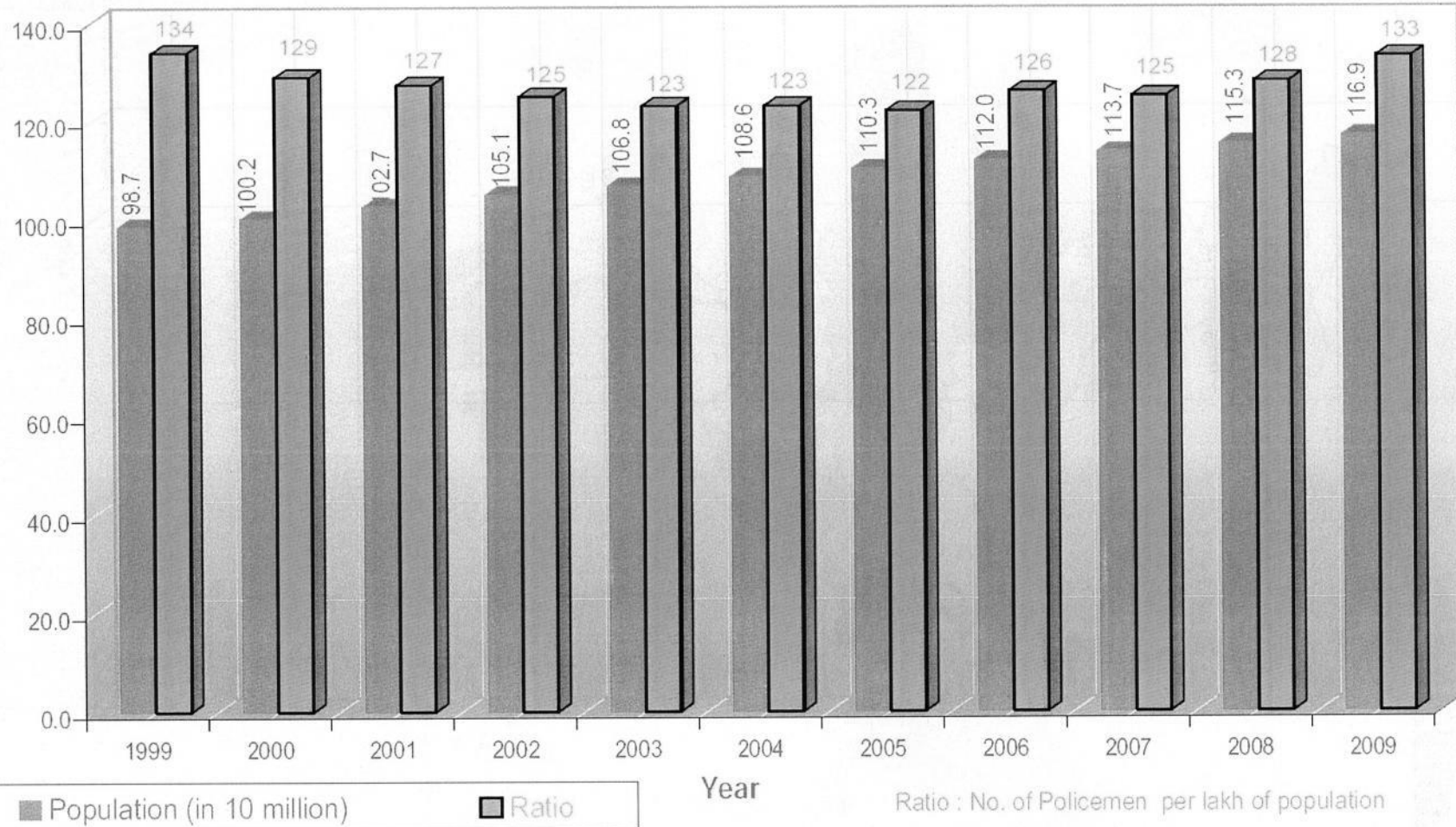


Population, Ratio of Police Personnel during 1999 to 2009



POLICEMEN PER LAKH POPULATION DURING 2009

(STATE WISE)

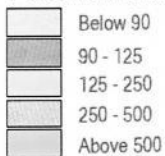
(All India 133)

