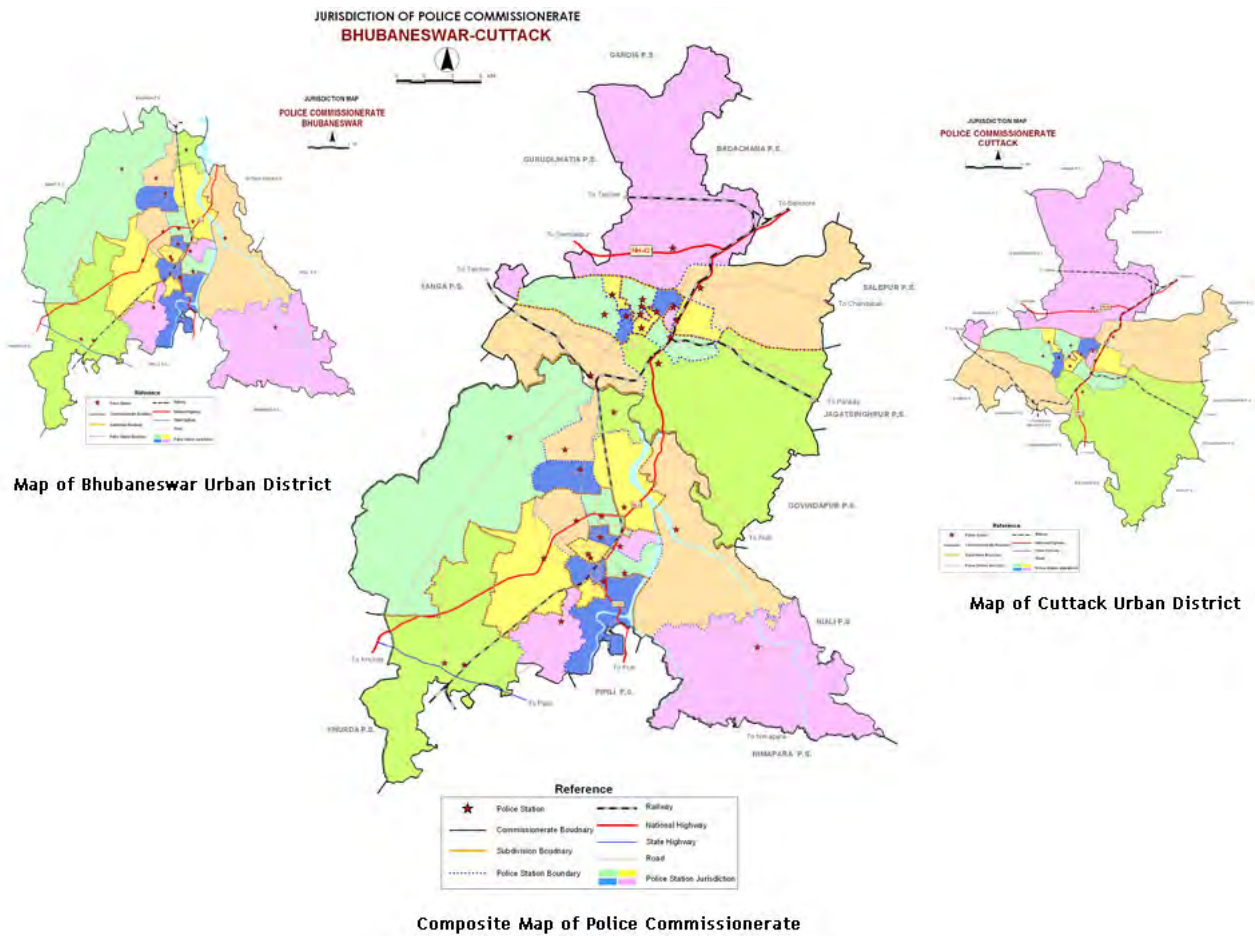


WHITE PAPER

THE STATE OF CRIME AND POLICING IN BHUBANESWAR

April 2015 to March 2016



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Social and Natural Resources (CSNR)

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CHRI

Commonwealth Human Rights Initiative
working for the practical realisation of human rights in
the countries of the Commonwealth



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CRIME AND POLICING IN BHUBANESWAR

Introduction

Bhubaneswar is one of the first cities to be selected by the Government of India to be modeled into a “smart city”. The overall objective of the GOI’s smart cities mission is to “provide core infrastructure and give a decent quality of life to its citizens”.¹ As part of this, one benchmark promised is the safety and security of citizens, particularly women, children and the elderly.

To meet this benchmark, it is necessary to map and assess the state and quality of policing in the city. This necessitates taking a systemic view of the police in terms of availability, resources, performance, and issues related to police behaviour and misconduct. The strength and quality of a police department is a major factor in the effective and lawful control of crime. Of course, adding to the complexity, this has to be contextualized in relation to the areas to be policed, the population that has to be catered to, and the prevailing crime trends in local areas.

This White Paper presents comprehensive data, covering April 2015 to March 2016, on select parameters related to crime and policing in Bhubaneswar. These include key crime statistics, strength and shortfall of police personnel with rank, gender and area-wise breakdowns, levels of representation of caste and religion within the police, conditions in police stations, adequacy of police housing, complaints against the police, and questions raised on policing related issues by Members of the Odisha State Legislative Assembly.

Based on these parameters, the paper’s aim is to provide an objective and holistic view, on the basis of official data, of the state of crime and policing in Bhubaneswar. In specific terms, the paper seeks to present data points to illustrate the strengths, as well as weaknesses or gaps, in the readiness of the police in Bhubaneswar to respond to prevalent crime trends and safety issues in the city.

