

Demand for Grants 2020-21 Analysis

Home Affairs

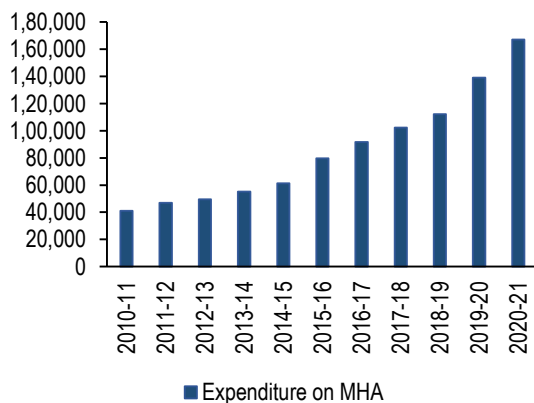
The Ministry of Home Affairs is responsible for matters concerning internal security, centre-state relations, central armed police forces, border management, and disaster management. In addition, the Ministry makes certain grants to the Union Territories. This note analyses the expenditure trends and budget proposals for the Ministry of Home Affairs for 2020-21. Further, it presents some issues in the sector.

Overview of Finances¹

The Ministry of Home Affairs has been allocated Rs 1,67,250 crore in Union Budget 2020-21. This is an increase of 20% over the revised estimates in 2019-20, which was Rs 1,39,108 crore. Further, this is 41% higher than the budget allocation of last year, which was Rs 1,19,025 crore. A significant part of the increase is on account of funds to Jammu and Kashmir and Ladakh being allocated through Ministry of Home Affairs in 2020-21, following the reorganisation of Jammu and Kashmir into two Union Territories. The budget for the Ministry of Home Affairs constitutes 5% of the total expenditure budget of the union government in 2020-21.

Figure 1 below shows the expenditure of the Ministry of Home Affairs between 2010 to 2020. The average annual growth rate in the expenditure over the last ten years has been 15%.

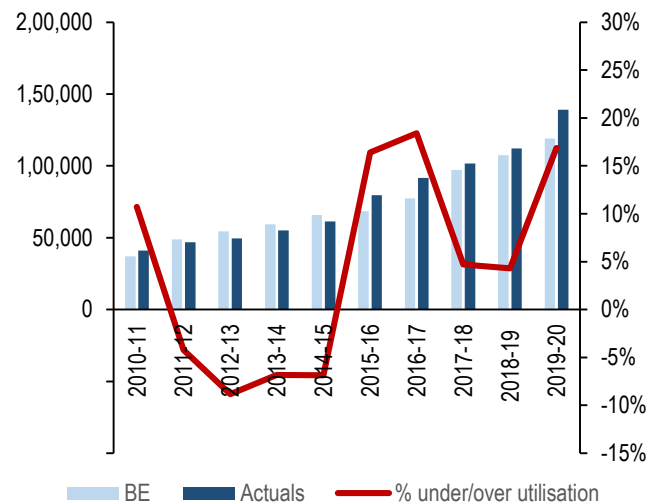
Figure 1: Expenditure of the Ministry of Home Affairs (in Rs crore) (2010-20)



Sources: Union Budget 2010-20; PRS.
Note: Figures for 2019-20 are Revised Estimates and for 2020-21 are Budget Estimates. Figures for all other years are actuals.

Figure 2 shows the actuals and budgeted expenditure over ten years, and the percentage of over/under utilisation of funds. Since 2015-16, the expenditure of the Ministry of Home Affairs has been higher than the budgeted expenditure every year.

Figure 2: Actuals vs budgeted expenditure (2010-20) (in Rs crore)



Sources: Union Budget 2010-20; PRS.
Note: 1. Figures for 2019-20 are Revised Estimates. 2. BE – Budget Estimates.

Of the total budget estimates for 2020-21, (i) 63% of the expenditure is on police (which includes the central armed police forces and Delhi Police); (ii) 32% is on grants made to Union Territories (UTs), and (iii) 5% is on miscellaneous items such as disaster management, rehabilitation of refugees and migrants, census and Cabinet. Table 1 shows the allocations to the heads under the Ministry of Home Affairs in the Union Budget over the last three years.

