



Demand for Grants 2024-25 Analysis

Home Affairs

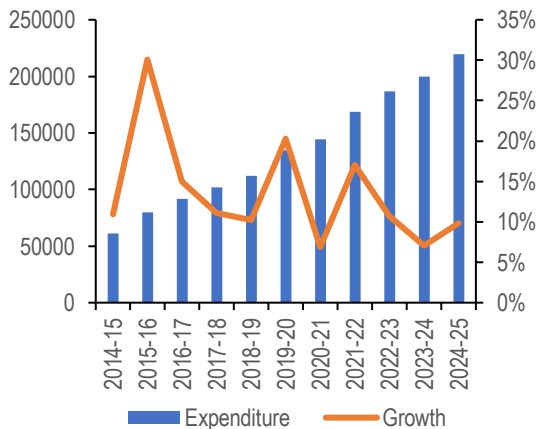
The Ministry of Home affairs has multiple responsibilities, the chief amongst them being: (i) internal security, (ii) federal police and paramilitary forces, (iii) border management, (iv) administration of union territories (UTs), (v) disaster management, and (vi) coordination with states.¹ Article 355 of the Constitution obligates the Union Government to protect every state against internal disturbances and external aggression.² The Ministry directly administers UTs that do not have a legislature of their own. It also makes transfers to UTs since they do not receive any share in central taxes.

This note analyses the expenditure trends and budget proposals for the Ministry of Home Affairs for 2024-25, and discusses issues across some major sectors administered by the Ministry.

Overview of Finances

In 2024-25, the Ministry of Home Affairs has been allocated Rs 2,19,643 crore (Figure 1). This is a 10% increase over the revised estimates for 2023-24 (Rs 2,00,035 crore). The budget for the Ministry constitutes 4.6% of the total expenditure budget of the union government in 2024-25, and is the fifth highest allocation across ministries. Since 2019, the expenditure of the Ministry also includes grants to the UTs of Jammu and Kashmir, and Ladakh.

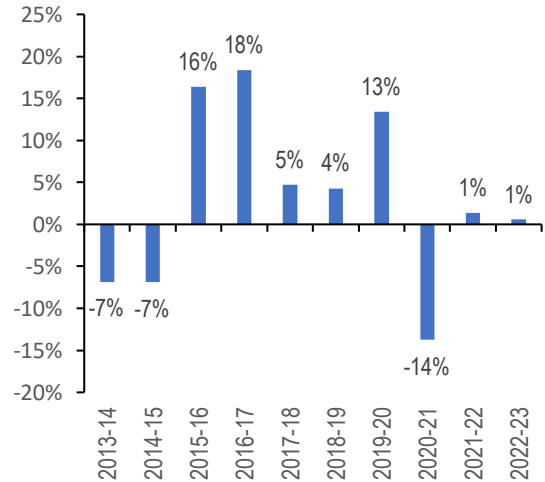
Figure 1: Expenditure of the Ministry of Home Affairs (2014-25) (in Rs crore)



Note: LHS is the expenditure, RHS is the growth. Figures for 2023-24 are Revised Estimates and figures for 2024-25 are Budget Estimates.
Source: Union Budgets of various years; PRS.

The expenditure of the Ministry has been higher than the budgeted expenditure in all years since 2015-16 (Figure 2). The exception was 2020-21, when the actual expenditure was 14% 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)



Source: Union Budgets of various years; PRS.

Of the Ministry’s total budget for 2024-25, (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).

Table 1: Ministry of Home Affairs budget estimates (2024-25) (in Rs crore)

Major Head	2022-23 Actuals	2023-24 Revised	2024-25 Budget	% Change (BE 2024-25/ RE 2023-24)
Police	1,15,640	1,26,436	1,43,276	13%
UTs	65,907	66,676	68,660	3%
Others	5,292	6,924	7,707	11%
Total	1,86,839	2,00,035	2,19,643	10%

Note: BE – Budget Estimates, RE – Revised Estimates. Expenditure under ‘Others’ includes disaster management and administrative matters.
Source: Union Budget 2024-25; PRS.

Police: Expenditure on police includes allocation towards the Central Armed Police Forces, the Intelligence Bureau, the Delhi Police, and the Jammu and Kashmir (J&K) Police. For 2024-25, Rs 1,43,276 crore has been allocated towards police. This is 13% more than the revised estimates for 2023-24. The increase in the budgeted estimate due to a Rs 9,789 crore allocation to J&K police.

Grants and loans to UTs: In 2024-25, Rs 68,660 crore has been allocated towards grants and loans for the administration of UTs. This is a 3% more as compared to the revised estimates for 2023-24 (Rs 66,676 crore). 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 70% of the total amount allocated to all UTs. These grants do not include police expenditure for Delhi and J&K police.

Other items: Other expenditure items of the Ministry include disaster management, rehabilitation of refugees and migrants, and administrative matters. In 2024-25, these items have been allocated Rs 7,707 crore. This is 11% more than the revised estimates for 2023-24 (Rs 6,924 crore). Allocation towards the Registrar General of India (responsible for the census) and transfers to Home Guards have been increased. Allocation to the Registrar General has increased from Rs 578 crore in 2023-24 (revised estimates) to Rs 1,309 crore in 2024-25. In 2022-23, the actual expenditure on the Registrar General was Rs 531 crore as compared to the budget estimate of Rs 3,676 crore. Transfers to home guards are estimated to increase from Rs 18.3 crore in 2023-24 (revised estimates) to Rs 566 crore in 2024-25.

