

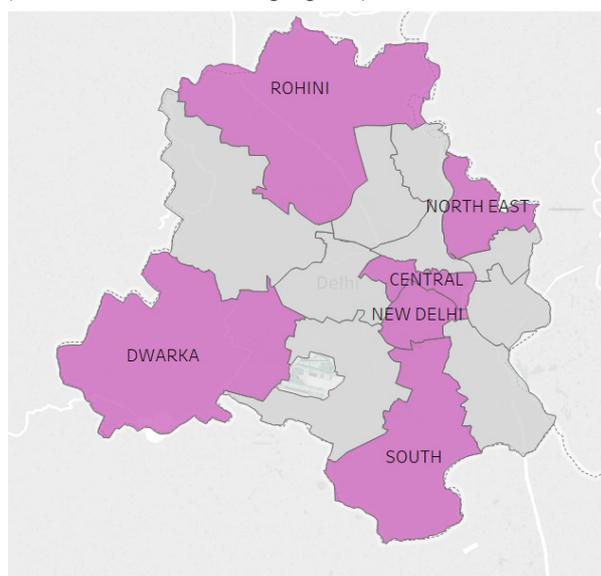
## 4. Police districts

### 4.1. Introduction

For maintaining law and order, the entire NCT of Delhi has been geographically divided into two Zones (each headed by a Special Commissioner of Police), which are further divided into three Ranges each (each headed by a Joint Commissioner of Police). Each Police Range is further divided into two to three Police Districts (each headed by a Deputy Commissioner of Police), below which there are Sub-Divisions (each headed by an Assistant Commissioner of Police) and thereafter Police Stations (each headed by SHO/Inspector) at the cutting edge level with distinct geographical areas under their jurisdiction.

During the year 2018, there were 14<sup>21</sup> police districts and 163 police stations in Delhi. Out of these, audit test-checked six police districts<sup>22</sup> and all the 72 police stations therein.

Figure 4.1: Map of Delhi Police Districts  
(selected six districts are highlighted)



The core functions of the Police viz., maintaining law and order and detection and investigation of crimes, are fulfilled through Police Stations. Thus, for effective policing, police stations should be manned with adequate police personnel equipped with required weaponry, communication equipment etc., and provided with the required physical infrastructure.

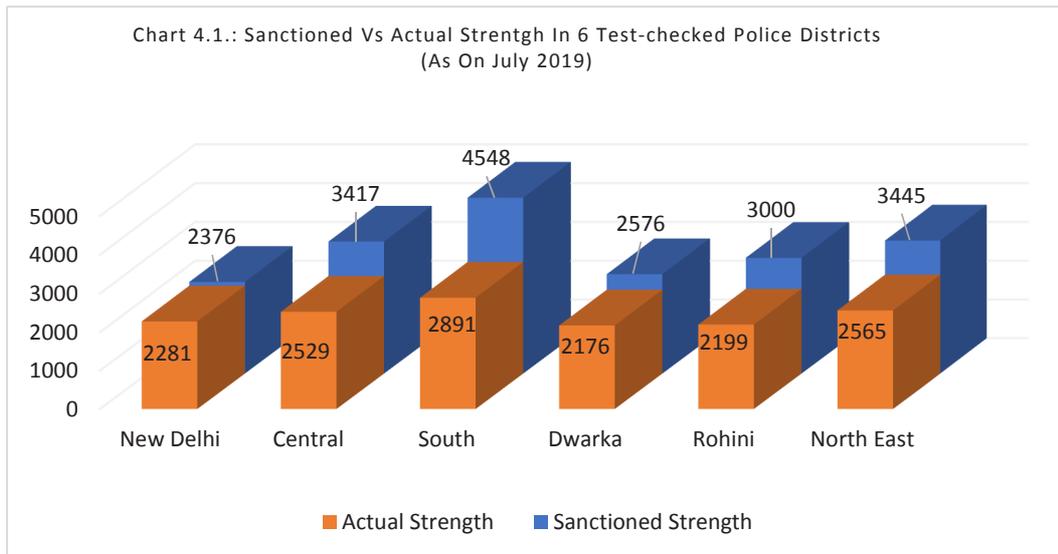
### 4.2. Manpower position in Police Districts

As of 1<sup>st</sup> April 2019, against overall shortage of 11 *per cent* of police personnel in Delhi Police, there was 18 *per cent* shortage in the police districts.

In the test-checked six police districts, actual strength of upper subordinates (Inspectors, SIs and ASIs) and lower subordinates (Head constables and Constables) against sanctioned strength was as given in Chart 4.1.

