



Demand for Grants 2023-24 Analysis

Home Affairs

The Ministry of Home Affairs is the nodal ministry for matters concerning internal security, central armed police forces, border management, disaster management, census, and centre-state relations. Article 355 of the Constitution enjoins the Union to protect every state government against internal disturbance.¹ The Ministry of Home Affairs is empowered to extend manpower, financial support, guidance and expertise to state governments for maintenance of security.² In addition, the Ministry makes certain grants to union territories (UTs), since they are not covered by the Finance Commission’s recommendations on devolution and, thus, do not receive any share in central taxes.

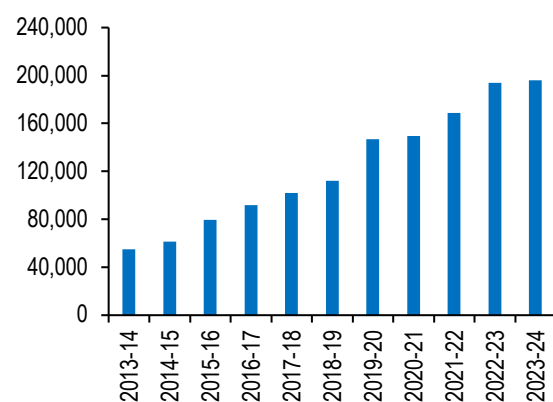
This note analyses the expenditure trends and budget proposals for the Ministry of Home Affairs for 2023-24, and discusses issues across the sectors administered by the Ministry.

Overview of Finances

In 2023-24, the Ministry of Home Affairs has been allocated Rs 1,96,035 crore. This is an increase of 1.1% over the revised estimates for 2022-23 (Rs 1,93,912 crore). The budget for the Ministry constitutes 4.4% of the total expenditure budget of the union government in 2023-24, and is the fifth highest allocation across ministries.

Figure 1 shows the expenditure of the Ministry between 2012 and 2024. Since 2019, expenditure of the Ministry also includes grants to the newly formed UTs of Jammu and Kashmir, and Ladakh. The average annual growth rate in expenditure over the last ten years has been 43%.

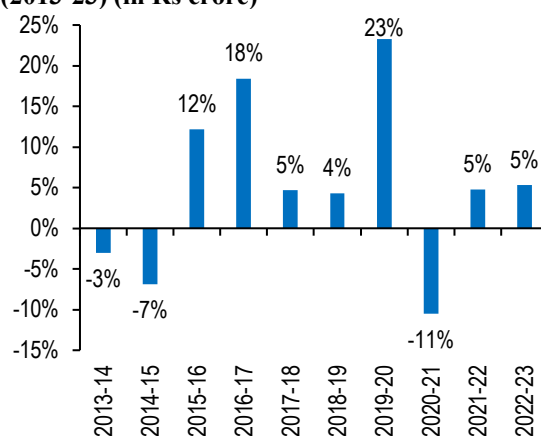
Figure 1: Expenditure of the Ministry of Home Affairs (2012-24) (in Rs crore)



Note: Figures for 2022-23 are Revised Estimates and for 2023-24 are Budget Estimates.
Source: Union Budgets 2014-15 to 2023-24; PRS.

Figure 2 shows the percentage of utilisation of funds allocated to the Ministry between 2012-13 and 2022-23. The expenditure of the Ministry in 2021-22 was nearly 5% higher than the budgetary estimate. The expenditure of the Ministry has been higher than the budgeted expenditure in all years since 2015-16. The exception was 2020-21, when the actual expenditure was 11% lower than the allocation. This was due to the onset of the COVID-19 pandemic and a shift in expenditure priorities.³

Figure 2: Budget estimates v/s actual expenditure (2013-23) (in Rs crore)



Note: Figures for 2022-23 are Revised Estimates.
Source: Union Budgets 2013-14 to 2023-24; PRS.

Of the Ministry’s total budget for 2023-24, (i) 65% of the expenditure is on police, (ii) 31% is on grants to UTs, and (iii) 4% is on miscellaneous items such as disaster management, rehabilitation of refugees and migrants, and conducting the Census. Table 1 shows the allocations to these three heads.

Table 1: Ministry of Home Affairs budget estimates (2023-24) (in Rs crore)

Major Head	2021-22 Actuals	2022-23 Revised	2023-24 Budget	% Change (BE 2023-24/ RE 2022-23)
Police	1,06,622	1,19,070	1,27,757	7%
UTs	56,490	69,040	61,118	-11%
Others	5,679	5,802	7,160	23%
Total	1,68,791	1,93,912	1,96,035	1.1%

Note: BE – Budget Estimates, RE – Revised Estimates.
Expenditure under ‘Others’ includes disaster management and administrative matters.
Source: Union Budget 2023-24; PRS.

Police: Expenditure on police includes allocation towards the Central Armed Police Forces, the Intelligence Bureau, and the Delhi Police. For 2023-24, Rs 1,27,757 crore has been allocated towards police. This is an increase of 7% over the revised estimates for 2022-23.

Grants and loans to UTs: In 2023-24, Rs 61,118 crore has been allocated towards grants and loans for the administration of UTs. This is a decrease of 11% from the revised estimates for 2022-23 (Rs 69,040 crore). The decrease in allocation is largely due to a 20% reduction in allocation to Jammu and Kashmir. The allocation to the UTs of Jammu and Kashmir, and Ladakh (both formed after the reorganisation of the former state of Jammu and Kashmir in 2019) is 68% of the total amount allocated to all UTs.

