016	10
Total			660

From the above 660 numbers of 5.56 INSAS rifles, SAP issued 616 numbers of rifles permanently to various Battalions and other units as per the PHQ orders mentioned below:

Sl. No.	Issued Unit	Order No. & Date	No. of Rifles issued
1	KAP I Battalion	E1-12663/2005/SAP Dated 01/12/2005	95
2	KAP III Battalion	E1-12663/2005/SAP Dated 01/12/2005 E1-10242/2013/SAP Dated 08/09/2013	335
3	KAP V Battalion	E1/12663/2005/SAP Dated 01/12/2013	135(Now under the strength of KAP 3)
4	IR Battalion	H4/23397/2012/PHQ	31
5	City AR, TVPM (QRT)	H4/10484/2012/PHQ Dated 08/12/2012	15
6	City AR, TVPM (Coastal)	H4/80331/2009/PHQ	5
Total No. of Rifles issued from SAP Bn to other Units			616

The physical verification with respect to records, receipts and issuance revealed that the actual number of 5.56 mm INSAS Rifles received by the SAP Bn was only 660 Nos. and total issuance made by them was

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only 616. The C&AG inadvertently or placing a reliance on inaccurate records made the conclusion of receipt of 706 Nos. of 5.56 mm INSAS Rifles and issuance of 637 Nos. The intra and temporary transactions between Units due to emergency /administrative exigencies was also taken into account by the C&AG while conducting the Audit. One of such transactions of 25 Nos. to AR TVPM City was omitted in the Stock Register which resulted in the shortage of physical stock and hence the audit remarks.

616 numbers of rifles out of 660 numbers issued to SAP had been transferred permanently to other units, from which some of the weapons had been again transferred to different units. Only 44 rifles are present at SAP which was their existing stock. The details of current existence of the 660 nos. of rifles are as shown below.

Details of Rifle 5.56 mm INSAS in Present Units

UNIT	NOs
SAP	44
IRBN	61
KAP I	4
KAP 3	470
KEPA	15
RRRF	31
TVM CITY	20
DHQ WND	15
TOTAL	660

Therefore, there were no INSAS rifles allocated to SAP missing and the whole issue of the missing of INSAS rifles had happened due to the refusal by the C&AG team to account the 25 Nos. of 5.56 rifles transferred temporarily from SAP to Thiruvananthapuram City on 14/02/2011 despite concerned records were made available to them.

Also, the investigation team in Crime No. Cr. 399/CBTVM/R/2019 U/s 403,409,420,424,468,471 IPC of Crime Branch, registered in connection with the missing of Arms and Ammunitions from SAP Bn, conducted inspection on 17.02.2020 at SAP Camp in the presence of Addl. Director General of Police, Crime Branch and Inspector General of Police, Crime Branch and physically verified each and every INSAS rifles issued from the Police Chief Store to SAP Battalion during 2005-2016 by comparing the body numbers of the rifles. It concluded that no INSAS rifle are missing, as mentioned in the CAG report. Out of the 660 rifles issued from the Police Chief Store, 647 were produced physically in the camp and the balance 13 were reported to be sent to Manipur for training purpose of IR Bn trainees vide Order No. L7-6838/2020/PHQ Dated. 16.01.2020. Those rifles were also personally verified through video conferencing by verifying the body numbers. A Mahazar was prepared for seizing the above 647 rifles produced physically at the SAP Camp and rifles were returned to Commandant, SAP on receipt. The Mahazar and the receipt were produced before the Judicial First Class Magistrate Court XI, Thiruvananthapuram. In the Investigation, it is revealed that there is no missing of INSAS rifles, as alleged.

As already reiterated, there is no shortage of Rifles in Police Department.

It is true that there were prevailing instructions regarding security and maintenance of Arms and Ammunitions like that mentioned in the C&AG Report 2.10.3. But the modus operandi of inspections was not clear or there were certain flaws in the prevailing instructions. To overcome the issue the Kerala Police instituted to revise the existing Weapon Policy of the Department and as decided in the Addl Directors' General of Police meeting held on 13/12/2018 a team under the Chairpersonship of Addl Director General of Police has drafted a Kerala Police Arms & Ammunition Policy 2020. The same was approved as Arms & Ammunition Policy for use of Kerala Police, vide Order No.T3-34888/2017/PHQ Dated 28/02/2020. In the revised Arms & Ammunition policy clear cut instructions were issued regarding inspection of Arms and Ammunitions. There were certain lacunae in maintenance of Registers pertaining to Ammunitions and in the revised policy 4 more Registers introduced viz. (1) Temporary Arms and Ammunition Verify Register for QM Store, (2) Ammunition Lot Register for QM Store and Coy Store, (3) Stock Register of Fired Cases and Damaged Ammunition/Misfire for QM Store and Coy Store and (4) Firing Point Register in addition to the existing 13 Registers to ensure proper accounting of Ammunitions.

Moreover, an inventory module has been launched in iAPS, recently for proper accounting, maintaining various registers associated with Arms & Ammunition assets of Police department.

In order to avoid such situations in future the Department has taken enough remedial measures as detailed above.

b) Shortage of Ammunitions

In response to the draft C&AG report on shortage of ammunition/cartridges, two exercises were carried out to trace out the missing arms and ammunition at SAP.

1. A team was constituted within SAP to physically verify ammunitions of SAP and trace out records of transfers of ammunition to other units or wings.
2. A team was formed vide an office order dated 27/02/2020 to cross verify the transfer of ammunition from SAP to different units and wings and collect documentary proof.

Simultaneously, physical audit of all ammunitions and connected records in all the other Battalions were carried out and it has been ascertained that there is absolutely no shortage of live ammunition. The result of exercises conducted with respect to shortage of arms and ammunition at SAP are as follows:

1) 9mm Drill Cartridges

C&AG Audit team had reported missing of 250 Nos. of 9mm Drill Cartridges. This is actually not a correct number as the actual missing are 350 Cartridges. These cartridges had been found to be present at AR Camp, Malappuram. 485 Nos. were seen in their stock, but they should only possess 135 Nos and therefore 350 Nos are excess in their stock. These drill cartridges were meant for the State Commando Wing who was housed at SAP during the period 2004 to 2010. The issue had been further compounded by the fact that there were no

proper recording of receipts and usage of ammunition by the Commando Wing during those years. Thus there is no missing of any 9mm Drill Cartridge that had been issued to SAP.

2) 5.56mm INSAS Cartridges

C&AG Audit team had reported missing of 1835 Nos. of 5.56mm INSAS Cartridges- From the physical verification of 5.56mm INSAS Cartridges at SAP and cross verification of all connected records of those units whom had received this ammunition from SAP, it has found no cartridge is missing. The issues relating to missing ammunition had been caused by improper record management at SAP. Therefore there is no missing of any 5.56mm INSAS Cartridge that had been issued to SAP.

3) 7.62mm AK-47 ammunition

C&AG Audit team had reported missing of 1578 Nos. of 7.62mm AK-47 ammunition. From the physical verification of this ammunition at SAP and cross verification of all connected records of those units whom had received this ammunition from SAP, it has found missing of 9 Nos. of fired cases. Till 2010, the Commando wing were the ones who were significantly using AK-47 and doing firing practices those weapons both within Kerala and at NSG Training Center. Since they were physically located at SAP till 2010, all the ammunitions for their firing practices were received from SAP which had continued even after they moved out of SAP. The record of transfers and usage by the Commando wing in their firing practices has been poorly documented and lack of cross verification of records is the reason for such gaps shown in the audit.

There is no missing of any live ammunition of AK-47 that had been issued to SAP and only 9 fired cases stands unaccounted for.

4) 7.62 mm M80 SLR ammunition

C&AG Audit team had reported missing of 8398 Nos. of 7.62 mm M80 SLR ammunition. From the physical verification of this ammunition at SAP and cross verification of all connected records of those units whom had received this ammunition from SAP, it has found missing/unaccounted of 3697 Nos of fired cases. The primary reason for this shortage has been the missing of SLR fired cases from the stock of D company in 2012. No record of transfer of the fired cases could be seen in records of the QM Store as well. There is no shortage of any live 7.62 mm M80 SLR ammunition and there are 3697 fired cases yet to be accounted.

Detailed physical verification of the ammunition at SAP and cross verification of transfers of ammunition of other units from SAP has led to the following findings:

- There is no missing of live ammunition at SAP as claimed in the C&AG Audit report.
- 3697 Nos. of 7.62 mm M80 SLR fired cases had been unaccounted for, of which 3624 went missing from a single training company.
- Lack of proper records of acceptance & transfers of ammunition and firing by State Commando Wing was noticed.

The Crime Branch team investigating Cr.399/CB/TVM/R/2019 u/s 403,409,420,424,469 and 471 IPC registered in connection with missing of

ammunition from SAP has included the issue of missing of 3697 Nos of 7.62 mm M80 SLR fired cases in the ongoing investigation. The Addl. Director General of Police, Intelligence, SSB has been instructed to ensure proper maintenance of records and registers related to Arms and Ammunitions in accordance with Arms & Ammunition Policy.

16 2.10.3.1. **Irregular replacement of missing 9 mm Drill Cartridges with Dummy Cartridges**

Audit noticed that the shortage of 250 Nos. 9 mm Drill Cartridges was sought to be covered up by replacing the same with 250 Nos. of dummy cartridges. There was no document on record to show how these dummy cartridges came into the possession of the SAPB and how these were taken into stock. The Commandant, SAPB offered no explanation to Audit on how the 250 unauthorised dummy cartridges came into their possession.

In response to the audit remarks of missing of 250 Nos. of 9mm Drill Cartridges, the Commandant, SAP has endorsed the report of Asst. Commandant (QM) who endorsed the report of the then Battalion Quarter Master Havildar. It is reported that missing of 350 Nos. of 9 mm Drill Cartridges were found in the inspection conducted by the DySP (Arms) during the period from 26/05/2014 to 31/05/2014 and furnished report. Subsequently, vide Letter No.659/2014/ACQM/SAP Dated 14/07/2014, the Asst. Commandant (QM), SAP furnished report to Commandant, SAP that the 350 Nos. of missing Drill Cartridges were found in QM Store. But the Cartridges were not shown to the Unit Armourer or the DySP, Arms. It is also reported that instead of 250 Nos. 9 mm Drill Cartridges, 250 Nos. of Dummy Cartridges were handed over to him.

Further, physical verification of ammunitions of all Units revealed that the findings of missing of 250 Nos. 9 mm Drill Cartridges by the C&AG team was factually incorrect. Actual deficit was 350 Nos. of 9 mm Drill Cartridges. These cartridges were found to be present at Armed Reserve, Malappuram. They have 485 Nos. of 9 mm Drill Cartridges when they should have only 135 Nos. In effect they physically possess 350 Nos. in excess of their stock.

This fact was reported by DySP Arms in 2014 itself to PHQ vide Letter No V2/03/2014/AA Dated 02/07/2014 and recommended to transfer the 350 Nos of 9 mm Drill Cartridges to SAP through Commando wing and transfer 350 Nos of 9mm Cartridges (L.A.) to Armed Reserve Malappuram. But no further action was taken in this regard due to false report of Commandant SAP Bn on 14/07/2014 that the Drill Cartridges were later found in QM Store of SAP. The inspection report of DySP Arms in 2014 regarding missing of 350 Nos of 9 mm Drill Cartridges furnished vide Letter No V2/122/2013/AA-12 Dated 17/06/2014 was not properly examined by the Commandant SAP, who remarked that there is no missing of Drill Cartridges and this resulted in adverse remarks by the C&AG. Instead of rectifying the defects someone willfully planted 350 numbers Dummy Cartridges in place of Drill Cartridges.

As assured in the reply to draft report the Commandant, SAP, Thiruvananthapuram conducted preliminary enquiry by examining 36 witnesses and marking 7 documents and submitted a preliminary enquiry report to the ADGP Armed Police Battalion on 21.02.2019, vide Letter No.04/CAMP/CMT/SAP/2019-180 Dated 21/02/2019. The said preliminary enquiry report which was forwarded to Peroorkada Police Station with a direction to register a case. Crime No. 763/2019 was registered on 03.04.2019 u/s 403, 409, 420, 424, 468 & 471 IPC. Subsequently the case was transferred to Crime Branch vide Order No. D5 - 73729/2019/PHQ Dtd 22.06.19 of State Police Chief and Crime Branch re-registered the case as Cr.

399/CB/TVM/R/2019 U/s 403,409,420,424,468,471 IPC. This case is being investigated in crime branch, Thiruvananthapuram unit by a special team.

The Investigating Officer seized 350 dummy drill cartridges from the Battalion Quarter Master Store under a mahazar and produced before the Court. It is revealed that the 350 numbers of dummy drill cartridges were planted in place of the missing 9mm drill cartridges by a Battalion QM Havildar for escaping departmental action.

As assured in the reply furnished to the draft C&AG report, a crime case was registered at Peroorkada Police Station, which was later transferred to Crime Branch. Investigation team of Crime Branch also conducted inspection on 17/02/2020 at SAP Camp in the presence of Addl. Director General of Police, Crime Branch and IGP Crime Branch and physically verified each and every INSAS rifles issued from the Police Chief Store to SAP Battalion, it has found no INSAS rifle is missing.

17 2.10.3.2. **Lax investigation and attempt to cover up an earlier shortage of 7.62 mm M80 bullets for Self Loading Rifles by an Investigation Board constituted in September 2015**

Audit noticed, that shortage of 7.62 mm bullets was known as early as on 14 September 2015 when the Officer Commanding, B Company of SAPB reported a shortage of 200 Nos. 7.62 mm bullets which were allotted for the conduct of Long Range Firing at Kerala Police Academy, Thrissur. A Board, constituted by the Commandant, SAPB (19 September 2015) to conduct verification of all ammunitions in SAPB, reported

The C&AG final report says that on November 2016, the Police Department failed to act upon the report of the Board which reported missing of 7433 Nos. of 7.62 mm M80 Cartridges and the shortage increased to 8398 Nos. as on 16/10/2018.

As assured in the reply furnished to the draft C&AG report, a crime case was registered at Peroorkada Police Station, which was later transferred to Crime Branch. Investigation team apparently ruled out possibility of missing of ammunitions from SAP Bn and found that difference in stock were due to the improper maintenance of Registers and Records.

shortage of an additional 200 Nos. 7.62mm bullets in another box that was to contain 600 bullets. However, the Board justified the shortage by observing that since the ammunition was being supplied from the Police Chief Stores, Thiruvananthapuram, the stock was recorded based on the specification denoted on the sealed boxes. Since periodical inspection of the stock of ammunition was also conducted without opening the sealed box, it was concluded that the shortage must have occurred while the bullets were packed at the OFB for dispatching to the Police Chief Stores. The Board reported no other discrepancies in stock.

However, the Police Chief Stores contradicted the conclusions arrived at by the Board constituted by the Commandant, SAPB and intimated the SPC (June 2016) that the two boxes having the lot numbers/years specified by the Board, were neither received by them from any of the Ordnance factories nor issued by them to SAPB. Based on this report, the SPC ordered (August 2016) the Additional Director General of Police (Armed Police Battalion) to conduct a comprehensive verification of stock of 7.62 mm M80 SLR rounds. Accordingly, a new Board verified (October 2016) the stock of 7.62 mm M80 SLR rounds which revealed that the second box which was packed on 12 July 1999, contained rounds manufactured in subsequent years from 2000 to 2014, indicating deliberate tampering of the box. The Board reported (January 2017) shortage in stock of 7,433 Nos. 7.62 mm rounds in SAPB, as of November 2016. Audit observed that the Police Department failed to act upon the report of the Board and trace the missing ammunition or fix responsibility on the officials who committed the

As already mentioned a team was constituted for physical verification of ammunitions of SAP and to trace out records of transfers of ammunition to other units or wings and another team to cross verify the transfer of ammunition from SAP to different units and wings and collect documentary proof. Detailed physical verification of the ammunition at SAP and cross verification of transfers of ammunition of other units from SAP has revealed that there is no missing of live ammunition at SAP as stated in the C&AG Audit report and lack of proper records of acceptance & transfers of ammunition and firing by State Commando Wing was noticed.

