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# Report of the Comptroller and Auditor General of India on Performance Audit of Manpower and Logistics Management in Delhi Police



Union Government (Civil)  
Ministry of Home Affairs  
Report No. 15 of 2020  
(Performance Audit)



**Report of the  
Comptroller and Auditor General of India  
on  
Performance Audit of  
“Manpower and Logistics Management in  
Delhi Police”**

for the year ended March 2019

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## Executive summary

The main objective of the Performance Audit was to examine whether the Delhi Police is managing its manpower and logistics efficiently and effectively. Further, another area of emphasis is the examination of the adequacy of infrastructure across all units of the Organisation. The Performance Audit primarily covered Law & Order Police (territorial Police Districts), Security Unit, PCR, Operations & Communications, Special Cell, Provision & Logistics, IT Cell and PHQ, for a period of six years, from 2013-14 to 2018-19.

Audit scrutiny revealed that the less than optimal deployment of manpower and other resources like vehicles, physical infrastructure, other equipment etc. have become a major impediment in the effective functioning of Delhi Police, though it is better equipped in terms of manpower as compared to other metros. Pending manpower proposals with the Ministry of Home Affairs (MHA) coupled with the slow process of Recruitment and sub-optimal deployment of available manpower has resulted in excess burden on the existing manpower. Due to shortage of staff and skewed deployment, many police stations and units are working with much lesser staff than the sanctioned strength. Many PCR vans are functioning without gunmen. Vehicles, bulletproof jackets etc. were also found to be inadequate in many units.

Several issues were noticed in the functioning of Police Control Room, where increasing numbers of blank calls over the years have been a major irritant affecting the performance of Emergency Response system; however, a satisfactory solution was yet to be found. Quality of data entered in the system by the call takers, dispatcher load, queuing time, response time etc. are also areas of concern. With the launch of the new Emergency response system some of the above parameters have seen improvement.

The performance of communication system of Delhi Police has rapidly deteriorated due to ageing and the number of wireless sets have declined sharply in the last 10 years. Delhi Police is using a 20 years old trunking system (APCO) beyond its normal life span of 10 years. It was also found that large numbers of CCTV cameras installed by Delhi Police were not functioning.

Delhi Police has taken many IT initiatives to support its functions, however, vulnerabilities in the security architecture of CCTNS and the lacunae in the data entered in CCTNS remained a major concern. Many Citizen Centric Applications were launched by Delhi Police, However, several issues have been observed regarding the procurement of application, its subsequent functioning, and lukewarm response by the users in spite of sizeable expenditure on their publicity.

The major observations of the Performance Audit are as under:

### **Chapter 2: Crime Incidence in NCT of Delhi**

- The incidence of crime registered under the Indian Penal Code (IPC) in the NCT of Delhi during 2019 increased by 275 *per cent* from that of 2013. The sharp increase was due to huge increase in crimes registered under “Other Theft” and “Motor Vehicle (MV) Theft”. Delhi Police attributed this sharp increase in “Other Theft” and “M.V Theft” to better reporting of crimes and facility to lodge e-FIRs for theft of Motor Vehicles and other properties.
- There was an increase in heinous crimes from 4,159 in 2013 to 5,185 in 2019. The total number of heinous crimes registered had sharply increased from year 2013 to 2015 and then continuously decreased during 2015-2019, which is a positive trend.

### **Chapter 3: Manpower Position in Delhi Police**

- Adequate, optimal and proper deployment is necessary for effective functioning of police force and maintenance of law and order in the State. However, the functioning of the Delhi Police is also affected by shortages in manpower. MHA approved sanction of 12,518 posts, out of which 3139 posts were to be effected initially and remaining 9379 posts were to be operationlised, subject to recruitment and deployment of these personnel on ground. However, due to failure of Delhi Police to recruit personnel against these 3139 posts, the remaining 9379 approved posts cannot be acted upon.
- Representation of women in Delhi Police was 11.75 *per cent*, which was much lower than the desired target of 33 *per cent*.
- Audit analysed records related to selected specialized trainings and observed 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.
- No cadre review has been carried out for upper and lower subordinates till date.
- The housing satisfaction was quite low as there were only 15,360 quarters available for about 80,000 Delhi Police personnel.

### **Chapter 4: Police Districts**

- Only one out of the 72 police stations in the selected police districts had staff as per the norms prescribed by Bureau of Police Research and Development (BPR&D). It was seen that in the test checked police stations, there was 35 *per cent* shortage of manpower. Acute shortage of

staff has also put the police personnel under tremendous strain as their average daily duty hours in the six test-checked police districts ranged from 12 to 15 hours against eight hours prescribed under the Model Police Act 2006.