Other items: Other expenditure items of the Ministry include disaster management, rehabilitation of refugees and migrants, and administrative matters. In 2023-24, these items have been allocated Rs 7,160 crore. This is 23% higher than the revised estimates for 2022-23 (Rs 5,802 crore). This is primarily on account of increase in allocation towards the Census and the office of the Registrar General of India, from Rs 520 crore (at the revised estimate stage) in 2021-22 to Rs 1,565 crore in 2023-24.

Analysis of key areas of expenditure

Police

In 2023-24, Rs 1,27,757 crore has been budgeted for police expenditure. This includes allocations to various police organisations, including: (i) the Central Armed Police Forces, primarily responsible for border protection and internal security, (ii) Delhi Police, responsible for maintenance of law and order in Delhi, and (iii) Intelligence Bureau, the nodal agency for collection of domestic intelligence. Funds are also allocated for modernisation of police, and border infrastructure.

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

	2020-21 Actual	2022-23 RE	2023-24 BE	% Change*
Central Armed Police Force	81,235	90,870	94,665	4%
Delhi Police	11,131	11,618	11,662	0%
Police Infrastructure	2,839	2,188	3,637	66%
Intelligence Bureau	2,569	3,022	3,418	13%
Modernisation of police	3,307	2,432	3,750	54%
Border Infrastructure	2,662	3,739	3,545	-5%
Others**	2,879	5,201	7,080	36%
Total	106,622	119,070	127,757	7%

Note: * % change refers to change (2023-24 BE/ 2022-23RE)

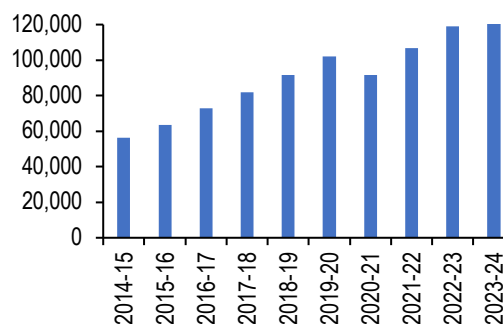
**Includes schemes, such as safety of women and Land Port Authority of India.

BE – Budget Estimates, RE – Revised Estimates.

Source: Home Affairs Demand for Grants 2023-24; PRS.

The total budget for police in 2023-24 has increased by 7% over the revised estimates for 2022-23. Over the last ten years (2014-24), expenditure on police has increased at an average annual rate of 11%.

Figure 3: Expenditure on police (2014-24) (in Rs crore)

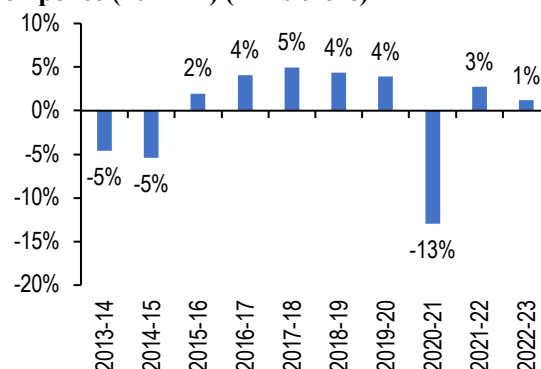


Note: Revised Estimates used for 2022-23 and Budget Estimates for 2023-24. Actuals used for all other years.

Source: Union Budgets 2015-16 to 2023-24; PRS.

Figure 4 shows the percentage of utilisation of the amount budgeted for police from 2013-23. Since 2015-16, the actual expenditure on police has been higher than the budget estimate, except in 2020-21, when spending was 13% lower than the budget.

Figure 4: Budget estimates v/s actual expenditure on police (2012-22) (in Rs crore)



Note: Figures for 2022-23 are Revised Estimates.

Source: Union Budgets 2013-14 to 2023-24; PRS.

Central Armed Police Forces

The Central Armed Police Forces (CAPFs) comprise seven forces: (i) the Central Reserve Police Force (CRPF) which assists in internal security and law and order, (ii) Central Industrial Security Force (CISF) which protects vital installations (such as airports) and public sector undertakings, (iii) the National Security Guard (NSG) which is a special counter-terrorism force, and (iv) four border guarding forces, namely, the Border Security Force (BSF), the Indo-Tibetan Border Police (ITBP), the Sashastra Seema Bal (SSB), and the Assam Rifles (AR). Though the AR functions under the administrative control of the Home Affairs Ministry, its operational control lies with the Ministry of Defence.⁴ The AR, ITBP, SSB,

and BSF are the Border Guarding Forces (see Table 13 in the Annexure).

The CAPFs have been allocated Rs 94,665 crore in 2023-24. This accounts for 74% of the expenditure on police, and is 4% higher than the revised estimates for 2022-23 (Rs 90,870 crore). Of this, the highest expenditure is towards the CRPF, which will receive 34% (Rs 31,772 crore) of the total allocation for CAPFs, followed by the BSF, which will receive 26% (Rs 24,771 crore) of the allocation.

In 2023-24, out of the total spending on CAPFs, only 2% is on capital expenditure, while the remaining 98% is on revenue expenditure. This is in line with the average trend in the last ten years with capital expenditure staying within the 1% to 2% band every year. Capital expenditure includes spending on procuring machinery, equipment, and vehicles. Revenue expenditure includes salaries, arms and ammunition, and clothing. Note that the capital component does not include funds for construction.

