

WHITE PAPER



State of Policing and Law & Order in Mumbai

November 2020



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I. Foreword

The COVID-19 pandemic has taught us the importance of building stronger institutions to combat crisis situations- this is a need felt not just in the health sector but in all areas including the policing and law and order system.

Mumbai Police has been in the forefront of maintaining law and order during the pandemic and the ensuing lockdown. Their vigilance has been instrumental in maintaining law and order of the city from cooperating with various stakeholders in food ration distribution to ensuring the citizen's abidance of lockdown protocols – all while putting their own lives at risk due to limited availability of protective resources at the lockdown's inception. While the Mumbai police have performed many more functions during the pandemic, it has been working under severe pressure, and has been overburdened well before the pandemic.

In 2019-20 for example, there was an 18% shortage of police personnel in Mumbai compared to sanctioned posts. This in turn has an impact on the existing workforce, including extended work hours and working conditions that affect the overall health of police, reducing their ability to perform their duties effectively.

We all are aware of the high COVID-19 incidence and deaths in the Mumbai Police. But over the years, a large number of police persons have succumbed to lifestyle related diseases directly linked to exposure in work and working conditions- for example from April 2017 to October 2020, the highest cause of death of police personnel was heart attacks (113 deaths). 16 deaths by suicide were also reported in the same period. In terms of living conditions as well, we have been unable to provide adequate housing for the police force- as on March 2020, only 38% of the police force was allotted police housing.

Shortage of police personnel and quality of working/living conditions of police in turn affects the overall performance such as in the investigation of cases. In 2019 for example, there was a 64% pendency of investigation in IPC cases. Vacancy in sanctioned posts also has a direct impact on performance in case of the judiciary; where there was a 28% shortage in public prosecutors and 14% shortage of Sessions court judges. In 2019, 2,49,922 cases were to be tried in courts for IPC in Mumbai in 2019 out of which judgement was given in just 6% of the cases.

A lifecycle study conducted for Sessions court cases from 2013 to 2017, shows that it took, on an average, 11.1 months from FIR to charge sheet, while the same should be done within 90 days. Further, it took, on an average, 2.4 years from first hearing to judgement. Highest time taken to pass judgements from FIR was in cases of dacoity (5.8 years). Inspite of more time taken for investigation and trial, this has not led to improved conviction rates – only 24% of cases from 2013 to 2017 were convicted in Mumbai's Sessions court.

One of the ways adopted to reduce high pendency of cases was passing of special laws with clear provisions for timely completion of cases through special courts- however, these too have not been successful. One such example is the Protection of Children from Sexual Offences (POCSO) Act, 2012



that, recognising the need for controlling and providing speedy justice in the case of sexual crimes against children, provided for these cases to be completed within one year from the date of cognisance while being tried in a special POCSO court.

Crime in India data shows that while annually there are 1000+ cases of sexual crimes against children registered under POCSO in Mumbai, very few were tried annually in the POCSO court. In 2019 for example, 1,319 cases of POCSO were registered, 448 cases were tried in courts, of which only half (222) were tried in the special POCSO court. Moreover, only 20% of these judgements in POCSO courts were pronounced within one year (as required by the Act).

This points to the fact that just setting up additional courts or provisions in law will not help until the entire process is streamlined and causes for delay are analysed and corrected timely- instead of being accepted as an inherent character of the system.

For this, it is first important to fill vacant posts and look at police reforms that reduce the burden on the existing police and ensure better working and living conditions for them so that they can perform their duties effectively. This will in turn also lead to improved quality of investigation, which would ensure timely justice. Similarly, for the judiciary there is a need to create an incentive structure for people to prefer to be a part of the judicial system- only then can the paucity of judges and prosecutors be met.

A second bigger, and more challenging aspect, is to sensitize and train the people operating within the system. What any victim first needs, is an unbiased, co-operative and sensitive police and judiciary. This needs to be ingrained as a part of not just induction and regular in-service training but also in the selection criteria.

Third, like any other system or governance structure, monitoring is key to ensuring accountability in the system. In line with this, one of the reforms suggested was that of setting up a Police Complaints Authority (PCA) that registers and investigates complaints against police personnel. Although PCA has been set up at state level (for complaints against posts of Deputy Superintendent/Assistant Commissioner of Police and above) there is a need to set up PCA at the divisional level (Konkan Division) for Mumbai to take complaints against ranks of Senior Police Inspector and below. Further, PCA covers only heinous crimes or misconduct by police, sifting out the often subtle but intimidating behavior of police towards victims. Even of the complaints it does take, it has no authority of final decision in the case, which rests solely with the respective government that controls the police, almost negating the relevance of the body.

Lastly, we need people to be partners in policing through a police-public relationship of trust and collaboration, to not just effectively report and investigate crimes or maintain law and order, but to address and tackle the inherent and underlying causes of crime.

NITAI MEHTA

Managing Trustee, Praja Foundation



II. Acknowledgement

Praja has obtained the data used in compiling this white paper through Right to Information Act, 2005. Hence it is very important to acknowledge the RTI Act and everyone involved, especially the officials who have provided us this information diligently.

We would like to appreciate our stakeholders; particularly, our Elected Representatives & government officials, the Civil Society Organizations (CSOs) and the journalists who utilize and publicize our data and, by doing so, ensure that awareness regarding various issues that we discuss is distributed to a wide-ranging population. We would like to take this opportunity to specifically extend our gratitude to all government officials for their continuous cooperation and support.

We would like to specifically thank the students and faculty of Pravin Gandhi College of Law Mumbai, Narsee Monjee Institute of Management Studies Mumbai, Thakur College of Law Mumbai, and interns from various other colleges who contributed to the sessions court lifecycle study.

Praja Foundation appreciates the support given by our supporters and donors, namely Friedrich Naumann Foundation, Narotam Sekhsaria Foundation and Madhu Mehta Foundation and numerous other individual supporters. Their support has made it possible for us to conduct our study & publish this white paper.

We would also like to thank our group of Advisors & Trustees and last but not the least, we would like to acknowledge the contributions of all members of Praja's team, who worked to make this white paper a reality.



Madhu Mehta Foundation

Narotam Sekhsaria Foundation



III. Summary of State of Policing and Judiciary in Mumbai, Its Impact on Solving of Major Crimes and Recommendations

State of Police Personnel	Impact on Solving of Major	
and Judiciary	Crimes	Recommendations
There was a shortage of 35% in the post of Police Sub-Inspector (P.S.I.) in 2019-20, who also perform the role of investigation officers	There was a high pendency of investigation in cases of crime against women (67%) and children (73%) in 2019. The percentage of cases	There is a dire need for having adequate police force and forensic personnel and filling the sanctioned posts for effective policing and investigation.
investigation officers. There was a shortage of 42% (249 working out of 426 sanctioned) in Mumbai's Forensic Laboratory in 2019-20.	The percentage of cases examined in Mumbai's forensic lab fell drastically from 88% in 2018 to 55% in 2019. 17,749 cases were pending for forensic investigation at the end of 2019. Of the total IPC cases	Police reforms such as separation of investigation and law and order although implemented, the number of investigation officers required based on the number of cases needs to be regularly revised.
Police reforms such as separation of investigation and law	investigated by Mumbai police in 2019 (43,163) charge sheet was filed in 65% of the cases.	The police-citizen relations need to be improved through trust building and awareness.
 and order that ensures focus of personnel on investigation has been implemented and there are separate Investigation Units set up. There was a 14% shortage in Sessions court judges as of April 2020. There was a 28% shortage in Mumbai's public prosecutors in 2019-20. 	A total of 2,49,922 cases were to be tried in courts for IPC in Mumbai in 2019 out of which judgement was given in just 6% of cases. A Sessions court lifecycle study of cases where judgement has been passed shows that the conviction rate of IPC crimes in the last 10 years has not improved- only 24% of cases from 2013 to 2017 and 23% cases from 2008 to 2012 were convicted in Mumbai's Sessions court.	Police officials need to be sensitised to involve citizens as partners in policing, welcome inputs from the community and act in a collaborative and co-operative manner when it comes to reporting of cases, leads, etc. For this training and counselling of police officials on the behavioural skills towards citizens needs to be done. There is a dire need for having adequate judicial personnel and filling the sanctioned posts for effective functioning of judiciary.
	It took on an average 3.4 years from FIR to Judgement in IPC cases solved in Sessions courts from 2013 to 2017.	
	Major reason for acquittal in 2013 to 2017 Sessions cases was failure of the prosecution to prove guilt due to lack of evidence and witnesses (79.6%).	



The Protection of Children Against Sexual Offences (POCSO) Act provides for a separate POCSO court to try cases of sexual crimes against children and ensure completion within one year of cognisance of offense. This is however not being properly implemented.	 61% of total rape cases (1,016) were against children (under age of 18) as registered in POCSO in 2019. In half of the total POCSO cases trial in 2019 (226 out of 448) was not done in special POCSO Court. Of 222 cases tried in POCSO cases were completed within one year. 	There is need for a multi-stakeholder approach to be adopted for creating awareness and sensitising people to prevent sexual abuse of children, by engaging with all the stakeholders i.e. children, families, communities, schools, colleges, civil society organisations and the police. The implementation of special laws such as POCSO needs to be effectively monitored- for example ensuring that special courts try POCSO cases and disposes the cases within one year as prescribed by the Act.
Under police reforms, there is a need to implement agencies such as the State Security Commission (SSC) to lay down broad policy guidelines and evaluate the performance of the police; however, this has not been implemented. Police Complaints Authority (PCA) has been set up at state level (for complaints against posts of Deputy Superintendent/Assistant Commissioner of Police and above) but not at the divisional level (Konkan Division) for Mumbai. Therefore, there is no authority where public complaints against police officers in Mumbai of rank of Senior Police Inspector and below in cases of serious misconduct or heinous crimes could be made.	Lack of SSC and PCAs leads to poor functioning of policing system and lack of accountability. Divisional PCAs not being set up is a serious gap in the accountability mechanism of the police department and no proper grievance mechanism for complaints against the police exists. PCA only has powers for recommendation and the final decision regarding any case lies with government.	There is a need to set up the SSC and ensure its effective functioning to enable better service conditions for police and thereby ensure better investigation of crimes. Divisional PCAs need to be set up to enable citizens to complaint against police of or below rank of senior police inspector rank. PCA needs to be given independent authority to try cases and take decisions against atrocities by police.

IV: Crime Statistics

A. Major Crimes Reported in Mumbai

Major Crimes	2015-16	2016-17	2017-18	2018-19	2019-20	% Change from 2015-16 to 2019-20
Murder	170	141	115	165	164	-4%
Rape	728	576	792	784	904	24%
Molestation	2,145	2,103	2,358	2,533	2,677 ¹	25%
Riots	452	454	528	452	365	-19%
Chain Snatching ²	837	355	162	168	165	-80%
House Breaking (Day & Night)	2,877	2,570	2,427	2,192	2,032	-29%
Thefts	7,006	6,622	6,559	5 <i>,</i> 869	5,749	-18%
Vehicle Theft	3,324	3,046	3,245	2,849	2,697	-19%

Table 1: Reporting of Major Crimes in Mumbai from 2015-16 to 2019-20

- The reporting of rape and molestation cases increased by 24% (from 728 to 904) and 25% (2,145 to 2,677) respectively from 2015-16 to 2019-20.
- Reporting of other crimes like murder, house breaking, chain snatching, thefts (including vehicles stolen) have fallen from 2015-16 to 2019-20.

¹Molestation count of 2019-20 was not available in RTI therefore it is taken from Mumbai Police Website: <u>https://mumbaipolice.gov.in/CrimeStatistics</u>

 $^{^{2}}$ Chain snatching cases have fallen because all such cases are no longer reported under this head, but as robbery.



Major		.5-16		6-17	2017		2018-19		2019-20	
Crimes	Area	Cases	Area	Cases	Area	Cases	Area	Cases	Area	Cases
Murder	NCM	49	NWM /NCM	37	NWM	25	SCM	48	NEM	42
Rape	NWM	198	NCM	149	NWM	198	NWM	244	NCM	281
Riot	NCM	131	NCM	130	NWM	128	NCM	139	NCM	120
House Breaking (Day/Night)	NCM	763	NWM	725	NWM	684	NCM	667	NCM	580
Chain Snatching	NCM	231	NWM	132	NWM	58	SCM	41	NCM	56
Thefts	NWM	1,984	NWM	1,896	NWM	1,770	NCM	1,637	NCM	1,833
Vehicle Thefts	NCM	859	NCM	788	NWM	976	NCM	772	NCM	866
Overall	NCM	11,311	NCM	10,113	NWM	10,875	NCM	11,143	NCM	12,865

Table 2: Area-wise Highest Crimes Reported in Mumbai from 2015-16 to 2019-20³

- Highest reporting of cases was in North Central Mumbai in 2019-20 for crimes like rape, riot and thefts (house breaking, chain snatching and vehicle thefts).
- North West Mumbai had reported the highest cases of rape in 2017-18 and 2018-19 whereas in 2019-20, highest rape cases were reported in North Central.