The website of the Police Commissionerate Bhubaneswar Cuttack is rich in resources on crime statistics. The uniqueness of this paper is that numerous interlinked data parameters (beyond crime statistics) are presented together, enabling key trends and overarching connections between data points to be identified. On examining patterns and trends in the data, the Police Commissionerate Bhubaneswar and policy makers can consider what correctives are needed to realise better policing – for both the public and the police itself.

This White Paper is the outcome of a collaboration between the Centre for the Sustainable Use of Social and Natural Resources (CSNR) and the Commonwealth Human Rights Initiative (CHRI).²

1 Smart Cities Mission, Ministry of Housing and Urban Affairs, Government of India: <http://smartcities.gov.in/upload/uploadfiles/files/What%20is%20Smart%20City.pdf>

2 This paper is modeled on a similar white paper produced for Delhi in 2015 by CHRI in partnership with the Praja Foundation: <http://www.humanrightsinitiative.org/publication/white-paper-on-crime-mapping-study-in-delhi>

Police Commissionerate Bhubaneswar Cuttack

The state government established a Police Commissionerate for the twin cities of Bhubaneswar and Cuttack and their contiguous areas with effect from January 1st 2008 through a gazette notification.³ The entire Police Commissionerate is divided into two urban police districts - Bhubaneswar Urban Police District and Cuttack Urban Police District. Bhubaneswar Urban Police District contains 22 police stations, while Cuttack Urban Police District has 21 police stations.

Scope

All of the data gathered for this study covers the time period **April 2015 to March 2016**.

As the focus is the city of Bhubaneswar, this study looks only at Bhubaneswar Urban Police District and excludes Cuttack Urban Police District. The 22 police stations in Bhubaneswar UPD are:

1. Capital
2. Kharvelnagar
3. Saheed Nagar
4. Nayapalli
5. Khandagiri
6. Mancheswar
7. Chandrasekharpur
8. ShreeLingaraj
9. Badaqada
10. Airfield
11. Laxmisagar
12. Jatni
13. Mahila⁴
14. Spl. Energy
15. Chandaka
16. Baliana
17. Balipatna
18. Infocity
19. Nandankanan
20. Tamando
21. Dhauli
22. Traffic

Please note that the Spl. Energy police station does not receive crime complaints and was left out of the data gathering entirely. Traffic police station is included in some, but not all the data parameters.

³ As per Section 4 of the Odisha Urban Police Act, 2003; please find a link to the 2003 Act: <http://bhubaneswarcuttackpolice.gov.in/pdf/newpdf.pdf>

⁴ The Mahila police station is an all-woman police station, staffed entirely by women police personnel. Odisha has a total of six all women police stations.

Methodology

CSNR drew up the list of data parameters in consultation with CHRI. Both primary and secondary data was collected. Primary data on all the parameters was collected through filing Right to Information (RTI) requests with the Office of the Deputy Commissioner of Police Bhubaneswar, and in Bhubaneswar's 21 police stations. On the data on complaints against the police, RTI requests were filed with the police, the state Lokpal (functioning as the Police Complaints Authority), the state and district human rights protection cells, and the Odisha State Human Rights Commission.

To note, the information requested was not received consistently and in totality across all the parameters (the gaps are indicated in the specific sections below). CSNR had to file first appeals for many of the parameters.

Secondary data was collected from the websites of the following institutions: the National and State Crime Records Bureaus, the Bureau of Police Research and Development, Government of Odisha, Commissionerate of Police Bhubaneswar, the National Human Rights Commission and the Odisha State Human Rights Commission. Notably, the proceedings of the sessions of the State Legislative Assembly held during 2015-16, available on its website, were reviewed and questions raised by Members related to policing were culled out.

To provide very brief context and additional research, we also reference relevant policy documents relating to the data parameters.

Crime Statistics

Crimes reported in Urban Police District Bhubaneswar from April 2015 to March 2016

SPECIFIC CRIMES REPORTED IN 2015	MURDER	DACOITY	ROBBERY	BURGLARY	THEFT	SWINDLING ⁵	RIOTING	ACCIDENTS	RAPE	MISC	TOTAL
Capital	1	0	15	11	190	37	19	50	0	233	556
Kharavelanagar	1	3	9	13	176	40	0	39	0	165	446
Mahila	3	0	0	0	0	0	0	0	50	268	321
Lingaraj	0	0	4	13	71	21	0	9	0	139	257
Airfield	1	1	6	14	61	15	2	13	0	183	296
Dhauri	0	2	4	8	28	20	6	18	0	94	180
Jatni	8	5	13	19	77	44	18	51	5	293	533
Tamando	0	2	3	3	25	10	1	25	0	67	136
Khandagiri	3	1	30	37	229	49	13	70	1	260	693
Badagada	5	0	8	9	92	69	0	16	1	152	352
Laxmisagar	1	0	8	18	110	23	4	21	0	175	360
Balipatna	7	1	3	12	13	22	12	5	7	184	266
Balianta	4	0	8	12	48	28	0	47	2	224	373
Nayapalli	3	1	17	22	136	41	0	25	3	189	437
Mancheswar	2	6	9	2	88	31	3	38	0	207	386
Saheednagar	3	2	23	24	186	81	23	81	2	374	799
Chandrasekharpur	5	0	8	28	184	57	13	45	3	258	601

5 'Swindling' refers to the offence of Cheating (specifically Section 420 of the Indian Penal Code).

Infocity	0	1	3	8	46	18	0	20	0	78	174
Chandaka	2	1	0	13	24	4	3	11	0	78	136
Nandankanan	2	0	1	1	8	3	0	7	2	45	69
Total	51	26	172	267	1792	613	117	591	76	3666	7371

Inference:

Theft was the crime most highly reported at 1792. It is unfortunate there is no detailed breakdown of the crimes under the miscellaneous category as they constitute the highest sum total of crimes.

