

48

MINISTRY OF HOME AFFAIRS

MODERNISATION OF POLICE AND
PARA-MILITARY FORCES

ESTIMATES COMMITTEE
1994-95

FORTY-EIGHTH REPORT

TENTH LOK SABHA



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LOK SABHA SECRETARIAT
NEW DELHI

FORTY EIGHTH REPORT
ESTIMATES COMMITTEE
(1994-95)

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PARA-MILITARY FORCES**

Presented to Lok Sabha on 25 April, 1995



LOK SABHA SECRETARIAT
NEW DELHI

April, 1995/Vaisakha, 1917 (Saka)

Corrigenda to 48th Report of Estimates Committee (1994-95)

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COMPOSITION OF THE ESTIMATES COMMITTEE (1994-95)

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| 4. Shri Rajshekhar Sharma | — <i>Under Secretary</i> |
| 5. Shri N.C. Gupta | — <i>Committee Officer</i> |

INTRODUCTION

1. The Chairman of Estimates Committee having been authorised to submit the Report on their behalf, present this Forty-Eighth Report on the Ministry of Home Affairs—Modernisation of Police and Para Military Forces.

2. The Committee considered the replies given by the Ministry of Home Affairs to a detailed questionnaire issued on the subject whereafter the Committee took evidence of the representatives of the Ministry on 22nd and 23rd December, 1993. The Committee wish to express their thanks to the officers of the Ministry of Home Affairs for placing before them the detailed written notes on the subject and for furnishing information desired in connection with the examination of the subject. The Committee also appreciate the frankness with which the officials/representatives shared their views, perceptions and constraints with the Committee.

3. The Report was considered and adopted by the Committee at their sitting held on 30th November, 1994.

4. The Report is divided into two chapters—each devoted to specific aspects. The Committee have, *inter-alia*, made the following important recommendations:

- (i) The force level in all the Para Military Forces should be suitably augmented and that their deployment on responsibility and tasks other than their charter of duties should be done only in compelling circumstances.
- (ii) The Government should examine the feasibility of regrouping and reorganising the Para Military Forces on the basis of their primary functions mainly into two specialised forces — one for guarding the country's borders and the other for assisting the States in maintenance of Law and Order under their overall supervision. The strength of these two not only should be enhanced but various specialised divisions within these forces should also be created on the analogy of Rapid Action Force so that they are able to perform the specific jobs assigned to them more effectively and efficiently.
- (iii) India Reserve Battalions may be created with due promptitude so that the burden on Central Para Military Forces for performing internal security duties is reduced considerably and that they are able to perform the functions envisaged in their charter efficiently.
- (iv) The Ministry of Home Affairs should revise the proposal, make a firm projection to Ministry of Finance and impress upon them the imperative need of approval of National Police

(vi)

Telecommunication Network Scheme so that work of State Police Forces is not hampered due to a weaker communication network.

- (v) The Bureau of Police Research and Development in the Ministry of Home Affairs should devise a Model Manual on Training Courses and Evaluation Systems for various categories of Police personnel in the States. This Model Manual which may incorporate salient features of systems of training prevalent in other democratic countries in the world may be updated from time to time and tuned to the issues confronting State Governments to meet emerging challenges.

5. The Committee would like to express their thanks to the Estimates Committee (1993-94) for taking evidence on the subject and obtaining valuable information thereupon.

6. For facility of reference the recommendations/conclusions of the Committee have been printed in bold type in the body of the Report and have also been reproduced in consolidated form in Appendix II of the Report.

NEW DELHI;
April 17, 1995

Chaitra 27, 1917 (Saka)

DR. KRUPASINDHU BHOI,
Chairman,
Estimates Committee.

CHAPTER I
ORIGIN AND OBJECTIVES

A. Police and State Armed Forces

The subject matter 'Police' pertains to State Governments as 'Police' and 'Public order' are State subjects under the Constitution.

