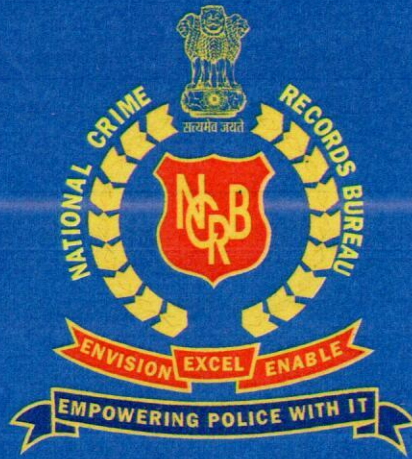


Report on Missing Women and Children in India



**National Crime Records Bureau
(Ministry of Home Affairs)**

Ref. No. 24013/5/2011-ATC, dated 3rd June, 2019

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Foreword

Hon'ble Supreme Court of India vide its Order dated 19.7.2011 in Criminal Appeal no. 135 of 2010 (Budhadev Karmakar Vs State of West Bengal and Others) constituted a panel to assist and advise the Hon'ble Supreme Court on:

- Prevention of trafficking
- Rehabilitation of sex workers who wish to leave sex work and
- Conditions conducive for sex workers to live with dignity

As per the directions of the Hon'ble Supreme Court, the Panel studied the above three aspects and submitted its report containing recommendations on all three Terms of Reference (ToR) mentioned above and the Hon'ble Supreme Court vide its Order dated 24.4.2019 has asked the Union of India to file response on the report of the Panel.

In its report submitted to the Hon'ble Court, the Panel has, inter-alia, recommended as follows:

'National Crime Records Bureau and its State Counterparts i.e. SCRB should be directed to analyse the data on missing persons (especially on women and children) so that areas prone to persons being trafficked can be identified. This data and analysis should be made public'.

Hence, the scope and ambit of this study was to analyze the data of missing persons (specifically women and children) to identify the areas prone to persons being trafficked based on the "Crime in India" Report.

I take this opportunity to compliment the team who worked hard and contributed a lot to bring out this report.

I hope this report will help different stakeholders to analyze and put more efforts on curbing such crimes and planning proactive measures.

(Ram Phal Pawar)

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Disclaimer

The information published in this report has been obtained from the data published in “Crime in India” Report.

NCRB has only compiled and collated the data and presented it in the form of this report. As data is being furnished by States/UTs, NCRB is not responsible for authenticity of the information. However, any discrepancy observed in this report may be brought to the notice of the Bureau.

Executive Summary

Each year State/UT police receive numerous reports of missing persons. The people may go missing for any reasons. Some of them return soon after their disappearance without any harm having befallen them. However, some of them might have been met with tragic end such as homicide, suicide or an accident. It is also possible that they might have been a victim of foul play such as trafficking. However, it is difficult to ascertain whether someone's disappearance is intentional or unintentional. The human trafficking may include male and female, adults as well as children. The human trafficking may take place within country as well as transnational crime. It includes labour and sexual exploitation of the victim. The literature review reveals that boys are exploited as camel jockeys and girls and women are trafficked as sexual exploitation. The literature review also shows that low level of education, low employment prospects and lack of opportunities are also the reasons for women and men to venture out in search of better living conditions.

The scope and ambit of this study was to analyze the data of missing persons (specifically women and children) to identify the areas prone to persons being trafficked based on the "Crime in India-2016 , 2017 & 2018" Report by 36 States/UTs . A detailed analysis has been carried out representing cases of missing women and missing children in different States/UTs.

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INTRODUCTION

Each year, police stations across the country receive thousands of reports of missing persons. These missing reports relate to persons of all ages and gender.

A definition of missing person on Wikipedia states that “a missing person is a person who has disappeared and whose status as alive or dead cannot be confirmed as their location and fate are not known”.¹

The Association of Chief Police Officers (ACPO) defines a missing person as: “Anyone whose whereabouts is unknown whatever the circumstances of disappearance. They will be considered missing until located and their well-being or otherwise established”.²

Ministry of Home Affairs, Government of India has defined missing child as “a person below eighteen years of age, whose whereabouts are not known to the parents, legal guardians and any other persons who may be legally entrusted with the custody of the child, whatever may be the circumstances/causes of disappearance”.³

Fortunately, many of those who are reported to police as missing are located within a short span of time. There are however, others who are never found or who are, eventually, identified as victims of crime or misfortune. Besides, there are persons missing but not reported to police or inquired into. Some young people run away from home due to unbearable conditions of abuse and maltreatment. They become vulnerable to trafficking, violence, drug addiction, prostitution and other risks of exploitation and involvement in crime. Many missing persons have met with tragic end such as homicide, suicide, or accident. Many of missing persons end up getting trafficked. However, it is not always easy to ascertain whether someone’s disappearance is intentional or unintentional.

The victims of human trafficking may include male and female, adults as well as children. The human trafficking may take place within country or beyond. Labour and sexual exploitation are two prominent reasons of trafficking. The literature review suggests that low level of education , low employment prospects and lack of opportunities are also the reasons for women and men to venture out in search of better living conditions.

¹ Wikipedia, https://en.wikipedia.org/wiki/Missing_person

²Guidance on the Management Recording and Investigation of Missing Persons, <http://library.college.police.uk/docs/acpo/Missing-Persons-2005-ACPO-Guidance.pdf>

³Ministry of Home Affairs O.M. No. 15011/60/2011, dated 31st January 2012.

Hon'ble Supreme Court of India while hearing a Writ Petition (Civil) N. 75 of 2012, on 10-05-2013 in the matter of Bachpan Bachao Andolan V/s Union of India has given specific directions regarding missing children. Accordingly, in case of complaint with regard to any missing children, made in a police station, the same should be reduced into a First Information Report. There will be an initial presumption of either abduction or trafficking, unless, in the investigation, the same is proved otherwise.

To prevent children and women from exploitation, Ministry of Home Affairs has issued a number of advisories on missing children as well as trafficking of human beings. Some of the important advisories are (i) The Advisory on "missing children measures needed to prevent trafficking and trace the children", vide O.M No. 15011/60/2011, dated 31-01-2012 and (ii) Advisory on Hon'ble Supreme Courts directions vide O.M. No. 24013/62/2012-SC/ST-W, dated 25-06-2013. Ministry of Women and Child Development has also issued "Standard Operating Procedure (SOP)" for cases of Missing Children⁴ as per the directions of the Hon'ble Supreme Court dated 13-01-2015

Scope of Study

In a criminal appeal no. 135 of 2010 (Budhadev Karmakar Vs State of West Bengal and Others), Hon'ble Supreme Court of India vide its order dated 19th July 2011 constituted a Panel under Mr. Pradeep Ghosh, Sr. Advocate, with Mr. Jayant Bhushan, Sr. Counsel and Usha Multipurpose Cooperative Society, Durbar Mahila Samanwaya Committee and Roshni – through their President/Secretary as members of the Panel, to assist and advise the Hon'ble Supreme Court on the following aspects:

- (i) Prevention of trafficking
- (ii) Rehabilitation of sex workers who wish to leave sex work and
- (iii) Conditions conducive for sex workers to live with dignity

The Hon'ble Supreme Court had asked the Panel to study these three aspects and make suitable suggestions to the Hon'ble Court. The panel submitted its report to the Hon'ble Court and has recommendations on all three Terms of Reference (ToR) mentioned above. The Hon'ble Court vide its order dated 24-04-2019 has asked the Union of India to file response on the report of the Panel.