³ North Mumbai (NM) includes: P/N, R/S, R/N, R/C wards covering areas Dahisar, Borivali, Kandivali, Malad; North West Mumbai(NWM) includes: K/E, K/W, P/S, P/N wards covering areas Jogeshwari, Goregaon, Andheri, Malad; North East Mumbai(NEM) includes: M/E, N, S, T wards covering areas Mulund, Bhandup, Vikhroli, Ghatkopar, Govandi; North Central Mumbai(NCM) includes: H/E, H/W, K/E, L, M/W wards covering areas Vileparle, Kurla, Bandra, Chembur; South Central Mumbai(SCM) includes: F/N, G/N, M/W, M/E wards covering areas Dadar, Sion Koliwada, Mahim, Chembur; and South Mumbai(SM) includes: A, B, C, D, E, F/S, G/S wards covering areas Parel, Worli, Byculla, Colaba, Malabar Hill



Rank	Area/ Cases	Murder	Rape	Riot	House Breaking (Day/Nig ht)	Chain Snatchi ng	Thefts	Vehicle Thefts	Total
1	Area	NEM	NCM	NCM	NCM	NCM	NCM	NCM	NCM
1	Cases	42	281	120	580	56	1,833	866	12,865
2	Area	NCM	NWM	NWM	NWM	NWM	NWM	NWM	NWM
2	Cases	40	251	86	540	40	1,435	693	11,088
3	Area	SCM	SCM	SCM	NM	NEM	SM	NM	NM
5	Cases	36	199	70	501	36	1,110	532	7,666
4	Area	NWM	NM	NM	SCM	NM	NM	SCM	SCM
-	Cases	31	187	61	416	26	1,006	490	7,625
5	Area	NM	NEM	SM	NEM	SM	SCM	SM	SM
5	Cases	29	167	58	317	26	903	411	7,223
G	Area	SM	SM	NEM	SM	SCM	NEM	NEM	NEM
6	Cases	27	91	46	232	24	671	358	6,594

Table 3: Area Wise Major Crimes Reported in Mumbai in 2019-20⁴

Note: 1st refers to highest number of crimes reported and 6th is least number of crimes reported.

- Highest cases of rape were reported in North Central Mumbai (281) followed by North West Mumbai (251) in 2019-20.
- North East Mumbai (42) reported highest cases of murder followed by North Central (40).
- Overall, North East Mumbai reported the least cases (6,594) while North Central reported the highest (12,865).

⁴ North Mumbai (NM) includes: P/N, R/S, R/N, R/C wards covering areas Dahisar, Borivali, Kandivali, Malad; North West Mumbai(NWM) includes: K/E, K/W, P/S, P/N wards covering areas Jogeshwari, Goregaon, Andheri, Malad; North East Mumbai(NEM) includes: M/E, N, S, T wards covering areas Mulund, Bhandup, Vikhroli, Ghatkopar, Govandi; North Central Mumbai(NCM) includes: H/E, H/W, K/E, L, M/W wards covering areas Vileparle, Kurla, Bandra, Chembur; South Central Mumbai(SCM) includes: F/N, G/N, M/W, M/E wards covering areas Dadar, Sion Koliwada, Mahim, Chembur; and South Mumbai(SM) includes: A, B, C, D, E, F/S, G/S wards covering areas Parel, Worli, Byculla, Colaba, Malabar Hill



Table 4: Gender wise Victims and Cases of Kidnapping and Abduction in Mumbai from2017 to 2019

Year		2017	2018	2019
Total Cases of Kidnapping and Abduction		2,159	2,202	2,102
	Girls	1,382	1,368	1,334
	%	68%	63%	62%
Kidnapping Victims	Boys	650	807	803
	%	32%	37%	38%
	Total	2,032	2,175	2,137
	Female	25%	20	15
	%	10%	38%	31%
Abduction Victims	Male	225	33	33
	%	90%	62%	69%
	Total	250	53	48

- 98% of total victims of kidnapping and abduction were children (kidnapping) in 2019.
- 62% of total kidnapping victims were girls in 2019, whereas for abduction majority victims were males (69%).



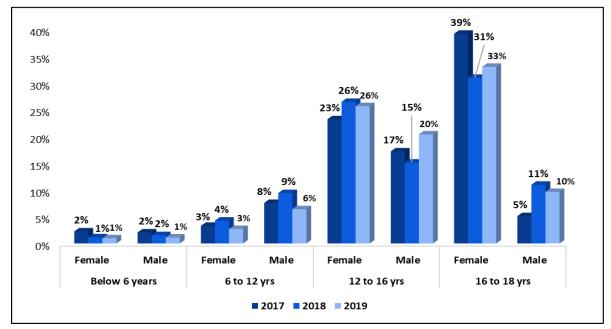
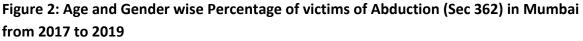
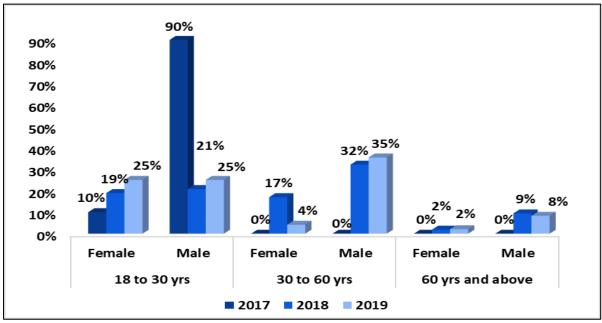


Figure 1: Age and Gender wise Percentage of victims of Kidnapping (Sec 363, 363A) in Mumbai from 2017 to 2019





- Most victims of kidnapping were of age group 12 to 16 years (46% in 2019) and 16 to 18 years (43% in 2019).
- 50% abduction victims were of age group 18 to 30 years in 2019.



Critoria		2017			2018		2019		
Criteria	Female	Male	Total	Female	Male	Total	Female	Male	Total
Unrecovered Victims of Previous Years of Kidnapping & Abduction (As on 31st December of last year)	772	499	1,271	520	261	781	840	458	1,298
Persons Kidnapped & Abducted in the current year	1,407	875	2,282	1,388	840	2,228	1,349	836	2,185
Total Persons Kidnapped & Abducted	2,179	1,374	3,553	1,908	1,101	3,009	2,189	1,294	3,483
Persons Recovered Alive	1,654	1,108	2,762	1,039	624	1,663	1,283	841	2,124
% Persons Recovered Alive	76%	81%	78%	54%	57%	55%	59%	65%	61%
Persons Recovered Dead	3	7	10	29	19	48	1	4	5
Total Recovered (Alive + Dead)	1,657	1,115	2,772	1,068	643	1,711	1,284	845	2,129
Un-Recovered Kidnapped & Abducted Persons (As on 31st December of current year)	522	259	781	840	458	1,298	905	449	1,354

Table 5: Recovery of Victims of Kidnapping and Abduction in Mumbai from 2017 to 2019

- In 2019, out of 3,483 victims of kidnapping and abduction, 61% were recovered.
- However, recovery percent has fallen in 2019, as compared to 78% in 2017.



B. Cases under Protection of Children Against Sexual Offences (POCSO) Act⁵

A long due step to protect the rights of children, acknowledging the rampant problem of Child Sexual Abuse (CSA) in India, was enacting of the special law- Protection of Children Against Sexual Offences (POCSO) 2012.

Under this law, child rape, harassment, exploitative use of children for the purposes of prostitution and pornography are all criminalised and severely punished. This Act also brought gender parityvictims of all genders under the age of 18 can report a sexual crime.

The Act (Section 28) also envisioned the setting up of special courts for speedy trial and delivery of justice taking into consideration the exposure that a child would face if proceedings took place in regular courts. Further, the Act (Section 35) provided for the cases to be disposed within a period of one year from the time of cognisance of the offense to ensure speedy justice to the child victims and prevent arduous and prolonged proceedings that would have a negative impact on the victim's health.

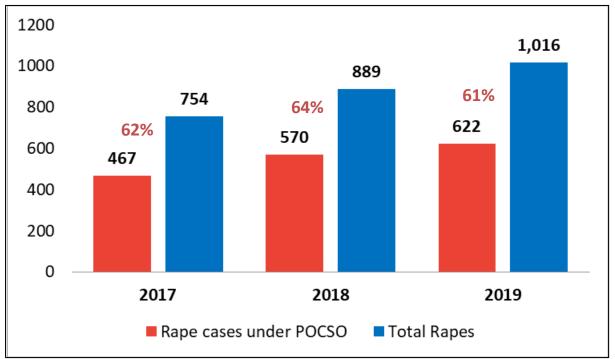


Figure 3: Percentage of Rape Cases under POCSO to Total Rapes from 2017 to 2019

- 61% of total rape cases (1,016) were against children (under age of 18) as registered in POCSO in 2019.
- This highlights the need of a multi-stakeholder approach to be adopted for creating awareness and sensitising people to prevent sexual abuse of children, by engaging with all the stakeholders i.e. children, families, communities, schools, colleges, civil society organisations and the police.

⁵ Crime in India, 2017, 2018 and 2019 - https://ncrb.gov.in/en/crime-in-india



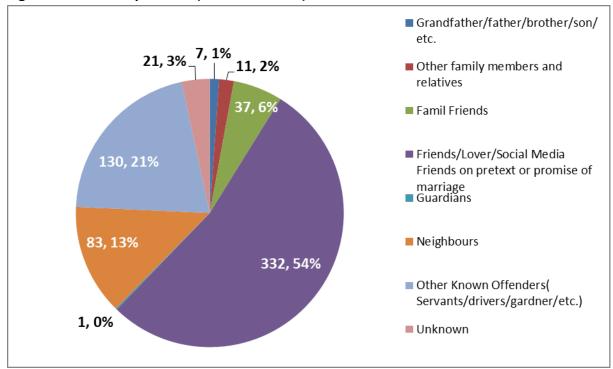


Figure 4: POCSO Rape Cases (Section 4 and 6) Offenders Relation to Victim in 2019

- In 97% of POCSO rape cases offenders were known to the victim in 2019.
- In 54% cases, rape offenders were friends on pretext of marriage while 21% cases were of other known offenders.



POCSO Sections	Gender	Cases/Victims	2017	2018	2019
	Cirla	Cases Reported	467	570	622
Child Rape (Sec. 4 & 6 of	Girls	Victims	473	669	628
POCSO Act)/Sec. 376 IPC)	D	Cases Reported	0	0	0
	Boys	Victims	0	0	0
	Girls	Cases Reported	560	548	609
Sexual Assault of Children (Sec. 8 & 10 of POCSO	Giris	Victims	596	556	710
(Sec. 8 & 10 01 POCSO Act) / Sec. 354 IPC)	Boys	Cases Reported	0	0	0
	DOYS	Victims	0	0	0
6	Girls	Cases Reported	19	21	23
Sexual Harassment (Sec. 12 of POCSO		Victims	19	24	28
Act)/Sec. 509 IPC)	Boys	Cases Reported	0	0	0
	5075	Victims	0	0	0
Use of Child for Pornography/Storing Child Pornography Material (Sec. 14 & 15 of POCSO Act)	Girls	Cases Reported	0	3	14
		Victims	0	3	14
	Boys	Cases Reported	0	0	5
		Victims	0	0	5
	Girls	Cases Reported	0	0	0
Abatement and Attempt of Crimes under POCSO		Victims	0	0	0
Act (Sections 17 to 22)	Boys	Cases Reported	0	0	0
		Victims	0	0	0
	Girls	Cases Reported	0	0	1
POCSO Act r/w Section 377 IPC / Unnatural	0113	Victims	0	0	1
Offences	Boys	Cases Reported	8	2	45
	2075	Victims	8	2	45
	Girls	Cases Reported	1,046	1,142	1,269
Total		Victims	1,088	1,252	1,381
10(0)	Boys	Cases Reported	8	2	50
	20,0	Victims	8	2	50
Grand Total	Cases Reported	1,054	1,144	1,319	
		Victims	1,096	1,254	1,431

- In 96% of the total 1,319 POCSO cases in 2019 victims were girls, in which highest cases were of rape (622) and sexual assault (609).
- Of the 50 cases reported of POSCO crimes against boys, 90% were unnatural offences (anal/oral intercourse). The low proportion of male cases reported to total cases also reflects the stigma attached to reporting of sexual crimes against males.



C. Road Accident Cases

Year	No. of Accidents	No. of Persons Injured	No. of Persons Died
2015	23,347	4,037	520
2016*	3,349	3,532	510
2017	3,160	3,287	490
2018	3,139	3,326	410
2019 ⁷	2,131	2,201	293

Table 7: Number of Accidents, Persons Injured and Killed from 2015 to 2019⁶

Note: (*) Until 2015, NCs filed for accidents were recorded. However, from 2016 F.I.R. registered for the accidents was recorded. In Greater Mumbai Region "Without Injury Accidents" are not registered as 'F.I.R.' in Police Station therefore, the number of accidents in Mumbai City drastically decreased by 86% in 2016 as compared to 2015.

