

## Police

**ON EMBARGO UNTIL 12:00 PM, APRIL 04, 2023**

*The third India Justice Report continues to compare and track the improvements and shortfalls in each state's structural and financial capacity to deliver justice. Using the latest available government figures the first ever ranking was published in November 2019. Each state's ranking is assessed on quantitative measurements of budgets, human resources, infrastructure, workload and diversity within the police, judiciary, prisons and legal aid in 18 large and medium sized states with a population of over 1 crore and 7 small states with less. Data for 8 Union Territories (UTs) and 3 other unranked states is also provided. The IJR not only provide pillar and theme wise comparisons between similarly situated states but also capture improvements and shortfalls in pillars and themes since IJR 2020 and over 5 years. These mark out clear discernible trends and directions.*

- Telangana recorded huge improvements from 10th to 1st rank among large and mid-sized states by filling its vacancies, increasing overall share of women as well as share of women at officer level. It also inducted more Scheduled Caste constables, decreased population per civil police, increased its per capita expenditure and spend on training per personnel.
- Sikkim retained its top position maintaining steady improvements in per capita expenditure, reducing constable vacancies, increasing overall share of women in police.

*Biggest Gains:* Madhya Pradesh rose from 18th to 7th due to improving on most of its indicators: increased per capita spend and spend on training per personnel; filling vacancies across constabulary and officers; adding more officers to its force; improving diversity within by inducting more SC,ST,OBC officers and constables.

*Biggest Losses:* Chhattisgarh dropped 7 places from 2nd to 9th due to decreased spend on training per personnel and share of officers in civil police. Increase in constable and officers

vacancy and population per police station in both urban and rural areas also contributed to a steep drop.

### **No state except Karnataka fulfils its statutorily mandated reservations**

Every state has statutorily mandated quotas for SC,ST and OBC. No state, except Karnataka has been able to fulfil these reservations. For women too, not a single state/UT fulfils their reserved quotas. The share of women in the police force is 11.8%. The aspiration is to take it to 33%. Nationally it has taken 15 years from Jan 2007 to Jan 2022 for the nation to increase the share of women personnel in police from 3.3%<sup>1</sup> to 11.8%. In the first 5 years between Jan 2007 when the BPR&D first began recording the actual strength in its report and Jan 2011, there was an increase of 1.3 percentage points in the total share of women police. In the decade between Jan 2011 and Jan 2020 the numbers accelerated to bring it to just above 10% of the total actual police. At the officer level, there are only 8% women. Religious diversity remains undocumented.

### **Constable vacancies increased in 26 states/UTs**

Only 45,438 police constables were recruited during 2021 against the 75,520 recruited in 2020. Constable vacancies increased in 26 states/UTs<sup>2</sup>. At 13,155 Bihar recruited the most constables followed by 11,812 in Tamil Nadu. Among officers<sup>3</sup> 7,025 officers were inducted during 2021, against 8,855 in 2020.

### **Telangana spends 92 times the amount West Bengal spends on training per police personnel**

No state or UT except Arunachal Pradesh (5.39 per cent) allocates more than 3 per cent of their police budget on training. Share of the training budget in the total police budget varies from 0.04

<sup>1</sup> Note: Jan 2007 figures do not include Andhra Pradesh, Jammu & Kashmir, Madhya Pradesh, Maharashtra, Tamil Nadu and Pondicherry. As actual police personnel data was not provided by states/UTs

<sup>2</sup> Manipur, Lakshadweep, Assam, Himachal Pradesh, Tamil Nadu, Jharkhand, Andhra Pradesh, Uttar Pradesh, Bihar, Tripura, Chhattisgarh, Puducherry, Uttarakhand, Haryana, Chandigarh, West Bengal, Mizoram, Meghalaya, Arunachal Pradesh, Punjab, Gujarat, Odisha, Delhi, Goa, Nagaland, Maharashtra.

<sup>3</sup> Include ASI/RASI+SI/RSI+ASP/DY.SP/Asstt. Commandant

per cent in West Bengal to 2.66 per cent in Telangana. Spend on training per personnel also varies considerably among large and mid states. While Telangana with a police force of 62,731 and police training expenditure Rs.176.44 cr averages Rs 28,126 on training per personnel, West Bengal with 96,104 police personnel and police training expenditure Rs. 2.93 cr spends only Rs 305 per personnel. Kerala documents zero training budget and expenditure.<sup>4</sup>

### **Of 9,265 police outposts; 3,207 are urban and 5,313 rural**

Police posts/chowkis/outposts augment overall police presence. With a total of 9,265 police outposts spread across the country 3,207 are urban and 5,313 rural. The rest are railway or 'other' outposts. Police outposts are an integral part of the police station structure, and there may be one or more outposts falling under the jurisdiction of a police station. These are often non- investigative units and their primary purpose is to function as watch and ward, patrolling and surveillance units of the police station. Outposts may be under the charge of an officer of the rank of SI/ASI/HC looking after the area.