⁴Standard Operating Procedure for Missing Children,
<https://wcd.nic.in/sites/default/files/SOP%20for%20Tracing%20Missing%20Children-24.4.17.pdf>

Ministry of Home Affairs (MHA) is concerned with point (i) of ToR of the Panel namely “Prevention of trafficking”. In its report submitted to the Hon’ble Court, the Panel has, inter-alia, recommended as follows:

‘National Crime Records Bureau and its State Counterparts i.e. SCRB should be directed to analyse the data on missing persons (especially on women and children) so that areas prone to persons being trafficked can be identified. This data and analysis should be made public’.

The scope and ambit of this study is therefore limited to analysis of the data of missing persons (specifically women and children) to identify the areas prone to persons being trafficked as per the above directions by Hon’ble Supreme Court of India.

Methodology and Source of Data

The study aims to identify the areas where registered cases of missing persons, specifically women and children are higher than other areas. The need of the study arises because of the fact that incidents of missing women and children are not uniform across the country. Some parts of the country report higher incidents and such areas could be one of the source, transit or destination for child /women trafficking.

The data for the study has been taken from Crime in India (CII), an annual publication of National Crime Records Bureau (NCRB). Crime in India contains data on police recorded crime during the year. While recording missing persons in the system, real motive is normally not known and becomes clear later during investigation stage when the person is recovered. Motive is therefore not factored in the present analysis. The data set of missing women and children for three consecutive years, namely 2016, 2017, and 2018 has been utilized for the purpose.

Analysis of Data

The data from Crime in India has been used. The task included computation, validation and presentation of data in tables to facilitate data interpretation. No specialized analysis tools have been used in this study. The study has been carried out on three years Crime in India data, based on police registered cases by various States/UTs.

Missing Person and Trafficking

Numerous studies have shown that a significant number of people go missing each year⁵. While there are intrinsic risks associated with any missing incident, specific section of population is more vulnerable to harm while missing. The reasons for going missing are many and varied and can include mental illness, miscommunication, misadventure, domestic violence, and being a victim of crime⁶. The UNODC Global report 2018 on trafficking in person indicates that the vast majority of the detected victims of trafficking for sexual exploitation are females, and 35 per cent of the victims trafficked for forced labour are also females, both women and girls. At the same time, more than half of the victims of trafficking for forced labour are men.

The common cause of trafficking is forced marriage, child labour, domestic help and sexual exploitation etc.

Missing Persons in India

As per data on missing persons in Crime in India, a total of 2,90,439 people in year 2016, 3,05,267 people in 2017, and 3,47,524 people in 2018 have been reported as missing. Table-1 depicts persons missing in year 2016, 2017, and 2018.

Table-1
Missing Persons in India

Year	Male	Female	Transgender	Total
2016	1,16,418	1,74,021	-	2,90,439
2017	1,16,467	1,88,382	418	3,05,267
2018	1,23,339	2,23,621	564	3,47,524

Analysis of data on Missing Women and Missing Children follows separately under the following paragraphs:

⁵Geoff Newiss, 'Missing presumed...? The police response to missing persons'; <http://library.college.police.uk/docs/hopolicers/fprs114.pdf>

⁶'Why people go missing', <https://missingpersons.gov.au/about/why-people-go-missing>

I. Missing Women in India

Table-2 depicts the data of missing women for the year 2016, 2017 and 2018. As per Crime in India, a total of 1,74,021 women in year 2016, 1,88,382 in 2017 and 2,23,621 in 2018 have been registered as 'missing'.

Table-2
Women Missing during 2016-2018

S.N.	State/UT	2016	2017	2018
1	Andhra Pradesh	4454	5225	5792
2	Arunachal Pradesh	50	90	12
3	Assam	2850	2302	4087
4	Bihar	5218	6020	7775
5	Chhattisgarh	6649	7383	9412
6	Goa	235	274	234
7	Gujarat	7105	7712	9246
8	Haryana	3554	4780	5311
9	Himachal Pradesh	568	852	1179
10	Jammu & Kashmir	943	1044	1335
11	Jharkhand	501	361	399
12	Karnataka	8092	8757	9567
13	Kerala	4926	6076	7839
14	Madhya Pradesh	21435	26587	29761
15	Maharashtra	28316	29279	33964
16	Manipur	178	139	161
17	Meghalaya	155	172	166
18	Mizoram	0	1	0
19	Nagaland	61	89	83
20	Odisha	6378	4187	10193
21	Punjab	1460	1256	1670
22	Rajasthan	8414	10230	12525
23	Sikkim	143	222	81
24	Tamil Nadu	9596	9564	10403
25	Telangana	9238	8405	9041
26	Tripura	834	866	1086
27	Uttar Pradesh	4399	4511	5777
28	Uttarakhand	622	1081	1217
29	West Bengal	24937	28133	31299
	TOTAL STATE(S)	161311	175598	209615
30	A & N Islands	99	65	100
31	Chandigarh	348	341	354
32	D&N Haveli	22	25	46
33	Daman & Diu	52	46	80
34	Delhi UT	12067	12202	13272
35	Lakshadweep	0	0	0
36	Puducherry	122	105	154
	TOTAL UT(S)	12710	12784	14006
	TOTAL (ALL INDIA)	174021	188382	223621

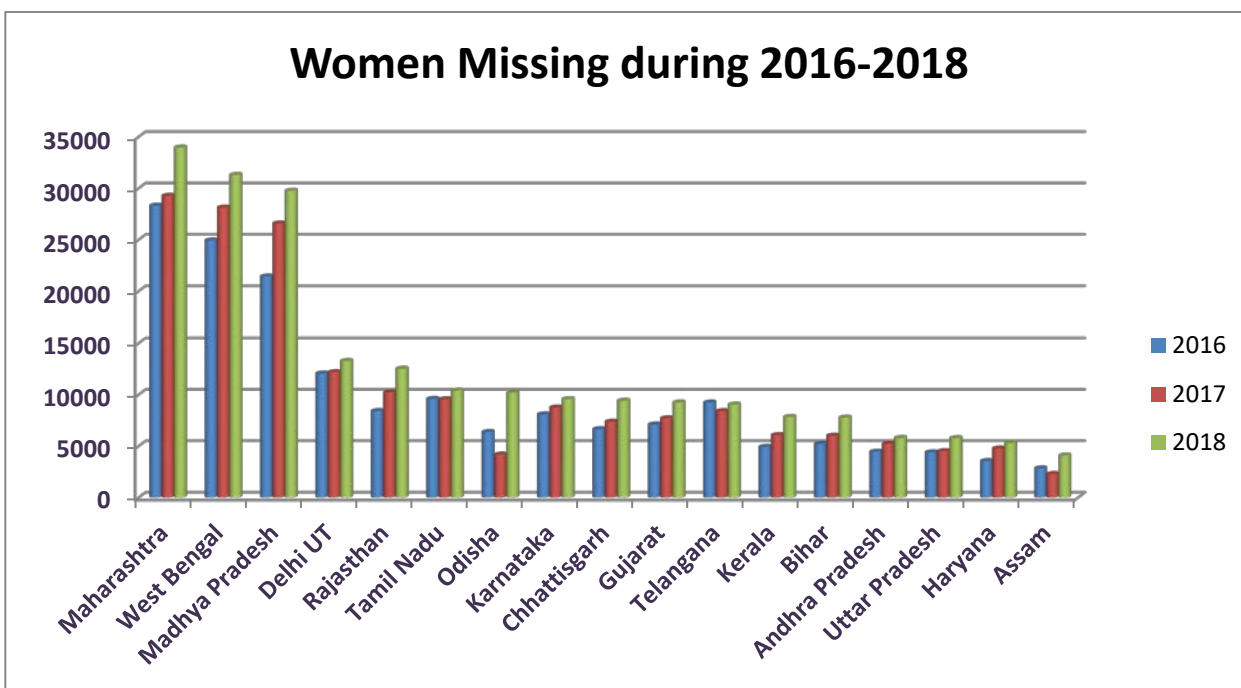


Figure-1: Women Missing during 2016-2018

The following table shows top 10 States/UTs with highest number of missing women.