Inference:

2,131 road accidents were reported in 2019, upto September that led to injury of 2,201 persons and 293 deaths.

⁶ Economic Survey of Maharashtra.

⁷ 2019 data is upto September



Major Crimes	2015-16	2016-17	2017-18	2018-19	2019-20
Murder	2	1	2	9	1
Dacoity/Robbery	204	30	569	1,050	1,177
All Thefts ⁸	2,121	2,302	22,802	23,987	18,604
Rape	2	5	5	1	6
Molestation	49	32	72	94	91
Other IPC	161	132	204	271	314
Total	2,539	2,502	23,654	25,412	20,193

D. Railway Crime Statistics

Inference:

Local railway is a mode of commute for large number of people in Mumbai and safety is an important component of transport. Most number of cases reported in 2019-20 were thefts (18,604) followed by dacoity and robbery (1,177). Safety of women in local trains is important as well, data shows that cases of rape and molestation have increased in the last 5 years.

	Accidental Deaths					Accidental Injuries				
Police Station	2015-	2016-	2017-	2018-	2019-	2015-	2016-	2017-	2018-	2019-
	16	17	18	19	20	16	17	18	19	20
C.S.T.	151	124	153	125	122	255	277	325	225	165
Dadar	142	144	128	136	114	130	106	68	99	100
Kurla	404	370	329	354	270	330	282	218	292	272
Wadala	183	157	144	143	121	208	191	230	257	183
Churchgate	48	48	44	44	34	140	171	143	149	154
Mumbai Central	125	165	168	141	116	184	329	281	321	274
Bandra	104	107	109	97	89	76	98	88	127	132
Andheri	123	120	139	126	91	205	287	254	214	193
Borivali	296	274	304	249	235	268	343	328	204	192
Total	1,576	1,509	1,518	1,415	1,192	1,796	2,084	1,935	1,888	1,665

Table 9: Accidental Injuries and Deaths in Mumbai Railways from 2015-16 to 2019-20

- Accidental deaths have reduced marginally from 1,576 in 2015-16 to 1,192 in 2019-20.
- Accidental injuries have marginally reduced from 1,796 in 2015-16 to 1,665 in 2019-20.

⁸ In Greater Mumbai Region "All Thefts" were not registered as F.I.R. in Police Station. Till 2015, only missing complaints were filed for majority of the thefts. Praja had been obtaining data only for the FIR registered for thefts for Railway Crime. From 2016, for every theft F.I.R is registered, hence there is an increase in number of registered Thefts that were obtained through RTIs.



				Re	ason of Acc	ident D	eaths			
Stations Name	Line Cros sing	Falling from Running Train	Hit again st Rly Pole	Fallin g in Gaps / Platf orm	Electric Shock	Suici de	Natural Death due to Illness	Cause Of Death Not Known	Other Reason	Total
C.S.T.	41	21	2	0	0	0	58	0	0	122
Dadar	40	36	1	0	0	0	27	9	1	114
Kurla	140	68	0	0	2	1	59	0	0	270
Wadala	53	56	0	0	1	0	11	0	0	121
Churchgate	16	7	0	0	0	0	6	0	5	34
Mumbai Central	56	22	0	1	1	2	32	0	2	116
Bandra	41	17	0	0	0	0	29	2	0	89
Andheri	51	19	1	0	0	0	18	0	2	91
Borivali	153	39	2	0	0	3	37	1	0	235
Total	591	285	6	1	4	6	277	12	10	1,192
In (%)	50%	24%	1%	0%	0%	1%	23%	1%	1%	100%

Table 10: Reasons of Accidental Railway Deaths in 2019-20

- Out of the total deaths due to railway accidents (1,192) in 2019-20, 50% of deaths (591) were due to line crossing, followed by 24% deaths (285) due to falling from trains.
- Accident Deaths due to line crossing were highest in Borivali (153) and Kurla (140) in 2019-20.



				F	Reason of A	Accident Ir	njuries			
Stations Name	Line Cros sing	Falling from Running Train	Hit agai nst Rly Pole	Falling in Gaps/ Platfor m	Electric Shock	Suicide	Injure d due to Illness	Cause of Injury Not Known	Other Reason	Total
C.S.T.	13	55	15	0	0	0	47	0	35	165
Dadar	4	47	1	0	1	0	27	1	19	100
Kurla	29	100	7	0	2	0	104	0	30	272
Wadala	11	100	0	0	2	0	36	0	34	183
Churchgat e	4	34	3	0	0	0	38	0	75	154
Mumbai Central	19	116	5	0	0	0	92	0	42	274
Bandra	8	87	6	0	0	0	30	0	1	132
Andheri	19	89	2	0	2	0	55	0	26	193
Borivali	29	89	3	0	2	0	47	0	22	192
Total	136	717	42	0	9	0	476	1	284	1,665
In (%)	8%	43%	3%	0%	1%	0%	29%	0%	17%	100

Table 11: Reasons of Accidental Railway Injuries in 2019-20

Out of the total injuries due to railway accidents (1,665) in 2019-20, 43% of deaths (717) were due to falling from trains.



E. Cases Registered in Anti-Corruption Bureau⁹

Year	2015	2016	2017	2018	2019
Total Complaints Registered	3,600	3,181	3,231	2,852	2,402
Cases Under ACB	1,103	771	671	659	398
Total FIRs registered	72	67	47	45	42

Table 12: Number of cases registered in Anti-Corruption Bureau (ACB) from 2015 to 2019

Inference:

- 2,402 cases were registered with the ACB in 2019. Of these, FIR was filed in 42 cases. Cases not taken up by ACB are not related to corruption and are transferred to the respective departments that are mandated to take up the respective complaint.
- Out of the 398 cases taken up by ACB in 2019, in 10.5% of cases (42 cases), FIR was filed.

Table 13: Department wise number of FIRs registered in ACB from 2015 to 2019¹⁰

Year		2015	2016	2017	2018	2019
	MCGM	27	21	24	22	18
	Police	22	21	7	10	9
	Health Dept.	0	2	0	1	2
	Education Dept.	0	0	0	1	0
State	Women & Child Welfare Dept.	0	1	0	0	0
Government	State Law & Judiciary Dept.	1	1	3	1	3
Maharashtra	Public Works Dept.	3	1	0	0	0
	Revenue, Taxation and GST	5	2	2	2	2
	MHADA and SRA	3	1	1	4	3
Councillor		2	0	0	0	0
MLA		0	2	0	0	0
MP		0	1	0	0	0
	Other	11	16	10	5	4

Note: One FIR may be filled against multiple department/person/others; hence, total count of FIR does not match the department wise total.

Inference:

In the year 2019, the highest number of FIR's registered in ACB are against the officials of MCGM department (18) followed by Police department (9).

⁹ The main function of Anti-Corruption Bureau is to investigate cases of corruption. Citizens can approach ACB if any of the Government officials asks for bribe for example for any government duty.

¹⁰ Data from ACB website: <u>http://acbmaharashtra.gov.in/</u>



V. Investigation and Trial of Cases

Year	Cases Received	Arrears from last year	Total Cases	Cases Examined	Cases Examined (in %)	Carried Forward for next year
2015	28,014	23,057	51,071	26,514	52%	24,557
2016	36,157	13,998	50,155	36,428	73%	13,727
2017	33,474	11,399	44,873	33,247	74%	11,626
2018	35,463	11,545	47,008	41,400	88%	5,608
2019	35,488	5,552	41,040	22,530	55%	17,749

Table 14: Cases received and examined by the Mumbai Forensic Laboratory from 2015 to2019

- The pendency of cases for forensic examination directly impacts the time taken for investigation of cases.
- The percentage of cases examined fell drastically from 88% in 2018 to 55% in 2019.
- 17,749 cases were pending for forensic investigation at the end of 2019.



Years	2017	2018	2019							
Police Investigation										
Cases pending for investigation from previous year	66,369	72,760	79,237							
Cases reported in the current year	39,035	40,757	40,684							
Total cases for investigation	1,05,404	1,13,517	1,19,926							
Cases withdrawn/transferred/abated/quashed	71	43	3							
Cases where final report submitted	9,651	9,808	15,244							
Cases where charge-sheet submitted	22,927	24,429	27,916							
Cases pending investigation at the end of the year	72,755	79,237	76,763							
% of cases pending for investigation at the end of the year	69%	70%	64%							
Trial by Courts										
Cases pending for trial from previous year	2,05,708	2,11,943	2,22,006							
Cases taken for trial in current year	22,927	24,429	27,916							
Total cases for trial	2,28,635	2,36,372	2,49,922							
Cases withdrawn/transferred/abated/quashed	5,343	2,562	2,974							
Cases discharged/ acquitted	6,171	5,848	5,554							
Cases convicted	5,178	5,956	7,459							
Cases pending trial at the end of the year	2,11,943	2,22,006	2,33,935							
% of cases pending for trial at the end of the year	93%	94%	94%							

Table 15: Status of Investigation and Trial of IPC Cases in Mumbai from 2017 to 2019¹¹

- A total of 1,19,926 IPC cases were to be investigated in Mumbai in 2019 out of which 64% cases were pending for investigation at the end of the year. Out of the cases investigated, charge sheet was filed in 27,916 cases.
- A total of 2,49,922 cases were to be tried in courts for IPC in Mumbai in 2019 out of which 94% cases were pending for trial at the end of the year.
- Of the 13,013 cases in which the trial was completed in 2019, 57% were convicted, 43% were acquitted/discharged.

¹¹ Refer to Annexure B for Major Crime Head wise investigation and trial of cases.



Table 16: Status of Investigation and Trial of Special and Local Laws (SLL) Cases in Mumbai
from 2017 to 2019

Years	2017	2018	2019							
Police Investigation										
Cases pending for investigation from previous year	16,046	18,601	20,692							
Cases reported in the current year	19,421	16,316	20,139							
Total cases for investigation	35,467	34,917	40,831							
Cases withdrawn/transferred/abated/quashed	9	18	0							
Cases where final report submitted	132	158	217							
Cases where charge-sheet submitted	16,725	14,049	17,991							
Cases pending investigation at the end of the year	18,601	20,692	22,623							
% of cases pending for investigation at the end of the year	52%	59%	55%							
Trial by Courts										
Cases pending for trial from previous year	2,05,708	65,345	70,745							
Cases taken for trial in current year	22,927	14,049	17,991							
Total cases for trial	2,28,635	79,394	88,736							
Cases withdrawn/transferred/abated/quashed	5,343	304	416							
Cases discharged/ acquitted	6,171	1,820	2,123							
Cases convicted	5,178	6,525	9,298							
Cases pending trial at the end of the year	2,11,943	70,745	76,899							
% of cases pending for trial at the end of the year	93%	89%	87%							

- 40,831 SLL cases were to be investigated in Mumbai in 2019 out of which 55% cases were pending for investigation at the end of the year. Out of the cases investigated, charge sheet was filed in 17,991 cases.
- 88,736 cases were to be tried in courts for SLL in Mumbai in 2019 out of which 87% cases were pending for trial at the end of the year.
- Of the 11,421 cases in which the trial was completed in 2019, 81% were convicted, while 19% were acquitted/discharged.



Table 17: Status of Investigation and Trial of Crime against Women Cases in Mumbai from
2017 to 2019

Years	2017	2018	2019					
Police Investigation								
Cases pending for investigation from previous year	6,352	7,663	9,135					
Cases reported in the current year	5,453	6,058	6,519					
Total cases for investigation	11,805	13,721	15,654					
Cases withdrawn/transferred/abated/quashed	18	9	2					
Cases where final report submitted	663	850	858					
Cases where charge-sheet submitted	3,466	3,727	4,267					
Cases pending investigation at the end of the year	7,658	9,135	10,527					
% of cases pending for investigation at the end of the year	65%	67%	67%					
Trial by Courts								
Cases pending for trial from previous year	14,730	17,089	19,524					
Cases taken for trial in current year	3,466	3,727	4,267					
Total cases for trial	18,196	20,816	23,791					
Cases withdrawn/transferred/abated/quashed	247	208	261					
Cases discharged/ acquitted	633	720	806					
Cases convicted	227	364	356					
Cases pending trial at the end of the year	17,089	19,524	22,368					
% of cases pending for trial at the end of the year	94%	94%	94%					

- 15,654 cases of crime against women were to be investigated in Mumbai in 2019 out of which 67% cases were pending for investigation at the end of the year. Out of the cases investigated, charge sheet was filed in 4,267 cases.
- 23,791 cases were to be tried in courts for crime against women in Mumbai in 2019 out of which 94% cases were pending for trial at the end of the year.
- Of the 1,162 cases in which the trial was completed in 2019, 31% were convicted, while 69% were acquitted/discharged.