Analysis of key areas of expenditure

Police

In 2024-25, Rs 1,43,276 crore has been budgeted for police expenditure. A majority of this expenditure is towards the Central Armed Police Forces, the Delhi and J&K police, and police infrastructure. Other heads of expenditure include schemes for the safety of women and on central police organisations.

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

	2022-23 Actual	2023-24 RE	2024-25 BE	% Change*
Central Armed Police Forces	88,040	94,741	96,950	2%
Delhi Police	11,527	11,940	11,180	-6%
Jammu and Kashmir Police	-	-	9,789	-
Police Infrastructure	2,867	3,269	3,824	17%
Intelligence Bureau	3,416	3,172	3,757	18%
Modernisation of police	2,896	2,837	3,720	31%
Border Infrastructure	2,136	2,260	3,152	40%
Others**	4,757	8,216	10,903	33%
Total	1,15,640	1,26,436	1,43,276	13%

Note: * % change refers to change (2024-25 BE/ 2023-24RE)

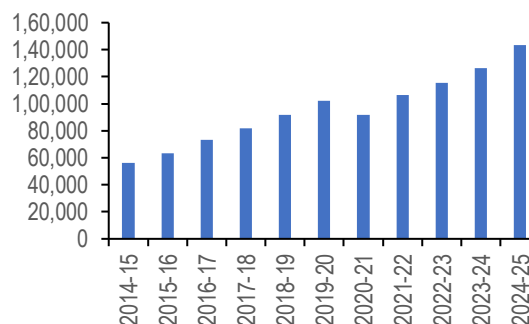
**Includes schemes, such as safety of women and Land Port Authority of India.

BE – Budget Estimates, RE – Revised Estimates.

Source: Home Affairs Demand for Grants 2024-25; PRS.

The total budget for police in 2024-25 has increased by 13% over the revised estimates for 2023-24. For 2024-25, the Ministry has allocated Rs 9,789 crore to the Jammu and Kashmir Police. This is in addition to the expenditure on police by the union territory in 2024-25 (Rs 6,626 crore).

Figure 3: Expenditure on police (2014-25) (Rs crore)

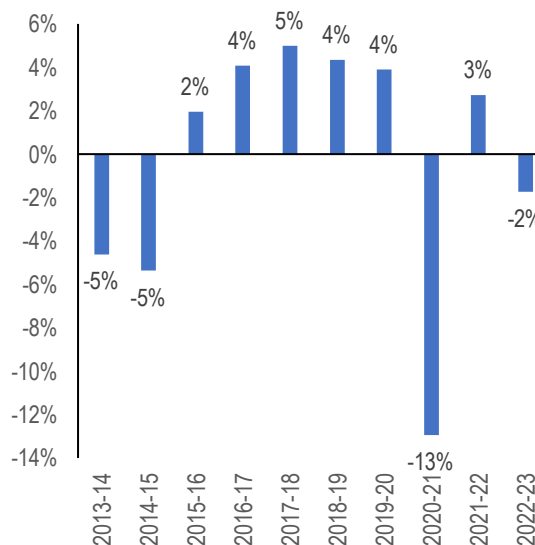


Note: Revised Estimates used for 2023-24 and Budget Estimates for 2024-25.

Source: Union Budgets of various years; PRS.

In 2022-23, utilisation of the budget allocated to police was less than the budgeted estimate for the first time since 2015-16 (excluding 2020-21 due to the COVID pandemic) (Figure 4). This was due to underspending in police infrastructure.

Figure 4: Budget estimates v/s actual expenditure on police (2012-23) (Rs crore)



Source: Union Budgets of various years; PRS.

Central Armed Police Forces

The Central Armed Police Forces (CAPFs) comprise seven forces (Table 3). The CAPFs have been allocated Rs 96,950 crore in 2024-25. This accounts for 68% of the expenditure on police, and is 2% higher than the revised estimates for 2023-24 (Rs 94,741 crore). Of this, the highest expenditure is towards the CRPF, which will receive 33% (Rs 31,543 crore) of the total allocation for CAPFs, followed by the BSF, which will receive 26% (Rs 25,472 crore) of the allocation.

Table 3: Overview of the Central Armed Police Forces

CAPF	Major Role
Central Reserve Police Force (CRPF)	Deployed in aid of civil forces to maintain law and order
Central Industrial Security Force (CISF)	Security of industrial undertakings and vital installations
National Security Guard (NSG)	Commando trained organisation for special operations
Border Security Force (BSF)	Protection of India's border with Pakistan and Bangladesh
Indo-Tibetan Border Police (ITBP)	Protection of India's border with China
Sashastra Seema Bal (SSB)	Protection of India's border with Nepal and Bhutan
Assam Rifles (AR)	Protection of India's border with Myanmar

Source: MHA Annual Report 2022-23, and Indian Police Website; PRS

The Assam Rifles functions under the administrative control of the Home Affairs Ministry, while its operational control lies with the Ministry of Defence.⁴ The Line of Control on the India-Pakistan Border and Line of Actual Control on the India-China border are also guarded by the Indian Army.⁵

In 2024-25, out of the total spending on CAPFs, 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.