<sup>21</sup> As on June 2020, there were 15 police districts (after creation of a new district "Outer North" from 1<sup>st</sup> January 2019) and 178 territorial police stations.

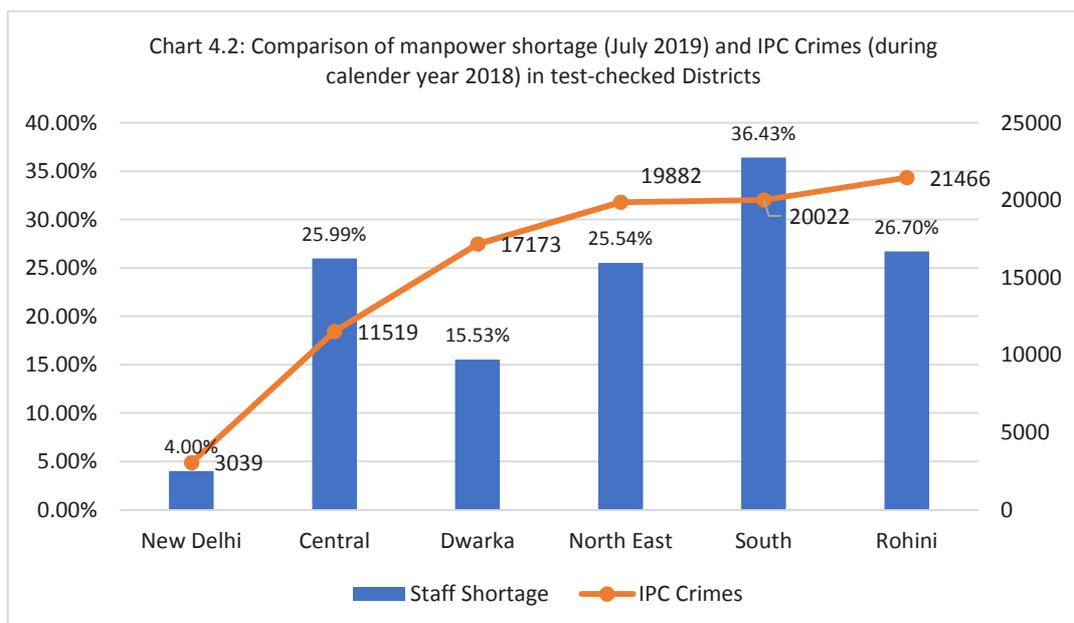
<sup>22</sup> Selected through statistical random sampling method



Source: Information provided by Delhi Police

It can be observed from Chart 4.1 above that cumulatively, the test-checked six police districts have 24 per cent shortfall in availability of manpower as against the sanctioned strength. In these six districts, manpower shortage varied hugely from as low as four per cent in New Delhi District to high of 36 per cent in South District.

It was also observed that Police Districts with higher IPC Crimes had comparatively higher manpower shortage, whereas manpower shortage in New Delhi District (having far lesser IPC crimes) was much lesser than in other districts of Delhi Police.



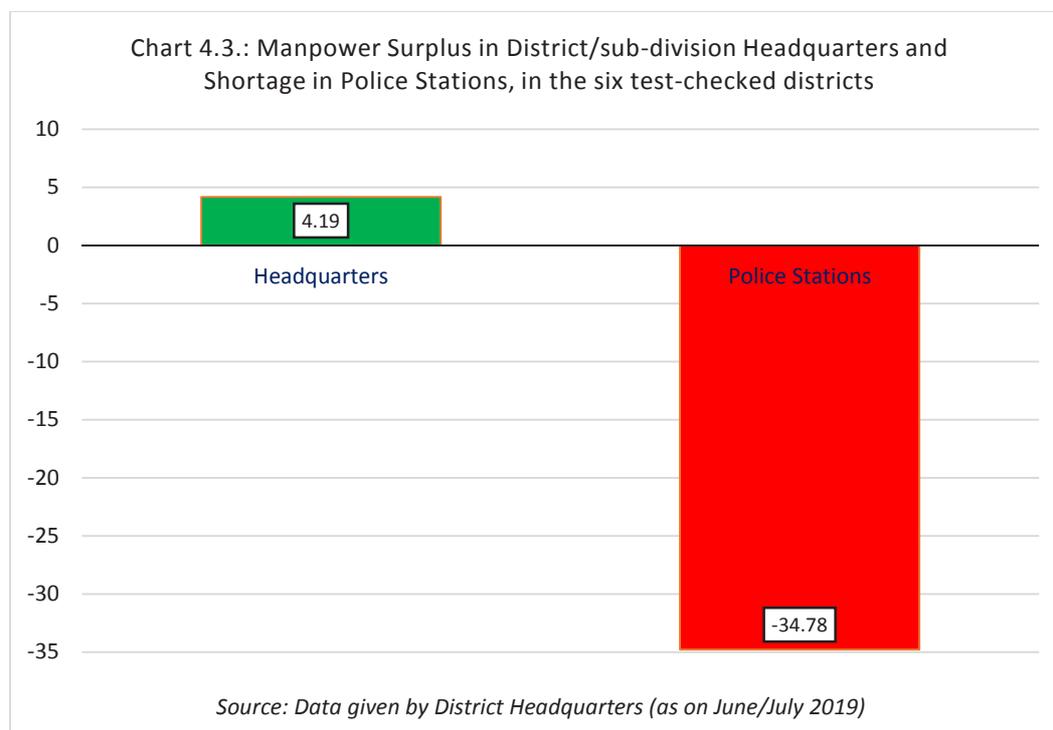
Source: Information provided by Delhi Police

