Chapter 11
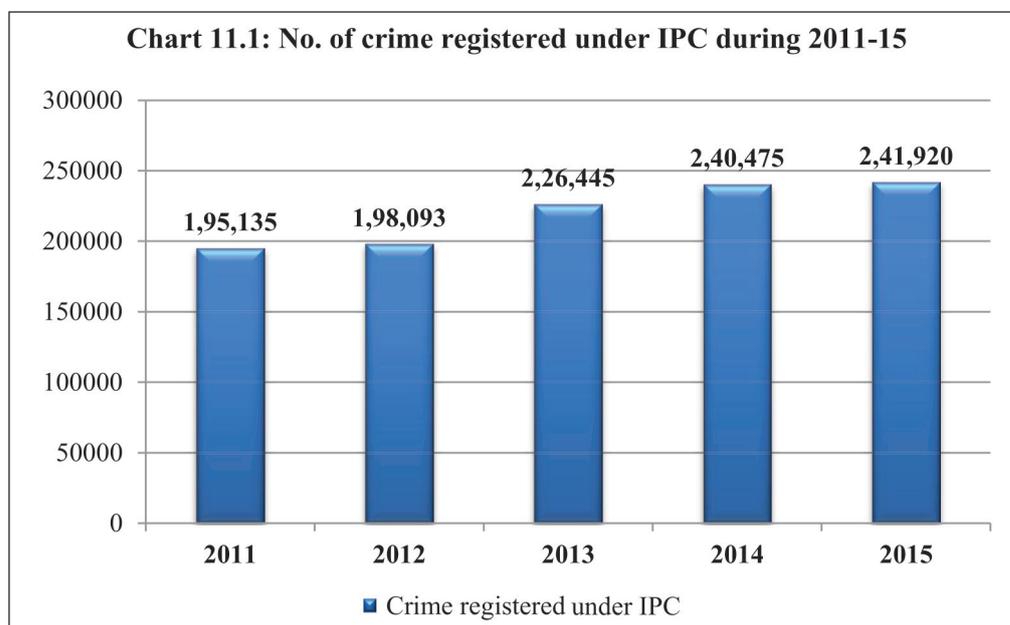# Incidence of Crime and Police Deployment

Chapter 11
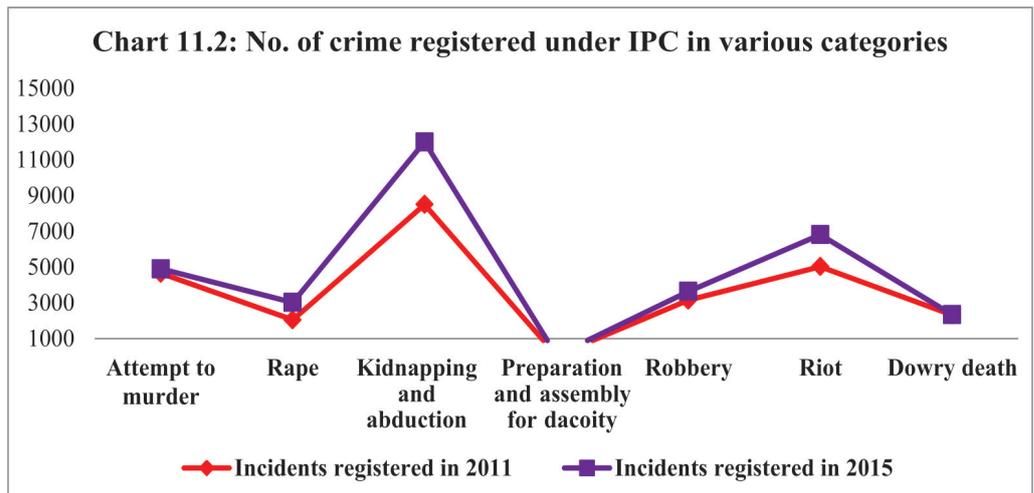# Incidence of Crime and Police Deployment