C&AG Audit team had reported missing of 8398 Nos. of 7.62 mm M80 SLR ammunition. From the physical verification of this ammunition at SAP and cross verification of all connected records of those units whom had received this ammunition from SAP, it has been found missing/unaccounted of 3697 Nos of fired cases. The primary reason for this shortage has been the missing of SLR fired cases from the stock of D company in 2012. No record of transfer of the fired cases could be seen in records of the QM Store as well. There is no shortage of any live 7.62 mm M80 SLR ammunition and there are 3697 fired cases yet to be accounted. This issue is also under investigation by the Crime Branch team investigating Cr.399/CB/TVM/R/2019 u/s 403, 409, 420, 424, 468 and 471 IPC registered in connection with missing of ammunition from SAP.

Consequent on the audit remarks a detailed inspection of records in respect of arms and ammunition

serious offence of fraudulent re-packing of rounds. of SAP Bn was conducted by the Commandant, SAP. Meanwhile, as seen in Table 2.5, the shortage of 7.62 and furnished report, vide Letter No.04/CAMP/CMT/SAP/ 2019-180 Dated 21/02/2019. mm rounds had increased to 8,398 as on 16 October 2018. and it was found that personnel in charge of Quarter

GOK stated (March 2019) that the matter of the shortfall Master Store were responsible for poor maintenance of records which resulted in adverse remarks from the Preliminary Enquiry has been taken very seriously and that a C&AG. Accordingly disciplinary action was initiated by the Crime Branch. Audit was informed that against the Havildars who were in charge of Quarter responsibility would be fixed and that if any criminal Master Havildar of SAP Bn since 1998. misconduct was detected, due action would be taken as per the Code of Criminal Procedure to register a crime case, if warranted. Audit was also informed that the 25

missing rifles reported by Audit were issued to Armed Reserve (AR) Camp, Thiruvananthapuram in February 2011, under proper acknowledgement and that the errors shown in maintenance of records/receipts have been found and sorted out. To verify the claim of reconciliation of physical stock of weapons with the stock register, Audit obtained the verification report from the Deputy Inspector General (Armed Police Battalion) (DIG (APB)) detailing the body numbers of all 660 rifles stated to have been received from the Police Chief Stores as also their distribution to various units under permanent transfer. Scrutiny of records at the AR Camp Thiruvananthapuram revealed that the 25 rifles stated to have been issued by the SAPB were neither entered as Receipts in the Stock Register nor in the records maintained by the Armoury Inspector at the AR Camp. Audit also noticed further discrepancies in the verification report of the DIG (APB) (Appendix 2.4). Audit is, therefore, unable to obtain assurance that all arms with the Kerala Police have been properly

conduct the Oral Enquiry against the delinquent Police personnel. Memo of Charges were served to the Officers and Oral Enquiry proceedings are under progress.

Remedial Measures taken by the Police Department for Streamlining, up keeping and transact of arms and ammunition.

1. Inspection of Arms and Ammunitions

In the Arms & Ammunition Policy issued vide Order No.T3-34888/2017/PHQ Dated 28/02/2020 detailed and vivid instructions have been issued regarding responsibility of lower ranks Officers to higher-ups. A technical inspection of Armour Wing of the Police Department also has been charted out which will ensure hassle-free verification by higher-ups to ensure proper accounting of Arms & Ammunitions. It has also been directed to ensure that Stock of Arms and Ammunitions of the month shall be furnished to PHQ before 5th of the succeeding month.

accounted for and that there is no loss of arms. GOK admitted (April 2019) negligence in the proper maintenance of records and stated that it has been decided to conduct a full scale audit of the arms and ammunitions across the State in all units. to be completed in the next four to six months. Audit observes that the issue of loss of arms and ammunition is a serious issue, with implications on State security and needs to be urgently addressed.

Recommendation 2.2: In view of the serious security implications, Government may take urgent steps to trace the missing cartridges and rule out loss of rifles. Similar stock taking of arms and ammunition may be undertaken in all Battalions and Police Stations, including Police Chief Stores immediately.

2. Streamlining of Records related to Arms & Ammunitions

Specific instruction has been issued to strictly record specification of arms/ammunition including lot number/manufacturing date etc. in the relevant registers while issuing Arms/ Ammunitions to Police Personnel from units for duty/training/other purpose, rather than simply recording the total numbers. As already mentioned clear cut instructions were issued regarding inspection of Arms and Ammunitions in the revised Arms & Ammunition policy. There were certain lacunae in maintenance of Registers pertaining to Ammunitions and in the revised policy 4 more Registers introduced viz. (1) Temporary Arms and Ammunition Issuer Register for QM Store, (2) Ammunition Lot Register for QM Store and Coy Store, (3) Stock Register of Fired Cases and Damaged Ammunition/Misfire for QM Store and Coy Store and (4) Firing Point Register in addition to the existing 13 Registers to ensure proper accounting of Ammunitions.

3. Introduction of Inventory Module in iAPS

For proper accounting and maintaining various registers associated with Arms & Ammunition assets of police department, an inventory module has launched in iAPS , recently and will make it fully functional soon.

4. Accountability

Previously none other than Unit Head or Officer in charge of Quarter Master Store was responsible for stock of Arms and Ammunitions and the scenario has been revisited in the present Arms & Ammunitions Policy. Everyone dealing with Arms & Ammunitions have been made responsible/accountable for proper

maintenance of Records and Registers which will ensure proper accountability.

5. Quarterly Return of Fired Cases/Damaged/Misfired Rounds

It has been instructed to return the fired cases/damaged/misfired rounds available in each units once in every three months (Quarterly) to Police Chief Stores. Also, the Unit concerned have been directed to produce their Butt register, Stock Register of Ammunition and Fired Case Register to Police Chief Stores for verification, while bringing the above said items to ensure proper accounting. Senior officers visiting the Camps/Police Stations have instruction to physically verify the Arms and ammunitions in stock, the quantity received and issued etc and incorporate the same in their inspection reports.

To sum up it may be informed that earnest and result oriented steps have been taken by the Kerala Police Department to rectify the lapses.

18	2.11	Police Telecommunication. The Kerala Police Telecommunication Unit is responsible for providing and maintaining the telecommunication network of the Department. The Department is currently using analog communication equipment.	Digital communication is an emerging technology and so there had limited knowledge on the matter. Nowhere in India it has been fully implemented in a robust manner so far. Even BPR&D could only come out with generic specification for digital communication in 2018.
19	2.11.1	Status of Modernisation of Police Communication System. The status of utilisation of funds available under MOPF for acquisition of modern communication equipment for the Police force, as on 30 November 2018 was poor, as shown in Table 2.6. Table 2.6: Status of procurement of telecommunication	It is also to be noted that it is impossible to move to digital communication without obtaining licence from the Ministry of Communication. Kerala Police has taken earnest efforts for remitting spectrum charges. A total amount of Rs.176442000/- has been spent for spectrum charges so as to facilitate speedy transition to digital communication which is the need of the hour. As of now the Department have been able to clear the entire

equipment

(Rs. in Crore)

Scheme Year	AAP Allocation	Utilisation	No. of communication equipment proposed for procurement	No. of communication equipment procured as on November 2018
2013-14	5.09	3.93	15	2
2014-15	4.34	1.22	13	4
2015-16	NIL	NIL	0	0
2016-17	5.01	2.78	8	1
2017-18	4.04	0.39	7	2
TOTAL	18.48	8.32	43	9

Thus, during 2013-18, against the allocation of Rs.18.48 crore for procurement of 43 items of communication equipment, only Rs.8.32 crore was expended for the procurement of nine items (21 per cent) of communication equipment. The expenditure of Rs. 8.32 crore included diversion of Rs. 3.75 crore (AAP 2013-14) meant for procurement of Digital Mobile Radios (DMR) in three districts, for payment of pending spectrum dues to GOI. Thus, actual expenditure on procurement of telecommunication equipment was only Rs. 4.57 crore.

GOK cited delays in finalising tenders as a reason to justify failure to effect procurements within the year. The reply of GOK is not acceptable in view of the fact that only two of the 15 items proposed in AAP 2013-14 and four of the 13 items proposed in AAP 2014-15 were procured as of November 2018.

Recommendation 2.3: GoK must, on priority, take up with GoI, the issue of grant of spectrum licence so that ageing analogue communication devices may be

overdue of spectrum charges and efforts are being made to digitize communication facilities with the assistance from the MoPF scheme and State plan scheme, but without clearing, moving forward was not possible. Kerala Police has already taken necessary action to follow up with DCPW to obtain the licence. It also to be noted that digital communication technology is being implemented in Thrissur and the implementation is in the final stage. In addition to this Kerala Police has taken necessary steps to extend the projects to Palakkad and Malappuram districts also. The digital communication system can be fully implemented only on receipt of spectrum licence. Therefore as stepping stone towards the implementation of DMR project, spectrum licence is mandatory.

From the above stated facts it can be seen that the Kerala Police have taken sincere efforts to obtain the Spectrum licence.

replaced with digital devices which would also help to more effectively tackle Naxal/Maoist threats.

20 2.12.

Policing the virtual world-Cyber Dome.

Nil

Apart from the regular maintenance of law and order, the Police Department is also responsible for the enforcement of law in the Cyber World. Recognising the need to tackle the increasing number of cybercrimes and newer sophisticated cyber threats on the Internet, GOK accorded (August 2014) Administrative Sanction to a proposal of the SPC for the establishment of a Hi-Tech Centre for cyber security and innovations in Kerala named "Cyberdome".

Audit examined the functioning of the Cyberdome which is headed by a Police Officer in the rank of Inspector General. The Cyberdome is currently manned by 16 police personnel drawn from other wings of the police department. Besides, services of about 600 experts in cyber security and 20 organisations are also availed by the Police Department on a need basis.

Audit observed that the Cyberdome was effective in the discharge of its responsibilities. The Cyberdome, till date (January 2019) had monitored and reported for further action, 120 data breaches, about 50 online frauds, 50 online sexual violence, 10 women safety issues, about five instances of child abuse/pornography, 25 instances of terrorist activities, and about seven instances of ransomware. The activities of Cyberdome in preventing online frauds through testing for vulnerabilities in banking applications is praise worthy. Audit was informed that Cyberdome detected vulnerabilities in four out of 10 banking applications tested. Consequently, the RBI and National Payment Corporation of India directed

these banks to withdraw the applications and recommended implementation of multi-factor authentication process to prevent frauds.

The various other activities of Cyberdome including conduct of Child Safety awareness program for students, parents and teachers, developing and rolling out Applications on creating traffic awareness and cyber security in students and conduct of workshops for Police Cyber training throughout the State have all helped to earn Cyberdome the ISO 27001:2013 Certification for Law Enforcement Units, which is commendable.

21 2.13. **Modernisation of Forensic Science Laboratories.**

The Forensic Science Laboratory (FSL) wing of the Kerala Police consists of the Kerala State Forensic Science Laboratory at Thiruvananthapuram and three Regional Forensic Science Laboratories at Thrissur, Kannur and Kochi. All 19 Police Districts in the State have a District Mobile Forensic Unit. The proper functioning of these laboratories is vital for the police department since it involves examination of scene of crimes and collection of evidence which assists the investigators to crack crimes. Details of allocation of fund for FSL in AAP and its utilisation are given in Appendix 2.5.

Audit observed that though the Police Department included 53 items of equipment in the AAP for procurement under MOPF during the period 2013-14 to 2017-18, 30 items were yet to be procured (November 2018), including seven items identified for procurement as early as in 2013-14.

GOK stated (March 2019) that expenditure on equipment for forensic laboratories has since increased to 46.08 per cent as of March 2019.

Recommendation 2.4: GoK may ensure the utilisation of unspent funds to ensure procurement of much needed equipment for strengthening the forensic science laboratories. The vacancy position may also be addressed to ensure speedy disposal of cases.

With the commissioning of RFSL Kochi, there is a significant increase in the disposal rate of the Cases. Further, the proposal for starting two new District FSLs in the Annual Action Plan has been approved in State Level Empowered Committee and the High Powered Committee. An amount of Rs.2.21 Crores has been earmarked for the same and the same has been decided to be piloted in Kollam and Malappuram districts.

Also action has been undertaken for obtaining the NABL accreditation for the labs which would eventually upscale its quality, standards and acceptability. Government has already accorded administrative sanction in State Plan 2018-19 for the same and actions are underway in this regard.

Under schemes of MoPF and Annual State Plans, many advanced equipment like Gas Chromatograph with Mass Spectroscopy (GCMS-MS), High Performance Liquid Chromatography (HPLC), Fourier-Transform Infrared spectroscopy (FTIR), UV-Visible Spectrophotometer were procured for improving the narcotic testing facility in the State. Likewise DNA examination facility has been established in one of the Regional Forensic Science Laboratory and the process of establishing DNA examination facility at other Regional Laboratories is also in progress. Cyber Forensic examination facility is also established in every units of Forensic Science Laboratory. As evident from disposal rates, it can be seen that the disposal has been increasing steadily with all these efforts. Action Plans of the coming financial year is also bundled with latest sophisticated equipment, which will empower the forensic facility in the State for speedy disposal of

cases. The above measures will bring down the pendency in near future itself. The following major equipment were proposed and procured in the AAP for MoPF in the scheme year 2019-20.

- Gas Chromatography-Mass Spectrometry with library (GC-MS)
- Research Microscope with live measurement facility
- Automated Forensic DNA Extraction System
- PCR Machine
- Cyber Forensic Tools and hardware
- Energy Dispersive X-Ray Fluorescence Spectrometer (EDXRF)
- Sexual Assault Evidence Collection Kits (SAECK)

With regard to unspent fund, it is ensured that utilisation of unspent fund for the procurement of much needed equipments are being consistently made for strengthening FSL activities. The following chart shows utilization of funds against release for AAPs 2013-14 to 2017-2018.