Table 18: Status of Investigation and Trial of Crime against Children Cases in Mumbai from
2017 to 2019

Years	2017	2018	2019					
Police Investigation								
Cases pending for investigation from previous year	4,288	6,088	7,628					
Cases reported in the current year	3,790	3,511	3,640					
Total cases for investigation	8,078	9,599	11,268					
Cases withdrawn/transferred/abated/quashed	5	1	0					
Cases where final report submitted	559	652	1,428					
Cases where charge-sheet submitted	1,431	1,319	1,572					
Cases pending investigation at the end of the year	6,083	7,627	8,268					
% of cases pending for investigation at the end of the year	75%	80%	73%					
Trial by Courts								
Cases pending for trial from previous year	4,543	5,672	6,554					
Cases taken for trial in current year	1,431	1,319	1,572					
Total cases for trial	5,974	6,991	8,126					
Cases withdrawn/transferred/abated/quashed	15	22	51					
Cases discharged/ acquitted	174	238	357					
Cases convicted	113	177	222					
Cases pending trial at the end of the year	5,672	6,554	7,496					
% of cases pending for trial at the end of the year	95%	94%	92%					

- 11,268 cases of crime against children were to be investigated in Mumbai in 2019 out of which 73% cases were pending for investigation at the end of the year. Out of the cases investigated, charge sheet was filed in 1,572 cases.
- 8,126 cases were to be tried in courts for crime against children in Mumbai in 2019 out of which 92% cases were pending for trial at the end of the year.
- Of the 579 cases in which the trial was completed in 2019, 38% were convicted, while 62% were acquitted/discharged.



Table 19: Status of Investigation	and	Trial c	f Crimes	under POCS	O Act in	Mumbai from
2017 to 2019						

Years	2017	2018	2019						
Police Investigation									
Cases pending for investigation from previous year	1,196	1,465	1,720						
Cases reported in the current year	1,054	1,144	1,319						
Total cases for investigation	2,250	2,609	3,039						
Cases withdrawn/transferred/abated/quashed	2	1	0						
Cases where final report submitted	18	7	22						
Cases where charge-sheet submitted	765	881	1,150						
Cases pending investigation at the end of the year	1,465	1,720	1,867						
% of cases pending for investigation at the end of the year	65%	66%	61%						
Trial by Courts									
Cases pending for trial from previous year	1,995	2,553	3,100						
Cases taken for trial in current year	765	881	1,150						
Total cases for trial	2,760	3,434	4,250						
Cases withdrawn/transferred/abated/quashed	14	16	30						
Cases discharged/ acquitted	117	191	226						
Cases convicted	76	127	192						
Cases pending trial at the end of the year	2,553	3,100	3,802						
% of cases pending for trial at the end of the year	93%	90%	89%						

- 3,039 POCSO cases were to be investigated in Mumbai in 2019 out of which 61% cases were pending for investigation at the end of the year. Out of the cases investigated, charge sheet was filed in 1,150 cases.
- 4,250 cases were to be tried in courts for crime against children in Mumbai in 2019 out of which 89% cases were pending for trial at the end of the year.
- Of the 418 cases in which the trial was completed in 2019, 46% were convicted, while 54% were acquitted/discharged.



Table 20: Duration of Pending Investigation and Pending Trials of Crimes under POCSO Actin Mumbai from 2017 to 2019

Duration Since Numb		20	2017		2018		2019	
When Cases are Pending for Investigation and Trial	and % of cases pending	Investig ation	Trial	Investigat ion	Trial	Investiga tion	Trial	
Upto 6 months	No.	611	722	410	256	636	522	
Opto 6 months	%	42%	28%	24%	8%	34%	14	
6 months to 1	No.	656	796	669	1,415	1,039	1,137	
year	%	45%	31%	39%	46%	56%	30%	
1 to 2 years	No.	198	752	641	1,099	192	1,615	
1 to 3 years	%	14%	29%	37%	35%	10%	42%	
More than 3	No.	0	283	0	330	0	528	
years	%	0%	11%	0%	11%	0%	14%	

Inference:

- 56% of POCSO cases were pending for investigation for 6 months to 1 year in 2019, while charge sheeting should be done in 3 months (90 days).
- 42% of POCSO cases were pending for trial since 1 to 3 years and 14% cases were pending for more than 3 years while the POCSO Act prescribes for completion of trial within 1 year.

Number and % of POCSO cases tried		2017	2018	2019
Total Cases Trie	d under POCSO	207	334	448
Total Cases Tried in	No.	0	179	222
POCSO Courts	%	0%	54%	50%
	Duration for Comple	etion of Trials in PO	DCSO Court	
Upto 3 months	No.		13	5
opto 5 months	%		7%	2%
3 to 6 months	No.		5	20
5 to 6 months	%		3%	9%
6 months to 1 year	No.		23	20
6 months to 1 year	%	No Coso Triad	13%	9%
Total Upto One Year	No.	No Case Tried in POCSO Court	41	45
Total Opto One real	%	in 2017	23%	20%
1 to 2 years	No.	111 2017	88	107
1 to 3 years	%		49%	48%
	No.		44	50
3 to 5 years	%		25%	23%
E to 10 years	No.		6	20
5 to 10 years	%		3%	9%

Table 21: Cases Tried in POCSO Courts in Mumbai and Duration of Trials from 2017 to 2019

- Half (50%) of the total POCSO cases trial in 2019 was not done in special POCSO Court in accordance with the Act.
- Of the cases tried in POCSO court in 2019, in 80% cases trial was completed after a period of one year, whereas the Act prescribes completion of cases within one year.



Type of Crimes	Disposal Status	2017	2018	2019
IPC Crimes	Conviction (%)	46%	50%	57%
IPC Crimes	Acquittal (%)	54%	50%	43%
SLL Crimes	Conviction (%)	46%	78%	81%
SLL Crimes	Acquittal (%)	54%	22%	19%
	Conviction (%)	26%	34%	31%
Crime Against Women	Acquittal (%)	74%	66%	69%
Crime Against Children	Conviction (%)	39%	43%	38%
Crime Against Children	Acquittal (%)	61%	57%	62%
Crimes under POCSO Act	Conviction (%)	39%	40%	46%
chines under POCSO Act	Acquittal (%)	61%	60%	54%

Table 22: Conviction and Acquittal of various crimes in Mumbai from 2017 to 2019

- Conviction rate of cases of crime against women was the lowest (31%) followed by cases of crime against children (38%).
- Conviction rate improved over the years in all crimes except cases of crime against children where it has fallen from 2017 to 2019.



VI. Human Resources in the Policing and Law and Order System

A. Police Personnel

		2019	· ·	2020			
Designation	Sanctioned	Working	% difference between Sanctioned and Working	Sanctioned	Working	% difference between Sanctioned and Working	
Commissioner of Police (C.P.)	1	1	0%	1	1	0%	
Joint Commissioner of Police (Jt. C.P.)	5	5	0%	5	4	-20%	
Additional Commissioner of Police (Addl. C.P.)	11	11	0%	11	11	0%	
Deputy Commissioner of Police (D.C.P.)	40	37	-8%	41	37	-10%	
Assistant Commissioner of Police (A.C.P.)	125	90	-28%	125	51	-59%	
Police Inspector (P.I.)	1,044	874	-16%	1,034	905	-12%	
Assistant Police Inspector (A.P.I.)	1,087	642	-41%	1,097	1,189	8%	
Police Sub - Inspector (P.S.I.)	3,252	2,329	-28%	3,252	2,103	-35%	
Assistant Police Sub-Inspector (A.S.I)	3,155	2,248	-29%	3,224	2,041	-37%	
Head Constable (H.C.)	8,127	7,363	-9%	8,247	7,345	-11%	
Police Naik (P.N.)	7,194	6,442	-10%	7,194	6,406	-11%	
Police Constable (P.C.)	21,443	18,229	-15%	21,801	18,974	-13%	
Technical Posts Total Police Force	5,004 50,488	2,844 41,115	-43% - 19%	5,036 51,068	2,721 41,788	-46% - 18%	

- As of 31st July 2020, the number of sanctioned police personnel posts was 51,068 of which 41,788 personnel were working, a shortfall of 18%.
- There was a shortage of the officers involved in investigation such as a 35% shortage of P.S.I posts.

¹² Data as of 31st July 2019 and 2020 respectively.



	2019			2020			
Department	Police Personnel Sanctioned	Police Personnel Working	% difference between Sanctioned and Working	Police Personnel Sanctioned	Police Personnel Working	% difference between Sanctioned and Working	
Special Branch (I - CID)	1,145	886	-23%	1,145	880	-23%	
Special Branch (II - Passport)	443	284	-36%	443	347	-22%	
Crime Branch	1,930	1,136	-41%	1,930	1,475	-24%	
Protection and Security	2,368	1,565	-34%	2,368	1,760	-26%	
Armed Police	13,359	10,639	-20%	13,338	11,430	-14%	
Wireless Section	387	314	-19%	387	310	-20%	
Traffic	3,582	2,891	-19%	4,123	3,002	-27%	
Control Room	267	130	-51%	267	135	-49%	
Motor Transport	48	42	-13%	48	27	-44%	
Technical Post	5,004	2,844	-43%	5,036	2,721	-46%	
Total	28,533	20,731	-27%	29,112	22,087	-24%	

Table 24: Department wise Police Personnel¹³ in 2019 and 2020

- In the police personnel allocated to the different police departments, there is a total gap of 24% in 2020.
- The control room where crime surveillance and taking of complaints through helpline numbers is done, had the highest shortage in personnel (49%) in 2020.

¹³ Does not include personnel sanctioned and working in police stations.



	2019			2020		
Supervisory level officers	Sanctioned	Working	% Difference between Sanctioned and Working	Sanctioned	Working	% Difference between Sanctioned and Working
C.P., Jt. C.P.,						
Addl. C.P., D.C.P. and A.C.P.	182	144	-21%	183	104	-43%

Table 25: Police Personnel details of Supervisory level officers in 2019 and 2020

Inference:

There was a shortage of 43% in supervisory level personnel in the police force in 2020, up from 21% in 2019.

Table 20.1 office refsonmentiajor causes of Death from April 2017 to October 2020					
Major Causes of Death	April 2017 to March 2018	April 2018 to March 2019	April 2019 to March 2020	April to October 2020	
Heart diseases	35	39	23	16	
Cancer	14	15	16	7	
Diabetes	8	3	7	0	
Tuberculosis	3	5	4	2	
Respiratory diseases	2	4	2	4	
Liver/Kidney disorders	9	8	14	12	
Suicide	4	5	5	2	
Accidents	9	6	5	8	
COVID-19	0	0	0	90	
Other	66	48	63	24	
Total	150	133	139	165	

Table 26: Police Personnel Major Causes of Death from April 2017 to October 2020

- Highest cause of death reported from April 2017 to October 2020 was of heart diseases (113 deaths), followed by cancer (52) and liver/kidney disorders (43).
- 16 cases of death by suicide were reported from April 2017 to October 2020.
- From April to October 2020 the highest number of deaths have been reported due to COVID-19 (90 deaths).



Table 27: Shortage in Allocation of Police Housing as on March 2020

Category	Number of units
Police allotted housing units	19,056
Police constable / Police Naik / Police constable (Peon) /Police Sub-Inspector / Assistant Police Sub-Inspector	17,935
Assistant Police Inspector/Police Inspector	748
Assistant Commissioner of Police / Deputy Divisional Superintendent of Police /Junior Superintendent of Police / Superintendent of Police / Junior Development Category Superintendent of Police	263
Commander / Superintendent of Police / Superintendent of Police Selection Category / Deputy Inspector General of Police	100
Special Inspector General of Police / Additional Director General of Police / Director General of Police	10
Shortage of police housing units (police not allotted housing units)	31,620
% shortage	62%
Total	50,676

Inference:

62% of police personnel were not allotted housing units as on March 2020, reflecting a huge gap in police housing in Mumbai.



B. Railway Personnel

Table 28: Railway Police Personnel¹⁴ in the Railway Police Stations¹⁵ in 2020¹⁶

Designation	Sanctioned	Working	% Difference between Sanctioned and Working
Police Inspector (P.I.)	27	13	-52%
Asst. Police Inspector (A.P.I.)	19	13	-32%
Police Sub - Inspector (P.S.I.)	79	58	-27%
Assistant Police Sub-inspector	202	128	-37%
Constable ¹⁷	1,892	1,506	-20%
Total	2,219	1,718	-23%

- There was a shortage of 23% in railway police personnel, highest being in P.I (52%) followed by Assistant P.S.I (37%).
- There was a shortage of 20% in railway police constables.