Table-3

Top 10 State/UT with highest number of missing women

2016		2017		2018	
State/UT	Cases	State/UT	Cases	State/UT	Cases
Maharashtra	28316	Maharashtra	29279	Maharashtra	33964
West Bengal	24937	West Bengal	28133	West Bengal	31299
Madhya Pradesh	21435	Madhya Pradesh	26587	Madhya Pradesh	29761
Delhi UT	12067	Delhi UT	12202	Delhi UT	13272
Tamil Nadu	9596	Rajasthan	10230	Rajasthan	12525
Telangana	9238	Tamil Nadu	9564	Tamil Nadu	10403
Rajasthan	8414	Karnataka	8757	Odisha	10193
Karnataka	8092	Telangana	8405	Karnataka	9567
Gujarat	7105	Gujarat	7712	Chhattisgarh	9412
Chhattisgarh	6649	Chhattisgarh	7383	Gujarat	9246

Maharashtra registered maximum number of missing women during the year 2016, 2017 and 2018 with a figure of 28,316, 29,279 and 33,964 missing women respectively. West Bengal remains

on second position throughout the years 2016, 2017, and 2018 with 24937, 28,133, and 31,299 missing women respectively.

Missing Women - Top 10 State/UT in 2016

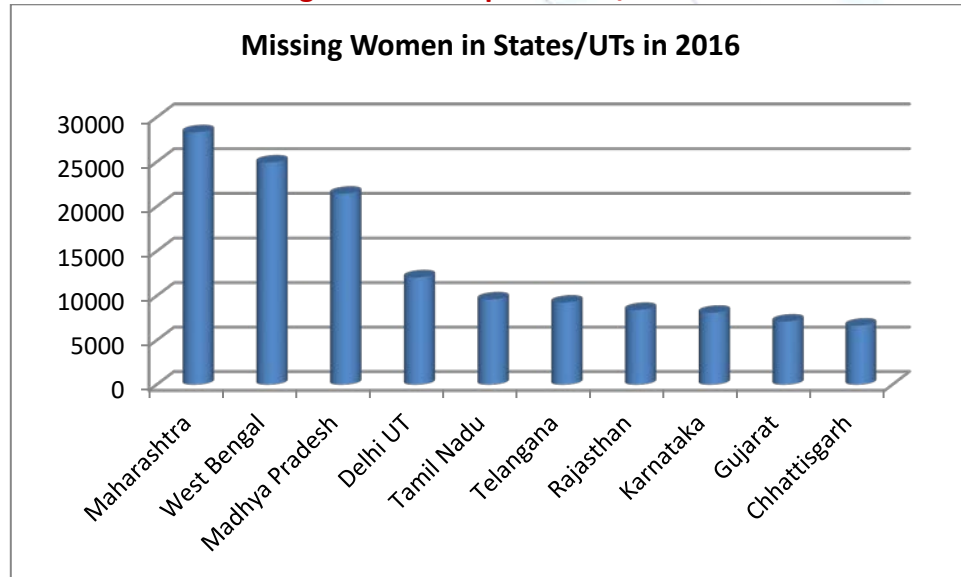


Figure-2A

Missing Women - Top 10 State/UT in 2017

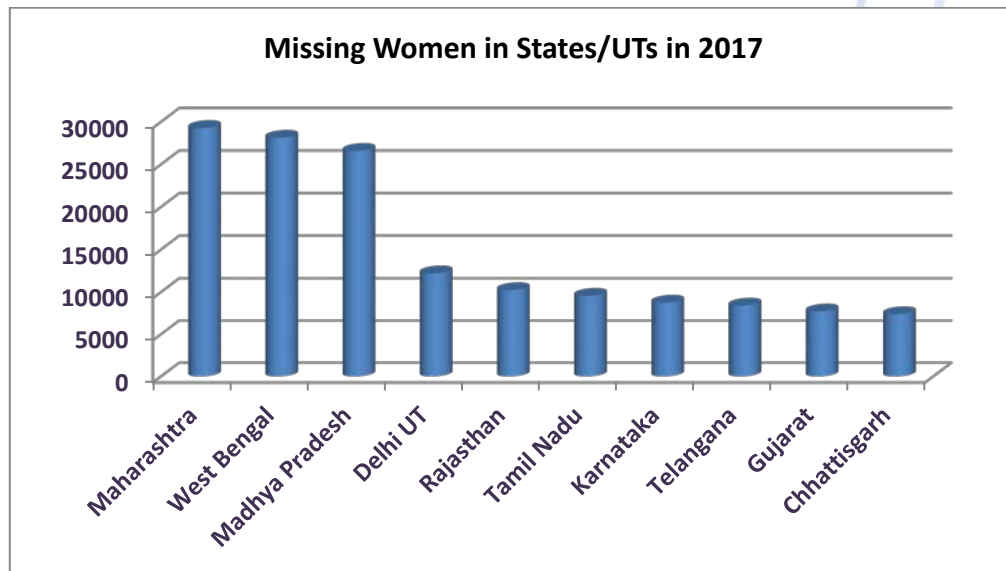


Figure-2B

Missing Women - Top 10 State/UT in 2018

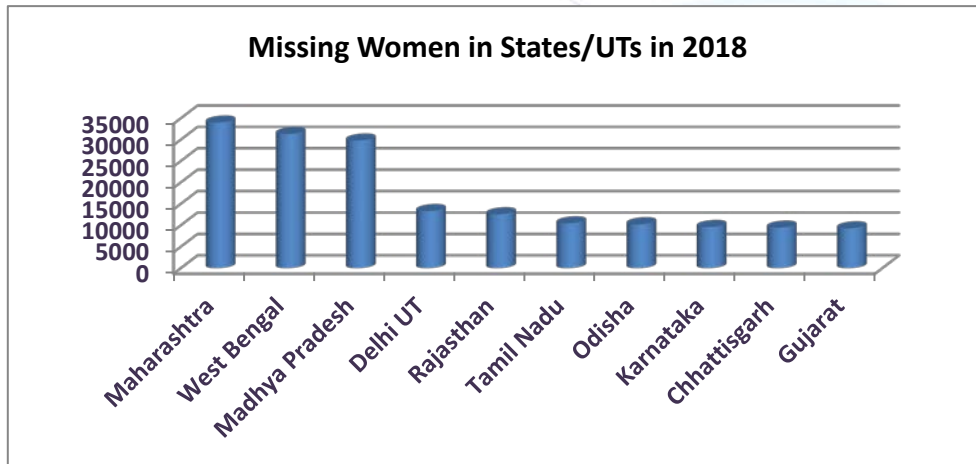


Figure-2C

Districts with high number of missing women

Following is the analysis of district wise data in the three most vulnerable States of Maharashtra, West Bengal and Madhya Pradesh.

a) Maharashtra

The top 10 districts with reporting of highest number of missing women in the State of Maharashtra during year 2017, and 2018 are shown in Table-4. Mumbai, Pune and Thane Commissionerate appear to be most vulnerable. Mumbai Commissionerate recorded highest number of missing women during 2017 and 2018 with 4,718 and 5,201 women missing respectively. Both the years, Pune Commissionerate was on second with 2,576 in 2017 and 2,504 in 2018.