Modernisation Plan of CAPFs

In March 2022, the government approved the Modernisation Plan IV for CAPFs.⁶ The scheme has a total outlay of Rs 1,523 crore until March 31, 2026. Funds are utilised for procurement of modern weapons as per operational requirements, and upgraded IT solutions. In 2022-23, the allocation for the scheme was Rs 248 crore; however, the actual expenditure was Rs 78 crore. The Standing Committee on Home Affairs (2023) noted that the expenditure on the scheme was Rs 22 crore in February 2023, implying that the bulk of the expenditure (Rs 56 crore) took place between February to March.⁷ As per the Ministry, reasons for lower expenditure included: (i) delays in procurement due to the technical nature of items, (ii) scrapping of tenders due to not meeting requirements, and (iii) inability of manufacturers to supply orders within the required timeframe.⁸

Table 4: Expenditure on modernisation plan for CAPFs (Rs crore)

Year	Budget Estimate	Actuals	Difference
2022-23	248	78	-69%
2023-24*	202	133*	-34%
2024-25	201	NA	-

Note: *Actual figure for 2023-24 is the revised estimate
Source: Demand 51, Expenditure budget of various years; PRS.

Vacancies

As of January 1, 2023, there is a 9% vacancy across all CAPFs against the actual strength.⁹ CISF reported the highest vacancy against actual strength at 17% (see Table 5).

In 2023, the Ministry has decided to reserve 10% of vacancies for ex-Agniveers in the recruitment to the post of constable/rifleman in the CAPFs and ARs.¹⁰ Ex-Agniveers get a relaxation in the upper age limit and an exemption from the Physical Efficiency Test.

Table 5: Vacancies in CAPFs as on 01.01.2023

CAPFs	Sanctioned Strength	Actual Strength	% Vacancies
CRPF	3,24,654	2,95,371	9%
BSF	2,65,277	2,45,290	8%
CISF	1,70,343	1,42,136	17%
SSB	97,774	88,363	10%
ITBP	90,728	86,586	5%
AR	66,411	62,634	6%
NSG	10,844	10,079	7%
Total	1,016,695	901,310	9%

Note: CRPFs is Central Reserved Police Forces, BSF- Border Security Forces, CISF- Central Industrial Security Forces, SSB- Sashastra Seema Bal, ITBP- Indo-Tibetan Border Police, AR- Assam Rifles, and NSG- National Security Guards.
Source: Data on Police Organisations as on January 01, 2023, 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.¹¹ However, as of January 2023, the total strength of women personnel in the CAPF was 3.6% against the total sanctioned strength (Table 6).⁹ The Standing Committee on Home Affairs (2023) recommended the Ministry to take necessary steps in increasing the representation of women.⁷

Table 6: Women in CAPFs as on 01.01. 2023

Force	Sanctioned strength	Strength of women personnel	% of total strength
CRPF	3,24,654	9,425	2.9%
BSF	2,65,277	8,442	3.2%
CISF	1,70,343	10,001	5.9%
SSB	97,774	3,667	3.8%
ITBP	90,728	2,713	3.0%
AR	66,411	2,424	3.6%
NSG	10,844	73	0.7%
Total	10,26,031	36,745	3.6%

Note: 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.

Source: Data on Police Organisations as on January 01, 2023, Bureau of Police Research and Development; PRS.

Housing and accommodation

CAPFs are provided accommodation by the Ministry. The Ministry has authorised 2,68,370 number of dwelling units based on the strength of the CAPFs.⁷ The number of dwelling units available however, is 48% of the sanctioned amount (as of December 2022).⁷ This is referred to as the satisfaction rate. Amongst the CAPFs, the SSB has the lowest housing satisfaction rate at 29%, while the NSG has the highest satisfaction rate at 82%. The Standing Committee on Home Affairs (2023) recommended that the Ministry improve the housing satisfaction rate to 70-80% in the coming years by building more dwelling units where required.⁷ Once the units are being constructed are operational, the satisfaction rate will be 54% (Table 7). An additional 43,230 dwelling units will be needed to reach a 70% housing satisfaction rate (excluding units under construction).

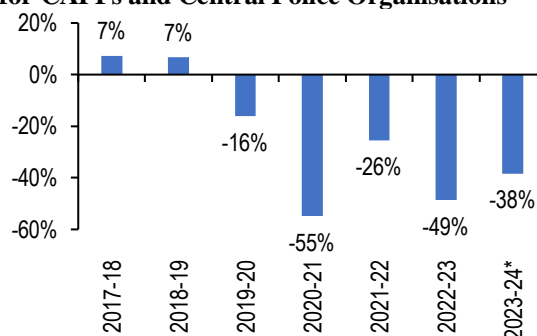
Table 7: Number of dwelling units available and authorised for CAPFs (December 2022)

CAPF	Authorised Units	Available Units	Satisfaction rate	Units under construction
AR	25,480	13,707	54%	304
BSF	78,164	35,309	45%	3,208
CISF	14,690	6,977	47%	1,737
CRPF	88,523	49,466	56%	4,483
ITBP	28,568	11,694	41%	3,959
NSG	3,614	2,947	82%	40
SSB	29,331	8,578	29%	2,220
Total	2,68,370	1,28,678	48%	15,951

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

Source: Report No. 242, Standing Committee on Home Affairs, March 17, 2023; PRS

In 2024-25, Rs 2,927 crore has been budgeted for building projects for CAPFs and Central Police Organisations. Building projects include residential and office buildings for CAPFs and Central Police Organisations. Since 2019-20, there has been underutilisation of funds for building projects (Figure 5). In 2022-23, the actual expenditure (Rs 1,877 crore) on building projects was 49% less than the budgeted estimate (Rs 3,660 crore).

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

Note: Revised Estimates used for 2023-24. Actuals used for all other years.

Source: Union Budgets of various years; PRS.