Vacancies

As of January 2023, there is a 9% vacancy in the CAPF and AR as against the actual strength.⁵ As of January 01, 2021, SSB reported the highest vacancy against actual strength at 23% (see Table 3).⁶

The Standing Committee on Home Affairs (2018) highlighted that there was a lack of estimation of future vacancies, leading to delays in recruitments. The Committee has recommended that the Ministry proactively identify and assess vacancies to recruit personnel on time.⁷ The Ministry has decided to reserve 10% of vacancies for ex-Agniveers in the recruitment to the post of constable/rifleman in the CAPF and AR.⁸ Further, a provision has been made for relaxation in the upper age limit and exemption from the Physical Efficiency Test.

Table 3: Vacancies in CAPFs as on 01.01.2021

CAPFs	Sanctioned Strength	Actual Strength	% Vacancies
CRPF	3,24,723	2,96,393	10%
BSF	2,65,173	2,36,158	12%
CISF	1,63,313	1,39,192	17%
SSB	97,244	78,809	23%
ITBP	88,439	82,930	7%
AR	66,411	58,121	14%
NSG	10,844	9,369	16%
Total	1,016,695	901,310	11%

Note: CRPFs is Central Reserved Police Forces, BSF- Border Security Forces, CISF- Central Industrial Security Forces, SSB- Sashstra Seema Bal, ITBP- Indo-Tibetan Border Police, AR- Assam Rifles, and NSG- National Security Guards.

Source: Data on Police Organisations as on January 01, 2022, Bureau of Police Research and Development; PRS.

In January 2016, 33% posts at constable level were reserved for women in the CRPF and CISF. Further, around 14-15% of constable posts were reserved for women in the border guarding forces.⁹ However, as of January 2023, the total strength of women personnel in the CAPF was 3.8% against the total sanctioned strength.¹⁰ The Standing Committee on Home Affairs (2022) recommended the Ministry to take concrete steps in increasing the representation of women by conducting fast track recruitment drives for women in CISF and CRPF.¹² Further, the Committee recommended the need to create separate arrangements in border outposts to attract women recruits. Vacancies for women in CAPFs are given in Table 4.

Table 4: Women in CAPF

Force	Sanctioned strength	Strength of women personnel	% of total strength
CRPF	2,96,393	9,454	3.2%
BSF	2,36,158	7,391	3.1%
CISF	1,39,192	9,320	6.7%
ITBP	82,930	2,518	3.0%
SSB	78,809	3,610	4.6%
AR	58,121	1,858	3.2%
Total	8,91,603	34,151	3.8%

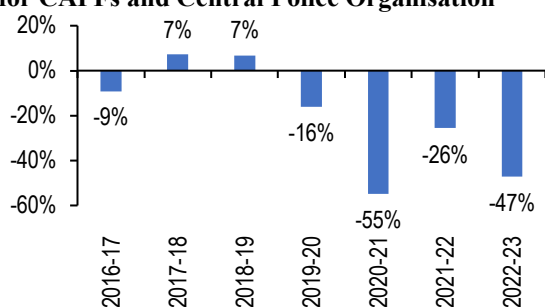
Note: CRPF – Central Reserve Police Force; BSF – Border Security Force; CISF – Central Industrial Security Force; AR – Assam Rifles; ITBP – Indo-Tibetan Police Force; SSB – Sashstra Seema Bal; NSG – National Security Guard.

Source: Unstarred Question No. 1698, Rajya Sabha, Ministry of Home Affairs, August 02, 2022; PRS.

Living conditions

The Standing Committee on Home Affairs (2022) has observed that certain CRPF camps in Jammu and Kashmir were functioning from rented accommodation. It noted that the housing problem was due to shortage of accommodation facilities and lack of availability of lands.¹¹ Further, the Committee highlighted that the living conditions were not conducive and needed to be addressed urgently. As of February 2022, the housing satisfaction level in CAPFs was 47% as against authorised dwelling units.¹¹ In the Ministry's reply it was stated that a committee would be constituted to review the conditions of CRPFs camps, which are functioning from rented accommodation.¹²

About 17% of the 23,456 houses under construction for CAPFs as of March 2021 were completed by April 2022.¹² In 2023-24, Rs 3,367 crore has been budgeted for building projects for CAPFs and Central Police Organisations. Since 2019-20, there has been underutilisation of funds for building projects. In 2021-22, the actual expenditure (Rs 2,459 crore) on building projects was 26% less than the budgeted estimate (Rs 3,306 crore).

Figure 5: Utilisation of funds for building projects for CAPFs and Central Police Organisation

Note: Revised Estimates used for 2022-23. Actuals used for all other years.

Source: Union Budgets 2017-18 to 2023-24; PRS.

Fencing of border areas

Proper management of the border is critical for maintaining national security.¹³ The Indo-Bangladesh border is India's longest border at 4,097 km. The fencing work across the Indo-Bangladesh border has not been completed with about 24% of the border being unfenced.¹⁴ Further, the state of Mizoram has only half of its total international border with Bangladesh fenced (see Table 5). According to the Ministry, the fencing of the border is set to be complete by March 2024. The Ministry has cited difficult terrain, land acquisition problems, short working seasons, protests, and objections by Border Guard Bangladesh as reasons for incompleteness.