11.1 Introduction

Prevention of crime, protection of life, liberty, property, human rights and dignity of members of public are amongst the main functions of police. As categorised by the National Crime Record Bureau (NCRB) there are two broad categories of crime registered by the State Police *viz* crime under Indian Penal Code (IPC) and crime under Special and Local Laws (SLL). The various crime heads covered under IPC are murder, attempt to murder, rape, riot, kidnapping and abduction, arson, preparation and assembly for dacoity, robbery etc. whereas crime heads covered under SLL are Arms Act, NDPS ACT, Gambling Act, Excise Act, Prohibition Act, Explosives Substances Act, Immoral Traffic (P) Act, Indian Railways Act, Registration of Foreigners Act, Protection of Civil Rights Act, Indian Passport Act, Essential Commodities Act, Terrorist and Disruptive Activities Act, Antiquities and Art Treasures Act, Dowry Prohibition Act, Prohibition of Child Marriage Act, Indecent Representation of Women (P) Act etc.

Incidence of crime registered under IPC in the state during 2015 increased by 24 *per cent* from that of 2011. The crime registered under SLL category recorded an increase of 35 *per cent* during 2011-15 as depicted in charts below:
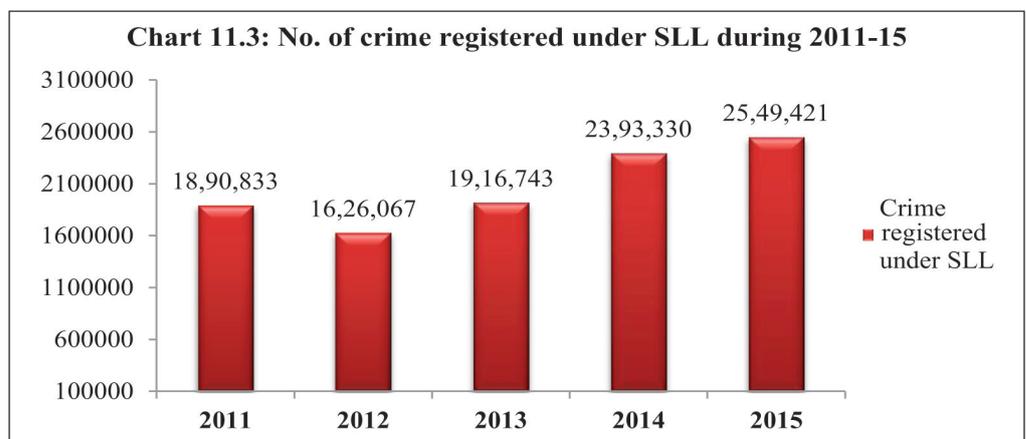

(**Source:** Crime data of NCRB)

Audit further noticed that there was a significant increase recorded in different types of crime under IPC in 2015 as compared to 2011 such as preparation and assembly for dacoity (44%), kidnapping and abduction (41%), rape (48%) and riot (36%) as shown in chart below:
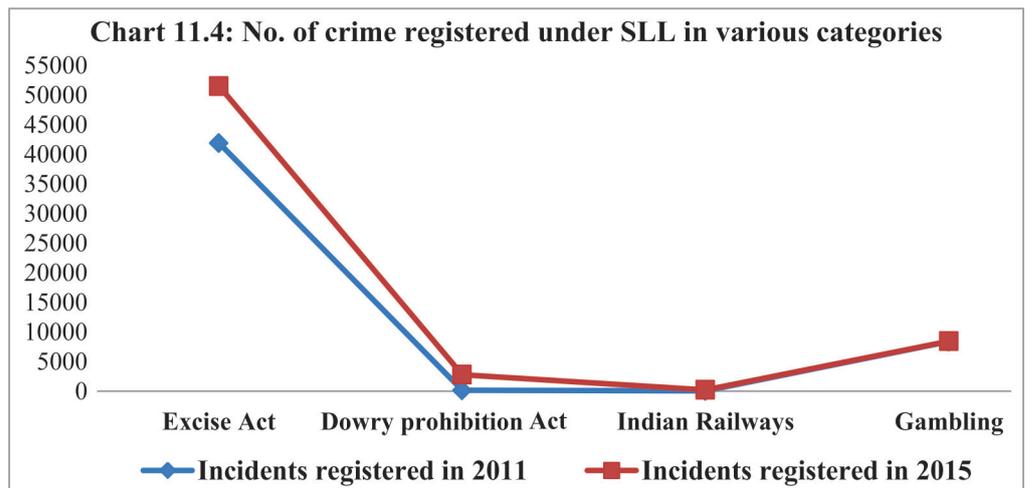