Table 1: Ministry of Home Affairs budget estimates (in Rs crore) (2020-21)

| | 2018-19 Actuals | 2019-20 Revised | 2020-21 Budget | % Change (20-21 BE/19-20 RE) |
|--------------|-----------------|-----------------|-----------------|------------------------------|
| Police | 91,693 | 1,03,202 | 1,05,244 | 2% |
| UTs | 14,073 | 15,026 | 52,864 | 252% |
| Others | 6,423 | 20,880 | 9,142 | -56% |
| Total | 1,12,189 | 1,39,108 | 1,67,250 | 20% |

Sources: Union Budget 2020-21; PRS.
Note: BE – Budget Estimates, RE – Revised Estimates.

Police: For 2020-21, Rs 1,05,244 crore has been allocated toward police. Budget estimate for police has increased by 2% from revised estimate for 2019-20, (Rs 1,03,202 crore).

Grants and loans to Union Territories: 32% of the Ministry’s budget, i.e. Rs 52,864 crore, has been allocated for grants and loans for the administration of Union Territories. This includes five Union Territories without legislatures (Andaman and Nicobar Islands, Chandigarh, Dadra and Nagar Haveli and Daman and Diu, Lakshadweep, Ladakh),

and three Union Territories with legislatures (Delhi, Puducherry, and Jammu and Kashmir).

The 2020-21 budget estimates for grants and loans to Union Territories have increased by 252% (Rs 52,864 crore) from revised estimates for 2019-20, which was Rs 15,026 crore. The increase in allocation can be mostly attributed to the creation of two new Union Territories: Ladakh (Rs 5,958 crore), and Jammu and Kashmir (Rs 30,757 crore).

Jammu and Kashmir Reorganisation Act, 2019²

The Jammu and Kashmir Reorganisation Act, 2019 was passed by Parliament on August 6, 2019. The Act provides for the reorganisation of the state of Jammu and Kashmir into the Union Territory of Jammu and Kashmir and Union Territory of Ladakh. The reorganisation came into effect on October 31, 2019. The Union Territory of Ladakh comprises of Kargil and Leh districts, and the Union Territory of Jammu and Kashmir comprises of the remaining territories of the existing state of Jammu and Kashmir.

The Act states that the President will make a reference to the 15th Finance Commission to include the Union Territory of Jammu and Kashmir in the divisible pool from which it may receive a share of the centre's taxes. Note that in its report the 15th Finance Commission has recommended that the share of states in the centre's taxes be decreased from 42% to 41% for 2020-21. The 1% decrease is to provide for the newly formed Union Territories of Jammu and Kashmir, and Ladakh from the resources of the central government (in this case the Ministry of Home Affairs).³

Other items: Other miscellaneous expenditure items of the Ministry of Home Affairs have been allocated Rs 9,142 crore. This includes subjects such as disaster management, rehabilitation of refugees and migrants, and administrative matters (relating to the census, the secretariat and Cabinet). Expenditure on these items constitutes 5% of the Ministry's total budget for 2020-21. Further, the 2020-21 budget estimates for miscellaneous expenditures have decreased by 56% from revised estimates for 2019-20, which was Rs 20,880 crore. This can be attributed to the fact that Rs 14,563 crore was provided as grants to Jammu and Kashmir and Ladakh in lieu of Finance Commission grants in 2019-20 revised estimates (Rs 14 crore in 2020-21 budget estimates).

Under the miscellaneous items of expenditure, there has been an increase in the allocation for census and statistics. For 2020-21, the budgeted estimate for this head is Rs 4,568 crore compared to the revised estimates for 2019-20 (Rs 1,121 crore). This increase can be attributed to the proposal for conducting the Census of India 2021 and updation of the National Population Register.⁴

Analysis of key areas of expenditure

Police

In 2020-21, Rs 1,05,244 crore has been budgeted for police expenditure. This includes allocations to police organisations that are under the control of the central government, such as:

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

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

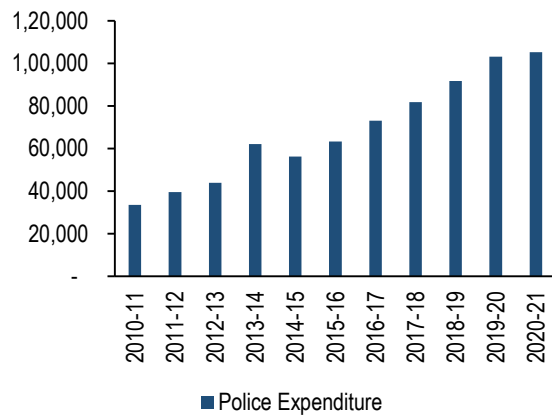
Table 2: Major expenditure items under police (in Rs crore)

| | 2018-19 Actual | 2019-20 RE | 2020-21 BE | % Change (20-21 BE/ 19-20 RE) |
|-----------------------------|-------------------|-----------------|-----------------|-------------------------------------|
| Central Armed Police Forces | 67,670 | 76,169 | 77,887 | 2% |
| Delhi Police* | 7,333 | 8,084 | 8,242 | 2% |
| Police Infrastructure | 5,085 | 4,479 | 4,135 | -8% |
| Modernisation of police | 3,260 | 4,155 | 3,162 | -24% |
| Intelligence Bureau | 2,109 | 2,446 | 2,575 | 5% |
| Border Infrastructure | 2,030 | 2,128 | 1,997 | -6% |
| Others** | 4,206 | 5,741 | 7,247 | 26% |
| Total | 91,693 | 1,03,202 | 1,05,244 | 2% |

Sources: Union Budget 2020-21; PRS.

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

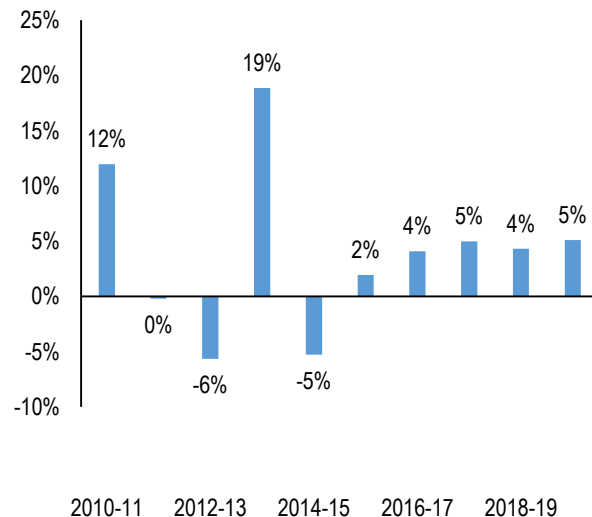
The total budget for police for 2020-21 has increased by 2% over the revised estimates of 2019-20. Figure 3 below shows the trend in police expenditure over the last ten years (2010-20). Expenditure on police has increased at an average annual rate of 12%.

Figure 3: Expenditure on police (in Rs crore) (2010-20)

Sources: Union Budgets 2010-20; PRS.

Note: Revised Estimates used for 2019-20 and Budget Estimates for 2020-21. Actuals used for all other years.

Further, the actuals expenditure on police has been higher than budget estimates in six out of ten years. Figure 4 shows the difference between the budget estimates and actuals in percentage from 2010-20.

Figure 4: Actuals vs budgeted expenditure (2010-20)

Sources: Union Budget 2010-20; PRS.

Note: Figures for 2019-20 are Revised Estimates. BE – Budget Estimates, RE – Revised Estimates.

Central Armed Police Forces

The Ministry of Home Affairs is responsible for the Central Armed Police Forces 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, Border Security Force (BSF), Indo-Tibetan Border Police (ITBP), Sashastra Seema Bal (SSB) and Assam Rifles (AR).

The CAPFs are estimated to receive a total allocation of Rs 77,887 crore in 2020-21. This accounts for 74% of the expenditure on police. The highest expenditure is towards the CRPF which received 34% (Rs 26,259 crore) of the total allocation. The second highest expenditure is towards the Border Security Force which has been allocated 27% of the budget, i.e. Rs 20,952 crore.