Allotted amount, Utilised amount and balance against AAPs for 2013-14 to 2018-19 for the unspent item

Sl. No.	Scheme year	Item	Qty	Amt. Allocated	Utilised Amt.	Balance Amt.
1	2013-14	Advance Equipment for Document Examination	1	20,00,000	17,43,750	2,56,250
2	2013-14	Zoom	2	30,00,000	1,39,324	28,60,676

		Stereo Microscope				
8	2013-14	Vernier Calipers	3	40,000	39,690	310
9	2013-14	Screw Gauge	6	60,000	63,000	-3,000
10	2013-14	UV Cabinet	3	3,00,000	71,867	2,28,133
11	2013-14	BOD Incubator	1	3,00,000	65,858	2,34,142
12	2013-14	Electro Phoretic Apparatus	1	2,00,000	1,00,257	99,743
14	2013-14	LCD projector	3	3,00,000	2,34,455	65,545
15	2013-14	Weighing Balance	1	1,00,000	84,420	15,580
16	2013-14	Ion Chromatograph	1	40,00,000	32,29,810	7,70,190
18	2014-15	UV Viz Spectrometer	2	50,00,000	15,11,604	34,88,396
20	2014-15	Millipore Water Purification	1	10,00,000	4,93,000	5,07,000
21	2014-15	FTIR Spectrometer with ATR-DCG and for Liquid Sampling		60,00,000	47,30,620	12,69,380
22	2014-15	Refractometer	3	23,00,000	15,29,098	7,70,902
23	2014-15	Digital Stirrer with Hot Plate	1	20,000	27,350	-7,350
24	2014-15	Heating Mantle with	1	45,000	4,000	41,000

		Energy Regulator(250ml and 500 ml)				
25	2014-15	Rotary Evaporator	1	6,00,000	6,64,599	-64,599
26	2014-15	Centrifuge with variable rotors	2	2,00,000	2,98,328	-98,328
27	2014-15	Forensic Evidence Finder	1	4,00,000	3,77,600	22,400
28	2014-15	Pour Point Apparatus	1	28,00,000	23,31,337	4,68,663
29	2014-15	FRED	1	12,00,000	6,94,577	5,05,423
30	2015-16	DNA sequencer	1	80,00,000	95,00,000	-15,00,000
31	2016-17	PCR Machine	2	12,00,000	10,94,450	1,05,550
32	2016-17	Refrigated Shaking Incubator	2	4,00,000	3,76,594	23,406
33	2017-18	Advance Equipment for Document Examinati on	2	40,00,000	36,20,712	3,79,288
34	2017-18	Binocular Research Microscop e with Live Measuram ent Facility	1	5,00,000	3,12,700	1,87,300
35	2017-18	Digital Zoom Stereo Microscop e	2	2,00,000	1,98,240	1,760
36	2017-18	Iron Chromatog raph	1	25,00,000	24,42,047	57,953

37	2017-18	High Performance Liquid Chromatograph	1	30,00,000	26,06,131	3,93,869
38	2017-18	Energy Dispersive x-ray Fluorescence Spectrometer	2	75,00,000	53,69,000	21,31,000
39	2017-18	Magnet Axiom mobile forensic tool	1	4,70,466	4,70,466	0
40	2017-18	Cellebrite UFED 4PC	1	11,65,427	11,65,427	0
41	2017-18	Magnet Axiom	1	21,70,220	2,70,220	19,00,000
42	2017-18	Binocular Research Microscope	3	3,52,159	3,52,159	0
43	2017-18	Muffle Furnace	2	2,68,620	2,68,620	0
44	2017-18	Audio Video Forensic tool	1	1,50,00,000	1,37,20,686	12,79,314
Total -				7,65,91,892	6,02,01,996	1,63,89,896

Regarding the audit report on non procurement of 26 items incorporated among 49 FSL Equipments for procurement against release of Fund in AAPs 2013 -14 to 2017-18 (Appendix-4 of the Audit Report, the following remarks are offered:

AAP for procurement under MoPF during the period

2013-14

The item no. 3, 5, 6 and 13 listed in the Appendix 4 of the audit report were not procured to avoid duplication, as the items were already purchased under MCTF 2012-13.

Item No.4 and 7 could not be procured due to non-availability of eligible tenderer.

The Item No.11, 'BOD Incubator' has been purchased and the payment of the same is also made for Rs. 65,858/-

Sl. No.	Equipment as per AAP	Qty	Amount Allocated	Remarks
3	PCR Machine 96 Well	1	7,00,000	Procured in Scheme 2012-13
4	Refrigerated Shaking Incubator	1	6,00,000	Non availability of eligible tenderer
5	Research Microscope(Binocular)	3	3,00,000	Procured in Scheme 2012-13
6	Fluorescence Microscope	2	20,00,000	Procured in Scheme 2012-13
7	Digital Ultra-Sonic Thickness Gauge	3	3,00,000	Non availability of eligible tenderer

11	BOD Incubator	1	3,00,000	Procured for Rs 65,858/-
13	Up-gradation of Celebrite to Physical Pro		1,00,000	Procured in Scheme 2012-13

AAP for procurement under MoPF during the period 2014-15

Sl. No.	Equipment as per AAP	Qty	Amount Allocated	Remarks
	Petroleum Distillation Apparatus	1	10,00,000	Amount not sufficient
	Rotary Evaporator	3	6,00,000	Procured
	Visco Meter	3	3,00,000	Amount not sufficient
	centrifuge with variable rotors	1	2,00,000	Procured
	Automatic TLC Applicator	1	10,00,000	Tender process initiated at FSL for the required items, no firms quoted for the same
	Forensic Evidence Finder	1	4,00,000	Procured
	Forensic Photo Recovering Software	1	2,00,000	Tender process initiated at FSL for the required items, no firms quoted for the same
	Penski Martin Closed Cap	1	6,00,000	Amount not sufficient

	Smoke Point Apparatus	2	12,00,000	Tender process initiated at FSL for the required items, no firms quoted for the same
34	Pour Point Apparatus	2	28,00,000	Procured
28	FRED	1	12,00,000	Procured
29	ENCASE	1	6,00,000	Tender process initiated at FSL for the required items.

AAP for procurement under MoPF during the period 2016-17

Item No. 37, Digital Polygraph was not procured as the amount has been allocated for the purchase of DNA Sequencer, as the price of the DNA Sequencer exceeded the estimated amount, which has been submitted before SLEC for approval and the committee has decided to get the approval from Finance Department and Stores Purchase Department. The allocated amount of IRS 15,000,00/- has been spend on the purchase of DNA Sequencing Machine. Hence the amount is to be considered as utilised fund.

Sl. No	Equipment as per AAP	Qty	Amount Allocated	Remarks
18	Digital Polygraph Machine	1	15,00,000	The amount has been approved and allocated

by SLEC for the purchase of DNA Sequencer as the price of DNA sequencer exceeded the estimated amount.

AAP for procurement under MoPF during the period 2017-18

All Items were procured.

Sl. No.	Equipment as per AAP	Qty	Amount Allocated	Remarks
1	Binocular Research Microscope	3	6,00,000	Procured
2	Ion Chromatograph	1	25,00,000	Procured
3	Fourier Transform Infrared Spectroscope	1	20,00,000	Procured
4	High Performance Liquid Chromatograph	1	30,00,000	Procured
5	Energy Dispersive x-ray fluorescence Spectrometer	2	75,00,000	Procured
6	Gas Chromatograph with Mass Spectrometer	1	30,00,000	Procured
7	Muffle Furnace	1	2,00,000	Procured
8	Magnet Axiom mobile forensic tool	1	4,70,466	Procured
9	Cellebrite UFED 4PC	1	11,65,427	Procured

10	Magnet Axiom	1	21,70,220	Procured
11	Binocular Research Microscope	3	3,52,159	Procured
12	Muffle Furnace	2	2,68,620	Procured
13	Audio Video Forensic Tool	1	1,37,20,686	Procured

22 2.14.

Violation of Stores Purchase Manual and CVC guidelines in procurement of equipment.

The cardinal principle of public procurement is that materials/services of the specified quality are procured at the most competitive prices and in a fair, just and transparent manner. Towards this end, the Central Vigilance Commission (CVC) while prescribing guidelines (February 2011) for procurement of equipment/plant which are complex in nature, opined that it would be prudent for procuring organisations that may not possess full knowledge of the various technical solutions available in the market to invite Expressions of Interest (EOI) and proceed to finalise specifications based on technical discussions/ presentations with experienced manufacturers/suppliers in a transparent manner. The CVC emphasised that care should be taken to make the specifications generic in nature so as to provide equitable opportunities to the prospective bidders. Once technical specifications are finalised, the second stage of tendering could consist of calling for techno commercial bids as per the usual tendering system.

GOK issued orders (July 2000) designating seven¹⁹ Public Sector Undertakings as Total Solution Providers (TSP) to assist Government Departments in the preparation of their Information Technology Action Plan and also to render technical assistance to Departments including Software and Hardware procurement and training of staff. The various tasks that were to be carried out through the TSPs and specific rates

As the purchases in the Police Department is effected giving prime importance to security related issues, they are quite distinctive and unique in nature as relating to other department. Strict compliance of the existing rules usually causes delay when viewed through a security angle. Considering the above matter, Government have decided to appoint a 3 member commission of Inquiry to submit a report after study the matter relating to formulation of a specific criteria and rules for the purchases and service contracts of Police Department. The members are as follows:

Sri. C.N. Ramachandran Nair (Rtd. Judge of High Court) as Chairman, Sri. Subrata Biswas (Former ACS Home), Sri. Jacob Punnoose (Former SPC).

for carrying out each identified task were earlier specified by GOK in February 2000. Thus, while the Departments could avail services of TSPs for preparation of their IT Plan, specifications, preparation of tender documents, technical evaluation of bids, training etc., the Departments themselves were to discharge activities like publishing of tenders, financial evaluation of bids and selection of supplier. Audit observed that contrary to these instructions and in violation of CVC norms, the Police Department entrusted procurement of various equipment on turnkey basis to the TSP, Keltron.

To better understand the procurement process, Audit also examined the records available with Keltron to determine whether the procurement process was transparent and in line with the orders issued by the CVC from time to time. Audit observed that contrary to the reasons²¹ adduced by the SPC to GOK justifying award of work to Keltron, in at least four instances, there was clear nexus between officers of the Police Department, Vendors and the TSP Keltron in fixation of prices resulting in pecuniary loss to the scheme, as shown below.

23	2.14.1	<p>Procurement of vehicle mounted GPS based communication system.</p> <p>The SPC issued work order (10 March 2015) to Keltron for procurement of 53 'Panasonic Rugged 7" tablet with Wi-Fi and 3G sim slot – FZ B2' along with Docking Station and chargers at a cost of Rs.55.66 lakh (excluding Rs.20 lakh for purchase of 16 IR/IP cameras). However, even before issue of the work order, Keltron issued an e-tender notification on 28 February 2015 for the supply and installation of the equipment.</p> <p>The recommendations of the CVC that care should be taken to make the specifications generic in nature so as to provide equitable opportunities to the prospective bidders was not complied with by Keltron when it specified its requirement as</p>	<p>Kerala Police had decided to fit state-of-the art Mobile Data Terminals (MDT) like Tablets in the Control Room vehicles, the idea was to use such a Tablet in a vehicle permanently mounted which cannot be taken away or stolen and moreover it should be unbreakable and vehicular vibrations to have least effect. The Police had approached M/s.Keltron (the Government TSP) for the supply and implementation part and C-DAC for, installing Dial-100 communication and technical consultancy part. A number of discussions were held, with M/s. C-DAC and M/s.Keltron, regarding the project system, architecture and implementation of the project.</p> <p>Police Department, from the beginning, wanted Rugged</p>
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'Panasonic Rugged 7" tablet with Wi-Fi and 3G sim slot – FZ-B2'. By specifying the brand name and model in the tender, Keltron effectively excluded other suppliers from submitting their bids. Even when one supplier M/s. Pantel Technologies (M/s. Pantel) informed Keltron of their inability to participate in the tender since their brand and model were different, Keltron, neither responded to the mail nor effected amendments to the specifications. The tender was tailored to ensure that the work was awarded only to M/s. Panasonic India Pvt. Ltd. (M/s. Panasonic).

Audit observed from the records of Keltron that in anticipation of the work order from the Kerala Police, Keltron was in correspondence with M/s. Panasonic for procurement of Panasonic Toughpad FZ-B2. A letter from Keltron to M/s. Panasonic (13 February 2015) revealed that Keltron even indicated the target price of procurement to be quoted by M/s. Panasonic. It informed M/s. Panasonic that *"The target price we are looking at is given below so that we can get a contribution of 5.60 per cent by adding 6 per cent to the actual input price from Panasonic. By adding KVAT as five per cent for FZ-B2 and 14.50 per cent for other two items, we can sell it at Rs.1,00,000 per unit"*. This clearly reveals that the price was fixed by M/s. Panasonic in consultation with Keltron. Contents of an e-mail sent (13 February 2015) by Keltron to M/s. Panasonic before issue of tender stating that *"The testing of the new Tablet is in progress. Now it is being taken to Mr. Loknath Behra IPS along with the Docking Station. Regarding the price quoted by you, Mr. Loknath Behra is expecting an End User Price (EUP) with tax below Rs.one lakh. Otherwise he will not purchase the same. So please rework your price keeping our margin percentage intact"* clearly indicates vitiation of the tender process and collusion between Keltron, M/s. Panasonic and the Police Department in procurement of the equipment.

Tablet PCs. At that time, Rugged Tablets and Rugged Laptops were mostly marketed by M/s.National Panasonic in India. M/s.Keltron, time and again, asked for time for evaluating Rugged Tablet PCs available in the market and it was at that time costly and not easily available. M/s.Keltron had evaluated the products of M/s.Panasonic, USA; M/s.Gtech, USA and M/s.DT Research, Canada, as these companies are the ranked 3 Rugged Tablet manufacturers in the world. Except for M/s.Panasonic, M/s.Gtech and M/s.DT Research have no service support centres in India and, the Panasonic Tablet was reportedly the cheapest and Panasonic Tough Books and Tough Tablets are used by Military and Police forces throughout the world. So, choosing Panasonic may be a logical choice of M/s.Keltron, supported by M/s.C-DAC.

Sample was fitted to the vehicles to test and found okay. It is also to be noted that there was limited funds available to implement the project. A rough estimate had been made by the Police Department component wise, as done in any project. These Tough Tablets with the unique holding stands with the embedded Operating System used to be costly vis-a-vis non-rugged tablets readily available in the market. As budget only would permit a certain amount of funds for these Tablets so that the Public Sector can accordingly procure the item best suited within the price range.

Today in the age of technology, various types of products including substandard products are available in the electronic industries.

The Panasonic Tough Book is a world-class product.

GOK stated (March 2019 and May 2019) that Keltron had evaluated products of two other vendors before selection of M/s. Panasonic. Audit was informed that the Panasonic Touch Book was a world class product and the said model was the best of the available models in the country at that point of time with back up maintenance support. It was stated that just because the Police Department preferred a good quality and world class product, it was quite inappropriate and unfair to suggest that there existed a nexus among the department, TSP and Original Equipment Manufacturer.

The reply of GOK is not tenable in view of the fact that the Department violated procurement guidelines stipulated by the Stores Purchase Manual as also the guidelines issued by the CVC regarding ensuring transparency in procurement and providing equitable opportunities to prospective bidders. The contention of GOK that Keltron had evaluated products of two other vendors before selection of M/s. Panasonic is also not acceptable in the absence of evidence to establish that the selection of M/s. Panasonic was effected following a transparent procedure, after inviting EOI from vendors of various brands for comparison and determination of the end product selected. Scrutiny of the various e-mail correspondence between Keltron and M/s. Panasonic prior to the issue of e-tender dated 28 February 2015 clearly indicated that M/s. Panasonic was assured of the Order. Besides, the fact that Keltron issued an e-tender notification on 28 February 2015 for the supply and installation of 'Panasonic Rugged 7" tablet with Wi-Fi and 3G sim slot - FZ B2' when it was already in touch with M/s. Panasonic and field testing of the product was ongoing in February 2015, clearly indicates that the e-tender notification was a sham.

The pricing of the product was also managed by Keltron in consultation with the Vendor in such a way that Keltron

The Tablets are working extremely fine in the Control Room Vehicles in spite of rough and tough use, even today.

It may be mentioned that there was a co-ordination between the Police Department, M/s.C-DAC and M/s.Keltron to implement the project which was for the first time done in Kerala. There was no collusion amongst Department, TSPs and Vendors in this regard.