Table-4
Top 10 Districts of Maharashtra having high number of missing women

2017		2018	
District	Missing Women	District	Missing Women
Mumbai Commr.	4718	Mumbai Commr.	5201
Pune Commr.	2576	Pune Commr.	2504
Thane Commr.	1798	Thane Commr.	2352
Pune Rural	1559	Nagpur Commr.	1645
Nagpur Commr.	1416	Pune Rural	1546
Palghar	1052	Palghar	1256
Ahmednagar	1043	Ahmednagar	1247
Kolhapur	915	Kolhapur	1113
Navi Mumbai	883	Navi Mumbai	1053
Jalgaon	800	Nasik Rural	1011

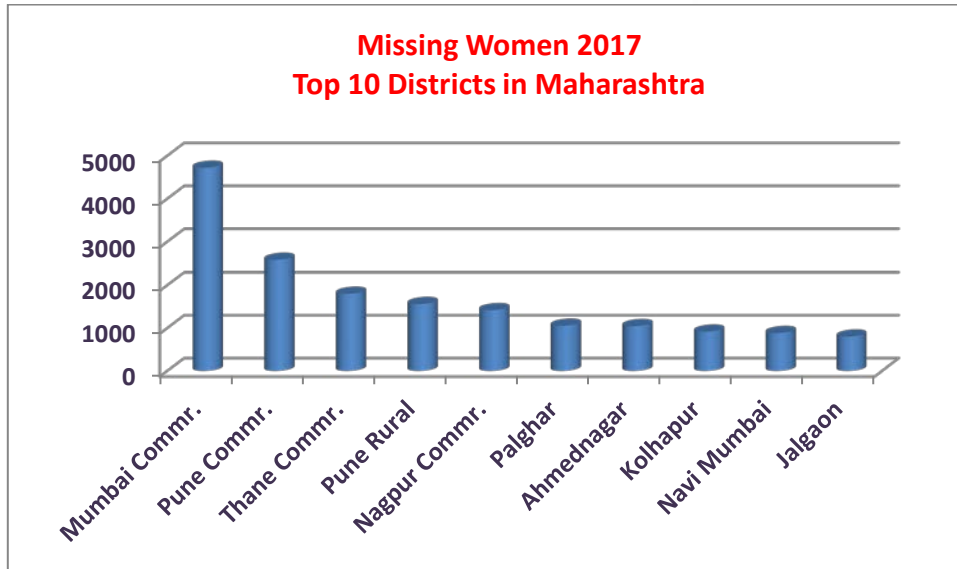


Figure-3A

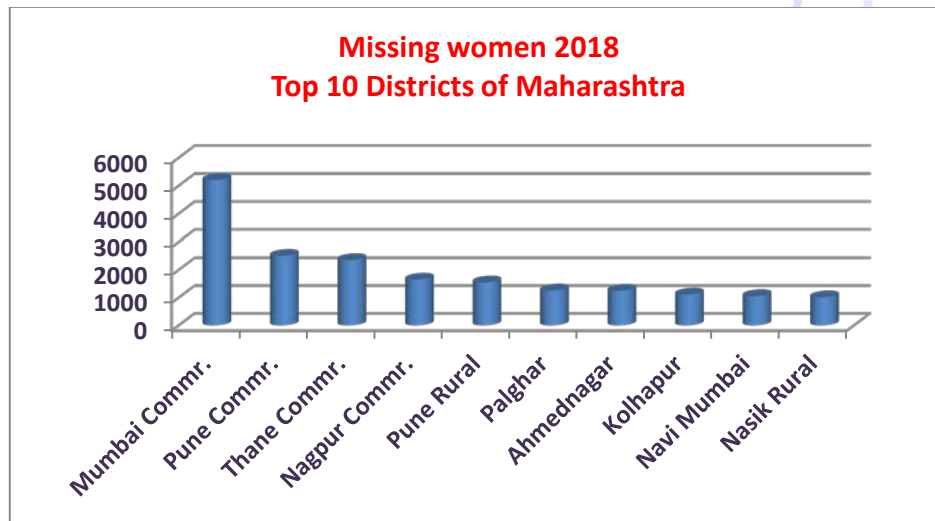


Figure-3B

b) West Bengal

Kolkata reported highest number of missing women among districts of West Bengal during 2018 with 2,584. Nadia district has climbed the ladder from being at fourth in 2017 (1,708 missing women) to second in 2018 (2,468 missing women) among the districts of West Bengal. Table-5 demonstrates top 10 districts of West Bengal having highest number of missing women for the years 2017 and 2018.

Table-5
Top 10 Districts of West Bengal having high number of missing women

2017		2018	
District	Missing Women	District	Missing Women
Barasat	2789	Kolkata	2584
Kolkata	2188	Nadia	2468
Barrackpur PC	1863	Barasat	2236
Nadia	1708	Barrackpur PC	1837
Murshidabad	1588	Murshidabad	1796
Baruipur Police	1525	Diamond Harbour Police	1331
Diamond Harbour Police	1121	Paschim Medinipur	1260
Malda	1083	Baruipur Police	1133
Howrah Rural	990	Coochbehar	1126
Coochbehar	946	Howrah Rural	1106

