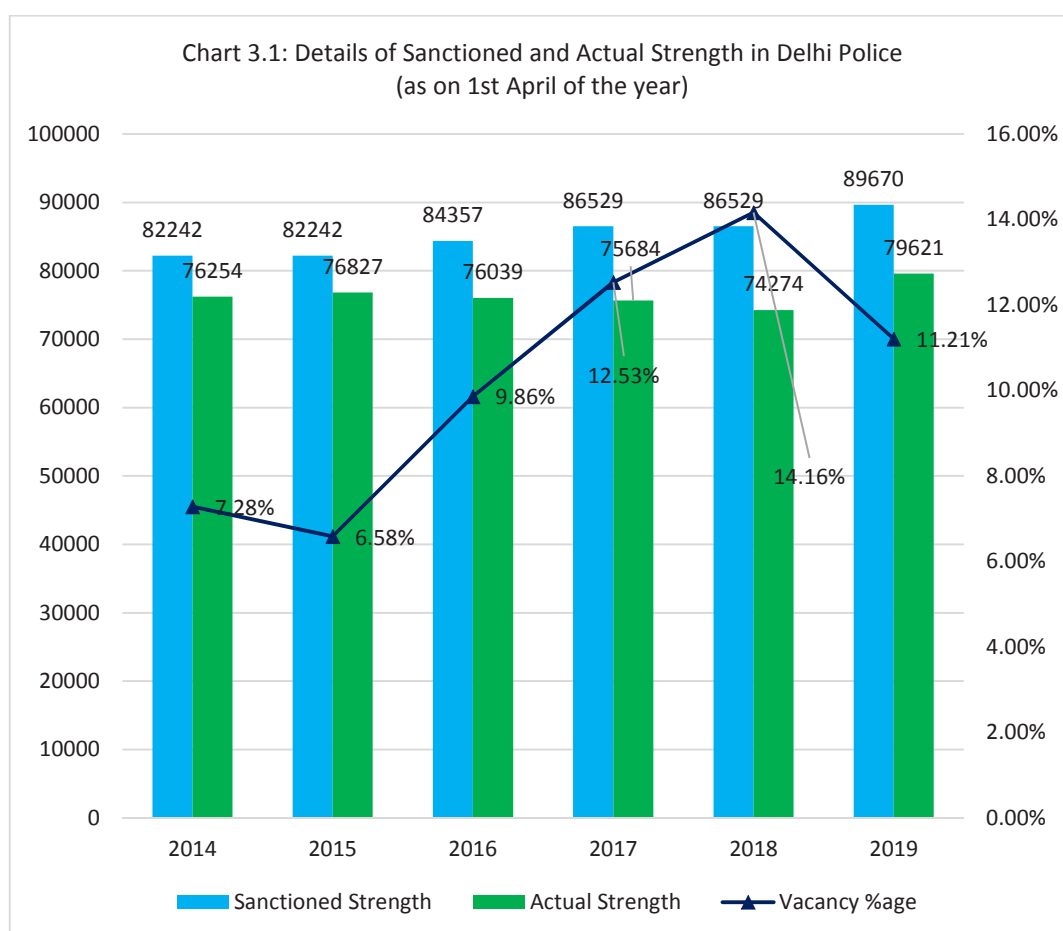


3. Manpower Position in Delhi Police

Efficient manpower management is crucial for a police organisation as availability of adequate manpower and its proper deployment is necessary for effective functioning of police force and maintenance of law and order in the state. This requires efficient strategy for ensuring timely recruitment to minimise deficiencies and adoption of judicious approach for deployment of manpower for various roles and functions so that adequate police coverage is provided to all the areas and units and the crime graph is kept under control.

