

F.No.11019/08/2022-PM-II  
Government of India  
Ministry of Home Affairs  
PM Division

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Jaisalmer House, 26, Man Singh Road,  
New Delhi-110011, the 13<sup>th</sup> April, 2022.

To

1. The Addl. Chief Secretaries/ Addl. Chief Secretaries/Pr. Secretary (Home) / Home Secretaries of all States/UTs.
2. The Directors Generals of Police of all States/UTs.

Subject:- 237<sup>th</sup> Report of the Department-related Parliamentary Standing Committee on Home Affairs on the subject "Police-Training, Modernisation and Reforms" - Women Representation in Police.

Madam/Sir,

I am directed to refer to the recommendations/observations of the 237<sup>th</sup> Report of the Department-related Parliamentary Standing Committee on Home Affairs on the subject "Police-Training, Modernisation and Reforms."

2. In one of the recommendation (para 3.24.7), the Committee noted its disappointment inter alia stating that "The Committee is anguished to note that women are abysmally under-represented in the police force as they constitute only 10.30% of the police force. The Committee recommends that the MHA may advise States/UTs to create a roadmap for making the representation of women police to 33% of the total strength a reality. Further, the appointment of women in police may be done by creating additional posts rather than converting the vacant posts of male constables. It will also help in improving the police-population ratio in the country. Besides increasing the percentage of women in police, taking a cue from the defense forces where women are being assigned combative roles, the MHA may also advise the States/UTs to give them important challenging duties central to the police, and not just duties of in consequence."

3. The Ministry of Home Affairs, Government of India has repeatedly taken up the matter of 33% representation for Women in Police Force with the States/UTs vide letter No. 15011/21/2013-SC/ST-W dated 22.04.2013, No. VI-21011/27/2014-PM.I dated 21.05.2014, No. 15011/22/2015-SC/ST-W dated 12.05.2015, No. 25019/14/2019-PM.II dated 21.06.2019 and No. 25019/05/2021-PM-II dated 22.06.2021, (copies enclosed).



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4. It is therefore, requested that necessary action may be taken on the aforesaid recommendation the Committee.

Encl: As above.

Yours faithfully,

  
(Devendra Singh Parihar)

Deputy Secretary to the Govt. of India  
Tele. 011-23384961

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No. 25019/05/2021-PM-II  
Government of India  
Ministry of Home Affairs  
Police Modernisation Division  
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Jaisalmer House, 26, Man Singh Road,  
New Delhi-110011  
22<sup>nd</sup> June, 2021

To

1. The Addl. Chief Secretaries/Pr. Secretary (Home)/Home Secretaries of all States/UTs
2. The Directors General of Police of all States/UTs

Subject: - Increasing the number of women in the police forces in the States/UTs

Madam/Sir,

Kind attention is drawn to Recommendations/Observations of the 230<sup>th</sup> Report of Department-related Parliamentary Standing Committee on Home Affairs on "Atrocities on crimes against women and children".

2. In one of the recommendation, the Committee noted its disappointment inter alia stating that "women presently constitute 10.30% of the Police Force. The Committee fails to understand the delay on the part of States/UTs to give adequate representation to women in Police forces. The Committee notes that MHA has regularly advised the States to ensure that 33% of Police forces are women and has made it mandatory in UTs. But, no States/UTs Police in the country has representation even close to 33%. The Committee, therefore, recommends that the MHA may advise States/UTs to conduct special recruitment drives to recruit women at all levels in a time-bound manner".
3. The Ministry of Home Affairs, Government of India has repeatedly taken up the matter of 33% reservation for women in Police force with the State Government. This Ministry has requested State Governments vide communications No.15011/21/2013-SC/ST-W dated 22.04.2013, No. VI-2011/27/2014-PM-I dated 21.05.2014, No. 15011/22/2015-SC/ST-W dated 12.05.2015 and No. 25019/14/2019-PM-II dated 21.06.2019 (copies enclosed).
4. It is again brought to your notice that request for increase in representation of women in police force is being made from time to time by Parliamentarians, Media, civil Rights activists, Citizens Groups, members of the public, and other stakeholder.

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5. It is therefore, again requested to conduct special recruitment drives to recruit women at all levels in a time-bound manner. The action taken in this regard may be intimated to this Ministry.

