

Demand for Grants 2021-22 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 makes certain grants to eight Union Territories (UTs). The Ministry was also the nodal authority for managing the COVID-19 pandemic.^{1,2,3,4,5}

In this note we analyse the expenditure trends and budget proposals of the Ministry for 2021-22, and discuss some issues across the sectors administered by the Ministry.

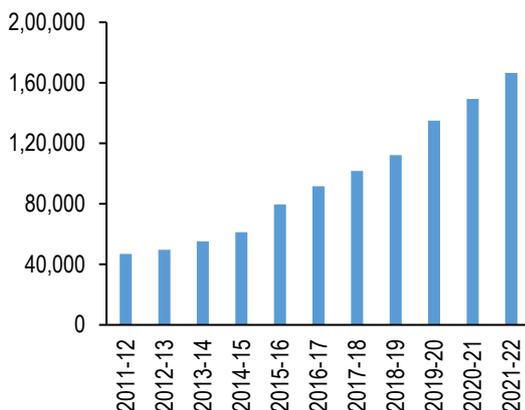
As 2020-21 had extra-ordinary expenditure on account of COVID-19, we have used annualised increase (CAGR) over the 2019-20 figures for comparison across all our Tables.

Overview of Finances

The Ministry has been allocated Rs 1,66,547 crore in Union Budget 2021-22. This is an 11% annualised increase from the actual expenditure in 2019-20. The budget for the Ministry constitutes 4.8% of the total expenditure budget of the central government in 2021-22 and is the third highest allocation.⁶

Figure 1 shows the expenditure of the Ministry between 2011 to 2021. 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 the expenditure over the last ten years has been 13.5%.

Figure 1: Expenditure of the Ministry of Home Affairs (2011-22) (in Rs crore)

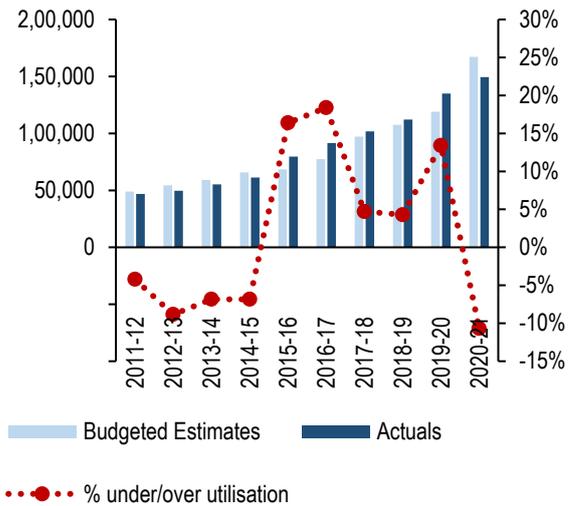


Note: Figures for 2020-21 are Revised Estimates and for 2021-22 are Budget Estimates.
Sources: Union Budget 2011-12 to 2021-22; PRS.

Figure 2 shows the budget allocation and actual expenditure between 2011-12 and 2021-22, and the percentage of utilisation of funds. Revised estimates

for expenditure in 2020-21 were 10.7% lower than budgeted expenditure. This is the first estimate since 2015-16, where expenditure of the Ministry has been lower than the budgeted estimates.

Figure 2: Budget estimates v/s actual expenditure (2011-21) (in Rs crore)



Note: Figures for 2020-21 are Revised Estimates.
Sources: Union Budget 2011-22; PRS.

Of the Ministry's total budget for 2021-22, (i) 62% of the expenditure is on police, (ii) 32% is on grants made to all UTs, and (iii) 6% is on miscellaneous items such as disaster management, rehabilitation of refugees and migrants, census, and Cabinet. Table 1 shows the allocations to these three heads.

Table 1: Ministry of Home Affairs budget estimates (2021-22) (in Rs crore)

Major Head	2019-20 Actuals	2020-21 Revised	2021-22 Budget	Change (Annualised) (Actuals 2019-20 to BE 2021-22)
Police	1,02,027	92,849	1,03,803	1%
UTs	26,857*	51,282	53,026	41%
Others	6,094	5,257	9,718	26%
Total	1,34,978	1,49,388	1,66,547	11%

Note: *includes Grants to Jammu and Kashmir and Ladakh in lieu of Finance Commission Awards and share of Net Proceeds of Tax BE – Budget Estimates. Other expenditure within the Ministry includes disaster management and administrative matters.
Sources: Union Budget 2021-22; PRS.