3.1. Sanctioned vis-a-vis Actual Strength

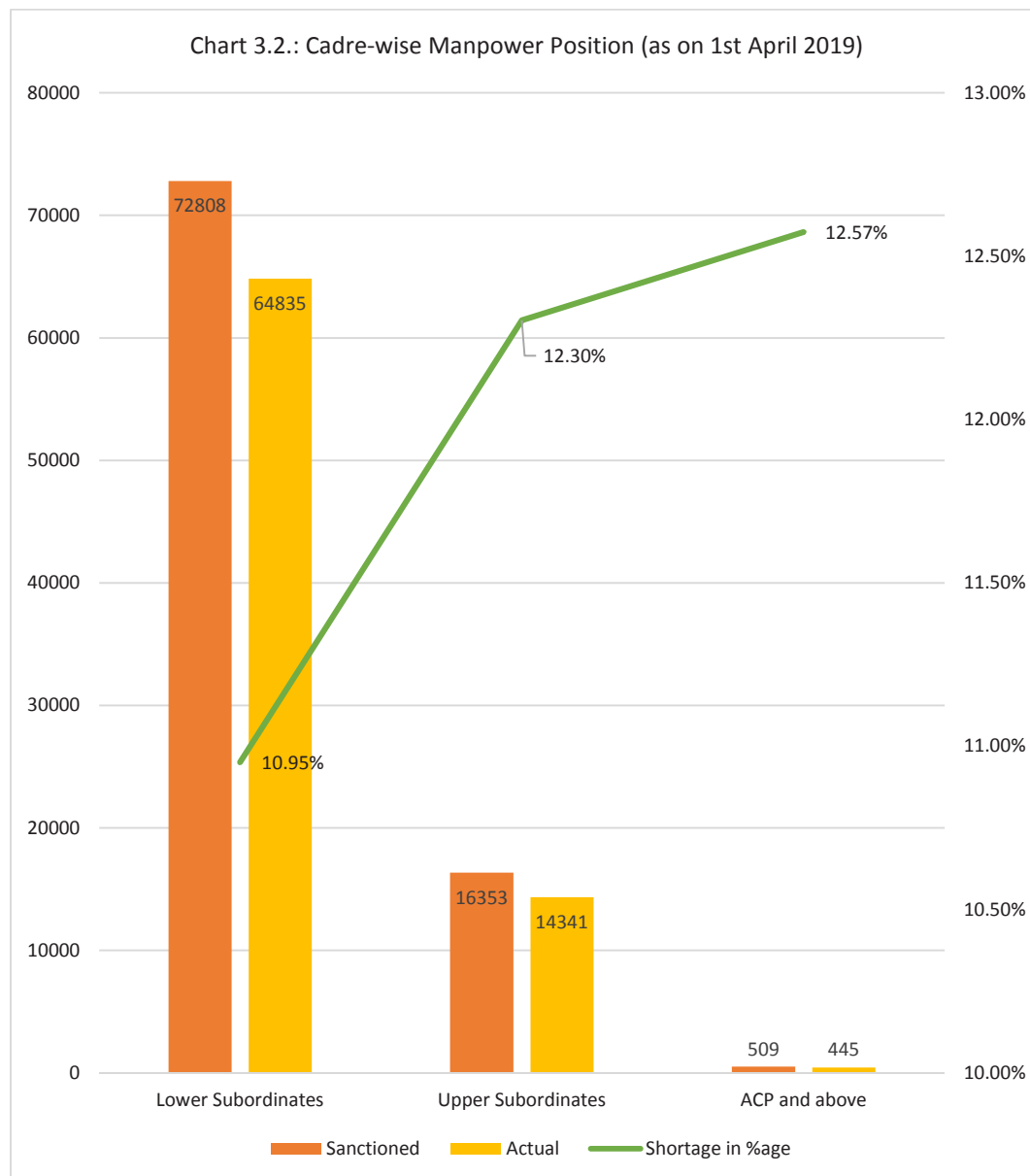
As on 1st April 2019, the sanctioned strength of Delhi Police was 89,670⁴, against which the actual strength was 79,621 i.e. 88.8 per cent. The manpower position in Delhi Police against sanctioned strength and corresponding shortages in percentage during 2014-19 is given in Chart 3.1.