Yours faithfully,



(Ajit Kumar)

Director (PM-II)

Telefax: 23384961

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D.O. No. 15011/21/2013 - SC/ST - W

22<sup>nd</sup> April, 2013

The need for increasing the number of women in the police forces in the States has been engaging the attention of the Ministry of Home Affairs. This has been deliberated upon in all the Conferences of the Chief Secretaries & DGPs of States / UTs. The All India average representation of women in the police forces is only 5.33% or 84,479 police women reckoned against the actual strength of 15.85 lakh police force in the country. It averages a low of 4% when compared to the sanctioned strength of 21.24 lakh of the police force. The international average percentage of women in the police forces is around 15%, in the middle income and high income countries in the world.

2. You will agree that more and more women are participating in the development initiatives both in the public and private sectors of the economy, and the ratio of women in the work force is increasing correspondingly in both the urban and rural areas of the country. The presence of women in all leadership positions from the Panchayats to the Parliament is increasing in visible numbers. It is imperative that equal opportunities for women in the police force becomes a consistent reality. It is a necessary ingredient for good governance.
3. It has been pointed out in many a public fora that, based on empirical evidence and research that low representation of women in police forces create both a psychological and impregnable barrier to women to approach police stations when a crime is committed against them. It is also stated that sensitization programmes for police forces do not compensate for poor representation of women in the police forces. In the urban areas, the increase in representation of women in the police forces. In the urban areas, the increase in representation of women in police will ensure a sense of safety in the public spaces which are frequently used by women on account of their varied activities outside their homes. Recruitment of women in the police forces will inevitably lead to the improvement of the image of the police forces and make the police station a gender sensitive place for grievance redressal and a catalyst for an improved community.

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4. In a vibrant democracy, participation of women in public protests, demonstrations, political activities etc., are becoming common. It is essential that women are visible at the cutting edge level of public interface. There is a tendency to engage women police only in situations like security checks and other specialized duties, relating to women, but unless they are assigned frontline duties in the police stations, there would not be an impact on the community as a whole.
5. The Second Administrative Reforms Commission have made recommendations for recruitment of women in gazetted and non-gazetted posts. Affirmative actions should be taken by all the States / UTs to ensure availability of women to 33% of the police force. An advisory in this regard has been issued by the MHA dated 04.09.2009.
6. The 5<sup>th</sup> National Conference of Women held in Trichur in 2012 at its meeting recommended that there should be at least 4 women per police station in all rural areas and even higher in urban areas. Action taken to increase the representation of women in the police forces in all categories is required to be taken on a priority by amending the service rules accordingly.
7. A beginning can be made by the creation of additional posts of women constable / Sis, and by converting the vacant posts of male constables into the post of women constables. Each police station should have at least 3 women sub-inspectors and 10 women police constables, so that a women help desk is manned round the clock. The objective should be to reach a level of thirty percent of strength of civil police being comprised of women (excluding the armed battalions). This objective can not be achieved at once – because the recruitments can only be possible against vacancies, as they arise, or against new sanctions. This approach can be followed by the States – of setting intermediate goals, towards reaching the overall objective of presence of thirty percent women in the police force.
8. It is requested that action be taken on the above, and this Ministry be kept apprised of the action being taken.

With regards,

Yours sincerely,

(R. K. Singh)

To all Chief Secretaries

F No VI-21011(27/2014) PFA 1  
Government of India  
Ministry of Home Affairs  
Police Modernization Division  
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R.No. 124, North Block  
New Delhi-110001  
Tel: 23092440. Fax: 23092717

Dated 21st May, 2014

To

1. The Chief Secretaries of all States.
2. The Home Secretaries of all States
3. The Director General of Police of all States

Sub: Provision of Basic Infrastructure Amenities for Women Police Force - Implementation of the Scheme for Modernization of State Police Forces for five years w.e.f. 2012-13 to 2016-17, Guidelines to State Governments- regarding.

Sir/Madam,

The Ministry of Home Affairs has issued advisories from time to time to State Governments and Union Territories instructing them to increase the representation of women in the police force up to 33% to address the specific needs of women in the fast changing society. The combined efforts of the Central and various State Governments/UTs are encouraging in this regard and the percentage of women police personnel is increasing gradually. The Parliamentary Committee on Empowerment of Women has stressed to make presence of women police personnel more visible vis-à-vis their male counterparts so that the gender issues at the local level are addressed more emphatically.

2. Apart from adequate representation of women, there are many other issues relating to the working conditions at their work places. The inherent police work requires long working hours and involves outdoor activities such as patrolling security duty on special occasions, touring in and outside the district/States and crime control etc. It is difficult for women police officials to keep a balance between the household essential duties and professional activities without a robust organizational and infrastructural support by the Government for a stress-free working environment.

3. State Governments are required to evolve a uniform policy for establishing facilities at the work place so as to mitigate the problems faced by them during the long working hours.