Excessive deployment and training

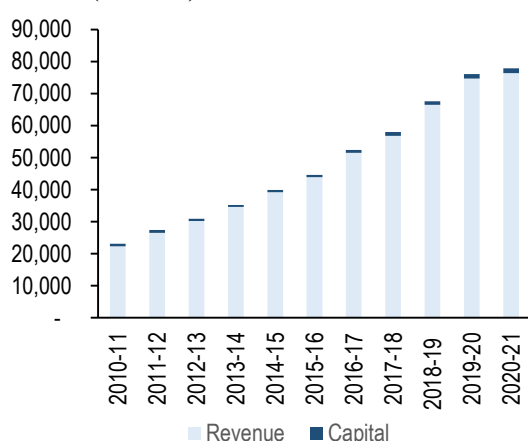
The Estimates Committee noted in 2018 that there was heavy dependence of states on CAPFs, even for everyday law and order issues.⁵ The number of companies of CAPF deployed in states for over six months increased from 1,769 in 2017-18 to 1,873 in 2018-19.⁶ The Committee stated that this was likely to affect the counter-insurgency and border guarding operations, as well as curtail their time for training. It recommended that states must develop their own systems, and augment their police forces by providing them adequate training and equipment.⁵

All CAPFs have set up training institutes to meet their training requirements and imparting professional skills on specialised topics. The Estimates Committee (2018) stated that with the emergence of new security threats, there is an urgent need to upgrade the curriculum and infrastructure in training institutes.⁵ It recommended that the contents of training should be a mix of conventional matters as well as latest technologies such as IT and cyber security. Further, the Committee stated that while purchasing the latest equipment, training needs should be taken care of, and if required, should be included in the purchase agreement itself.⁵

Modernisation of CAPFs

The Estimates Committee observed in 2018 that a significant proportion of funds allocated to the CAPFs were used for salaries (which comprised 74% of the total allocation during 2016).⁵ The Modernisation Plan-II was approved by the Cabinet Committee on Security for the period of 2012-17, with an allocation of Rs 11,009 crore. However, during 2013-16, the expenditure was Rs 198 crore.⁵

Figure 5 shows the distribution between revenue and capital expenditure for the seven CAPFs between 2009-10 and 2019-20. The average percentage spent on capital during this period was 2% of the total expenditure on CAPFs. Capital expenditure is allocation for procurement of machinery and equipment, and motor vehicles, whereas revenue expenditure is on items such as 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 (2010-20)

Sources: Union Budget 2010-20; PRS.

Note: Figures for 2019-20 are Revised Estimates and for 2020-21 are Budget Estimates. Figures for all other years are actuals.

The Estimates Committee (2018) also observed that the procurement process under the Modernisation Plan was cumbersome and time-consuming.⁵ It recommended that bottlenecks in procurement should be identified and corrective action taken. Further, it stated that the Ministry of Home Affairs and CAPFs should hold negotiations with ordinance factories and manufacturers in public or private sector to ensure uninterrupted supply of equipment.⁵

Vacancies and service conditions

As of January 2019, 11% of sanctioned posts were vacant in the CAPFs.⁶ The table below shows the percentage of vacancies for seven CAPFs as of January 2019.

Table 3: Vacancies in CAPFs (as of January 2019)

| CAPFs | Sanctioned Strength | Actual Strength | % of vacancies |
|--------------|---------------------|-----------------|----------------|
| AR | 66,408 | 61,976 | 7% |
| BSF | 2,63,905 | 2,42,440 | 8% |
| CISF | 1,56,013 | 1,43,216 | 8% |
| CRPF | 3,24,093 | 3,01,830 | 7% |
| ITBP | 89,438 | 82,861 | 7% |
| NSG | 10,844 | 10,358 | 4% |
| SSB | 99,221 | 81,119 | 18% |
| Total | 2,65,911 | 2,36,314 | 11% |

Sources: "Data of Police Organizations", Bureau of Police Research and Development, 2019; PRS.

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

The Standing Committee on Home Affairs (2018) has observed that there is lack of foresight, planning, and estimation of future vacancies.⁷ It recommended that the Ministry of Home Affairs could explore the

possibility of proactively identifying vacancies and reporting the same to recruitment agencies.