Chart 11.2: No. of crime registered under IPC in various categories

(**Source:** Crime data of NCRB)

Chart 11.3: No. of crime registered under SLL during 2011-15

(**Source:** Crime data of NCRB)

Similarly there was a substantial rise recorded in different types of crime under SLL in 2015 as compared to 2011 such as Dowry Prohibition Act (95%), Indian Railway Act (90%), Excise Act (18 *per cent*) etc. as given in chart below:

Chart 11.4: No. of crime registered under SLL in various categories

(**Source:** Crime data of NCRB)

Government in its reply stated (February 2017) that the State was biggest in India in view of population hence there is a possibility that violation of SLL

laws may be more than in other States so cases under this category may have increased. Further, increase in number under these categories of crime shows activeness of the police which is positive signal.

The reply of the Government was not acceptable as purpose of the modernisation of police forces was to reduce the number of crimes which increased in different categories of IPC and SLL.

The total crime registered against different sections of society had also increased substantially in the state during 2011-15 as given in below table.
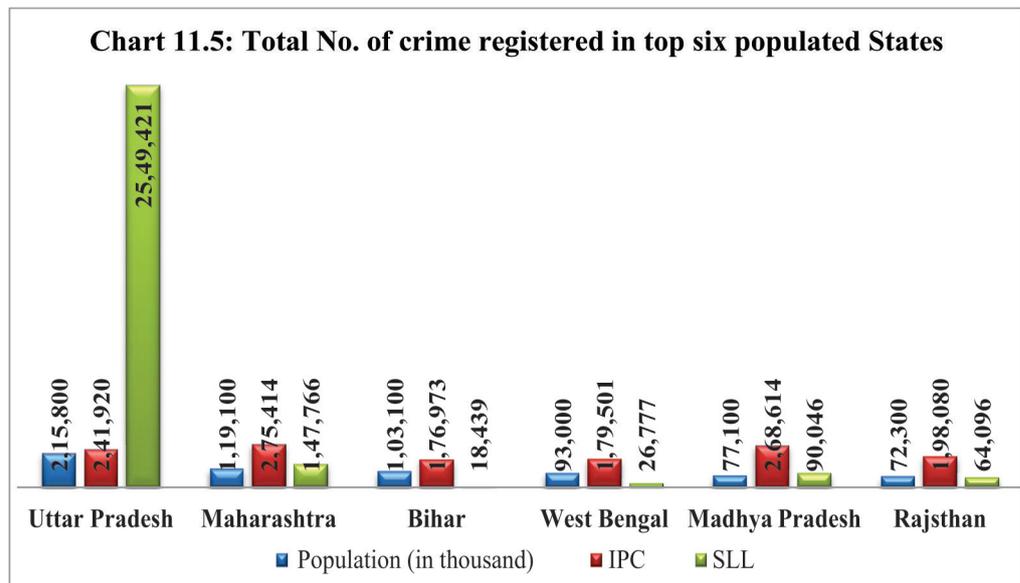
Table 11.1: Details of Category-wise crime in the State