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4. Under the scheme 'Modernization of State Police Forces', the Central Government is providing 'Grant-in-Aid' to State police forces to overcome infrastructural deficiencies identified over the years. Guidelines to prepare State Action Plans both for plan and non-plan components have been issued in March 2014. Detailed instructions about the items to be funded under the Plan head of the scheme has also been issued vide this Ministry's letter No.21011/23/2013-PM-1 dated 28<sup>th</sup> February, 2013.

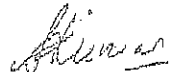
5. Though, the funds provided under the scheme are not adequate to meet emergent requirements and to address all deficiencies in one go, but a systematic approach to equally distribute the available resources may facilitate the women police personnel to a large extent and make the working environment more amenable for them.

6. You are therefore requested to include the following proposals along with other demands for women police personnel in your State Action Plan for the year 2014-15 on priority.

- At existing Police Stations, Outposts and Barracks, a provision must be made for suitable toilets facilities for women police personnel including separate hand washing and shower facilities with adequate supply of water. Wherever, it is not possible to provide access to permanent toilets, portable toilets need to be provided for. These must be installed securely and be provided with lockable doors, lighting and ventilation.
- A rest room at every police station for the women personnel. The room needs to be separate from other parts of the workplace and it should be clean, secure and located in a convenient place close to other facilities such as washing and toilet.  
The room should be big enough with proper ventilation to use as a change room also. Facilities may be provided for storing the clothes and personal belongings with lockable shelf storage and Coat/Shirt hanging space.
- The room and toilet should reasonably be accessible to the women police officials so that their security is not compromised.
- Provision of the above amenities may be ensured in every new police station, outpost or barracks proposed under the MPF or otherwise.
- Other specific proposals pertaining to the Women Police Force must also be made.

7. Kindly send the Annual Action Plan accordingly for consideration of the High powered Committee of the Ministry of Home Affairs within 15 days, so that timely release of funds could be ensured.

Yours faithfully,

  
(Sneha Lata Kumar)

Secretary (Border Management)



15011/22/2015 - SC/ST - W

GOVERNMENT OF INDIA

Ministry of Home Affairs

(CENTRE-STATES DIVISION)

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New Delhi, the 12<sup>th</sup> May, 2015

To

- 1) Chief Secretaries of all State Governments including GNCTD
- 2) Administrators of DD, DNH, A&N, Lakshadweep

Sub.: Advisory on comprehensive approach towards crimes against women

Sir/Madam,

The Ministry of Home Affairs has been issuing advisories from time to time with a view to help the States/UTs to evolve a comprehensive criminal justice system, especially with regard to crimes against women. These advisories primarily enumerate the action points arising out of different directives issued by various constitutional authorities. However, with the passage of time, it has been felt that a holistic approach is needed to deal with situations prevailing on the ground more effectively. With this in view, it has been considered appropriate to suggest the following affirmative measures that the States/UTs may take immediately to reinforce their criminal justice system:

(A) REGISTRATION OF CRIMES AGAINST WOMEN

- (i) All out measures need to be taken to encourage registration of crimes by the citizens.
- (ii) It must be ensured that the complainant / good Samaritan / Citizen must not face any harassment from any State / Public / Private agency on account of helping the women in distress
- (iii) The Police shall register an FIR upon receipt of information of the commission of a cognizable offence. If at the time of registration of FIR, it becomes apparent that the crime was committed outside the jurisdiction of the Police

station, the Police should be appropriately instructed to register 'Zero FIR' and ensure that the FIR is transferred to the concerned Police station u/s 170 of the Cr. P.C.

- (iv) Through the Criminal Law Amendment Act 2013, Section 166A of the IPC has been inserted, which states that if the Public Servant fails to record any information given to him under sub-section (1) of the Section 154 of the Code of Criminal Procedure 1973 (2 of 1974), in relation to cognizable offence punishable under Section 326A, Section 326B, Section 354, Section 354B, Section 370, Section 370A, Section 376A, Section 376B, Section 376C, Section 376D, Section 376E or Section 509 shall be punished with rigorous imprisonment for a term which shall not be less than six months but which may extend to two years, and shall also be liable to fine. Extensive training programme especially to law enforcement personnel needs to be undertaken to raise awareness and sensitivity to this punitive legal provision.