Overall, the highest number of crimes were reported in the Saheed Nagar Police Station (799) closely followed by the Khandagiri Police Station (693).

The highest numbers of theft, swindling, burglary and robbery cases were reported in the Saheed Nagar Police Station. The highest numbers of murder cases were reported in Jatni police station. The majority of rape cases were reported in the Mahila police station.

Sexual offences and other crimes against women and children in Urban Police District Bhubaneswar

Crimes against Women and Children	Offences reported from April 2015 to March 2016
RAPE OF A MINOR (female) ⁶	11
OFFENCES UNDER THE PROTECTION OF CHILDREN FROM SEXUAL OFFENCES ACT, 2012 ⁷	42
DOWRY PROHIBITION ACT, 1961	198
DOWRY DEATH (Section 304B, IPC)	13
CRUELTY (Section 498A, IPC)	180
SEXUAL HARASSMENT (Section 354A, IPC)	43
KIDNAPPING OF A MINOR (Section 365, IPC)	151
KIDNAPPING OF A WOMAN (Section 362, IPC)	11
OTHER IPC	141

Inference:

This data reveals that violence related to dowry continues to affect women severely – the most reported crimes against women were under the Dowry Prohibition Act, 1961 at 198, and following that are 180 cases of cruelty by husband or relatives. It is of serious concern that kidnapping of minors is as high as 151 reported cases.

⁶ This refers only to rape of minor girls, as it is the total of Section 376 IPC read with offences in Sections 3 to 10 of the Protection of Children from Sexual Offences Act, 2012. As per the Indian Penal Code, only girls/women can be victims of rape.

⁷ This refers to offences under the Protection of Children from Sexual Offences Act, 2012 affecting both minor boys and girls.

Numbers of Police Personnel in UPD Bhubaneswar

Rank wise strength of Police Personnel, by police station

Name of Police Station	Inspector			Sub-Inspector (S.I)			Assistant Sub-Inspector (ASI)			Head Constable (H.C)			Constable			Total Short-fall
	Sanctioned	Working		Sanctioned	Working		Sanctioned	Working		Sanctioned	Working		Sanctioned	Working		
		M	F		M	F		M	F		M	F		M	F	
Capital	1	1	1	13	8	0	11	9	0	2	2	0	12	12	3	3
Kharavelnagar	1	2	0	5	2	1	6	7	0	1	0	0	9	7	3	0
Saheed Nagar	1	2	0	6	6	0	3	6	0	2	1	0	11	10	5	-7 ⁸
Nayapalli	1	1	0	4	4	1	5	7	0	1	1	0	32	7	4	18
Khandagiri	1	2	0	4	4	1	7	6	0	1	2	0	12	13	4	-7
Mancheswar	1	2	0	2	4	0	2	2	0	1	1	0	11	5	2	1
Chandra sekharapur	1	1	0	4	2	1	2	3	0	1	2	0	12	21	4	-14
ShreeLingaraj	1	1	0	3	1	1	2	4	0	1	1	0	10	6	4	-1
Badagada	1	1	0	3	3	0	3	4	0	1	2	0	12	8	0	2
Airfield	1	1	0	3	2	1	3	4	0	1	1	0	12	5	1	5
Laxmisagar	1	1	0	3	3	0	3	6	0	3	2	0	28	9	3	14
Mahila	1	0	1	4	0	7	2	0	2	0	0	0	9	0	9	-3
Chandaka	1	2	0	1	2	1	4	3	0	1	0	0	26	3	1	21
INFOCITY	1	0	1	12	2	1	6	3	0	3	1	0	32	16	4	26
Jatni	1	1	0	3	3	1	3	5	0	1	1	0	38	8	1	26
Nandankanan	1	1	0	2	1	0	2	1	1	1	0	0	10	7	3	2
Tamando	1	1	0	2	3	0	2	2	0	1	1	0	10	10	0	-1
Dhuli	1	1	0	3	2	0	2	2	1	1	0	0	10	5	3	3
Traffic	1	3	0	13	4	0	3	3	0	20	19	0	159	132	28	7
Balianta	1	1	0	1	1	0	4	3	0	0	0	0	17	6	1	11
Balipatna	1	1	0	2	2	0	2	4	0	1	1	0	8	4	2	0
Total	21	26	3	93	59	16	77	84	4	44	38	0	480	294	85	106⁹

Inference:

The data above represents the numbers of police personnel, rank-wise, with the figures of sanctioned posts against the actual number of working personnel. In 2015-16, the total working strength, at the police station level, of the Bhubaneswar Urban Police District was 609 personnel. There was an overall shortfall of 17% in Bhubaneswar Urban Police District in this period.

The highest shortfall in the total strength of police personnel was in the Infocity and Jatni Police Stations, followed by the Chandaka Police Station. The shortfall is especially significant in Jatni, which handles over 7% of the crime in Bhubaneswar. Across the ranks, as against sanctioned strength, there was a shortfall of 18 Sub-Inspectors, 6 Head Constables, 101 Constables. Across the ranks, male police personnel outnumbered women police personnel by 23 Inspectors, 43 Sub-Inspectors, 80 Assistant Sub Inspectors, 38 Head Constables and 209 Constables, pointing to an acute shortage of women police. There were no women at Head Constable rank in this period.

There was some surplus at the ranks of Inspector and Assistant Sub Inspector. The three police stations with the highest reported crime – Saheed Nagar, Khandagiri and Chandrasekarpur –all had surplus personnel and not shortfall, in comparison with sanctioned figures.

⁸ As the column indicates total shortfall, where there is surplus staff, the minus (-) sign represents surplus.

⁹ Any surplus in police stations was subtracted from the sum of shortfalls to calculate the total shortfall in UPD Bhubaneswar.