The Standing Committee on Home Affairs (2022) highlighted that only 50% of the revised estimates for 2021-22 had been utilised till December 31, 2022.¹¹

Table 5: Fencing of the Indo-Bangladesh Border (in km)

State	Total International Border	Area fenced	Balance length	% of border unfenced
Assam	263	210	53	20%
W. Bengal	2,217	1,638	579	26%
Meghalaya	443	326	117	26%
Mizoram	318	155	163	51%
Tripura	856	794	62	7%
Total	4,097	3,123	973	24%

Source: Unstarred Question No. 2437, Rajya Sabha, Ministry of Home Affairs, March 11, 2021; PRS.

In 2023-24, Rs 3,545 crore has been budgeted for border infrastructure and management. This is a decrease of 5% from the revised estimates for 2022-23 (Rs 3,739 crore). This includes allocations for maintenance of border works, border check posts and outposts, and capital outlay for various items including barbed wire fencing, construction of roads, and hi-tech surveillance on the Indo-Bangladesh and Indo-Pakistan borders.

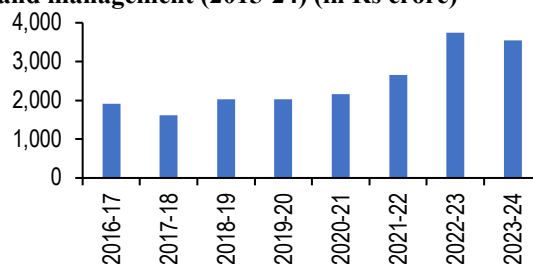
Table 6: Expenditure related to border infrastructure and management (in Rs crore)

Department	2021-22 Actuals	2022-23 Revised	2023-24 Budget	% Change (BE 2023-24/ RE 2022-23)
Maintenance and Border Check post	284	268	351	31%
Capital Outlay	2,378	3,471	3,194	-8%
Total	2,662	3,739	3,545	-5%

Note: BE – Budget Estimates, RE – Revised Estimates.

Source: Union Budget 2023-24; PRS.

Between 2015-16 and 2023-24, the expenditure on border infrastructure and management has increased at an average annual growth rate of 8%, with a significant decrease in 2021-22 (Figure 6).

Figure 6: Expenditure on border infrastructure and management (2015-24) (in Rs crore)

Note: Revised Estimates used for 2022-23 and Budget Estimates used for 2023-24. Figures for all other years are actuals.

Source: Union Budgets 2017-18 to 2023-24; PRS.

Delhi Police

An amount of Rs 11,662 crore has been allocated to the Delhi Police in 2023-24. This is a 0.4% increase over the revised estimates for 2022-23.

Vacancies

As on July 15, 2022, Delhi Police reported a vacancy of 15% as against the actual strength.¹⁵ Vacancies in Delhi Police from 2015 to 2021 are given in Table 7.

Table 7: Vacancies in Delhi Police (2015-22)

Force	Sanctioned strength	Actual strength	% of vacancies
2015	82,242	77,083	7%
2016	82,242	76,348	8%
2017	84,417	82,979	2%
2018	86,531	74,712	16%
2019	91,963	82,190	12%
2020	91,962	82,195	12%
2021*	94,353	80,074	18%
2022**	94,255	82,264	15%

Note: *as on March 15, 2021. ** as on July 15, 2022.

Source: Bureau of Police Research and Development; Starred Question No. 302, Rajya Sabha, March 24, 2021, Unstarred Question No. 1476, Lok Sabha, July 26, 2022; PRS.

Since 2018, the vacancy rate in the Delhi Police has been higher than 10% of the sanctioned strength. Vacancies in the Delhi Police force varies across different ranks. For instance, as of February 2022, 26% of the sanctioned strength for constable posts are vacant.¹⁶ The Standing Committee on Home Affairs (2021) observed that women were not adequately represented in the Delhi Police.¹⁷ In 2015, the central government had approved 33% reservation for women in direct recruitment in non-gazetted posts from constable to sub-inspector.¹⁸

As of February 2022, women personnel made up for 13% (10,205 personnel) of the actual strength in the police force.¹⁹ The highest percentage of women police personnel in a state/UT as against actual strength is in Chandigarh (22%) followed by Tamil Nadu (19.3%).²⁰ Meanwhile, Kerala and Andhra Pradesh reported 7% and 6% of women police personnel, respectively. As of January 2021, there were 251 persons per Delhi police personnel. Delhi Police had more than the national average of 656 people per police personnel. Delhi Police is one of the largest metropolitan police forces in the world.²¹ The strength of the Delhi Police follows the recommendations of the Srivastava Committee to address the population of the city and the rising problems of policing.^{21,21}

Poor logistical management

An effective communication and technology system is imperative for supporting police personnel in performing their duties. According to a Comptroller and Auditor General of India report (2020), between April 2018 and March 2019, the percentage of functional CCTV cameras ranged between 55%-68%.²² During the same period, the number of CCTV cameras which could be monitored at the Integrated Command, Control, Coordination, and Communication Centre ranged from 22% to 48%. Surveillance footage from the remaining cameras was not available due to network related issues or faulty cameras. Additionally, the report observed that Delhi Police was using a 20-year-old trunking system (APCO) beyond its normal span of 10 years.

The 15th Finance Commission recommended that the Ministry allocate Rs 100 crore per annum for improved communication systems and technology upgradation of the police personnel from the Modernisation Fund for Defence and Internal Security (MFDIS).²³ In 2023-24, Rs 1,019 crore was allocated to the modernisation of traffic and network communication for the Delhi Police.²⁴ This was 265% more than the revised estimates of 2022-23 (Rs 385 crore).