Further, there has been stagnation in promotion among personnel of the CAPFs. For example, in the ITBP, a constable gets promoted to head constable in 12-13 years, against the required period of five years.⁷ In the case of CISF, the same promotion takes 22 years.⁸ In this context, the Standing Committee recommended that cadre review of the CAPFs must be expedited to ensure that promotions take place in a timely manner.⁸

Mobility in border areas

Mobility of border guarding forces has been identified as an issue affecting their operational efficiency.⁷ The Standing Committee on Home Affairs (2018) noted that there was a requirement of construction of 4,210 kms of roads, in areas where the BSF is deployed (the Indo-Pakistan and Indo-Bangladesh border).⁷ Similarly, it noted personnel of the Assam Rifles are located in remote areas, and therefore require all-weather roads to improve their working conditions.⁷

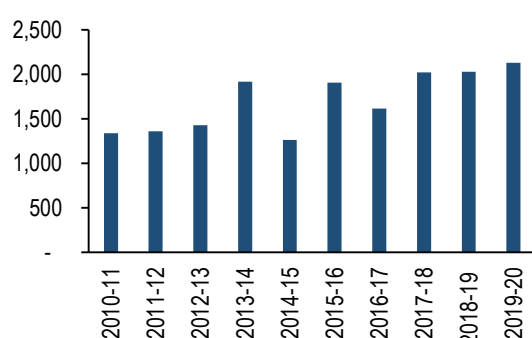
Table 4 shows the expenditure towards border infrastructure and management. This includes allocations for maintenance of border works, border check posts and out posts, and capital outlays for various items including barbed wire fencing, construction of roads, and Hi-tech surveillance on Indo-Bangladesh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

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

| | 2018-19 Actuals | 2019-20 Revised | 2020-21 Budget | % Change BE 20-21/ RE 19-20 |
|-----------------------------------|--------------------|--------------------|-------------------|-----------------------------------|
| Maintenance and Border Check post | 224 | 247 | 208 | -16% |
| Capital Outlay | 1,806 | 1,881 | 1,788 | -5% |
| Total | 2,030 | 2,128 | 1,997 | -6% |

Sources: Union Budget 2020-21; PRS.

For 2020-21, Rs 1,997 crore has been budgeted for border infrastructure and management. This is a decrease of 6% from the 2019-20 revised estimates (Rs 2,128 crore). Figure 6 shows the expenditure on border infrastructure and management between 2010 and 2020. The expenditure has increased at an annual average growth rate of 4% during this period.

Figure 6: Expenditure on border infrastructure and management (in Rs crore) (2010-20)

Sources: Union Budgets 2010-20; PRS.

Note: Revised Estimates used for 2019-20 and Budget Estimates used for 2020-21. Figures for all other years are actuals.

The Border Roads Organisation (BRO) is responsible for construction of roads in border areas. The Standing Committee on Defence (2019) observed that since 2007-08, the targets set for various construction works by BRO could not be achieved.⁹ For example, while 4,189 meter of major bridges were planned in 2016-17, only 40% was constructed (1,657 meter). However, despite the failure to achieve these targets, higher targets were set in subsequent years which led to further underperformance.

Issues relating to land acquisition have resulted in considerable delay in construction of border roads, bridges, and tunnels.⁹ These include delays in joint survey for land acquisition, non-disbursement of land acquisition payment, and demands for additional compensation. The Standing Committee on Defence (2019) observed that 593 land compensation cases were pending in various courts.⁹ Further, delays in obtaining forest clearances have also affected projects in border areas. According to the Standing Committee on Defence (2019), 29 cases for forest approvals were pending with state governments.⁹

To resolve issues related to land acquisition and forest clearances, Empowered Committees (ECs) have been constituted for coordination between BRO and state governments.⁹ However, in states where large number of land acquisition cases were pending, such as Jammu and Kashmir, and Arunachal Pradesh, the ECs have met only once between 2015 and 2018.⁹

Delhi Police

An amount of Rs 8,242 crore has been allocated to the Delhi Police in the 2020-21 budget. This is 2% higher than the revised estimates for 2019-20.

Quality of investigation

In 2015 and 2016, 73% of cases reported to Delhi Police remained unsolved. In 2017, 65% cases remained unsolved.¹⁰ The number of solved and unsolved cases of the Delhi Police between 2015-2018 is given below.

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

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

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.¹¹ Note that the Delhi Police has created specialised cells for economic offences, cyber-crimes and crimes against women.¹² Further, the Committee observed that since investigation requires legal expertise, the training module of Delhi Police must include advanced courses on law and jurisprudence.¹¹

Vacancies

Similar to the Central Armed Police Forces, vacancies have been reported in the Delhi Police. As of January 2019, 11% of the total sanctioned posts (91,963) were vacant.¹³ The vacancies in Delhi Police between 2015-19 are given in Table 6.