1.2 Most of the State Police Forces are being governed by the Police Act of 1861. The States/UTs where this Act is applicable are:—

(i) Andhra Pradesh; (ii) Arunachal Pradesh; (iii) Assam; (iv) Bihar; (v) Goa; (vi) Haryana; (vii) Himachal Pradesh; (viii) Madhya Pradesh; (ix) Manipur; (x) Meghalaya; (xi) Mizoram; (xii) Nagaland; (xiii) Orissa; (xiv) Punjab; (xv) Rajasthan; (xvi) Sikkim; (xvii) Tamil Nadu; (xviii) Tripura; (xix) Uttar Pradesh; (xx) West Bengal; (xxi) Andaman & Nicobar Islands; (xxii) Chandigarh; (xxiii) Dadra & Nagar Haveli; (xxiv) Pondicherry; and (xxv) Daman & Diu.

Some of the States/UTs like Maharashtra, Gujarat, Karnataka, Kerala, J&K and Delhi have framed their own Police Acts, to govern the working of their Police.

The working of the police force in certain metropolitan cities like Bombay, Calcutta and Madras is regulated by separate legislations.

1.3 Some of the State Governments have also framed separate legislations to regulate the working of their State Armed Forces as follows:—

Andhra Pradesh	State Armed Police Forces Act, 1952.
Maharashtra and Gujarat	Bombay State Reserve Police Act, 1951.
Madhya Pradesh	Madhya Pradesh Special Armed Forces Act, 1958.
Nagaland	Nagaland Police Act, 1985.
Orissa	Orissa Special Military Police Act, 1946.
Sikkim	Sikkim Armed Police Forces Act, 1981.
Rajasthan	Rajasthan Armed Constabulary Act, 1950.
Tripura	Tripura State Rifles Act, 1983.
Uttar Pradesh	U.P. Pradeshik Armed Constabulary Act, 1948.
West Bengal	Eastern Frontier Rifles (West Bengal) Act, 1920.

B. Central Para Military Forces

(i) Constitutional Provisions

1.4 The List-1 under the Seventh Schedule of the Constitution provides for other armed forces of the Union and their deployment. This empowers Central Government to raise the Central Forces as and when required. Accordingly, various Forces have been raised namely BSF, CRPF, ITBP, CISF, Assam Rifles, RPF and NSG. The legal framework is considered adequate for the purpose.

(ii) Imperatives of their establishment and objectives

1.5 With their diverse charter of duties, the Government of India has created the following para military forces under the Ministry of Home Affairs under different Acts of Parliament:—

- (i) Assam Rifles (AR) under the Assam Rifles Act, 1941.
- (ii) Border Security Force (BSF) under the BSF Act, 1968.
- (iii) Central Industrial Security Force (CISF) under the Central Industrial Security Force Act, 1968.
- (iv) Central Reserve Police Force (CRPF) under the CRPF Act, 1949 with retrospective effect from 15 August, 1947.
- (v) Indo-Tibetan Border Police (ITBP) was set up under the CRPF Act, 1949 and subsequently under a separate law entitled the Indo-Tibetan Border Police Act, 1992.
- (vi) National Security Guard (NSG) under the National Security Guard Act, 1986.

Assam Rifles

1.6 Originally conceived as an Armed Police Unit for guarding British Settlements and Tea Estates from depredations of marauding tribals, Assam Rifles came into existence in the form of a small unit of 750 combatants in 1835. In 1883 it was named as Cachar Levy Frontier Police. It was renamed in 1891 and 1913 as Frontier Police and Assam Military Police respectively. Since 1917 in recognition of its contribution to the First World War effort, it had been renamed as the Assam Rifles.

Until 1947, the Force comprising of five Battalions formed a part of Civil Police under Inspector General of Police, Assam. After independence a separate Inspector General was appointed. Since 1948 the Force has been headed by Army Officers. Presently it is being headed by a Director General, who is an officer of the rank of Lt. General in the Army. The Force was under the control of Ministry of External Affairs until 1965. Thereafter, it was placed under the control of the Ministry of Home Affairs.