Standards of Living

The Mooshahary Committee (2005) had recommended that 100% family accommodation should be provided for all non-gazetted ranks of police personnel.²⁵ As of August 2019, Delhi Police had only 15,360 quarters available for allotment to its force of over 80,000 personnel.²² Out of these quarters, about 10% were not being allotted for lack of basic facilities or were declared dangerous. The Standing Committee on Home Affairs (2022) observed that the housing satisfaction rate for Delhi Police was 20%.¹¹ Further, only Rs 52 crore had been used of the revised estimates (Rs 150 crore) for 2021-22 allocated for residential buildings for Delhi Police. The 15th Finance Commission recommended that the Ministry allocate Rs 500 crore for redeveloping/improving the residential facilities for police personnel in Delhi from the MFDIS.²³

In 2023-24, an amount of Rs 270 crore has been allocated for infrastructural projects for the Delhi Police. The budgetary allocation is a 4% increase from the revised estimates (Rs 259) for 2022-23. Since 2018-19, the actual expenditure on police infrastructure for Delhi Police has been higher than the budget estimate. The only exception was the financial year 2020-21 where the budget estimate was higher than the actual expenditure. Figure 9 in the Annexure shows the utilisation of funds on infrastructural projects for the Delhi Police between 2016-17 and 2022-23.

Modernisation of Police Forces

‘Police’ and ‘Public order’ are state subjects as per the Seventh Schedule to the Constitution of India.²⁶ However, due to financial constraints on states the Ministry has been supplementing the resources and efforts to the states since 1969-70.²⁷ For 2023-24, the central government has made allocations towards four items related to modernisation of police forces. These are: (i) the Crime and Criminal Tracking Network and Systems (CCTNS) scheme; (ii) Special Infrastructure Scheme (SIS) for Left Wing Extremist (LWE) Areas; (iii) Narcotics Control Bureau; and (iv) Modernisation of Forensic Capacities.

In 2023-24, Rs 3,800 crore has been allocated for modernisation of police forces, which is a 56% increase from the revised estimates for 2022-23 (Table 8). There has been a 73% increase in allocation towards the Modernisation of State Police Forces Scheme and the CCTNS scheme.

Note that the central government has approved continuation of the umbrella scheme for modernisation of police forces with a central outlay of Rs 26,275 crore for the period 2021-22 to 2025-26.²⁸ This includes Rs 4,846 crore for modernisation

of state police forces, and Rs 18,839 crore for security related expenditure for the UT of Jammu and Kashmir, insurgency-affected north eastern states, and areas affected by left wing extremism.²⁸

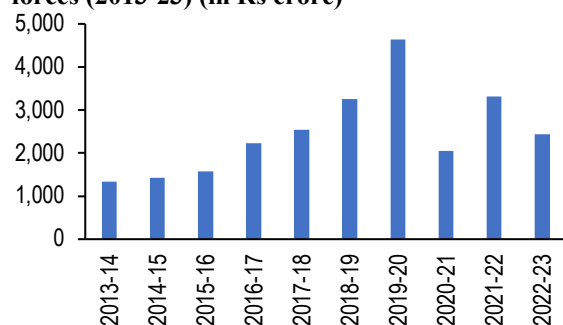
Table 8: Expenditure related to modernisation of police (in Rs crore)

Major Head	2021-22 Actuals	2022-23 RE	2023-24 BE	% Change (RE 22-23 to BE 23-24)
SRE and SIS for LWE areas	3,136	2,025	2,781	37%
Modernisation of State Police Forces and CCTNS	170	153	264	73%
Narcotics Control Bureau	-	5	5	-
Modernisation of forensic capacities	-	250	750	200%
Total	3,306	2,433	3,800	56%

Note: BE – Budget Estimates, RE – Revised Estimates.
Source: Union Budget 2023-24; PRS.

Between 2011-12 and 2023-24, the expenditure on modernisation of police forces has increased at an average annual rate of 15%, despite a reduction in the last three years (Figure 7). In 2019-20, states were released Rs 781 crore for the modernisation of police forces.²⁹ About 62% of the funds released were underutilised in 2019-20. Out of the total released funds, Rs 120 crore was released to some states for better performance incentives. Andhra Pradesh, Tamil Nadu, and Gujarat were some of the states that received better performance incentives.²⁹

Figure 7: Expenditure on modernisation of police forces (2013-23) (in Rs crore)



Note: Revised Estimates used for 2021-22 and Budget Estimates used for 2023-24. Actuals used for all other years.
Source: Union Budgets 2015-16 to 2023-24; PRS.

Modernisation of Forensic Capacities

The Modernisation of Forensic Capacities Scheme is aimed to assist States/UTs to develop and modernise quality forensic science facilities and facilitate availability of trained manpower.³⁰ In 2023-24, Rs

700 crore has been allocated for the modernisation of forensic capacities, which is a 180% increase from the revised estimates for 2022-23. The key challenges faced by the Forensic Science Laboratories (FSL) include: (i) increasing capacities in FSL for timely investigation, (ii) upgrading technologies, (iii) availability of trained manpower, and (iv) ensuring quality assurance and control.³⁰

One of the functions of a forensic laboratory is to provide forensic crime case analytical support to the investigating agencies and the judiciary.³¹ Forensic laboratories conduct DNA-based forensic investigation on crimes such as, homicide, sexual assault, and robbery.³² The Standing Committee on Education, Women, Children, Youth, and Sports (2021) noted that law enforcement agencies failed to ensure timely justice against crimes against women.³³ The Committee noted that accessibility to forensic capacities would increase the conviction rate by building a stronger case against perpetrators.