Source: Information provided by Delhi Police

⁴ Excludes civilian posts and Group D

Audit observed that the availability of manpower slightly improved during 2018-19. This was primarily due to selection of 7307 constables through the recruitment process initiated in 2016 and culminated in 2018, and their ongoing induction thereafter in phases (discussed in detail in Paragraph 3.3). Details of cadre-wise (Lower subordinates⁵, upper subordinates⁶ and Officers⁷) position of sanctioned and actual strength of police personnel in Delhi Police (as on 1st April 2019) was as given in Chart 3.2.



Source: Information provided by Delhi Police

⁵ Constable & Head Constables

⁶ ASI, SI and Inspector

⁷ ACP and above

Besides the existing sanctioned strength, several proposals⁸ were submitted by Delhi Police to MHA for more than 50,000 additional posts (chronological details of proposals in Annexure-2). These proposals were on account of new police units created over time, which have already started functioning with personnel diverted from other units (e.g. SWAT Unit, 370 PCR Vans⁹, new police districts/stations etc.) or were awaiting sanction of additional posts to begin functioning as separate police units (e.g. North-Eastern Range of Special Cell).

These proposals were sent by Delhi Police in a piecemeal manner. In June 2015, MHA setup a High-Level Committee to look into all these proposals holistically, which were then consolidated (July 2015¹⁰) on the directions of MHA.

Subsequently, Delhi Police categorised (August 2016) the proposals for sanction of a total of 53,959 additional posts as Priority-I (15,222 posts), Priority-II (15,239 posts) and Priority-III (23,498¹¹ posts).

Against the Priority-I proposals for 15,222 posts, MHA approved (April 2018) sanction of 12,518 posts. Out of these 12,518 posts, 3139¹² posts were to be effected initially and remaining 9379 posts were to be effected subject to deployment of these personnel on ground; and thorough review of working of Delhi Police in view of above deployment.

However, Delhi Police had not done recruitment against these 3139 posts sanctioned. Besides, in order to review the working of Delhi Police, MHA had directed (June 2018) Delhi Police to submit Monthly Action Taken Reports. However, audit observed that monthly reports were not submitted by Delhi Police from September 2018 onwards till April 2019.

Thus, due to failure of Delhi Police to fulfil the conditions set by MHA, the remaining 9379 posts approved were yet to be effected.

Since the creation of remaining 9379 posts was subject to recruitment and deployment of personnel against 3139 posts approved, immediate recruitment of personnel against the vacancies is essential. The audit observations pertaining to recruitments are discussed in detail in Para 3.3.

⁸ These proposals were based on recommendations of Bureau of Police Research and Development (BPR&D), of Internal committee and High-Level Committee of MHA.

⁹ MHA sanctioned 370 PCR Vans in Feb 2013, without sanctioning the additional manpower sought for the same.

¹⁰ consolidated 89 proposals (47 proposals forwarded to MHA between the period 1998-2015 and 42 new proposals)

¹¹ 15775 +7723 (For 541 MPVs (included in September 2016))

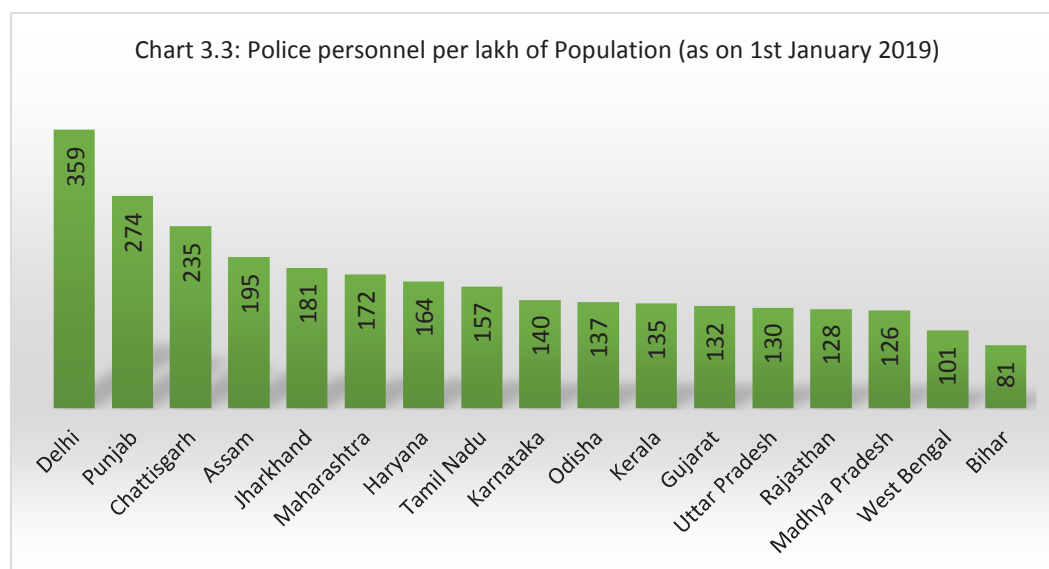
¹² For new Police Districts and Police Stations