A technical team with qualified engineers who are experienced and dedicated in their respective fields are needed for each technology adoption and purchase decision, implementation, warranty supports and management, vendor management, after warranty support management and co-ordination of the project. Such a capable technical team is not available with Kerala Police now. Hence, for selecting cost effective and state-of-the-art technological solutions like the present one, the Department seek the help of a Public Sector undertaking like Keltron which is a Kerala Government approved TSP. M/s.Keltron is the only TSP which has ample branches and manpower not only in all districts but also in all Taluks of Kerala. M/s.Keltron is usually given the job to assess technology related matters like selecting technology vendor who has solution and product integration capability.

The tablets in vehicles have to be sturdy and withstand vibrations, shock, dust, heavy sunlight and rain in case of motorcycles and the said model was the best of the available models in the country at that point of time with back up maintenance support, a fact which can be verified.

The work order to Keltron was based on its proposal

		<p>would still receive their margin percentage while ensuring that the end price of the product would be acceptable to the Police Department. The contention of GOK that there was only consultation between the various parties and not collusion, is not borne out by facts as stated in the paragraph which clearly indicates nexus between the parties and resultant violation of the prescribed guidelines on procurement.</p>	<p>where in it had suggested the same product based on the evaluation already done. Therefore it is obvious that the Keltron must have tendered for the same product as mentioned in the work order and the best prices were made available. It is quite inappropriate and unfair to suggest that there existed a nexus among the department, TSP and OEM. The department only relied on TSP for timely procurements and relation with them has been just that and no more. The product is still working well, even supported/maintained today by the TSP.</p>
24	2.14.2	<p>Procurement of Voice Logger System.</p> <p>The Police Department informed Keltron (January 2015) of an allocation of Rs.90 lakh for procurement of 30 Voice Loggers (Rs. Three lakh per unit) and requested Keltron to submit a techno-commercial proposal for supply of the same. Keltron submitted (March 2015) a proposal to the police department agreeing to supply five units at a unit price of Rs.3.07 lakh. The Police Department accepted the offer of Keltron at a negotiated price of Rs. Three lakh per unit. Subsequently, the Police Department issued (April 2015) work order to Keltron for supply of 10 Units of Voice Logger at a cost of Rs.30 lakh. The product was supplied and Invoice for Rs.30 lakh was submitted to the Police Department on 31 August 2015. The work of installation was completed and Keltron issued a completion certificate to the Police Department on 16 January 2016. Payment of Rs. 30 lakh to Keltron was effected in September 2016.</p> <p>Audit examined the records maintained by Keltron to assess whether the Voice Loggers were procured at the most competitive price and in a transparent manner. It was seen that consequent to receipt of request for techno commercial</p>	<p>The Voice Loggers which have been mentioned in the Audit Report were procured for the purposes of legal interception. There were demands from the DIG Kannur (the Nodal Officer for LWE Operations) that all the 5 Naxalite affected districts must be provided with voice interception systems for real time intelligence gathering. So it was decided operationally to use at least Voice Loggers for such voice interceptions.</p> <p>In 2015, there was a discussion on this subject with senior officers of M/s. Keltron. They had informed that only very few number of persons deal with this in India; M/s. Law Abiding Technology is one of such vendors which provides continuously and regularly such equipments, etc. to various security and intelligence agencies of the Central Government. It is understood that Law Abiding Technology (LAT) had given a commercial offer to M/s.Keltron @ Rs.1,70,000 + Taxes for 8- Channel, 4 PSTN, 4 GSM Ports with CPU (i5 Computer) in March, 2015 and M/s. Keltron quoted Rs.2.99 lakhs for the same. This was rejected because of the cost and inadequacy of Ports. It is again</p>

proposal from the Police Department, Keltron obtained quotations (27 February 2015) from M/s. Third Entity Security Solutions Pvt. Ltd. for supply of 30 Nos. of eight-port Voice Loggers at a unit cost of Rs.2.60 lakh. A revised proposal was also seen obtained by Keltron from them for supply of Voice Loggers at a unit price of Rs.2.07 lakh. It was based on these proposals that Keltron submitted (March 2015) its proposal for supply of 30 Nos. of Voice Loggers for Rs.3.07 lakh per unit.

Audit noticed from the records of Keltron that the ADGP (Modernisation) had passed on to Keltron (09 March 2015), an e-mail enclosing a commercial proposal received by him (07 March 2015) from M/s. Law Abiding Technologies (LAT), New Delhi quoting a unit price of Rs.1.72 lakh excluding tax for an 8-channel Voice Logger. Keltron was also informed (09 March 2015) that their quoted rates were higher than normal market rate, which was unacceptable.

Audit observed that Keltron then obtained a commercial proposal from M/s. LAT for supply of one to five units of 16-channel Voice Loggers including One-year warranty at a unit cost of Rs.2.40 lakh excluding taxes. Accordingly, Keltron submitted a revised proposal to the Police Department agreeing to supply Voice Loggers at Rs.3.07 lakh per unit. The Police Department accepted the offer of Keltron at a negotiated price of Rs.3 lakh per unit and issued (March 2015) work order to Keltron for 10 units for Rs.30 lakh. The supplies were effected (January 2016) and payment made in September 2016.

Audit observed that subsequent to receiving the commercial proposal of M/s. LAT from the ADGP (Modernisation), Keltron dumped the initial vendor identified for the supply of the Voice Loggers viz., M/s. Third Entity Security Solutions Pvt. Ltd. It commenced negotiation with M/s. LAT and

understood that a much upgraded version with 16 channels, 8 PSTN, 8 GSM Port was suggested as per the demand of the Police Department. LAT gave a commercial offer of Rs.2,60,000/- + Taxes and M/s. Keltron quoted Rs.3.07 lakhs. After negotiation, the price was brought down to Rs.3 Lakhs per piece with 3 years of warranty. The matter was followed up in 2017 from PHQ for installation. So the audit observations that the initial cost which was less than Rs.2 Lakhs increased to more than 2 times to be supplied to the Police Department by M/s. Keltron is not factually correct. Initial cost was for a 8-channel logger with 4 ports with one year warranty whereas the product ultimately purchased is of higher configuration, viz. for 16 channel logger with GSN 8 Ports and 8 PSTN Ports with 3 year warranty. There is neither any irregularity nor any financial loss. (In March 2015, the commercial offer by M/s. Law Abiding Technology for an 8-channel logger was Rs.1.7 lakhs. When it was made 16 channels, offer of Law Abiding Technology was Rs.2.6 Lakhs.

It may be noted here that all Voice Loggers have been effectively deployed to the officers of Range IGPs and in 5 LWE affected districts. These functions as the main stay of collection of intelligence through interception and they are functioning well without any problem, even today.

Keltron as a TSP is eligible for the government approved rates as TSP charges.

The decision not to tender the product was considering the confidentiality and secrecy of the equipment (being a Surveillance Equipment) to be

finalised terms with them. Keltron made no efforts to obtain competitive rates from other Vendors including the initial vendor M/s. Third Entity Security Solutions Pvt. Ltd. before finalising the deal with M/s. LAT. It was seen that Keltron supplied the Voice Loggers to the police department at a rate which was exactly equal to the allocation available with the department and which was informed to them. The conditions in the Stores Purchase Manual/CVC guidelines that public procurements should be made only through open/limited tender system for ensuring transparency and affording equitable opportunities to all bidders were violated. Despite Keltron not complying with the condition stipulated in the work order that payment would be effected only if it certified its compliance to all codal formalities, Audit observed that the SPC wrongly confirmed (May 2016) to GOK that Keltron had fulfilled the condition. Collusion between the ADGP (Modernisation), M/s. LAT and Keltron in procuring the Voice Loggers without complying with the various stipulations mandated by the CVC for public procurement, vitiated the procurement process.

GOK stated (May 2019) that Keltron would be directed to refund the excess profit gained by them over and above its eligible approved TSP charges failing which deduction would be made from its due payments. Audit was informed that the decision not to tender the product was clearly documented in the file and it was so decided considering the confidentiality and secrecy of the equipment, being a surveillance equipment. The reply is not tenable in view of the fact that Audit did not come across any such noting in the file. In fact, in a letter (09 March 2015) to Keltron, the SPC informed Keltron that *"unless a reasonable solution at a reasonable rate is offered, PHQ will be forced to go for limited tender for its purchase considering the secrecy and confidentiality of the system"*. Interestingly, the letter to Keltron was issued on the same day

procured and used. In fact, the first proposal submitted by Keltron was for 30 Nos. from the OEM. Tricom for an 8 port analogue PSTN and 4 port GSM interception voice logger for a total amount of Rs.89.9Lakhs. Later Keltron forwarded proposals for 5Nos of 16Chan digital voice logger from OEM. Law abiding technology at a unit rate of Rs.3.06 lakhs (inclusive of taxes) and at a total cost of Rs.15.34 lakhs.

M/s. Keltron when requested has given a written reply on the configuration, price and warranty on the basis of which the audit reply was sent from Department side, which unfortunately they did not consider.

the commercial proposal received by the ADGP (Modernisation) from M/s. LAT was forwarded to Keltron. The fact that the SPC persisted with effecting the procurement through Keltron despite being aware that the procurement should have been effected through limited tender and the rates offered by Keltron were high, indicates questionable motives and utter lack of transparency in the process.

25	<p>2.14.3. Procurement of vehicle mounted X-Ray baggage inspection system.</p> <p>The AAP for 2014-15 allocated Rs.1.95 crore to the Police Department for procurement of two vehicle mounted X-Ray Baggage Inspection systems. GOK also accorded Administrative Sanction for the purchase in December 2014. Accordingly, the SPC invited (March 2015) online bids from reputed manufacturers/authorised dealers for the supply, installation and commissioning of vehicle mounted X-Ray baggage inspection system. Meanwhile, the SPC purchased (May 2015) two Force Traveller 20 Seater vehicles for Rs.17.18 lakh under DGS&D rate contract for mounting the X-Ray baggage system.</p> <p>The tender issued for the procurement of the X-Ray baggage system was cancelled (April 2015) citing the reason that only one valid bid (M/s. ECIL-RAPISCAN Ltd.) was received. Tender was again issued (June 2015) for the purchase of the X-Ray baggage system. The financial bids of all four firms (including M/s. ECIL-RAPISCAN Ltd., Hyderabad) were not opened for the reason that the firms did not produce original vehicle mounted scanners before the technical evaluation committee. The SPC again invited online bids (February 2016) for the procurement of the X-Ray baggage system</p>	<p>In December 2014, Administrative sanction was accorded for the procurement of two Vehicle Mounted X-ray Baggage Systems for an outlay of Rs. 195 lakhs under MoPF 2014-15. For this purpose, the department purchased two Force Traveller 20 seater vehicles for Rs.17.18 lakhs under DGS&D rate contract for mounting the X-ray Baggage System in May 2015. Immediately after issuing supply order for the procurement of vehicles, the department tendered for supply, installation and commissioning of Vehicle Mounted X-ray Baggage inspection System in March 2015. The first tender was cancelled as there were no sufficient bidders.</p> <p>The second tender was issued immediately in June 2015. Only three firms participated in the technical evaluation. None of the firms produced the model, and the Technical Evaluation Committee had clearly recorded in its report that, the committee is not in a position to give any specific opinion regarding selection of equipment based on brochures and power point presentation. The committee also recorded that none of the firms had manufactured any mounted model before. Accordingly the tender was cancelled and a re-tender was again resorted to in February 2016. Meanwhile the new technical evaluation committee constituted also reiterated the requirement of physical demonstration of</p>
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and the single tender received (M/s. ECIL-RAPISCAN Ltd.) was not accepted citing insufficient number of bidders.

Audit noticed that the SPC then informed Keltron (January 2017) about the availability of Rs.1.95 crore for the procurement of two Vehicle Mounted X-Ray Baggage System and inability to effect the procurement since the tenderers failed to physically demonstrate their product to the Technical Evaluation Committee. The offer of Keltron (February 2017) to supply and install the two Vehicle Mounted X-Ray Baggage Systems for Rs.1.40 crore subject to the condition that the vehicles were to be sent to M/s. ECIL-RAPISCAN Ltd., Hyderabad by the Department at its own cost for two months for fabrication works, was accepted (March 2017) by the Police Department. Agreement was executed (March 2017) with period of completion fixed as four months. The vehicles were supplied by Keltron in August 2018.

Audit observed irregularities in the procurement process undertaken by the SPC. Clause 10 of the online tender documents clearly emphasised that 'In the event of the firms not able to show live demonstration, they need to convince the Technical Evaluation Committee about such inability and resort to documentary/power point presentation with original product brochures/CDs/ scale models/videos/slide shows etc.to the utmost satisfaction of the Technical Evaluation Committee'. The Technical Evaluation Committee reported (August 2015) that 'None of the firms produced original Vehicle Mounted

the equipment. The third tender was also cancelled for lack of participants.

Later, ECIL which is a GOI undertaking was addressed in writing in December 2016 as to whether they could undertake the project. Further, the PSU was also contacted informally as documented in the file. As no replies turned up from ECIL, KELTRON, the TSP of the Government, was addressed finally in this matter as to whether it could undertake the project. Accordingly, Keltron submitted techno-commercial proposal for vehicle mounted X-ray Baggage Scanner and supply order was placed with Keltron for the same.

Keltron was engaged as the last resort after the Department failed thrice to procure the item through tenders, considering its position as a TSP.

The Department required technical assistance in the specifications, choice of suitable X-ray Baggage Scanner, fabrication and designing for mounting and finally on the installation and commissioning. KELTRON was engaged as TSP basically for all these purposes. Both the agencies involved in this procurement are public sector undertakings who are bound by the Stores Purchase Manual & GFR and other related guidelines. The department has not engaged any private agency in this entire process. This was a security requirement for a security related product, it may be appreciated.

The items have been delivered in August 2018 and have been verified by Committee and taken to stock. A suitable X-ray Baggage Scanner with appropriate tunnel size had to be mounted on the vehicles already procured in this regard with proper alterations and engineering

Scanner. They produced only brochures and made Power Point presentations. It is submitted that without attending the live demonstration of the equipment, capability to supply vehicle mounted scanner of a firm cannot be assessed effectively on the basis of the information gathered through power point presentation alone'.

Audit observed that the insistence of the Technical Evaluation Committee on live demonstration of the equipment even though the tender documents provided for Power point presentations/original product brochures/CDs, etc., was irregular. Audit noticed that the tenderers included M/s. ECIL-RAPISCAN Ltd., a GOI Joint Venture (ISO 9001-2008 Certified Company) whose bid was rejected thrice by the SPC on the ground of being a single bidder (twice) and making power point presentation to the Technical Evaluation Committee instead of live demonstration (once). Interestingly, no evidence was available on record to show that Keltron had made power point presentation/live demonstration before award of work to them on nomination basis. The irregular rejection of tenders by the technical committee led to award of work to Keltron. Audit observed that it was from the same vendor M/s. ECIL-RAPISCAN Ltd. that Keltron procured and installed the equipment for delivery to the Police Department.

Since the financial bid of M/s. ECIL-RAPISCAN Ltd. was not opened, Audit could not assess loss suffered by the Police Department on account of getting the work executed through Keltron instead of directly through M/s. ECIL-RAPISCAN Ltd. However, based on these

works made in the vehicle. Though the firms participated in the tender claimed capability to do the work none of them had previously undertaken the work as reported by the Technical Evaluation Committee. Therefore, the Technical Evaluation Committee insisted upon a live demonstration as this was a major procurement.

The department has taken note of the cost escalation in this regard and has taken remedial measures. It has been ensured that there is no loss to the department on account of getting the work executed through M/s. Keltron instead of directly through M/s ECIL.

