

# Demand for Grants 2019-20 Analysis

## Home Affairs

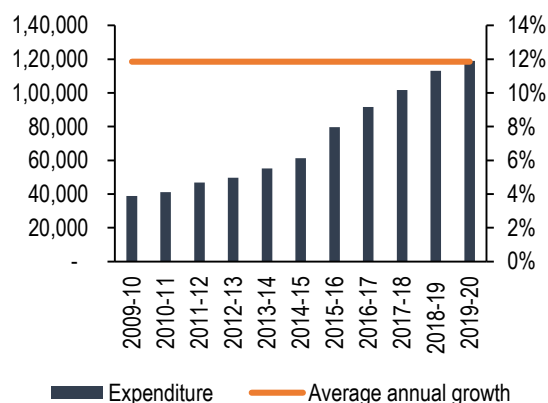
The Ministry of Home Affairs is responsible for matters concerning internal security, centre-state relations, central armed police forces, border management, and disaster management. In addition, the Ministry also makes certain grants to the union territories. This note analyses the expenditure trends and budget proposals for the Ministry of Home Affairs for 2019-20, and presents some issues in the sector.

### Overview of Finances<sup>1</sup>

The Ministry of Home Affairs has been allocated Rs 1,19,025 crore in Union Budget 2019-20. This is an increase of 5.2% over the revised estimates in 2018-19, which was Rs 1,13,167 crore. Further, this is 10.6% higher than the budget allocation of last year, which was Rs 1,07,573 crore. The budget for the Ministry of Home Affairs constitutes 4.3% of the total expenditure budget of the union government in 2019-20.

Figure 1 below shows the expenditure to the Ministry of Home Affairs between 2009 to 2019. The average annual growth rate in the expenditure over the last ten years has been 12%.

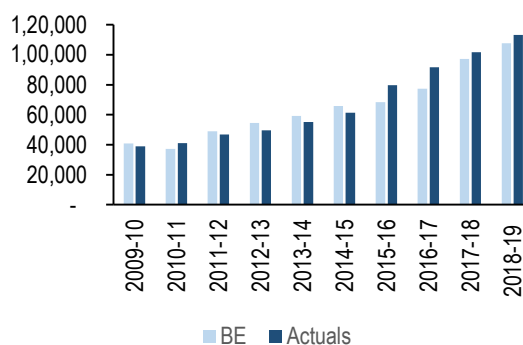
**Figure 1: Expenditure of the Ministry of Home Affairs (in Rs crore) (2009-19)**



Sources: Union Budget 2011-19; PRS.  
Note: Figures for 2018-19 are Revised Estimates and for 2019-20 are Budget Estimates. Figures for all other years are actuals.

Figure 2 shows the actuals and budgeted expenditure over ten years, and the percentage of over/under utilisation. Since 2015-16, the expenditure of the Ministry of Home Affairs has been higher than the budgeted expenditure. This may indicate lack of planning by the Ministry.

**Figure 2: BE vs Actuals (2009-10 to 2018-19) (in Rs crore)**



Sources: Union Budget 2011-19; PRS.  
Note: Figures for 2018-19 are Revised Estimates

Of the total budget estimates for 2019-20, (i) 82.5% of the expenditure is on police (which includes the central armed police forces and Delhi Police); (ii) 12.7% is on grants made to union territories (UTs), and (iii) 4.8% is on miscellaneous items such as disaster management, rehabilitation of refugees and migrants, census and Cabinet. Table 1 shows the allocations to the heads under the Ministry of Home Affairs in the Union Budget over the last three years.

**Table 1: Ministry of Home Affairs budget estimates (in Rs crore) (2019-20)**

	2017-18 Actuals	2018-19 Revised	2019-20 Budget	% Change (19-20/ 18-19)
Police	81,887	92,498	98,202	6.2%
UTs	14,216	14,133	15,098	6.8%
Others	5,660	6,536	5,725	-12.4%
<b>Total</b>	<b>1,01,763</b>	<b>1,13,167</b>	<b>1,19,025</b>	<b>5.2%</b>

Source: Union Budget, 2019-20; PRS.  
Note: 1. Polices includes central police forces and assistance to states; 2. UTs include grants made to administer them; and \*\*\* Includes expenditure on disaster management, social security, rehabilitation of refugees and migrants, census, civil defence, secretariat, and cabinet.  
RE: Revised Estimates; BE: Budget Estimates

**Police:** For 2019-20, Rs 98,202 crore has been allocated toward police. Budget estimates for police has increased by 6.2% from revised estimates for 2018-19, (Rs 98,498 crore).