1.7 The main objectives of the Force are:

- (a) Security of the North Eastern Sector of the International Border;—

- (b) Helping the State Governments in the North East in maintenance of law and order;
- (c) Helping the States in maintenance of internal security/law and order, as and when required;
- (d) Taking counter-insurgency measures in the States in the North East.

Border Security Force

1.8 The experiences gained during the Indo-Pak War of 1965, brought to the force the need for having an armed force for border security. Accordingly, BSF was created in December, 1965 to achieve the following objectives:

- (a) To promote sense of security among the border population;
- (b) To prevent border crimes including smuggling and any other illegal activity; and
- (c) To prevent unauthorized infiltration/exfiltration across the international borders of India with the other countries.

1.9 With the spread of terrorism/extremism in the country, Border Security Force is also being deployed on internal security duties to help the States in maintenance of law and order.

Central Industrial Security Force

1.10 With the growth of public sector following the process of planned economic development in the country, the need for having a specialized Force to provide security to Public Sector Undertakings was felt. The Government, after studying the problems of security faced by the Public Sector Industrial Undertakings, decided to set up a special force for the purpose. Accordingly Central Industrial Security Force was set up in 1969 under an Act of Parliament. It was made an armed force of the Union subsequently in 1983.

1.11 Central Industrial Security Force is meant to provide security to Public Sector Industrial Undertakings against theft, pilferage, sabotage, espionage, fire hazard etc. and also to provide protection to the employees of such Undertakings.

1.12 Central Industrial Security Force is also being made available to States/Union Territories to help them in maintaining public order. This is by way of supplementing the resources available to the States.

Central Reserve Police Force

1.13 It was originally raised in 1939 as the Crown Representative Police to assist in the maintenance of law and order in the erstwhile princely States of Central India. On the attainment of independence, the force was passed on to the Central Government.

1.14 The Force was given statutory status with the passage of Central Reserve Police Force Act in 1949. Initially it was placed under IG Police Delhi. During the period from 1948 onwards, the rapid expansion in the Force took place. This led to the setting up of a Directorate General of the Force. The Force is organised on the concept of Group Centres for effective management and efficient use. At present there are 9 sectors.

1.15 Central Reserve Police Force has been created to help the States/ Union Territories in maintenance of law and order and to curb occasional disturbances occurring in the form of communal/regional/ linguistic riots, ethnic or industrial movements and students agitations etc. In addition, the force is also being made available to help the States/ Union Territories to fight terrorism/insurgency.

Indo-Tibetan Border Police

1.16 The Indo-Tibetan Border Police (ITBP) was originally conceived as an integrated "Guerrilla-cum-Intelligence-cum-Fighting Force" completely self-contained with its supplies, communications and intelligence units as a sequel to the Chinese aggression on the northern borders in 1962. The main functions of ITBP were laid down afresh in August, 1970.

1.17 The role of ITBP was reviewed and redefined again in June, 1976 as under:

- (a) to provide a sense of security to the population living on the borders, keeping vigil on selected ingress routes and also detect and prevent border violations in coordination with the security forces;
- (b) to control trans-border traffic and crime, including smuggling and unauthorized civilians ingress and egress, in coordination with Intelligence Bureau;
- (c) to provide protection and all facilities to the IB to enable them to carry out, both during peace and war, their assigned tasks;
- (d) to function under the operational control of the Army as may be required in sensitive areas; and
- (e) to function in a role similar to that of the Border Security Force in a war situation.

1.18 While the primary role of the ITBP continues to be that of policing the Northern borders of the country, the Force is also deployed on internal security duties to assist the States/UTs in maintaining law and order.

National Security Guard

1.19 The National Security Guard (NSG) was created in 1984 to tackle the problem of terrorism, which manifests in various forms, such as hostage-taking, hijacking of aircrafts, kidnappings, etc. It is modelled on the pattern of SAG of the UK and CSG-9 of Germany. It is a task-oriented force and has two complementary elements in the form of

Special Action Group (SAG) and the Special Rangers Group (SRG). The personnel drawn from the Defence Forces and Central Para Military Force are specially trained and equipped for carrying out the assigned tasks.