¹⁴Government Railway Police (GRP)

 ¹⁵ Includes C.S.T., Dadar, Kurla, Wadala, Churchgate, Mumbai central, Bandra, Andheri and Borivali
 ¹⁶ As on 31st July, 2020

¹⁷ Constable includes Police Havaldar, Police Naik and Police Constable

C. Forensic Personnel

Year		2018-19			2019-20					
Post	Sanctioned	Working	% Difference	Sanctioned	Working	% Difference				
Class-I										
Director	1	0	-100%	1	0	-100%				
Joint Director	1	1	0%	1	1	0%				
Deputy Director	12	5	-58%	12	4	-67%				
Asst. Director	18	5	-72%	18	6	-67%				
Sr. Admin Officer	4	2	-50%	4	2	-50%				
Total I	36	13	-64%	36	13	-64%				
			Class-II							
Asst. Chemical Analyser	66	27	-59%	66	38	-42%				
Scientific Officer	28	1	-96%	28	1	-96%				
Admin Officer	4	1	-75%	4	2	-50%				
Total II	98	29	-0.7	98	41	-58%				
			Class-III							
Scientific Asst.	69	57	-17%	69	43	-38%				
Lab. Asst.	37	27	-27%	37	24	-35%				
Supt./Clerk	72	50	-31%	72	53	-26%				
Total III	178	134	-25%	178	120	-33%				
	Class-IV									
Various Posts	114	73	-36%	114	75	-34%				
Total IV	114	73	-36%	114	75	-34%				
Grand Total	426	249	-42%	426	249	-42%				

- The above mentioned data shows sanctioned post and number of working personnel in Mumbai's Forensic Laboratory. The grand total of all Classes (I to IV) shows shortage of 42% i.e. out of 426 only 249 are working for the year 2019-20.
- Highest shortage of personnel was in post of scientific officer, a shortage of 96% i.e. out of 28 sanctioned posts only 1 is working.

¹⁸ Data as of March of the respective year. Example 2018-19 data is as of March, 2019.



D. Separation of Investigation and Law and Order Functions

A standing order was passed by former Director General of Police, Sanjeev Dayal, dated 24/05/2015 titled 'Separation of investigation in cases triable under sessions court from law & order' in furtherance of a Supreme Court Judgement in 2006 which laid this out as one of the police reforms to be implemented. Separation of policing and law and order functions ensures that police personnel involved in investigation of cases are not diverted to perform law and order functions such as bandobast duty. The standing order provided for setting up of separate investigation unit staff, which can undertake timely investigation of cases. Data regarding the implementation of the standing order has been available since 2017.

Table 30: Implementation of Standing Order (dated 24/05/2015) regarding Separation ofPolicing and Law and Order Functions of Police from 2017 to 2019

Zone	Total Session Trial cases registered	Out of which total cases Investiga	Total cases Charge sheeted by IU ¹⁹	Total cases categor ised as final by	Total cases pending for Investiga	Workforce Required by IU (w.e.f 1st July 2015) ²⁰		Total Off Staff ac working Investig Un	tually in the sation
		ted by IU	by lo	IU	tion by IU	Officer	Staff	Officer	Staff
2017	1,942	1,667	1,163	205	526	131	560	300	678
2018	2,310	2,099	2,106	164	206	131	560	289	711
2019	2,449	2,226	2,075	155	294	131	560	394	803

- In furtherance of the Standing Order for separation of investigation and law and order functions (dated 24/05/2015) the investigation unit (IU) is allotted with separate officers and staff based on the caseload.
- The number of officers and police staff allotted to IUs in Mumbai has been increasing from 2017 to 2019.
- Since 2017, when data for the IU is available it can be seen that majority cases have been investigated by the IU- 91% of total sessions trial cases were investigated by IUs in 2019.

¹⁹ For Total cases charge sheeted, Total cases categorized as final and total cases pending for Investigation by IU may include cases from previous years.

²⁰ As per standing order 24 of 2015, workforce required by IU was suggested according to the number of cases registered in 2015. Currently, the number of workforce has been increased according the need and increase in number of cases registered in Sessions court.



Table 31: Implementation of Standing Order (dated 24/05/2015) regarding Separation ofPolicing and Law and Order Functions of Police in 2019

Zone	Total Session Trial cases registered	Out of which total cases Investiga	Total cases Charge sheeted by IU ²¹	Total cases categor ised as final by	cases cases categor pending ised as for		Workforce Required by IU (w.e.f 1st July 2015) ²²		icers & tually in the gation it
		ted by IU	•	IU	tion by IU	Officer	Staff	Officer	Staff
Zone-1	66	52	53	13	9	4	31	23	38
Zone-2	81	76	64	1	12	4	24	54	235
Zone-3	109	109	102	3	4	5	27	37	54
Zone-4	108	108	94	3	11	11	44	33	72
Zone-5	164	38	132	11	16	13	46	53	49
Zone-6	452	452	369	107	81	19	76	49	53
Zone-7	255	255	241	0	14	8	47	25	72
Zone-8	181	152	127	3	22	8	34	18	34
Zone-9	258	212	194	5	61	16	63	18	42
Zone-10	193	192	176	4	8	12	39	12	24
Zone-11	243	243	223	2	18	18	69	26	62
Zone-12	277	277	244	1	32	11	45	39	59
Port Zone	62	60	56	2	6	2	15	7	9
Total	2,449	2,226	2,075	155	294	131	560	394	803

- There were 394 officers and 803 other police personnel working in 2019 for IUs in Mumbai.
- This complies with the standing order, which mentioned 131 officers and 560 other police personnel in 2015 based upon the 2,164 sessions trial cases registered in Mumbai in 2014. Given that a total of 2,449 cases were registered in 2019 (a 13% increase as compared to 2014), the corresponding increase in number of police officials (201% increase as compared to 2015) and other police personnel (43% increase as compared to 2015) in 2019 shows accordance with provisions of the order.

²¹ For Total cases charge sheeted, Total cases categorized as final and total cases pending for Investigation by IU may include cases from previous years.

²² As per standing order 24 of 2015, workforce required by IU was suggested according to the number of cases registered in 2014. Currently, the number of workforce has been increased according the need and increase in number of cases registered in Sessions court.



E. Police Complaints Authority

Government of Maharashtra constituted the State Police Complaints Authority (PCA), which has been notified on 25th May 2015. It was done in pursuance of Section 22P (2) of the Maharashtra Police (Amendment and Continuance) Act, 2014 (Mah. XXIV of 2014) that came into force from 1st February 2014. Police Complaints Authority can receive complaints regarding serious violation of law or abuse of lawful authority by police authorities. It has the power to conduct enquiries, receive evidence, conduct hearings and give final orders in the form of recommendations to police department and state government regarding initiation of departmental proceedings or registration of FIR if misconduct is established. However, the PCA only has powers for recommendation and the final decision regarding any case lies with the state government.

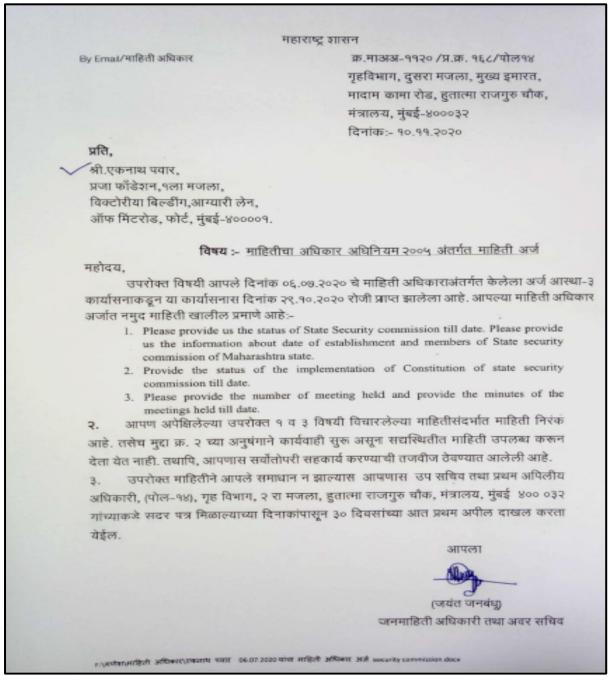
The State PCA is to consist of 5 members, a retired high court judge (chairperson), retired police officer (not below rank of Special Inspector General of Police, a retired officer of the rank of Secretary to State government or above, an eminent civil society member, and a police officer not below the rank of Additional Director General and Inspector General of Police (Member Secretary). An RTI regarding the State PCA composition reveals that two posts are vacant- the post of retired police officer has been given a temporary additional charge, and the post of retired officer of the rank of Secretary to State Government is vacant. A balanced representation of the PCA is necessary for its effective functioning.

In Maharashtra, the State PCA was established as per the provision; however, the divisional PCAs have not been set up. Of Pune, Nagpur, Nashik, Aurangabad, Amravati and Konkan divisions only Pune and Nashik divisions are functioning. Mumbai falls under the Konkan Division PCA. The establishment of divisional PCAs is very important since the State PCA only accepts complaints regarding officers of the level Deputy Superintendent/Assistant Commissioner of Police and above, whereas complaints regarding police personnel of the rank of Senior Police Inspector and below are to be made to the Divisional PCA. An RTI filed regarding the minutes of meetings held by the Home Ministry of the State government from 2018-19 regarding PCA shows that discussion (on 25.06.2018) of deciding land for Konkan division PCA office was done, however there was no deadline or mention of when the divisional PCA would be set up. Further, in response to the 2019-20 RTI it was stated that no further meetings were held on this issue. Since the Divisional PCAs are not set up, a serious gap exists in the accountability mechanism of the police department and no proper grievance mechanism for complaints against the police exists.



F. State Security Commission

The **State Security Commission** was to be set up in furtherance of a Supreme Court order in 2006 regarding implementation of police reforms. One of the core roles of the Commission was to advise the government on broad policy guidelines for better policing in consultation with police chiefs and to monitor efficacy of policing, initiate preventive measures and ensure service-oriented functions of the police²³. However, the State Security Commission has not been established as per the order. The last reply of Praja's RTI regarding setting up of the Commission in 2020 is provided below.



²³ <u>http://www.humanrightsinitiative.org/publications/police/sscrd.pdf</u>



G. Performance of Public Prosecutors of Mumbai's Sessions Court

There are two types of Public Prosecutors:

- Permanent Public Prosecutors whose current status in Mumbai session courts is that there is only 1 available working personnel out of 15 sanctioned posts.
- Contractual Public Prosecutors whose current status in Mumbai session courts is that there are 36 working personnel out of 50 sanctioned posts.

Public Prosecutors are required by Law (Section 270 of the Code of Criminal Procedure, 1898) to conduct the prosecution in all Criminal trials held in a Court of Sessions, but it rests entirely with Executive to decide in what appeals or revision cases Public Prosecutors are to appear in the Sessions Court. The Public Prosecutor has two types of reports for their appraisal:

1. Disposal Rate of Public Prosecutors:

Table 32: Comparison of Permanent and Contractual Public Prosecutors from 2015-16 to 2019-20²⁴

Need	Sanctioned		Working		Total Cases		Convicted Cases		Conviction Rate (%)	
Year	Perm anent	Contra ctual	Perman ent	Contra ctual	Perma nent	Contrac tual	Perm anent	Contrac tual	Perma nent	Contrac tual
2015-16	15	21	3	16	49	489	12	165	24%	34%
2016-17	15	40	3	31	79	471	15	157	19%	33%
2017-18	15	50	2	38	45	792	12	249	27%	31%
2018-19	15	50	1	36	-	1,050	-	319	-	30%
2019-20	15	50	1 ²⁵	36	-	904	-	295	-	33%

- Since the practice of contractual public prosecutors has been regularised, there have been no new appointments of permanent public prosecutors, and as of 2019 there is only one working permanent public prosecutor, who no longer fights cases but manages the administrative work of the office of Assistant Director and Public Prosecutor.
- Out of 50 sanctioned posts for contractual public prosecutors, 36 were working in 2019-20. Of the total cases advocated by these prosecutors, 33% were convicted (295) in 2019.

²⁴ Data is as of March in every year from 2015-16 to 2018-19. Example data of 2018-19 is as on 31st March 2019. However, due to COVID pandemic data for 2019-20 for acquitted/convicted cases is as on 31st December 2019.

²⁵ The single permanent public prosecutor no longer taking up any case because he is the Assistant Director and Public Prosecutor and manages the administrative aspect of the office. Therefore, the disposal and pending cases in the case of permanent prosecutors is not applicable.



2. Every public prosecutor is appraised on a qualitative framework by self and a Reviewing Officer. Analysis of the same is given below with different attributes on which they are graded:

For the year 2019-20 no qualitative appraisal was conducted. Below is the data presented for appraisal in the previous two years.