Rank wise break down of men and women police by UPD Bhubaneswar

Rank	Inspector		Sub-Inspector (SI)		Asst Sub-Inspector (ASI)		Head Constable (HC)		Constable		Total women personnel	Total Police Personnel	% of Women in Police
	M	F	M	F	M	F	M	F	M	F			
Name of the Police Station													
Capital	1	1	8	0	9	0	2	0	12	3	4	36	11
Kharavelnagar	2	0	2	1	7	0	0	0	7	3	4	22	18
Saheed Nagar	2	0	6	0	6	0	1	0	10	5	5	30	17
Nayapalli	1	0	4	1	7	0	1	0	7	4	5	25	20
Khandagiri	2	0	4	1	6	0	2	0	13	4	5	32	16
Mancheswar	2	0	4	0	2	0	1	0	5	2	2	16	13
Chandrasekharpur	1	0	2	1	3	0	2	0	21	4	5	34	15
ShreeLingaraj	1	0	1	1	4	0	1	0	6	4	5	18	28
Badagada	1	0	3	0	4	0	2	0	8	0	0	18	0
Airfield	1	0	2	1	4	0	1	0	5	1	2	15	13
Laxmisagar	1	0	3	0	6	0	2	0	9	3	3	24	13
Mahila	0	1	0	7	0	2	0	0		9	19	19	100
Chandaka	2	0	2	1	3	0	0	0	3	1	2	12	17
INFOCITY	0	1	2	1	3	0	1	0	16	4	6	28	21
Jatni	1	0	3	1	5	0	1	0	8	1	2	20	10
Nandankanan	1	0	1	0	1	1	0	0	7	3	4	14	29
Tamando	1	0	3	0	2	0	1	0	10	0	0	17	0
Dhuli	1	0	2	0	2	1	0	0	5	3	4	14	29
Traffic	3	0	4	0	3	0	19	0	132	28	28	189	15
Balianta	1	0	1	0	3	0	0	0	6	1	1	12	8
Balipatna	1	0	2	0	4	0	1	0	4	2	2	14	14
Total	26	3	59	16	84	4	38	0	294	85	108	609	18

Inference:

The state government of Odisha has laid down reservation of 33% for women at the state level in the civil police.¹⁰ In spite of this, as of January 2016, the overall representation of women in the Odisha Police was only 3.97%.¹¹ In 2015-16, women police comprised 18% of the personnel in Urban Police District Bhubaneswar. Only three police stations – Capital, Mahila and Infocity – had women serving as Police Inspectors. As mentioned above, there were no women head constables. Two police stations - Badagada and Tamando, have no women police personnel of any rank. Of the police stations that do employ women personnel, Balianta Police Station accounts for the lowest percentage of women police at 8.33%.

Only 5% of ASIs and 10% of Inspectors are women. Nine police stations do not have any women at ASI or SI level, which is of particular concern as women police have specific legal duties with regard to crimes against women.¹² The fairly acute shortfall of women at these ranks, making up the ranks of Investigating Officers, must be addressed. Women are relatively better represented at the Constable level (22%) than other ranks.

¹⁰ General order Resolution No. 43328/Gen dated. 23 December 1992

¹¹ Bureau of Police Research and Development, Data on Police Organisations as on 1st January 2016, page 134

¹² Please see the provisos added to Sections 154 and 157 of the Code of Criminal Procedure, 1973, in amendments passed in 2013.

Caste representation among police personnel in UPD Bhubaneswar, police station wise

Police station	SCs	STs	OBCs/ SEBCs	General	Total
Capital	15	4	8	44	71
Kharavelanagar	9	9	5	32	55
Mahila	5	4	3	6	18
Shree Lingaraj	13	2	7	24	46
Airfield	5	3	5	8	21
Jatni	9	5	1	15	30
Khandagiri	15	10	5	43	73
Nayapalli	7	7	3	24	41
Saheednagar	11	14	5	19	49
Badagada	2	4	3	21	30
Laxmisagar	9	5	5	17	36
Balipatna	4	2	0	13	19
Balianta	5	2	3	9	19
Mancheswar	4	3	2	17	26
Chandrasekharapur	4	14	5	22	45
Chandaka	4	4	0	8	16
Infocity	5	11	4	13	33
Nandanakanan	1	2	3	5	11
Tamando	5	0	5	14	24
Dhuli	1	0	2	10	13
Traffic	30	31	77	51	189
Total	163	136	151	415	865¹³
Percentage	18.84	15.72	17.46	47.98	100.00

Category	Total Number of Police Force	Percentage of Total Police Force	Percentage of Reservation in the Police	Difference between Reservation and Actual Representation
SCs	163	18.84%	16.25%	-2.59%
STs	136	15.72%	22.50%	6.78%
OBCs	151	17.46%	11.25%	-6.21%

Inference:

Overall, in UPD Bhubaneswar for 2015-16, the representation of Scheduled Castes exceeded the mandated reservation by 3% and similarly the representation of Other Backward Castes exceeded the mandated reservation by 6%. In terms of Scheduled Tribes, there was a gap of 6% between the reservation and actual representation.

Badagada police station had the lowest representation of Scheduled Castes at 6%.

Two police stations, Tamando and Dhuli, had zero personnel from the Scheduled Tribes. Lingaraj police station had the lowest representation of Scheduled Tribes at 4.3%.

Two police stations, Balipatna and Chandaka, had zero OBC/SEBC personnel. Five police stations - Jatni, Khandagiri, Nayapali, Mancheswar and Kharavelanagar - had less than 10% OBC/SEBC personnel. Jatni police station had the lowest representation of OBC/SEBCs at 3.3%.