(iii) Obligation of the Central Government

1.20 The Central Government's stand in regard to the use of the armed forces of the Union for maintenance of 'Public order' is based on the Constitutional position that 'Public Order' is a State subject. While the Central Government provides armed forces of the Union to the States to help them in discharging their Constitutional obligations of maintaining 'Public order', as and when required, it is working towards the long term objective that States should create their own forces to effectively deal with the undesirable activities of the unlawful and anti-national elements. The concept of India Reserve Battalions (IRBn) with financial assistance from the Central Government is a step in this direction. These Bns. will be raised and maintained by the State raising them and will be available to it to maintain 'Public Order' and will also be available to some other States, where additional force may be needed. IRBn have been sanctioned to Assam (two Bns.), Manipur (One Bn.) and Mizoram (One Bn.) recently.

1.21 On the creation of India Reserve Battalions by the State Governments, Home Secretary during his evidence before the Committee stated:

"For the last year or two after discussion with the State Chief Ministers and viewing the analysis undertaken by the BPR & Dand after taking into account the views of the successive Director Generals of our CPMFs. The Ministry of Home Affairs feels that one of the essential things to be done is not merely to attend to the urgent modernisation of the State Police Forces but also enable the raising of additional Forces in the States so that they have available, ready at hand, personnel who can act effectively in a short time. First of all, it is vital to fill the pure and simple physical gap of the lack of Forces in the States. We are trying to do this. The Government of India have authorised the raising of India Reserve Battalions by the State Governments in a phased manner. Certain number of Battalions have been sanctioned for certain States and additional Battalions are envisaged to be sanctioned in a month or two. Hopefully, by March or April, 1994, some of the States would have additional Battalions. For instance, Punjab has raised five India Reserve Battalions. The idea is that they will not serve the State in which they are raised, the States to which they belong, but by virtue of the scheme, tomorrow if the Centre feels that an India Reserve Battalion is required say in Madhya Pradesh then as per the understanding with the Punjab Government, the India Reserve Battalion can be moved from Punjab and deployed in Madhya Pradesh. This process is well under way. We hope that with the more resource allocation, we will be able to raise

more of the Armed Battalions in the States, to reduce the burden on the CPMFs. I personally feel, it would not be possible for a country of our size and dimension to proceed on any approach which is based on the assumption that the Government of India should be responsible for providing CPMFs across the length and breadth of the country. Public order is a State subject. It is high time that the States also start contributing to this responsibility.”

1.22 The Home Secretary further submitted:

“It has to be a two-pronged effort. The Centre has also to augment the CPMFs to see that CRPF are not continuously under pressure and pulled away from their task for which they are specially trained, for the kind of purposes that we have witnessed in the recent years. Side by side, each State Govt. must take on the responsibility of raising and training the kind of Force they require.”

1.23 Asked to indicate the future plans for creation of India Reserve Battalions, Ministry in a subsequent note stated as under:

Eight India Reserve Bns. are already in existence as indicated below:

Rajasthan	2
Madhya Pradesh	2
Madhya Pradesh (Central Pool)	2
Punjab	2
Total	8

On receipt of proposals from eight other States, the Govt. of India have decided to raise 22 such India Reserve Bns. in two phases as indicated below:

Name of the State	Phase I	Phase II
Andhra Pradesh	2	2
Assam	2	—
Himachal Pradesh	1	—
Mizoram	1	—
Manipur	1	—
Punjab	5	5
Rajasthan	2	—
Sikkim	1	—
Total	15	7

Sanctions for raising 15 India Reserve Bns. in the first phase as indicated above have already been issued on 11th June, 1993. Government is

considering to raise 15 more Indian Reserve Bns. in the third phase as indicated below:

Uttar Pradesh	3
Tripura	2
Arunachal Pradesh	1
Haryana	2
Gujarat	2
Tamil Nadu	2
J & K	2
Meghalaya	1
Total	15

(iv) Deployment

1.24 The Government recognize the need for augmenting the strength of BSF for keeping more effective vigil on the borders. A proposal to raise the strength of BSF is currently under consideration, of the Government. The following additional measures have also been taken to check infiltration/exfiltration and smuggling across the borders.