(B) **INCREASING REPRESENTATION OF WOMEN IN POLICE**

The Ministry of Home Affairs had issued an advisory on 22<sup>nd</sup> April 2013 and another on 26<sup>th</sup> August, 2014 whereby the States / UTs were requested to raise the women representation in Police to 33%. However, it is a matter of concern that not much has been done in this regard, except for a few States. The Government of India has now approved reservation of 33% for women horizontally and in each category (SC, ST, OBC and others) in direct recruitment in non-Gazetted posts from Constable to Sub-Inspector in the Police forces of all the Union Territories including Delhi police and directed all the Union Territory Administrations to make enabling provisions in the relevant Recruitment Rules. The States are requested to take similar steps to increase women's representation in the Police Force.

(C) **SOME WOMEN SPECIFIC MEASURES THAT NEED TO BE ADOPTED**

- (i) Increase the no. of beat constables, especially on crime-sensitive roads;
- (ii) Increase the number of police help booths/kiosks, especially in remote and lonely stretches;
- (iii) Increase police patrolling, especially during the night;

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- (iv) Increase the number of women police officers in the mobile police vans;
  - (v) Increase public telephone booths for easy access to police;
  - (vi) Proper lighting of roads, streets and other lonely stretches;
  - (vii) Intensive patrolling in the affected areas, especially in the locality of the weaker sections. Periodic visits by senior officers including the DM & SP will create a sense of safety and security among the people;
  - (viii) The sensitive routes taken by women employees during night shifts may be identified and patrolled;
  - (ix) Proper verification of drivers / conductors of public vehicles to filter out criminal elements;
  - (x) General Public / NGOs may be encouraged to participate in matters of women security;
  - (xi) Self defence Training for women may be encouraged by Police.

**(D) INCREASING GENDER SENSITIVITY IN POLICE**

- (i) Training programmes on gender sensitization for all levels of police personnel must be organized at regular intervals.
- (ii) Mention of gender sensitivity in the Annual Performance Appraisal Report (APAR) should be included to ascertain the conduct of police personnel.
- (iii) Attitude of police personnel towards women should be considered for their posting or promotions.
- (iv) A gender-sensitivity index may be developed and applied appropriately while taking decisions on posting of police officers in the field.
- (v) Specific observations about gender-related measures should be included in the inspection notes of Police Stations.
- (vi) Strict action should be taken against police personnel, who exhibit discourtesy or bias against women or neglect their supervisory responsibilities in this regard.

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(E) **STRENGTHENING OF INVESTIGATIVE APPARATUS ON CRIMES AGAINST WOMEN**

There is an urgent need for specialized investigative apparatus on crimes against women. The Criminal Law (Amendment) Act 2013 has several provisions which are to be exclusively handled by women police personnel in case of crimes against women. This has necessitated setting up of specialized investigative units on crimes against women.

(F) **MAINTAINING DATABASE OF CRIMINALS HAVING HISTORY OF SEXUAL CRIMES**

The Delhi Police is maintaining the record of criminals involved in rape, molestations and eve-teasing in Delhi. The States are requested to maintain similar databases on criminals having history of sexual crimes to aid the investigation and verification. The States should immediately implement the Crime and Criminal Tracking Network System (CCTNS) project, which has a module on database of offenders.

(G) **ADHERENCE TO NEWLY ENACTED LEGISLATIONS AND HON'BLE SUPREME COURT'S GUIDELINES**

It is alleged that even after enactment of crimes against women specific legislation i.e. Criminal Law (Amendment) Act 2013, cases are not being registered under appropriate sections of IPC leading to suppression of heinous crimes and misrepresentation in crime data. Proper sensitization of lower level functionaries is needed to make optimum use of existing legislations.

It has also been observed that even after the order of the Hon'ble Supreme Court, in some cases the compensation paid to the victims of acid attacks is less than Rs. 3.00 lakh. Similarly, the direction for mandatory registration of FIR in case of missing children is also reported to be violated in some cases. These deficiencies need to be rectified immediately to avoid contempt of court proceedings.

(H)

**SPEEDY TRIAL OF CASES**

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The success of criminal justice system rests on swift trial and conviction. However, unfortunately the data of National Crime Records Bureau (NCRB) from 2011-13, reveal that even after investigation was completed in 60% (approx) of the cases, only in 15% (approx) cases, trials are completed and out of which only about 4% are convicted in cases of rape. A similar pattern is noticed in other types of crimes also. This is a matter of serious concern as it is severely eroding the deterrent value of punishment and emboldening the potential offenders. Hence the States are requested to expedite setting up of Fast Track Courts and strengthen the prosecution wing to conclude the trial speedily in cases of crimes against women.