Maharashtra, with the third largest number of police stations, also has the highest number of police outposts (1,871), followed by Gujarat (1,255) and Rajasthan (1,243). Among the large and mid-sized states, Kerala with just 19 has the lowest number of police posts, followed by Tamil Nadu (27). Delhi has no police outposts but serves an urban population of 2 crore with 195 urban police stations.

### **71.6 per cent of the modernisation fund is earmarked for security related expenditure for the UTs of Jammu and Kashmir, insurgency affected north-eastern states and left wing extremism affected areas**

The modernisation of the police force fund has been further extended by five years up to 2025-26 with a total outlay of Rs 26,275 crore<sup>5</sup>. This provision is largely made under the scheme for internal security, law and order, adoption of modern technology by police, assisting states for narcotics control and strengthening the criminal justice system by developing robust forensic capacity across the country. 71.6 per cent (Rs 18,839 crore) of the total fund.

<sup>4</sup> Data on Police Organizations 2022, Table 4.1.1, pg 153

<sup>5</sup> <https://pib.gov.in/PressReleasePage.aspx?PRID=1798015>

**16 years after the Prakash Singh directions only 12 states report separating investigation from law and order.**

The shortage of officers specialised in crime investigation has long been a concern. Annually there are 90 lakh cases<sup>6</sup> (SLL and IPC) to be investigated at the rank of SI, ASI, INSP. The country has 2.9 lakh investigating personnel - 6.7 lakh, if head-constables are included. The Malimath committee report<sup>7</sup> (2003) Mooshahary Committee<sup>8</sup> (2005) and Kamal Kumar report<sup>9</sup> (2014) have all reiterated the need to augment their numbers and skills. The fourth national police commission report<sup>10</sup> (NPC) 1977-81, mentions “the police hierarchy has to be restructured to secure, inter alia, a larger number of officers to handle investigational work”. The Mooshahary Committee recommended “the separation of core functions i.e. investigation of crimes and maintenance of law and order from the non-core functions of the police.” In keeping with these recommendations, finally in 2006, in *Prakash Singh & Ors vs Union Of India*<sup>11</sup> on 22 September, the Supreme Court directed all states and Union Territories to separate investigation from law and order. 16 years after the Prakash Singh directions only 6 states/UTs<sup>12</sup> report full implementation of separating investigation from law and order. Another 6 states/UTs<sup>13</sup> report partial implementation, 7<sup>14</sup> have accepted the guidelines but no action has been taken. It is under consideration in Meghalaya and Chandigarh.

<sup>6</sup> National Crime Records Bureau (2021), Crime in India, [Online] Available at: [https://ncrb.gov.in/sites/default/files/CII-2021/CII\\_2021Volume%201.pdf](https://ncrb.gov.in/sites/default/files/CII-2021/CII_2021Volume%201.pdf) total cases for investigation is 89, 40,663

<sup>7</sup> Committee on Reforms of Criminal Justice System (Malimath Committee), 2003 [Online]. Available at : [https://www.mha.gov.in/sites/default/files/criminal\\_justice\\_system.pdf](https://www.mha.gov.in/sites/default/files/criminal_justice_system.pdf)

<sup>8</sup> Report of the review committee on the recommendations of national police commission and other commissions/ committees on police reforms (2005), [Online], Available at: [https://www.mha.gov.in/sites/default/files/Musaharicommittee\\_08042019.pdf](https://www.mha.gov.in/sites/default/files/Musaharicommittee_08042019.pdf)

<sup>9</sup> National requirement of manpower for 8-hour shifts in Police stations (2014), [Online], Available at: <https://bprd.nic.in/WriteReadData/userfiles/file/201608020301092423463Report.pdf>

<sup>10</sup> National Police commission, fourth report (1977-81), [Online]. Available at: <https://police.py.gov.in/Police%20Commission%20reports/4th%20Police%20Commission%20report.pdf>

<sup>11</sup> <https://indiankanoon.org/doc/1090328/>

<sup>12</sup> Tamil Nadu, Karnataka, Himachal Pradesh, Madhya Pradesh, Maharashtra, Punjab

<sup>13</sup> Goa, Bihar, Manipur, Uttar Pradesh, Gujarat, Delhi.