Police: Expenditure on police includes allocation towards the Central Armed Police Forces, the Intelligence Bureau, and the Delhi Police. For 2021-22, Rs 1,03,803 crore has been allocated towards

police. This is an increase of 1% over the actual expenditure on police in 2019-20.

Grants and loans to Union Territories: In 2021-22, Rs 53,026 crore has been allocated for grants and loans for the administration of UTs. This is 41% higher than the actual expenditure for 2019-20 (Rs 26,857 crore). This is primarily because of the allocation to the new UTs of Jammu and Kashmir, and Ladakh (post reorganisation of the state in 2019). Allocation to these two UTs is 69% of the total amount allocated to all the UTs.

Allocations under this head include grants to five UTs without legislatures (Andaman and Nicobar Islands, Chandigarh, Dadra and Nagar Haveli and Daman and Diu, Lakshadweep, and Ladakh), and three UTs with legislatures (Delhi, Puducherry, and Jammu and Kashmir). Allocation towards each of the UTs is detailed in the Annexure.

Other items: Other items include disaster management, rehabilitation of refugees and migrants, and administrative matters (relating to the census, the secretariat and Cabinet). In 2021-22, these items have been allocated Rs 9,718 crore. This is a 26% annual increase from the actual expenditure in 2019-20. Further, the allocation for 2021-22 is 85% higher than the revised estimates for 2020-21 (Rs 5,257

crore). This is primarily due to an increase in allocation towards conducting the Census of India 2021 from Rs 755 crore in 2020-21 (as per the revised estimates) to Rs 3,768 crore in 2021-22.

Analysis of key areas of expenditure

Police

In 2021-22, Rs 1,03,803 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) the Delhi Police, responsible for maintenance of law and order in the national capital territory, and (iii) the Intelligence Bureau, which is the nodal agency for collection of domestic intelligence. Besides these, funds are also allocated for modernisation of police, development of police, and border infrastructure.

The budget for police is estimated to increase by 1% in 2021-22 over the revised estimates of 2020-21.

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

Department	2019-20 Actual	2020-21 Revised	2021-22 Budget	Change (Annualised) (Actuals 2019-20 to BE 2021-22)
Central Armed Police Forces	75,672	73,590	77,838	1%
Delhi Police*	8,424	8,242	7,909	-3%
Police Infrastructure	4,063	1,816	3,612	-6%
Modernisation of police	4,637	1,864	2,803	-22%
Intelligence Bureau	2,388	2,434	2,839	9%
Border Infrastructure	2,156	1,495	2,130	-0.6%
Others**	4,688	3,408	6,672	19%
Total	1,02,028	1,03,202	1,03,803	0.9%

Notes: *Includes expenditure on traffic management and communication network, upgradation of infrastructure and training, and induction of technology.

** Others includes schemes for safety of women, education and research, criminology and forensic science, Land Port Authority of India, and India Reserve Battalion.

BE – Budget Estimates.

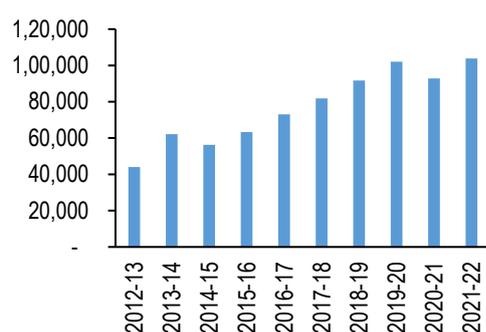
Sources: Union Budget 2021-22; PRS.

Figure 3 shows the trend in police expenditure over the last ten years (2012-22). Expenditure on police has increased at an average annual rate of 9%.