This issue was also incorporated in the Criminal Law (Amendment) Act 2013 through amendments in Section 309 of Cr. P.C., wherein it was suggested that *when the inquiry or trial relates to an offence under Section 376, 376A-D of the Indian Penal Code (IPC), the inquiry or trial shall, as far as possible be completed within a period of two months from the date of filing of the charge sheet.*

(I) **LACK OF FORENSIC LABORATORIES**

The lack of quality forensic facilities for aiding the investigation is also a matter of serious concern. As per inputs received from Police and other investigating agencies, the inadequacy of Forensic Laboratories is a major detriment in making a watertight case. Most of the time, the pendency of cases in Forensic Laboratories and availability of expert forensic help are major bottlenecks. The States are requested to expedite setting up of new Forensic Laboratories in adequate numbers to aid speedy investigation.

(J) **SOCIAL CONNOTATION OF CRIMES AGAINST WOMEN**

From the National Crime Records Bureau (NCRB), Annual Report 2013, it is revealed that around *94.3% of rape cases are committed by people known to them.* Evidently, this has some serious social connotations as it points out a deep rooted social malady. The Universities should be encouraged to

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undertake research on the causes of such criminal psyche and possible solutions besides deterrent punishment through legal trial.

(K) CREATION OF CYBER-CELL TO TACKLE CYBER CRIMES

It has also been observed that cases of various forms of cyber-crimes involving women and children are on the rise. In a recent case, Prajwala vs. UoI, it has been observed that illegal pornographic videos were being freely circulated on Internet and social media sites without being noticed by any authority. These types of incidents need serious consideration and Internet contents must be checked periodically; and any complaint received in this regard must be acted upon expeditiously. In this endeavor, specialized cyber-crime cells need to be set up.

As per the Constitution of India, the primary responsibility of providing safety, security to the citizens of India lies with the States. A comprehensive and holistic approach needs to be developed to tackle crimes against women in all its forms. The 'Police' is a State subject and hence it is the duty of State Government to modernize the police with respect to societal aspirations, sensitivity, gender and operational needs. The Government of India has already greatly enhanced the State's share of central taxes from 32% to 42%. In view of the same, the States are requested to take immediate and effective measures as enumerated above to contain the rising incidents of crimes against women.

Yours faithfully,

(Kumar/Ar/R)/7/13

Joint Secretary (Centre-State)

Telefax: 011-25438100

E-mail: [jscs@nic.in](mailto:jscs@nic.in)

Copy also for information and necessary action to:

- 1) AGs/Principal Secretary/Secretary (Home) of all States and UTs
- 2) The Director Generals of Police of all States and TGs of all UTs

2019  
No.25019/14/2013-PM-II  
Government of India  
Ministry of Home Affairs  
(PM-II Section)  
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Jaisalmer House,  
26, Man Singh Road,  
New Delhi-110011  
21<sup>st</sup> June, 2019

To

- 1.The Home Secretaries of all States/UTs
- 2.The Directors General of Police of all States/UTs

Subject:-Increasing number of Women Police In India

Madam/Sir,

Kind attention is drawn to MHA's communication Nos. 15011/21/2013-SC/ST-W dated 22/04/2013, No.VI-2011/27/2014-PM-I dated 21/05/2014 and No.15011/22/2015-SC/ST-W dated 12/05/2015 Inter alia requesting for 33% reservation for women in Police force. Request for Increase in representation of women in Police force is being made from time to time by Parliamentarians, members of the public, Media, Civil Rights activists, Citizens Groups and other stakeholders. To increase the percentage of women in Police force to 33%, MHA vide communication dated 26/08/2014 also requested all States to conduct Special Recruitment Drive.

2. In this connection Committee of Secretaries has also desired that MHA should devise a format for monitoring and uploading the ATR on Increasing the percentage of women in Police force in MHA's Portal. Accordingly you are requested to take appropriate action and send Monthly Report in the enclosed pro forma to Director (PM-II) Division, MHA, Jaisalmer House, 26 Man Singh Road, New Delhi, Email - sshankar.edu@nic.in .

Yours faithfully,  
S. Shankar  
(S. Shankar)

Director(PM-II)  
Telefax:- 23384961  
Mobile No. 09891534132  
Email: [sshankar.edu@nic.in](mailto:sshankar.edu@nic.in)

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Annexure to letter No. 25019/14/2019-PM-II

Dated 21<sup>st</sup> June, 2019

Name of States/UTs:-

Pro forma

No. of Sanctioned posts in Police	Actual strength	No. of Women police personnel	Shortage with respect to 33% of Women police personnel	Action Plan & Time-frame to reach 33% Women's representation in Police

S. Shastri