- (i) Fencing of Indo-Pak Borders in certain stretches in Punjab & Rajasthan.
- (ii) Augmenting the Water Wing of BSF in terms of manpower and other resources like medium crafts, mechanized boats and speed boats etc.
- (iii) Equipping the Force with more technical equipments, like Night Vision Devices etc., for keeping effective surveillance on the borders.

1.25 As per their charter, the BSF are required to be deployed at the borders for discharging specific responsibilities and tasks. However, when the activities of anti-national elements in a particular State or area tend to cause serious disturbance of 'Public Order', the BSF gets deployed on internal security duties also under compelling circumstances. This results in thinning out their presence at the borders to some extent with attendant adverse effect. Their continued deployment on Internal Security duties also adversely affects the training of BSF personnel. In so far as primary role of BSF i.e., guarding the borders is concerned, the BSF are properly organized and adequately equipped to discharge it.

1.26 The Assam Rifles is not the only force engaged in curbing terrorism and insurgency in the North Eastern States. The Army, the other Central Para Military Forces and the State Police Forces are also engaged in the same task.

1.27 All Bns. of the Assam Rifles have been placed under the operational control of the Army.

1.28 CRPF is a pre-Independence force. During the post-Independence period, CRPF has undergone significant expansion. Originally, CRPF was conceived as a reserve force to be provided to States in the situations of occasional disturbances to public order caused due to communal, regional, linguistic or any other factor. However, with the spread of insurgency and terrorism in the country, CRPF is being deployed in various States to help them in curbing the activities of such elements. Admittedly, the present strength of CRPF is not adequate to meet all such commitments which *ipso-facto* have led to the deployment of other Central Para Military Forces, like BSF in such situation. The strength of CRPF is also temporarily augmented when the need is felt. Recently 25 auxiliary Bns. were raised for performing duties in connection with the recently held assembly elections. As maintenance of 'Public Order' is the responsibility of the States under the Constitution, CRPF acts as a reserve pool of force to be deployed in the States to assist them. It seems difficult to fix any specific strength for CRPF, which should prove adequate to meet full requirements which vary and are difficult to forecast.

1.29 Asked as to why the Central Para-Military Forces were not strictly performing their roles for which they were created, Home Secretary during evidence stated:

"The CPMFs were raised at various points of time, for given purposes, while the CRPF, a Force already in existence in 1947, was expanded and its role redefined. In early 1980s, the situation in Punjab started deteriorating and in the middle 1980, the situation became rather grim. Operation Blue Star in 1984 saw very large deployment of Central Para Military Forces in that State. This continued for a number of years. The situation still continues. We have a large deployment of CRPF in Punjab even today.

From around January, 1990, the law and order situation in Jammu and Kashmir started deteriorating in terms of militancy, terrorism and insurgency. From around this time, we have witnessed very large scale deployment of BSF in Jammu & Kashmir, not only along the borders but also in the hinter land, in the rural areas and in the towns and cities. Assistance is also provided to BSF by ITBP on a lower scale because it is a smaller force and therefore, its deployment outside its jurisdiction decides its role. CRPF also has witnessed deployment in many places. It was largely deployed in Punjab and in the North East. Now the question arises, whether these Forces are currently performing the roles for which they were raised, trained and equipped. My brief answer to that is 'no'. This is a compulsion which has overtaken us and it is not possible overnight to raise specialised forces, to train them, to equip them, to deploy them to meet the challenges of law and order maintenance, which we have witnessed in recent years. So there were no choices before the Government except

to utilise all that it had in terms of available forces, in answer to the compelling situations. CRPF has been deployed in many areas to perform a role which is different from its originally envisaged role; likewise also BSF and ITBP but this is so on a lesser scale."