13 The data on representation of caste and religion among police personnel in UPD Bhubaneswar was received only after filing first appeals in the Office of the DCP, it was not received in the first instance. Thereby it was received only in April 2017, while the rest of the data was largely received in mid 2016. The total number of police personnel in UPD Bhubaneswar is higher in this data set than in the data presented above on total numbers and shortfall of police personnel. While we acknowledge this discrepancy, we do not have the reasons for it. In spite of the discrepancy, we felt it was important to present this crucial data on caste and religion representation in the police in UPD Bhubaneswar.

Representation of religious groups among police personnel, police station wise

Name of the police station	Hindu	Muslim	Christians	Total
Capital	69	2	0	71
Kharavelanagar	52	3	0	55
Mahila	18	0	0	18
Shree Lingaraj	46	0	0	46
Airfield	21	0	0	21
Jatni	30	0	0	30
Khandagiri	66	7	0	73
Nayapalli	41	0	0	41
Saheednagar	49	0	0	49
Badagada	25	5	0	30
Laxmisagar	35	1	0	36
Balipatna	17	2	0	19
Balianta	17	2	0	19
Mancheswar	24	2	0	26
Chandrasekharpur	44	1	0	45
Chandaka	13	3	0	16
Infocity	32	1	0	33
Nandanakanan	11	0	0	11
Tamando	22	1	1	24
Dhuli	10	3	0	13
Traffic	176	13	0	189
Total	818	46	1	865
Percentage	94.57	5.32	0.12	100.00

Inference:

In terms of three religious groups, the data reveals that there was a lack of religious diversity among police personnel of UPD Bhubaneswar, with Hindus comprising 95%, Muslims only at 5% and Christians less than 1% at 0.12.

Conditions and Information on display in Police Stations:

SI. No	NAME OF POLICE STATION	SEPARATE HOLDING CELL FOR WOMEN	WASH ROOM	SEPARATE WASH ROOM FOR WOMEN	FUNCTIONAL CCTV CAMERA	DISPLAY OF ARREST GUIDE LINES	DISPLAY OF RTI GUIDE LINES	PRESENCE OF INTERNAL COMPLAINT COMMITTEE UNDER THE SEXUAL HARASSMENT OF WOMEN AT WORK PLACE	PRESENCE OF E-COMPLAINT FACILITIES	NUMBER OF COMPLAINTS RECEIVED THROUGH E-MAIL OR FAX
1	Capital	Available	Available		Information cannot be provided u/s8(1) of RTI Act	Available	Available	Not Available	Available	Nil
2	Kharavelnagar	Available	Available		Available	Available	Available	Available	Not Available	Nil
3	Saheed Nagar	Available	Available	Available	Available	Available	Available	Available	Available	13
4	Nayapalli	Available	Available	Not Available	Installed but not functioning	Available	Available	Not Available	Not Available	Nil
5	Khandagiri	Available	Available		Available	Available	Available	Not Available	Available	15

6	Mancheswar	Not Available	Not Available	Not Available	Available	Available	Available	Not Available	Not Available	Nil
7	Chandrasekharpur	Available	Available	Available	Installed but not functioning	Available	Available	Not Available	Available	Nil
8	ShreeLingaraj	Available	Available		Available	Available	Available	Not Available	Not Available	Nil
9	Badagada	Available	Available	Available	Available	Available	Available	Not Available	Available	4
10	Airfield	Available	Available	Available	Available	Available	Available	Not Available	Available	10
11	Laxmisagar	Available	Available	Data Not Provided	Information cannot be provided u/s8(1) of RTI Act	Available	Available	Not Available	Available	8
12	Mahila , Bhubabeswar	Available	Not Available		Not Available	Not Available	Not Available	Not Available	Not Available	Nil
13	Chandaka	Available	Available	Available	Information cannot be provided u/s8(1) of RTI Act	Available	Available	Data Not Available	Available	Nil
14	INFOCITY	Available	Available	Available	Information not available	Available	Available	Not Available	Not Available	Nil
15	Jatni	Available	Not Available	Not Available	Available	Available	Available	Not Available	Not Available	Nil
16	Nandankanan	Available	Available	Available	Not Available	Available	Available	Not Available	Available	Nil
17	Tamando	Available	Available	Available	Not Available	Available	Available	Available	Available	Nil
18	Dhauri	Not Available	Not Available	Not Available	Not Available	Not Available	Not Available	Not Available	Not Available	Nil
19	Traffic	Not Available	Not Available		Not Available	Not Available	Not available	Not Available	Not Available	Nil
20	Balianta	Available	Available	Available	Not Available	Available	Available	Not Available	Available	Nil
21	Balipatna	Available	Available	Available	Not Available	Available	Available	Not Available	Not Available	Nil
	Total									Total -50

Inference: This data gives a glimpse of different kinds of conditions as well as compliance with display of information at the police station level. Physical inspections could not be done to verify the information received.

Separate holding cells for women

18 police stations had separate holding cells for women while 3 police stations - Traffic, Dhauri and Mancheswar - did not. The Odisha Police and the Police Commissionerate Bhubaneswar-Cuttack require “female accused persons to be kept in special *hazat* earmarked for them in the police station. If there is no separate room available, they are generally accommodated in another suitable room in the police station”.¹⁴ Police manuals require any arrested women taken into police custody to be kept separately from men, and so this infrastructure is necessary.

Washrooms and separate washrooms for women police

Under the Modernisation of state police forces scheme (MPF), the Ministry of Home Affairs issued an advisory¹⁵ (in the form of a letter) in 2014 to all states to evolve a uniform policy to provide basic infrastructure facilities for women police, including:

- At existing police stations, Outposts and Barracks, a provision must be made for suitable toilet facilities for women police personnel including separate hand wash and shower facilities with adequate supply of water. Wherever it is not possible to provide access to permanent toilets, portable toilets must be provided. These must be installed securely and be provided with lockable doors, lighting and ventilation.