Working conditions

CAPFs have long working hours, and this may lead non-optimal performance and attrition. The Standing Committee on Home Affairs (2018) observed that Central Reserve Police Force (CRPF) work an average of 12-18 hours per day.¹² The Committee also noted that CRPF personnel do not get weekends off. The Committee recommended that at least one-sixth of a battalion must be resting or in a peace station at a given time.¹²

The Standing Committee on Home Affairs (2023) observed that the attrition rate of CAPF personnel increased in 2021 and 2022 across services as compared to previous years (Table 8).⁷ The Committee noted that a high level of attrition may affect working conditions of CAPFs. It also recommended that CAPFs may follow a rotational deputation policy to address attrition.⁷

Table 8: Attrition and suicides amongst CAPFs

Year	Attrition	Suicides
2018	9,980	96
2019	9,473	129
2020	7,033	141
2021	11,785	155
2022	11,884	130

Note: NSG is not included; suicides include those missing in action.

Source: Report No. 242, Standing Committee on Home Affairs, March 17, 2023; PRS.

Management 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. According to the Ministry, the fencing of the border was set to be complete by March 2024.⁵ The fencing work across the Indo-Bangladesh border has not been completed with about 24% of the border being unfenced as of March 2023.¹⁴ The Ministry has cited difficult terrain, land acquisition problems, short working seasons, and objections by Border Guard Bangladesh as reasons for incompleteness.⁵

In 2024-25, Rs 3,757 crore has been budgeted for border infrastructure and management. This is 18% higher than the revised estimates for 2023-24 (Rs 3,172 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 9: Expenditure related to border infrastructure and management (in Rs crore)

Department	2022-23 Actuals	2023-24 Revised	2024-25 Budget	% Change (BE 2024-25/ RE 2023-24)
Maintenance and Border Check post	259	291	319	10%
Capital Outlay	3,157	2,882	3,437	19%
Total	3,416	3,172	3,757	18%

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

Between 2015-16 and 2022-23, the expenditure on border infrastructure and management has increased at an average annual growth rate of 9%, with a significant decrease in 2020-21 (Figure 6).

Figure 6: Expenditure on border infrastructure and management (2015-25) (in Rs crore)



Note: *Revised Estimates used for 2023-24 and Budget Estimates used for 2024-25. Figures for all other years are actuals.
Source: Union Budgets of various years; PRS.

Conditions of Border Outposts

Infrastructure in border areas includes border outposts, road linkages, accommodation and health facilities. The Standing Committee on Home Affairs (2018) observed a lack of several basic amenities in border outposts.¹⁵ The Committee observed that 134 of the 643 outposts of the Sashastra Seema Bal (SSB) did not have a water filtration system. Moreover, the number of functioning water filters was not known. The Committee observed that a lack of water filters led to higher incidences of water borne diseases. 328 outposts of SSB also did not have electricity connections and relied on diesel generators or solar powered appliances.¹⁵

Similar issues were noted in border outposts of the Indo-Tibetan Border Police (ITBP) by the Committee.¹⁵ 82% of ITBP outposts obtained drinking water from streams, some of which were polluted. Moreover, 76% of outposts were dependent on diesel generators for electricity.

Vibrant Village Programme

In February 2023, the Vibrant Village Programme was launched as a centrally sponsored scheme.¹⁶ The aim of the scheme is to comprehensively develop border villages in Arunachal Pradesh, Himachal Pradesh, Sikkim, Uttarakhand, and Ladakh. The scheme has an outlay of Rs 4,800 crore from 2022-23 to 2025-26.

Key areas of focus include: (i) livelihood generation, (ii) road connectivity, (iii) housing and village infrastructure, and (iv) television and telecom connectivity. As of February 2024, 662 villages had been identified for coverage under the scheme on a priority basis.¹⁷ The expenditure on this scheme in 2023-24 is estimated to be Rs 300 crore (as per the revised estimate), and the budget allocation in 2024-25 is Rs 1,050 crore.

Note that the central government already runs the Border Area Development Programme (BADP).¹⁸ The BADP has many of the same objectives as the Vibrant Village Programme, and has received an outlay of Rs 335 crore in 2024-25.¹⁹ It covers 117 districts in 18 states and union territories.

Pending payments

The central government deploys CAPFs at the request of states to assist them in maintaining law and order. States are required to pay for the services of CAPFs rendered.

The Standing Committee on Home Affairs (2023) observed that many states/UTs had not paid for the services of CAPFs.⁷ As of October 2022, states cumulatively owed Rs 49,912 crore for the services of CAPFs. Of this, 88% (Rs 44,084 crore) is owed for the deployment of CRPF. The Committee recommended that the Ministry get the dues cleared by the states/UTs.⁷

Police Infrastructure

Police of individual states are a state subject; however, the Ministry has an umbrella scheme for the modernisation of police forces. This includes a

sub scheme for modernisation of state police forces. The total outlay for the from 2021-22 to 2025-26 scheme is Rs 26,275 crore.²⁰ The sub-component for the assistance to states and union territories has an outlay of Rs 4,846 crore.

Police stations are required to have some basic infrastructure to be able to discharge their functions. These include vehicles, landline telephones, and mobiles phones. As of January 1, 2023, there were 17,849 police stations in India.⁹ Of these: (i) 58 did not have vehicles, (ii) 680 did not have landline telephones, and (iii) 282 did not have mobile phones (Table 10).⁹ The Standing Committee on Home Affairs (2022) observed that some of the police stations without such infrastructure were in bordering states and sensitive areas.²¹ It urged the Ministry to incentivise states to maintain such basic infrastructure for effective policing.