Currently, there are six Central Forensic Laboratories (CFL) of the Directorate of Forensic Science Laboratories.³⁴ An additional CFL is under the control of the Central Bureau of Investigation in Delhi. As of July 2022, there are 32 State Forensic Laboratories, 81 Regional Forensic Science Laboratories, and 529 Mobile Forensic Science Vehicles with states and union territories.³⁰

Forensic labs are not uniformly distributed across states/UTs. For instance, Uttar Pradesh and Bihar have four and two functional regional forensic science laboratories, respectively. Andhra Pradesh and Tamil Nadu have five and ten, respectively.²⁰

The Committee on Home Affairs (2022) recommended that the Ministry should set up one forensic laboratory in every state capital within a two-year timeframe and every city with a population over one million persons.¹¹

Lack of cyber crime cells

Under the Police Modernisation Scheme, the Ministry is supporting the establishment of Cyber Crime Police Station and Cyber Crime Investigations and Forensic Training Facilities in each State/UT. The Standing Committee on Home Affairs (2022) noted the rising rate of cyber crimes in the country.¹¹ In 2021, there were 52,430 cyber crime cases reported, which was a 5.5% increase from 2020.³⁵

The Committee highlighted that certain states, such as Rajasthan, Goa, and Punjab, do not have a single cyber crime cell. As of January 2021, there were 466 cyber crime cells and 202 cyber crime police stations in the country.⁶ Only three cyber crime police stations were located across the union territories (two in J&K and one in Puducherry). Jammu and Kashmir

does not have a single cyber crime cell. Further, a Comptroller and Audit General Report (2020) observed that out of the 142 personnel deployed in the Delhi Police Cyber Crime Unit, only five had technical qualification and 35 personnel had general proficiency in computers.²²

The Committee recommended the Ministry to coordinate with states to set up cybercrime cells in every district. Further, it recommended that the cybercrime cells should set up separate cells to monitor different kinds of cybercrimes, such as social media crime and dark web monitoring cells.

Increase in narcotics trafficking

There has been an increase in the narcotics trafficking and illegal substance abuse in the country.^{36,11} India is vulnerable as a transit point for drug trafficking due to its geographical location, between the Golden Crescent and Golden Triangle.³⁷ The Golden Crescent (Afghanistan-Pakistan-Iran) and Golden Triangle (Thailand-Laos-Myanmar) are major opium producing regions of the world. According to the Ministry of Social Justice and Empowerment, the consumption of drugs has increased from 2004 to 2019.³⁸ The United Nations Office on Drug and Crime (UNODC) World Drug Report 2022, ranked India in the top five countries for the quantity of cannabis, opium, heroine, and morphine seized.³⁹ The Standing Committee on Home Affairs (2022) noted that along with arresting the people for drug consumption; it would important to also break the supply chain network of drugs. It recommended that the NCB coordinate with state NCBs and other concerned agencies to counter the growing problem of drug trafficking, particularly from across the borders.¹¹

As of January 2021, there were 66 special police stations for narcotics and drug control.⁶ Bordering states such as Punjab and West Bengal do not have a special police station for narcotics and drug control. In 2023-24, five crore rupees had been allocated to the Narcotics Control Bureau under the Centrally Sponsored Schemes.

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).⁴⁰ Disaster management includes capacity building, mitigation, and response to natural calamities and man-made disasters. Allocation towards various items is shown in Table 7.

Currently, the central and state governments share costs for disaster management initiatives. The cost-sharing pattern between centre and states is: (i) 90:10 for north-eastern and Himalayan states, and (ii) 75:25 for all other

states. In 2021, the 15th Finance Commission recommended retaining this pattern.²³

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

Department	2021-22 Actuals	2022- 23 RE	2023- 24 BE	% Change (BE 2023-24/ RE 2022- 23)
National Disaster Response Force	1,305	1,419	1,601	13%
National Cyclone Risk Mitigation Project	170	166	110	-34%
Disaster management infrastructure	128	92	142	54%
Other schemes	238	106	252	138%
Total	1,841	1,782	2,105	18%

Note: BE – Budget Estimates, RE – Revised Estimates.
Source: Union Budget 2023-24; PRS.

National Disaster Response Force

The National Disaster Response Force (NDRF) is a specialised force responsible for disaster response and relief. For 2023-24, NDRF has been allocated Rs 1,601 crore, which is 13% higher than the revised estimates for 2022-23.

As on January 2021, the sanctioned strength of the NDRF is 18,555 personnel, with a vacancy rate of 34%.⁶ The Standing Committee on Home Affairs (2018) noted that there was a standard operating procedure for deployment of the National Disaster Response Force during a disaster, according to which states can requisition for forces. However, states may be unable to make optimal assessment of the requirements, which could lead to competing demands for mobilisation of forces in disaster-stricken areas.