Managing the COVID-19 pandemic

Key measures taken by the Ministry of Home Affairs to manage the COVID-19 pandemic include:¹

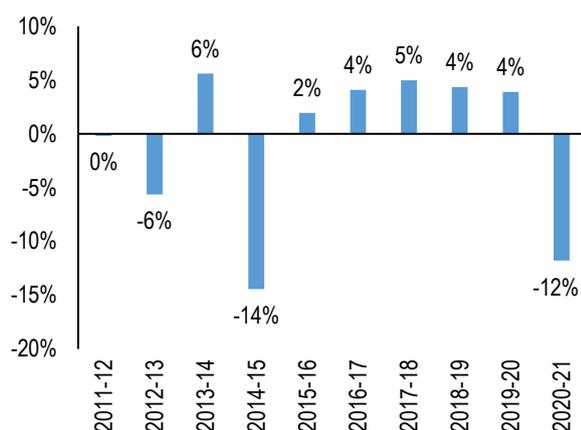
- The National Disaster Management Authority (which is under the Ministry) imposed a 21-day national lockdown in March 24, 2020 to contain the spread of COVID-19. All inter-state movement except those categorised as essential services were stopped. The lockdown has been extended twelve times, with the latest extension till February 28, 2021.⁵ Gradual relaxations on movement and services have been introduced in the extended lockdowns. The Ministry has stated that the capacity and health infrastructure such as availability of ICU beds and ventilators have been ramped up during the lockdown. The Standing Committee on Home Affairs (2021) observed that the sudden imposition of the lockdown had severe social and economic impact.¹
- The Ministry constituted 11 Empowered Groups on different aspects of COVID-19 management in March, 2020. These included: (i) medical emergency planning, (ii) augmenting human resource and capacity building, and (iii) technology and data management.⁴
- Inter-Ministerial central teams were established in West Bengal, Maharashtra, Madhya Pradesh and Rajasthan to examine issues including: (i) supply of essential commodities, (ii) preparedness of health infrastructure, and (iii) conditions of relief camps.²
- The Ministry allowed states to spend up to 50% of the funds in State Disaster Response Funds to contain COVID-19. The permission applies towards expenditure on: (i) quarantine, sample collection and screening facilities, and (ii) procurement of essential equipment/labs for COVID-19.³

Figure 3: Expenditure on police (2012-22) (in Rs crore)

Note: Revised Estimates used for 2020-21 and Budget Estimates for 2021-22. Actuals used for all other years.

Sources: Union Budgets 2011-21; PRS.

Figure 4 shows the difference between the budget estimates and actuals expenditure for Police in percentage from 2011-22. Since 2015-16, the Ministry has been overspending on police than the estimates at the budget stage. However, in 2020-21, revised estimates were 12% lower than the budgeted estimates.

Figure 4: Budget estimates v/s actual expenditure on police (2011-21) (in Rs crore)

Note: Figures for 2020-21 are Revised Estimates.

Sources: Union Budgets 2011-22; PRS.

Central Armed Police Forces

The Ministry is responsible for the Central Armed Police Forces which is composed of seven 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, namely Border Security Force (BSF), Indo-Tibetan Border Police (ITBP), Sashastra Seema Bal (SSB) and Assam Rifles (AR). Table 9 in the Annexure discusses expenditure on each of the CAPFs in the past ten years.

The CAPFs are estimated to receive a total allocation of Rs 77,838 crore in 2021-22. This accounts for 75% of the expenditure on police. The highest

expenditure is towards the CRPF which will receive 34% (Rs 26,198 crore) of the total allocation for CAPF. This is an increase from the 2020-21 revised expenditure (Rs 24,788 crore) and the actual expenditure in 2019-20 (Rs 25,133 crore). The second highest expenditure is towards the Border Security Force which has been allocated 27% of the budget, i.e., Rs 20,730 crore. The allocation is an increase from the 2020-21 allocation (Rs 19,378 crore) and the actual expenditure in 2019-20 (Rs 20,254 crore).

Vacancies and delayed recruitment

As of January 2020, 10% of sanctioned posts were vacant in the CAPFs. The seven CAPFs had a total of 1,05,486 vacancies.⁷ 26% of total vacancies are from the BSF and 24% are from the CRPF. Table 3 shows the percentage of vacancies as of January 2020.