¹⁴ This requirement is stated in the following links http://bhubaneswarcuttackpolice.gov.in/women_special_privileges.php and <http://odishapolice.gov.in/?q=node/25>

¹⁵ Government of India, Ministry of Home Affairs (Police Modernisation Division) letter (no.F No.vi-21011/27/2014-PM-1 dated 21st May 2014

- A rest room at every police station for women police personnel. The room needs to be separate from other parts of the workplace and it should be clean, secure and located in a convenient place close to other facilities such as the toilet.
- The room should be big enough with proper ventilation to use as a changing room also. Facilities may be provided for storing clothes and personal belongings with lockable shelf storage.
- The room and toilet should be reasonably accessible to women police so their security is not compromised.
- Provision of the above amenities may be ensured in every new police station, outpost or barracks proposed under the MPF or otherwise.
- Other specific proposals pertaining to the women police force must also be made.

In UPD Bhubaneswar, within the period examined, 16 police stations had washrooms, while five police stations – Mancheswar, Dhauli, Traffic, Jatni and Mahila – did not.

Out of 21 police stations, only 13 have separate washrooms for women while 6 did not have separate washrooms. Two police stations did not respond on separate washrooms for women. It is especially notable that Mahila Police Station, where all the personnel are women and which is mostly visited by women, and Dhauli Police Station, which has the second highest percentage of women at 29%, do not have separate washroom facilities for women.

CCTV Cameras

Eight police stations had CCTV cameras installed and functioning, while two police stations have CCTV cameras installed, but they were not functioning. Seven police stations did not have CCTV cameras installed. Four police stations did not provide any data relating to this.

Display of arrest guidelines and information on RTI

The Supreme Court of India has issued mandatory guidelines to be followed on arrest in the case of *D.K. Basu vs. State of West Bengal*.¹⁶ These are to be prominently displayed in all police stations to inform arrested persons of their rights on arrest and the procedures to be followed. Also, every police station should have a board in an accessible place which provides the name, location and contact details of Public Information Officers designated under the RTI Act for the concerned jurisdiction.

18 police stations in UPD Bhubaneswar displayed both the arrest guidelines and the information on RTI. Three police stations - Dhauli, Traffic and Mahila – did not put up either the arrest guidelines or the RTI information.

Internal Complaint Committees

As per Section 4(1) of the Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act, 2013, every employer shall constitute (by an order in writing) an Internal Complaint Committee to look at complaints received of sexual harassment within the workplace. ICCs are to be set up at all administrative units or offices.

The data received from police stations reveals that only 3 police stations had ICCs established at the police station level — Kharavellanagar, Sahidnagar and Tamando. One police station did not provide data relating to this, and the remaining 17 did not have ICCs. Some police officials have orally informed us that any complaints that come from police stations are dealt with by the UPD-wide Internal Complaint Committee.

¹⁶ *D.K. Basu vs. State of West Bengal AIR 1997 SC 610*

Facilities to receive complaints through email or fax

Of the 21 police stations, only 11 police stations had facilities to receive complaints through email or fax. In 2015-16, a total of 50 complaints were received through email or fax.

Availability of Police Quarters¹⁷

Name and Ranks	Total no of Govt. Qrs allotted	Total police station Strength as per the data collected	Number of police personnel not allotted any quarters (at the ranks of Inspector, SIs, ASIs, Havildar and Constables.
DCP	1		
Addl.DCP, BBSR	4		
ACP	5		
Inspector	23	29	6
Reserve Inspector	1		
Subedar	1		
Steno	2		
Sergeant	2		
SI	39	75	36
DSI	1		
FP SI	1		
Jr. Clerk	1		
Photo ASI	1		
ASI	84	88	4
Hav.Major	1		
Laboratory Asst.	1		
Hav.	55	38	-17
DR.Hav	2		
LNK	1		
Constable	207	379	172
Asst. Driver	10		
Cook	2		
Visty	1		
F.O	3		
Sweeper	1		
Total	450	609	201

Inference:

There was shortage of housing quarters for some of the ranks in UPD Bhubaneswar. Most critically, out of 379 Constables, only 207 (55%) were allotted government quarters, leaving 45% of the constabulary not provided quarters. Of 75 Sub-Inspectors, only 39 (52%) were allotted government quarters, leaving out 48%. In total, out of 609 police personnel, 201 (33%) were not allotted government quarters in 2015-16.

Questions asked by MLAs on policing and crime related issues

Issues	Number of Questions
Human Resource Related	10
Crime	2
Police station infrastructure and establishment of new police Stations	4
Related to women	1
Circulation of fake currency notes in police stations	1
Custodial deaths	1

¹⁷ Please note that police personnel are allotted quarters from the Odisha Police Housing Welfare Corporation. In case of shortage, the General Administration department also provides housing to police personnel.

Kidnapping and Murder	1
Immoral Trafficking Prevention	1
Allegations of corruption against police	1
Acid attack	1
Awareness of the Odisha Right To Public Service Act 2012	1
Total	24

Inferences:

The above data represents questions, issue-wise asked in the Assembly on crime and policing in Odisha. Out of 24 total questions, 2 questions related to crime and 4 questions were related to police station infrastructure and the establishment of new police stations. The highest number of questions (9) were related to Human Resources.

The table below, collected from the Library of Odisha Legislative Assembly, lays out the questions raised in the Legislative Assembly by MLAs representing different constituencies of Odisha, including constituencies within Bhubaneswar UPD.