The Keltron's supply order to M/s ECIL in this case was for an amount of Rs. 71.6 lakhs inclusive of taxes. The total payment released to M/s Keltron in this regard by the department is Rs. 68.6 lakhs (not Rs.140 Lakhs as demanded by M/s.Keltron) deducting delay penalty and no further payment will be released in this matter. Even if the vehicle cost is added to this final rate, it is lesser than the cost of Tata Winger mounted X-ray Baggage Scanner supplied by ECIL to other States and therefore no loss is sustained on any account in this procurement. The procured system are working fine.

facts, the conclusion can certainly be drawn that the award of work to Keltron by the SPC on nomination basis was injudicious and questionable.

During the Exit Conference (April 2019), the SPC stated that though the initial quote by Keltron was Rs.140 lakh for the two systems, the Department calculated the charges for Keltron based on Government directions with respect to TSPs and agreed to pay only about Rs.70 lakh for the equipment, including the cost of the system and charges of Keltron. GOK stated (May 2019) that it had taken note of the cost escalation in this regard and taken remedial measures. GOK justified the action of the Technical Evaluation Committee of insisting on live demonstrations stating that none of the firms which participated in the tender had previously undertaken similar work. The reply is not correct since an examination of the records of Keltron revealed that M/s. ECIL-RAPISCAN Ltd. had developed an Advanced Self Contained Mobile Scanning System with the trade name "ECIL Rapiscan (Rapiscan RAP 620 XR) Vehicle Mounted XBIS Baggage Screening System" which was available for sale. Besides, the minutes of the Technical Evaluation Committee revealed that M/s. ECIL-RAPISCAN Ltd. was willing to give live demonstration at Hyderabad.

Recommendation 2.5: GoK must ensure that the Police Department resorts to transparent procurement processes by adhering to provisions of the Stores Purchase Manual and guidelines of the Central Vigilance Commission.

Government have taken measures to ensure that Police department scrupulously follows the Stores Purchase Manual and there is strict adherence to the general rule of procurement, for ensuring transparent procurement process. It may be noted that in most of the purchases, Government invites tenders giving wide publicity as per CVC guidelines issued time to time. But due to the complexity of the items/projects, in some cases the department did not get any qualified bidders, even after multiple retenders, but often the Department will not get valid qualified bidders. In such circumstances, for

the implementation of the project in a time bound manner, the department had to engage the TSPs.

26	2.15.	<p>Unfruitful expenditure on Automated Challan Generator (ACG).</p> <p>GOK accorded (September 2010) Administrative Sanction for the purchase and installation of 550 Automated Challan Generators (ACG) with printer for Rs.74.25 lakh under MOPF Scheme 2010-11. The equipment was supposed to record traffic violations and related offences. It was envisaged that the system would possess features like identifying previous offences committed by the individual while on the field, creating and maintaining a digital database of traffic violators and the ability to issue a challan on the spot. The ACGs were to be linked to the database of the Motor Vehicles Department (MVD).</p> <p>A vendor, M/s. MobMe Solutions Pvt. Ltd., Cochin was selected through tender and 270 ACGs procured (October 2011) at a cost of Rs.73.61 lakh.</p> <p>Audit observed that even though the ACGs were supplied by the vendor in October 2011 and taken to stock, integration of the ACGs server with the database of the MVD was completed only in February 2014. During this delay in integrating the server with the database of the MVD, the batteries of the ACGs were damaged. A proposal (February 2014) of the vendor to replace the batteries at a cost of Rs.5.70 lakh is yet to be acted upon by the Police Department (November, 2018).</p>	<p>The e-chalan project was envisaged for the digitization of Traffic chalans, the seamless integration of chalans issued for traffic offences across the State and to develop a unified database of traffic offenders thereby facilitating real time identification of repeated offenders. The project was envisioned well ahead of time and proposed in the MoPF Scheme 2010-11. Accordingly, Rs.74.25lakh was allotted for the same. Consequently 270 nos of Automated Chalan Generators (ACG) were procured in October 2011 through competitive tendering process for a total amount of Rs.73.61 lakh.</p> <p>For the effective implementation of e-chalan as a system, real time integration with database of Motor Vehicle Department (MVD) was required, for which Kerala State IT Mission had offered technical support. The devices were ready for integration since October 2011 but the Motor vehicle department could not create a digital database till February 2014. In the intervening time period, the devices couldn't be used and this led to the situation where the batteries of 232 devices got damaged.</p> <p>Since 2014, the Department had put in sincere efforts to utilize the Automated Chalan Generators (ACGs). Technical Committees were constituted to study how the system could be implemented in co-ordination with the Supplier, MVD and KSITM. Since the devices were supplied in 2011 and the technology (2G that time) has undergone a lot of advancements over the years, the</p>
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27	2.16.	<p>Procurement of Mobile Digital Investigation Assistance Platform for Grave Crime Investigation.</p> <p>Procurement of 35 'Mobile Digital Investigation</p>	<p>Rs. 2.7 Crores was approved in AAP for the year 2012-13 for Mobile Digital Investigation Assistance Platform for Grave Crime Investigation. The vehicles were</p>

Assistance Platform for Grave Crime Investigation' was approved in the AAP for the year 2012-13 at a cost of Rs.2.70 crore. However, procurement commenced only in 2013-14.

The Department procured (October 2013) 40 Tata Sumo Gold EX (BS III) vehicles at a cost of Rs.2.41 crore. An amount of Rs.5.47 lakh was also sanctioned for the registration, insurance and cess charges of the 40 vehicles. Further, the Department procured (December 2013) 40 i-Pads for Rs.20.79 lakh as part of the procurement.

Audit noticed that none of the vehicles were fitted with the tablets. The tablets were distributed to high-level officers and the vehicles were distributed to various units/officers other than Police Stations. Audit observed that the Department merely procured 40 vehicles and i-Pads under the guise of Mobile Digital Investigation Assistance Platform for Grave Crime Investigation

GOK justified (March 2019) the procurement of i-Pads by stating that these were procured with the intention to enable senior officers to capture the photographic evidence during their visits to scene of crimes, etc., besides giving them the benefit of e-governance projects.

The reply is not tenable in view of the fact that the 40 vehicles and 40 i-pads needed to be integrated for achieving the objective of the Mobile Digital Investigation Assistance Platform for Grave Crime Investigation, which was not done. The distribution of i-

procured and distributed generally among the officers who were engaged in investigation. The Tablet PCs were issued to senior supervisory officers. The audit has pointed out that there is nothing in the report of the department to show how the procurement of vehicles and Apple i-pad would assist the officers in the investigation of grave crimes.

The devices were procured with intention to enable senior officers to capture the photographic evidence during their visits to scenes of crimes, to video record statements of witnesses and to analyse many digital evidence made available like call data records, interceptions etc. i-pad being a versatile device. As senior officers, they are duty bound to submit grave crime reports and supervisory reports in case of grave crime investigation without any loss of time, the devices become very handy for that purpose. Moreover, the devices could render them the benefit of the e-governance projects which department had already implemented successfully. With projects like iAPS, CCTNS, GIS -based crime mapping and ICT Enabled Helpdesk, the senior officers were able to issue directions and monitor the action taken in the investigations in real-time with support of an internet enabled device even while travelling for meetings or proceeding for leave.

In addition, the department had already implemented GIS based crime mapping project. As a part of the project GIS devices get installed in all police station vehicles and those of senior officers. All the details regarding the crime get entered into the GIS portal through these devices. Therefore, installing ipads in

		<p>Pads to higher level officers without integrating them with the vehicles defeated the very objective of the Mobile Digital Platform.</p>	<p>these vehicles was not necessary. Rather, an internet based device was required at the senior officer level to access the portal and to analyse the crime trends and to monitor in real-time the location of the police station vehicles. While the importance of vehicles and mobility for investigation need not be stressed further, these vehicles when combined with the GIS devices help investigation by patterning the crime trends and the i-Pads become investigation tools. Therefore, the procurement of vehicles and ipads by the department was in line with purpose and objectives of the project.</p>
28	2.17.	<p>Irregularities in implementation of e-beat system.</p> <p>GOK accorded (July 2012) Administrative Sanction for introducing an electronic beat system (e-beat) in Police stations under seven police districts in the State at an outlay of Rs.1.88 crore. It was envisaged that the e-beat system would help to monitor the movement of policemen in their jurisdictions as part of performing beat duties by electronic means and help to create digitised map of the pattern of movement and time taken for more effective policing. Consequent to conclusion of tendering process, the work of supply of Reader, RFID Card, application software, installation and GPRS charges was awarded (December 2012) to M/s. Wifinity Technology Pvt. Ltd., Bangalore (Vendor) at a total cost of Rs.1.88 crore. GOK also accorded (March 2013) financial sanction for payment of the amount from that year's budget provision.</p> <p>From the minutes of a meeting (January 2014) of the Verification Board (Board) constituted for verification of</p>	<p>Government of Kerala had accorded Administrative Sanction for introducing an electronic beat system (e-Beat) in Police Stations under seven Police districts in the state at an outlay of Rs. 1.88 Crore. It was envisaged that the e-beat system would help to monitor the movement of police men in their jurisdictions as part of performing beat duties by electronic means and help to create digitized map of the pattern of movement and time taken for effective policing.</p> <p>It is a known and established fact that all the purchases in Government of Kerala, including the Police department, is purely done as per the Stores Purchase rules and existing procedures. The proposal in this regard was sent by PHQ, in the year 2010. The proposal was considered and approved and the funds were sanctioned in 2010-2011. The funds, were partly under the Finance Commission Award and partly under the State Plan Fund/ Modernisation of Police Forces (MoPF).</p> <p>Consequent to conclusion of tendering process the work of supply of Reader, RFID Card, application</p>

e-beat, it was revealed that the firm supplied the items to the Police Chief Stores on 19 December 2013. The Board, after ensuring that the items supplied, fulfilled all the specifications mentioned in the supply order, recommended acceptance of the e-beat system.

However, detailed audit scrutiny revealed that the vendor submitted two invoices, both dated 21 March 2013 for Rs.1.50 crore and Rs.0.38 crore respectively indicating supply of the items. It was also revealed that the Chief Store Keeper had certified on 25 March 2013 that the items mentioned in the invoice were received in good condition. Payment of Rs.1.88 crore was also made to the Contractor on the same date.

The certification by the Chief Store Keeper on 25 March 2013 of the receipt of the equipment when the equipment was actually received after nine months was irregular. Audit observed that the action of the Police Department in making payment of Rs.1.88 crore to the Vendor on 25 March 2013 even though equipment was received only on 19 December 2013 was in violation of stores purchase norms and financial propriety.

It is seen that a committee to examine the issues related to default in supply of e-beat to Kerala Police, recommended (January 2015) to issue a legal notice to the Vendor and initiate steps to blacklist the vendor. However, no action was seen taken to fix responsibility within the Police Department for its failure to adhere to the provisions of Stores Purchase Manual.

software, installation and GPRS charges was awarded to M/s. Wifinity Technology Pvt., Ltd, Bangalore at a total cost of Rs. 1.88 Crore. Financial sanction for payment of the amount was also accorded by the Government. Service Level Agreement (SLA) was executed for the completion of the project as demanded in the work order along with warranty period of three years from the date of supply and installation. Performance security in the form of Demand Draft was also furnished by the firm as a guarantee for complying with the contractual liability.

The Supply order was given to the Firm, but more time was required to install the e-beat system in the various districts, as this system involved fixing the tags in the various houses throughout the State.

The firm supplied the RFID tags and readers and they were directed to fix the same in various patrolling points, in the selected districts. They were also directed to train the Police Station staff, on the use of the Readers and the software. The software to be used in the readers was also put to verification under a Committee, which included the System analyst. It is known that the firm installed all the RFID tags and the readers were also distributed among the districts. The concerned staff was trained and then the Firm addressed the PHQ for providing Servers to host the data, due to the fact that the information needs to be maintained confidentially. It was on this point that there was some delay, on who would supply the Server and where it will be hosted.

The Nodal Officer for the implementation of the e-beat system took up the task and he worked with the Company and ensured that the system was made fully

		<p>GOK agreed (March 2019) that financial rules and codal formalities were violated. Audit was informed that the SPC had since ordered an enquiry to fix responsibility and to suggest action against officers responsible for the lapses.</p>	<p>operational in all 7 districts by April 2016. Consequently the project was successfully implemented which included supply and installation of 650 NFC Readers, supply and installation of 7450 RFID Tags, Geo tagging of all the tags, GPRS connectivity, training along with support and maintenance upto 31.05.2018. Currently the back-end software has been moved to the State Data Server managed by Kerala State IT Mission after security audit and the project is running successfully in seven districts. M/s Wifinity also has given in writing that they will give operational support for the next two years for the project. The Project is fully operational and working.</p> <p>All the aspects of the Stores Purchase rules mandated by the Government of Kerala, were followed in the purchase of the e-beat system.</p> <p>The e-beat system was fully implemented and fully supported by the Company in all the seven districts as per the tender conditions.</p> <p>There is no lacuna/shortcomings on the part of the Officers in this File and the delay in the implementation of the Project was due to some technical issues and from the side of the company, which they rectified in due course.</p>
29	2.18.2.	<p>Irregular construction of Villas for SPC and ADGPs by utilising funds allotted for Upper Subordinate Staff Quarters.</p> <p>Under the MOPF scheme Rs.4.35 crore was earmarked in AAP 2013-14 under State share for construction of 30 Upper Subordinate Quarters (USQ). KPHCC was entrusted with the work of construction of these 30 USQs at</p>	<p>In the approved Annual Action Plan of MoPF 2013-14 (Plan-State Share) an amount of Rs.1999 lakh was approved by MHA for construction activities under the State Share. Out of this an amount of Rs.435 lakh was earmarked for the construction of 30 Nos of Upper Subordinate Quarters (USQs). Accordingly KPHCC was entrusted to carry out the work, with an outlay of</p>

Thiruvananthapuram and orders were issued (September 2015) to transfer funds to KPHCC. Funds were provided to the Police Department through Supplementary Demand for Grants in May 2017

Scrutiny of records at PHQ, Thiruvananthapuram revealed that M/s. Habitat Technology Group was directed to submit design proposal for construction of Bungalows for DGP and ADGPs, in a meeting held with SPC on 04 November 2017. Accordingly, the Police Department obtained (November 2017) an estimate for Rs.3.66 crore from M/s. Habitat Technology Group for the construction of a Villa and Camp House for SPC and four Villas for senior officers at the very same site identified for construction of USQ. Based on the estimate obtained, the work was awarded and Rs.1.83 crore released (February, March and June 2018) to the firm as advance. Revised work order was issued (June 2018) for Rs.4.33 crore for construction of one Villa each for DGP and two ADGPs including site development. A further advance of Rs.0.98 crore was also paid (August 2018) to the firm.

Audit observed that the Finance Department, GOK intimated (June 2018) SPC that it has sought clarification from the Home Department on the diversion of funds without Government approval. SPC replied to GOK (July 2018) that though funds of Rs.4.33 crore were sanctioned under MOPF for construction of 30 USQs, the said amount would suffice for construction of only five quarters for higher officers in the Department and requested SLEC to ratify the activity. Audit observed that the justification offered by SPC to GOK for the unauthorised diversion of funds is unacceptable, as the Scheme Book for MOPF issued by GOI clearly specified that SI and ASI staff fall under Upper Subordinate category thereby ruling out irregular availing of benefits under the scheme by officers of higher cadre like SPC and ADGPs.

Rs.433 lakhs. But due to non- receipt of ways & means clearance from the Government, the funds were not utilized & remained deposited with KPHCC till 2017-18. Later, Government provided the funds through Supplementary Demand for Grants (SDG) in May 2017 and permitted the department to utilize the same.