Sl. No.	Particulars	Year 2011	Year 2015	Percentage increase
1.	Total incidences of crime	20,85,968	27,91,341	34
2.	Cases registered under IPC	1,95,135	2,41,920	24
3.	Cases registered under SLL&LA	18,90,833	25,49,421	35
4.	Crime reported against women	22,639	35,527	57
5.	Crime reported against children	5,500	11,420	108
6.	Crime against SC ST	7,702	8,358	9

(**Source:** Crime data of NCRB)

It is evident from the above table that in all the categories, crime increased significantly which ranged between 9 to 108 *per cent*. Crime against children had increased by 108 *per cent* during 2011-15. Audit further noticed that:

- If total reported number of crime under IPC and SLL categories are compared in highest populated six States in the country namely Uttar Pradesh, Maharashtra, Bihar, West Bengal, Madhya Pradesh and Rajsthan, Uttar Pradesh was highest in number of reported crime under SLL category and third in IPC category in India as shown in chart below:

Chart 11.5: Total No. of crime registered in top six populated States

	Uttar Pradesh	Maharashtra	Bihar	West Bengal	Madhya Pradesh	Rajsthan
Population (in thousand)	2,15,800	1,19,100	1,03,100	93,000	77,100	72,300
IPC	2,41,920	2,75,414	1,76,973	1,79,501	2,68,614	1,98,080
SLL	25,49,421	1,47,766	18,439	26,777	90,046	64,096

(**Source:** Crime data of NCRB)

- Uttar Pradesh had reported highest number of cases of SLL crimes, accounting for 58 *per cent* of total SLL crimes reported in the country during 2015. Uttar Pradesh reported the highest number of cases (40,613) of violent crimes accounting for 12 *per cent* of total violent crimes in the

country. The number of SLL crimes reported in Bihar and West Bengal during 2015 was 18,439 and 26,777 respectively.

● Uttar Pradesh reported the highest number of cases of murder accounting for 15 *per cent* (4,732 out of 32,127 cases) of total murder cases and highest cases of culpable homicide not amounting to murder accounting for 42 *per cent* (1,338 out of 3,176) out of total such cases during 2015 in the country.

● Uttar Pradesh reported highest number of cases of crime against women which accounted for 11 *per cent* (35,527 out of 3,27,394 cases) and 19 *per cent* (8,358 out of 45,003 cases) against scheduled castes in the country.

● Government in its reply stated (February 2017) that taking into account the crime rate i.e. incidence of crime per lakh population, Uttar Pradesh was on 26th place in 2011 and on 28th place in 2015 in India. As such, status of crime became better in the State in comparison to other States in the period from 2011 to 2015. But the fact remained that incidence of crime registered under IPC during 2011-15 increased by 24 *per cent* and under SLL category the increase was 35 *per cent* in the State. It was also found that increase in population was about 8 *per cent* in this period while increase in IPC cases was 24 *per cent* and SLL cases was 35 *per cent*.

11.2 Cyber Crime

Cyber crime is defined as a crime in which a computer is the object of the crime (hacking, phishing, spamming) or is used as a tool to commit an offense (child pornography, hate crimes). Cybercriminals may use computer technology to access personal information, business trade secrets, or use the Internet for exploitive or malicious purposes. The information technology (IT) Act, 2000 specifies these types of acts are punishable. Several offences having related to cybercrime are also registered under appropriate sections of the IPC with the legal recognition of electronic records and the amendments made in several sections of the IPC vide IT Act, 2000.

The Department established (August 2011) two cyber units at Agra[31] and Lucknow[32] to investigate cybercrimes in the state.

● Audit observed that against the proposal (September 2012) of establishment of one cybercrime police station in each district, only two cybercrime police stations were established (March 2016) at Lucknow[33] and Gautam Buddha Nagar (Noida)[34] to investigate cybercrime.