ANNEXURE- 2

Source: NCRB



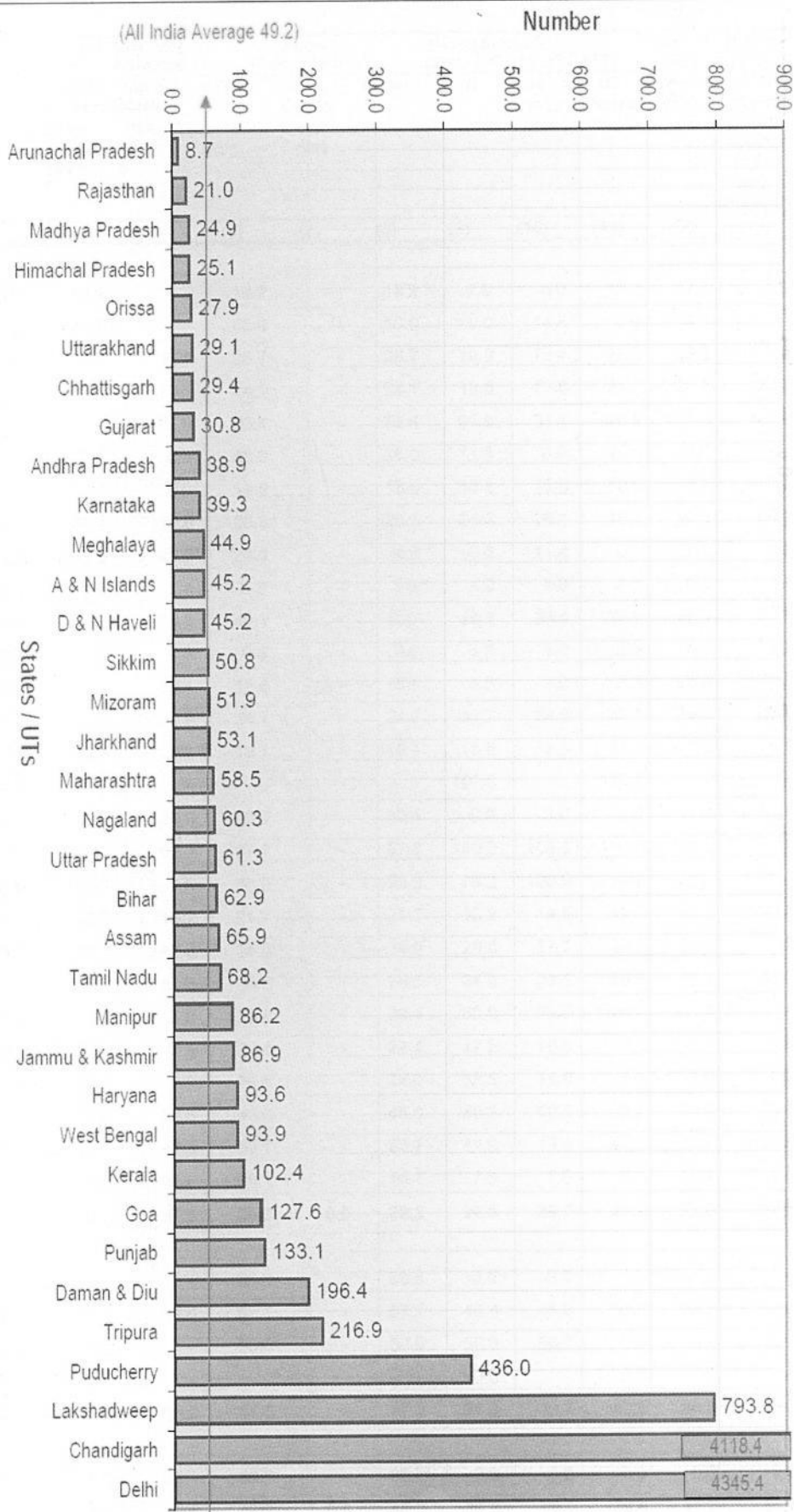
Policemen/Lakh Population



ANNEXURE-3

Source: NCRB

Police Density per 100 Sqr.Kms.of Area during 2009



Conviction Rate Of IPC Crimes During 2009

Sl. No.	State/UT	Murder (Sec. 302 IPC)	Attempt To Commit Murder (Sec. 307 IPC)	C.H. Not Amounting To Murder (Sec. 304,308 IPC)	Rape (Sec. 376 IPC)		Kidnapping & (Sec. 363-369,371-373)			Dacoity (Sec. 395-398 IPC)	Preparation And Assembly For Dacoity (Sec. 399-402 IPC)	
					Total	Custo dial	Other	Total	Of Women			Of Others
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
STATES:												
1	ANDHRA PRADESH	19.5	14.6	8.2	12.2	-	12.2	7.9	6.3	13.2	17.7	20.0
2	ARUNACHAL PRADESH	0.0	40.0	-	60.0	-	60.0	40.0	44.4	0.0	0.0	-
3	ASSAM	30.5	35.9	33.3	25.7	-	25.7	19.9	19.4	22.5	26.2	0.0
4	BIHAR	32.1	16.5	17.1	24.1	-	24.1	19.6	17.8	21.2	20.2	27.4
5	CHHATTISGARH	41.4	29.9	26.9	26.4	-	26.4	31.0	33.1	20.8	24.3	50.0
6	GOA	32.4	7.7	0.0	28.0	-	28.0	11.8	0.0	40.0	0.0	-
7	GUJARAT	27.1	13.1	0.0	18.0	-	18.0	13.4	12.5	19.6	7.1	0.0
8	HARYANA	41.5	29.1	19.0	26.3	-	26.3	26.2	26.1	26.6	30.3	34.2
9	HIMACHAL PRADESH	46.3	26.9	41.7	24.6	-	24.6	10.6	11.4	0.0	20.0	0.0
10	JAMMU & KASHMIR	15.7	6.2	6.7	5.8	-	5.8	3.0	2.9	7.1	0.0	-
11	JHARKHAND	38.6	27.2	29.4	40.7	-	40.7	29.1	30.4	27.0	26.4	37.9
12	KARNATAKA	13.5	9.3	4.9	9.6	-	9.6	3.0	3.5	2.5	6.4	7.7
13	KERALA	38.7	14.6	18.4	15.8	-	15.8	6.8	9.0	2.3	20.8	42.5
14	MADHYA PRADESH	44.4	37.8	33.9	24.7	-	24.7	30.7	29.8	33.1	38.2	28.4
15	MAHARASHTRA	30.1	19.5	14.3	19.1	-	19.1	10.6	9.6	14.0	7.8	5.1
16	MANIPUR	20.0	66.7	-	-	-	-	100.0	-	100.0	-	-
17	MEGHALAYA	64.3	25.0	25.0	30.4	-	30.4	0.0	0.0	0.0	13.3	-
18	MIZORAM	91.7	88.9	83.3	87.9	-	87.9	100.0	100.0	100.0	100.0	-
19	NAGALAND	68.0	88.9	87.5	90.9	-	90.9	76.2	100.0	75.0	-	-
20	ORISSA	29.8	18.2	16.2	21.7	-	21.7	15.2	14.5	19.6	13.2	20.0
21	PUNJAB	49.4	31.7	42.5	34.0	-	34.0	20.0	17.7	29.2	24.1	29.2
22	RAJASTHAN	53.3	52.9	51.3	36.5	-	36.5	34.8	33.1	38.9	41.4	55.9
23	SIKKIM	60.0	22.2	0.0	29.4	-	29.4	60.0	50.0	100.0	-	-
24	TAMIL NADU	40.6	27.8	9.5	22.4	-	22.4	17.2	18.5	14.2	35.4	6.5
25	TRIPURA	50.0	31.6	0.0	25.0	-	25.0	12.5	15.8	5.6	0.0	0.0
26	UTTAR PRADESH	47.2	45.5	51.8	46.0	-	46.0	50.7	50.1	53.7	53.4	53.3
27	UTTARAKHAND	46.1	48.1	47.5	52.1	-	52.1	44.0	43.4	47.1	30.0	100.0
28	WEST BENGAL	16.5	12.3	25.0	15.1	-	15.1	7.9	7.8	8.8	18.1	4.6
	TOTAL (STATES)	35.8	29.0	37.8	26.2	0.0	26.2	26.6	26.7	26.4	22.8	24.5
UNION TERRITORIES:												
29	A & N ISLANDS	31.3	100.0	-	33.3	-	33.3	0.0	0.0	-	-	-
30	CHANDIGARH	88.9	35.7	44.4	57.1	-	57.1	46.4	45.8	50.0	66.7	0.0
31	D & N HAVELI	0.0	100.0	-	50.0	-	50.0	50.0	66.7	0.0	-	-
32	DAMAN & DIU	0.0	0.0	-	-	-	-	0.0	-	0.0	-	-
33	DELHI	48.1	40.5	38.0	47.3	-	47.3	33.3	30.7	43.6	38.5	47.5
34	LAKSHADWEEP	-	-	-	-	-	-	-	-	-	-	-
35	PUDUCHERRY	32.5	19.0	33.3	66.7	-	66.7	0.0	0.0	0.0	0.0	0.0
	TOTAL (UTs)	46.9	39.4	38.6	48.2	0.0	48.2	33.9	32.4	39.6	41.2	46.2
	TOTAL (ALL-INDIA)	36.0	29.2	37.9	26.9	0.0	26.9	26.8	26.8	26.6	22.9	25.9

0.0 indicates infinite rate because of division by zero.

TABLE-1 (Continued)

Sl. No.	State/UT	Robbery (Sec. 392- 394, 397,398 IPC)	Burglary (Sec. 449- 452,454, 455,457- 460 IPC)	Theft (Sec. 379-382 IPC)			Riots (Sec. 143- 145,147- 151,153, 153A, 153B, 157,158, 160 IPC)	Criminal Breach of Trust (Sec. 406- 409 IPC)	Cheating (Sec. 419,420 IPC)	Counter- feiting (Sec. 231- 254, 489A- 489D IPC)	Arson (Sec. 435,436, 438 IPC)
				Total	Auto Theft	Other Theft					
(1)	(2)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)	(23)
STATES:											
1	ANDHRA PRADESH	22.2	41.7	40.5	41.2	40.1	8.7	11.5	17.0	17.5	11.5
2	ARUNACHAL PRADESH	72.7	58.7	64.4	71.4	63.9	-	100.0	40.0	-	-
3	ASSAM	21.9	24.4	22.0	33.5	20.0	13.8	20.6	20.1	11.1	20.0
4	BIHAR	17.4	19.0	20.7	25.6	19.8	12.8	23.6	21.0	29.5	23.1
5	CHHATTISGARH	33.6	30.6	33.5	40.2	31.3	29.9	40.2	33.6	40.6	23.9
6	GOA	21.4	25.8	24.4	26.3	23.6	11.3	9.1	8.7	25.0	0.0
7	GUJARAT	10.4	7.5	19.0	16.1	20.2	16.5	10.8	11.2	50.0	4.9
8	HARYANA	31.9	46.8	52.2	52.9	51.6	13.4	23.2	18.2	57.1	20.9
9	HIMACHAL PRADESH	11.1	17.7	19.4	22.7	18.5	11.3	18.8	16.1	75.0	4.2
10	JAMMU & KASHMIR	2.3	6.7	4.9	10.3	4.7	6.9	10.5	3.8	0.0	3.2
11	JHARKHAND	29.3	37.5	28.9	42.7	24.1	26.3	33.2	38.6	45.8	30.9
12	KARNATAKA	13.5	17.6	20.2	24.8	18.2	3.3	6.5	10.2	16.1	0.8
13	KERALA	30.1	39.5	34.5	35.8	34.2	22.3	7.0	13.2	40.5	7.1
14	MADHYA PRADESH	34.0	32.5	35.3	41.6	33.6	37.2	46.8	36.4	37.9	26.9
15	MAHARASHTRA	13.6	15.8	19.6	19.2	19.6	4.1	8.8	9.9	26.5	7.8
16	MANIPUR	-	-	66.7	-	66.7	-	-	0.0	0.0	-
17	MEGHALAYA	35.3	40.0	53.5	15.4	59.1	0.0	0.0	0.0	33.3	0.0
18	MIZORAM	100.0	88.5	91.1	86.4	91.5	100.0	94.6	88.9	100.0	88.0
19	NAGALAND	78.1	82.5	84.7	88.1	83.3	33.3	85.7	85.7	100.0	16.7
20	ORISSA	15.8	13.5	13.2	16.3	12.2	15.7	15.1	16.2	16.7	9.8
21	PUNJAB	37.2	57.0	50.4	58.8	45.1	0.0	29.6	22.9	48.0	35.3
22	RAJASTHAN	46.3	49.7	57.6	64.2	55.0	57.2	43.8	42.5	54.2	38.4
23	SIKKIM	100.0	81.8	64.7	100.0	60.0	100.0	-	80.0	-	50.0
24	TAMIL NADU	35.6	61.7	63.2	67.0	62.1	20.4	23.0	27.9	26.9	20.4
25	TRIPURA	3.1	15.2	15.7	20.0	15.1	4.4	25.0	16.0	30.0	15.0
26	UTTAR PRADESH	51.3	49.2	56.2	56.8	55.9	50.3	51.4	51.6	61.7	50.9
27	UTTARAKHAND	58.7	68.5	68.9	67.0	69.7	53.4	50.0	54.9	56.5	42.9
28	WEST BENGAL	11.5	7.5	4.0	1.4	4.2	1.3	4.2	4.7	30.3	4.8
	TOTAL (STATES)	29.6	35.8	38.4	44.0	36.5	20.1	30.2	28.0	38.7	19.4
UNION TERRITORIES:											
29	A & N ISLANDS	0.0	75.0	50.0	-	50.0	0.0	50.0	0.0	-	100.0
30	CHANDIGARH	36.4	66.0	71.0	59.6	74.8	13.3	36.4	21.4	66.7	-
31	D & N HAVELI	0.0	15.4	21.7	0.0	29.4	0.0	0.0	0.0	0.0	-
32	DAMAN & DIU	0.0	13.3	22.2	10.0	29.4	8.0	0.0	0.0	-	-
33	DELHI	54.8	57.0	58.9	56.7	60.0	32.4	36.8	58.0	35.3	62.5
34	LAKSHADWEEP	-	0.0	0.0	-	0.0	0.0	-	-	-	-
35	PUDUCHERRY	50.0	60.0	75.3	81.2	61.3	97.7	-	46.7	100.0	25.0
	TOTAL (UTs)	53.5	56.0	61.0	60.2	61.4	50.2	34.8	52.6	40.9	57.1
	TOTAL (ALL-INDIA)	30.3	36.2	39.3	45.0	37.4	20.3	30.3	29.2	38.7	19.5