Table 3: Vacancies in CAPFs (as of January 2020)

CAPFs	Sanctioned Strength	Actual Strength	% of vacancies
CRPF	3,24,340	2,99,410	8%
BSF	2,65,173	2,37,750	10%
CISF	1,62,541	1,41,650	13%
SSB	97,244	78,809	19%
ITBP	89,567	82,631	8%
AR	66,408	60,524	9%
NSG	10,844	9,857	9%
Total	10,16,117	9,10,631	10%

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

Sources: "Data of Police Organizations", Bureau of Police Research and Development, 2020; PRS.

The Standing Committee on Home Affairs (2019) noted that continued vacancies were observed in the Central Armed Police Forces.^{8,9} Further vacancies for doctors, cooks and other staff were not being filled in a timely manner which impacts service and living conditions for personnel. The Standing Committee (2018) observed that there was a lack of foresight, planning, and estimation of future vacancies, leading to delay in recruitment.¹⁰ Delays in recruitment lead to a failure to regularise training cycle by forces.⁸ It has recommended the Ministry to proactively identify vacancies and report the same to recruitment agencies in a time-bound manner.

Service and living conditions

The Standing Committee on Home Affairs (2018, 2019) has highlighted shortfall in housing, poor quality of food, and lack of access to clean drinking water among the issues in living conditions for CAPFs.^{8,9,10}

The Standing Committee (2019) while discussing the housing shortage for the four border-guarding CAPFs

noted that 39% of the 2.7 lakh sanctioned houses were available. Another 2019 report also stated that only 12% of houses sanctioned for CRPF were available.⁸ Within the available housing, there is a further shortage of housing for non-gazetted officers. The government states that this is primarily due to difficulty in land acquisition and limited executive power at the local level. Housing shortage has also been highlighted as an issue for other CAPFs.⁹

The issue of food quality has also been highlighted. In case of border-guarding CAPFs, the Standing Committee (2019) has observed that it is difficult to ensure a regular supply of nutritious food due to postings in remote areas. However, it has recommended to ensure routine inspection of quality and supply of food.⁸ For other CAPFs, the Committee recommends establishing location specific systems of procurement and provision of food. It further suggested implementing inbuilt quality checks through external food inspections.⁹

Access to clean drinking water for border-guarding forces is also a challenge. The government estimates that 82% of ITBP, 78% SSB, 43% of AR, and 16% of BSF out-posts have not been provided with potable water. The Committee has recommended the Ministry to take requisite steps and for the forces to ensure inspections to ensure continued access to water for personnel.^{9,10}

Training and management

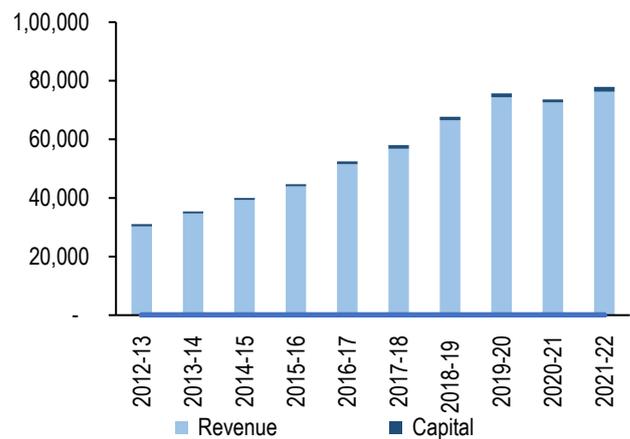
All CAPFs have set up training institutes to meet their training requirements and imparting professional skills on specialised topics. The Estimates Committee (2020) recommended that the contents of training should include latest technologies such as IT and cyber security alongside conventional training.¹¹

In terms of organisational management, the Standing Committee (2019) highlighted the issue of stagnation in promotion among personnel of the CAPFs. For example, in the ITBP, a constable gets promoted to head constable in 12-13 years, against the required period of five years.¹⁰ In the case of CISF, the same promotion takes 22 years.¹² In this context, the Standing Committee (2018) recommended that cadre review of the CAPFs must be expedited to ensure that promotions take place in a timely manner.¹²

Modernisation of CAPFs

Figure 5 shows the distribution between revenue and capital expenditure for the seven CAPFs between 2012-13 and 2021-22. Capital expenditure is allocation for procurement of machinery and equipment, and motor vehicles, whereas revenue expenditure is on items such as salaries, arms and ammunition, and clothing. Note that the capital component does not include funds for construction.