Table 10: Police stations having vehicles, telephones and wireless/mobiles (January 1, 2023)

State/UT	Number of Police Stations	Not Having:		
		Vehicle s	Tele phone	Wireless Mobiles
Assam	333	-	127	-
Jharkhand	564	47	211	31
Manipur	90	4	70	-
Meghalaya	81	3	76	-
Mizoram	45	-	27	-
Nagaland	87	-	30	7
Odisha	679	-	-	17
Punjab	432	-	54	10
Uttar Pradesh	1,851	-	-	208
Andaman and Nicobar Islands	24	1	3	-
Lakshadweep	16	-	5	7
Others	3,037	3	77	2
Total	17,849	58	680	282

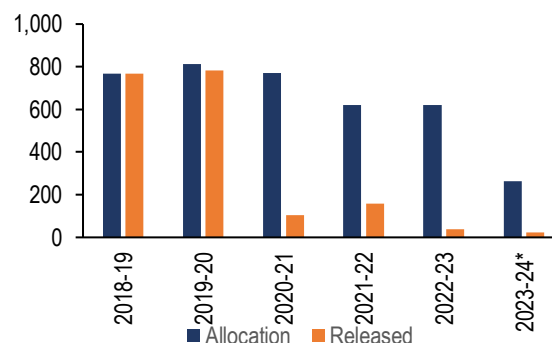
Source: Data on Police Organisations, Bureau on Police Research and Development, January 1, 2023; PRS.

Modernisation of police forces has four key components: (i) modernisation of state police forces and crime and criminal tracking network and systems, (ii) security related expenditure and special infrastructure scheme for left wing extremist areas, (iii) narcotics control bureau, and (iv) modernisation of forensic capabilities.

Under the scheme for modernisation of state/UT police forces, there has been a reduction in the funds allocated and released since 2020-21. The Standing Committee on Home Affairs (2023) took cognisance of this. As per the Ministry, a lower amount of funds were released due to poor utilisation of funds already released to states. The Committee (2019) recommended that the Ministry release funds in the first or second quarter of the year to enable effective utilisation. It also recommended that the Ministry set

up a Committee to assist and advise states in utilising the funds in a planned manner.

Figure 7: Allocation and utilisation towards modernisation of state police forces (Rs crore)



Note: Figures for 2023-24 are revised estimates
Source: Lok Sabha Unstarred Question No. 494, February 6, 2024; PRS.

Upgradation of forensic capabilities

The Standing Committee on Home Affairs (2023) noted that there was significant underspending on certain schemes, such as the modernisation of forensic capabilities.⁷ In 2022-23, spending on the scheme was Rs 188 crore against a budget estimate expenditure of Rs 300 crore. A majority of the spending occurred after January 2023, with five crore rupees being spent between April 2022 and January 2023.⁷ Note that under the Bharatiya Nagarik Suraksha Sanhita, 2023, a forensic investigation is mandatory for offences involving a punishment of more than seven years.²² This will require a significant upgradation of forensic capabilities across the country.

In July 2024, the Cabinet approved the National Forensic Infrastructure Enhancement Scheme, with an outlay of Rs 2,254 crores from 2024-25 to 2028-29.²³ The aim of the scheme includes establishment of: (i) nine off-campus of the National Forensic Sciences University, and (ii) seven Central Forensic Science Laboratories.²³

Prisons

Like police, prisons are also a state subject. However, the Ministry offers support to states and union territories for the upgradation of prisons. In December 2022, prisons had an occupancy rate of 131%, which indicates that they are overcrowded (Table 11).²⁴ The occupancy rate of prisons has increased over the last three years.

Table 11: Number and occupancy of prisons

Year	No. of Prisons	Capacity of Prisons	Occupancy of Prisons	Occupancy Rate
2020	1,306	4,14,033	4,88,511	118%
2021	1,319	4,25,609	5,54,034	130%
2022	1,330	4,36,266	5,73,220	131%

Source: Prison Statistics India, 2022; PRS.

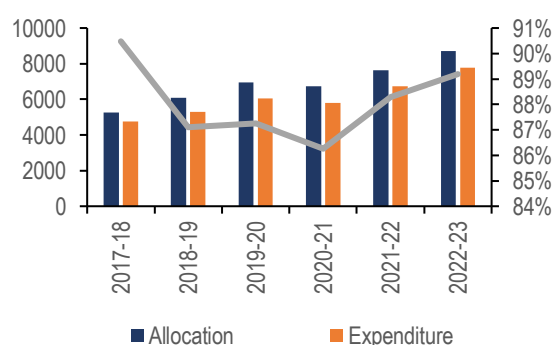
In 2021-22, the Ministry approved the Modernisation of Prisons schemes till 2025-26, with an outlay of Rs 950 crore.²⁵ The aim of the scheme is to: (i) enhance security infrastructure, and (ii) focus on correctional administration.²⁵ The Ministry has allocated Rs 300 crore for the modernisation of prisons in 2024-25. The actual expenditure on this scheme has been Rs 150 crore as of 2022-23.

Expenditure on inmate education and welfare

In 2022-23, the expenditure on vocational/ educational training and welfare was Rs 31 crore across all states and union territories.²⁴ This was 0.4% of the total budget allocation towards prisons. 14 states and four union territories had zero expenditure on educational/ vocational activities in 2022-23. 13 states and five union territories had zero expenditure on prisoners' welfare in 2022-23. The Standing Committee on Home Affairs (2023) observed that in 2021-22, 12 states and two union territories did not receive funds for vocation/ education training and welfare.²⁶ It recommended that the Ministry allocate funds to states that have not been allocated any funds in the last five years.