Thus, instead of equitably distributing the manpower shortage of Delhi Police in all the Districts/units, police deployment was skewed in favour of districts with heavy VIP presence i.e. New Delhi, rather than districts with higher crimes reported.

Delhi Police replied (June 2020) that the variation in percentage of shortage among the districts has now been reduced, i.e., 12 per cent in Dwarka District, 20 per cent in New Delhi District, 23 per cent in Rohini District, 24 per cent in North-East District, 25 per cent in South District and 26 per cent in Central District. Audit is of the view that Delhi Police may further endeavour to minimise the variation keeping in view the requirement.

#### 4.3. Manpower in Police stations vs. District/Sub-Division Headquarters

In each police district, manpower is to be deployed at district/sub-divisions Headquarters and Police Stations. Audit observed that there was excess (four per cent) deployment of manpower at headquarters whereas there was 35 per cent shortage of manpower at police stations of the six test-checked police districts.



The police stations are the cutting edge for Police force, and Delhi Police should strive for least shortage at the cutting-edge level. Delhi Police may consider withdrawal of excess police personnel at district/sub-division headquarters, and deploy them in police stations.

#### 4.4. Police Stations

As per the norms, the requirement of police personnel in a Police Station (PS) is as given in Table 4.1.

**Table 4.1: Requirement of personnel in a police station**

S. No.	No. of IPC crimes registered in a year in PS	Manpower required
1.	Less than 250	196
2.	250-500	207
3.	Above 500	220

On the basis of these norms, each police station should be manned with at least 196 police personnel. There were 72<sup>23</sup> police stations in the six test-checked police districts, out of which 59, eight and five Police stations required 220, 207 and 196 personnel respectively. However, only one out of the 72 PSs had the required number of personnel (237 in Narela PS) and in the remaining 71 PSs, number of personnel ranged from 64 to 186 against the minimum requirement of 196.

Despite the huge shortfall in staff strength in the Police Stations, few<sup>24</sup> police personnel were actually deployed in District Headquarters despite being posted in the Police Stations. This affects the functioning of Police stations as they are already reeling with huge manpower shortage.

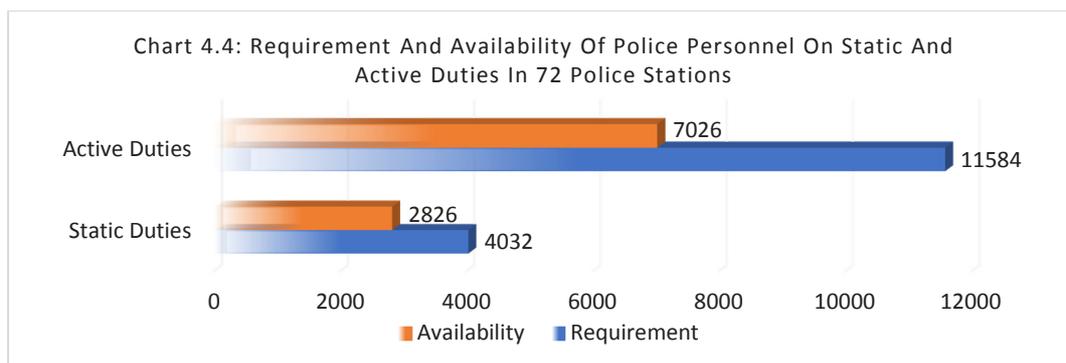
##### 4.4.1. Static vis-a-vis Active Duties

In a Police Station, there are various roles and duties for the police personnel. These duties can be basically distinguished as Static duties, e.g., Reception room, Malkhana, Record Room, Dak duty etc., and Active duties, e.g., crime investigation, beat duty, pickets, patrol duty etc. Though the static duties are essential in order to ensure that the active policing (i.e. maintenance of law and order and crime investigation) is done efficiently and effectively, adequacy of active duty staff is of utmost importance.