Delhi Police replied (June 2020) that a review of the working/functioning of Delhi Police was undertaken and its detailed report has been sent to MHA in July 2019 and discussed during subsequent meetings with MHA. Delhi Police has further replied that as on June 2020, 118 manpower proposals consisting of 52,514 posts of various ranks are under consideration in MHA, and that these proposals are their future requirements. Audit does not concur with the reply that all these proposals are for their future requirements, as these proposals primarily comprises manpower for the units, which have already started functioning with manpower diverted from existing units e.g., the pending Priority-I proposals include a proposal for additional 3,684 posts for 370 PCR vans which have already been inducted into the fleet in February 2013, etc.

The Government replied (July 2020) that proposal for creation of additional 3086¹³ posts is under consideration.

3.2. Comparison with other States

As per the latest BPR&D's report titled 'Data on Police Organisations-2019' (released in December 2019), 'Police personnel per lakh Population' in various States was as follows (as on 1st January 2019).



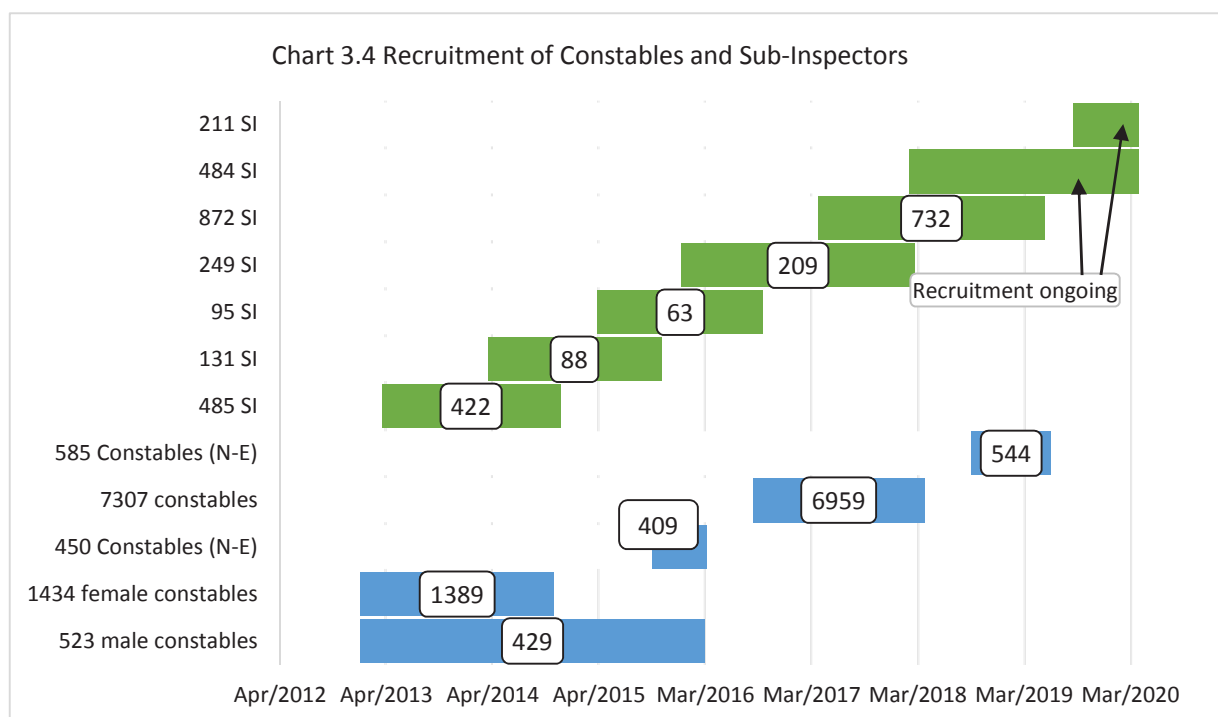
Source: BPR&D's report on 'Data on Police Organisations-2019'