**Grants and loans to Union Territories:** Around 12.7% of the Ministry's budget, i.e. Rs 15,098 crore, has been allocated for grants and loans for the administration of union territories.

The 2019-20 budget estimates for grants and loans to union territories have increased by 6.8% from revised estimates for 2018-19, which was Rs 14,133 crore.

**Other items:** Other miscellaneous expenditure items of the Ministry of Home Affairs have been allocated

Rs 5,725 crore. This includes subjects such as disaster management, rehabilitation of refugees and migrants, and administrative matters (relating to the census, the secretariat and Cabinet). Expenditure on these items constitutes 4.8% of the Ministry's total budget for 2019-20.

## Analysis of key areas of expenditure

### Police

In 2019-20, Rs 98,202 crore has been budgeted for police expenditure. This includes allocations to police organisations that are under the control of the central government, such as:

- The central armed police forces which are primarily responsible for border protection and internal security.
- The Delhi Police which is responsible for maintenance of law and order and prevention of crime in the national capital territory
- The Intelligence Bureau which is the nodal agency for collection of domestic intelligence.

Further, the Ministry of Home Affairs provides financial assistance to states for modernisation of state police. In addition to this, funds are allocated for building projects as well as creation of infrastructure in border areas.

**Table 2: Major expenditure items under police (in Rs crore)**

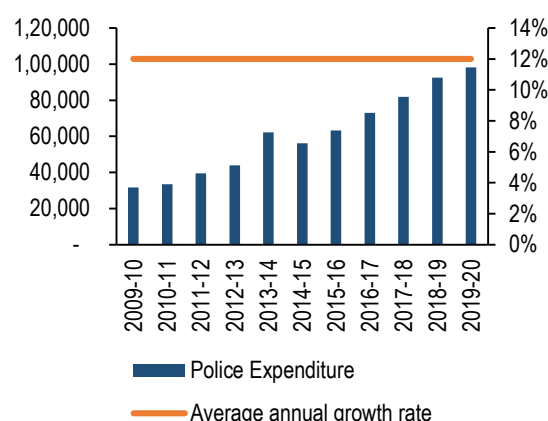
	2017-18 Actuals	2018-19 Revised	2019-20 Budget	% Change (BE 19-20/RE 18-19)
Central Armed Police Forces	58,007	67,780	71,714	5.8%
Delhi Police*	6,521	7,207	7,497	4.0%
Infrastructure of central police forces and Delhi Police	4,545	4,836	4,757	-1.6%
Modernisation of police	2,546	3,192	3,462	8.5%
Intelligence Bureau (IB)	1,871	2,056	2,384	16.0%
Border infrastructure	2,022	2,001	2,129	6.4%
Others**	6,375	5,427	6,259	15.3%
<b>Total</b>	<b>81,887</b>	<b>92,498</b>	<b>98,202</b>	<b>6.2%</b>

Source: Union Budget 2019-20; PRS.

Notes: \*Includes expenditure on traffic and communication network, upgradation of infrastructure and training, and induction of technology. \*\* Other items include heads such as schemes for safety of women, education and research, criminology and forensic science, Land Port Authority of India, and India Reserve Battalion.

The total budget for police for 2019-20 has increased by 6.2% over the revised estimates of 2018-19. Figure 3 below shows the trend in police expenditure over the last ten years (2009-19). Police expenditure has increased at an average annual rate of 12%.

**Figure 3: Expenditure on police (in Rs crore) (2009-19)**



Sources: Union Budgets 2011-19; PRS.

Note: Revised Estimates used for 2018-19 and Budget Estimates for 2019-20. Actuals used for all other years.

### Central Armed Police Forces

The Ministry of Home Affairs is responsible for seven central police forces: (i) Central Reserve Police Force (CRPF) which assists in internal security and law and order, (ii) Central Industrial Security Force (CISF) which protects vital installations (like, airports) and public sector undertakings, (iii) National Security Guards (NSG) which is a special counter-terrorism force, and (iv) four border guarding forces, Border Security Force (BSF), Indo-Tibetan Border Police (ITBP), Sashastra Seema Bal (SSB) and Assam Rifles (AR).

The Central Armed Police Forces (CAPFs) received a total allocation of Rs 71,714 crore in 2019-20. This accounts for 73% of police expenditure. The highest expenditure is towards the CRPF which received 33% (Rs 23,964 crore) of the total allocation. The second highest expenditure is towards the Border Security Force which has been allocated 27% of the budget, i.e. Rs 19,651 crore.