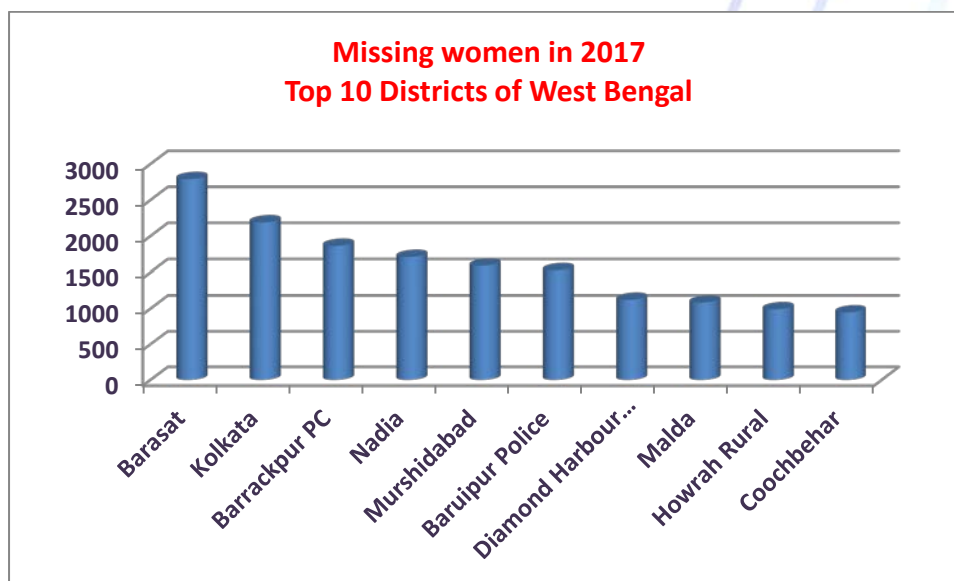


Figure-4A

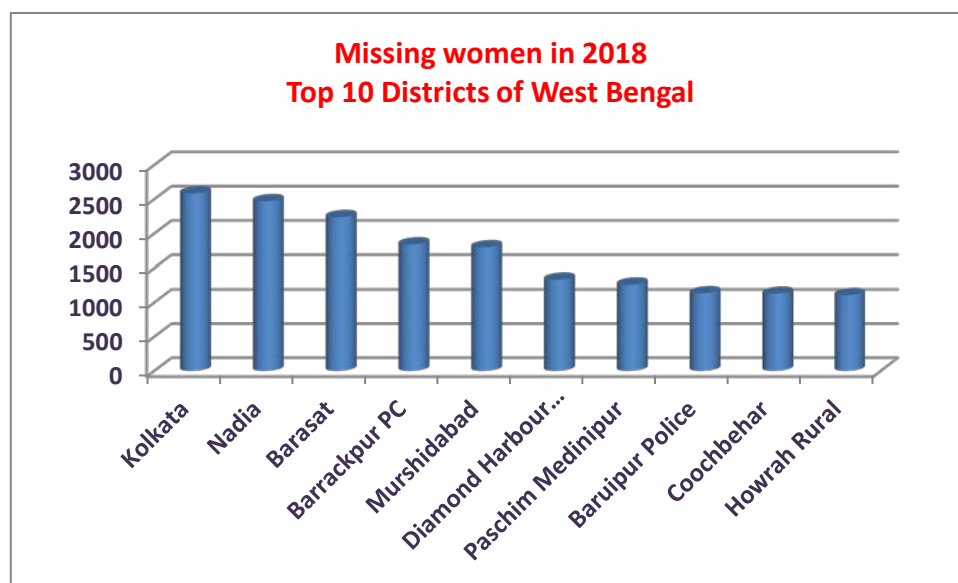


Figure-4B

c) Madhya Pradesh

Table-6 demonstrates the top 10 districts of Madhya Pradesh. Indore retains the top position in year 2017 and 2018 with 1,755 and 2,458 numbers of missing women respectively. Satna district has surged in 2018 in number of missing women.

Table-6

Top 10 Districts of Madhya Pradesh having high number of missing women

2017		2018	
District	Missing Women	District	Missing Women
Indore	1755	Indore	2458
Jabalpur	1361	Satna	1838
Bhopal	1353	Jabalpur	1680
Vidisha	1018	Bhopal	1353
Chhindwara	980	Dhar	1176
Dhar	979	Sagar	1093
Gwalior	906	Gwalior	992
Sagar	881	Ratlam	903
Ujjain	820	Betul	879
Satna	819	Khargone	867

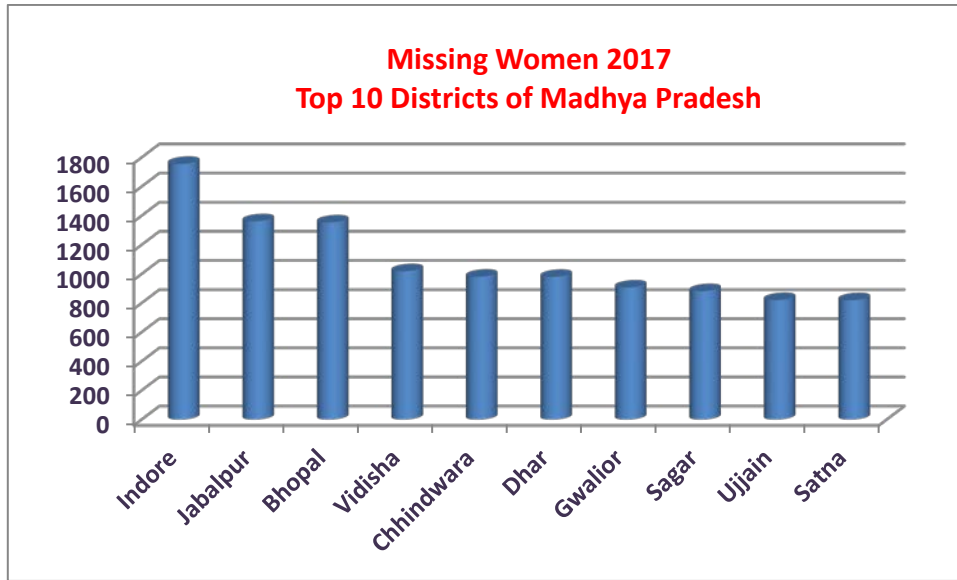


Figure-5A

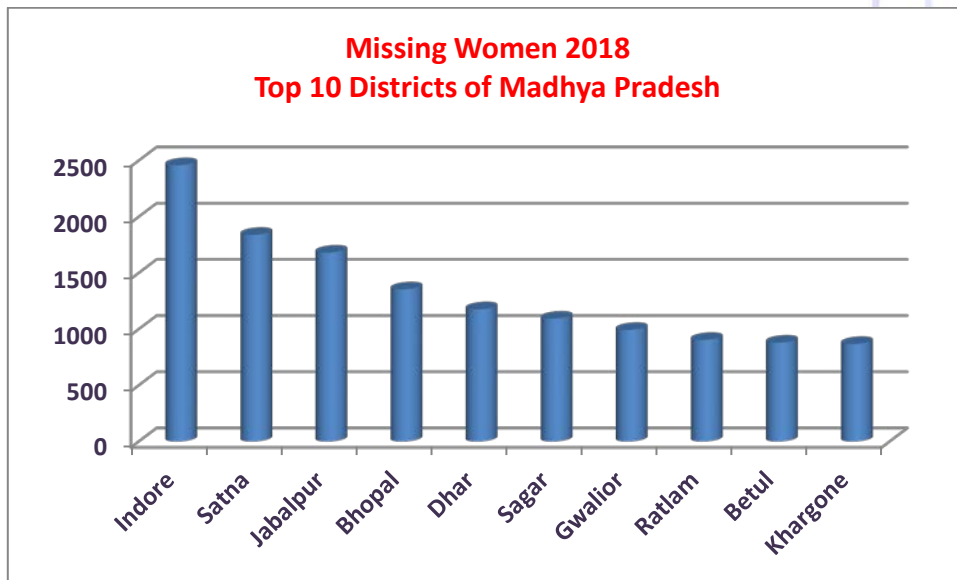


Figure-5B

II. Missing Children in India

Hundreds of children go missing every day in the country. Table-7 demonstrates the data of missing children for the year 2016, 2017, and 2018 as registered in various States/UTs. During the year 2016 a total of 63,407 children, during 2017, 63,349 children, and during 2018 a total of 67,134 children have been reported as missing. The data of missing children is graphically depicted in figure-6.

Table-7
Missing Children during 2016-2018

S. No.	STATE/UT	2016	2017	2018
1	Andhra Pradesh	2155	2204	2436
2	Arunachal Pradesh	38	41	8
3	Assam	1381	1162	1639
4	Bihar	4817	5547	6950
5	Chhattisgarh	2262	2269	3074
6	Goa	26	13	16
7	Gujarat	1315	1412	1898
8	Haryana	1768	1934	2142
9	Himachal Pradesh	170	262	384
10	Jammu & Kashmir	304	111	294
11	Jharkhand	479	420	359
12	Karnataka	1943	1704	1623
13	Kerala	1524	1568	1991
14	Madhya Pradesh	8503	10110	10038
15	Maharashtra	4388	2956	1711
16	Manipur	146	83	85
17	Meghalaya	124	119	118
18	Mizoram	0	1	3
19	Nagaland	71	89	95
20	Odisha	1901	2244	2326
21	Punjab	597	758	735
22	Rajasthan	1980	2416	2571
23	Sikkim	109	48	54
24	Tamil Nadu	4632	4196	4271
25	Telangana	3679	3018	3090
26	Tripura	169	140	182
27	Uttar Pradesh	2903	2959	3306
28	Uttarakhand	435	607	633
29	West Bengal	8335	8178	8205
30	A & N Islands	47	38	48
31	Chandigarh	201	230	234
32	D&N Haveli	2	2	0
33	Daman & Diu	29	22	25
34	Delhi UT	6921	6454	6541
35	Lakshadweep	0	0	0
36	Puducherry	53	34	49
	Total	63407	63349	67134

Table-8 depicts top 10 States/UTs with highest number of missing children. Among States/UTs, Madhya Pradesh remains on top in years 2016, 2017 and 2018 with 8,503, 10,110 and 10,038 numbers of missing children respectively. West Bengal has retained second position over the years 2016-18 with 8,335 in 2016, 8,178 in 2017 and 8,205 in 2018.