Meanwhile in the recent time, the requirement for senior officer's residences was brought up many a time before the department and it was decided to address the acute shortage of accommodation for the senior officers, including that for the State Police Chief. It is a rarity that the State Police Chief does not have an earmarked official residence. Similarly, there is no earmarked official residence of Commissioner of Police, Zonal IGP in Thiruvananthapuram. Accordingly, M/s.Habitat Technology Group, a non Governmental "accredited agency" of the Government of Kerala, submitted a proposal for the construction of a Bungalow with Camp Office for State Police Chief and four Bungalows with Camp Officers for senior officers dormitory for Policemen at Police Complex area where Police land was available.

The following aspects may be taken into consideration in this matter:

1) There has been a delay in the allocation of funds to the department for its effective utilisation. The police department was permitted to utilize the fund (State Share) only during 2017-18, which was 4 years after the approval of the scheme. The funds were surrendered due to lack of Ways and Means clearance in 2015. Later the funds could be provided to the department

Similar instance of diversion of funds which appeared in the Report of the Comptroller and Auditor General of India for the year ended 31 March 2006 was discussed (August 2008) by the PAC. The PAC had observed that it was upset over the act of the Department in diverting funds assigned for the construction of USQs and LSQs at Kerala Police Academy towards building Senior Officers Quarters, etc. The PAC, while stating that such diversion from the approved action plan resulted in denial of family accommodation to the subordinate officers had also issued a strong warning to the Police Department not to repeat any such deeds under any circumstances in future.

Audit observed that action of the Police Department in ignoring the warning of the PAC and repeating the same irregularity is indicative of showing disrespect to the Legislature besides being a blatant violation of MOPF scheme guidelines.

GOK stated (April 2019) that the decision to construct residential quarters for Senior officers was taken for the following reasons viz., 1) the funds were lying unutilised since 2013-14 and the GOK was unable to forward utilisation certificate; 2) need of the senior officers to have official residences from the security and professional point of view; and 3) the outlay for 30 USQs in MOPF scheme 2013-14 pertains to State share of the scheme. It was also stated that GOK had additionally contributed Rs.1.50 crore for completing this project.

The reply is not tenable since there is no provision in the MOPF scheme guidelines for construction of villas for higher ranked police officers by diversion of MOPF funds (including State share of funds) meant for construction of Upper Subordinate Staff Quarters. The contention of GOK that State

only in May 2017, through the Supplementary demands for Grants.

2) The department did attempt to implement the scheme from the very beginning and accordingly the work was entrusted to KPHCC in 2015 itself for construction of USQs but the same did not materialise for want of ways and means clearance from the Government.

3) Further, it is to be noted that the per USQ amount available with the department for 30 USQs as per the scheme was approximately Rs.14.4 lakhs per USQ. With the passage of time, there has been a cost escalation and hence the fund available was grossly inadequate for undertaking the construction of 30 number of USQs. In Kerala it is almost impossible to construct a proper quarters for SIs/Inspectors/DySPs with such a small amount. The decision to build USQs was revised on a variety of grounds. The USQs constructed by the department spans around 950 sq ft of space which is small and not much desired by the upper subordinate officers due to the socio-economic standards in the State.

As MoPF funds were not sufficient, additional funds were allotted by the State Government in State Plan 2018-19 to carry out the project and complete the same.

It is pertinent to mention (in general terms) that the requirement for change in the norms of size & construction of Police Buildings considering the peculiarities of the State was brought to the notice of MHA and BPR &D in High Powered Committee meetings. MHA also will be addressed as suggested by the Audit. This subject is under the consideration of Government.

share of fund was utilised for the diversion is also not acceptable since the State share also forms part of the overall fund available under MOPF and is subject to the MOPF scheme guidelines. The deliberate violation of MOPF scheme guidelines as also the failure to heed the warning issued by the PAC earlier not to repeat such diversions is indicative of the Police Department's contempt towards the legislative processes and reports of constitutional bodies like the C&AG.

30 2.18.3.

Fortification of outposts in vulnerable areas.

GOK sanctioned (November 2013) Rs. 3.25 crore to strengthen 16 police stations vulnerable to Maoist attacks in the northern districts of Kerala. The works included construction of compound walls with better strength and height, steel fencing and barricades and providing necessary lighting system to the Police Stations. While fortification works in respect of 15 Police Stations were completed, improvements to the Thirunelli Police Station in Wayanad district could not be undertaken since rates quoted by Contractors for the works were very high.

Sanction was also sought (December 2015) from GOK for the construction of fencing to Areacode camp of the Kerala Anti-Terrorist Squad (KATS) for Rs. 75 lakh based on an estimate obtained (August 2015) from the KPHCC. Later, the Police Department changed (August 2017) the work to construction of compound wall. Administrative Sanction was also accorded by GOK (November 2017) for construction of compound wall. However, due to non-receipt of Ways and Means clearance from GOK the funds could not be utilised. It was only later in May 2017 the funds were allotted and Police Department permitted to utilise the funds. Police Department transferred (January 2018) Rs. 60 lakh to KPHCC. Audit observed that due to delay in grant of permission for utilisation of funds, the camp which reportedly (December 2015) faces encroachments and security threats from Maoists,

1.As per the Government Orders G.O.(Rt) No. 2998/2013/Home Dated: 01/11/2013 & G.O.(Rt) No. 54/2015/Home Dated: 04/03/2015 Government had accorded sanction for the fortification of 16 Nos. of Maoist vulnerable Police Stations in Northern Districts of Kerala with an outlay of 3 Crore. As the fund is immediately required, sanction was also accorded to meet an expenditure of 1 Crore from the fund available in the TSB account of KPHCC. Further, the Government Order explained that, the amount will be recouped immediately after the expenditure of 1 Crore is made.

2. Accordingly, KPHCC has carried out the work and reported that, the total expenditure for the fortification of the proposed 16 Police Station will be Rs. 6,71,86,500/- and an amount of Rs.1,94,94,028/- has been expended by KPHCC towards this work.

3. KPHCC reported that the fortification of 14 Police Stations were completed and the remaining under progress. An amount of Rs.4,19,12,604/- has been met from the resources of KPHCC to meet the expenditure in this regard.

4. Government have accorded sanction for an amount of Rs.533.120 Lakh to meet the expenditure towards the fortification of 14 Police Stations under state plan

continues to function without a compound wall for its protection.

GOK stated (March 2019) that Wayanad district has acute shortage of Contractors and that negotiations were being undertaken with Contractors for reduction in quoted rate and the issues would be resolved soon. Audit was also informed that work on compound wall for Arcacode camp was being undertaken by KPHCC.

scheme 2018-19.

5. Bill for an amount of Rs.4,19,12,604/- was passed in respect of MD, KPHCC towards the expenditure for the fortification of 14 police stations under State Plan scheme.

6. An amount of Rs.70 lakh each was earmarked for the fortification of Thirunelli and Thalappuzha Police Stations under State Plan Scheme 2019-20 and the construction was completed and the final bill for an amount of Rs. 19,06,475/- was received from M/s. Habitat Technology Group for payment. During this current financial year no fund was sanctioned under the H/A 4055-00-207-92-05-00-00- P-V.

31 2.20 **Conclusion:**

Even though the Police Department took Scheme guidelines as prime reference, at times absolute adherence to same could not be occurred and prompted for diversions. Necessary directions has already been given to State Police Chief in this regard for the proper implementation of the scheme. The audit observations are noted for future guidance.

Mobility of higher officials could be treated as mobility of the department. The entire officials of Police Department function as a single unit for the operational purpose.

As the purchases in the Police Department is effected giving prime importance to security related issues, they are quite distinctive and unique in nature as relating to other department. Considering the above matter, Government have decided to appoint a 3 member commission of Inquiry to submit a report after study the matter relating to formulation of a specific criteria and rules for the purchases and service contracts of Police

Department. The members are as follows:

Sri. C.N. Ramachandran Nair (Rtd. Judge of High Court) as Chairman, Sri. Subrata Biswas (Former ACS Home), Sri. Jacob Punnoose (Former SPC).

Terms of Reference of the Commission:

1. To formulate procedures for the procurement of Security related equipments including arms and ammunitions for Police Department on a comparative study with the existing successful procedures adopted by other State Governments and Central Police Forces.
2. To examine the matter relating to Works/Projects engaged by Police Department.
3. To examine whether the purchase procedures relating to Modernisation of Police Force schemes and whether the existing financial powers of the State Police Chief need be enlarged.
4. To look into matters incidental to and arising out of the above.

Government will take appropriate action based on the report of the Commission.

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ആഭ്യന്തര വകുപ്പ്
തവണകെട്ട് സെക്രട്ടേറിയറ്റ്
തിരുവനന്തപുരം

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HOME (K) DEPARTMENT

ACTION TAKEN REPORT ON THE RECOMMENDATION NO 2.13.1 and 2.4 OF THE PUBLIC ACCOUNTS COMMITTEE (2019-2020)
RELATING TO DELAY IN DISPOSAL OF CASES IN THE FORENSIC SCIENCE LABORATORY

Recommendations

2.13.1 Delay in disposal of cases

Scrutiny of records at State FSL, Thiruvananthapuram revealed that 9,265 cases, received from various Courts, were pending disposal as of 31 March 2018 as shown below.

Table 2.8 Status of disposal of cases

year	pending at the beginning of the year	Receipt during the year	Total	Disposal during the year	pending at the end of the year
2013-14	3914	4014	7928	3373	4555
2014-2015	4555	4308	8863	3172	5691
2015-2016	5691	4781	10472	3025	7447
2016-2017	7447	5760	13207	4457	8750
2017-2018	8750	6170	14920	5655	9265
Total		25033		19682	

Action Taken

2.13.1 & 2.4

Two post of Assistant Directors viz., AD (Molecular Biology) & AD (DNA) created in the year 2005 and 2006 respectively, as part of the creation of MB/DNA Divisions were lying vacant for many years due to non-availability of Special Rules. Later, during the year 2016, two Scientific Officers were given provisional promotion to the post of AD (DNA) & AD(MB). The 17 nos of vacancies of Scientific Officers mentioned in the report as existing as on 01.04.2013 were filled up in the succeeding years. The 17 nos of vacancy as on 31.03.2018 said in the report were also filled up except the following 6 vacancies due to the reason noted against each

SO (Biology)	4 vacancies	One vacancy reserved for Deaf & Dumb and suitable candidate was not available, One vacancy due to non availability of SC candidates and two vacancies for which provisional promotion was given due to the non - availability of Special Rules. It has been instructed, the above two vacancies can be reported only after finalising the required specific rules of the posts of AD (DNA) and AD(MB)
SO (Physics)	1 vacancy	due the non availability of Deaf & Dumb candidate
SO (Polygraph)	1 Vacancy	Ranklist is not available

It has been reported that 9265 cases are pending in FSL for want of reports

Audit noticed that 3,914 cases in which material objects were received by the FSL from Courts for examination, were pending disposal at the beginning of the year 2013-14. During the period 2013-18, of the 25,033 new cases received for examination, the examination of 19,682 cases was completed. However, since the rate of disposal of cases was lower than the number of cases newly referred, the pendency of cases increased to 9,265 at the end of 2017-18. Audit analysed the nature of pending cases at State FSL Thiruvananthapuram and noticed that the pending cases also included grave crimes cases charged under Sections 302, 307 and 376 of IPC, POCSO Act 2012 and SC and ST (Prevention of atrocities) Act (Appendix 2.6). Audit observed shortfall in staff in the State FSL including its regional laboratories at Thrissur, Kannur and Kochi and 19 District Mobile Units. The status of staff strength in these institutions as on 01 April 2013 and 31 March 2018 is shown in Table 2.9.

Table 2.9 Shortage of manpower in Forensic Science Laboratories

Name of post	As on 01 April 2013			As on 31.3.2018		
	Sanctioned Strength	Existing strength	Vacant posts	Sanctioned Strength	Existing strength	Vacant posts
Assistant Director	19	17	2	23	19	4
Scientific Officer	45	28	17	37	40	17

It is evident from the table above that in respect of technical staff, which are the key posts for operating the FSLs, the vacancy was 26 per cent as on 31 March 2018. The posts of two Assistant Directors have been vacant since the last 12 years. The 17 vacancies of Scientific Officers were existing for a period ranging from 2 months to more than three years, as on 01 April 2013. One vacancy of Scientific Officer, which arose in June 2011 has not been filled up, till date (December 2018). The existence of vacancies for long periods was one of the main reasons for the pendency of 9,265 cases as on 31 March 2018. The Department cited inadequate number of experts for examination of cases as a

as on 31.03.2018. In this regard, it is informed that an average of 8000 to 8500 cases are being received in FSL every year. During the year 2017-18 the following new posts have been created for Regional Forensic Science Laboratory, Kochi, Hi-Tech Forensic Science Laboratory, Thrissur and District Mobile Units.

SL No	Name of post	No. of post sanctioned as per G.O. No.102/2017/Home dated 19.05.2017 for RFSL, Kochi	No. of post sanctioned as per G.O.(Rt) No.120/2018/Home dated 20.07.2018 for Hi-Tech Forensic Science Laboratory and District Mobile units
1	Assistant Director (Biology)	1	0
2	Assistant Director (Documents)	1	1
3	Assistant Director (Physics)	1	1
4	Assistant Director (Chemistry)	1	1
5	Assistant Director (DNA)	0	1

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main reason for the pendency of cases apart from volume of samples received per case and the time consuming nature of examination procedures. During the Exit Conference (April 2019), ACS stated that additional posts have already been sanctioned which would hopefully enhance the pace of disposal of cases

Recommendation 2.4: GOK may ensure the utilisation of unspent funds to ensure procurement of much needed equipment for strengthening the forensic science laboratories. The vacancy position may also be addressed to ensure speedy disposal of cases.

6	Scientific Officer (Documents)	1	2
7	Scientific Officer (Chemistry)	0	17
8	Scientific Officer (Biology)	0	16
9	Scientific Officer (Physics)	1	15
Total		6	54

Necessary action has been taken to fill up all the vacant posts of Scientific Officers. Recently Kerala Public Service Commission has issued Notification inviting application for the posts of Scientific Officer (Physics/Chemistry/Biology) with last date as on 23.09.2020. As such the new appointments to those posts are expected within a couple of years. Meanwhile, on the basis of Govt Direction, Police Department is examining the possibility of filling up the vacant posts temporarily through re-employment from the retired hands/ employment exchange/deputation/contract basis until appointments are made through KPSC, to reduce the pendency toll of cases. The present strength of scientific officers can not cope up with overcoming the pendency as the number of cases received in FSL and RFSLS are increasing day by day. 28 Special Fast Track Courts are newly established for the speedy disposal of POCSO cases, also increase the above toll as a huge number. Hence the same can be reduced to a satisfactory level as and when the proposed 14 District Forensic Laboratories are being set up and after filling the sanctioned Scientific Officers there. In this context, it is also pointed out that State Police Chief, Kerala is the appointing authority in respect of Scientific Officers of Forensic Science Laboratories and vacancies are being reported to KPSC

from Police Headquarters.