### Excessive deployment and training

The Estimates Committee noted in 2018 that there was heavy dependence of states on CAPFs, even for everyday law and order issues.<sup>2</sup> The number of deployments of CAPF battalions increased from 91 in 2012-13 to 119 in 2016-17. The Committee stated that this was likely to affect the counter-insurgency and border guarding operations, as well as curtail their time for training. It recommended that states must develop their own systems, and augment their police forces by providing them adequate training and equipment.<sup>2</sup>

All CAPFs have set up training institutes to meet their training requirements and imparting professional skills on specialised topics. The Estimates Committee (2018) stated that with the emergence of new security threats, there is an urgent need to upgrade the curriculum and infrastructure in training institutes.<sup>2</sup> It recommended that the contents

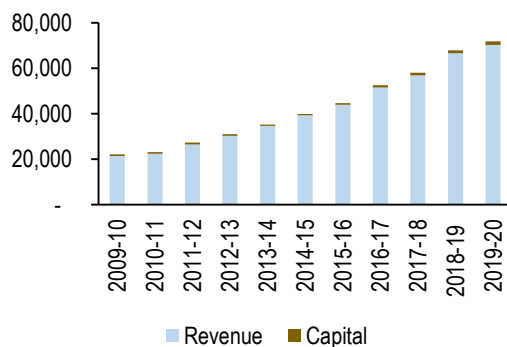
of training should be a mix of conventional matters as well as latest technologies such as IT and cyber security. Further, the Committee stated that while purchasing the latest equipment, training needs should be taken care of, and if required, should be included in the purchase agreement itself.<sup>2</sup>

### Modernisation of CAPFs

The Estimates Committee observed in 2018 that a significant proportion of funds allocated to the CAPFs were used for salaries (which comprised 74% of the total allocation during 2016).<sup>2</sup> The Modernisation Plan-II was approved by the Cabinet Committee on Security (CCS) for the period of 2012-17, with an allocation of Rs 11,009 crore. However, during 2013-16, the reported expenditure was Rs 198 crore (2%).<sup>2</sup>

Figure 4 shows the distribution between revenue and capital expenditure for the seven CAPFs between 2009-10 and 2019-20. The average percentage spent a capital during this period was 2% of the total expenditure on CAPFs. Capital expenditure is allocation for procurement of machinery and equipment, and motor vehicles, whereas revenue expenditure is on items such as arms and ammunition, and clothing (note that the capital component does not include funds for construction).

**Figure 4: Revenue vs Capital expenditure for CAPFs (2009-19)**



Sources: Union Budget 2011-19; PRS.

Note: Figures for 2018-19 are Revised Estimates and for 2019-20 are Budget Estimates. Figures for all other years are actuals.

The Committee also observed that the procurement process under the Modernisation Plan was cumbersome and time-consuming. It recommended that bottlenecks in procurement should be identified and corrective action taken. Further, it stated that the Ministry of Home Affairs and CAPFs should hold negotiations with ordnance factories and manufacturers in public or private sector to ensure uninterrupted supply of equipment.<sup>2</sup>

### Vacancies and service conditions

As of January 2017, 15% of sanctioned posts were vacant in the CAPFs.<sup>3</sup> The table below shows the percentage of vacancies for six CAPFs as of July

2018. In case of the NSG, 10% of sanctioned posts were vacant as of January 2017.<sup>3</sup>

**Table 3: Vacancies in CAPFs (as on July 2018)**

Year	Sanctioned strength	Actual strength	% of vacancies
CRPF	3,24,093	3,01,768	7%
BSF	2,63,931	2,44,611	7%
CISF	1,55,254	1,50,089	3%
SSB	99,212	80,037	19%
ITBP	89,438	83,040	7%
AR	66,582	62,808	6%

Source: Unstarred Question No. 1006, Lok Sabha, Ministry of Home Affairs, July 24, 2018; PRS.

Note: CRPF- Central Reserve Police Force; BSF- Border Security Force; CISF-Central Industrial Security Force; AR-Assam Rifles; ITBP-Indo Tibetan Border Police; SSB-Sashastra Seema Bal.

The Standing Committee on Home Affairs (2018) has observed that there is lack of foresight, planning, and estimation of future vacancies.<sup>4</sup> It recommended that the Ministry of Home Affairs could explore the possibility of proactively identifying vacancies and reporting the same to recruitment agencies.