Figure 5: Revenue vs Capital expenditure for CAPFs (2012-22) (in Rs crore)



Note: Figures for 2020-21 are Revised Estimates and for 2021-22 are Budget Estimates. Figures for all other years are actuals. Sources: Union Budget 2012-22; PRS.

The average capital expenditure between 2012-13 and 2021-22 was 2% of the total expenditure on CAPFs. Between 2013-18, the actual capital expenditure was Rs 726 crore out of a budgeted amount of Rs 1,128 crore.¹¹

The Estimates Committee (2018) stated that the procurement process under the Modernisation Plan was cumbersome and time-consuming.¹³ It recommended that bottlenecks in procurement should be identified and corrective action taken. Further, it stated that the Ministry and CAPFs should hold negotiations with ordnance factories and manufacturers in public or private sector to ensure uninterrupted supply of equipment.¹³

The 15th Finance Commission has recommended establishing the Modernisation Fund for Defence and Internal Security to bridge the gap between budgetary requirements and allocation for capital outlay in defence and internal security. The fund will have an estimated corpus of Rs 2.4 lakh crore over 2021-26.¹⁴

Mobility and connectivity in border areas

Mobility of border guarding forces has been identified as an issue affecting their operational efficiency.¹⁰ There is a shortage of 4,210 km of road at the Indo-Pakistan and Indo-Bangladesh border where BSF personnel are located. There is also a lack of adequate all-weather roads in remote areas where personnel from the Assam Rifles are posted.¹⁰ The Standing Committee on Home Affairs (2019) has also noted that there is no provision for mobile connectivity in many border outposts, and had recommended that the Ministry provide optical fibre cable connectivity and expand telecom connectivity.

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. For 2021-22, Rs 2,130 crore has been budgeted for border infrastructure and management. Further, note that, the revised estimates in 2020-21 (Rs 1,495 crore) were 31% lower than the actual expenditure in 2019-20.

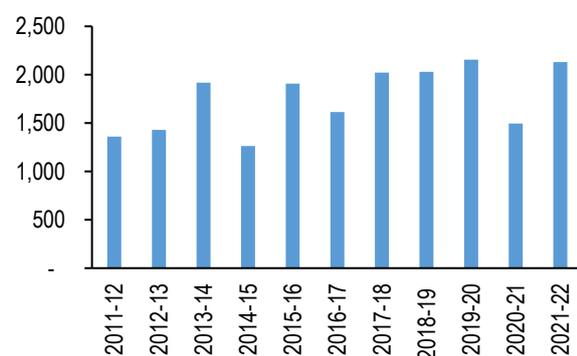
Table 4: Expenditure related to border infrastructure and management (in Rs crore)

Department	2019-20 Actuals	2020-21 Revised	2021-22 Budget	Change (Annualised) (Actuals 2019-20 to BE 2021-22)
Maintenance and Border Check post	217	206	209	-2%
Capital Outlay	1,939	1,289	1,921	-0.5%
Total	2,156	1,495	2,130	-1%

Sources: Union Budget 2021-22; PRS.

Figure 6 shows the total expenditure on border infrastructure and management between 2011 and 2021. The expenditure has increased at an annual average growth rate of 5% during this period.

Figure 6: Expenditure on border infrastructure and management (2011-21) (in Rs crore)



Sources: Union Budgets 2011-22; PRS.

Note: Revised Estimates used for 2020-21 and Budget Estimates used for 2021-22. Figures for all other years are actuals.

Delhi Police

An amount of Rs 7,909 crore has been allocated to the Delhi Police in the 2021-22 budget. This is an annualised decrease of 3.1% compared to the actual expenditure for 2019-20.

Quality of investigation

The number of solved and unsolved cases of the Delhi Police between 2015-2018 is given in Table 5.