(v) Lack of Coordination

1.30 The simultaneous deployment of various para-military forces in a State could create the problems of coordination amongst various Forces. To avoid such a situation, the Committee asked the Home Secretary as to whether it was possible to create a second line of defence to tackle the problems of insurgency, law and order, etc. In reply Home Secretary stated:

"Our first objective is not to mix the CPMFs. We do try not to do that. But on account of certain pressing factors we do sometimes end up with such a mix, which is not intentional, That is because there is an overall serious paucity of CPMFs. Whichever is the nearest available CPMF, we rush it do the troubled spot through the fastest means. Let me say that we wish to have situation in which each territory has self-sufficiency and the Centre only provides specialised forces. That would be the ideal situation. That is what the Director-Generals of CPMF always looks for. They have logistics problems, they have managerial problems and ultimately they have the morale problems. These factors are very well in our mind. We are actively conscious of the observations made here."

(vi) Unification of Forces

1.31 In view of the fact that various CPMFs are being used almost interchangeably, one substituting and supplementing the other, Committee asked the Home Secretary to express his opinion with regard to formation of one single Centralised Para-Military Force which could take over all requirements of assisting the civil authorities in the event of law and order problem. In reply Home Secretary stated as under:

"Prima facie I would say 'yes', but with your permission I would say 'no'. When there is a law and order problem you have a picture in your mind of what is happening on the ground. That picture may not be applicable to all situations that have emerged in our country in the last few years. Is it a small riot in a city or a small town which is required to be quelled peacefully without using tear gas shells or rubber bullets or is it a mob which is armed with weapons which even the local Police does not have? Yet another example could be of pure and simple communal violence in the narrow streets of Aligarh, Meerut, Hyderabad or Bombay and people running into the nearest narrow lanes for escaping. Yet another situation, faced recurringly in the last 12 to 15 years, is of militants being highly motivated and possessed with lethal arms which even

the Indian Army does not have. The militants have sniper rifles, grenades, rocket launchers etc.

.....So, I would like to submit that it may not be possible for a single force to deal with every and all kind of situations. However, theoretically it is possible for a single force, in adequate strength with the right type of training and the right type of equipments to deal with all kinds of situations. But then the question of effective management of a very large Force spread all over the country would arise.

It will need to be deployed and spread all over the country so that it has a quick response, time and mobility to come to the aid of State Police and effectively provide the assistance required.....we have been discussing this matter for a considerable period or time. As a result of these discussions, some time ago, out of the CRPF, the Government authorised the creation of Rapid Action Force (RAF). It has better trained boys of a certain age group; its response time is very good. They are not commandos in the classic sense but they have a certain role which is different and probably superior to the mainstream of CRPF which are meant to perform other kind of tasks.

I would submit, seeing the size of our country and population and the nature of the problems we have to face from time to time, that it is a matter for further consideration whether a single force would be ideal and what could be the maximum size of such a Force? Would it be manageable sized Force? Should it be under one command?

1.32 On reducing the number of CPMFs to one or two only from the existing number of six, Home Secretary further stated:

"I agree with you, Sir. Theoretically, the ideal course is possibly to have one or two forces in adequate large strength located at given places to come to the immediate rescue of the State Governments. We are now working in that direction. But, I must confess to the Committee that the paucity of resources, both with the States and the Centre, is a factor which we cannot ignore..... I was submitting that the preferred course would be to have one or two specialised forces, more oriented to deal with the kind of situation which we have been dealing in the recent past and with a very flexible training orientation so that they can deal with any given situation."

(vii) Observations/Recommendations

1.33 Maintenance of 'Public Order' is the responsibility of the States under the Constitution. But in order to assist the States in maintaining the law and order and also to encounter situation arising from insurgencies, terrorism etc. assistance is also provided by the Central Government

through Central Para Military Forces which have been constituted by the Acts of Parliament as independent Armed Forces of the Union.