Undertrials

The Standing Committee on Home Affairs (2023) observed that a large number of prisoners were undertrials, which caused strain on the system.²⁶ As of December 2022, undertrials comprised of 76% of the total number of inmates in prisons.²⁴ Note that as per the Bharatiya Nagrik Suraksha Sanhita, 2023, individuals charged with multiple offences cannot avail mandatory bail after completing half of the maximum sentence offence they are charged with.²²

Figure 8: Cumulative expenditure on prisons by states/UTs (Rs Crore)

Note: LHS is the expenditure and RHS is the utilisation.
Source: Prison Statistics India, 2022; PRS.

The Committee also noted that it cost more to keep undertrials inside prisons than the bail money.²⁶ In 2023, the Ministry has launched a scheme to help poor people secure bail.²⁷ Under the scheme, a fund has been set up in every state that is partly funded by the Ministry. Funds can be allocated on the discretion of an empowered committee for the purpose of helping poor individuals secure bail.²⁷ The outlay on this scheme in 2024-25 is Rs 20 crore.

Assistance to union territories

Union territories without legislatures are under the direct administration of the central government. However, union territories with legislature have limited autonomy by virtue of Article 239A and 239AA of the Constitution.²⁸ The union territory of Jammu and Kashmir will receive the largest amount of grants in 2024-25 (Rs 42,278 crore). The Andaman and Nicobar Islands will receive Rs 5,968 crore, which is 9% of all the grants to union territories (Table 12).

Table 12: Allocations to Union Territories in 2024-25 (Rs Crore)

Union Territory	2022-23 Actuals	2023-24 RE	2024-25 BE	% Change (RE 23-24 to BE 24-25)
Jammu and Kashmir	44,696	41,751	42,278	1%
Andaman and Nicobar Islands	5,503	5,937	5,986	1%
Ladakh	2,869	4,500	5,958	32%
Chandigarh	5,011	5,817	5,863	1%
Puducherry	3,130	3,389	3,269	-4%
Dadra and Nagar Haveli and Daman and Diu	2,474	2,537	2,649	4%
Lakshadweep	1,264	1,576	1,490	-5%
Delhi	960	1,168	1,168	0%
Total	65,907	66,676	68,660	3%

Source: Union Budget 2024-25; PRS.

Grants to Ladakh in 2024-25 (Rs 5,958 crore) are estimated to increase by 32% as compared to the revised estimates for 2023-24 (Rs 4,500 crore). This is due to revised estimates in 2023-24 being 24% lower than the budget estimates (Rs 5,958 crore). This is largely due to a 39% reduction in the tribal component in the revised estimates (Rs 2,130 crore) as compared to the budget estimates (Rs 3,488 crore).

Jammu and Kashmir

Jammu and Kashmir is expected to receive the largest transfer in 2024-25 (Rs 42,278 crore). For 2024-25, J&K has estimated a budget of Rs 1,06,651 crore. Of this, the largest heads of expenditure are: (i) education (Rs 16,098 crore), (ii) energy (Rs 12,820 crore) and (iii)

health and family welfare (Rs 8,333 crore). In 2022-23, only Rs 44 crore was spent on capital outlay, which was towards crop husbandry. In 2024-25, Rs 25,165 crore has been allocated for capital outlay. Allocation for the top ten sectors in Jammu and Kashmir is available in the Annexure (Table 19).

In 2024-25, the Ministry has also budgeted Rs 9,789 crore for J&K police. Thus, the total assistance to Jammu and Kashmir stands at Rs 52,067 crore. As per the Jammu and Kashmir budget for 2024-25, expenditure on police is expected to be Rs 6,626 crore in 2024-25.²⁹ This is 29% lower than the revised estimates for 2023-24 (Rs 9,332 crore). Along with allocation from the Ministry, allocation to J&K police in 2024-25 is estimated to be Rs 16,416 crore. The number of terrorist related incidents and encounters has reduced in 2022 as compared to 2018 (Table 13).

Table 13: Terrorist related incidents in Jammu and Kashmir from 2018-2022

	2018	2019	2020	2021	2022
Terrorist Initiated Incidents	228	153	126	129	125
Encounters/Counter terrorist operations	189	102	118	100	117
Security Forces killed	91	80	63	42	32
Civilians killed	55	44	38	41	31
Terrorists killed	257	157	221	180	187

Source: Annual Report 2022-23, Ministry of Home Affairs

Delhi

Delhi is estimated to get a transfer of Rs 1,168 crore in 2024-25. Additionally, Delhi Police is funded by the Ministry. In 2024-25, Delhi police has been allocated Rs 11,180 crore, which is 6% lower than the revised estimates for 2023-24 (Rs 11,940 crore).

Vacancies in Delhi Police

As on January 1, 2023, Delhi Police reported a vacancy of 14.5% as against the actual strength (Table 14).³⁰

Table 14: Vacancies in Delhi Police (2015-23)

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	91,962	81,352	12%
2022	94,254	79,489	16%
2023	94,254	80,583	15%

Source: Data on Police Organisations, Bureau of Police Research and Development, various years; PRS.

Since 2018, the vacancy rate in the Delhi Police has been higher than 10% of the sanctioned strength. The Standing Committee on Home Affairs (2021) observed that women were not adequately represented in the Delhi Police.³¹ In 2015, the central government had approved 33% reservation for women in direct recruitment in non-gazetted posts from constable to sub-inspector.³²

As of January 2023, women personnel made up for 13% (11,930 personnel) of the actual strength in the police force.⁹

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, 55% to 68% of all CCTV cameras were functional.³³ 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.³³ A trunking system is a communication system for two way radios (such as walkie-talkies).