Table 5: Number of cases reported to and solved by the Delhi Police (2015-2018)

Year	Cumulative Cases reported	Cumulative 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%

Sources: 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 investigation should be separated from law-and-order duties. This is primarily because police personnel were found to be overburdened by multi-faceted tasks including administration and personal security. Further, the Committee suggested that since investigation requires legal expertise, the training module of Delhi Police must include advanced courses on law and jurisprudence.¹⁵

The Committee also observed that extraneous pressure on investigating agencies was impacting quality of investigations and causing delays in resolution of cases.¹⁵

Vacancies

As of January 2020, 11% of the total sanctioned posts in the Delhi Police were vacant.¹⁶ The vacancies in Delhi Police between 2015-20 are given in Table 6.

Table 6: Vacancies in Delhi Police (2015-20)

Year	Sanctioned strength	Actual strength	% of vacancies
2015	82,242	77,083	6%
2016	82,224	76,348	7%
2017	84,417	82,979	2%
2018	86,531	74,712	14%
2019	91,963	82,190	11%
2020	91,962	82,195	11%

Sources: "Data of Police Organizations", Bureau of Police Research and Development, 2015-20; 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.¹⁵ It recommended that the Delhi Police may take the assistance of the Bureau of Police Research and Development to improve the operational efficiency of the organisation.

Corruption and transparency

The Standing Committee on Home Affairs (2014) stated that public perception and anecdotal evidence pointed towards widespread corruption and rent-seeking within the Delhi Police.¹⁵ The Committee recommended several measures including: (i)

establishing proactive vigilance squads and strict follow up actions to investigations, (ii) prompt enquiry into complaints of corruption, and (iii) mandatory filing of returns for assets by officers of every rank.

The central government has stated that vigilance units of the Delhi Police strictly monitor police personnel and are empowered to take suo-moto action. Helplines to complain or inform about instances of bribery or corruption have also been established by the Ministry in 2014.¹⁷

Intelligence Bureau

The Intelligence Bureau (IB) is responsible for the collection of intelligence within India, and is the primary agency for counter-intelligence. An amount of Rs 2,839 crore has been allocated to the IB in 2021-22, which is 9% higher than the actual expenditure in 2019-20 (Rs 2,388 crore).

Multi Agency Centre

The government set up a Group of Ministers (GoM) in 2000, to comprehensively review the national security framework.¹⁸ 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.¹⁸ Based on these recommendations, the Multi Agency Centre was set up in the IB, for collating and sharing intelligence with all other security agencies.¹⁸ Further, Subsidiary Multi Agency Centres have been set up at the state-level to ensure better coordination between intelligence agencies.¹⁸

The Standing Committee on Home Affairs (2017) observed that state agencies have made lower contribution in the overall inputs received by the Multi Agency Centre.¹⁸ 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 with the Multi Agency Centre.¹⁸

Modernisation of Police Forces

For 2021-22, 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.

The Modernisation of State Police Forces Scheme is a centrally sponsored scheme. The cost-sharing pattern between centre and states is: (i) 90:10 for north-eastern and Himalayan states, and (ii) 60:40 for all other states.¹⁹

Rs 2,803 crore has been allocated for the modernisation of police forces in 2021-22, which is 22% lower than the actual expenditure for 2019-20. Revised estimates for 2020-21 are 40% lower than the actual expenditure for 2019-20.

Table 7: Expenditure related to modernisation of police (in Rs crore)

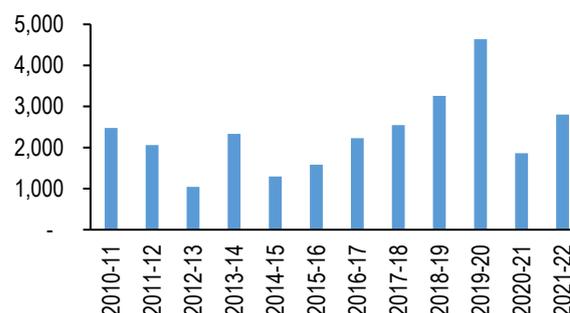
Major Head	2019-20 Actuals	2020-21 Revised	2021-22 Budget	Change (Annualised) (Actuals 2019-20 to BE 2021-22)
SRE and SIS for LWE areas	3,707	1,757	2,135	-24%
Modernisation of State Police Forces and CCTNS	930	107	669	-15%
Total	4,637	1,864	2,803	-22%

Sources: Union Budget 2021-22; PRS.

BE – Budget Estimates, RE – Revised Estimates.