It was observed that in terms of the 'Police Personnel per lakh Population' statistics, the Delhi Police fares much better than any other major State and UN recommended rate of 222 Police personnel per one lakh of population.

¹³ Out of remaining 9,379 posts of Priority-I proposals, which have been approved, but awaiting creation for want of recruitments against 3,139 posts already created.

3.3. Recruitment

In Delhi Police, recruitments are done at Constable rank in lower subordinates' cadre and Sub-Inspector (SI) rank in upper subordinates' cadre. As on 1st April 2019, there were 10,049 vacancies in Delhi Police out of which 7,973 and 2,012 were in lower subordinates' and upper subordinates' cadres respectively. Audit observed that the recruitment of SIs was regularly conducted whereas the recruitment at constable level was not as regular (Chart 3.4).



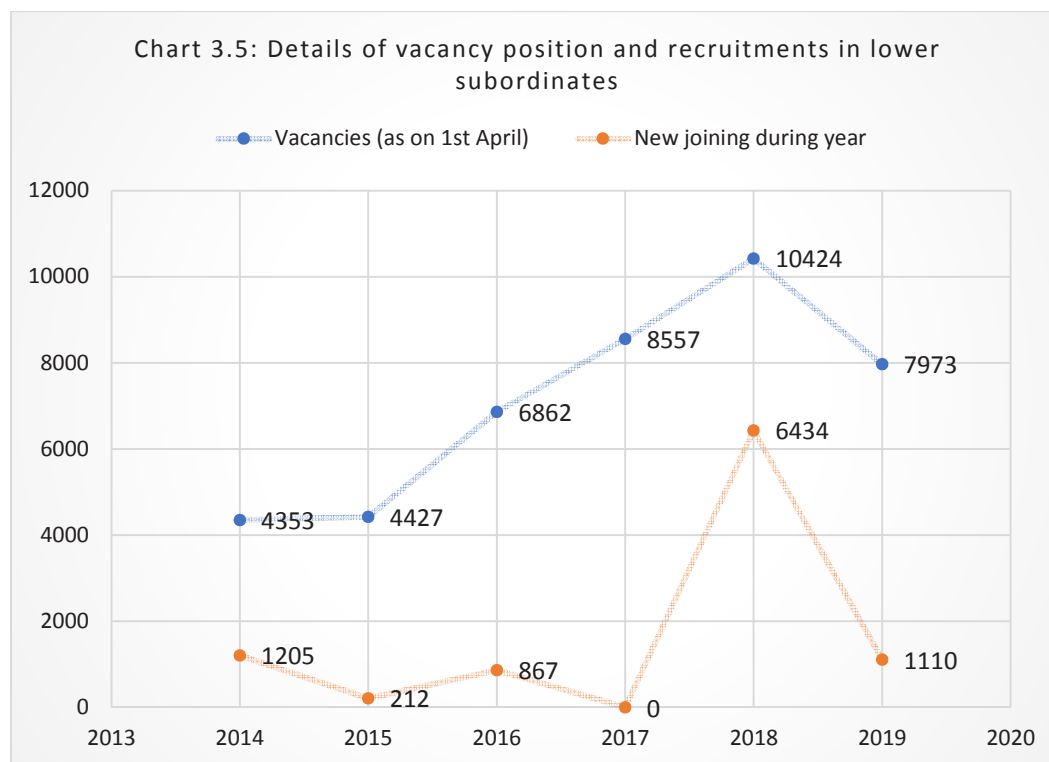
Note: vertical axis mentioned the number of vacancies advertised for the recruitment process, and figures mentioned inside the Chart are number of Joinees against the recruitment process. Width of the Bar indicates time taken for completion of the recruitment process.