The details of disposal of cases is furnished below:

Year	Pending at the beginning of the year	Receipts during the year	Total	Disposal during the year	pending at the end of the year	Pending Cases as on 31.03.2020
2013-14	3914	4014	7928	3373	4555	115
2014-15	4555	4308	8863	3172	5691	521
2015-16	5691	4781	10472	3025	7447	1359
2016-17	7447	5760	13207	4457	8750	3023
2017-18	8750	6170	14920	5655	9265	5797
2018-19	9265	6913	16178	5908	10270	10922
2019-20	10270	7794	18064	5332	12732	12732

Based on the observations of the Audit Repot, a target is fixed to every Scientific Officers for expediting the examination of cases so as to reduce the pendencies. It is ascertained that with available strength, FSL have achieved the goal to a maximum. Now, 17 nos. of Fast Track Courts have already been set up in the State for exclusive trial for POCSO cases and it has increased the yearly input of cases. All efforts are being taken to reduce the number of

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	<p>pendencies to the minimum. The new appointment to the vacant posts are anticipated in the year 2021. Hence after filling the vacant posts, it is expected that the pendancy can be minimised.</p> <p>Considering the above actions initiated on the basis of Audit observations these paras may kindly dropped.</p>



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Public Accounts Committee (2019-21)

Report of Remedial Measures Taken on C & AG report on Para 2.14.4 (procurement of security equipments for Sabarimala) for the year ending on March 2018

Para No	Audit para (procurement of security equipment for Sabarimala)	Remedial Measures Taken
	<p>GOK accorded Administrative Sanction (January 2017) for the purchase of 30 pieces of security equipment for Sabarimala for ₹ 11.36 crore. The SPC sought (July 2017) from Keltron, a Detailed Project Report after intimating the unit cost and total cost of the 30 pieces of security equipment. It was seen that Keltron submitted (July 2017) a Techno - Commercial Proposal to the Police Department with price schedule for 28 items amounting to ₹8.23crore, with their unit costs exactly matching what was intimated by the department.</p> <p>The Police Department constituted (August 2017) a five member Technical cum Financial Evaluation Committee (Committee) for effecting the purchase with the IG,</p>	<p>Government of Kerala have accorded Administrative Sanction for the procurement of 30 types of Security Equipments including security cameras, for a total amount of Rs. 11,36,31,747/- vide, G O (Rt) No. 171 / 2017 / Home, dated 23.01.2017, based on the proposal obtained from Keltron. But the order to release the amount under the head of account '2055-00-001-99-34-3 Other Items' was issued in 2017 September only.</p> <p>The security equipments that were procured for Sabarimala, prior to 2017, was in the year 2007-08. Almost all of them had become obsolete, irreparable and dysfunctional, and needed to be immediately replaced. Moreover the security infrastructure at Sabarimala was closely monitored by the Special Bench of Hon' ble High Court of Kerala. Under the circumstances, the SPC decided to take the assistance of M/s. Keltron, a Public Sector Undertaking (PSU) under the State Government and a Total Solution Provider (TSP) to State Government, which is experienced in handling the then existing equipments at Sabarimala. As per the earlier directions of the Hon' ble High Court, 25% of the Security Equipments has to be borne by Travancore Devaswom Board (TDB), where as the remaining 75% was to be borne by State Government through Police Department. The TDB had already complied their part and moved to the Hon' ble High Court, citing delay on the part of the Government. An inability to put in place of security infrastructure in time could have invited contempt of court as well. The Hon' ble High Court have even issued an order to</p>

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Thiruvananthapuram Range, as the Chairman, dispense with tenders for some equipments at Sabarimala. The interest of security of millions of people who visit the shrine during festive season, have to be given the urgent and utmost priority. For this, it was urgently required to replace the ageing devices with new and state-of-art equipments. The entire process also had to be completed in one and a half months to avoid any untoward incidents or wrath of the court. M/s. Keltron, being a PSU, is bound to follow the Stores Purchase Manual (SPM), e-tender procedure and is also subject to audit by the different Government agencies. Furthermore, several challenges generally crop up during the Sabarimala season. Round the clock on site support and maintenance is also required for these equipments, beyond what Original Equipment Manufacturers (OEM) and private suppliers generally extend. Such co-operation can be expected from PSUs only and many equipments which were procured in 2007 through M/s. Keltron for Sabarimala were maintained by them till date though warranty and AMC by OEMs have expired long back.

Consequently, supply order was issued (11th October 2017) to Keltron for the supply of five types of security equipment at the rates quoted by them with date of supply on or before 31st October 2017. Keltron supplied three items towards the end of Sabarimala festival season and was paid ₹ 2.67 crore on 23 March 2018.

Audit observed that the acceptance by the Committee of the explanation offered by Keltron for charging the police department two to three times the market price was wrong and in violation of the provisions contained in the CVC guidelines which required the public procurement to be effected on the basis of most competitive rates, arrived at, through a transparent tendering procedure. The action of the SPC in accepting the recommendations of the Committee and awarding the work to Keltron without complying with CVC guidelines resulted in loss of at least ₹1.50 crore as shown in Table 2.10.

Table. 2.10: Details of equipment procured

2.14.4

(₹ in lakh)

Name of Equipment	Quantity (Nos)	Payment to Keltron	Market rate determined by Committee	Excess amount paid
Multi Zone DFMD22	19	122.84	57.00	65.84
DSMD23 Mine	10	39.79	30.00	9.79

This was done by the technical experts of M/s. Keltron with hardly any support from the manufacturer and despite the lack of availability of spare parts. The SPC has reported that such support cannot be expected from non-Governmental agencies and hence Keltron was considered. Also M/s. Keltron had prepared a detailed project report with rough estimates and specifications for the procurement of various security equipments, which was referred to technical cum finance committee. Though the committee opined that the estimates projected by M/s. Keltron were on higher side, their justifications were later accepted by the committee and the Police Department for the reason that M/s. Keltron assured that the equipments that they would supply will be of high-end specifications and that they would follow formalities under SPM and competitive tendering for the procurement of these items. In the circumstances, seeing the interest of security as well as for the timely execution of the project and in view of the precedence of installation of IR cameras through M/s. Keltron following the directions of the Hon'ble High Court, coupled with the assurance by M/s. Keltron on superior quality products and competitive tendering, the need for sustained support in challenging

Sweeper				
NLJD24	3	104.49	30.00	74.49
Total		267.12	117.00	150.12

(Source details obtained from PHQ)

GOK stated (March 2019) that the Police Department sought assistance from Keltron as a TSP since financial release was obtained late in September 2017 and Sabarimala season was to commence in mid-November. GOK also referred to a High Court order which ordered to dispense with tenders for procuring some equipment for Sabarimala. GOK also informed (May 2019) that the Police Department had invited tenders for five of the 30 items specified by Audit and that there were insufficient bidders for supply of four items. Audit was also informed that the rates will be verified by a Committee consisting of representatives of Devaswom Board, Police and a third party and if it was found that M/s. Keltron had taken more funds than the actual, action would be taken to obtain refund of such funds. The justification cited by GOK that since funds were received towards the end of September 2017, there was hardly a month and half left for procurement, installation and commissioning of the security equipment, is not acceptable, since scrutiny of records revealed that Keltron was requested to submit Detailed Project Report as early as in July 2017. Audit observed that the SPC could have initiated tender procedure and effected the procurement instead of seeking a DPR from Keltron in July 2017. There was enough time for the SPC to effect the procurement through a tendering process. Audit also observed that the High Court order referred to by GOK was with reference to procurement of 15 Nos. infrared cameras only and did not order for all future purchases for Sabarimala to be executed without any tendering process.

environments were analyzed and it was decided to procure the security equipments through M/s. Keltron. The SPC has reported that it was decided to procure the most essential equipments only with strict insistence on codal formalities, which was explicitly detailed in the work order.

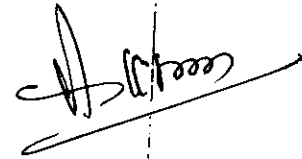
As 1st phase, it was decided to procure the most required 5 types of equipments and supply order was placed to M/s. Keltron for the equipments at a total cost of Rs. 3,76,69,984/-. M/s. Keltron delivered only 4 types of equipments excluding Explosive Detectors by the end of December 2017. The payment of Rs. 2.98 Crores was also released by the department for all supplied equipments after deducting a Late Deliver penalty of Rs. 9,82,939/-. The Bank guarantee for a value of Rs. 31,08,999/- (Rupees Thirty One Lakhs Eight Thousand Nine Hundred and Ninety Nine Only) valid till 15.02.2021 was submitted as Security Deposit.

Since the C & AG audit team has remarked that this action has resulted in a loss of at least 1.50 Crore to the State Exchequer, the MD, M/s. Keltron was requested by SPC to furnish specific remarks on the highly exorbitant pricing for security equipments supplied for Sabarimala in 1st phase and also was requested to revise the invoices and to deposit the excess amount claimed to Police Headquarters immediately. Since the reply received was not acceptable Bank guarantee for a value of Rs. 31,08,999/- furnished as Security Deposit was forfeited by SPC. Further a committee under the Chairmanship of IGP (Admn), PHQ was constituted to verify all the procurement done through Keltron in past few years. The SPC has reported that on receipt of the report of the committee further action will be taken, if needed.

The SPC has also noted that, even before the audit was done, the Department has taken corrective measures in this regard. In the 2nd phase for the procurement of equipments for Sabarimala in 2018-19, a proposal from another PSU, KSIE was also considered along with the proposal of M/s. Keltron. After negotiation with both firms, they have revised the price of the equipments. Supply order was given to M/s. Keltron, as their final

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offer was the lowest, which was nearly half of their initial offer. The Department opted for tender procedure in 2019-20 during the 3rd phase and the items were procured and distributed at a cost much less than the price of M/s. Keltron. Also considering the remarks of the audit, Government have strictly directed the SPC that the Police Department shall strictly adhere to transparent procurement processes by adhering to provisions of the Stores Purchase Manual and guidelines of the Central Vigilance Commission.



ANITHA. B. C
Joint Secretary
Home Department
Govt. Secretariat
Thiruvananthapuram

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AUDIT REPORT FOR THE YEAR ENDED 31.03.2018

MODERNIZATION AND STRENGTHENING OF POLICE FORCE

STATEMENT OF ACTION TAKEN

Para No. in C&AG Final Report	Subject	Action Taken																																																																													
2.18.1.	<p>Construction of residential and non-residential buildings under MoPF.</p> <p>The MOPF scheme provided for construction of residential accommodation for Lower subordinate (Constables and Head Constables) and Upper subordinate (Sub Inspectors and Additional Sub Inspectors) staff and construction of non-residential buildings like Police Stations, Outposts, District Police Office, Barracks, Police lines, Kennels, Firing range, Administrative blocks, etc. Funds received from GOI for police construction activities were transferred to KPHCC for execution of the works. The details of funds received and activities undertaken during 2013-18 are given below.</p> <p style="text-align: center;">Table 2.11: Allocation and utilisation of funds for construction (Rs. in Crore)</p> <table><tr><th>Year</th><th>GOI Share Received</th><th>GOK Share Received</th><th>Total Receipts</th><th>Amount Expended</th><th>Unspent balance with KPHCC</th></tr><tr><td>2013-14</td><td>29.94</td><td>14.85</td><td>44.79</td><td>20.56</td><td>24.24</td></tr><tr><td>2014-15</td><td>24.32</td><td>16.37</td><td>40.69</td><td>2.70</td><td>37.98</td></tr><tr><td>2015-16</td><td>-</td><td>-</td><td>-</td><td>-</td><td>-</td></tr><tr><td>2016-17</td><td>-</td><td>-</td><td>-</td><td>-</td><td>-</td></tr><tr><td>2017-18</td><td>1.30</td><td>-</td><td>1.30</td><td>-</td><td>1.30</td></tr><tr><td>Total</td><td>55.56</td><td>31.22</td><td>86.38</td><td>23.26</td><td>63.52</td></tr></table>	Year	GOI Share Received	GOK Share Received	Total Receipts	Amount Expended	Unspent balance with KPHCC	2013-14	29.94	14.85	44.79	20.56	24.24	2014-15	24.32	16.37	40.69	2.70	37.98	2015-16	-	-	-	-	-	2016-17	-	-	-	-	-	2017-18	1.30	-	1.30	-	1.30	Total	55.56	31.22	86.38	23.26	63.52	<p>PHYSICAL STATUS OF WORKS UNDERTAKEN BY KPHCC DURING 2013-14 AS ON 19.10.2020.</p> <table><tr><th>Year</th><th>Residential units under taken</th><th>No. of Residential units completed</th><th>Residential units remaining incomplete</th><th>Non Residential units under taken</th><th>No. of Non-residential units completed</th><th>Non Residential units remaining incomplete</th></tr><tr><td>2013-14</td><td>85</td><td>82</td><td>3</td><td>125</td><td>120</td><td>3</td></tr><tr><td>2014-15</td><td>64</td><td>61</td><td>3</td><td>38</td><td>30</td><td>8</td></tr><tr><td>2015-16</td><td>Nil</td><td>Nil</td><td>Nil</td><td>Nil</td><td>Nil</td><td>Nil</td></tr><tr><td>2016-17</td><td>Nil</td><td>Nil</td><td>Nil</td><td>Nil</td><td>Nil</td><td>Nil</td></tr></table> <p>Out of the total sanctioned work of 308 Nos, 163 Nos of works were not completed by KPHCC as on 31.08.2018. As on 19.10.2020, total sanctioned works are 312 Nos. Out of the total sanctioned works, 295 Nos of works had been completed and 17 Nos of works are in progress.</p>	Year	Residential units under taken	No. of Residential units completed	Residential units remaining incomplete	Non Residential units under taken	No. of Non-residential units completed	Non Residential units remaining incomplete	2013-14	85	82	3	125	120	3	2014-15	64	61	3	38	30	8	2015-16	Nil	Nil	Nil	Nil	Nil	Nil	2016-17	Nil	Nil	Nil	Nil	Nil	Nil
Year	GOI Share Received	GOK Share Received	Total Receipts	Amount Expended	Unspent balance with KPHCC																																																																										
2013-14	29.94	14.85	44.79	20.56	24.24																																																																										
2014-15	24.32	16.37	40.69	2.70	37.98																																																																										
2015-16	-	-	-	-	-																																																																										
2016-17	-	-	-	-	-																																																																										
2017-18	1.30	-	1.30	-	1.30																																																																										
Total	55.56	31.22	86.38	23.26	63.52																																																																										
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2013-14	85	82	3	125	120	3																																																																									
2014-15	64	61	3	38	30	8																																																																									
2015-16	Nil	Nil	Nil	Nil	Nil	Nil																																																																									
2016-17	Nil	Nil	Nil	Nil	Nil	Nil																																																																									

24 05/-
Thus, Rs. 63.52 crore (73.20 per cent) remained unutilised with KPHCC as on March 2018. Audit examined the physical status of works undertaken by KPHCC during 2013-18, under MOPF and was as shown in Table 2.12.

Table 2.12: Physical status of works undertaken by KPHCC during 2013-18 as on 30 September 2018

Year	Residential			Non-residential		
	Units undertaken	Units Completed	Units remaining incomplete	Units undertaken	Units Completed	Units remaining incomplete
2013-14	85	55	30	116	100	16
2014-15	64	2	62	43	6	37
2015-16	Nil	Nil	Nil	Nil	Nil	Nil
2016-17	Nil	Nil	Nil	Nil	Nil	Nil
2017-18	Nil	Nil	Nil	Nil	Nil	Nil
TOTAL	149	57	92	159	106	53

Audit observed that 145 (47 per cent) of the 308 works entrusted to KPHCC were yet to be completed. Scrutiny revealed that KPHCC was yet to tender (September 2018) for 31 works entrusted to it by the Police Department. It was seen that these works remained untendered due to reasons like delay in identifying and finalising site for construction, failure of Police Department to provide hindrance free sites for construction, site unsuitable for construction, delay in transferring funds to KPHCC, etc. (Appendix 2.7). GOK stated (March 2019) that KPHCC did not have a permanent Architect or Structural Engineer and all such works were outsourced, which leads to delay. It was also stated that 18 works were taken back by PHQ as KPHCC could not complete them on time.