TABLE-1 (Concluded)

Sl. No.	State/UT	Hurt (Sec. 323-338 IPC)	Dowry Death (Sec. 304B IPC)	Moles - tation (Sec. 354 IPC)	Sexual Harass - ment (Sec. 509 IPC)	Cruelty By Hus - band And Relative s	Importati - on Of Girls (Sec. 366B)	Causing Death By Negligenc e (Sec. 304A IPC)	Other IPC Crime s	Total Cog. Crime s Under IPC
(1)	(2)	(24)	(25)	(26)	(27)	(28)	(29)	(30)	(31)	(32)
STATES:										
1	ANDHRA PRADESH	38.3	14.1	11.1	28.0	10.7	-	22.9	43.9	33.3
2	ARUNACHAL PRADESH	63.4	-	60.0	-	50.0	-	50.0	54.3	58.2
3	ASSAM	19.7	45.5	20.1	33.3	20.3	-	34.3	18.4	21.1
4	BIHAR	14.4	23.6	16.0	0.0	12.9	66.7	19.1	17.8	18.0
5	CHHATTISGARH	42.6	30.7	31.2	28.3	13.2	-	28.3	63.3	48.4
6	GOA	15.3	0.0	25.0	0.0	0.0	-	19.1	35.8	26.2
7	GUJARAT	9.6	0.0	8.2	20.6	3.5	-	15.6	55.9	41.1
8	HARYANA	19.9	26.6	28.2	72.3	10.8	-	21.5	41.0	36.3
9	HIMACHAL PRADESH	16.7	25.0	13.5	11.1	5.7	-	14.7	29.4	24.5
10	JAMMU & KASHMIR	23.4	12.5	15.8	40.4	9.5	-	41.7	67.6	46.3
11	JHARKHAND	24.0	34.5	25.2	52.4	42.4	50.0	25.6	32.8	31.0
12	KARNATAKA	2.9	8.3	6.7	5.6	5.0	-	6.7	58.1	35.7
13	KERALA	10.0	9.5	11.5	29.0	7.3	-	14.3	79.3	57.1
14	MADHYA PRADESH	43.1	38.6	37.0	52.6	36.1	-	62.9	53.8	47.4
15	MAHARASHTRA	5.6	13.5	9.2	4.9	2.9	-	6.3	8.3	9.6
16	MANIPUR	-	-	-	-	-	-	-	12.5	26.9
17	MEGHALAYA	14.8	-	18.8	100.0	33.3	-	61.9	46.7	38.8
18	MIZORAM	92.9	-	85.5	-	100.0	-	94.7	93.4	91.0
19	NAGALAND	78.3	-	88.9	-	100.0	-	77.1	80.6	80.7
20	ORISSA	12.7	18.2	8.8	11.2	15.4	-	16.8	10.4	13.2
21	PUNJAB	20.3	50.4	33.5	40.6	36.5	-	33.8	38.6	35.0
22	RAJASTHAN	66.3	40.8	58.3	60.0	45.0	-	52.5	64.7	60.7
23	SIKKIM	35.8	-	75.0	-	100.0	-	76.9	33.3	46.0
24	TAMIL NADU	46.0	19.0	36.3	57.3	20.8	-	40.3	70.8	62.1
25	TRIPURA	10.6	33.3	10.1	0.0	10.4	-	4.7	11.3	12.7
26	UTTAR PRADESH	51.1	49.3	70.5	74.3	50.9	-	57.3	54.9	54.0
27	UTTARAKHAND	72.8	47.7	78.3	97.0	61.7	-	75.2	81.2	69.3
28	WEST BENGAL	14.6	15.7	12.9	33.3	5.3	0.0	4.8	18.4	12.6
	TOTAL (STATES)	28.2	33.3	28.7	49.1	19.7	28.6	35.3	53.3	41.2
UNION TERRITORIES:										
29	A & N ISLANDS	4.8	-	0.0	-	0.0	-	-	48.6	37.6
30	CHANDIGARH	22.4	66.7	17.6	33.3	29.2	-	20.0	41.8	48.2
31	D & N HAVELI	14.3	-	-	-	0.0	-	0.0	32.4	24.7
32	DAMAN & DIU	16.7	-	-	-	0.0	-	0.0	18.9	12.7
33	DELHI	39.1	44.9	48.4	60.9	26.4	-	51.5	63.0	58.1
34	LAKSHADWEEP	0.0	-	0.0	-	0.0	-	-	0.0	0.0
35	PUDUCHERRY	58.7	100.0	18.2	50.0	6.7	-	97.4	98.2	90.2
	TOTAL (UTs)	38.2	46.3	45.1	56.8	24.9	0.00	76.2	65.2	59.8
	TOTAL (ALL-INDIA)	28.3	33.4	29.0	49.2	19.8	28.6	35.7	53.6	41.7

(Source : CRIME IN INDIA – 2009, NCRB)

**Organisational Setup During
2009**

Sl. No.	State/UT	Number Of							
		Zones	Ranges	Police Districts	Sub Divisions	Circles	Rural Police Stations	Urban Police Stations	Women Police Stations
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
STATES:									
1	ANDHRA PRADESH	14	13	29	166	396	1274	385	27
2	ARUNACHAL PRADESH	1	2	16	5	17	54	15	0
3	ASSAM	2	6	30	28	45	183	130	1
4	BIHAR	5	12	44	113	207	679	148	148
5	CHHATTISGARH	0	5	21	66	2	288	97	4
6	GOA	0	0	2	8	0	9	16	1
7	GUJARAT	14	10	31	93	85	382	118	7
8	HARYANA	0	4	22	48	0	169	69	1
9	HIMACHAL PRADESH	0	3	13	26	0	70	32	0
10	JAMMU & KASHMIR	2	7	28	47	26	127	56	2
11	JHARKHAND	4	7	26	43	113	289	136	24
12	KARNATAKA	0	11	33	132	237	461	418	10
13	KERALA	2	4	18	54	198	306	155	3
14	MADHYA PRADESH	11	15	53	0	0	586	360	9
15	MAHARASHTRA	34	8	45	280	0	672	330	0
16	MANIPUR	3	4	10	21	0	83	8	9
17	MEGHALAYA	1	2	7	8	19	20	19	7
18	MIZORAM	0	2	8	17	0	27	11	0
19	NAGALAND	1	10	11	25	16	19	27	0
20	ORISSA	0	9	36	35	99	366	168	6
21	PUNJAB ##	3	6	24	77	0	160	129	0
22	RAJASTHAN	9	8	39	0	182	438	308	19
23	SIKKIM	1	1	4	11	0	6	22	0
24	TAMIL NADU	4	12	40	244	287	543	727	196
25	TRIPURA	1	2	4	21	30	39	25	1
26	UTTAR PRADESH	0	19	71	318	393	1059	416	43
27	UTTARAKHAND	0	2	13	72	37	71	54	2
28	WEST BENGAL	3	8	27	82	86	253	230	0
	TOTAL (STATES)	115	192	705	2040	2475	8633	4609	520
UNION TERRITORIES:									
29	A & N ISLANDS	0	0	3	5	0	18	3	1
30	CHANDIGARH	0	0	0	3	0	0	11	0
31	D & N HAVELI	0	0	1	0	0	1	1	0
32	DAMAN & DIU	0	0	2	0	0	1	2	0
33	DELHI	0	3	11	54	0	0	169	0
34	LAKSHADWEEP	1	1	1	1	1	9	0	0
35	PUDUCHERRY	0	0	2	6	15	16	26	3
	TOTAL (UTs)	1	4	20	69	16	45	212	4
	TOTAL (ALL-INDIA)	116	196	725	2109	2491	8678	4821	524

Due to non-availability of data from DGP Punjab, data of 2008 has been used.