Name of the Legislator	Question	Applicable to UPD Bhubaneswar	Not applicable to UPD Bhubaneswar
Shri Kailash Chandra Kulesingha	Steps to fill up vacancies in the state police department	Applicable	
Shri Prasanta Kumar Jagdev	Proposal to establish new police stations in the State	Applicable	
Shri Chandrasekhar Majhi	Vacant posts	Applicable	
Shri Tara Prasad Bahinipati	a) Funds for modernization b) Fill up vacancies of Assistant Sub-Inspectors, Sub-Inspectors, and Deputy Superintendents of Police.	Applicable	
Shri Uman Kanta Samantaray	Considering the ratio of Police Stations to local population, and square kilometers covered by their jurisdiction, how many new police stations and outposts are proposed to be opened in the State	Applicable	
Shri Ansuman Mohanty	Provide arms and ammunitions to the police stations in the coastal belt of Odisha.		Not applicable
Shri Sanjeeb Kumar Sahoo	Safeguards for police stations located in Naxal areas of the State		Not applicable
Shri Rajendra Pratap Swain	How many cases relating to kidnapping and murder have been registered in police stations in the State? To stop crimes, what steps have been taken for modernization of police stations in the state?	Applicable	
Shri Debasi Nayak	Regarding public awareness of the Odisha Right to Public Services Act, 2012.	Applicable	
Shri Kakob Pradhan	How many First Information Reports related to Acid Attack cases have been filed in Balipatna Police Station?	Applicable	
Shri Manas Madkarni	Presence of Malkhanas in different Police Stations.	Applicable	
Shri Nitesh Ganga Deb	Reappointment of home guards in concerned districts in the state.	Applicable	
Shri Chandra Sekhar Majhi	Vacancies in police posts	Applicable	
Shri Debashis Nayak	Fill up any vacancies among the IPS.	Applicable	
Shri Jogesh Kumar Singh	Special Incentive package.		Not Applicable
Shri Rabi Narayan Nayak	Steps taken to appoint Gram Rakhi in every village.		Not Applicable

Shri Tara Prasad Bahinipati	Levels of trafficking of women in the last five years in the state.	Applicable	
Shri Dilip Ray	Custodial death in different jails in the state.	Applicable	
Dr. Prafulla Majhi	Allegations of corruption against IPS officers	Applicable	
Shri Rabinarayan Nayak	Regarding appointment of home guards in the state.	Applicable	
Shri Prabhat Ranjan Biswal	Vacant positions of police Personnel in UPD Bhubaneswar.	Applicable	
Shri Manihar Randhari	Vacant Position of Constable, ASI, SI, IIC.	Applicable	
Shri Durjyadhan Majhi	Question on Crime Statistics of UPD Bhubaneswar and steps taken to control crime	Applicable	
Shri Bhujabala Majhi	Immoral Trafficking (Prevention) Act - description of steps taken towards prevention in Bhubaneswar city.	Applicable	
Shri Pravat Ranjan Biswal	Vacancy of Police personnel working under Commissionerate of Police (Cuttack and Bhubaneswar) and steps taken to fill up the vacancies.	Applicable	
Sri Krushana Chandra Sagaria	Between 2002 and 2007, what amount of fake currency notes were confiscated by the Kharevela Nagar Police Station, how has the investigation been done, and what are the denominations of the notes?	Applicable	

The highest number of questions (8) asked by MLAs were on filling up vacancies in the police.

Complaints against Police Personnel

	TOTAL NUMBER OF COMPLAINTS RECEIVED	COMPLAINTS CLOSED WITHOUT ENQUIRY	COMPLAINTS PENDING ENQUIRY	COMPLAINTS IN WHICH DEPARTMENTAL ENQUIRIES WERE INITIATED	COMPLAINTS IN WHICH DEPARTMENTAL ENQUIRES WERE COMPLETED	COMPLAINTS IN WHICH 'FIRS' WERE REGISTERED AGAINST POLICE OFFICER/S CONCERNED	COMPLAINTS IN WHICH 'CHARGE SHEETS WERE FILED AGAINST POLICE OFFICER/S CONCERNED
Police Complaints Authority ¹⁸	14	0	0	0	0	0	0
Odisha Human Rights Commission	0	0	0	0	0	0	0
Commissionerate of Police	75	0	0	75	19	11	No information available in the office
District Human Rights Protection Cell ¹⁹	252	0	140	252	112	0	0
State Human Rights Protection Cell ²⁰	2	0	2	0	0	0	0

18 As per a government notification dated 06/04/07, the state Lokpal has been given the function of the state Police Complaints Authority which was to be an independent full-time police complaints body. This is a violation of the Supreme Court directive that orders the establishment of police complaints authorities at the state and district levels.

19 The District HRPC is a specialized wing of the District Police. It monitors the investigation of dowry related cases such as dowry homicide, dowry suicide, dowry torture and non-dowry torture, SC/ST atrocity cases, and deaths in police custody. Complaints from the public relating to these issues are heard and follow-up action taken by the district HRPC.

20 State Human Rights protection cell (HRPC) is a specialized organization to monitor crimes against women and SCs/STs, specifically cases of dowry and non-dowry torture, dowry homicide, dowry suicide, atrocities against SCs/ STs and violations of the Protection of Civil Rights Act. It also takes up investigation of complicated dowry/ atrocity related cases and cases of custodial death/ rape. It monitors allegations of human rights violation in the state and is the nodal agency for coordinating with the Odisha State Human Right Commission and the National Human Rights commission.

Inference:

All of the various authorities above are mandated to receive complaints against police officers.

In the period under review, a total of 343 complaints against police personnel were received by these different authorities in the Urban Police District of Bhubaneswar. The highest number of complaints were received by the District Human Rights Protection cell (252), followed by Bhubaneswar Commissionerate of Police (75). As per the data, no complaint had been filed against police personnel in the Odisha Human Rights Commission.

Of the 252 complaints received by the District Human Rights Protection Cell, departmental inquiries were completed for 112 complaints, and 140 complaints were pending inquiry. The information provided states there were no FIRs registered or chargesheets filed against police officers on the basis of complaints in this period.²¹

Of the 75 complaints received by the Commissionerate, all the complaints received were inquired into but proceedings were completed only in 19 cases in the period under review. Departmental charges were framed in 24 cases. FIRs were registered against 11 police personnel. There was no official information available regarding filing of charge-sheets.