Further, there has been stagnation in promotion among personnel of the CAPFs. For example, in the ITBP, a constable gets promoted to head constable in 12-13 years, as against the required period of five years.<sup>4</sup> In the case of CISF, the same promotion takes 22 years.<sup>5</sup> In this context, the Standing Committee recommended that cadre review of the CAPFs must be expedited to ensure that promotions take place in a timely manner.<sup>5</sup>

### Mobility in border areas

Mobility of border guarding forces has been identified as an issue affecting their operational efficiency.<sup>4</sup> The Standing Committee on Home Affairs (2018) noted that there was a requirement of construction of 4,210 kms of roads, in areas where the BSF are deployed (the Indo-Pakistan and Indo-Bangladesh border).<sup>4</sup> Similarly, it noted personnel of the Assam Rifles are located in remote areas, and therefore require all-weather roads to improve their working conditions.<sup>4</sup>

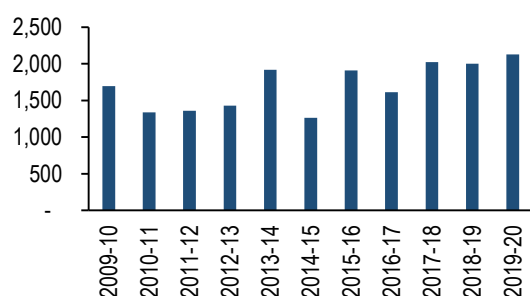
Table 4 shows the expenditure towards border infrastructure and management. This includes allocations for maintenance of border works, border check posts and out posts, and capital outlays for various items including barbed wire fencing, construction of roads, and Hi-tech surveillance on Indo-Bangladesh and Indo-Pakistan borders.

**Table 4: Expenditure related to border infrastructure and management (in Rs crore)**

	2017-18 Actuals	2018-19 Revised	2019-20 Budget	% Change BE 19-20/ RE 18-19
Maintenance and Border Check Post	248	268	247	-7.8%
Capital Outlay	1,773	1,733	1,881	8.6%
<b>Total</b>	<b>2,022</b>	<b>2,001</b>	<b>2,129</b>	<b>6.4%</b>

Source: Union Budget 2019-20; PRS.

For 2019-20, Rs 2,129 crore has been budgeted for border infrastructure and management. This is an increase of 6.4% from the 2018-19 revised estimates (Rs 2,001 crore). Figure 5 shows the expenditure on border infrastructure and management between 2009 and 2019. The expenditure has increased on average by 2% over this period.

**Figure 5: Expenditure on border infrastructure and management (in Rs crore) (2009-19)**

Sources: Union Budgets 2011-19; PRS.

Note: Revised Estimates used for 2018-19 and Budget Estimates used for 2019-20. Figures for all other years are actuals.

The Border Roads Organisation (BRO) is responsible for construction of roads in border areas. The Standing Committee on Defence (2019) observed that since 2007-08, the targets set for various construction works by BRO could not be achieved.<sup>6</sup> For example, while 4,189 meters of major bridges were planned in 2016-17, 40% was constructed (1,657 meters). However, despite the failure to achieve these targets, higher targets were set in subsequent years which led to further underperformance.

Issues relating to land acquisition have resulted in considerable delay in construction of border roads, bridges, and tunnels.<sup>6</sup> These include delays in joint survey for land acquisition, non-disbursement of land acquisition payment, and demands for additional compensation. The Standing Committee on Defence (2019) observed that 593 land compensation cases were pending in various courts.<sup>6</sup> Further, delays in obtaining forest clearances have also affected projects in border areas. According to the Standing Committee on Defence (2019), 29 cases for forest approvals were pending with state governments.<sup>6</sup>

To resolve issues related to land acquisition and forest clearances, Empowered Committees (ECs)

have been constituted for coordination between BRO and state governments.<sup>6</sup> However, in states where large number of land acquisition cases were pending, such as Jammu and Kashmir and Arunachal Pradesh, the ECs have met only once since 2015.<sup>6</sup>

### Delhi Police

An amount of Rs 7,882 crore has been allocated to the Delhi Police in the 2019-20 budget. This is 3.3% higher than the revised estimates for 2018-19.

**Table 5: Expenditure on Delhi Police (In Rs crore)**

	2017-18 Actuals	2018-19 Revised	2019-20 Budget	% Change (BE 19- 20/RE 18- 19)
Delhi Police*	6,521	7,207	7,497	4.0%
Infrastructure of Delhi Police	249	421	385	-8.6%
<b>Total</b>	<b>6,770</b>	<b>7,628</b>	<b>7,882</b>	<b>3.3%</b>

Source: Union Budget 2019-20; PRS.

### Quality of investigation

As of July 2018, of the 1,25,669 cases reported to the Delhi Police under the Indian Penal Code during the year, 88,278 cases (70%) remained unsolved.<sup>7</sup> The number of solved and unsolved cases of the Delhi Police between 2015-2018 is given below.