In the 72 police stations, the actual availability of manpower for static duties and active duties in comparison with the requirement as per the prescribed norms, is given in Chart 4.4.

<sup>23</sup> Number of PS increased to 74 from 1<sup>st</sup> January 2019 onwards

<sup>24</sup> Seven, seven, five, two, two and three police personnel from Hauz Khas PS, Dwarka Sector 23 PS, Begumpur PS, IP Estate PS, Parliament Street and Seelampur PS respectively were deployed in District Headquarters



Source: Information provided by Delhi Police

It can be observed from the Chart above that within police stations, there is overall shortage with regard to the norms, and deployment of manpower is slightly skewed in favour of static duties as there is higher shortfall of 39 per cent for active duties against 30 per cent shortfall for static duties.

#### 4.4.2. Beat Policing

In police terminology, area within the jurisdiction of a police station is geographically divided into 'Beat'. As per recommendations of Internal Committee of MHA, the total staff in a Beat should be one SI/ASI (Beat In charge), three Head Constables and three Constables for effective and active policing. The Beat-in-Charge is the backbone of policing and directly responsible for prevention and detection of crime and maintenance of law and order within his beat. They are also one of the most important links between the police and the public and should be aware of each and every criminal activity in their respective areas so as to curb crime in their respective areas.

Audit test-checked manpower position in 20 Beats of five police stations from five different districts, and observed that out of 20 Beats, there were nine Beats without a Beat in-charge and 19 Beats had shortage of lower subordinate staff (February 2020). Over all, all the 20 Beats had shortage of staff. Notably, some Beats had excess staff in a particular cadre e.g. one Beat in New Delhi had 4 ASIs posted where the norm requires just one ASI/SI per Beat.

Further, Daily Diary entries regarding arrival and departure of Beat staff are to be lodged regularly. Audit observed that in Noida and Bengaluru, Police Departments have adopted QR code-based monitoring of 'Beats' wherein Beat staff is required to scan QR codes placed at the designated vital spots/locations required to be covered by them during patrolling. However, similar technology

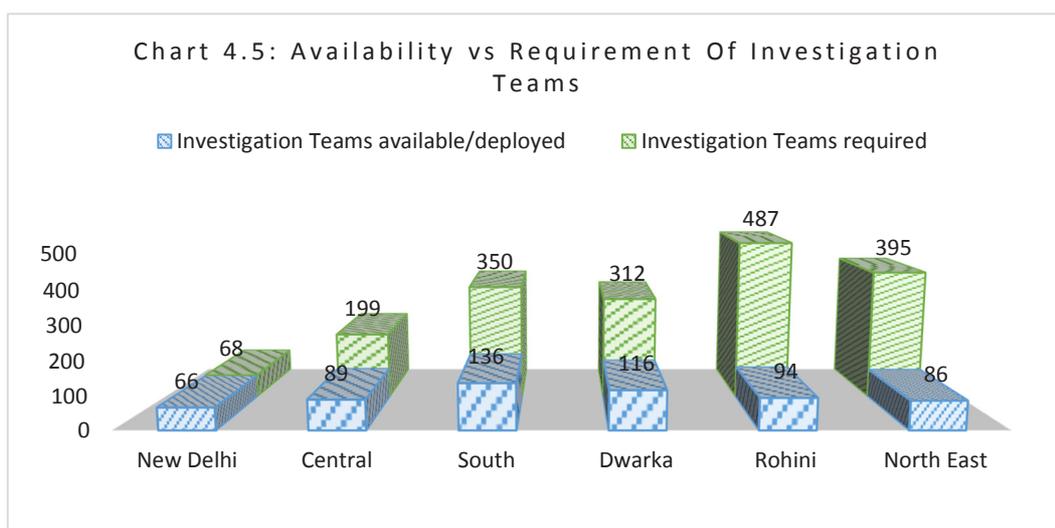
solutions for more efficient monitoring of beat patrols was not observed in Delhi Police.

#### 4.4.3. Investigation Teams

Crime investigation is a complex task, involving examination and re-examination of witnesses to cross check statements, preservation of scene of crime, surveillance of suspects, arrest of one or more accused persons, detailed consultation of police records etc. and requires time and teamwork besides skills.