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).³⁴ In 2024-25, Rs 1,028 crore has been allocated to the modernisation of traffic and network communication for the Delhi Police.³⁵ This was 7% lower than the revised estimates of 2023-24 (Rs 1,104 crore).

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).³⁶ Disaster management includes capacity building, mitigation, and response to natural calamities and man-made disasters.

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.³⁷

Allocation for disaster management has reduced by 4% in 2024-25 (Rs 1,906 crore) as compared to the revised estimates for 2023-24 (Rs 1,995 crore). This is largely on account of a lower allocation to the National Cyclone

Risk Mitigation Project. As per the Ministry, the second phase of the project was completed in 2023.³⁸

Table 15: Allocation for disaster relief (Rs crore)

Department	2022-23 Actuals	2023- 24 RE	2024- 25 BE	% Change (BE 2024-25/ RE 2023- 24)
National Disaster Response Force	1,421	1,666	1,607	-4%
Disaster management infrastructure	90	105	152	45%
National Cyclone Risk Mitigation Project	99	2	11	375%
Other schemes	97	221	137	-38%
Total	1,706	1,995	1,906	-4%

Source: Union Budget 2024-25

National Disaster Response Force

The National Disaster Response Force (NDRF) is a specialised force to tackle disaster management and relief.³⁹ The NDRF has a sanctioned strength of 18,557 as of January, 2023; however, the actual strength is 14,197.⁷ This indicates a 23% vacancy.

The Standing Committee on Home Affairs (2023) noted that the intensity, magnitude, and frequency of natural calamities had increased.⁷ Thus, it observed that there was a need to bring disaster resilience at a community level. The Committee recommended that civil defence volunteers be trained by the NDRF to increase the number of trained individuals for rescue and rehabilitation during a disaster.⁷

In November 2021, the Ministry launched the Aapda Mitra Scheme.⁴⁰ Under the scheme, 1,00,000 volunteers will be trained to provide support in 350 vulnerable districts. The total outlay for this scheme was Rs 369 crore till March 2024. As of June 2023, 86,113 volunteers had been trained.⁸ The target for this scheme was to be achieved by March 2024.⁸

Risk Management Funds

Risk management funds exist at the national and state level. These are the National Disaster Risk Management Fund and the State Disaster Risk Management Fund. Allocations to these funds are made on the basis of recommendations of the Finance Commission of India and recommendations of the 15th Finance Commission are in Table 16.

Table 16: Allocation to Disaster Management Funds from 2021-2026 (Rs Crore)

National Disaster Risk Management Fund	National Disaster Response Fund	54,770
	National Disaster Mitigation Fund	13,693
State Disaster Risk Management Funds	State Disaster Response Funds	1,28,122
	State Disaster Mitigation Funds	32,031

Source: Disaster Management Division, Report of the 15th Finance Commission; PRS.

A majority (80%) of the national and state disaster risk management funds are allocated towards disaster response. Funds for the national disaster risk management fund are allocated by the Ministry of Finance. Proceeds from the National Calamity Contingent Duty (levied along with customs and excise) fund the National Disaster Response Fund.

Funding for state disaster risk management funds are shared between the central government and states. The central government contributes 75% to the SDRF (90% for hilly and northeastern states). The SDRF is the primary source for funds in disaster responses; additional funds can be requisitioned from the NDRF at the discretion of the central government. Funds released to states from NDRF between 2018 to 2023 are in the Annexure.

Bill introduced to amend Disaster Management Act, 2005

The Disaster Management (Amendment) Bill, 2024, was introduced in Lok Sabha in August, 2024.⁴¹ The Bill allows a state government to set up its own State Disaster Response Force to respond to a disaster. The Bill also allows state governments to establish an urban disaster management authority for state capitals and all cities having a municipal corporation. The Municipal Commissioner will be the chairperson of the Urban Authority and the District Collectors will be the vice-chairpersons. The Bill also provides for the creation of a national disaster database. The database shall contain information such as: (i) disaster assessment, (ii) fund allocation, expenditure, (iii) disaster plan, and (iv) other relevant matters as decided by the central government.

Census

In 2024-25, the census, survey and statistics/registrars general of India has been allocated Rs 1,309 crore. This is 126% more than the revised estimates for 2023-24. The 16th census of India has not been conducted as of July 2024. In February 2024, the central government stated that the census had been delayed due to the COVID pandemic.⁴²

Delaying a census may have implications for several surveys and schemes.⁴³ This includes distribution of subsidised food under the National Food Security Act.⁴³ The Act requires subsidised foodgrains to be distributed to: (i) up to 75% of the rural population, and (ii) up to 50% of the urban population.⁴³ This population must be calculated on the basis of the last census conducted. As per the 2011 census, India's population is 121

crores.⁴⁴ As per the report of the Technical Group on Population Projection, India's population as of July 2023 is 139 crores (growth of 18 crores).⁴⁵ Delaying the census may lead up to 12 crore beneficiaries not getting subsidised food.

Surveys, such as the National Family Health Survey, and the Periodic Labour Force Survey also depend on enumeration blocks for sampling.^{46,47} These are based on census data.

Delimitation (the process of determining the number of Members in Lok Sabha) depends on a census as per Article 82 of the Constitution.⁴⁸ Reservation of women

in legislatures, as provided by the 106th Amendment to the Constitution in Parliament also depends on delimitation.⁴⁹ Such a delimitation must be based on a census conducted after the year 2026.