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/UTs 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.⁴¹

The Ministry of Earth Sciences stated that there was a decrease in the frequency of cyclonic storms in the Bay of Bengal and an increasing trend in the Arabian Sea.⁴² However, coastal vulnerability continues over the Bay of Bengal region with about 60 to 80% of cyclones causing loss of life and property.⁴²

For 2023-24, a budgetary allocation of Rs 110 crore has been made towards this project. This is a 34% decrease from the revised estimates for 2022-23. The decrease of funds from the NCRMP does not factor in the overall rise of cyclone and coastal vulnerability in India.

National Disaster Response Fund

Section 44 of the Disaster Management Act, 2005 mandates the creation of a National Disaster Response Fund and State Disaster Response Funds.⁴³ The central government supplements the efforts of state governments by providing logistic and financial support in case of natural disasters of severe nature.⁴⁴ 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. The National Disaster Response Fund is financed through the National Calamity Contingency Duty (NCCD) imposed on specified goods under central excise and customs.⁴⁵ For the year 2023-24, a budgetary allocation of Rs 8,780 crore has been made to the fund.

Table 10: Budget allocation for National Disaster Response Fund (in Rs crore)

Department	2021-22 Actuals	2022-23 Revised	2023-24 Budget	% Change (BE 2023-24/ RE 2022- 23)
National Disaster Response Fund	6,130	8,000	8,780	10%

Note: Allocation to the National Disaster Response Fund is made by the Ministry of Finance.

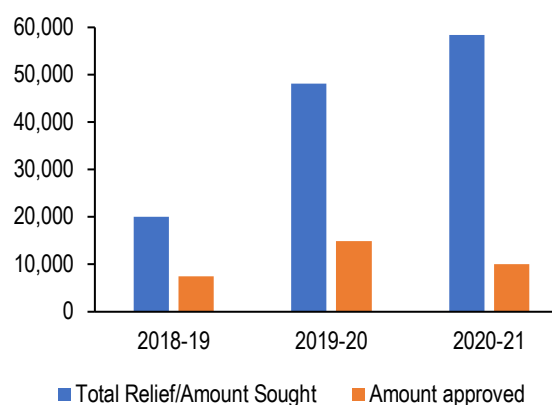
BE – Budget Estimates, RE – Revised Estimates.

Source: Union Budget 2023-24; PRS.

The 15th Finance Commission has recommended that the allocation for the National Disaster Risk Management Fund (NDRMF) be Rs 68,463 for the duration of 2021-26.²³ The National Disaster Response Fund would get 80% of the total allocation of the NDRMF. Further, central assistance to states should be provided on a graded cost-sharing pattern. States must contribute: (i) 10% of assistance for grants of up to Rs 250 crore, (ii) 20% of assistance for grants of Rs 250-500 crore, and (iii) 25% of assistance for grants of over Rs 500 crore. The 15th Finance Commission also recommended replacing the existing system of damages caused by natural calamities with a two-stage assessment. The two-stage assessment would assess: (i) initial humanitarian need for response and relief assessment, and (ii) a post-disaster needs assessment (PDNA) for recovery and rehabilitation.

There is a large gap between the relief/amount sought by state government from the National Disaster Response Fund and the amount allocated to them.⁴⁶ In all years between 2018-19 and 2020-21, the amount approved from the National Disaster Response Fund accounted for less than half of the amount sought by states. In 2020-21, the amount approved made up for 17% of the amount sought (see Figure 8).

Figure 8: Amount approved from National Disaster Response Fund between 2018-19 and 2020-21 (in Rs crore)



Source: Unstarred Question No. 1986, Rajya Sabha, Ministry of Home Affairs, December 15, 2021; PRS.

Evolving demands of climate change

The Intergovernmental Panel on Climate Change (2022) identified India as one of the most vulnerable countries to climate change.⁴⁷ There has been an increase in the observed natural disasters like cyclones and floods.⁴⁸ Further, about 89% of India's land mass is prone to earthquakes of different intensities.⁴⁹ The impact of climate change and various kinds of natural disasters are expected to continue as a challenge for India in the future. The 15th Finance Commission noted that India has experienced a large-scale of different climate disasters from floods in Uttarakhand and Bihar to cyclones in Odisha and Bengal.²³ Therefore, the question of fund allocation needs to be addressed considering the changing demands of states.

The Standing Committee on Finance (2019) noted the wide gap between the funds sought by affected states and those released by the central government.⁵⁰ The Committee recommended an annual increase of 15% in the total corpus of SRDF, for the period 2020-25. The 15th Finance Commission replaced the expenditure-drive methodology for allocation of funds to states to address the disparity in allocations. The new methodology assesses a combination of: (i) capacity (expenditure), (ii) risk exposure (area and population), (iii) and hazard and vulnerability (risk index). For the year 2023-24, there has been a 10%

increase in the budgetary allocation for National Disaster Response Fund from the revised estimates of 2022-23 (Table 10). However, the percentage of funds released from the National Disaster Response Fund may not adequately address the rapidly changing climate challenges that face the country.

Grants to UTs

For 2023-24, Rs 61,118 crore has been allocated towards grants and loans for the administration of UTs. This is a decrease of 11% from the revised estimates for 2022-23 (Rs 69,040 crore). Of the total allocation, the highest share is for the UTs of Jammu and Kashmir (58%), and Ladakh (10%). These two UTs were formed after the reorganisation of the former state of Jammu and Kashmir in 2019. Allocation towards each of the UTs is shown below.