**Table 6: Number of cases reported to and unsolved by the Delhi Police (2015-2018)**

Year	Cases reported	Cases solved	% of cases unsolved
2015	1,91,377	52,091	73%
2016	2,09,519	55,957	73%
2017	2,33,580	81,219	65%
2018 (up to July 15, 2018)	1,25,668	37,390	70%

Source: Starred Question No. 227, Rajya Sabha, Ministry of Home Affairs, August 8, 2018; PRS.

The Standing Committee on Home Affairs in its report on the functioning of Delhi Police (2014), had recommended that the proposal to separate investigation from law and order duties should be considered.<sup>8</sup> Note that the Delhi Police has created specialised cells for economic offences and crimes against women.<sup>9</sup> Further, the Committee observed that since investigation requires expertise of legal provisions, the training module of Delhi Police must include advanced courses on law and jurisprudence.<sup>8</sup>

### Vacancies

Similar to the central police forces, vacancies have been reported in the Delhi Police. As of February 2018, 14% of the total sanctioned posts (86,531) were vacant.<sup>10</sup> The vacancies in Delhi Police between 2014-18 are given in Table 7.

**Table 7: Vacancies in Delhi Police (2014-18)**

Year	Sanctioned strength	Actual strength	% of vacancies
2014	82,224	75,704	8%
2015	82,242	77,083	6%
2016	82,224	76,348	7%
2017	84,417	82,979	2%
2018	86,531	74,499	14%

Sources: "Data of Police Organizations", Bureau of Police Research and Development, 2012-17; Unstarred Question No. 1633, Lok Sabha, Ministry of Home Affairs, March 6, 2018; PRS.

The Standing Committee on Home Affairs (2014) stated that steps should be taken to assess the actual requirement of police strength to improve the police-population ratio.<sup>8</sup> It recommended that the Delhi Police may take the assistance of the Bureau of Police Research and Development for revisiting the Delhi Police administration to improve the operational efficiency of the organisation.

### Intelligence Bureau

The Intelligence Bureau (IB) is responsible for collection of intelligence within India, and is the primary agency for counter-intelligence. An amount of Rs 2,384 crore has been allocated to the IB in 2019-20, which was 16% higher than the revised estimates of 2018-19 (Rs 2,056 crore). Note that in 2017-18, expenditure on the IB was Rs 1,871 crore.

### Multi Agency Centre

The government set up a Group of Ministers (GoM) in the year 2000, to comprehensively review the national security apparatus.<sup>11,12</sup> The GoM recommended that the Ministry of Home Affairs should put in place arrangements for intelligence sharing, in which the IB would play the lead role, along with representatives of the state and central police forces.<sup>11</sup> Based on these recommendations, the Multi Agency Centre (MAC) was set up in the IB, for collating and sharing intelligence with all other security agencies.<sup>11,13</sup> Further, Subsidiary Multi Agency Centres have been set up at the state-level to ensure better coordination between intelligence agencies.<sup>11</sup>

The Standing Committee on Home Affairs observed in 2017 that state agencies have made lower contribution in the overall inputs received by the MAC.<sup>11</sup> It recommended that the Ministry should hold consultations with states to find out the reasons for this low level of contribution. Further, the Committee recommended that there should be a mechanism to perform validity checks on information obtained from other agencies, before it is shared by the MAC.<sup>11</sup>

### Modernisation of Police Forces (MPF)

For 2019-20, the central government has made allocations towards four items related to modernisation of police force. These are: (i)

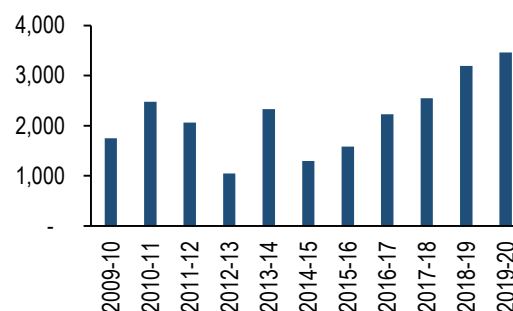
Modernisation of State Police Forces Scheme; (ii) the Crime and Criminal Tracking Network and Systems (CCTNS) scheme; (iii) Security related expenditure (SRE) scheme; and (iv) Special Infrastructure scheme (SIS) for Left Wing Areas. A total of Rs 3,462 crore has been allocated for modernisation of police forces in 2019-20, which is 8.5% higher than the revised estimates for 2018-19.