Table 17: Expenditure related to Census (in Rs crore)

	2022-23 Actuals	2023-24 RE	2024- 25 BE	% Change (BE 2022-23/ RE 2021-22)
Census	531	578	1,309	126%

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

Source: Union Budget 2024-25; PRS.

Annexure

Between January 2023 and February 2024, 10 Bills were piloted by the Home Ministry.⁵⁰

Table 18: Bills passed that were piloted by the Ministry (January 2023-February 2024)

Bills Passed	Description
The Bharatiya Nyaya Sanhita, 2023	Replaces the Indian Penal Code, 1860
The Bharatiya Nagrik Suraksha Sanhita, 2023	Replaces the Code of Criminal Procedure, 1973
The Bharatiya Sakshya Bill, 2023	Replaces the Indian Evidence Act, 1872
Registration of Births and Deaths (Amendment) Bill, 2023	Creates national and state level births and deaths database, requires linking of children's Aadhaar to parents, and makes birth certificates a requirement for various purposes including admission to educational institutions and voter lists.
Government of National Capital Territory of Delhi (Amendment) Bill, 2023	Expands the discretionary powers of the Lieutenant-Governor, and establishes the National Capital Civil Services Authority to recommend appointments and transfers.
J&K Reorganisation (Amendment) Bill, 2023	Increases the number of seats in the Jammu and Kashmir Legislative Assembly from 83 to 90, reserves seven seats for SCs and nine seats for STs, and provides for nominated seats for Kashmiri migrants and displaced persons.
J&K Reorganisation (2 nd Amendment) Bill, 2023	Reserves one-third of seats in the J&K Legislative Assembly for women.
J&K Reservation (Amendment) Bill, 2023	Changes the nomenclature of 'weak and under-privileged classes' to 'Other Backward Classes'.
J&K Local Bodies Laws (A) Bill, 2024	Amends local body laws to extend reservation to other backward classes and extends certain powers to the State Election Commission.
Government of Union Territories (A) Bill, 2023	Reserves one-third of seats in the Puducherry Legislative Assembly for women.

Source: Parliament Website

Table 19: Expenditure of top ten sectors in Jammu and Kashmir for 2024-25 (Rs Crore)

Sector	2022-23 Actuals	2023-24 RE	2024-25 BE	% change from RE 2023-24 to BE 2024-25
Education, Sports, Arts, and Culture	12,136	14,464	16,098	11%
Energy	1,312	9,128	12,820	40%
Health and Family Welfare	4,629	7,774	8,333	7%
Police	8,218	9,332	6,626	-29%
Agriculture and Allied Activities	3,404	5,578	6,592	18%
Rural Development	571	4,654	4,659	0%
Social Welfare and Nutrition	1,746	3,614	4,316	19%
Urban Development	1,230	3,603	3,776	5%
Roads and Bridges	157	3,640	3,620	-1%
Water Supply and Sanitation	1,750	2,673	3,503	31%
% of total expenditure	84%	66%	66%	-

Note: BE stands for Budget Estimates and RE stands for Revised Estimates.

Source: Annual Financial Statement, J&K Budget 2024-25; PRS.

Table 20: Police stations having vehicles, telephones and wireless/mobiles (January 1, 2023)

State/UT	Number of Police Stations	Not Having:		
		Vehicles	Telephone	Wireless/Mobiles
Arunachal Pradesh	110	-	20	-
Assam	333	-	127	-
Chhattisgarh	474	-	24	-
Goa	45	-	1	-
Himachal Pradesh	152	3	-	-
Jharkhand	564	47	211	31
Maharashtra	1191	-	-	2
Manipur	90	4	70	-
Meghalaya	81	3	76	-
Mizoram	45	-	27	-
Nagaland	87	-	30	7
Odisha	679	-	-	17
Punjab	432	-	54	10
Rajasthan	982	-	21	-
Tripura	83	-	11	-
Uttar Pradesh	1851	-	-	208
Andaman and Nicobar Islands	24	1	3	-
Lakshadweep	16	-	5	7
Total	7,239	58	680	282

Source: Data on Police Organisations, Bureau on Police Research and Development, January 1, 2023; PRS.

Table 21: NDRF releases to states between 2018-2023 (Rs crore)

State	2018-19	2019-20	2020-21	2021-22	2022-23	Total
Maharashtra	2,089	5,189	420	1,056	-	8,755
Karnataka	960	3,208	689	1,623	940	7,421
Odisha	342	3,294	500	500	-	4,636
Madhya Pradesh	334	1,712	1,892	601	-	4,538
West Bengal	-	958	2,250	350	-	3,559
Bihar	-	953	1,255	1,039	-	3,247
Kerala	2,905	-	-	-	-	2,905
Andhra Pradesh	1,005	571	657	351	-	2,584
Rajasthan	526	1,950	69	-	13	2,558
Tamil Nadu	900	-	287	566	-	1,754
Gujarat	-	-	-	1,000	-	1,000
Himachal Pradesh	227	518	3	-	214	963
Nagaland	196	177	1	-	107	481
Assam	-	-	44	-	250	294
Jharkhand	-	-	-	200	-	200
Arunachal Pradesh	132	-	59	-	-	192
Tripura	172	-	13	-	-	185
Sikkim	55	-	74	55	-	184
Uttar Pradesh	157	-	-	-	-	157
Manipur	-	-	27	-	-	27
Meghalaya	-	-	17	-	-	17
Total	10,000	18,531	8,257	7,342	1,525	-

Note: Only states/UTs which have received funds are listed.

Source: Rajya Sabha Unstarred Question No. 2315, August 9, 2023; PRS.

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