The fact remains that entrustment of works to an inefficient organisation like KPHCC resulted in 47 per cent of construction works under MOPF scheme remaining incomplete.



Dr. O. SAREENA

Additional Secretary

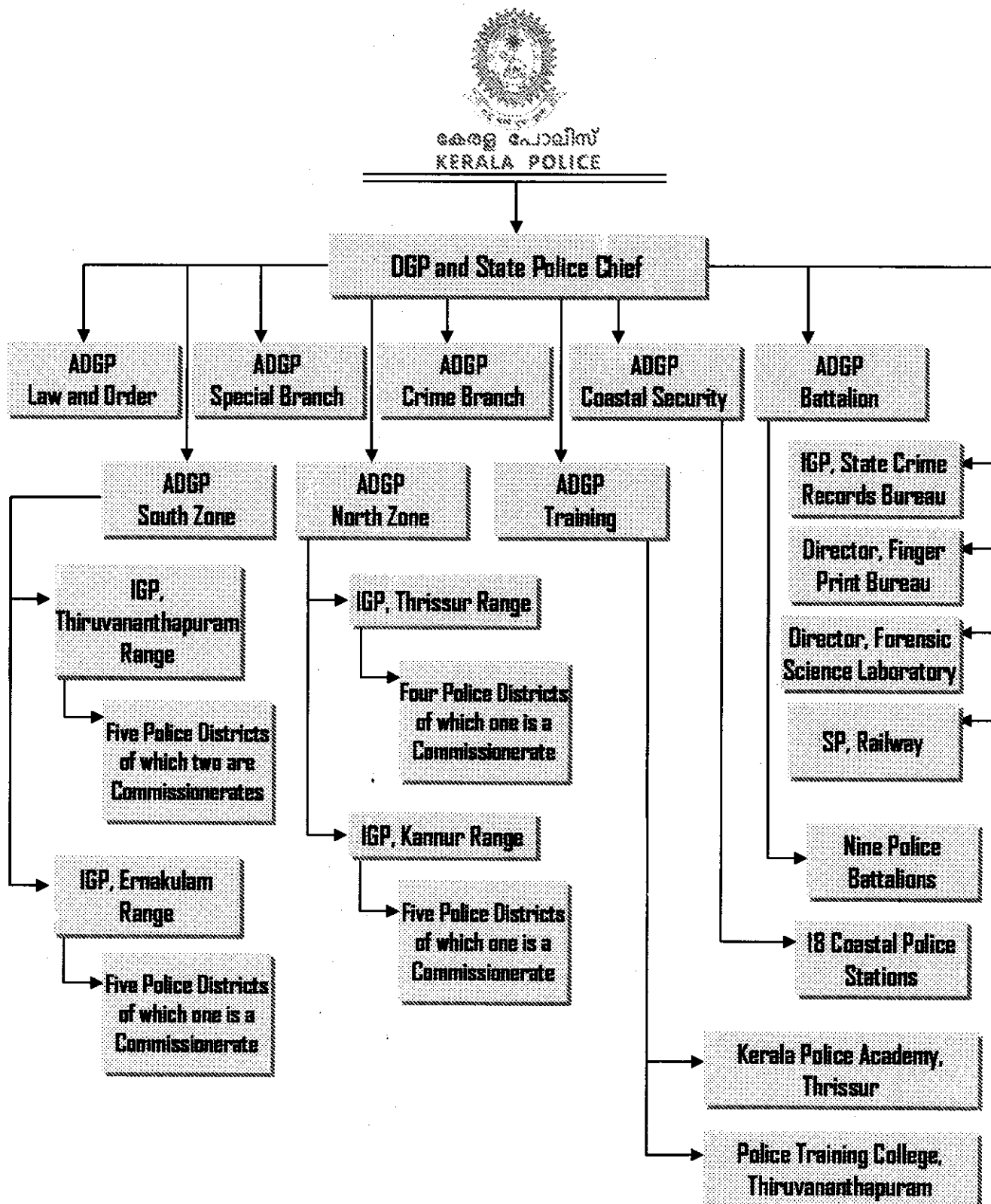
Home Department

Govt. Secretariat, Thiruvananthapuram

Appendix 2.1

Organisational setup of Kerala Police Department

(Reference: Paragraph 2.2; Page: 10)



Appendix 2.2

Details of items purchased

(Reference: Paragraph 2.7.1; Page: 14)

AAP Year	Total equipment to be procured/ activities to be implemented	Equipment procured/activities completed during						Total equipment procured/ activities completed
		2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	
2013-14	81	1	15	12	6	8	4	46
2014-15	81	0	1	7	9	10	4	31
2015-16	0	0	0	0	0	0	0	0
2016-17	48	0	0	0	0	7	4	11
2017-18	86	0	0	0	0	26	5	31
Total	296	1	16	19	15	51	17	119

Appendix 2.3

Availability of modern weapons for civil police force and armed police battalions

(Reference: Paragraph 2.10.2; Page: 23)

Police Constables to Havildars and Civil Police Officers to Senior Civil Police Officers				
	Strength	Weapons	Shortage	Excess
Civil Police Force	33111	3421	29690	Nil
Armed Battalions	7953	8025	Nil	72
Total	41064	11446	29690	72
ASI to Commandant / Superintendent of Police				
	Strength	Weapons	Shortage	Excess
ASI to SP	5203	4448	755	Nil
ASI to Commandant	385	1351	Nil	966
Total	5588	5799	755	966

Shortage of weapons for CPOs, SCPOs, Constables and Havildars: 29618 (29690-72)

Appendix 2.4

Further discrepancies noticed in the verification report of DIG (APB)

(Reference: Paragraph 2.10.3.2; Page: 26)

Verification Report of DIG (APB)	Further discrepancies noticed in Audit	Final Reply of Government	Remarks on Final Reply
1. Special Armed Police Thiruvananthapuram (SAP) transferred 31 numbers of 5.56 mm INSAS Rifles to India Reserve Battalion, Thrissur (IRB) as per Order No. H4/23397/2012/PHQ	Audit verified the records at IRB, Thrissur. Thirty one INSAS Rifles were transferred from SAP, Thiruvananthapuram to IRB, Thrissur vide Bale Ticket dated 18.04.2012. The rifle with Body No. 18288913 which was included in the list attached to the Bale Ticket was not available at IRB. Instead another rifle bearing Body No. 16671162 which was not in the attached list was available at IRB.	It was a mistake in the entry made in the Bale Ticket while it was issued from SAP. The weapon is currently available in KAP-III Battalion.	The Audit observation was that the Rifle (18288913) which was transferred to IRB as per Bale Ticket is not available in IRB.
2. SAP Battalion transferred 335 Rifles to KAP-III, Adoor in December, 2005 and September, 2013. This includes 10 rifles bearing Body Nos. from 16671593 to 16671602.	On verification of records at KAP-III, Adoor it was noticed that the rifles bearing Body Nos. from 16671593 to 16671602 (which were stated to be transferred from SAP to KAP-III) were not received from SAP but from KAP-V. Instead 10 rifles bearing Body Numbers 16671538 to 16671547 which were not included in the Verification Report were seen received at KAP-III from SAP. However, verification at Police Chief Stores revealed that the above 10 rifles (Body Nos. from 16671538 to 16671547) were not issued to SAP from Police Chief Store.	The 10 weapons are physically available in KAP-III Audit remarks are correct and the error was in the initial issue of 500 weapons from Police Chief Stores to SAP Battalion and MSP Battalion in 2005. Though, as per the available records in Police Chief Stores, rifles with Body Numbers 16671538 to 16671547 were seen to be issued to MSP, they were physically allotted to SAP. Similarly, rifles with Body Numbers 16671518 to 16671527 were seen to be allotted to S/P, but were physically allotted to MSP.	Even though the 10 rifles (16671593 to 16671602) are available in KAP-III, the same were seen received at KAP-III from KAP-V and not from SAP as stated in DIG's Verification Report.

Appendix 2.5

Utilisation of fund against allocation for FSL in Annual Action Plans from 2013-14 to 2017-18

(Reference: Paragraph 2.13; Page: 30)

Scheme Year	Allocation in Annual Action Plan (₹ in lakh)			Fund utilised (₹ in lakh)			Number of equipment/ activity proposed in AAP	Number of equipment/ activity procured/ completed as on November 2018
	GOI	GOK	TOTAL	GOI	GOK	TOTAL		
2013-14	0.00	143.00	143.00	0	57.07	57.07	16	9
2014-15	220.00	0.00	220.00	82.96	0.00	82.96	18	6
2015-16	668.00	0.00	668.00	0.00	0.00	0.00	4	0
2016-17	0.00	111.00	111.00	0.00	109.71	109.71	4	3
2017-18	369.00	0.00	369.00	41.32	0.00	41.32	11	3
Total	1257.00	254.00	1511.00	124.28	166.78	291.06	53	21

Additionally, two equipment were procured using funds under State scheme.

Appendix 2.6

Details of pendency of grave crime cases referred to FSL for examination

(Reference: Paragraph 2.13.1; Page: 31)

Section	2013	2014	2015	2016	2017	2018	Total
Section 302	1	22	52	80	127	57	339
Section 302 + (SC/ST)	0	1	0	2	2	2	7
Section 307	0	12	44	90	161	60	367
Section 376	1	49	48	79	174	24	375
Section 376 + POCSO	0	6	32	147	328	63	576
Section 376 + (SC/ST)	0	6	7	23	48	7	91

Appendix 2.7

Details of works entrusted to KPHCC but not tendered as on 30 September 2018

(Reference: Paragraph 2.18.1; Page: 43)

SL No.	Name of work	Location	Year in which included in AAP	Fund allocated in AAP (₹ in lakh)	Date of transfer of fund to KPHCC	Reason for not taking up the work
1.	Construction of District Police Office, Thrissur City	Irinjalakkuda	2013-14	150.00	10.12.2014	Site was not finalised by the police department. Final sanction for the new site identified was received on 21.05.2018. Architectural consultancy agreement was under process. Steps have been taken for soil test. Based on soil test report the design will be finalised.
2.	Construction of 5 Nos. class room at the second floor above library at KEPA	KEPA	2013-14	100.00	25.09.2017	Estimate was submitted to PHQ for obtaining permission to tender the work. PHQ has decided to take back the work.
3.	Construction of LSQ	Paravoor	2013-14	95.75	31.03.2018	Estimate was submitted to PHQ for obtaining permission to tender the work on 26.06.2018.
4.	Construction of LSQ	Thrissur	2013-14	59.84	31.03.2018	Estimate was submitted to PHQ for obtaining permission to tender the work on 20.06.2018. The permission awaited.
5.	Construction of Police Stations	Aror	2014-15	100.00	31.10.2017	A drawing received from PHQ is not suitable at site. Now the local MLA is proposing another plan.
6.	Construction of Police Stations	Chompala	2014-15	50.00	31.10.2017	Estimate was submitted to PHQ on 19.06.2018 for obtaining permission to tender the work.
7.	Construction of Upper Subordinate Quarters	Ernakulam Town North PS premises (4 Nos.)	2014-15	112.60	19.01.2018	Estimate was submitted to PHQ on 19.06.2018 for obtaining permission to tender the work.
8.	Construction of Lower Subordinate Quarters	Florican Hill, Kozhikode (1 No.)	2014-15	23.08	12.03.2018	Estimate was submitted on 19.06.2018 to PHQ for obtaining permission to tender the work.
9.	Construction of citizen facilitation centre	Kochi	2014-15	25.00	29.03.2018	Sanction was received on 11.05.2018 for renovating the existing police club. Estimate was submitted to PHQ for obtaining permission to tender the work on 12.06.2018.
10.	Training Infrastructure at KEPA - Construction of Baffle range for small Arms Firing, Model interrogation room	KEPA	2017-18	80.00	03.03.2018	Fund resumed by Government.
11.	Training Infrastructure at KEPA - Construction of Model interrogation room	KEPA	2017-18	5.00	03.03.2018	Fund resumed by Government.
12.	Construction of new Police Station	Vadanapally, Thrissur	2013-14	35.00	26.08.2014	Integrated with Thampanoor PS.
13.	Construction of citizen facilitation centre	Kozhikode City	2013-14	25.00	26.08.2014	Integrated with Thampanoor PS.
14.	Construction of women police rest room	Mannuthy, Thrissur	2013-14	3.00	26.08.2014	Integrated with Thampanoor PS.
15.	Construction of 5 Nos. Modern Public Response Facilitating Centre (control rooms)		2013-14	250.00	31.10.2017	This work was entrusted with another agency.

Sl. No.	Name of work	Location	Year in which included in AAP	Fund allocated in AAP (₹ in lakh)	Date of transfer of fund to KPHCC	Reason for not taking up the work
16.	Construction of women police rest room	Vadanapally Police Station	2013-14	3.00	26.08.2014	Site not received.
17.	Construction of visitors room	Vadanapally Police Station	2013-14	4.00	26.08.2014	Site not received.
18.	Construction of new Police Station at Ezhukone shifted to Sakthikulangara, Kollam	Sakthikulangara, Kollam	2013-14	73.50	25.11.2016	The proposed site falls in Coastal Regulation Zone and very near to the sea. Hence, the SPC has been requested to allot a new site.
19.	Construction of new police station	Palithottam, Kollam	2014-15	49.00	25.11.2016	Integrated with Thampanoor PS.
20.	Construction of new police station	Infopark Police Station, Kochi	2014-15	200.00	25.11.2016	The work was entrusted with KPHCC. As per soil test report pile foundation was proposed at site. The estimate prepared by KPHCC including pile foundation was for ₹3.01 crore. As per the direction of the SPC action was taken to revise the foundation type as column footing. Later SPC decided to reallocate the above work to another agency.
21.	Construction of mess hall	Sannidhanam, Pathanamthitta	2014-15	350.00	25.11.2016	Hindrance free site has not been handed over to KPHCC by the department.
22.	Construction of mess hall	Pampa, Pathanamthitta	2014-15			
23.	Construction of LSQ	Infopark police station	2014-15	23.60	17.02.2017	Integrated with Infopark police station and the work was entrusted to another agency.
24.	Construction of new Police Station	Pinarayi, Kannur	2014-15	30.00	31.10.2017	Hindrance free site has not been handed over to KPHCC by the department.
25.	Construction of CI Office/SDPO	Pinarayi, Kannur	2014-15	50.00	23.12.2017	Integrated with Pinarayi Police Station. Hindrance free site has not been handed over to KPHCC by the department.
26.	Construction of Upper Subordinate Quarters	Palayam	2014-15	112.00	19.01.2018	Proposed site is not suitable for the construction of USQ. PHQ has been requested to allot a new site.
27.	Construction of Lower Subordinate Quarters	PHQ (Vertical extension to Janamathi Hall)	2014-15	46.15	12.03.2018	This work was entrusted with another agency.
28.	Construction of citizen facilitation centre	Thampanoor	2014-15	40.00	29.03.2018	Work was integrated with Thampanoor Police Station. Construction of Thampanoor Police Station was entrusted with another agency.
29.	Construction of citizen facilitation centre	PHQ	2014-15	10.00	29.03.2018	This work was entrusted with another agency. As per the direction of SPC fund for the work was transferred to the District Police Chief, Thiruvananthapuram.
30.	Construction of citizen facilitation centre	Infopark	2014-15	25.00	29.03.2018	Work was integrated with Infopark police station. Construction of Infopark Police Station was entrusted with another agency.
31.	Development of Training Infrastructure for District Training Centre	Police Club, Kollam City	2017-18	20.00	12.02.2018	Action was taken to tender this work. However, based on a request of District Police Chief, Kollam the amount was refunded.