As per the norms accepted by MHA, an investigation team of one SI/ASI, one Head Constable and one Constable<sup>25</sup> is required for investigation of 60 IPC/75 Non-IPC cases<sup>26</sup> in a year. Audit observed that as per these norms, 1811 investigation teams were required in the six test-checked police districts, against which only 587 investigation teams were available due to shortage of manpower available for active duties. The shortage of investigation teams in police stations is a matter of serious concern as it affects the time taken to investigate the criminal cases, with resultant delays affecting delivery of justice to the aggrieved.

In the six test-checked police districts, there was large scale variation in the availability of Investigation teams as against requirement. The position is given in Chart 4.5.



Source: Information provided by Delhi Police

<sup>25</sup> The SI and HC would be involved with investigating the cases and the Constables would only assist in the investigations

<sup>26</sup> BPR&D analysis indicates that a team should comprise of one SI/ASI, one HC and two Constables.

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While the number of available investigation teams were short by only three *per cent* in New Delhi district, there was shortfall ranging from 55 to 78 *per cent* in the remaining five districts.

Audit further observed that a proposal for sanction of additional 2907 posts was submitted (September 2005) by the Delhi Police to MHA for separation of the crime investigation duties from law and order duties. Subsequently, Supreme Court of India also directed (January 2007) the Centre and States to separate the crime investigation duties from law and order duties. It was observed that no significant progress was made regarding the proposal till November 2010, when the relevant file was withdrawn without any recorded reasons. The proposal was later reconsidered (January 2013) in the aftermath of the December 2012 Nirbhaya case. Subsequently, the High Court of Delhi on its own motion directed (August 2014) MHA for early decision on the proposals for additional posts in the Delhi Police. Thereafter, proposal for 2907 posts for separation of crime investigation was reassessed as 4974, but no final decision was taken till December 2015 when the High Court of Delhi expressed its disappointment at the manner and pace at which the matter was being handled.

Afterwards, MHA approved (December 2015) 4227 posts for separation of investigation duties and it was decided to operationalise the posts in two phases, i.e., 2115 posts in 2016-17 and the remaining 2112 posts in 2017-18. However, audit observed that separation of crime investigation from law and order duties was done in only 14 out of 72 police stations in the six police districts (as on June 2019).

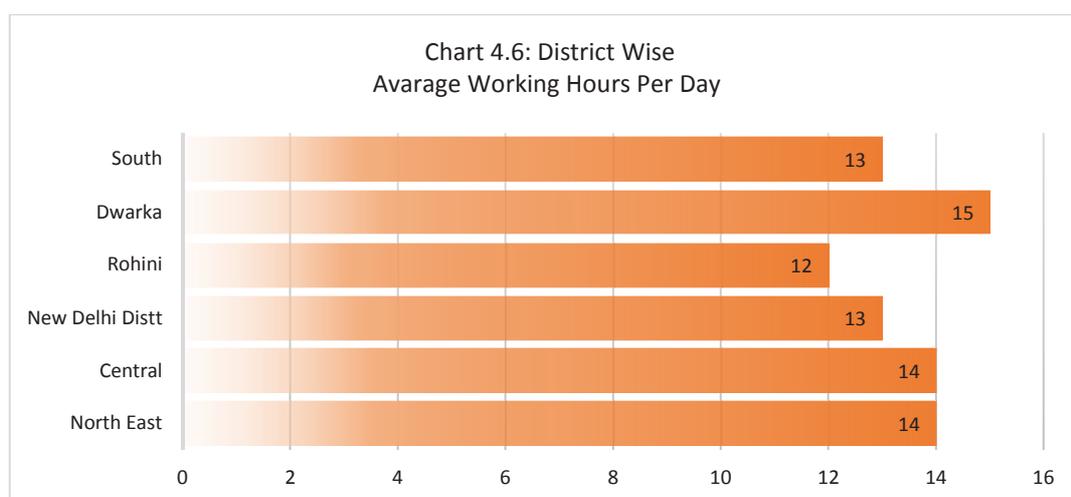
Delhi Police may implement the separation of the crime investigation duties and law and order duties on priority basis, within a scheduled time frame and increase the number of Investigation teams.

Delhi Police replied (June 2020) that the number of Investigation Teams has now been increased to 835 in the six test-checked districts. As per the latest position of Investigation teams submitted by Delhi Police in June 2020, the range of shortage of investigation teams has also improved to 32 to 69 *per cent* from three to 78 *per cent* earlier observed during audit. Audit is of the view that Delhi Police should strive for minimising the shortages in number of Investigation Teams across the Districts.

#### 4.5. Long duty hours of police personnel

As per Model Police Act 2006, the state government shall take effective steps to ensure that the average hours of duty of a police officer do not normally exceed eight hours a day; provided that in exceptional situations, the duty hours of a police officer may extend up to 12 hours or beyond.