- Shortage of manpower has also resulted in inadequate number of investigation teams to carry out original work involved in investigating crimes. This had impact on the results of Delhi Police in bringing criminals to justice.
- Infrastructure facilities at Police Stations were also inadequate. Out of 72 test checked Police Stations, many police stations lacked facilities necessary for a comfortable working like barracks, canteen/Mess, Kitchen, parade/play grounds etc. Facilities for public like reception/waiting are toilets, women help desk etc. were also below the required standards.
- Police stations in the selected districts also suffered from shortage of vehicles, which severely limited their ability to respond to law and order situations quickly.

#### **Chapter 5: Police Control Room**

- Distress calls are received at the Central Police Control Room via a Computer Aided Dispatch system (PA-100 till September 2019, and replaced by Emergency Response Support System (ERSS)-112 thereafter). Increasing blank calls over the years has been a major irritant affecting the performance of Emergency Response System, however, a satisfactory solution has not been arrived at yet.
- Quality of data entered in the system by the call takers is also an area of concern as there is mixed use of Hindi/English in the forms, which affects the usability of data. The categorization of calls is also not coherent and is likely to create problem for further analysis.
- Other issues have been highlighted which need to be accounted for in an efficient Emergency response system like dispatcher load, queuing time, response time etc. Some of the parameters have seen improvement with the new system but others remain.
- PCR Vans and Tourist MPVs were operating with only 4,141 police personnel against a requirement of 6,171 and 55 *per cent* of the MPVs were operating without a gunman.

## Chapter 6: Operations and Communication

- The number of conventional wireless sets declined from 9638 in June 2009 to 6172 in June 2019 as the sets condemned during the period were not regularly replaced.
- Delhi Police is using a 20 years old trunking system (APCO), which is 10 years beyond its normal life span. Proposals for up-gradation of these sets were initiated 10 years ago but even tenders have not been finalized yet.
- The performance of wireless sets has rapidly deteriorated due to ageing.
- More than 3800 CCTV cameras had been installed and maintained by Electronics Corporation of India Limited (ECIL). The percentage of cameras functioning satisfactorily is abysmally low, especially for older installations, ranging from entirely defunct pilot phase cameras to 31 *per cent* - 44 *per cent* defunct cameras for Phase-I, IIA and III respectively.
- Other major issues affecting the performance of CCTV cameras are unavailability of spare cameras as per agreement with ECIL and inordinate delays in approvals for shifting/repairs of cameras if needed.

## Chapter 7: Special Cell

- Despite being the National Capital's specialized Counter Terror Unit, the Special Cell of Delhi Police could not be strengthened in terms of assessed manpower requirement for effective deployment in its functional units.
- Ranges were ailing from deficiencies in availability of vehicles, protective equipment like bullet proof jackets, vehicles and arms and ammunition which are vital for quick response in real time situations.
- SWAT, the first responder to any armed act by the terrorists, gangster or anti-national elements in Delhi was functioning with reduced efficiency in terms of bullet proof jackets as well as specialized training for their all-round development and preparedness.
- Non deployment of sufficient number of trained and qualified manpower to efficiently handle the cyber related crimes led to inadequate disposal of cases in the Cyber Crime Unit of the Special Cell.

## Chapter 8: Security Unit

- Against requirement of 3896 police personnel for protection of all the Protected Persons (PPs), only 2661 were posted in E-Block for active duty, i.e., manpower shortage of 32 *per cent*.
- Although there was overall shortage of manpower in comparison with the requirement, 207 police personnel from E-Block were assigned

permanently for the security of 12 PPs who were not residing in Delhi. Similarly, there were 15 PPs who were residing in neighbouring states, but were being provided round the clock security (54 police personnel) by Security Unit (E-Block Security Line). As per the norms, they were required to be provided security by the State Government concerned.

## Chapter 9: Digital Initiatives of Delhi Police

- Delhi Police has transitioned to a completely online and real-time version of Crime and Criminal Tracking Network and Systems (CCTNS) at 100 *per cent* locations. However, concerns remain about the quality of data entered into the system as several non-essential fields are still populated by junk data or left blank. Also, the validation of migrated legacy data was still under process.
- Vulnerabilities in the security architecture of CCTNS were pointed out in the 3rd party audit but have not been addressed. This exists largely due to an obsolete technology stack on which CCTNS is based.
- Safe and Secure Delhi, an enterprise-wide Data integration and Intelligence gathering project, to be implemented through ₹40 crore funding by the World Bank, was entirely shelved after repeated attempts to finalize vendors failed.
- Crime Mapping, Analytics and Predictive System (CMAPS) joint project of Delhi Police and Indian Space Research Organisation-Advanced Data Processing Research Institute (ISRO-ADRIN) to develop a Decision Support System by mapping crime data and generating actionable information has since been functioning sub-optimally. The planned project objectives have been abandoned and its utility is questionable of late.
- Several issues have been observed regarding the procurement of Himmat application, its subsequent functioning, and lukewarm response by the users in spite of sizeable expenditure incurred on its publicity. MV Theft web application is also functional but numerous issues were observed with the procurement of applications itself and the subsequent functioning and veracity of data generated via the web application.





































































































































































































# **ANNEXURES**

























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