**Table 8: Expenditure related to modernisation of police (in Rs crore)**

	2017-18 Actuals	2018-19 Revised	2019-20 Budget	% Change BE 19-20/RE 18-19
SRE and SIS for LWE areas	1,747	2,276	2,503	10.0%
Modernisation of State Police Forces and CCTNS	799	916	960	4.8%
<b>Total</b>	<b>2,546</b>	<b>3,192</b>	<b>3,462</b>	<b>8.5%</b>

Source: Union Budget 2019-20; PRS.

Figure 6 below shows the expenditure on modernisation of police forces between 2009-19. The expenditure has increased at an average annual rate of 7%.

**Figure 6: Expenditure on modernisation of police scheme (in Rs crore) (2009-19)**

Sources: Union Budgets 2011-19; PRS.

Notes: Revised Estimates used for 2018-19 and Budget Estimates used for 2019-20. Actuals used for all other years.

### Shortage of infrastructure

Funds from the modernisation scheme are utilised for improving police infrastructure through construction of police stations, and provision of modern weaponry, surveillance, and communication equipment. Upgradation of training infrastructure, police housing, and computerisation are also important objectives under the scheme.

The Comptroller and Auditor General (CAG) has observed lapses in the implementation of the modernisation scheme in various states. An audit of Karnataka for the period 2012-13 to 2016-17, found shortage of weapons ranging between 37% and 72% for various types of arms.<sup>14</sup> The audit also found that, as of March 2017, all communication sets available with the Karnataka police were obsolete.<sup>14</sup>

In the case of Maharashtra, an audit was carried out for the period 2011-12 to 2016-17.<sup>15</sup> The CAG found a shortage of 45% for modern weaponry in the state. Further, only eight percentage of the planned construction work under the scheme (including police stations), was completed between 2011-16.<sup>15</sup>

The Standing Committee on Home Affairs noted in 2017 that funds meant for mobility, communication, weapons, and equipment have been misused by states for procuring vehicles.<sup>16</sup> This misuse was happening despite releasing funds after obtaining utilisation certificates from states. Note that as per the revised guidelines for the modernisation scheme, states cannot use more than 25% of funds for the acquisition of vehicles.<sup>17</sup>

## Disaster management

The Ministry of Home Affairs is the nodal ministry for handling all types of disasters other than drought, which is handled by the Ministry of Agriculture.<sup>18</sup> It is responsible for various aspects of disaster management including capacity building, mitigation, and response to natural calamities and man-made disasters. Table 9 below shows the allocation for various items related to disaster management.

**Table 9: Expenditure on major items related to disaster management (in Rs crore)**

	2017-18 Actuals	2018-19 Revised	2019-20 Budget	% change BE 19- 20/RE 18- 19
National Disaster Response Fund*	3,660	2,315	2,480	7.1%
National Disaster Response Force	798	903	977	8.2%
National Cyclone Risk Mitigation Programme	630	303	296	-2.3%
Infrastructure for Disaster Management	206	199	143	-28.2%

Source: Union Budget 2019-20; PRS.

### Financing of National Disaster Response Fund

The Disaster Management Act, 2005, mandates the creation of a National Disaster Response Fund and State Disaster Response Funds. Relief assistance is provided to states from the National Disaster Response Fund (NDRF) in case of severe natural calamities, where the State Disaster Response Fund is insufficient to cover the required expenditure.<sup>19</sup> Allocations to the National Disaster Response Fund are made by the Ministry of Finance, though it is administratively controlled by the Ministry of Home Affairs.<sup>19</sup> For the year 2019-20, a budgetary allocation of Rs 2,480 crore has been made to the fund, which is a 7.1% increase from the revised estimates of 2018-19 (Rs 2,315 crore).

The NDRF is financed through the National Calamity Contingency Duty (NCCD) imposed on specified

goods under central excise and customs.<sup>20</sup> The Standing Committee on Finance (2019) noted that with the introduction of GST, the scope of NCCD is shrinking. The revenue collected from NCCD has decreased significantly by Rs 3,190 between 2015-16 and 2018-19. The Committee stated that the GST Council and Ministry of Finance should take a view on augmenting this fund.

### Damage assessment

In order to receive assistance from the NDRF, state governments must submit a memorandum indicating the damage and requirement of funds.<sup>21</sup> On receipt of the memorandum, an Inter-Ministerial Central Team (IMCT) is constituted which will submit a report after on the spot assessment of the damage. Thereafter, a High-Level Committee (HLC) approves the amount of relief to be released from the NDRF.