Audit observed that due to shortage of manpower and nature of work, existing manpower/police personnel was under severe stress as the average<sup>27</sup> daily duty hours in six test-checked districts was continuously in the range of 12 to 15 hours (Chart 4.6).

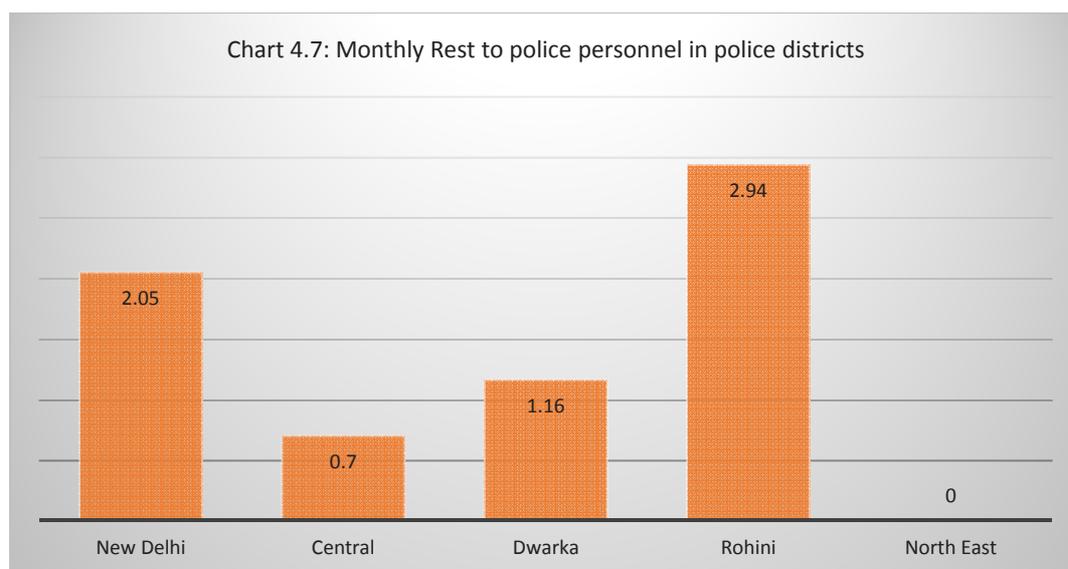


Source: Information provided by Delhi Police

Further, regarding the four days of rest to be given in a month to police personnel, average monthly rest given to police personnel ranges from Nil to 2.94 in five out of six<sup>28</sup> test-checked districts. Details of monthly rest availed by police personnel of the five districts was as given in Chart 4.7.

<sup>27</sup> For calculating the average working duty hours and weekly off, data for four months of 2018 i.e. January, April, August, and October (selected via random sampling), was selected for 72 Police Stations of six selected districts. Average was worked out on the basis of duty hours of ten *per cent* of the staff working in these 72 police stations as provided to audit by Delhi Police.

<sup>28</sup> South District did not provide the relevant records



*Source: Information provided by Delhi Police*

Thus, it was observed that police personnel in police stations are heavily stressed since the daily working hours which are normally to be eight hours, were continuously in excess of 12 hours and also less than three days of rest in a month was available to them. These strenuous working conditions would have an adverse effect on the physical and psychological well-being of police personnel. Thus, the Delhi Police should strive to improve the manpower availability in police stations.

Delhi Police need to ensure that the manpower is sufficiently augmented in order to ensure that all police personnel get adequate/sufficient rest, and that the working hours of police personnel resonate with the norms prescribed in Model Police Act.

Delhi Police replied (June 2020) that different type of duties is performed by devoting extra duty hours, due to shortage of sufficient manpower. The reply makes it evident that shortage of manpower is putting undue stress on the existing police force.

#### 4.6. [Mobility in police stations](#)

Mobility is measured in terms of the ability of the police force of a unit to move quickly to the incident site. Quick police response helps save precious lives, maintain law and order and protect public and private property, besides being a reliable indicator of police performance. BPR&D has prescribed scales for various types of operational vehicles such as heavy/medium/light vehicles and motor cycles for police stations. As per the BPR&D norms, seven four-wheelers,

18 two-wheelers and three<sup>29</sup> special four-wheelers are required for each police station.

Audit examined the status of availability<sup>30</sup> of vehicles against the requirement in 72<sup>31</sup> police stations of six selected districts and observed that there were huge shortages in availability of vehicles against the requirement, in all the police districts. There was a shortage of 75 *per cent*, 78 *per cent* and 53 *per cent* in 4-wheelers, special 4-wheelers and 2-wheelers respectively (district-wise details in Annexure-3).