● Cases registered and person arrested under cyber-crime (IT Act & IPC) during 2011-15 are detailed in table below:

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[31] Crime related to Meerut, Saharanpur, Bareilly, Moradabad, Aligarh and Agra commissionry.
[32] Crime related to Allahabad, Mirzapur, Varanasi, Azamgarh, Chitrakoot, Devipaatan, Basti, Gorakhpur, Lucknow, Kanpur, Faizabad and Jhansi commissionery.
[33] Crime related to police zone Lucknow, Allahabad, Varanasi, Kanpur and Gorakhpur.
[34] Crime related to police zone Meerut, Bareilly and Agra.

Table 11.2: Cases Reported and Person Arrested under Cybercrime

Year	Cases reported under Total cybercrime (IT ACT and IPC)	Person arrested under Total cybercrime (IT ACT and IPC)
2011	114	NA
2012	249	185
2013	682	602
2014	1,737	1,223
2015	2,208	1,699
Total	**4,990**	**3,709**

(**Source:** Crime data of NCRB)

Above data reveals that 2,208 cases were registered under cyber-crime (Cases of Various Categories under IT Act, 2000 and cases registered under various sections of IPC) during the year 2015 as compared to 114 cases during the year 2011 thereby reporting a significant increase of 1,837 *per cent* in 2015 over 2011. For committing such offences 1,699 persons were arrested during the year 2015. It may further be noticed that 3,709 person were arrested out of 4990 cases registered under cyber-crime during the year 2011-15.

Scrutiny of records revealed that 1990 cases were registered under IT and IPC Act during January 2015 to March 2016 in 15 test check districts. Highest (616 cases out of 1990 number of cases) in test check districts were reported from Kanpur Nagar followed by Lucknow 361 cases and Allahabad 343 cases.

11.3 Manpower Management of police forces

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 function so that adequate police coverage is provided to all the areas/geographical locations and the crime graph is kept under control.

Shortages in police force

Police personnel at the rank of Constables to Inspectors of civil and armed police play a very important role in maintaining law and order and, therefore, the strength in these cadres should be adequate to maintain law and order and keep the incidence of crime under control. The manpower position in civil and armed police force against sanctioned strength is given in the table below.

Table 11.3: Manpower in Uttar Pradesh Police

Year	Inspector		Sub-Inspector		Head Constable		Constable		Others		Total	
	SS	PIP	SS	PIP	SS	PIP	SS	PIP	SS	PIP	SS	PIP
2011	1996	668	17914	7657	62156	16487	263161	144243	15036	15267	360263	184322 (51)
2015	3052	2607	22038	10492	66583	31826	270674	121747	15127	13977	377474	180649 (48)

(UP Budget 2015-16 Vol. VI)

It is evident from the above table that only 1,80,649 police personnel (48 *per cent*) in the State were available against the sanctioned strength of 3,77,474 as on 1st April 2015. The strengths of civil and armed police decreased from 1,84,322 in 2011 to 1,80,649 in 2015.

Test-check of deployment of manpower in 15 districts by audit disclosed that many districts had only 30 to 40 *per cent* of sanctioned manpower deployed in the cadre of Inspector, Sub-Inspector, Head Constable and Constable as shown in the table below.

Table 11.4: Shortage of Manpower in Test Checked Districts

District	SS	PIP	Shortage of manpower against SS	Shortage in percentage
Agra	6,865	4,059	2,806	41
Allahabad	9,615	4,082	5,533	58
Deoria	3,758	1,010	2,748	73
Ghaziabad	6,214	3,943	2,271	37
Jhansi	4,220	1,640	2,580	61
Kanpur	8,964	4,813	4,151	46
Kushinagar	3,258	983	2,275	70
Lucknow	8,368	7,110	1,258	15
Mathura	4,828	2,688	2,140	44
Meerut	5,052	2,452	2,600	51
Moradabad	8,270	2,792	5,478	66
Pratapgarh	3,664	1,476	2,188	60
Shahjahanpur	3,836	1,726	2,110	55
Sitapur	5,769	1,580	4,189	73
Sonebhadra	3,452	1,653	1,799	52

(Police Headquarter, Allahabad)

Kushinagar, Deoria and Sitapur had 70 to 73 *per cent* shortage of manpower while Jhansi, Moradabad and Pratapgarh had 60 to 66 *per cent* shortage of police personnel.