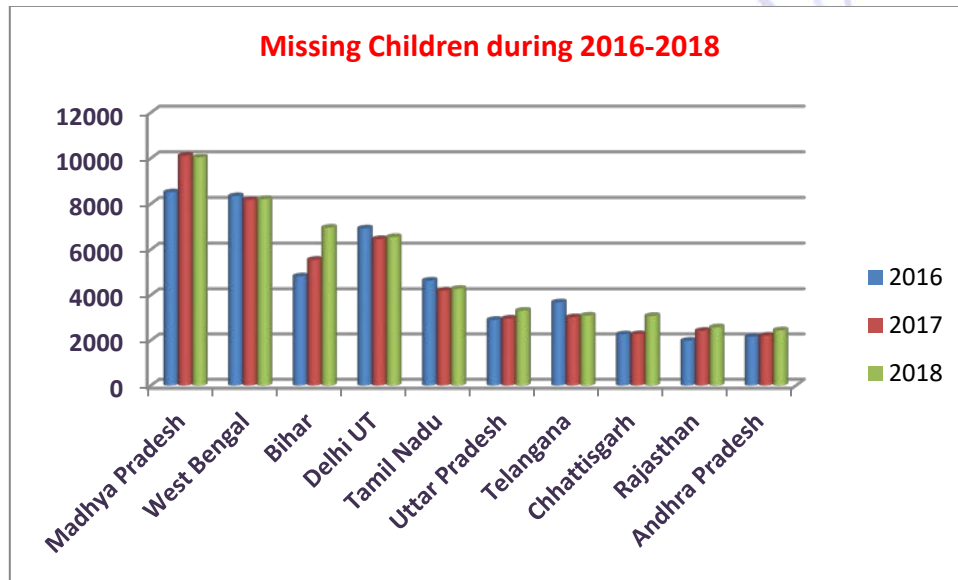


Figure-6: Missing Children during 2016-2018

**Table-8
Top 10 State/UT with high number of missing children**

S.No.	STATE/UT	2016	STATE/UT	2017	STATE/UT	2018
1	Madhya Pradesh	8503	Madhya Pradesh	10110	Madhya Pradesh	10038
2	West Bengal	8335	West Bengal	8178	West Bengal	8205
3	Delhi UT	6921	Delhi UT	6454	Bihar	6950
4	Bihar	4817	Bihar	5547	Delhi UT	6541
5	Tamil Nadu	4632	Tamil Nadu	4196	Tamil Nadu	4271
6	Maharashtra	4388	Telangana	3018	Uttar Pradesh	3306
7	Telangana	3679	Uttar Pradesh	2959	Telangana	3090
8	Uttar Pradesh	2903	Maharashtra	2956	Chhattisgarh	3074
9	Chhattisgarh	2262	Rajasthan	2416	Rajasthan	2571
10	Andhra Pradesh	2155	Chhattisgarh	2269	Andhra Pradesh	2436

Districts with high number of missing children

Following is the analysis of district wise data in the four most vulnerable States of Madhya Pradesh, West Bengal, Delhi and Bihar:

a) Madhya Pradesh

Table-9 depicts the top 10 districts of Madhya Pradesh having highest number of missing children. Indore reported highest number of missing children during 2017 and 2018 with 596 in 2017 and 823 in 2018. Satna has surged from 360 in 2017 to 564 in 2018.

Table-9

Top 10 Districts of Madhya Pradesh having high number of missing children

2017		2018	
District	Missing Children	District	Missing Children
Indore	596	Indore	823
Hoshangabad	523	Satna	564
Bhopal	487	Jabalpur	517
Jabalpur	481	Bhopal	487
Raisen	425	Sagar	395
Rewa	385	Gwalior	369
Gwalior	363	Dhar	359
Satna	360	Khargone	321
Sagar	326	Betul	283
Dhar	310	Raisen	250

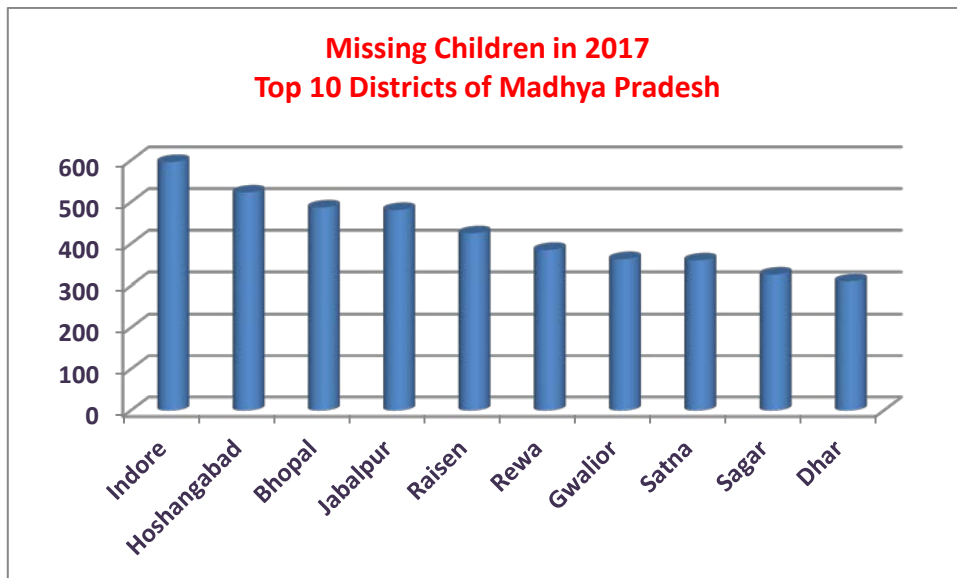


Figure-7A

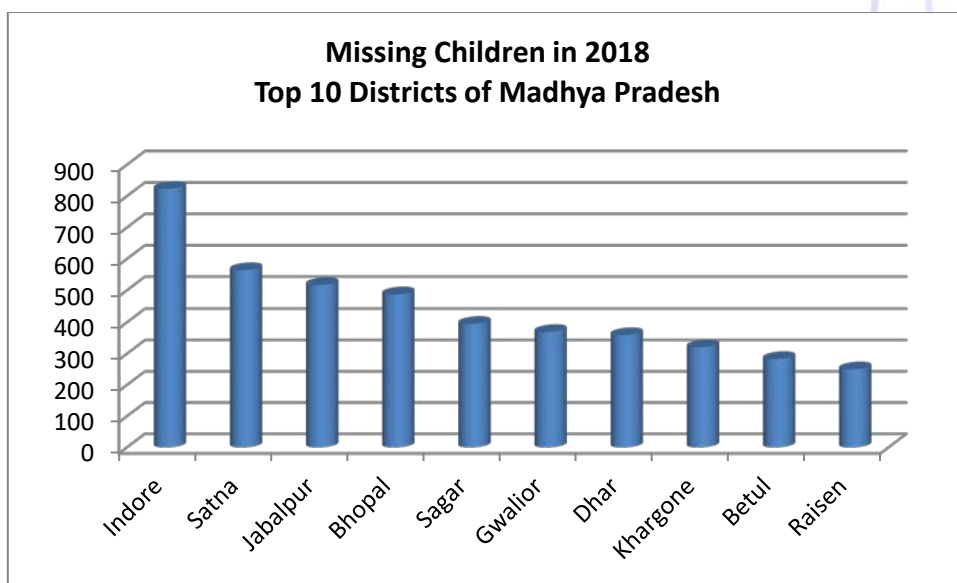


Figure-7B

b) West Bengal

In West Bengal, Kolkata district had maximum number of missing children in 2018 with 989 cases. Nadia district has surged from 291 in 2017 to 474 in 2018. Table-10 depicts top 10 districts of West Bengal having highest reporting of missing children.