<sup>14</sup> Chhattisgarh, Nagaland, Mizoram, Uttarakhand, Tripura, Sikkim, DNH & DD

**16 states/UTs do not have a cyber cell in 50% of their districts. Punjab, Mizoram and J&K do not have any district level cyber cells.**

Since 2012 registered cyber crimes have gone up more than 15 times from 3,377 to 53,000 in 2021<sup>15</sup>. The Ministry of Home Affairs regularly issues advisories<sup>16</sup> to states recommending how best to institutionalise response at state and district level. At the beginning of 2018, it proposed setting up of district cyber cells as needed<sup>17</sup>. The 237th Parliamentary Standing Committee Report on Home Affairs<sup>18</sup> reiterated this need. As of Jan 2021, 544 of 746 districts i.e. 73% have a cyber cell<sup>19</sup>. 15 states/UTs<sup>20</sup> do not have a cyber cell in 50% of their districts. Out of those Arunachal Pradesh, Mizoram, Delhi and J&K do not have any district level cyber cells. In some states, the cybercrime infrastructure is supplemented by specialist cyber crime police stations. As of January 2021, there are a total of 262 cyber crime police stations. The highest number of cyber crimes are reported from Telangana (10,303) which has district cyber cells in 77% of its districts and 3 cyber crime police stations, Uttar Pradesh with second highest number of 8,829 cyber crimes has cyber cells in all its districts and 4 in commissionerates system and 18 cyber crime police stations in every range headquarter. Karnataka with third highest incidents of cyber crime (8,136) has only one cyber cell and has 8 cyber crime police stations. The highest number of cyber crime police stations are in Tamil Nadu and Maharashtra with 46 each followed by West Bengal with 31. Majority (25 states/UTs<sup>21</sup>) have less than 5 and 8 states/UTs<sup>22</sup> have none.

<sup>15</sup> <https://www.cnbctv18.com/india/cyber-crime-are-on-a-rise-in-india-amit-shah-cyber-security-ncrb-data-13913912.htm>

<sup>16</sup> [https://www.mha.gov.in/sites/default/files/CIS\\_AdvisoryCyberCrime\\_14112019\\_0.pdf](https://www.mha.gov.in/sites/default/files/CIS_AdvisoryCyberCrime_14112019_0.pdf)

<sup>17</sup> *Ibid.*

<sup>18</sup> [https://rajyasabha.nic.in/rsnew/Committee\\_site/Committee\\_File/ReportFile/15/161/237\\_2022\\_2\\_17.pdf](https://rajyasabha.nic.in/rsnew/Committee_site/Committee_File/ReportFile/15/161/237_2022_2_17.pdf)

<sup>19</sup> DoPO 2022

<sup>20</sup> Rajasthan, A&N island, Sikkim, Puducherry, Madhya Pradesh, Gujarat, Tripura, Andhra Pradesh, Assam, Himachal Pradesh, Karnataka, Arunachal Pradesh, Mizoram, Delhi, Jammu and Kashmir

<sup>21</sup> Andhra Pradesh, Telangana, Punjab, Rajasthan, Uttarakhand, Jammu and Kashmir, Arunachal Pradesh, Bihar, Chhattisgarh, Goa, Himachal Pradesh, Madhya Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Puducherry, Assam, Sikkim, Tripura, A and N Islands, Chandigarh, Dadar and Nagar Haveli, Daman & Diu, Ladakh, Lakshadweep

<sup>22</sup> Assam, Sikkim, Tripura, Andaman and Nicobar Islands, Chandigarh, DNH & DD, Ladakh, Lakshadweep

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### **About India Justice Report 2022**

*The India Justice Report (IJR) 2022 remains the only comprehensive quantitative index using government's own statistics ranks the capacity of the formal justice system operating in various states. This IJR is a collaborative effort undertaken in partnership with DAKSH, Commonwealth Human Rights Initiative, Common Cause, Centre for Social Justice, Vidhi Centre for Legal Policy and TISS-Prayas.*

*First published in 2019, the third edition of the IJR adds an assessment of the capacity of State Human Rights Commissions. It continues to track improvements and persisting deficits in each state's structural and financial capacity to deliver justice based on quantitative measurements of budgets, human resources, infrastructure, workload, and diversity across police, judiciary, prisons and legal aid for all 36 states and UTs.*

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