(Source: CRIME IN INDIA-2009, NCRB)

**Information On Police Housing During
2009**

Sl. No.	State/UT	Officers (Dy.SP & Above)			Upper Subordinates (ASI To Inspectors)			Lower Subordinates (Constables, Head Constables & Class IV)		
		Sanctioned Strength	Built-In Houses Provided By Government	Houses Provided On Lease, Rent/ General	Sanctioned Strength	Built-In Houses Provided By Government	Houses Provided On Lease, Rent/ General	Sanctioned Strength	Built-In Houses Provided By Government	Houses Provided On Lease, Rent/ General
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
STATES:										
1	ANDHRA PRADESH	1007	34	973	14628	2799	11829	111535	38204	73331
2	ARUNACHAL PRADESH	107	81	26	742	688	54	6712	2568	4144
3	ASSAM	538	18	0	6008	87	0	49408	67	0
4	BIHAR	640	159	481	15741	2534	13207	69412	5513	63899
5	CHHATTISGARH	551	0	0	4649	46	0	37491	302	0
6	GOA	60	11	6	501	273	1	5390	1052	1
7	GUJARAT	451	122	33	13032	5415	652	65443	34120	4573
8	HARYANA	376	196	60	7151	1072	4124	49130	9195	26445
9	HIMACHAL PRADESH	186	51	17	2051	377	0	14789	2380	0
10	JAMMU & KASHMIR	1008	148	0	8338	954	0	91044	4527	0
11	JHARKHAND	459	275	19	6020	1069	869	48479	2589	1138
12	KARNATAKA	717	154	26	8552	3129	748	77804	39906	5593
13	KERALA	425	90	36	4176	765	82	42808	7071	49
14	MADHYA PRADESH	914	NA	NA	9101	NA	NA	66821	NA	NA
15	MAHARASHTRA	786	0	0	32348	5593	0	168941	79042	0
16	MANIPUR	325	53	5	2992	82	2	26060	116	2
17	MEGHALAYA	129	40	88	1215	487	828	9994	2210	7685
18	MIZORAM	179	59	0	1460	174	0	11709	1268	0
19	NAGALAND	133	70	122	662	174	77	9984	535	1167
20	ORISSA	817	186	0	9294	1858	0	43660	7969	0
21	PUNJAB	665	1	0	7335	48	0	63868	88	0
22	RAJASTHAN	667	0	0	10090	1900	0	67741	13749	0
23	SIKKIM	111	8	9	481	190	0	3293	394	0
24	TAMIL NADU	1063	351	0	11017	3639	0	91763	41413	0
25	TRIPURA	366	79	0	2099	326	0	25359	1942	0
26	UTTAR PRADESH	1455	1019	436	20642	7275	2654	337372	43247	17660
27	UTTARAKHAND	182	63	0	1152	301	0	17849	1658	0
28	WEST BENGAL	738	398	24	27347	5055	193	71521	10338	865
	TOTAL (STATES)	15055	3666	2361	228824	46310	35320	1685380	351463	206552
UNION TERRITORIES:										
29	A & N ISLANDS	27	10	11	557	52	0	3463	927	0
30	CHANDIGARH	30	10	0	677	340	0	6013	1797	0
31	D & N HAVELI	3	0	2	16	0	15	218	0	200
32	DAMAN & DIU	5	0	0	22	6	0	218	69	0
33	DELHI	483	240	0	13407	9503	0	67556	5242	0
34	LAKSHADWEEP	2	2	0	85	50	0	469	148	0
35	PUDUCHERRY	24	14	0	319	92	0	2214	817	0
	TOTAL (UTs)	574	276	13	15083	10043	15	80151	9000	200

Note: 1. NA stands for not available.

2. No reasons has been given by DGP Punjab for variation in figures of houses provided over the year 2008.

(Source: CRIME IN INDIA-2009, NCRB)

**Actual Police Strength In Relation To Area, Population, Cognizable
Crimes And
Per Capita Expenditure On Policemen During
2009**

Sl. No.	State/UT	Area (In Sqr. Kms.)	Estimated Mid-Year Population (In	Total Cases For Investigation (Including Pending Cases From			Actual Police Strength			Percentage Of Civil Police To Total Police
				IPC	SLL	Total	Civil	Armed	Total	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
STATES:										
1	ANDHRA PRADESH	275045	83299	233402	476374	709776	93000	13855	106855	87.0
2	ARUNACHAL PRADESH	83743	1220	3373	194	3567	3423	3833	7256	47.2
3	ASSAM	78438	30528	116294	7133	123427	27900	23829	51729	53.9
4	BIHAR	94163	95750	208024	22202	230226	46973	12227	59200	79.3
5	CHHATTISGARH	135191	24160	56236	207442	263678	24601	15106	39707	62.0
6	GOA	3702	1691	5431	2928	8359	4063	661	4724	86.0
7	GUJARAT	196024	57437	130630	233722	364352	48185	12171	60356	79.8
8	HARYANA	44212	24243	67587	24631	92218	35778	5614	41392	86.4
9	HIMACHAL PRADESH	55673	6629	16889	5249	22138	9781	4189	13970	70.0
10	JAMMU & KASHMIR	101387	12909	31459	3711	35170	63151	24962	88113	71.7
11	JHARKHAND	79714	30544	71525	6678	78203	30188	12172	42360	71.3
12	KARNATAKA	191791	58204	177323	20143	197466	65627	9715	75342	87.1
13	KERALA	38863	34662	145926	174194	320120	36898	2891	39789	92.7
14	MADHYA PRADESH *	308245	70898	218544	127996	346540	55503	21333	76836	72.2
15	MAHARASHTRA	307713	108701	292382	186110	478492	166611	13292	179903	92.6
16	MANIPUR	22327	2671	12267	3946	16213	8541	10695	19236	44.4
17	MEGHALAYA	22429	2577	8158	670	8828	5885	4179	10064	58.5
18	MIZORAM	21081	996	2541	783	3324	3568	7380	10948	32.6
19	NAGALAND	16579	2223	2168	504	2672	5637	4366	10003	56.4
20	ORISSA	155707	40433	82839	22811	105650	29085	14390	43475	66.9
21	PUNJAB	50362	26981	53725	26741	80466	49031	18013	67044	73.1
22	RAJASTHAN	342239	66056	172555	44652	217207	59680	12045	71725	83.2
23	SIKKIM	7096	604	1662	279	1941	1985	1619	3604	55.1
24	TAMIL NADU	130058	67106	217603	602860	820463	75244	13428	88672	84.9
25	TRIPURA	10486	3567	6398	268	6666	9648	13094	22742	42.4
26	UTTAR PRADESH	240928	195522	187151	2351639	2538790	114433	33366	147799	77.4
27	UTTARAKHAND	53483	9681	10653	187286	197939	11453	4134	15587	73.5
28	WEST BENGAL	88752	89213	165781	14588	180369	61716	21642	83358	74.0
	TOTAL (STATES)	3155431	1148505	2698526	4755734	7454260	1147588	334201	1481789	77.4
UNION TERRITORIES:										
29	A & N ISLANDS	8249	423	1425	5930	7355	2927	802	3729	78.5
30	CHANDIGARH	114	1097	5642	911	6553	4121	574	4695	87.8
31	D & N HAVELI	491	275	685	32	717	222	0	222	100.0
32	DAMAN & DIU	112	194	462	25	487	220	0	220	100.0
33	DELHI	1483	17782	95878	14822	110700	58222	6221	64443	90.3
34	LAKSHADWEEP	32	71	345	7	352	254	0	254	100.0
35	PUDUCHERRY	492	1097	5505	1309	6814	1496	649	2145	69.7
	TOTAL (UTs)	10973	20939	109942	23036	132978	67462	8246	75708	89.1
	TOTAL (ALL-INDIA)	3166404	1169444	2808468	4778770	7587238	1215050	342447	1557497	78.0

* Due to non-availability of actual police strength from Madhya Pradesh state, the sanctioned police strength has been taken equal to actual police strength.

Variation in 2009 police strength data of Jharkhand due to furnishing of incorrect data in 2008 as clarified by them.