Table-10

Top 10 Districts of West Bengal having high number of missing children

2017		2018	
District	Missing Children	District	Missing Children
Barasat	1006	Kolkata	989
Kolkata	857	Barasat	724
Barrackpur PC	668	Barrackpur PC	610
Diamond Harbour Police	497	Nadia	474
Baruipur Police	485	Diamond Harbour Police	439
Howrah Rural	368	Paschim Medinipur	402
Siliguri PC	355	Baruipur Police	375
Basirhat	355	Basirhat	357
Malda	314	Howrah Rural	330
Nadia	291	Siliguri PC	323

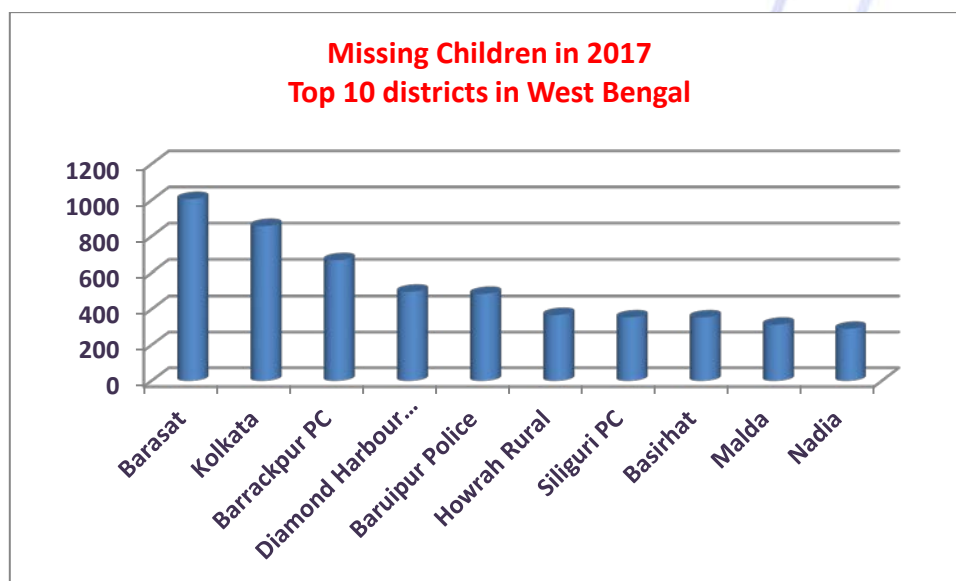


Figure-8A

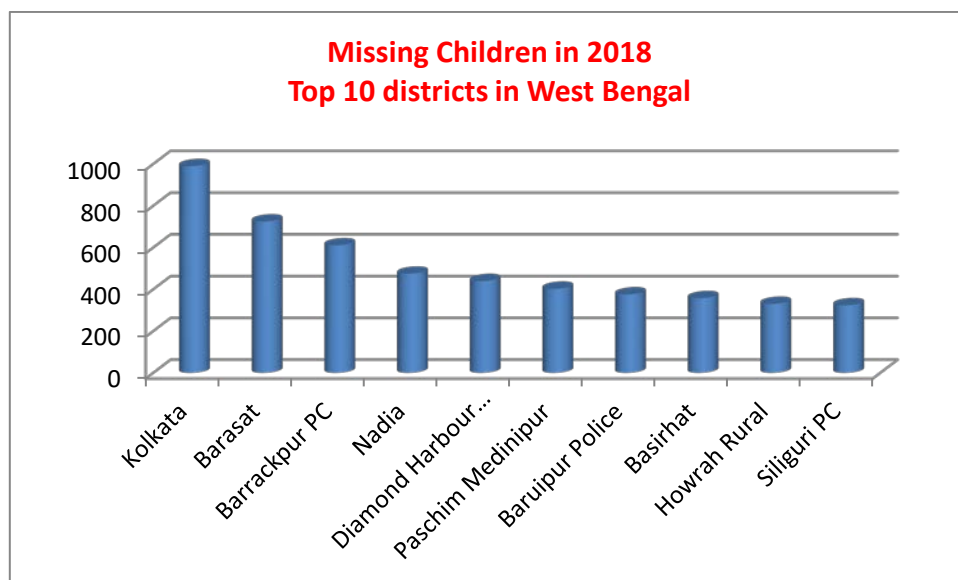


Figure-8B

c) Delhi

Table-11 depicts districts of Delhi having highest number of missing children. Rohini district with 853 in 2017 and 803 in 2018 retain top position.

Table-11

Top 10 Districts of Delhi having high number of missing children

2017		2018	
District	Missing Children	District	Missing Children
Rohini	853	Rohini	803
Outer	728	Outer	698
North-East	635	North-West	651
North-West	614	North-East	613
South-East	560	South	580
Dwarka	517	Dwarka	553
South	489	South-East	545
South-West	365	East	400
East	344	South-West	399
West	332	West	337