Figure 7 shows the expenditure on modernisation of police forces between 2010-22. The expenditure has increased at an average annual rate of 3% in this period.

Figure 7: Expenditure on modernisation of police scheme (in Rs crore) (2010-22)



Sources: Union Budgets 2010-22; PRS.

Notes: Revised Estimates used for 2020-21 and Budget Estimates used for 2021-22. 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. Other objectives under the scheme include upgradation of training infrastructure, police housing, and computerisation of records.¹¹

The Comptroller and Auditor General (CAG) has highlighted lapses in the implementation of the modernisation scheme in various states. For instance, in case of Jharkhand, a 2020 CAG report found that shortage of modern weapons increased between 2013-2018.²⁰ Further, distribution of arms and ammunitions in the field was not uniform and impacted performance. Resource mapping was also found to be inadequate. For instance, 91% of

communication sets used by the police were found to be analogue, which were susceptible to interception.²⁰

An audit of Karnataka for the period 2012-17, found shortages of weapons ranging between 37% and 72% for various types of arms. The audit also found that, as of March 2017, all communication sets available with the Karnataka police were obsolete.²¹

In the case of Maharashtra, an audit was carried out for the period 2011-12 to 2016-17.²² The CAG found a shortage of 45% for modern weaponry in the state. Further, only 8% of the planned construction work under the scheme (including police stations), was completed between 2011-16.²²

The Standing Committee (2020) noted that there was under-utilisation of funds and recommended measures to improve capacity of implementing agencies. The Committee has also highlighted that a major share of funds earmarked for the purpose of modernisation of police forces went towards improving infrastructure. It recommends allocating more funds for enabling mandatory training of police forces to develop people friendly attitudes, and for maintaining equipment bought for further use.²³ The importance of training with efforts for modernisation has also been iterated by the CAG in its reports.^{20,21}

Disaster management

The Ministry of Home Affairs is the nodal ministry for handling all disasters other than drought, which is handled by the Ministry of Agriculture.²⁴ Disaster management includes capacity building, mitigation, and response to natural calamities and man-made disasters. Allocation towards various items is shown in Table 8.

Table 8: Expenditure on major items related to disaster management (in Rs crore)

Department	2019-20 Actuals	2020-21 Revised	2021- 22 Budget	Change (Annualised) Actuals 2019-20 - BE 2021-22)
National Disaster Response Force	934	1,033	1,209	14%
Disaster management infrastructure	146	106	72	-30%
National Cyclone Risk Mitigation Project	225	99	296	15%
Other schemes	128	122	113	-6%
Total	1,433	1,360	1,691	9%

Note: BE – Budget Estimates. Sources: Union Budget 2021-22; PRS.

Currently, centre 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. State disaster management funds have a corpus of Rs 1.6 lakh crore (centre's share is Rs 1.2 lakh crore). In 2021, the 15th Finance Commission (2021) recommended retaining this pattern.¹⁴

National Disaster Response Force

The National Disaster Response Force (NDRF) is a specialised force that is responsible for disaster response and relief. For 2021-22, the budget estimate for the NDRF is Rs 1,209 crore, which is 14% higher than the actual expenditure for 2019-20.

The Standing Committee on Home Affairs (2018) noted that there was a standard operating procedure for deployment of NDRF during a disaster, according to which, states can requisition for forces.²⁸ 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.²⁸

The 15th Finance Commission (2021) has recommended sub-dividing allocations to the NDRF encompassing the complete disaster management cycle: (i) response and relief, recovery and reconstruction, (ii) preparedness and capacity building. It recommends ensuring flexibility for re-allocation within these sub-windows. The Commission further recommends providing central assistance to states 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 between Rs 250-500 crore, and (iii) 25% of assistance for grants of more than Rs 500 crore.¹⁴

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 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.

For 2021-22, a budgetary allocation of Rs 296 crore has been made to this project. This is a 15% increase from the actual expenditure for 2019-20.