TABLE- 4 (Concluded)

Sl. No.	State/UT	Actual Police Strength			Actual Police Strength Of I.Os. (Insp.+ SI+ ASI Of Civ. Pol.)	No. Of Police-men Per 100 Sqr. Kms. Of Area	No. Of Policemen Per 1,00,000 Of Population	No. Of IPC Cases Per Civil Police Man	Total Police Expenditure (Rs. In Crores) @@	Unit Cost Per Policemen (Per Annum)
		D.G. To A.S.I.	Head Constables To Constable	Teeth To Tail Ratio						
(1)	(2)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)
STATES:										
1	ANDHRA PRADESH	9621	97234	1:10	7677	38.9	128	2.5	2185.63	204542
2	ARUNACHAL PRADESH	765	6491	1:08	512	8.7	595	1.0	159.26	219487
3	ASSAM	6334	45395	1:07	4876	65.9	169	4.2	941.58	182022
4	BIHAR	10502	48698	1:05	9209	62.9	62	4.4	1400.35	236546
5	CHHATTISGARH	3694	36013	1:10	2509	29.4	164	2.3	605.41	152469
6	GOA	441	4283	1:10	373	127.6	279	1.3	129.78	274725
7	GUJARAT	10900	49456	1:05	9139	30.8	105	2.7	1139.42	188783
8	HARYANA	5452	35940	1:07	4741	93.6	171	1.9	813.56	196550
9	HIMACHAL PRADESH	2093	11877	1:06	1649	25.1	211	1.7	305.34	218568
10	JAMMU & KASHMIR	7689	80424	1:10	5850	86.9	683	0.5	1405.35	159494
11	JHARKHAND	5323	37037	1:07	4157	53.1	139	2.4	1252.73	295734
12	KARNATAKA	7711	67631	1:09	6765	39.3	129	2.7	1325.08	175875
13	KERALA	4312	35477	1:08	3672	102.4	115	4.0	995.38	250165
14	MADHYA PRADESH*	10015	66821	1:07	7075	24.9	108	3.9	1256.55	163537
15	MAHARASHTRA	26680	153223	1:06	24252	58.5	166	1.8	2720.49	151220
16	MANIPUR	2041	17195	1:08	1445	86.2	720	1.4	315.75	164145
17	MEGHALAYA	1177	8887	1:08	922	44.9	391	1.4	188.00	186804
18	MIZORAM	1214	9734	1:08	748	51.9	1099	0.7	211.50	193186
19	NAGALAND	719	9284	1:13	456	60.3	450	0.4	498.00	497851
20	ORISSA	7576	35899	1:05	6485	27.9	108	2.8	924.18	212577
21	PUNJAB	7194	59850	1:08	5561	133.1	248	1.1	1700.18	253592
22	RAJASTHAN	8306	63419	1:08	7489	21.0	109	2.9	1196.01	166749
23	SIKKIM	529	3075	1:06	340	50.8	597	0.8	89.07	247142
24	TAMIL NADU	10554	78118	1:07	9007	68.2	132	2.9	1922.03	216757
25	TRIPURA	1831	20911	1:11	1197	216.9	638	0.7	412.13	181220
26	UTTAR PRADESH	11170	136629	1:12	8485	61.3	76	1.6	4227.99	286064
27	UTTARAKHAND	962	14625	1:15	733	29.1	161	0.9	441.41	283191
28	WEST BENGAL	19562	63796	1:03	15482	93.9	93	2.7	1176.02	141081
	TOTAL (STATES)	184367	1297422	1:07	150806	47.0	129	2.4	29938.18	202041
UNION TERRITORIES:										
29	A & N ISLANDS	471	3258	1:07	430	45.2	882	0.5	127.54	342022
30	CHANDIGARH	499	4196	1:08	480	4118.4	428	1.4	101.20	215548
31	D & N HAVELI	17	205	1:12	14	45.2	81	3.1	7.29	328378
32	DAMAN & DIU	19	201	1:11	15	196.4	113	2.1	4.22	191818
33	DELHI	12099	52344	1:04	11159	4345.4	362	1.6	1490.26	231252
34	LAKSHADWEEP	20	234	1:12	18	793.8	358	1.4	9.24	363780
35	PUDUCHERRY	249	1896	1:08	206	436.0	196	3.7	70.37	328065
	TOTAL (UTs)	13374	62334	1:05	12322	689.9	362	1.6	1810.12	239092

@@ - BPR&D Data On Police Organisation

(Source: CRIME IN INDIA-2009, NCRB)

**Sanctioned And Actual Strength Of Civil Police Including District Armed
Police
As On 31.12.2009 (Men +
Women) (State & UT-Wise)**

Sl. No.	State/UT	DG/ Addl.DG / IG / DIG		SSP/SP/Addl.S P/ ASP/		Inspector, SI		Personnel Below		Grand Total	
		Sanctioned	Actual	Sanctioned	Actual	Sanctioned	Actual	Sanctioned	Actual	Sanctioned	Actual
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
STATES:											
1	ANDHRA PRADESH	74	62	836	744	13364	7677	96966	84517	111240	93000
2	ARUNACHAL PRADESH	6	5	71	54	570	512	2857	2852	3504	3423
3	ASSAM	41	39	295	269	5008	4876	24696	22716	30040	27900
4	BIHAR	50	50	464	417	14599	9209	52653	37297	67766	46973
5	CHHATTISGARH	38	25	339	225	3023	2509	22316	21842	25716	24601
6	GOA	3	3	35	38	405	373	3720	3649	4163	4063
7	GUJARAT	73	56	303	245	10893	9139	50958	38745	62227	48185
8	HARYANA	44	36	264	176	6598	4741	42249	30825	49155	35778
9	HIMACHAL PRADESH	16	39	90	137	1690	1649	8892	7956	10688	9781
10	JAMMU & KASHMIR	43	36	683	597	7001	5850	64514	56668	72241	63151
11	JHARKHAND #	29	36	311	326	5075	4157	34378	25669	39793	30188
12	KARNATAKA	86	80	561	481	7885	6765	66852	58301	75384	65627
13	KERALA	22	21	339	328	3816	3672	35225	32877	39402	36898
14	MADHYA PRADESH*	50	50	730	730	7075	7075	47648	47648	55503	55503
15	MAHARASHTRA	113	104	593	790	30632	24252	155642	141465	186980	166611
16	MANIPUR	22	12	126	79	2410	1445	12406	7005	14964	8541
17	MEGHALAYA	20	15	56	54	975	922	5419	4894	6470	5885
18	MIZORAM	10	6	84	44	1124	748	3264	2770	4482	3568
19	NAGALAND	22	22	78	72	519	456	5394	5087	6013	5637
20	ORISSA	37	28	536	461	8018	6485	24380	22111	32971	29085
21	PUNJAB	45	44	402	329	6130	5561	45628	43097	52205	49031
22	RAJASTHAN	36	41	524	497	9601	7489	55086	51653	65247	59680
23	SIKKIM	8	18	84	60	360	340	1729	1567	2181	1985
24	TAMIL NADU	76	64	897	800	10376	9007	77794	65373	89143	75244
25	TRIPURA	20	15	201	154	1462	1197	9803	8282	11486	9648
26	UTTAR PRADESH	126	126	1159	937	18639	8485	303346	104885	323270	114433
27	UTTARAKHAND	16	14	128	101	979	733	12909	10605	14032	11453
28	WEST BENGAL	97	88	464	398	21307	15482	50828	45748	72696	61716
TOTAL (STATES)		1223	1135	10653	9543	199534	150806	1317552	986104	1528962	1147588
UNION TERRITORIES:											
29	A & N ISLANDS	3	3	16	14	507	430	2598	2480	3124	2927
30	CHANDIGARH	1	2	18	17	626	480	5148	3622	5793	4121
31	D & N HAVELI	0	0	3	3	16	14	218	205	237	222
32	DAMAN & DIU	1	1	4	3	22	15	218	201	245	220
33	DELHI	27	34	368	311	12719	11159	58912	46718	72026	58222
34	LAKSHADWEEP	0	0	2	2	85	18	469	234	556	254
35	PUDUCHERRY	2	2	20	20	293	206	1477	1268	1792	1496
TOTAL (UTs)		34	42	431	370	14268	12322	69040	54728	83773	67462
TOTAL (ALL-INDIA)		1257	1177	11084	9913	213802	163128	1386592	1040832	1612735	1215050

* Due to non-availability of actual police strength from Madhya Pradesh state, the sanctioned police strength has been taken equal to actual police strength.

There has been variation in sanctioned police strength (women only) from Rajasthan State and sanctioned police strength (men and women) from Uttar Pradesh State due to creation of new battalions and sanctioning of new posts respectively.

Variation in 2009 police strength data of Jharkhand due to furnishing of incorrect data in 2008 as clarified by them.