Source: Information provided by Delhi Police

Audit observed that during the last five years, instead of recruiting constables on a regular/periodical basis, Delhi Police conducted only one major recruitment for 7307 constable posts through Staff Selection Commission (SSC) in 2016¹⁴ and special drives for 450 and 585 posts of constables from eight north-eastern states in 2015 and 2019 respectively.

As a result, the shortage in lower subordinates' cadre of Delhi Police continuously increased during 2013-2018 and only slightly decreased on joining of 6434 constables in 2018-19 (Chart 3.5).

¹⁴ Joining in 2018 and 2019



Source: Information provided by Delhi Police

Audit further observed that against vacancies of 7973 for constables as on 1st April 2019, selection of 5243 constables through outsourced agency¹⁵ has been proposed. However, the agency to conduct written examination was yet to be selected (September 2019). Thus, the shortage in lower subordinate cadre is expected to increase (due to promotions and retirements¹⁶) manifold by the time the recruitment process is completed and candidates selected join the Delhi Police (usually takes around one and half to two years), undergo training for about one year and get deployed thereafter.

Delhi Police should plan the recruitment processes efficiently and effectively in such a manner that the vacancies arising in next 2-3 years due to retirements/promotions are also accounted for.

Delhi Police, in its reply (June 2020), mentioned that, there are ongoing recruitments for 2605 vacancies and 7393 vacancies are to be advertised. The reply is not satisfactory as Delhi Police is not accounting for the vacancies arising in near future, while advertising for the vacancies. In this scenario, since the

¹⁵ Computer based written examination at 10 centres all over the country and physical test subsequently in Delhi. In view of inability conveyed by SSC to conduct exam till 2019-20.

¹⁶ Delhi Police accounts for the retirements during remaining months of the current year, but the recruitment process takes about three years (including the induction training period of 10 months for constables and 12 months for SI)

recruitment process itself takes around two years for culmination, and 7393 vacancies are yet to be even advertised, Delhi Police would not be in a position to reduce its manpower shortage.

3.4. Training of Manpower

Apart from the induction training provided to freshly recruited police personnel, Delhi Police conducts specialized training to the serving police personnel to upgrade and impart skills regarding weaponry, investigation, IT etc. Audit analysed records related to selected specialized trainings and observed the following:

- There was an average shortfall of 42% during the period of 2016-19 in terms of personnel planned to be imparted specialized training and those actually trained. As per Delhi Police, the shortfall was due to insufficient nomination from District/Units of the Delhi Police as they were not able to spare their personnel for this purpose, due to exigent field duty. This also indicates that shortage of manpower adversely affects the trainings of police personnel.
- Specialized trainings for Delhi Police personnel are conducted at two centres (Police Training School, Jharoda Kalan and Police Training Centre, Rajendra Nagar). Deployment details of 138 police personnel relating to five specialized courses during the year 2017 was test-checked to examine if the personnel were deployed in units related to the field in which they were trained. However, it was observed that around 42 *per cent* trainees¹⁷ were not posted to the units for which they were trained.