14 complaints were received by the Lokpal/Police Complaints Authority, but no orders or recommendations were made due to the non-appointment of Lokpal/PCA during the period concerned. At present, the Lokpal/PCA is virtually defunct.

Allegation-wise breakdown of Complaints against Police personnel from April 2015 to March 2016

	Commissionerate of Police	Lokpal (Police Complaint Authority)	District Human Rights Protection Cell	State Human Rights Protection Cell	Total
Non-registration of cases	0	5	37	0	42
Beating	12	0	4	0	16
Corruption	26	0	4	0	30
Improper Investigation	5	1	14	0	20
Misbehaviour	22	2	26	2	52
Inaction by police	6	4	134	0	144
False case	0	2	7	0	9
Sexual Harassment of women	1	0	4	0	5
Torture	0	0	22	0	22
Others	3	0	0	0	3
Total	75	14	252	2	343

Inference:

The above table represents the allegation-wise breakdown of complaints received against police from Urban Police District Bhubaneswar. Out of the 343 complaints received against police in Urban Police District Bhubaneswar, the highest number of complaints alleged inaction by police (144), followed by misbehavior of police personnel towards the common citizens (42). Complaints of torture and beating in custody amounted to 38 total.

21 Please note that the Office of the Deputy Commissioner of Police Bhubaneswar sent revised data on the action taken on complaints received by the District Human Rights Protection Cell in November 2017, due to inaccuracies in the original data provided in 2016 which came out in discussions with the DCP. The data presented above is the revised data. We acknowledge the corrections provided by the Office of the DCP.

Recommendations

For the Odisha Police (including the Bhubaneswar Cuttack Commissionerate):

- Initiate the use of “crime mapping” to track crime incidents and identify crime hotspots, at both the police station level and the Bhubaneswar UPD level.²²
- Ensure crime maps are uploaded on the Bhubaneswar-Cuttack Commissionerate Police website to build public awareness on crime trends and prevention.
- Conduct regular and periodic manpower assessment, focusing on the police station level. Use crime maps as one marker to determine and guide deployment of personnel at the police station level.
- Increase the representation of women in police to 33%. Ensure that the numbers, positions and deployment of women police are consistently monitored, particularly to move forward to meet the standard of 33% reservation for women in the civil police.
- Address the shortfall of women police in UPD Bhubaneswar at the ranks of ASI and SI.
- Compile statistics for certain crimes by the section-wise method, not the principal offence method, for in-depth analysis of the volume of these crimes²³. We strongly recommend that sexual offenses against women are compiled separately in this manner as well.
- Ensure that all offices of Deputy Commissioners of Police maintain crime data in electronic form.
- Facilitate knowledge sharing and ensure proactive disclosure of crime data at the police station, DCP, and Commissionerate levels.
- Conduct regular analysis of the trends in complaints against police, particularly to track repeated misconduct and where misconduct is occurring most frequently. Use this analysis to apply correctives and enforce accountability.
- Ensure separate holding cells and washrooms for women in every police station.
- Ensure display of arrest guidelines, and other necessary information as provided under various Acts and Court Orders, clearly and visibly in prominent places within police stations
- Ensure installation and functioning of CCTV cameras in Police Stations and Outposts.
- Ensure that necessary facilities and systems are put in place for receiving complaints through email, fax and phones in each police station.
- Ensure that Internal Complaint Committees are set up at all administrative units with no further delay.

For Odisha Government:

- Address the shortage of housing quarters for police personnel through progressive measures.
- Provide housing quarters to all police personnel close to their workplaces, particularly for women staff.
- Redraft the Odisha Police Bill 2015 on the basis of the known legislative models and Supreme Court directives on police reform and initiate a wide process of public consultation on the Bill across the state.
- Enforce the Supreme Court’s directive on separation of investigation and law and order at the police station level with no further delay.
- Establish a fully independent Police Complaints Authority.

22 “Crime mapping” refers to a technique of mapping, visualizing and analyzing patterns in crime incidence that can help the police accurately track crime, shape targeted crime reduction strategies and utilize resources effectively. For more information on crime mapping, refer to page 16, CHRI and Praja “State of Policing and Law & Order in Delhi 2014.”

23 The “principle offense” method refers to a technique of counting crimes that involves counting only the most serious offense in one First Incidence Report (“FIR”) and therefore discounting all other offences listed on the same FIR. This leads to an under-counting of crimes, which can be combatted by using the “section wise” counting method which counts each offence reported in each FIR. For more information on the distinction between the two methods, refer to page 9 of the CHRI and Praja’s “State of Policing and Law & Order in Delhi 2014.”



Centre for the Sustainable Use of Natural and Social Resources (CSNR)

CSNR is an Odisha based Non-Governmental Organisation that works for the protection and promotion of human rights, sustainable livelihood systems, and ecology. It also has long experience of working among Adivasis, Dalits, minorities and other marginalised communities. It has been working towards police reforms in Odisha for the last three years. With a mission to build up a human rights based, people-friendly and accountable policing system, CSNR is continuing a state wide advocacy process on democratic police legislation for Odisha.

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Commonwealth Human Rights Initiative

The Commonwealth Human Rights Initiative (CHRI) is an independent, non-partisan, international non-governmental organisation, mandated to ensure the practical realisation of human rights in the countries of the Commonwealth. In 1987, several Commonwealth professional associations founded CHRI. They believed that while the Commonwealth provided member countries a shared set of values and legal principles from which to work and provided a forum within which to promote human rights, there was little focus on the issues of human rights within the Commonwealth.

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