(Source: CRIME IN INDIA-2009, NCRB)

**Sanctioned And Actual Strength Of Armed Police
As On 31.12.2009 (Men +
Women) (State & UT-Wise)**

Sl. No.	State/UT	DG/ Addl.DG / IG / DIG		SSP/SP/Addl.S P/ ASP/		Inspector, SI		Personnel Below		Grand Total	
		Sanctione	Actual	Sanctione	Actual	Sanctione	Actual	Sanctione	Actual	Sanctione	Actual
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
STATES:											
1	ANDHRA PRADESH	6	3	91	70	1264	1065	14569	12717	15930	
2	ARUNACHAL PRADESH	0	0	30	30	172	164	3855	3639	4057	
3	ASSAM	0	0	202	185	1000	965	24712	22679	25914	
4	BIHAR	4	4	122	45	1142	777	16759	11401	18027	
5	CHHATTISGARH	7	5	167	45	1626	885	15175	14171	16975	
6	GOA	0	0	22	0	96	27	1670	634	1788	
7	GUJARAT	3	3	72	38	2139	1419	14485	10711	16699	
8	HARYANA	3	3	65	41	553	455	6881	5115	7502	
9	HIMACHAL PRADESH	2	3	78	27	361	238	5897	3921	6338	
10	JAMMU & KASHMIR	4	30	278	108	1337	1068	26530	23756	28149	
11	JHARKHAND #	2	2	117	38	945	764	14101	11368	15165	
12	KARNATAKA	4	3	66	54	667	328	10952	9330	11689	
13	KERALA	3	3	61	41	360	247	7583	2600	8007	
14	MADHYA PRADESH *	10	10	124	124	2026	2026	19173	19173	21333	
15	MAHARASHTRA	0	4	80	31	1716	1499	13299	11758	15095	
16	MANIPUR	5	0	172	70	582	435	13654	10190	14413	
17	MEGHALAYA	0	0	53	36	240	150	4575	3993	4868	
18	MIZORAM	0	0	85	83	336	333	8445	6964	8866	
19	NAGALAND	0	0	33	34	143	135	4590	4197	4766	
20	ORISSA	0	0	244	192	1276	410	19280	13788	20800	
21	PUNJAB	9	8	209	75	1205	1177	18240	16753	19663	
22	RAJASTHAN	5	2	102	78	489	199	12655	11766	13251	
23	SIKKIM	1	1	18	14	121	96	1564	1508	1704	
24	TAMIL NADU	3	3	87	50	641	630	13969	12745	14700	
25	TRIPURA	2	2	143	86	637	377	15556	12629	16338	
26	UTTAR PRADESH	14	8	156	118	2003	1496	34026	31744	36199	
27	UTTARAKHAND	1	1	37	10	173	103	4940	4020	5151	
28	WEST BENGAL	8	7	169	129	6040	3458	20693	18048	26910	
	TOTAL (STATES)	96	105	3083	1852	29290	20926	367828	311318	400297	3
UNION TERRITORIES:											
29	A & N ISLANDS	0	0	8	6	50	18	865	778	923	
30	CHANDIGARH	0	0	11	0	51	0	865	574	927	
31	D & N HAVELI	0	0	0	0	0	0	0	0	0	
32	DAMAN & DIU	0	0	0	0	0	0	0	0	0	
33	DELHI	2	3	86	31	688	561	8644	5626	9420	
34	LAKSHADWEEP	0	0	0	0	0	0	0	0	0	
35	PUDUCHERRY	0	0	2	2	26	19	737	628	765	
	TOTAL (UTs)	2	3	107	39	815	598	11111	7606	12035	

* Due to non-availability of actual police strength from Madhya Pradesh state, the sanctioned police strength has been taken equal to actual police strength.

There has been variation in sanctioned police strength (women only) from Rajasthan State and sanctioned police strength (men and women) from Uttar Pradesh State due to creation of new battalions and sanctioning of new posts respectively.

Variation in 2009 police strength data of Jharkhand due to furnishing of incorrect data in 2008 as clarified by them.

(Source: CRIME IN INDIA-2009, NCRB)

IN THE SUPREME COURT OF INDIA
CIVIL ORIGINAL JURISDICTION
WRIT PETITION (CIVIL) NO. 310 OF 1996

Prakash Singh & Ors.

PETITIONER

Versus

Union of India and Ors.

RESPONDENT

DATE OF JUDGMENT: 22/09/2006

BENCH:

Y.K. Sabharwal, C.K. Thakker & P.K. Balasubramanyan

JUDGMENT:

Y.K. Sabharwal, CJI.

Considering the far reaching changes that had taken place in the country after the enactment of the Indian Police Act, 1861 and absence of any comprehensive review at the national level of the police system after independence despite radical changes in the political, social and economic situation in the country, the Government of India, on 15th November, 1977, appointed a National Police Commission (hereinafter referred to as 'the Commission'). The commission was appointed for fresh examination of the role and performance of the police both as a law enforcing agency and as an institution to protect the rights of the citizens enshrined in the Constitution.

The terms and reference of the Commission were wide ranging. The terms of reference, inter alia, required the Commission to redefine the role, duties, powers and responsibilities of the police with special reference to prevention and control of crime and maintenance of public order, evaluate the performance of the system, identify the basic weaknesses or inadequacies, examine if any changes necessary in the method of administration, disciplinary control and accountability, inquire into the system of investigation and prosecution, the reasons for delay and failure and suggest how the system may be modified or changed and made efficient, scientific and consistent with human dignity, examine the nature and extent of the special responsibilities of the police towards the weaker sections of the community and suggest steps and to ensure prompt action on their complaints for the safeguard of their rights and interests. The Commission was required to recommend measures and institutional arrangements to prevent misuse of powers by the police, by administrative or executive instructions, political or other pressures or oral orders of any type, which are contrary to law, for the quick and impartial inquiry

of public complaints made against the police about any misuse of police powers. The Chairman of the Commission was a renowned and highly reputed former Governor. A retired High Court Judge, two former Inspector Generals of Police and a Professor of TATA Institute of Special Sciences were members with the Director, CBI as a full time Member Secretary.

The Commission examined all issues in depth, in period of about three and a half years during which it conducted extensive exercise through analytical studies and research of variety of steps combined with an assessment and appreciation of actual field conditions. Various study groups comprising of prominent public men, Senior Administrators, Police Officers and eminent academicians were set up. Various seminars held, research studies conducted, meetings and discussions held with the Governors, Chief Ministers, Inspector Generals of Police, State Inspector Generals of Police and Heads of Police organizations. The Commission submitted its first report in February 1979, second in August 1979, three reports each in the years 1980 and 1981 including the final report in May 1981.

In its first report, the Commission first dealt with the modalities for inquiry into complaints of police misconduct in a manner which will carry credibility and satisfaction to the public regarding their fairness and impartiality and rectification of serious deficiencies which militate against their functioning efficiently to public satisfaction and advised the Government for expeditious examination of recommendations for immediate implementation. The Commission observed that increasing crime, rising population, growing pressure of living accommodation, particularly, in urban areas, violent outbursts in the wake of demonstrations and agitations arising from labour disputes, the agrarian unrest, problems and difficulties of students, political activities including the cult of extremists, enforcement of economic and social legislation etc. have all added new dimensions to police tasks in the country and tended to bring the police in confrontation with the public much more frequently than ever before. The basic and fundamental problem regarding police taken note of was as to how to make them functional as an efficient and impartial law enforcement agency fully motivated and guided by the objectives of service to the public at large, upholding the constitutional rights and liberty of the people. Various recommendations were made.

In the second report, it was noticed that the crux of the police reform is to secure professional independence for the police to function truly and efficiently as an impartial agent of the law of the land and, at the same time, to enable the Government to oversee the police performance to ensure its conformity to the law. A supervisory mechanism without scope for illegal, irregular or mala fide interference with police functions has to be devised. It was earnestly hoped that the Government would examine and publish the report expeditiously so that the process for implementation of various recommendations made therein could start right away. The report, inter alia, noticed the phenomenon of frequent and indiscriminate transfers ordered on political considerations as also other unhealthy influences and pressures brought to bear on police and, inter alia, recommended for the Chief of Police in a State, statutory tenure of office by including it in a specific provision in the

Police Act itself and also recommended the preparation of a panel of IPS officers for posting as Chiefs of Police in States. The report also recommended the constitution of Statutory Commission in each State the function of which shall include laying down broad policy guidelines and directions for the performance of preventive task and service oriented functions by the police and also functioning as a forum of appeal for disposing of representations from any Police Officer of the rank of Superintendent of Police and above, regarding his being subjected to illegal or irregular orders in the performance of his duties.

With the 8th and final report, certain basic reforms for the effective functioning of the police to enable it to promote the dynamic role of law and to render impartial service to the people were recommended and a draft new Police Act incorporating the recommendations was annexed as an appendix.

When the recommendations of National Police Commission were not implemented, for whatever reasons or compulsions, and they met the same fate as the recommendations of many other Commissions, this petition under Article 32 of the Constitution of India was filed about 10 years back, inter alia, praying for issue of directions to Government of India to frame a new Police Act on the lines of the model Act drafted by the Commission in order to ensure that the police is made accountable essentially and primarily to the law of the land and the people.

The first writ petitioner is known for his outstanding contribution as a Police Officer and in recognition of his outstanding contribution, he was awarded the "Padma Shri" in 1991. He is a retired officer of Indian Police Service and served in various States for three and a half decades. He was Director General of Police of Assam and Uttar Pradesh besides the Border Security Force. The second petitioner also held various high positions in police. The third petitioner Common cause is an organization which has brought before this Court and High Courts various issues of public interest.

The first two petitioners have personal knowledge of the working of the police and also problems of the people.

It has been averred in the petition that the violation of fundamental and human rights of the citizens are generally in the nature of non-enforcement and discriminatory application of the laws so that those having clout are not held accountable even for blatant violations of laws and, in any case, not brought to justice for the direct violations of the rights of citizens in the form of unauthorized detentions, torture, harassment, fabrication of evidence, malicious prosecutions etc. The petition sets out certain glaring examples of police inaction. According to the petitioners, the present distortions and aberrations in the functioning of the police have their roots in the Police Act of 1861, structure and organization of police having basically remained unchanged all these years.