The huge shortages (48 *per cent*) in the police force could have an adverse impact on the maintenance of law and order in the State.

11.4 Recruitment in Police Department

The main reason for acute shortage of police manpower was not filling up of the vacant posts through timely and regular recruitment.

As per Government Order of April 2009, PHQ would centrally assess the vacancies as per sanctioned strength of various posts and send number of vacancies in respect of various posts as proposal (*adhiyachan)* to Police Recruitment and Promotion Board, Lucknow (Board) for recruitment of personnel. Recruitment was to be done twice a year. Further, the Board has to notify the vacancies and call applications for written and physical tests. After physical and written tests of applicants, the Board selects the candidates and send a list of selected candidates to PHQ for training and deployment. PHQ after receiving the list of selected candidates was to depute them for undergoing training. After completion of training, the trained police personnel were to be deployed in districts/PACs.

GoUP accepted (February 2017) that there was a huge shortage of resources in Police Recruitment and Promotion Board (Board). Presently Board is responsible for recruitment to the post of Constable/CP/PAC, Sub-Inspector/ Platoon Commander CP/PAC, Computer Operator, Fire Services and Jail Services.

The Government needs therefore to enhance the resources and manpower to enable the Board to conduct regular and timely recruitment of police personnel twice a year as per notification made by Government.

11.4.1 Delays in recruitment

Recruitment of Sub-Inspectors and Platoon Commanders

Audit observed that the PHQ had sent *Adhiyachans* for making recruitments against following posts during 2009-16:

Table 11.5: Recruitment process for Sub Inspector and Platoon Commander

Year	No of Post of SI+PC for which *Adhiyachan* sent to Board	Notification published for Recruitment against *Adhiyachan*	Candidates selected against notification	List of selected candidates sent to PHQ
2009-10	3,698+312	NA	NA	NA
2010-11	NA	NA	NA	NA
2011-12	NIL	3,698+312 (against *Adhiyachan* 2009)	NA	NA
2012-13	NIL	NA	NA	NA
2013-14	NIL	NA	NA	NA
2014-15	NIL	NA	NA	NA
2015-16	3,000	Under process	3,493+291=3,784 (against *Adhiyachan* 2009)	3,784 in June 2015

(**Source:** PHQ Allahabad and Recruitment Board Lucknow)

Scrutiny of records of PHQ and Police recruitment and promotion Board (Board) revealed that:

• PHQ did not send any *Adhiyachan* to Board during 2011-12 to 2014-15 for recruitment to the post of Sub Inspector/Platoon Commander (PAC) despite large number of vacancies. PHQ sent an *Adhiyachan* for 3000 posts of Sub Inspector/Platoon Commander (PAC) during 2015-16 only.

• Against the *Adhiyachan* of 2009 received from PHQ for recruitment of 3698 Sub Inspector/CP and 312 PC/PAC, the Board took two years in inviting the applications for the post of Sub Inspector/CP/PAC (May 2011). Examination of the eligible candidates was held in five stages and took four years and final result was declared in June 2015 as given in table below:

Table 11.6: Schedule of Examination for the post of SI

Name of Exams	Dates of exams held	Date of Declaration of Result
Physical Standard verification	05.09.2011 to 01.11.2011	
Written examination (Preliminary)	11.12.2011	01.01.2013
Physical Efficiency Examination	05.02.2013 to 01.09.2014	
Written examination (Mains)	14.09.2014	18.11.2014
Group Discussion	11.12.2014 to 10.01.2015	
Final Result		16-03-2015
Result as per direction of Hon'ble High Court		25-06-2015

(**Source:** Police Recruitment and Promotional Board, Lucknow)

Board is yet to invite applications for the post of Sub Inspector against *Adhiyachan* of 2015-16 received from PHQ.