Table 6: Vacancies in Delhi Police (2015-19)

| 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% |

Sources: "Data of Police Organizations", Bureau of Police Research and Development, 2014-18; 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.¹¹ 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.

Intelligence Bureau

The Intelligence Bureau (IB) is responsible for collection of intelligence within India, and is the primary agency for counter-intelligence. An amount of Rs 2,575 crore has been allocated to the IB in 2020-21, which is 5% higher than the revised estimates of 2019-20 (Rs 2,446 crore). Note that in 2018-19, expenditure on the IB was Rs 2,109 crore.

Multi Agency Centre

The government set up a Group of Ministers (GoM)

in the year 2000, to comprehensively review the national security apparatus.^{14,15} 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.¹⁴ Based on these recommendations, the Multi Agency Centre was set up in the IB, for collating and sharing intelligence with all other security agencies.^{14,16} Further, Subsidiary Multi Agency Centre have been set up at the state-level to ensure better coordination between intelligence agencies.¹⁴

The Standing Committee on Home Affairs observed in 2017 that state agencies have made lower contribution in the overall inputs received by the Multi Agency Centre.¹⁴ It recommended that the Ministry should hold consultations with states to find out the reasons for this low level of contribution. Further, the Committee recommended that there should be a mechanism to perform validity checks on information obtained from other agencies, before it is shared by the Multi Agency Centre.¹⁴

Modernisation of Police Forces

For 2020-21, the central government has made allocations towards four items related to modernisation of police force. These are: (i) Modernisation of State Police Forces Scheme; (ii) the Crime and Criminal Tracking Network and Systems (CCTNS) scheme; (iii) Security related expenditure (SRE) scheme; and (iv) Special Infrastructure scheme (SIS) for Left Wing Areas. A total of Rs 3,162 crore has been allocated for modernisation of police forces in 2020-21, which is 24% lower than the revised estimates for 2019-20.

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

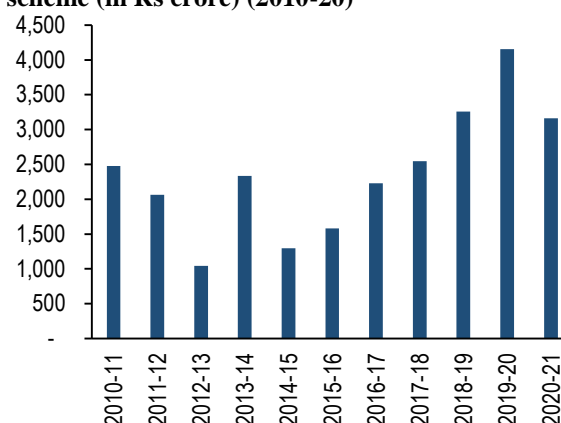
| | 2018-19 Actuals | 2019-20 Revised | 2020-21 Budget | % Change BE 20-21/ RE 19-20 |
|--|--------------------|--------------------|-------------------|-----------------------------------|
| SRE and SIS for LWE areas | 2,346 | 3,215 | 2,377 | -26% |
| Modernisation of State Police Forces and CCTNS | 914 | 939 | 784 | -16% |
| Total | 3,260 | 4,155 | 3,162 | -24% |

Sources: Union Budget 2020-21; PRS.

BE – Budget Estimates, RE – Revised Estimates.

Figure 7 shows the expenditure on modernisation of police forces between 2010-20. The expenditure has increased at an average annual rate of 2.5% during this period.

Figure 7: Expenditure on modernisation of police scheme (in Rs crore) (2010-20)



Sources: Union Budgets 2010-20; PRS.

Notes: Revised Estimates used for 2019-20 and Budget Estimates used for 2020-21. Actuals used for all other years.

Shortage of infrastructure

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

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

In the case of Maharashtra, an audit was carried out for the period 2011-12 to 2016-17.¹⁸ 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 2011-16.¹⁸

The Standing Committee on Home Affairs noted in 2017 that funds meant for mobility, communication, weapons, and equipment have been misused by states for procuring vehicles.¹⁹ This misuse was happening despite releasing funds after obtaining utilisation certificates from states. Note that as per the revised guidelines for the modernisation scheme, states cannot use more than 25% of funds for the acquisition of vehicles.²⁰

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.²¹ Disaster management includes capacity building, mitigation, and response to natural calamities and man-made disasters. Table 8 shows the allocation for various items related to disaster management.