The petition sets out the historical background giving reasons why the police functioning has caused so much disenchantment and dissatisfaction. It also sets out recommendations of various Committees which were never

implemented. Since the misuse and abuse of police has reduced it to the status of a mere tool in the hands of unscrupulous masters and in the process, it has caused serious violations of the rights of the people, it is contended that there is immediate need to re-define the scope and functions of police, and provide for its accountability to the law of the land, and implement the core recommendations of the National Police Commission. The petition refers to a research paper 'Political and Administrative Manipulation of the Police' published in 1979 by Bureau of Police Research and Development, warning that excessive control of the political executive and its principal advisers over the police has the inherent danger of making the police a tool for subverting the process of law, promoting the growth of authoritarianism, and shaking the very foundations of democracy.

The commitment, devotion and accountability of the police has to be only to the Rule of Law. The supervision and control has to be such that it ensures that the police serves the people without any regard, whatsoever, to the status and position of any person while investigating a crime or taking preventive measures. Its approach has to be service oriented, its role has to be defined so that in appropriate cases, where on account of acts of omission and commission of police, the Rule of Law becomes a casualty, the guilty Police Officers are brought to book and appropriate action taken without any delay.

The petitioners seek that Union of India be directed to re-define the role and functions of the police and frame a new Police Act on the lines of the model Act drafted by the National Police Commission in order to ensure that the police is made accountable essentially and primarily to the law of the land and the people. Directions are also sought against the Union of India and State Governments to constitute various Commissions and Boards laying down the policies and ensuring that police perform their duties and functions free from any pressure and also for separation of investigation work from that of law and order.

The notice of the petition has also been served on State Governments and Union Territories. We have heard Mr. Prashant Bhushan for the petitioners, Mr. G.E. Vahanvati, learned Solicitor General for the Union of India, Ms. Indu Malhotra for the National Human Rights Commission and Ms. Swati Mehta for the Common Welfare Initiatives. For most of the State Governments/Union Territories oral submissions were not made. None of the State Governments/Union Territories urged that any of the suggestion put forth by the petitioners and Solicitor General of India may not be accepted.

Besides the report submitted to the Government of India by National Police Commission (1977-81), various other high powered Committees and Commissions have examined the issue of police reforms, viz. (i) National Human Rights Commission (ii) Law Commission (iii) Ribeiro Committee (iv) Padmanabhaiah Committee and (v) Malimath Committee on Reforms of Criminal Justice System.

In addition to above, the Government of India in terms of Office Memorandum dated 20th September, 2005 constituted a Committee comprising Shri Soli Sorabjee, former Attorney General and five others to draft a new Police Act in view of the changing role of police due to various socio-economic and political changes which have taken place in the country and the challenges posed by modern day global terrorism, extremism, rapid urbanization as well as fast evolving aspirations of a modern democratic society. The Sorabjee Committee has prepared a draft outline for a new Police Act (9th September, 2006).

About one decade back, viz. on 3rd August, 1997 a letter was sent by a Union Home Minister to the State Governments revealing a distressing situation and expressing the view that if the Rule of Law has to prevail, it must be cured.

Despite strong expression of opinions by various Commissions, Committees and even a Home Minister of the country, the position has not improved as these opinions have remained only on paper, without any action. In fact, position has deteriorated further. The National Human Rights Commission in its report dated 31st May, 2002, inter alia, noted that:

"Police Reform:

28(i) The Commission drew attention in its 1st April 2002 proceedings to the need to act decisively on the deeper question of Police Reform, on which recommendations of the National Police Commission (NPC) and of the National Human Rights Commission have been pending despite efforts to have them acted upon. The Commission added that recent event in Gujarat and, indeed, in other States of the country, underlined the need to proceed without delay to implement the reforms that have already been recommended in order to preserve the integrity of the investigating process and to insulate it from 'extraneous influences'.

In the above noted letter dated 3rd April, 1997 sent to all the State Governments, the Home Minister while echoing the overall popular perception that there has been a general fall in the performance of the police as also a deterioration in the policing system as a whole in the country, expressed that time had come to rise above limited perceptions to bring about some drastic changes in the shape of reforms and restructuring of the police before the country is overtaken by unhealthy developments. It was expressed that the popular perception all over the country appears to be that many of the deficiencies in the functioning of the police had arisen largely due to an overdose of unhealthy and petty political interference at various levels starting from transfer and posting of policemen of different ranks, misuse of police for partisan purposes and political patronage quite often extended to corrupt police personnel. The Union Home Minister expressed the view that rising above narrow and partisan considerations, it is of great national importance to insulate the police from the growing tendency of partisan or political interference in the discharge of its lawful functions of prevention and control of crime including investigation of cases and maintenance of public order.

Besides the Home Minister, all the Commissions and Committees above noted, have broadly come to the same conclusion on the issue of urgent need for police reforms. There is convergence of views on the need to have (a) State Security Commission at State level; (b) transparent procedure for the appointment of Police Chief and the desirability of giving him a minimum fixed tenure; (c) separation of investigation work from law and order; and (d) a new Police Act which should reflect the democratic aspirations of the people. It has been contended that a statutory State Security Commission with its recommendations binding on the Government should have been established long before. The apprehension expressed is that any Commission without giving its report binding effect would be ineffective.

More than 25 years back i.e. in August 1979, the Police Commission Report recommended that the investigation task should be beyond any kind of intervention by the executive or non-executive.

For separation of investigation work from law and order even the Law Commission of India in its 154th Report had recommended such separation to ensure speedier investigation, better expertise and improved rapport with the people without of-course any water tight compartmentalization in view of both functions being closely inter-related at the ground level.

The Sorabjee Committee has also recommended establishment of a State Bureau of Criminal Investigation by the State Governments under the charge of a Director who shall report to the Director General of Police. In most of the reports, for appointment and posting, constitution of a Police Establishment Board has been recommended comprising of the Director General of Police of the State and four other senior officers. It has been further recommended that there should be a Public Complaints Authority at district level to examine the complaints from the public on police excesses, arbitrary arrests and detentions, false implications in criminal cases, custodial violence etc. and for making necessary recommendations.

Undoubtedly and undisputedly, the Commission did commendable work and after in depth study, made very useful recommendations. After waiting for nearly 15 years, this petition was filed. More than ten years have elapsed since this petition was filed. Even during this period, on more or less similar lines, recommendations for police reforms have been made by other high powered committees as above noticed. The Sorabjee Committee has also prepared a draft report. We have no doubt that the said Committee would also make very useful recommendations and come out with a model new Police Act for consideration of the Central and the State Governments. We have also no doubt that Sorabjee Committee Report and the new Act will receive due attention of the Central Government which may recommend to the State Governments to consider passing of State Acts on the suggested lines. We expect that the State Governments would give it due consideration and would pass suitable legislations on recommended lines, the police being a State subject under the Constitution of India. The question, however, is whether this

Court should further wait for Governments to take suitable steps for police reforms. The answer has to be in the negative.

Having regard to (i) the gravity of the problem; (ii) the urgent need for preservation and strengthening of Rule of Law; (iii) pendency of even this petition for last over ten years; (iv) the fact that various Commissions and Committees have made recommendations on similar lines for introducing reforms in the police set-up in the country; and (v) total uncertainty as to when police reforms would be introduced, we think that there cannot be any further wait, and the stage has come for issue of appropriate directions for immediate compliance so as to be operative till such time a new model Police Act is prepared by the Central Government and/or the State Governments pass the requisite legislations. It may further be noted that the quality of Criminal Justice System in the country, to a large extent, depends upon the working of the police force. Thus, having regard to the larger public interest, it is absolutely necessary to issue the requisite directions. Nearly ten years back, in *Vineet Narain & Ors. v. Union of India & Anr.* [(1998) 1 SCC 226], this Court noticed the urgent need for the State Governments to set up the requisite mechanism and directed the Central Government to pursue the matter of police reforms with the State Governments and ensure the setting up of a mechanism for selection/appointment, tenure, transfer and posting of not merely the Chief of the State Police but also all police officers of the rank of Superintendents of Police and above. The Court expressed its shock that in some States the tenure of a Superintendent of Police is for a few months and transfers are made for whimsical reasons which has not only demoralizing effect on the police force but is also alien to the envisaged constitutional machinery. It was observed that apart from demoralizing the police force, it has also the adverse effect of politicizing the personnel and, therefore, it is essential that prompt measures are taken by the Central Government.

The Court then observed that no action within the constitutional scheme found necessary to remedy the situation is too stringent in these circumstances.

More than four years have also lapsed since the report above noted was submitted by the National Human Rights commission to the Government of India.