3.5. Women in Delhi Police

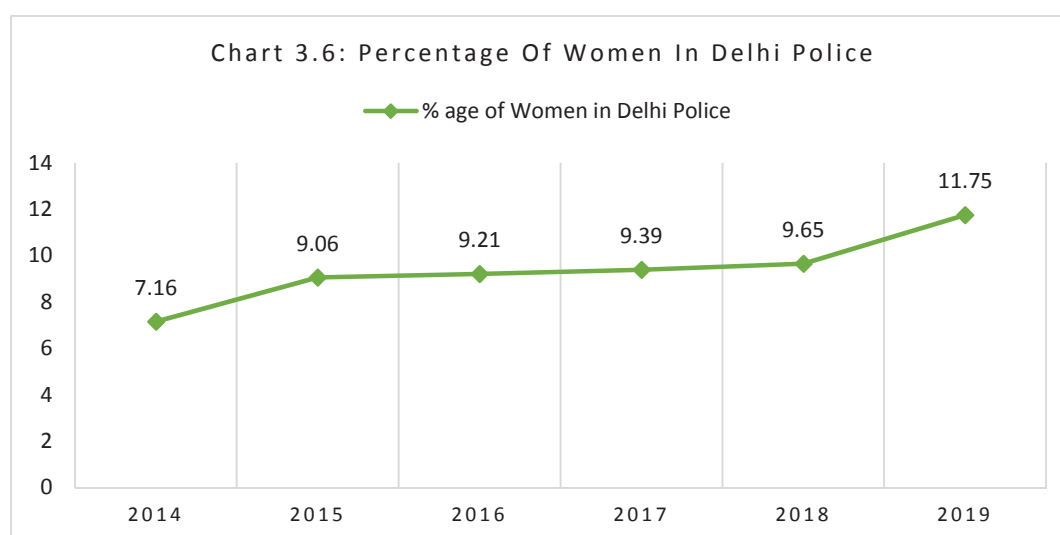
A police force with inadequate gender representation is a major practical barrier in effective implementation of legislation intended for the protection of women and greater representation of women in police force also leads to increase in reporting of crimes against women. In this regard, MHA had issued (2009, 2013)

¹⁷

Training	Total no. of Trainees	% of Trainees not posted to relevant unit
Commando Training	60	22 %
Economic Offences, Scientific Investigation	19	84 %
Crime against Women	29	7 %
Cyber Forensics	24	87 %
TOT-Electronic & Biological Investigation	6	100 %

advisories to all States/UTs to increase the overall representation of women in police to 33 *per cent* through affirmative actions. Also, GoI approved (March 2015) 33 *per cent* reservation for women horizontally and in each category (SC, ST, OBC and others) in direct recruitment of non-gazetted posts from Constable to Sub-Inspector in Delhi Police.

Audit observed that subsequent to approval of 33 *per cent* reservation for women, Delhi Police has implemented the reservation in all its recruitments and representation of women in Delhi Police has shown an increasing trend from 7.16 *per cent* in 2014 to 11.75 *per cent* in 2019, as given in Chart 3.6. Audit also observed that in the six test-checked police districts, women comprised 8.2 *per cent* of the total police personnel.



Source: Information provided by Delhi Police

However, considering the current trend of percentage ratio of women personnel in Delhi Police, the achievement of target of 33 *per cent* women in entire Delhi Police appears to be an uphill task which might take considerable time, unless special drives for recruitment of women are conducted.

Government and Delhi Police may consider special recruitment drives for women as an affirmative action to increase representation of women in Delhi Police to 33 *per cent*.

Delhi Police replied (June 2020) that the 33 *per cent* reservation for women has been implemented in all ongoing and future recruitments. However, the reply is silent regarding any special recruitment drives for women to increase overall representation of women in Delhi Police to 33 *per cent*.

3.6. Cadre review

The main objectives of a cadre review are to estimate future manpower requirements on a scientific basis, plan recruitment in such a way to avoid future promotional blocks and at the same time prevent gaps building up, and restructure the cadre so as to harmonise the functional needs with the legitimate career expectations of the personnel and to enhance the effectiveness.

Audit observed that in Delhi Police, cadre review for the posts of IPS¹⁸ and DANIPS¹⁹ is being carried out regularly in every five years but in respect of lower/upper subordinate staff, no periodicity has been fixed for cadre review. Further, no cadre review has been carried out for upper and lower subordinates till date.