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

| | 2018-19 Actuals | 2019-20 Revised | 2020-21 Budget | % change BE 20-21 /RE 19-20 |
|--|--------------------|--------------------|-------------------|-----------------------------------|
| National Disaster Response Force | 874 | 983 | 1,019 | 4% |
| Disaster management infrastructure | 199 | 147 | 72 | -51% |
| National Cyclone Risk Mitigation Project | 303 | 283 | 296 | 5% |
| Other schemes | 108 | 125 | 113 | -9% |
| Total | 1,484 | 1,539 | 1,500 | -3% |

Sources: Union Budget 2020-21; PRS.

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

National Cyclone Risk Mitigation Project

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

For 2020-21, a budgetary allocation of Rs 296 crore has been made to this project. This is a 5% increase from the revised estimates for 2019-20, which was Rs 283 crore.

In its report on the impact of Cyclone Ockhi (2018), the Standing Committee on Home Affairs 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.²⁵

National Disaster Response Force

The National Disaster Response Force is a specialised force that is responsible for disaster response and relief. For 2020-21, the budget estimate for the National Disaster Relief Force is Rs 1,019 crore, which is 4% higher than the revised estimates of 2019-20.

Deployment of NDRF

The Standing Committee on Home Affairs (2018) observed that during Cyclone Ockhi, the deployment of the National Disaster Response Force was not optimal.²⁵ It stated that seven battalions were pre-positioned in Gujarat, where the impact of the cyclone was minimal, while four were pre-positioned in Kerala, where damage was on a larger scale. The Committee noted that there was a standard operating procedure for deployment of National Disaster Response Force during a disaster, according to which, states can requisition for forces. However, states may be unable to make optimal assessments of

the requirements which could lead to competing demands for mobilisation of forces in disaster-stricken areas. The Committee therefore recommended that the National Disaster Management Authority make an independent assessment of the number of battalions required to be deployed. This would ensure rational assessment of needs and optimal prepositioning of National Disaster Response Force.²⁵

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.²² 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.²² For the year 2020-21, a budgetary allocation of Rs 2,930 crore has been made to the fund, which is a 5% increase from the revised estimates of 2019-20 (Rs 2,790 crore).

The National Disaster Response Fund is financed through the National Calamity Contingency Duty (NCCD) imposed on specified goods under central excise and customs.²³ The Standing Committee on Finance (2019) noted that with the introduction of GST, the scope of NCCD is shrinking.²³ The revenue collected from NCCD has decreased significantly by Rs 3,190 crore between 2015-16 and 2018-19. The Committee stated that the GST Council and Ministry of Finance should consider augmenting this fund.

Damage assessment

In order to receive assistance from the NDRF, state governments must submit a memorandum indicating the damage and requirement of funds.²⁴ 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.²⁵ 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.²⁵

- ¹ Demand Nos. 46-56, Demand for Grants, Ministry of Home Affairs, Union Budget 2019-20.
- ² Jammu and Kashmir Reorganisation Act, 2019, https://prsindia.org/sites/default/files/bill_files/Jammu%20and%20Kashmir%20Reorganisation%20Act%2C%202019.pdf
- ³ Report for the year 2020-21, 15th Finance Commission, <https://fincomindia.nic.in/ShowContent.aspx?uid1=3&uid2=0&uid3=0&uid4=0>
- ⁴ “Cabinet approves conduct of Census of India 2021 and updation of National Population Register”, Press Information Bureau, Cabinet, December 24, 2019, <https://pib.nic.in/PressReleaseDetail.aspx?PRID=1597350>.
- ⁵ “28th Report: Central Armed Police Forces and Internal Security Challenges- Evaluation and Response Mechanism”, Committee on Estimates, Lok Sabha, March 16, 2018, http://164.100.47.193/lssccommittee/Estimates/16_Estimates_28.pdf.
- ⁶ “Data on Police Organisations”, Bureau of Police Research and Development, 2019, <https://bprd.nic.in/WriteReadData/userfiles/file/202001301028101694907BPRDData2019-19forweb-2.pdf>
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Annexure