The Standing Committee (2018), noted that forecasting the rapid intensification of cyclones (as in the case of cyclone Ockhi), 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.²⁸

The Standing Committee (2020) further said that commissioning of early-warning dissemination systems in states including Odisha and Andhra Pradesh may increase pre-cyclone preparedness.²¹ However, even for projects commissioned in 2015, construction had not begun, which may have adverse impacts during the cyclonic season.²³

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 in case of severe natural calamities, where the State Disaster Response Fund is insufficient to cover the required expenditure.²⁵ 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.²⁵ For the year 2021-22, a budgetary allocation of Rs 1,209 crore has been made to the fund, which is a 38% decrease from the actual expenditure in 2019-20 (Rs 934 crore).

The National Disaster Response Fund is financed through the National Calamity Contingency Duty (NCCD) imposed on specified goods under central excise and customs.²⁶

In order to receive assistance from the NDRF, state governments must submit a memorandum indicating the damage and requirement of funds.²⁷ On receipt of the memorandum, an Inter-Ministerial Central Team (IMCT) is constituted which will submit a report after an on-the-spot assessment of the damage. Thereafter, a High-Level Committee 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 High-Level Committee.²⁸ 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.²⁸

Annexure

Table 9: Expenditure on grants to Union Territories (in Rs crore)

	2019-20 Actuals	2020-21 Revised	2021-22 Budget	% change BE 21-22 /RE 20-21	% of total allocation
Jammu and Kashmir	11,729*	30,757	30,757	0%	58%
Ladakh	-	5,958	5,958	0%	11%
Andaman and Nicobar	4,949	4,825	5,317	10%	10%
Chandigarh	4,144	4,155	4,661	12%	9%
Puducherry	1,601	1,703	1,730	2%	3%
Lakshadweep	1,297	1,350	1,441	7%	3%
Dadra and Nagar Haveli and Daman and Diu	2,115	1,419	2,204	55%	4%
Delhi	1,022	1,116	958	-14%	2%
Total	26,857	51,282	53,026	3%	

Note: *includes Grants to Jammu and Kashmir and Ladakh in lieu of Finance Commission Awards and share of Net Proceeds of Tax BE – Budget Estimates, RE – Revised Estimates.

Sources: Union Budget 2021-22; PRS.

Table 10: Expenditure of the Central Armed Police Forces (in Rs crore)

Department	2012-13	2013-14	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
CRPF	9,983	11,124	14,327	16,804	18,560	21,974	25,133	24,788	26,198
BSF	9,095	10,294	12,996	14,909	16,019	18,652	20,254	19,378	20,730
CISF	3,798	4,301	3,773	6,563	7,614	9,115	10,421	10,677	10,342
ITBP	2,506	3,051	5,662	4,641	5,078	5,699	6,625	6,150	6,567
AR	2,901	3,276	3,848	4,724	5,031	5,694	5,632	5,580	6,161
SSB	2,179	2,719	3,417	4,045	4,641	5,420	6,382	5,950	6,480
NSG	500	498	569	697	968	1,007	1,113	955	1,235
Departmental Accounting	58.4	66.18	77.6	91.7	95	110	111	112	126
Total	31,020	35,329	44,668	52,474	58,006	67,670	75,671	73,590	77,838

Notes: Revised Estimates used for 2020-21 and Budgeted Estimates used for 2021-22; 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: Sashastra Seema Bal; NSG: National Security Guard.

Sources: Union Budget 2012-21; PRS.

Table 11: Vacancies in CAPFs (2012-20) (in lakhs)

	2012	2013	2014	2015	2016	2017	2018	2019	2020
Sanctioned strength	8.9	9.1	9.3	9.5	9.7	11.5	10.8	11	10.1
Actual strength	7.6	8.3	8.7	8.9	9	9.9	10	10	9.1
% of vacancies	14%	9%	6%	7%	7%	14%	7%	9%	10%

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

Sources: "Data of Police Organizations", Bureau of Police Research and Development, 2012-20; PRS.

Table 12: State-wise releases from NDRF in 2020-21 (as of November, 2020) (in Rs crore)

State	Releases from NDRF	% of total releases
West Bengal	1000	62%
Odisha	500	31%
Rajasthan	69	4%
Manipur	27	2%
Meghalaya	17	1%
Tripura	13	1%
Total	1624	

Sources: Allocation and Release of Funds from SDRF/ NDRF during 2021-22, Disaster Management Division, Ministry of Home Affairs; PRS

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