The preparation of a model Police Act by the Central Government and enactment of new Police Acts by State Governments providing therein for the composition of State Security Commission are things, we can only hope for the present. Similarly, we can only express our hope that all State Governments would rise to the occasion and enact a new Police Act wholly insulating the police from any pressure whatsoever thereby placing in position an important measure for securing the rights of the citizens under the Constitution for the Rule of Law, treating everyone equal and being partisan to none, which will also help in securing an efficient and better criminal justice delivery system. It is not possible or proper to leave this matter only with an expression of this hope and to await developments further. It is essential to lay down guidelines to be operative till the new legislation is enacted by the State Governments.

Article 32 read with Article 142 of the Constitution empowers this Court to issue such directions, as may be necessary for doing complete justice in any cause or matter. All authorities are mandated by Article 144 to act in aid of the orders passed by this Court. The decision in Vineet Narain's case (supra) notes various decisions of this Court where guidelines and directions to be observed were issued in absence of legislation and implemented till legislatures pass appropriate legislations.

With the assistance of learned counsel for the parties, we have perused the various reports. In discharge of our constitutional duties and obligations having regard to the aforementioned position, we issue the following directions to the Central Government, State Governments and Union Territories for compliance till framing of the appropriate legislations :

State Security Commission

(1) The State Governments are directed to constitute a State Security Commission in every State to ensure that the State Government does not exercise unwarranted influence or pressure on the State police and for laying down the broad policy guidelines so that the State police always acts according to the laws of the land and the Constitution of the country. This watchdog body shall be headed by the Chief Minister or Home Minister as Chairman and have the DGP of the State as its ex-officio Secretary. The other members of the Commission shall be chosen in such a manner that it is able to function independent of Government control. For this purpose, the State may choose any of the models recommended by the National Human Rights Commission, the Ribeiro Committee or the Sorabjee Committee, which are as under:

NHRC	Ribeiro Committee	Sorabjee Committee
1. Chief Minister/HM as Chairman.	1. Minister i/c Police as Chairman	1. Minister i/c Police (ex-officio Chairperson)
2. Lok Ayukta or, in his absence, a retired Judge of High Court to be nominated by Chief Justice or a Member of State Human Rights Commission.	2. Leader of Opposition.	2. Leader of Opposition.
3. A sitting or retired Judge nominated by Chief Justice of High Court.	3. Judge, sitting or retired, nominated by Chief Justice of High Court.	3. Chief Secretary
4. Chief Secretary	4. Chief Secretary	4. DGP (ex-officio Secretary)
5. Leader of Opposition in Lower House.	5. Three non-political citizens of proven merit and integrity.	5. Five independent Members.
6. DG Police as Secretary.	6. DGP as ex-officio Secretary.	

The recommendations of this Commission shall be binding on the State Government.

The functions of the State Security Commission would include laying down the broad policies and giving directions for the performance of the preventive tasks and service oriented functions of the police, evaluation of the performance of the State police and preparing a report thereon for being placed before the State legislature.

Selection and Minimum Tenure of DGP:

(2) The Director General of Police of the State shall be selected by the State Government from amongst the three senior-most officers of the Department who have been empanelled for promotion to that rank by the Union Public Service Commission on the basis of their length of service, very good record and range of experience for heading the police force. And, once he has been selected for the job, he should have a minimum tenure of at least two years irrespective of his date of superannuation. The DGP may, however, be relieved of his responsibilities by the State Government acting in consultation with the State Security Commission consequent upon any action taken against him under the All India Services (Discipline and Appeal) Rules or following his conviction in a court of law in a criminal offence or in a case of corruption, or if he is otherwise incapacitated from discharging his duties.

Minimum Tenure of I.G. of Police & other officers:

(3) Police Officers on operational duties in the field like the Inspector General of Police in-charge Zone, Deputy Inspector General of Police in-charge Range, Superintendent of Police in-charge district and Station House Officer in-charge of a Police Station shall also have a prescribed minimum tenure of two years unless it is found necessary to remove them prematurely following disciplinary proceedings against them or their conviction in a criminal offence or in a case of corruption or if the incumbent is otherwise incapacitated from discharging his responsibilities. This would be subject to promotion and retirement of the officer.

Separation of Investigation:

(4) The investigating police shall be separated from the law and order police to ensure speedier investigation, better expertise and improved rapport with the people. It must, however, be ensured that there is full coordination between the two wings. The separation, to start with, may be effected in towns/urban areas which have a population of ten lakhs or more, and gradually extended to smaller towns/urban areas also.

Police Establishment Board:

(5) There shall be a Police Establishment Board in each State which shall decide all transfers, postings, promotions and other service related matters of officers of and below the rank of Deputy Superintendent of Police. The Establishment Board shall be a departmental body comprising the Director

General of Police and four other senior officers of the Department. The State Government may interfere with decision of the Board in exceptional cases only after recording its reasons for doing so. The Board shall also be authorized to make appropriate recommendations to the State Government regarding the posting and transfers of officers of and above the rank of Superintendent of Police, and the Government is expected to give due weight to these recommendations and shall normally accept it. It shall also function as a forum of appeal for disposing of representations from officers of the rank of Superintendent of Police and above regarding their promotion/transfer/disciplinary proceedings or their being subjected to illegal or irregular orders and generally reviewing the functioning of the police in the State.

Police Complaints Authority:

(6) There shall be a Police Complaints Authority at the district level to look into complaints against police officers of and up to the rank of Deputy Superintendent of Police. Similarly, there should be another Police Complaints Authority at the State level to look into complaints against officers of the rank of Superintendent of Police and above. The district level Authority may be headed by a retired District Judge while the State level Authority may be headed by a retired Judge of the High Court/Supreme Court. The head of the State level Complaints Authority shall be chosen by the State Government out of a panel of names proposed by the Chief Justice; the head of the district level Complaints Authority may also be chosen out of a panel of names proposed by the Chief Justice or a Judge of the High Court nominated by him. These Authorities may be assisted by three to five members depending upon the volume of complaints in different States/districts, and they shall be selected by the State Government from a panel prepared by the State Human Rights Commission/Lok Ayukta/State Public Service Commission. The panel may include members from amongst retired civil servants, police officers or officers from any other department, or from the civil society. They would work whole time for the Authority and would have to be suitably remunerated for the services rendered by them. The Authority may also need the services of regular staff to conduct field inquiries. For this purpose, they may utilize the services of retired investigators from the CID, Intelligence, Vigilance or any other organization. The State level Complaints Authority would take cognizance of only allegations of serious misconduct by the police personnel, which would include incidents involving death, grievous hurt or rape in police custody. The district level Complaints Authority would, apart from above cases, may also inquire into allegations of extortion, land/house grabbing or any incident involving serious abuse of authority. The recommendations of the Complaints Authority, both at the district and State levels, for any action, departmental or criminal, against a delinquent police officer shall be binding on the concerned authority.

National Security Commission:

(7) The Central Government shall also set up a National Security Commission at the Union level to prepare a panel for being placed before the appropriate Appointing Authority, for selection and placement of Chiefs of the Central Police Organisations (CPO), who should also be given a minimum

tenure of two years. The Commission would also review from time to time measures to upgrade the effectiveness of these forces, improve the service conditions of its personnel, ensure that there is proper coordination between them and that the forces are generally utilized for the purposes they were raised and make recommendations in that behalf. The National Security Commission could be headed by the Union Home Minister and comprise heads of the CPOs and a couple of security experts as members with the Union Home Secretary as its Secretary.

The aforesaid directions shall be complied with by the Central Government, State Governments or Union Territories, as the case may be, on or before 31st December, 2006 so that the bodies afore-noted became operational on the onset of the new year. The Cabinet Secretary, Government of India and the Chief Secretaries of State Governments/Union Territories are directed to file affidavits of compliance by 3rd January, 2007.

Before parting, we may note another suggestion of Mr. Prashant Bhushan that directions be also issued for dealing with the cases arising out of threats emanating from international terrorism or organized crimes like drug trafficking, money laundering, smuggling of weapons from across the borders, counterfeiting of currency or the activities of mafia groups with trans-national links to be treated as measures taken for the defence of India as mentioned in Entry I of the Union List in the Seventh Schedule of the Constitution of India and as internal security measures as contemplated under Article 355 as these threats and activities aim at destabilizing the country and subverting the economy and thereby weakening its defence. The suggestion is that the investigation of above cases involving inter-state or international ramifications deserves to be entrusted to the Central Bureau of Investigation.

The suggestion, on the face of it, seems quite useful. But, unlike the aforesaid aspects which were extensively studied and examined by various experts and reports submitted and about which for that reason, we had no difficulty in issuing directions, there has not been much study or material before us, on the basis whereof we could safely issue the direction as suggested. For considering this suggestion, it is necessary to enlist the views of expert bodies. We, therefore, request the National Human Rights Commission, Sorabjee Committee and Bureau of Police Research and Development to examine the aforesaid suggestion of Mr. Bhushan and assist this Court by filing their considered views within four months. The Central Government is also directed to examine this suggestion and submit its views within that time.

Further suggestion regarding monitoring of the aforesaid directions that have been issued either by National Human Rights Commission or the Police Bureau would be considered on filing of compliance affidavits whereupon the matter shall be listed before the Court.