Table 9: Allocation of the Ministry of Home Affairs (in Rs crore)

| Major Head | 2019-20 Budget | 2019-20 Revised | 2020-21 Budget | % Change BE 2020-21/ BE 2019-20 | % Change BE 2020-21/ RE 2019-20 |
|---|-----------------|-----------------|-----------------|---------------------------------|---------------------------------|
| Police | 98,202 | 1,03,202 | 1,05,244 | 7% | 2.0% |
| Miscellaneous* | 4,896 | 19,955 | 8,002 | 63% | -60% |
| UTs without legislature | 12,385 | 12,388 | 19,288 | 56% | 56% |
| Grants & Loans to Jammu and Kashmir, Delhi & Puducherry | 2,713 | 2,638 | 33,576 | 1138% | 1172.8% |
| Cabinet | 829 | 925 | 1,140 | 38% | 23% |
| Total | 1,19,025 | 1,39,108 | 1,67,250 | 41% | 20% |

Sources: Union Budget 2020-21; PRS.

Note: *Includes expenditure on disaster management, social security, rehabilitation of refugees, migrants, census, civil defence, secretariat. BE – Budget Estimates, RE – Revised Estimates.

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

| | 2012-13 | 2013-14 | 2015-16 | 2016-17 | 2017-18 | 2018-19 | 2019-20 | 2020-21 |
|--------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|
| CRPF | 9,983 | 11,124 | 12,747 | 14,327 | 16,804 | 21,974 | 25,647 | 26,259 |
| BSF | 9,095 | 10,294 | 11,687 | 12,996 | 14,909 | 18,652 | 20,388 | 20,952 |
| CISF | 3,798 | 4,301 | 4,955 | 5,662 | 6,563 | 9,115 | 9,990 | 10,180 |
| ITBP | 2,506 | 3,051 | 3,399 | 3,773 | 4,641 | 5,699 | 6,627 | 6,522 |
| AR | 2,901 | 3,276 | 3,450 | 3,848 | 4,724 | 5,694 | 5,780 | 6,062 |
| SSB | 2,179 | 2,719 | 3,148 | 3,418 | 4,045 | 5,420 | 6,533 | 6,600 |
| NSG | 500 | 498 | 527 | 569 | 697 | 1,007 | 1,091 | 1,190 |
| Total | 30,962 | 35,263 | 39,913 | 44,591 | 52,383 | 67,560 | 76,055 | 77,765 |

Sources: Union Budget 2014-20; PRS.

Notes: Actuals used for all years except 2019-20 and 2020-21. Revised Estimates used for 2018-19 and Budgeted Estimates used for 2020-21; CRPF: Central Reserve Police Force; BSF: Border Security Force; CISF: Central Industrial Security Force; AR: Assam Rifles; ITBP: Indo Tibetan Police Force; SSB: Sashastra Seema Bal; NSG: National Security Guard.

Table 11: Vacancies in CAPFs (2012-19)

| Year | Sanctioned strength (in lakhs) | Actual strength (in lakhs) | % of vacancies |
|------|--------------------------------|----------------------------|----------------|
| 2012 | 8.9 | 7.6 | 14% |
| 2013 | 9.1 | 8.3 | 9% |
| 2014 | 9.3 | 8.7 | 6% |
| 2015 | 9.5 | 8.9 | 7% |
| 2016 | 9.7 | 9.0 | 7% |
| 2017 | 11.5 | 9.9 | 14% |
| 2018 | 10.8 | 10 | 7% |
| 2019 | 11 | 10 | 9% |

Sources: "Data of Police Organizations", Bureau of Police Research and Development, 2012-19; PRS.

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

Table 12: State-wise releases from NDRF in 2019-20 (in Rs crore)

| State | Releases from NDRF |
|------------------|--------------------|
| Andhra Pradesh | 571 |
| Bihar | 400 |
| Himachal Pradesh | 518 |
| Karnataka | 3,197 |
| Maharashtra | 3,431 |
| Odisha | 3,114 |
| Rajasthan | 1,165 |
| Total | 14,108 |

Sources: Allocation and Release of Funds from SDRF/ NDRF during 2019-2020, Disaster Management Division, Ministry of Home Affairs; PRS.

Notes: Data as of February 3, 2020.