Government should put in place a mechanism for periodical cadre review for the upper and lower subordinates' cadres of Delhi Police

Delhi Police replied that cadre review for the upper/lower subordinates is not carried out as it sends proposals for their posts on need-basis. The reply is not satisfactory as the manpower proposals were largely pending since Delhi Police has failed to fulfil the conditions laid down by MHA. Moreover, cadre review is targeted towards combination of fulfilling functional needs along with the legitimate career expectations of the personnel.

3.7. Police Housing

As of August 2019, Delhi Police had only 15,360 quarters available for allotment to its force of around 80,000 personnel. Out of these 15,360 quarters, 380 quarters have been declared dangerous and were to be demolished and another 1276 quarters were not being allotted for lack of basic facilities.

Out of the remaining 13,704 quarters, only 1,371 quarters were vacant and available for allotment. However, 7900 applications for allotment of quarter were pending against only 1,371 vacant quarters.

Besides the 15,360 quarters, it was observed that only 701 quarters are under construction in six locations and another 339 quarters are at planning stage which are not adequate to significantly improve the satisfaction level. Therefore, the total number of quarters both under the planning stage and those under

¹⁸ Indian Police Service

¹⁹ Delhi, Andaman and Nicobar Islands, Lakshadweep, Dadra and Nagar Haveli and Daman and Diu Police Service

construction are not adequate for taking care of the pending applications for allotment of accommodation.

Delhi Police need to plan for construction of police housing to ensure that the waiting list for quarters is minimised and housing satisfaction level can be improved.

Delhi Police replied (June 2020) that 5,848 Staff quarters are now under construction/planning stage and that after completion of these quarters, the housing satisfaction level will increase from 19 *per cent* to 27 *per cent*. Audit observed that MHA had approved purchase of ready-built houses from DSIIIDC²⁰, for the personnel of Central Industrial Security Force. Delhi Police may also pursue with DSIIIDC/Government of National Capital Territory of Delhi for purchase of flats on similar lines. Besides, Government may also consider purchase of flats in neighbouring National Capital Region (NCR) towns, where there were more than 49,000 unsold houses (March 2020).

3.8. Transfer/Posting

As per the Delhi Police's standing orders (October 2010) regarding posting/transfer of police officers and personnel in Delhi Police, various units of Delhi Police are categorized as A (tenure of 3-6 years), B (tenure of 3 years) and C (tenure of 3, 2 and 1 years) for the purpose of transfer/posting.

Audit examined transfer/posting records of randomly selected 1,310 police personnel posted in six selected districts to examine compliance with the standing orders. It was observed that out of these 1,310 police personnel, 271 personnel had exceeded their tenure in their postings by more than a year. Thus, in 21 *per cent* of the test-checked cases, the policy envisaged in the standing orders of transfer/posting policy was not adhered to, which defeats the objective of optimum utilization of the manpower and grooming the police personnel to have multifarious experience. Further analysis of cases with extended tenure of more than one year revealed that the maximum number of cases i.e. 124 cases fall in the range of 2-4 years beyond the specified tenure in the particular unit.

3.9. Conclusion

As far as the statistics of Police personnel per lakh of Population is concerned, Delhi Police fares better than other State Police. As the Delhi Police faces new emerging and diverse challenges related to providing security to the national capital, it may require additional sanction of manpower, however, existing size

²⁰ Delhi State Industrial Infrastructure Development Corporation

of Delhi Police force is bigger than other State Police in terms of number of Police personnel per lakh Population. It also exceeds the UN recommended rate of 222 police personnel per lakh population.

Even though the Delhi Police has requested MHA for sanction of more than 50,000 posts in addition to its existing Sanctioned Strength of around 90,000, the Delhi Police failed to keep its actual strength close to its sanctioned strength (perpetual vacancies of more than 10 per cent), due to ill-planned and irregular recruitments.

Moreover, the Delhi Police suffers from issues related to sub-optimal deployment of its police personnel, such as Police Districts with surplus staff posted in District Headquarters whereas the police stations had 35 per cent shortages (discussed in Paragraph 4.3.), manning of call taker positions by police personnel which can be assigned to outsourced personnel with due checks in place (Paragraph 5.4), security provided on regular basis to PPs even during their absence from the station (Paragraph 8), etc.