Shortage of vehicles could adversely affect the mobility of police especially their patrolling functions and ability to respond quickly to law & order incidents. Moreover, audit observed that the police stations have not requested or submitted any proposals for procurement of vehicles, and neither has the district headquarters taken cognisance of the matter related to shortage of vehicles.

Delhi Police should ensure that the shortage of vehicles in all police stations is assessed at the earliest and necessary steps are taken to overcome the shortage in a timely manner.

Government replied (July 2020) that authorization for procurement of additional 4,444 vehicles was given to Delhi Police. In the financial year 2019-20, 1874 motorcycles have been purchased and allotted to Districts/units. The remaining vehicles will be procured by Delhi Police in 2020-21 and 2021-22.

Audit is of the view that Delhi Police should devise a mechanism wherein the process for replacement of the vehicles due for condemnation in the year, is initiated well in advance, to ensure that the police stations/units are always equipped with vehicles as per the requirement/norms.

#### 4.7. Physical infrastructure in police stations

The police station is a key functional unit of the police force, where the police discharges its tasks of maintenance of law and order, investigation of cases etc., and is the primary point of interaction between the citizens and the Police. Considering the present-day functional domain of the police stations and the number of functions entrusted, BPR&D has set up some standard norms for

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<sup>29</sup> One TATA-407, One Minibus and One Pickup Van

<sup>30</sup> As on date of audit during December 2018 to March 2019

<sup>31</sup> Number of police stations has changed after January 2019. Audit inspected 72 police stations which were in the 6 districts till December 2018.

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building of police stations to meet the requirements of functional spaces for smooth working of police personnel and distressed citizens visiting the police station. During the joint physical verification of all 72 police stations in the six selected districts, audit observed several deficiencies in respect of amenities available for visiting public and police personnel. The major deficiencies are discussed in the succeeding paragraphs.

### 4.7.1. Citizen centric and public friendly facilities

#### *Differently abled friendly access to Police Stations*

<i>Requirement</i>	<i>Status</i>
Entrance to the police station should be differently abled friendly, with a low gradient ramp and railing for convenience of differently abled persons.	23 out of 72 police stations inspected did not have differently abled friendly access, i.e., there were no ramps/lifts available and visitors have to climb a significant number of stairs/steps to gain entry to the police station. (Details are in Annexure-4)

Delhi Police replied (June 2020) that PWD has been directed to start the work regarding construction of ramps in 42 Delhi Police buildings, and estimates for other buildings has been requested. Delhi Police may ensure completion of the required works at the earliest.

#### *Reception/Waiting Area*

<i>Requirement</i>	<i>Status</i>
At the entrance of the police station, there should be a reception area with a reception counter and an enclosed waiting area for visitors to sit comfortably and wait.	Out of the 72 test-checked police stations, 15 police stations had adequate waiting area (123 m <sup>2</sup> ), while four police stations had no proper waiting area (less than 20 m <sup>2</sup> ) and 53 PS had a very small waiting area (20-50 m <sup>2</sup> ) compared to norms (123m <sup>2</sup> ). Illustrative Pictures are provided below (Details are in Annexure-4)



Figure 4.2: Waiting Room/Reception Desk in K.M.Pur PS ( South District) and Chhawla PS (Dwarka District)

### Visitors Toilets

Requirement	Status
There should be a separate toilet for male, female and differently abled visitors near the reception	In all the 72 police stations, common toilets for visitors and police personnel were available. However, differently abled friendly toilets were available in only 18 PS of four districts out of 72 police stations of six districts. (Details are in Annexure-4)

### Women Help Desk

Requirement	Status
Near the reception, there should be a separate enclosure for a women help desk to help and listen to the complaints of females	Audit observed that though a women help desk was available in all 72 PSs, it was not in an enclosed space in 37 out of 72 police stations and thus, did not provide a sense of privacy to the female visitor. In the light of the Delhi High Court order (April 2009), which expressly indicates that the statement of the victim shall be recorded in private, the availability of women help desk in an enclosed space assumes significance. (Details are in Annexure-4)



Figure 4.3: Illustrative pictures to show that Women Help Desks are placed in open without any semblance of privacy

Delhi Police in its reply stated (June 2020) that new Police Stations are being constructed as per BPR&D norms and efforts are being made to make such provisions in all the Police Stations. Delhi Police may ensure that the women help desk in all police stations is situated in an enclosed space to provide privacy to the complainant.