The Standing Committee on Home Affairs (2018) noted that there was significant difference between funds sought by state governments and amounts approved by the HLC.<sup>22</sup> In most cases the shortfall was more than 70%, and in some cases more than 95%. According to the Committee, a reason for this shortfall could be that by the time the IMCT reaches the disaster-affected area, the signs of disaster are on the verge of diminishing. Therefore, it recommended that the IMCT should make a preliminary visit to the disaster affected areas, within one week of the disaster. Further, a joint preliminary damage assessment should be done with the state governments concerned.<sup>22</sup>

### National Cyclone Risk Mitigation Project

The National Cyclone Risk Mitigation Project (NCRMP) was launched by the Ministry of Home Affairs with the aim of minimising vulnerability in states and Union Territories that are prone to cyclone hazards. Key objectives of the project include: (i) improving early warning dissemination systems, and (ii) construction and maintenance of cyclone shelters.

For 2019-20, a budgetary allocation of Rs 296 crore has been made to this project. This is a 2.3% decrease from the revised estimates for 2018-19, which was Rs 303 crore.

In its report on the impact of Cyclone Okhchi (2018), the Standing Committee on Home Affairs noted that forecasting the rapid intensification of cyclones (as in the case of cyclone Okchi), is an area of concern. It stated that the rapid intensification of cyclones is no longer a rare phenomenon due to global warming, and recommended that the existing capacity for advanced cyclone warning needs to be bolstered.<sup>22</sup>

### National Disaster Response Force

The National Disaster Response Force is a specialised force that is responsible for disaster response and relief. For 2019-20, the budget

estimates for the NDRF is Rs 977 crore, which is 8.2% higher than the revised estimates of 2018-19.

### **Deployment of NDRF**

The Standing Committee on Home Affairs (2018) observed that during Cyclone Okchi, the deployment of the National Disaster Response Force was not optimal.<sup>22</sup> It stated that seven battalions were pre-positioned in Gujarat, where the impact of the cyclone was minimal, while four were pre-positioned in Kerala, where damage was on a larger scale. The Committee noted that there was a standard operating procedure (SOP) for deployment of NDRF during a

disaster, according to which, states can requisition for forces. However, states may be unable to make optimal assessments of the requirements which could lead to competing demands for mobilisation of forces in disaster-stricken areas. The Committee therefore recommended that the National Disaster Management Authority make an independent assessment of the number of battalions required to be deployed. This would ensure rational assessment of needs and optimal prepositioning of NDRF.<sup>22</sup>

<sup>1</sup> Demand Nos. 46-55, Demand for Grants, Union Budget 2019-20.

<sup>2</sup> “28<sup>th</sup> Report: Central Armed Police Forces and Internal Security Challenges- Evaluation and Response Mechanism”, Committee on Estimates, Lok Sabha, March 16, 2018, [http://164.100.47.193/lssccommittee/Estimates/16\\_Estimates\\_28.pdf](http://164.100.47.193/lssccommittee/Estimates/16_Estimates_28.pdf).

<sup>3</sup> “Data on Police Organisations”, Bureau of Police Research and Development, 2017, <http://bprd.nic.in/WriteReadData/userfiles/file/databook2017.pdf>.

<sup>4</sup> “214<sup>th</sup> Report: Working Conditions in Border Guarding Forces (Assam Rifles, Sashastra Seema Bal, Indo-Tibetan Border Police and Border Security Force)”, Department-Related Parliamentary Standing Committee on Home Affairs, Rajya Sabha, December 12, 2018, [https://rajyasabha.nic.in/rsnew/Committee\\_site/Committee\\_File/ReportFile/15/107/214\\_2018\\_12\\_15.pdf](https://rajyasabha.nic.in/rsnew/Committee_site/Committee_File/ReportFile/15/107/214_2018_12_15.pdf).

<sup>5</sup> “215<sup>th</sup> Report: Working Conditions in Non-Border Guarding Central Armed Police Forces (Central Industrial Security Force, Central Reserve Police Force, and National Security Guard)”, Department-Related Standing Committee on Home Affairs, Rajya Sabha, December 12, 2018, [https://rajyasabha.nic.in/rsnew/Committee\\_site/Committee\\_File/ReportFile/15/107/215\\_2018\\_12\\_15.pdf](https://rajyasabha.nic.in/rsnew/Committee_site/Committee_File/ReportFile/15/107/215_2018_12_15.pdf).

<sup>6</sup> “50<sup>th</sup> Report: Provision of all-weather connectivity under Border Roads Organisation (BRO) and other agencies up to International borders as well as the strategic areas including approach roads- An appraisal”, Standing Committee on Defence, Lok Sabha, February 11, 2019, [http://164.100.47.193/lssccommittee/Defence/16\\_Defence\\_50.pdf](http://164.100.47.193/lssccommittee/Defence/16_Defence_50.pdf).