D	tion laws of American Forms	Crede	In	% ²⁶
Par	ticulars of Appraisal Form	Grade	2017-18	2018-19*
Industry and Appl	ication	Good	86%	100%
	a) Office Hours	Yes	70%	100%
Dupotuolity	b) Before Courts	No	100%	100%
Punctuality	c) Absence without intimation	No	27%	100%
	d) Long absence	No	78%	100%
Integrity and Char	racter	Good/Honest	70%	100%
General Intelligen	ce	Good	92%	100%
	a) Argument and Eloquence	Yes	46%	100%
	b) Power of Persuasion	Yes	43%	100%
Advocacy Skills	c) Drafting Skills	Yes	22%	100%
	d) Quality of legal opinion/Advice	Good	8%	100%
Relations with Me Public	embers of the Bar, Court staff and	Good	78%	100%
Behaviour with of Departments	ficer/officials of the Government	Good	89%	100%
General Perceptic performances/ab	on of the judges/courts shout ility	Good	27%	100%
	f court rebuking or imposing cost for ompetence (with sufficient details and	No	-	100%
Instances, Insubo and documents)	rdination if any (with sufficient details	No	-	100%
Overall performa	nce/General assessment	Good	41%	100%
Grading		Good	73%	100%

Table 33: Qualitative Analysis of Sessions Court Contractual Public Prosecutors in 2017-18
and 2018-19

Note (*) In 2017-18, Number of contractual public prosecutors were 37 while in 2018-19 number has decreased to 36. In 2018-19, of the 36 working prosecutors, appraisal was done only of 32 prosecutors since the remaining 4 had not completed 6 months.

Inference:

In 2018-19 all the contractual public prosecutors were rated good on all the parameters. There is a stark difference as compared to the previous appraisal showing that the appraisal process was not taken seriously. One cannot consider the qualitative appraisal valid when compared to the fact that conviction rate was only 30% in that year.

²⁶ Percentage of total prosecutors who received a good grade to total prosecutors appraised.



		2019		2020			
Sessions Court Judges ²⁷	Sanctioned	Working	% difference between sanctioned and working	Sanctioned	Working	% difference between sanctioned and working	
Number of Sessions Judges	82	70	-15%	86	74	-14%	

Table 34: Strength of Judges in Sessions Courts in Mumbai in 2019 and 2020

Inference:

There was a 14% shortage in Sessions court judges as of April 2020. An understaffed judicial system adversely affects the performance of the judges since the caseload is disproportionately distributed.

²⁷ Includes Principal Judge, Addl. Principal Judge, Addl./Asst. Sessions Judges and Adhoc. Addl/Asst. Sessions Judges



VII. Lifecycle Study of Mumbai's Sessions Court Cases from 2013 to 2017

A. Overview

Background:

In our 2013 paper on the State of Policing and Law and Order we at Praja Foundation, observed that the rate of conviction has been dropping for serious offence cases. A consistent recommendation by Praja has been to monitor and increase the conviction rate particularly in Class II serious offences (i.e. crime against body such as rape, molestation, murder and kidnapping). The conviction rates in 2012 were as low as 7%, but improved from 9% in 2014 to 19% in 2016. One of the reason that was cited in various reports in media and through interactions we had with several authorities was that the problem lies with the way serious offence cases are handled in Sessions courts. This was the primary motivation driving our study. The Indian criminal justice system is a very comprehensive and rigorous system. The whole system has four major pillars, namely:

- 1. Law enforcement (Investigation)
- 2. Prosecution
- 3. The courts (Judicial decision)
- 4. Reform (correctional institutions)

The purpose of the analysis was to understand the above-mentioned first three pillars of the system in depth and assess the reasons in delays in proceedings and judgments.

Process:

The process followed for analysing the sessions court cases was as follows:

- 1. To plot a clear 'life cycle' of various stages that a case has proceeded from registration to judgment (if given)
- 2. To study judgments for understanding reasons for acquittals
- 3. To find factors which may have caused delays in proceedings and/or adversely affected conviction rates

The life cycle illustrates the various stages a case goes through and its outcome and factors leading to conviction or acquittal. We decided to confine this study to Sessions courts in Mumbai with understanding that as per the law the most serious offence cases are tried in these courts. Data for the same was a set of criminal cases collected from 'Roznama' (case entry registers) maintained in courts for details of pending cases and case judgments obtained through RTI applications from all the three courts of Mumbai (Fort, Sewree and Dindoshi).

The case numbers were entered in the District Courts, Maharashtra website (<u>http://court.mah.nic.in/courtweb/index.php</u>) to get details of the cases and judgements.

Sessions Court Study 2008 to 2012:

The first Sessions court study on 1,326 Sessions court cases with judgement from 2008 to 2012 was published in Praja's 2018 report on State of Policing and Law and Order. It showed the conviction rate to be 23% of the cases studied. Of the cases that were acquitted, 90% were due to failure to prove charge, due to lack of evidence or witnesses.

Sessions Court Study 2013 to 2017:

The current study aims to build upon the previous study to look at improvements in conviction rates and analyse reasons for acquittal in the context of other crime statistics to understand the causes of



delay in the policing and judicial systems. 6,216 cases from 2013 to 2017 were mapped of which judgements were given in 2,450 cases upto 4th November 2020, which has been analysed below.

B. Overall Analysis of Sessions Court Cases

Table 35: Total number cases convicted and acquitted in Mumbai's Sessions Courts in2008-12 and 2013-17

Years	Cases	Convicted	Acquitted	Total
2008 to 2012	Number of cases	310	1,016	1,326
2008 to 2012	% of cases to total	23%	77%	100%
2012 to 2017	Number of cases	586	1,864	2,450
2013 to 2017	% of cases to total	24%	76%	100%

Table 36: Overall Months taken from FIR to Judgement of cases in Mumbai's SessionsCourts in 2008-12 and 2013-17

		Months Taken						
Years	FIR date to Charge sheet	Charge sheet to first hearing date	First Hearing to Decision Date	FIR to Decision Date				
2008 to 2012	11.6	1.9	12.3	25.8				
2013 to 2017	11.1	0.7	28.6	40.4				

Table 37: Overall Reasons for acquittals²⁸ of cases in Mumbai's Sessions Courts in 2008-12and 2013-17

Years	Cases	Witness /Victim Hostile	Complainant withdrew case	Benefit of doubt	Failure to prove guilt charge (Lack of evidence or Lack of witness)	Total Acquittals
2008 to	Number	33	10	62	911	1,016
2012	%	3.2%	1.0%	6.1%	89.7%	100%
2013 to	Number	149	15	216	1,484	1,864
2017	%	8.0%	0.8%	11.6%	79.6%	100%

- The conviction rate in the last 10 years has not improved- only 24% of cases from 2013 to 2017 and 23% cases from 2008 to 2012 were convicted in Mumbai's Sessions court.
- Months taken to solve cases- FIR to decision date has almost doubled from 25.8 months in 2008 to 2012 to 40.4 months in 2013 to 2017.
- Major reason for acquittal in 2013 to 2017 cases was failure of the prosecution to prove guilt due to lack of evidence and witnesses (79.6%)

²⁸ The 'types' of reasons attributed were determined from the conclusions in the judgements. The categorisation was determined accordingly where one of the type has been profoundly stated, otherwise 'failure to prove charge' which is a combination of various factors has been assigned.



C. Section Wise Analysis of Sessions Court Cases

			Months		Average	Conv	Acqu	
Major Crimes Ro. cas		FIR to Charge sheet	Charge sheet to first hearing date	First hearing to decision date	FIR to decisio n date	no. of hearings	icted (%)	itted (%)
Kidnapping (363)	80	18.1	0.1	22.5	40.7	30	26%	74%
Rape (376)	472	7.8	0.3	30.8	38.9	42	18%	82%
Murder (302)	346	8.6	0.8	32.4	41.7	75	33%	67%
Grievous Hurt (325,326)	58	11.5	0.2	34.0	45.7	51	24%	76%
Attempt to Murder (307)	269	12.5	0.8	31.2	44.5	51	19%	81%
Dacoity (395)	57	32.7	1.4	35.3	69.3	72	12%	88%
Other IPC	1,168	11.3	0.9	25.9	38.0	43	25%	75%
Total/Average	2,450	11.1	0.7	28.6	40.4	49	24%	76%

Table 38: IPC Section wise conviction, acquittal and stages of Mumbai's Sessions Court cases from 2013 to 2017²⁹

Table 39: IPC Section wise reasons	of acquittal i	n Mumbai's Sessions	Court cases from
2013 to 2017			

Major Crimes	Witness /Victim Hostile	Complainant withdrew case	Benefit of doubt	Failure to prove guilt charge (Lack of evidence or Lack of witness)	Total Acquitted Cases
Kidnapping (363)	6	3	4	46	59
Rape (376)	33	12	45	298	388
Murder (302)	22	0	30	180	232
Grievous Hurt (325,326)	6	0	4	34	44
Attempt to Murder (307)	42	0	27	150	219
Dacoity (395)	0	0	6	44	50
Other IPC	40	0	100	732	872
Total	149	15	216	1,484	1,864

- Conviction rate in rape cases was a mere 18% while it took on an average 42 hearings and more than 3 years to arrive at a judgement. Major cause of acquittal in these cases was failure to prove guilt (77% cases).
- On an average 24% cases were convicted, with judgements taking more than 3 years to pass.
- Highest time taken to pass judgements was in cases of dacoity (5.8 years) and grievous hurt (3.8 years).

²⁹ Refer Annexure C for comparison to last sessions court study (2008-12)



VIII. Deliberations by MLAs

In the 13th Maharashtra Legislative Assembly (2014 to 2019) Mumbai's MLAs asked 22,345 questions of which 2,613 i.e. 12% questions were related to crime. The issue wise breakup of questions asked is given below.

Issues	2014-15	2015-16	2016-17	2017-18	2018-19
Murder	8	28	25	23	22
Rape	6	16	15	17	3
Rioting	0	0	0	9	8
House Breaking	0	8	0	0	1
Chain Snatching	2	3	1	1	0
Theft	2	14	6	34	1
Accident/Fatal Accident	0	58	21	107	14
Crime Against Children	0	21	42	59	2
Crime Against Women	0	16	25	41	16
Scams/Corruption	9	24	25	45	1
Terrorism related	0	0	12	9	7
Drugs	5	9	31	27	19
Extortion/Kidnapping/Threat	1	1	4	13	37
Human Rights	3	0	0	0	0
Conviction	1	1	5	2	0
Wrong Conduct/Action by Police	3	35	19	58	31
Other Crime related	59	210	212	382	193
Police and Establishment	24	59	132	107	102
Shortage of manpower	0	3	6	12	0

Table 40: Issue wise questions related to crime asked by MLAs from 2014-15 to 2018-19³⁰

Inference:

22 questions were raised on murder related cases, while 3 questions were raised on rape cases in 2018-19. Only 2 questions were raised on crime against children inspite of large number of reported cases.

³⁰ Assembly sessions in the financial years included are as follows: 2014-15 - Winter 2014, Budget 2015, 2015-16 - Monsoon 2015 and Winter 2015, 2016-17 - Budget 2016, Monsoon 2016 and Winter 2016, 2017-18 -Budget 2017, Monsoon 2017, Winter 2017 & Budget 2018, 2018-19 – Monsoon 2018 and Winter 2018. Budget 2019 had no questions due to code of conduct for General Elections and was therefore not included.

IX. Annexures

A. Station wise Mumbai Railway Crime Statistics

		C.S.T.			Dadar		Kurla		
Head	2017- 18	2018- 19	2019- 20	2017- 18	2018- 19	2019- 20	2017- 18	2018- 19	2019- 20
Murder	0	0	0	0	0	0	0	2	0
Dacoity/ Robbery	7	47	80	92	204	184	122	225	242
All Thefts	2,266	2,242	2,010	2,680	2,333	2,214	4,083	5,039	3,833
Rape	0	1	1	0	0	1	2	0	3
Molestatio n	8	10	4	7	13	12	10	11	16
Other IPC	41	49	71	44	29	40	58	79	82

Table 41: Station Wise Mumbai Railway Crime Statistics

		Wadala			Churchgate	9	M.C.T.			
Head	2017- 18	2018- 19	2019- 20	2017- 18	2018- 19	2019- 20	2017- 18	2018- 19	2019- 20	
Murder	1	2	1	0	0	0	0	2	0	
Dacoity/ Robbery	102	104	266	19	7	18	33	76	42	
All Thefts	2,618	2,926	2,257	493	476	464	2,152	2,014	1,625	
Rape	1	0	0	0	0	1	0	0	0	
Molestatio n	7	6	13	8	8	6	9	13	12	
Other IPC	10	18	39	3	6	5	14	14	23	

		Bandra			Andheri		Borivali			
Head	2017-	2018-	2019-	2017-	2018-	2019-	2017-	2018-	2019-	
	18	19	20	18	19	20	18	19	20	
Murder	0	1	0	0	0	0	1	2	0	
Dacoity/ Robbery	19	115	71	110	114	99	65	158	175	
All Thefts	2,215	2,561	1,660	2,073	2,147	1,779	4,222	4,249	2,762	
Rape	2	0	0	0	0	0	0	0	0	
Molestatio n	8	6	9	12	18	9	3	9	10	
Other IPC	14	18	26	12	27	10	8	31	18	