#### Lockups

Requirement	Status
Each police station shall have lockups as per the NHRC guidelines, and should be monitored through CCTV cameras	Out of 72 police stations, 22 police stations did not have any lockups and lockups of other police stations were being utilised for the purpose. In the remaining 50 police stations, lockups were effectively being monitored through CCTV cameras. (Details are in Annexure-4)

Delhi Police replied (June 2020) that lockups are being constructed in new police stations projects. Police also replied that a proposal of CCTVs installation in various police establishments is also under process. However, immediate steps are required to be taken to equip all police stations with lockups to minimise the risk involved in transporting the prisoners from one police station to other, where lockups are available.

4.7.2. Police personnel centric facilities

*Barracks for police personnel*

Requirement	Status
Separate barracks to be provided for at least 120 men and seven women police personnel, with adequate number of toilets, urinals and bath areas	<ul style="list-style-type: none"> <li>– None of the Police stations (PS) had separate barracks for women police personnel.</li> <li>– Three<sup>32</sup> PS had no barracks for male police personnel as well.</li> <li>– 17 out of the remaining 69 PS had barracks with capacity of less than 20 beds.</li> <li>– Further, the condition of the barracks was largely poor, in terms of cleanliness, hygiene, ventilation and lighting.</li> <li>– Toilets attached with barracks were grossly insufficient and in poor condition.</li> </ul>



Figure 4.4: Condition of Barracks and Toilets in test-checked Police Stations

<sup>32</sup> Shahbad Dairy PS and Narela PS in Rohini; Chhawla PS in Dwarka

*Canteen/Mess and Kitchen*

<i>Requirement</i>	<i>Status</i>
Kitchen with modern equipment and cafeteria with modern furniture required for police personnel staying in barracks and for police personnel on duty	<ul style="list-style-type: none"><li>– Four<sup>33</sup> out of 72 PS did not have canteen and kitchen facility, and four other PS had only kitchen facility without any sitting space.</li><li>– Besides this, canteen/mess in 23 PS had insufficient space.</li><li>– The condition of canteen and kitchen varied from good to poor and unhygienic in different police stations. Illustrative pictures of kitchen and canteen area are given below:</li></ul>



*Figure 4.5: Illustrative pictures of Kitchen/Mess in Police Stations*

*Creche*

As per the norms, a creche is to be provided in case large number of police personnel are posted. Audit observed that only nine out of 72 police stations had creche facility despite the fact that around 100 personnel were deployed in each PS. (Details are in Annexure-4).

*Open ground for parade and Playground*

As per the norms, adequate open ground should be available in the police station compound for a parade and for playing games (volleyball, badminton and basketball). Audit observed that 47 out of 72 police stations did not have any open ground available depriving the police personnel facilities for any sort of outdoor sports. Similarly, out of 72 PS, only nine and 14 PS had gym equipment and recreation room available respectively. (Details are in Annexure-4)

<sup>33</sup> Sangam Vihar PS (South District), Deshbandhu Gupta Road PS (Central District), North Avenue PS and South Avenue PS (New Delhi District)

*Safety/security infrastructure*

- Boundary Wall: Two<sup>34</sup> police stations in North East District did not have proper boundary wall.
- Watch Tower: Only two out of 72 PSs had watch towers.
- Firefighting system: Eight PSs did not have any firefighting equipment available, making them prone to risks of fire.
- Daylight and ventilation: Seven PSs did not have proper day lighting and ventilation system

Delhi Police replied (June 2020) that a request has been made to PWD to send estimates of boundary walls wherever it does not exist. Immediate steps are required to be taken to improve the vital infrastructure.

*Police stations in rented buildings*

In the test-checked six police districts, six out of 72 police stations were functioning from rented buildings. It was also observed that all the six police stations have been functioning from these rented buildings for more than 10 years as of July 2019 and four out of these six police station buildings were found to be in dilapidated condition, especially Karawal Nagar PS, which was reported to be unsafe in case of any natural calamity.

These six police stations had inadequate space resulting in deficient facilities e.g. lack of parking space, barracks, playground, waiting area etc. and insufficient safety/security infrastructure e.g., absence of lockups, watch towers etc.

It was further observed that though Delhi Police has been pursuing the matter with land owning agencies for allotment of suitable land, no progress in this regard could be made. MHA may also take up the matter with the ministry concerned for timely action in this regard.

Delhi Police should assess the derelict situation in the functional spaces in the police stations and plan for their upgradation in a scheduled and time-bound manner, to ensure that the infrastructure in police stations is as per the BPR&D norms.

Delhi Police replied (June 2020) that land owning agencies have been asked to allot the land for the police stations running in rented premises. Audit is of the view that matter may be dealt with by MHA, wherever there are major hurdles/delays in land allotment.

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<sup>34</sup> Karawal Nagar PS, Harsh Vihar PS, Jafrabad PS.