<sup>7</sup> Starred Question No. 227, Rajya Sabha, Ministry of Home Affairs, August 8, 2018, <https://164.100.158.235/question/annex/246/As227.pdf>.

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## Annexure

**Table 10: Allocation to the Ministry of Home Affairs (in Rs crore)**

Major Head	2018-19 Budget	2018-19 Revised	2019-20 Budget	% Change BE 2019-20 v BE 2018-19	% Change BE 2019-20 v RE 2018-19
Police	87,887	92,498	98,202	11.7%	6.2%
Miscellaneous*	4,793	4,900	4,896	2.1%	-0.1%
UTs without legislature	11,857	11,739	12,385	4.5%	5.5%
Grants & Loans to Delhi & Puducherry	2,266	2,393	2,713	19.7%	13.4%
Cabinet	770	1,636	829	7.6%	-49.3%
<b>Total</b>	<b>1,07,573</b>	<b>1,13,167</b>	<b>1,18,969</b>	<b>10.6%</b>	<b>5.2%</b>

Source: Union Budget 2017-18; PRS.

Note: \*Includes expenditure on disaster management, social security, rehabilitation of refugees, migrants, census, civil defence, secretariat.

**Table 11: Expenditure of the Central Armed Police Forces (in Rs crore)**

	2012-13	2013-14	2015-16	2016-17	2017-18	2018-19
CRPF	9,983	11,124	12,747	14,327	16,804	18,720
BSF	9,095	10,294	11,687	12,996	14,909	16,189
CISF	3,798	4,301	4,955	5,662	6,563	7,604
ITBP	2,506	3,051	3,399	3,773	4,641	5,073
AR	2,901	3,276	3,450	3,848	4,724	4,925
SSB	2,179	2,719	3,148	3,418	4,045	4,595
NSG	500	498	527	569	697	946
<b>Total</b>	<b>30,962</b>	<b>35,263</b>	<b>39,913</b>	<b>44,591</b>	<b>52,383</b>	<b>58,052</b>

Sources: Union Budget 2014-19; PRS.

Notes: Actuals used for all years except 2018-19. Revised Estimates used for 2018-19; CRPF: Central Reserve Police Force; BSF: Border Security Force; CISF: Central Industrial Security Force; AR: Assam Rifles; ITBP: Indo Tibetan Police Force; SSB: Sashastra Seema Bal; NSG: National Security Guard.

**Table 12: Vacancies in CAPFs (2012-17)**

Year	Sanctioned strength (in lakhs)	Actual strength (in lakhs)	% of vacancies
2012	8.9	7.6	14%
2013	9.1	8.3	9%
2014	9.3	8.7	6%
2015	9.5	8.9	7%
2016	9.7	9.0	7%

Sources: "Data of Police Organizations", Bureau of Police Research and Development, 2012-17; PRS.

Note: Figures for each year are as of January 1 of that year.



**Table 13: State-wise releases from NDRF between 2015-16 to 2017-18 (in Rs crore)**

State	2015-16	2016-17	2017-18
Andhra Pradesh	356.7	702.7	--
Arunachal Pradesh	--	51.1	32.4
Assam	--	--	--
Bihar	--	--	1,363.5
Chhattisgarh	522.3	313.4	49.3
Goa	--	--	--
Gujarat	--	--	--
Haryana	--	--	--
Himachal Pradesh	82.2	81.2	63.2
Jammu & Kashmir	--	--	--
Jharkhand	--	--	--
Karnataka	1,645.5	2,292.5	913.0
Kerala	--	--	164.7
Madhya Pradesh	1,012.0	863.8	502.1
Maharashtra	1,593.0	2,224.8	--
Manipur	38.7	14.7	110.8
Meghalaya	--	--	--
Mizoram	--	--	36.0
Nagaland	15.1	1.0	25.0
Odisha	574.7	425.7	--
Punjab	--	--	--
Rajasthan	1,378.1	990.8	607.8
Sikkim	--	--	--
Tamil Nadu	1,000.0	1,813.7	351.8
Telangana	468.2	328.2	58.4
Tripura	--	--	--
Uttar Pradesh	3,305.7	1,062.1	119.7
Uttarakhand	--	--	--
West Bengal	459.7	275.8	324.8
<b>Total</b>	<b>12,452.0</b>	<b>11,441.3</b>	<b>4,722.5</b>

Source: Rajya Sabha Unstarred Question No. 4197, Ministry of Home Affairs, April 4, 2018.