B. Crime Head wise Investigation and Trial of IPC Cases from 2017 to 2019

Year	Crime Head	Cases pending for investig ation from Previou s year	Cases report ed in the current year	Total cases for investig ation	Case s with draw n/tra nsfer red/ abat ed/q uash ed	Cases where final report submit ted	Cases where charge sheet submit ted	Cases pendin g investi gation at the end of the year	% of cases pending for investiga tion at the end of the year
			CLASS - I	I SERIOUS	OFFENC	ES (IPC)		-	
2017		251	127	378	0	10	144	224	59%
2018	Murder	224	164	388	1	4	148	235	61%
2019		235	168	404	0	12	168	224	55%
2017		113	287	400	4	12	278	106	27%
2018	Rape	106	319	425	1	6	249	169	40%
2019		169	394	563	0	11	353	199	35%
2017	Malastati	1,824	1,713	3,537	3	92	1,430	2,012	57%
2018	Molestati on	2,012	2,038	4,050	3	173	1,642	2,232	55%
2019	011	2,232	2,069	4,301	0	134	1,659	2,508	58%
2017	Kidnappi	1,972	2,159	4,131	1	581	173	3,376	82%
2018	ng &	3,381	2,202	5,583	0	995	149	4,439	80%
2019	Abductio n	4,439	2,102	6,541	0	1,363	185	4,993	76%
2017	Grievous	2,892	1,167	4,059	2	50	989	3,018	74%
2018	Hurt	3,018	1,501	4,519	1	140	1,020	3,358	74%
2019		3,358	1,449	4,807	0	43	1,134	3,630	76%
2017	Other	569	869	1,438	4	133	677	624	43%
2018	Class II	624	822	1,446	2	105	757	582	40%
2019		582	800	1,382	0	112	826	444	32%
				Other I.	P.C.			-	
2017		58,748	32,713	91,461	57	8,773	19,236	63,395	69%
2018	Other IPC	63 <i>,</i> 395	33,711	97,106	35	8,385	20,464	68,222	70%
2019		68,222	33,702	101,928	3	13,569	23,591	64,765	64%
				Total I	РС				
2017		66,369	39 <i>,</i> 035	105,404	71	9 <i>,</i> 651	22,927	72,755	69%
2018	Total IPC	72,760	40,757	113,517	43	9 <i>,</i> 808	24,429	79,237	70%
2019		79,237	40,684	119,926	3	15,244	27,916	76,763	64%

 Table 42: Crime Head wise Investigation of IPC Cases from 2017 to 2019



Year	Crime Head	Cases pending for trial from previou s year	Cases taken for trial in current year	Total cases for trial	Cases withd rawn/ transf erred/ abate d/qua shed	Cases dischar ged/ acquitt ed	Cases convict ed	Cases pending trial at the end of the year	% of cases pendi ng for trial at the end of the year
				ERIOUS OF		-			
2017		2,616	144	2,760	2	43	41	2,674	97%
2018	Murder	2,674	148	2,822	1	44	20	2,757	98%
2019		2,757	168	2,925	3	41	25	2,856	98%
2017		998	278	1,276	8	54	18	1,196	94%
2018	Rape	1,196	249	1,445	5	61	28	1,351	93%
2019		1,351	353	1,704	15	106	39	1,544	91%
2017	Molest	6,247	1,430	7,677	96	226	85	7,270	95%
2018	ation	7,270	1,642	8,912	100	240	131	8,441	95%
2019		8,441	1,659	10,100	94	259	79	9,668	96%
2017	Kidnap	1,970	173	2,143	2	36	18	2,087	97%
2018	ping &	2,087	149	2,236	18	24	15	2,179	97%
2019	Abduct ion	2,179	185	2,364	16	38	16	2,294	97%
2017	Grievo	38 <i>,</i> 569	989	39 <i>,</i> 558	155	420	81	38,902	98%
2018	us Hurt	38,902	1,020	39,922	115	470	53	39,284	98%
2019	us mare	39,284	1,134	40,418	114	315	50	39,939	99%
2017	Other	5,161	677	5,838	31	361	59	5,387	92%
2018	Class II	5,387	757	6,144	21	260	58	5,805	94%
2019	Serious Offenc es	5,805	826	6,631	38	232	37	6,324	95%
	I			Other	· I.P.C.				
2017		150,147	19,236	169,383	5,049	5,031	4,876	154,427	91%
2018	Other	154,427	20,464	174,891	2,302	4,749	5,651	162,189	93%
2019	IPC	162,189	23,591	185,780	2,694	4,563	7,213	171,310	92%
				Tota	I IPC				
2017		205,708	22,927	228,635	5,343	6,171	5,178	211,943	93%
2018	Total IPC	211,943	24,429	236,372	2,562	5,848	5,956	222,006	94%
2019	IFC	222,006	27,916	249,922	2,974	5,554	7,459	233,935	94%



Year	Crime heads	Acquitted (%)	Convicted (%)
2017		51%	49%
2018	Murder	69%	31%
2019		62%	38%
2017		75%	25%
2018	Rape	69%	31%
2019		73%	27%
2017		73%	27%
2018	Molestation	65%	35%
2019		77%	23%
2017		67%	33%
2018	Kidnapping & Abduction	62%	38%
2019		70%	30%
2017		84%	16%
2018	Grievous Hurt	90%	10%
2019		86%	14%
2017		86%	14%
2018	Other Class II Serious	82%	18%
2019	Offences	86%	14%
2017		51%	49%
2018	Other IPC	46%	54%
2019]	39%	61%
2017		54%	46%
2018	Total IPC	50%	50%
2019		43%	57%

Table 44: Crime Head wise Conviction and Acquittal (%) of IPC Cases from 2017 to 2019



C. Comparison of Lifecycle Cases from 2008-12 to 2013-17

Higher offences	Years	No. of cases	FIR to Charge sheet	Charges heet to first hearing date	First hearing to decision date	FIR to decisi on date	Avg. total no. of hearin gs	Convict ed in (%)	Acquitt als in (%)
Kidnapping	2008-2012	10	6.6	0.4	11.8	18.8	28.6	70%	30%
(363)	2013-2017	80	18.1	0.1	22.5	40.7	30.4	26%	74%
Papa (276)	2008-2012	300	9.2	1.3	10.8	21.3	23	18%	82%
Rape (376)	2013-2017	472	7.8	0.3	30.8	38.9	42.2	18%	82%
Mundan (202)	2008-2012	244	6.9	1.7	16	24.7	41.7	25%	75%
Murder (302)	2013-2017	346	8.6	0.8	32.4	41.7	74.9	33%	67%
Grievous Hurt	2008-2012	20	11.4	1.4	15.9	28.8	31.2	50%	50%
(325,326)	2013-2017	58	11.5	0.2	34.0	45.7	51.2	24%	76%
Attempt to	2008-2012	196	13.9	1.6	12	27.4	25.8	16%	84%
Murder (307)	2013-2017	269	12.5	0.8	31.2	44.5	51.3	19%	81%
	2008-2012	35	25	4.8	13.8	43.6	31	14%	86%
Dacoity (395)	2013-2017	57	32.7	1.4	35.3	69.3	72.0	12%	88%
Other IPC	2008-2012	521	13.5	2.3	11.4	27.2	26.4	27%	73%
Other IPC	2013-2017	1168	11.3	0.9	25.9	38.0	42.6	25%	75%
Total Cases	2008-2012	1326	11.6	1.9	12.3	25.8	28.6	23%	77%
Total Cases	2013-2017	2450	11.1	0.7	28.6	40.4	48.5	24%	76%

Table 45: Comparison of IPC Section wise conviction, acquittal and stages of cases from2008 to 2012 and 2013 to 2017

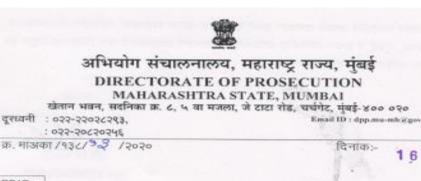
D. Regarding Permanent Public Prosecutor
Sample of Permanent Public Prosecutor's Appraisal

क्र.	मुद्दे	प्रतिवेंदन	पुनर्विलोकन	पुनर्विलोकन
No.)	(Points)	अधिकारी	अधिकारी	अधिकाऱ्यांची
		(Reporting	(Review	स्वाक्षरी
		Officer)	Officer)	(Signature of
	2	3	4	Review Officer) 5
	उद्दिष्टांनुसार नेमून दिलेल्या कार्याची पूर्तता (Accomplishment of planned work)	-		
	केलेल्या कामाचा दर्जा (Quality of Output)	< /	C.	
	केलेली उल्लेखनीय / वैशिष्ट्यपूर्ण कामे (Accomplishment of exceptional work / unforeseen tasks performed)	</td <td></td> <td>Peelmu</td>		Peelmu
1	कार्यपूर्तता या घटकाचे सरासरी गुणांकन (Average gradation on Work Completion)	1	\sim	
ार्यप्	र्तता गुणवैशिष्टचे (Personal Attributes) (भारांक	३० %) (Weight	age 30 %)	-07
	मुद्दे	प्रतिवेदन 🏄	पुनर्विलोकन	पुनर्विलोकन
) .)	(Points)	अधिकारी	अधिकारी	अधिकाऱ्यांची
2		(Reporting	(Review	स्वाक्षरी
1		Officer)	Officer)	(Signature of
_	2	3	4	Review Officer) 5
-	कामाबाबतचा दृष्टिकोन		~ia	
	(Attitude to Work)		4	N.
	जबाबदारीची जाणीव (Sense of Responsibility)	🗸 ف	6 1	
	सर्वसाधारण वर्तणूक व व्यक्तिमत्त्व (Overall Bearing and Personality)	/ با .	v /	
	भावनिक संतुलन (Emotional Stability)	\leq		
	संवाद कौशल्य (Communication Skills)	6.	V /	
	नैतिक धैर्य आणि व्यावहारिक भूमिका घेण्याचा कल (Moral Courage and Willingnes to take Professional Stand)	51	5	Reehms
	नेतृत्वगुणः (Leadership Qualities)	51	51	
		and the second		
	विहित कालमर्यादेत काम करण्याची क्षमता (Capacity to work in time limit).	6 1	6/	

अ. क्र. (Sr. No.)	मुदे (Points)	प्रतिवेदन अधिकारी (Reporting Officer)	पुनर्विलोकन अधिकारी (Review Officer)	पुनर्विलोकन अधिकाऱ्यांची स्वाक्षरी (Signature of
1	2	3	4	Review Officer 5
9	संबंधित कायदे, नियम व प्रचलित कार्यपद्धती, माहिती तंत्रज्ञान आणि संबंधित क्षेत्रातील स्थानिक पद्धती याबाबतचे ज्ञान. (Knowledge of relevant Acts / Rules / Procedures / IT Skill and Awareness of local norms in the relevant area.)	ر ب	ر ب	Beehma
2	कौशल्यपूर्ण नियोजनाची क्षमता (Strategic planning ability.)	6 /	01	Eselma
ş	स्वत: निर्णय घेऊन काम करण्याची क्षमता (Decision making ability.)	6 /	6 🗸	Peelmu
8	उपक्रमशीलता (Initiative)	. E /		Dealure
ų	आपल्या कामांशी संबंध येणाऱ्या इतर शासकीय यंत्रणेशी समन्त्रय साधण्याची क्षमता. (Ability to co-ordinate with other Government agencies in relation to work.)	< ر	~/	Pselmi
	हाताखालील कर्मचाऱ्यांना प्रेरणा देणे आणि त्यांच्या विकसनाची क्षमता. (Ability to motivate and develop sub-ordinate / work in a team.)	<)	54	Peelmus
	कार्यक्षमता या घटकाचे सरासरी गुणांकन (Average gradation on Work Efficiency.)	6 /	6	Pselm
	धेत कर्मचाऱ्याच्या सचोटी व चारित्र्याबाबत आपले स्वयंस्प तची उदाहरणे नमूद करावीत). (Offer your remar yative, then mention instances). र्न्नबाधिन छाधिकारी संसोटीने	ks on characte	r and integrity) (if remarks are



Letter Regarding No Appraisal of Permanent Public Prosecutor



1 6 SEP 2020

RPAD प्रति,

श्री. एकनाथ पवार, प्रजा फाऊंडेशन, पहिला मजला, व्हिक्टारीया बिल्डिंग, अग्यारी लेन, मिंट रोडथ्या मागे, फोर्ट, मुंबई- ०९.

विषय :- माहिती अधिकार अधिनियम २००५ अन्वये माहिती मिळणेबाबत.

संदर्भ :- आपला दिनांक ०६.०७.२०२० रोजीचा माहिती अधिकारातील अर्ज.

महोदय,

उपरोक्त विषयांकित प्रकरणी आपला माहिती अधिकारातील अर्ज या संचालनालयास दिनांक १७.०७.२०२० रोजी प्राप्त झाला आहे.