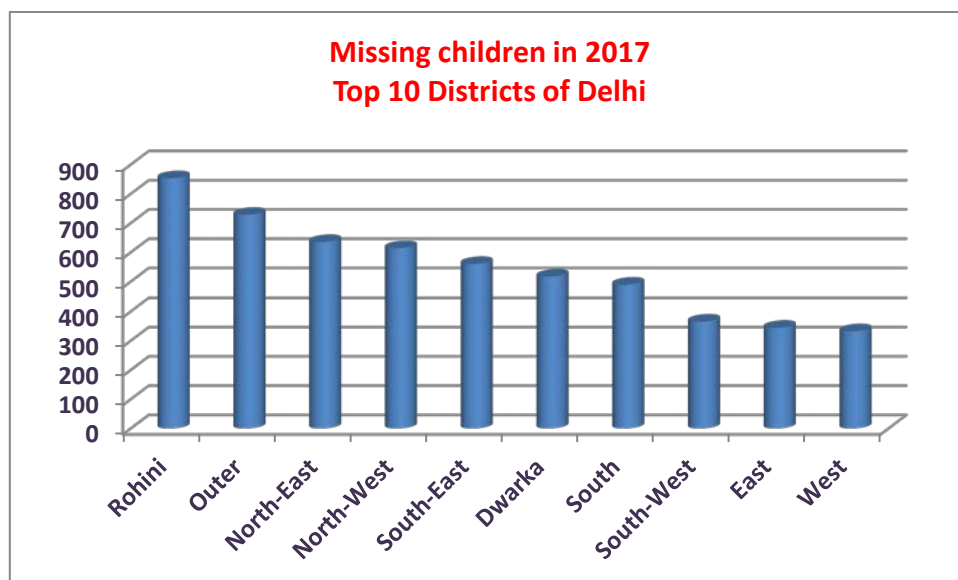


Figure-9A

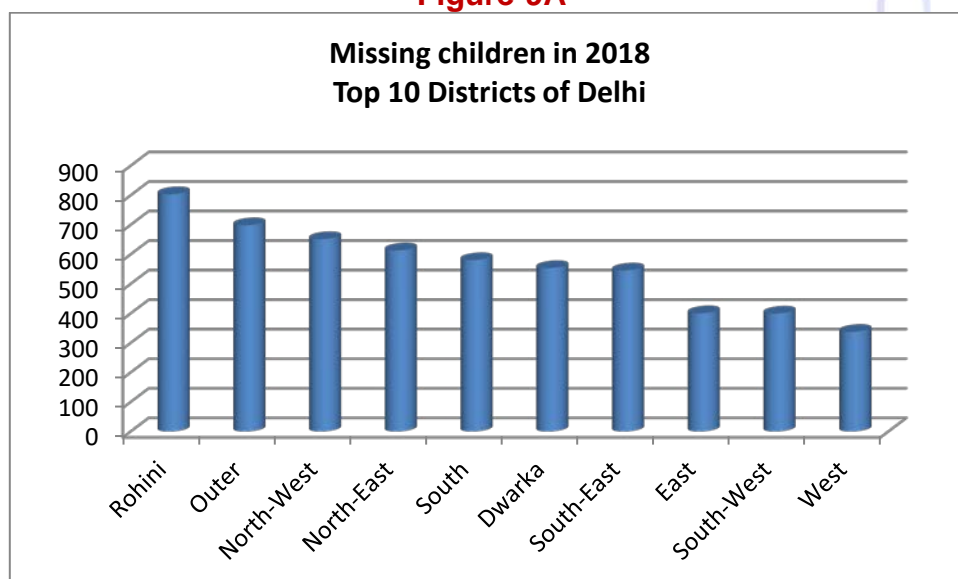


Figure-9B

d) Bihar

Table-12 depicts districts of Bihar having highest number missing children. Patna district have highest number of missing children in both 2017 (631) and 2018 (759). Muzaffarpur has surged from 228 in 2017 to 412 in 2018.

Table-12

Top 10 Districts of Bihar having high number of missing children

2017		2018	
District	Missing Children	District	Missing Children
Patna	631	Patna	759
Nalanda	285	Muzaffarpur	412
Saran	279	Saran	362
Vaishali	245	Sitamarhi	291
Sitamarhi	239	Vaishali	269
Muzaffarpur	228	Nalanda	261
Samastipur	218	Gaya	259
Gaya	213	Katihar	245
Darbhanga	187	Motihari	242
Motihari	176	Darbhanga	215

Figure-10A

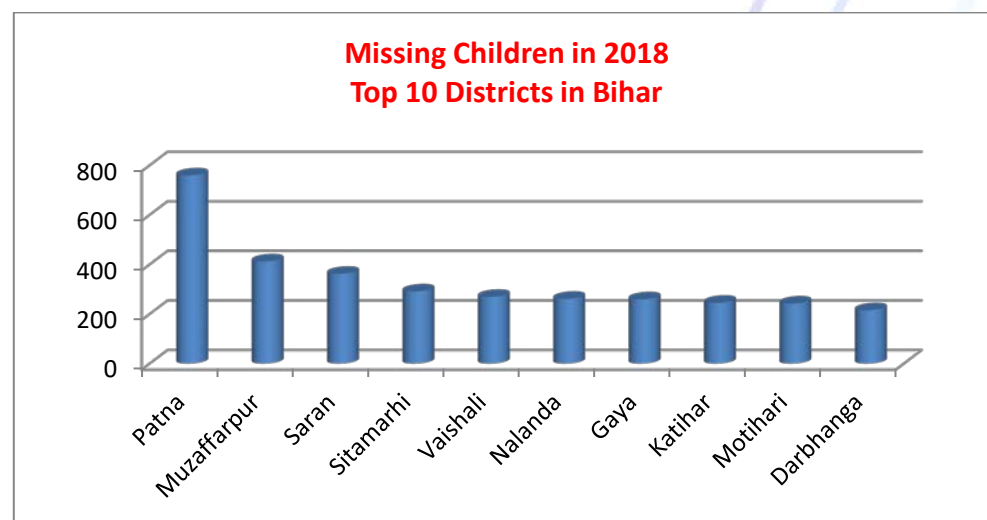
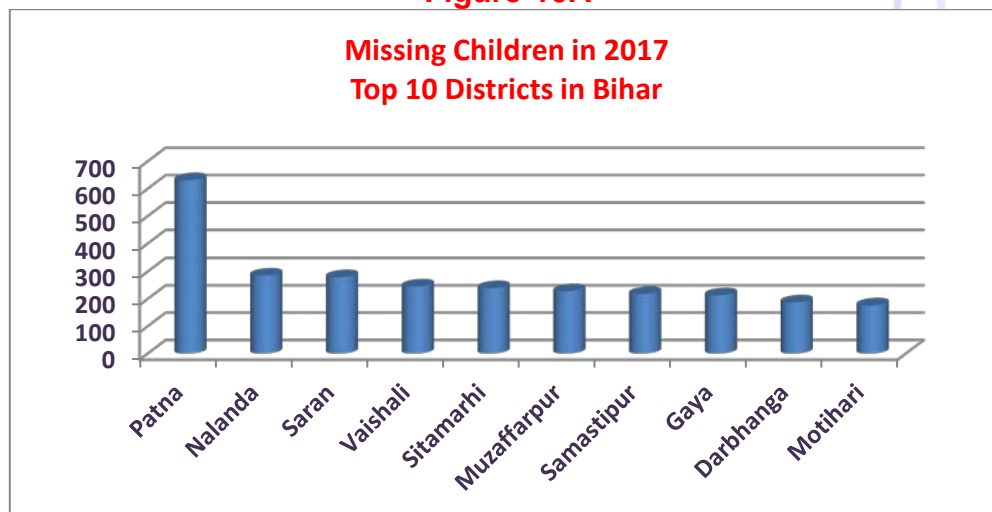


Figure-10B

Findings

1. The numbers of missing persons are spread across the country and a sizeable number of people go missing each year.
2. During year 2016, 2017, and 2018 a total of 2,90,439 , 3,05,267, and 3,47,542 people have been reported as missing.
3. The number of missing women each year is more than the men for the years 2016 , 2017 & 2018.
4. Maharashtra, West Bengal, and Madhya Pradesh have reported maximum number of missing women. In Maharashtra, the maximum number of missing women are from the Mumbai, Pune and Thane Commissionerate. In West Bengal, Kolkata district has reported maximum number of missing women during 2018. In Madhya Pradesh, Indore has reported maximum number of missing women.
5. The number of missing children are maximum in the State of Madhya Pradesh, West Bengal, Delhi and Bihar. In Madhya Pradesh, the maximum number of missing children are from the district of Indore. In West Bengal, Kolkata District has reported maximum number of missing Children. In Bihar, Patna district has reported maximum number of missing children. The Rohini and Outer District of Delhi have reported maximum number of missing children.

Conclusion

It is a regular occurrence for any police organization to deal with report of a missing person. Some persons will have gone missing in order to avoid abuse or violence. Others may be missing due to an accident. A percentage of the total number of people who go missing will have been the victims of serious crime. When the missing person is a women or a child, it is a matter of serious concern. A number of researches have shown that some areas in the country have recorded sizable number of missing persons, particularly women and children. This report has illustrated the States and Districts that have recorded highest number of missing persons.