Table 11: Expenditure related to Union Territories (in Rs crore)

Union Territory	2021-22 Actuals	2022-23 RE	2023-24 BE	% Change (RE 22-23 to BE 23-24)
Ladakh	5,060	5,958	5,958	0%
Jammu and Kashmir	34,746	44,538	35,581	-20%
Andaman and Nicobar	5,718	5,508	5,987	9%
Chandigarh	4,433	5,131	5,436	6%
Dadra and Nagar Haveli & Daman and Diu	2,375	2,475	2,475	0%
Puducherry	1,880	3,130	3,118	0%
Lakshadweep	1,248	1,322	1,395	5%
Delhi	1,029	977	1,168	20%
Total	56,490	69,040	61,118	-11%

Note: BE – Budget Estimates, RE – Revised Estimates.
Source: Union Budget 2023-24; PRS.

Census

In 2023-24, the Census, Survey, and Statistics Registrar of India was allocated Rs 1,565 crore. This is an increase of 180% over the revised estimates of 2022-23 (Rs 553 crore). As of February 2023, the 16th Census of India has not taken place. In December 2022, the government stated that the reason for the postponement of the Census 2021 was the outbreak of the COVID-19 pandemic.⁵¹

Since the Census of 1881, censuses have been undertaken without interruption once every decade.⁵² Several schemes and determining eligibility of beneficiaries depends on Census data. For instance, the National Food Security Act, 2013 determines the

number of eligible beneficiaries based on the latest census figures. These figures have not been updated since 2011 and may be leading to the exclusion of potential beneficiaries.⁵³

Further, Article 82 of the Constitution provides for the delimitation of Lok Sabha constituencies.⁵⁴ Currently, the number of seats for each state is based on the Census of 1971 and will be readjusted next based on the first census after 2026. If the census is not published till 2026, then this census will be the basis of readjustment.

Table 12: Expenditure related to Census (in Rs crore)

	2021-22 Actuals	2022-23 RE	2023-24 BE	% Change (BE 2023-24/ RE 2022-23)
Census	505	553	1,565	183%

Note: BE – Budget Estimates, RE – Revised Estimates.
Source: Union Budget 2023-24; PRS.

Annexure

Table 13: Expenditure on the Central Armed Police Forces in the last ten years (in Rs crore)

Department	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24
CRPF	12,747	14,327	16,804	18,560	21,974	25,133	24,410	27,307	29,325	31,772
BSF	11,687	12,996	14,909	16,019	18,652	20,254	19,322	21,491	22,718	24,771
CISF	4,955	5,662	6,563	7,614	9,115	10,421	11,218	11,373	12,202	13,215
SSB	3,148	3,418	4,045	4,641	5,420	6,382	6,017	6,940	7,654	8,329
ITBP	3,399	3,773	4,641	5,078	5,699	6,625	6,143	6,965	7,461	8,097
AR	3,450	3,848	4,724	5,031	5,694	5,632	5,499	6,046	6,658	7,052
NSG	527	569	697	968	1,007	1,114	930	1,151	1,293	1,287
Departmental Accounting	74	78	92	95	110	111	112	122	132	142
Total	39,988	44,669	52,474	58,007	67,670	75,672	73,650	81,396	87,444	94,665

Note: Revised Estimates used for 2021-22, and Budget Estimates used for 2023-24; actuals used for all other years.

CRPF – Central Reserve Police Force; BSF – Border Security Force; CISF – Central Industrial Security Force; AR – Assam Rifles; ITBP – Indo-Tibetan Police Force; SSB – Sashstra Seema Bal; NSG – National Security Guard.

Source: Union Budgets 2015-16 to 2023-24; PRS.

Table 14: Vacancies in CAPFs (2013-21) (in lakhs)

Year	Sanctioned strength	Actual strength	Vacancies (in %)
2013	9.1	8.3	9%
2014	9.3	8.7	6%
2015	9.5	8.9	7%
2016	9.7	9.0	7%
2017	10.8	9.2	15%
2018	9.9	9.3	6%
2019	10.1	9.2	9%
2020	10.2	9.1	10%
2021	10.2	9.0	11%

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

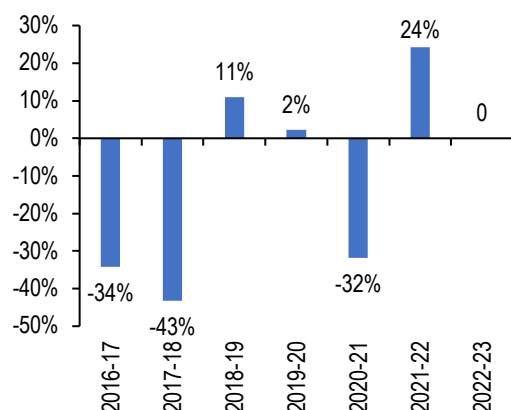
Source: Bureau of Police Research and Development; PRS.

Table 15: State-wise releases from NDRF in 2021-22 (as on December 9, 2021) (in Rs crore)

State	Releases from NDRF	% of total releases
Gujarat	1,000	28%
Jharkhand	200	6%
Karnataka	629	18%
Maharashtra	701	20%
Odisha	500	14%
Tamil Nadu	214	6%
West Bengal	300	8%
Total	3,544	

Source: Unstarred Question No. 2668, Lok Sabha, December 14, 2021; PRS.

Figure 9: Utilisation of funds for police infrastructure for Delhi Police



Note: Revised Estimates used for 2022-23.

Source: Union Budgets 2017-18 to 2023-24; PRS.

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