सदरहू अर्जान्वये मागितलेल्या माहितीबाबत आपणांस कळविण्यात येते की, मुंबईतील सत्र न्यायालयांत कार्यरत असणा-या अतिरिक्त सरकारी अभियोक्त्यांचे सन २०१९-२०२० या कालावधीतील मुल्यामापन अहवालाचे काम संचालनालयामार्फत अजून पुर्णत्वास आलेले नाही. सदरच्या मुल्यमापन अहवालाच्या नोंदी पुर्ण झाल्यानंतर आपणांस त्या अहवालाच्या प्रती देण्याची तजवीज ठेवण्यात येत आहे.

उपरोक्त माहितीने आपले समाधान झाले नसल्यास आपण संचालक, अभियोग संचालनालय, महाराष्ट्र राज्य, मुंबई हे प्रथम अपिलीय प्राधिकारी असल्याने त्यांच्याकडे पत्र मिळाल्यापासून ३० विवसाचे आत अपिल सादर करु शकता.

आपला,

(वि.वि.जाशा) जन माहिती अधिकारी, अभियोग संचालनालय, महाराष्ट्र राज्य, मंबई-



Letter Regarding No Cases Taken Up by Permanent Public Prosecutor

Assistant Director	• & Public Prosecutor, Brihanmumbai.
	लक व सरकारी अभियोक्ता, बृहन्मुंबई.
	मजला, इमारत क्र.३ व ४, रुम नं.१६९,१७० दुसरा मजला इमारत क्र.४
घाटकोपर जुनी पोल	गीस वसाहत, चिराग नगर, घाटकोपर पश्चिम, बृहन्मुंबई-४०००८६
	१००७१६. Email Id : adpp.mumbai@gmail.com
जा.क्र. 06 /मा.अधि/ससंवसअ/२०१९	दिनांक :- <i>३०</i> /०४/२०१९
प्रति, 🗸 श्री. एकनाथ पवार,	
प्रजा फाऊंडेशन, पहिला माळा,	
विक्टोरीया बिल्डिंग, अग्यारी लेन	Ŧ,
मिंट रोड, फोर्ट, मुंबई.४००००१	
विषय:- केंद्रशासनाच्या	माहिती अधिकार अधिनियम २००५ अन्वये माहिती मिळणेबाबत.
संदर्भ:- आपला दि.०१. मिळणेबाबतच	०४.२०१९ रोजीचा माहिती अधिकार कायद्यान्वये माहिती
ୗୄୄ୳ଊ୲୲ଵ୲ଵ୳୵	11 अज.
उपरोक्त विषयाबाबत माहिती अ कार्यालयास दि.०४.०४.२०१९ रोजी प्राप्त	धिकार अधिनियम -२००५ अन्वये माहिती मिळणेबाबतचा आपला संदर्भिय अर्ज या झालेला आहे.
आपले माहिती अधिकार उन्वरं अभियोक्ता यांनी दि.०१.०४.२०१८ ते यासोबत जोडण्यात येत आहे.	ये च्या अर्जातील मुद्दा क्र.१. अन्वये बृहन्मुंबई कार्यालयातील सहाय्यक सरकारी दि. ३१.०४.२०१९ रोजीपर्यंतची डिस्पोसल, पेंडींग केसेस रिपोर्ट बाबतची माहिती
तसेच सत्र न्यायालय दिंडोशी येः कार्यालयात सादर न होता ते सरकारी अ मासिक विवरण आपण त्या कार्यालयातून	थील अतिरीक्त सरकारी अभियोक्ता यांचे मासिक अहवालाचे विवरण हे आमच्या अभियोक्ता सत्र न्यायालय, बहन्मुंबई यांच्या कार्यालयात सादर होत असल्याने ते प्राप्त होईल.
उपरोक्त माहितीबाबत आपण उ अभियोग संचालनालय, महाराष्ट्र राज्य, यांचेकडे ३० दिवसांचे आत अपिल करु श	असमाधानी असल्यास आपण मा. उपसंचालक, प्रथम अप़िलीय अधिकारी, मुंबई, खेतान भवन, ५ वा माळा, जे. टाटा रोड, चर्चगेट, मुंबई -४०००२० ाकता.
	(के.वाय.साळुंके)
	प्र. सहाय्यक संचालक व सरकारी अभियोक्ता, बृहन्मुंबई.



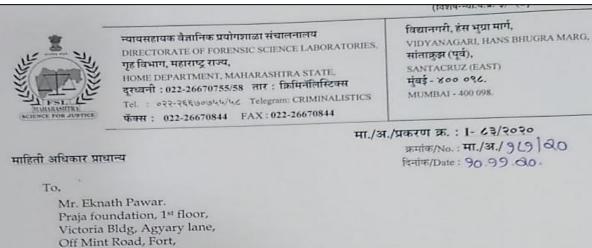
Letter Regarding Disposal of Cases Data for 2019-20 only available upto 31st December, 2019

जायक क. 416 / २०२०. सरकारी अभियोक्ता, बृहन्म्वई याचे कार्यालय, जुने मचिवालय आवार, तळमजला, कर्मवीर भाऊराव पारील मार्ग, फोर्ट, मंबई ईमेल ppofficemumbai42@vahoo.com Ration :- 28/20/2020 प्रति. एकनाथ पवार. प्रजा फौन्डेशन. २८१, पहिला मजला. विक्टोरिया बिल्डींग, अग्यारे लेन, ऑफ मिंन्ट रोड. फोर्ट, मुंबई - ४०० ००१. विषय: माहितीचा अधिकार २००५ अंतर्गत आपला दि. २७/१०/२०२० रोजीचा अर्ज महोदय. उपरोक्त विषयांस अनुसरुन आपणांस कळविण्यात येते की, सरकारी अभियोक्ता, बृहन्मुंबई या कार्यालयात १ मुख्य सरकारी अभियोक्ता व ३५ अति. सरकारी अभियोक्ते असे एकूण ३६ सरकारी अभियोक्त्यांची नियुक्ती झालेली असून एकूण ३६ अभियोक्ते कार्यरत आहेत. ।/०।/२०१९ दिनांक १/०९/२०१९ ते ३१/१२/२०१९ या कालावधीतील मुख्य सरकारी अभियोक्ता व अति. सरकारी अभियोक्ते यांच्या कार्य अहवालांच्या छायांकित प्रती पत्रासोबत जोडण्यात आलेल्या आहेत. (जानेवारी, २०२० ते मार्च, २०२० या कालावधीचे त्रैमासिक कार्यअहवाल एप्रिल, २०२० मध्ये दिले जातात. परंतु कोविड—१९ मुळे सदरचे कार्यअहवाल कार्यालयास प्राप्त झाले नाहीत.) तरी आपला दिनांक २७/१०/२०२० रोजीचा अर्ज निकाली काढण्यात येत आहे. वरील माहितीने आपले समाधान न झाल्यास अपिलीय अधिकारी, सरकारी अभियोक्ता, बृहन्मुंबई यांच्याकडे आपण अपिल सादर करु शकता. Bhad (सा.भा. खडके)

अधिक्षक तथा माहिती अधिकारी सरकारी अभियोक्ता, सत्र न्यायालय,



E. Note Regarding Forensic Cases Transferred



Mumbai -400 001.

Sub : Information under RTI Act. 2005,.

Ref : 1) Your letter dated 06/07/2020. 2) I- ८३/२०२० O.W.No. मा/अ/117/20, 21/08/2020.

Information regarding cases registered in DFSL is as follows:-

Division casework statistics up to 31/12/2019

Division	Earlier Pending Cases	Cases Recd.	Total	Cases Reported	Cases Carried Forward
Toxicology	544	6154	6698	3942	2256@
Biology	714	8714	9428	5496	3932
D.N.A.	1181	3050	4231	1568	2413@
Gen. Analytic	146	1912	2058	1133	924
Proh. & Excise	530	11474	12004	9000	3004
Ballistics	61	1119	1180	595	585
Physics	124	594	718	415	303
Psychology	20	51	71	39	25
Cyber *	2083	1990	4073	266	3804
TASI	149	430	579	76	503
Total	5552	35488	41040	22530	17749

GA-1 case cancel

** Mumbai- Psychology- 7 Cases Cancel

* Mumbai- Cyber- 3 Cases Cancel

@ 500 and 250 Cases respectively were transfer to RFSL, Aurangabad

(P.T.O.)



F. Key Pillars of the Criminal Justice System

The process of adjudication requires several factors to work together to get timely action in order to ensure delivery of justice. The several entities come together to form the legal system which does not function efficiently if even one of these entities is ineffective. The investigation, Public prosecution and the Judiciary all need to work in sync for better dispensing of justice. Although no two cases in the criminal trial are quite the same, we see that there is recurrent trend of acquittal in cases. The unmerited acquittals mean serious injustice.

1) Police Investigation:

For Mumbai Police, Police sub-inspector (PSI) and above designations are involved in the work of investigation. The shortage of police force severely impacts the efficiency of police investigation in heinous crime cases. The serious shortfall in the police personnel is one of the reasons for repeated failures to carry out a thorough investigation. Police investigation plays a crucial role in establishing the case. The evidence if collected meticulously provides a strong ground for the public prosecutor and the judiciary to work better. It is important to understand that if these institutions are not well staffed it is going to disproportionately distribute the workload and hamper the performance of investigating officers in carrying out a thorough investigation. The investigation officer needs to have proper time and resources to pursue the case investigation. The issues of police department being understaffed, overworked persists and it affects the performance of the police in investigating cases of severity like rape cases of minors, murder, dowry deaths etc.

2) Public Prosecution:

The performance of criminal justice system depends on the efficient prosecution. It is prosecutor's responsibility to prove the case against the accused and if the prosecutor fails to do so, the case is fated for acquittal. In many of the cases that were acquitted prosecutor could not quite fulfil the responsibility of proving the case against the accused.

"The Prosecutor has a duty to the State, to the accused and to the Court. The Prosecutor is at all times a minister of justice, though seldom so described. It is not the duty of the prosecuting counsel to secure a conviction... His attitude should be so objective that he is, so far as humanly possible, indifferent to the result. It may be argued that it is for the tribunal alone, whether magistrate or jury, to decide guilt or innocence" (Christmas Humphreys (1955 Criminal Law Review 739 (740-741))³¹. Prosecutors have authority independent of the police and have the responsibility of maintaining rule of law.

3) Sessions Courts:

The Sessions Court was established under the powers given to the State Government by Section 9 of the Criminal Procedure Code. The Mumbai Sessions Court started functioning from 16th August 1948.³² Sessions courts are supposed to speedily and efficiently dispose of cases primarily within the session. However, understaffed courts and procedural aspects of hearings and trials leads to inefficiency in the judicial system. It is important that all these three limbs of the criminal justice system work together to ensure delivery of justice.

³¹ Law Commission Report, 197th Report On Public Prosecutor's Appointments can be accessed <u>here</u>.

³² <u>http://ecourts.gov.in/mumbai/citycivil</u>



G. Key Sections under IPC and Other Acts

Sections/Acts	Descriptions		
302	Murder (302)		
304	Culpable Homicide not amounting to murder		
306	Abetment of suicide		
307	Attempt to Murder		
323	Voluntarily causing hurt		
324	Voluntarily causing hurt by dangerous weapons or means		
326	Voluntarily causing grievous hurt by dangerous weapons or means		
326,325	Grievous hurt		
332	Voluntarily causing hurt to deter public servant from his duty		
333	Voluntarily causing grievous hurt to deter public servant from his duty		
335	Voluntarily causing grievous hurt on provocation		
342	Punishment for wrongful confinement		
344	Wrongful confinement for ten or more days		
354	Assault or criminal force to woman with intent to outrage her modesty		
363	Kidnapping		
364	Kidnapping or abducting in order to murder		
366	Kidnapping, abducting or inducing woman to compel her marriage, etc.		
366 A	Procuration of minor girl		
368	Wrongfully concealing or keeping in confinement, kidnapped or		
308	abducted person		
372	Selling minor for purposes of prostitution etc.		
376	Rape		
377	Unnatural Offences		
392	Robbery		
394	Voluntarily Causing hurt in committing robbery		
395	Dacoity		
411	Dishonestly receiving stolen property		
417	Punishment for cheating		
420	Cheating and dishonestly inducing delivery of property		
457	Lurking house trespass or house-breaking by night in order to commit		
	offence punishable with imprisonment		
489 A	Counterfeiting currency-notes or bank-notes		
489 B	Using as genuine, forged or counterfeit currency-notes or bank-notes		
489 C	Possession of forged or counterfeit currency-notes or bank-notes		
506	Punishment for criminal intimidation		
511	Attempting to commit offences punishable with imprisonment for life or		
	other imprisonment		
120 B	Criminal Conspiracy		
14(a)	Foreigners Act, 1946		
3(1)(c)	Official Secrets Act		
Section 4 and 6, POCSO Act	Child Rape (under the age of 18)		
Section 8 and 10, POCSO Act	Sexual Assault of children (under the age of 18)		
Section 12, POCSO Act	Sexual harassment of children (under the age of 18)		