Thus, neither the Department nor the Board showed any urgency in ensuring timely recruitment of Sub Inspector/CP/PAC despite huge shortages and deteriorating law and order in the State as was indicated in the increasing crime graph.

Audit further noticed that out of 3,784 candidates selected against the *Adhiyachan* of 2009, PHQ sent only 3,153 candidates for training during 2016-17 and 631 candidates are still awaiting their deployment for training.

Recruitment of Constables

Table 11.7: Recruitment process for Constable

Year	No of Post of Constable for which *Adhiyachan* sent to Board	Notification published for Recruitment against *Adhiyachan*	Candidates selected against notification	List of selected candidates sent to PHQ
2011-12	NIL	NA	NA	NA
2012-13	NIL	NA	NA	NA
2013-14	41,610	41,610 (June 2013)	Under process	NA
2014-15	NIL	NA	NA	NA
2015-16	34,716	December 2015 (under Process	38,315+4,438 (against *Adhiyachan* 2013)	42,753 (January 2016) against *Adhiyachan* 2013.

(**Source:** PHQ Allahabad and Recruitment Board Lucknow)

● PHQ sent *Adhiyachan* for the posts of Constable to the Board for 41,610 posts during 2013-14 and for 34,716 posts during 2015-16. PHQ did not send any *Adhiyachan* for the posts of Constable during 2011-12, 2012-13 and 2014-15 despite vacancies in the cadre ranging from 45 to 55 *per cent*.

● Board invited application for the 41,610 post of Constable in May/ June 2013 against *Adhiyachan* of 2013-14. Examination was held in four stages and final result was declared in July 2015 as shown in table given below:

Table 11.8: Schedule of Examination for the post of Constable

Name of Exams	Dates of exams held	Date of Declaration of Result
Written examination (Preliminary)	15.12.2013	28.07.2014
Physical Efficiency Examination	07.10.2014 to 19.11.2014	
Written examination (Mains)	14.12.2014	22.03.2015
Medical Examination	27.03.2015 to 06.2015	
Final Result		16-07-2015

(**Source:** Police Recruitment and Promotional Board, Lucknow)

Thus, the Board took two years and eight months in completing the process of selection of candidates.

Audit further noticed that out of the selected 42,753 candidates, only 16,075 candidates have been sent for training and 17,425 candidates are still awaiting their deployment for training. All the selected candidates could not be deployed for training due to limited capacity of police training institutions/schools/centres as discussed in ***paragraph 7.3***. Character verifications of 3,966 candidates is in process and no information was

furnished about remaining 5,287 selected candidates. Recruitment for vacancies notified during 2015-16 is under process.

Government replied (February 2017) that delay in recruitment process was mainly due to large number of candidates of various posts as well as legal matters pending before the Hon'ble High Court at Allahabad and Lucknow.

The reply of the Government is not acceptable because despite large number of vacancies in the cadres of Sub-Inspectors (52 *per cent*) and Constables (55 *per cent*), PHQ did not send *Adhiyachan* for recruitment of various posts to the Board twice a year, which was one of the important reasons for continued shortfall in police manpower in the State. Again the Board after receipt of *Adhiyachan*s from PHQ, did not take prompt action and the recruitment process took an unduly long time of about three to four years. All these resulted in depleted strength of State Police with about 52 *per cent* posts of Sub-Inspectors /Platoon Commanders and 55 *per cent* posts of Constables lying vacant which could effect the maintenance of law and order in the State.

Recommendation

● *The Department as well as Police Recruitment and Promotion Board should streamline their procedures for recruitment and put in place a proper monitoring mechanism to ensure that recruitment of police personnel is done in a timely and regular manner, within the prescribed time limits.*

(P.K. KATARIA)
Principal Accountant General (G&SSA)
Uttar Pradesh

ALLAHABAD
THE **19 June 2017**

COUNTERSIGNED

(SHASHI KANT SHARMA)
Comptroller and Auditor General of India

NEW DELHI
THE **2 0 JUN 2017**