1.34 The Committee have been informed that the Six Para-Military Forces viz. Assam Rifles, Border Security Force, Central Reserve Police Force, Central Industrial Security Force, Indo-Tibetan Border Police and National Security Guard were constituted by the Government of India from time to time for performing certain functions as laid down in their Charter of duties. Since the present strength in some of these forces is not adequate enough to meet the commitments, in actual practice, these Para Military Forces which were conceived, raised, trained and equipped for specific purposes, are being deployed on responsibilities and tasks not mandated for them.

Border Security Force, a premier border guarding Force and ITBP, trained and equipped mainly for northern border of the country are being deployed on internal security duties to help the States in maintenance of law and order. Likewise, CISF which was set up with the objective of providing security to public sector industrial undertakings is being made available to assist the States/Union Territories in maintaining public order. CRPF created to help the States/Union Territories in maintenance of law and order and to curb disturbances occurring in the form of communal, regional, linguistic riots etc. is also being deployed sometimes for near combatant situations for which the Force is not well trained and properly equipped. The Committee have been informed that due to deployment of BSF on internal security duty, their primary role was getting adversely affected.

1.35 The Committee consider this situation as anomalous and they are of view that deployment of CPMFs on duties other than their respective mandated role for which they are not properly organised, suitably trained and adequately equipped may have demoralising effect on them due to poor, ineffective and inefficient performance.

1.36 The Committee, therefore, desire that the force level in all these Forces should be suitably augmented and their deployment on responsibilities and tasks other than their charter of duties should be done only in compelling circumstances

1.37 The Committee also find that in the event of their deployment on internal security duties they have to perform similar jobs and functions in an unified manner. As the simultaneous deployment of these forces on internal security duties is leading to the problem of coordination as also adversely affecting their primary roles, the Committee feel that a need has arisen to review the functioning of Central Para Military Forces and reorganise them so that not only the problems of law and order in the States can be looked into effectively by these Forces but also their primary roles are not affected adversely. The Committee are of the opinion that the

Government should examine the feasibility of regrouping and reorganising the Central Para Military Forces on the basis of their primary functions mainly into two specialised Forces—one for guarding the country's borders and the other for assisting the States in maintenance of law and order under their overall supervision. The strength of these two not only should be enhanced as already recommended above but various specialised divisions within these Forces should also be created on the analogy of Rapid Action Force so that they are able to perform the specific jobs assigned to them more effectively and efficiently. Each Force may also be provided with a flexible training orientation course so that they are able to deal with any given situation.

1.38 The Committee also note that the Government besides providing assistance to the States have also before them an objective that States should create their own forces to effectively deal with undesirable activities of unlawful and anti-national elements. With this objective in view the Government have authorised the raising of India Reserve Battalions with financial assistance from the Central Government. The Committee desire that India Reserve Battalions might be created with due promptitude so that burden on Central Para-Military Forces for performing internal security duties is reduced considerably and that they are able to perform the functions envisaged in their Charter efficiently.

CHAPTER II

MODERNIZATION

The concept of modernisation applies to weaponry, equipment, communication system, transport, training, investigative aids which would promote and assist proper and scientific investigation etc.

A. Central Scheme for Modernisation of State Police and State Armed Police Forces

2.2 The "police" being a State subject the primary responsibility for the modernisation of their police forces and to formulate long term/short-term strategies and schemes/projects is the responsibility of the concerned State. However the Government of India's policy is to supplement the resources of the States by way of providing assistance under the scheme of modernisation of State police forces for acquisition of latest equipments, stores/vehicles in the key areas of communication, training mobility, investigation aids, etc. as per the following broad pattern of allocation:

Items	% Allocation
(a) Police training centre buildings, their expansion and renovation, training aids, equipments, etc. subject to the condition that the maximum expenditure on police training does not exceed Rs. 20.00 lacs.	20
(b) Forensic Science Laboratory Centre for Questioned Documents, Finger Print Bureaux, etc. buildings, their expansion and renovation, equipments and aids provided that the maximum expenditure on FSL, buildings, etc., does not exceed Rs. 20.00 lacs.	20
(c) Equipments, light weaponry, aids for crowd control, traffic control, VVIP security.	20
(d) Mobility—acquisition of new vehicles	20
(e) Communication	10
(f) Equipments/aids to investigation, data processing, office equipments.	10

2.3 The State Governments have been informed that the above pattern is by way of recommendation and that they may take in account local conditions while formulating their proposals. The State Governments are also requested to formulate perspective plans taking into account their

future requirements. The proposals are examined in the Ministry in consultation with the Bureau of Police Research and Development.

2.4 Explaining the background of initiating the scheme, the Ministry in a note stated as follows:

'The Ministry of Home Affairs realised long ago that State Governments were not committing adequate resources to meet such essential requirements of their Police Forces. Non-availability of adequate financial resources with the State Governments to meet such expenditure was seen as the principal constraint behind their inability to commit larger quantum of funds. This realization led to the Central Government initiating the scheme of 'Modernisation of State Police Forces' in 1969, under which financial assistance is given on matching basis to the State Governments. The financial assistance covers expenditure on purchase of vehicles, equipments, aids to investigation, data processing and office equipments and also buildings for training institutions and forensic science laboratories. During (1969-93) Rs. 212.00 crores have been given to the States under the scheme.'

Future programme and allocation proposed

2.5 The scheme has been further extended from 1991-92 to 2000 AD. Under this scheme, funds are released to the State Governments as Grants-in-aid and loans (in the ratio of 50:50) to be utilized by the State Governments for purchase of vehicles, wireless equipments, weapons, scientific aids, police training etc. Funds are released under the scheme to the State Governments only after the utilization certificates for the previous year are received.

The third phase of the scheme covers the period from 1991-92 to 2000-AD. The Government has approved an annual allocation of Rs. 30.00 crores for release to the States over the next four years i.e. Rs. 120.00 crores for the period from 1991-92 to 1994-95. The broad state-wise annual allocation for 1992-93 to 1994-95 is as follows:

Rs. in lacs

Andhra Pradesh	209.56
Arunachal Pradesh	46.27
Assam	95.43
Bihar	233.12
Goa	58.96
Gujarat	150.18
Haryana	71.71
Himachal Pradesh	40.69
Jammu & Kashmir	81.54
Karnataka	150.80
Kerala	113.99
Madhya Pradesh	237.82

Rs. in lacs

Maharashtra	251.29
Manipur	34.63
Meghalaya	25.94
Mizoram	43.89
Nagaland	38.43
Orissa	104.61
Punjab	84.65
Rajasthan	154.92
Sikkim	17.22
Tamil Nadu	196.75
Tripura	46.53
Uttar Pradesh	336.30
West Bengal	174.77
TOTAL	3,000.00

2.6 Budget Estimates, Revised Estimates and the actual expenditure under the scheme for modernization of state police forces for the last five years are as follows:

(Rupees in lakhs)

Year	Budget Estimates	Revised Estimates	Actual expenditure
1988-89	1,600	1,600	1,035
1989-90	3,400	1,000	974
1990-91	1,000	1,000	1,000
1991-92	1,000	2,000	2,000
1992-93	3,000	3,000	3,000

2.7 Asked what were the reasons for not utilising the full amount during 1988-89 and 1989-90, the Ministry of Home Affairs in a note stated as under:

“MHA release funds to the States only after utilization certificates in respect of the funds released in the preceding year have been furnished by them. This requirements was not met by some States due to which full allocations could not be released during 1988-89 and 1989-90. The reasons commonly advanced by the State Governments for non-utilization of funds are—(i) the State Finance Department released funds late to the Police Department and as such the latter could not incur expenditure before the close of the financial year; and (ii) in case of imported equipment, the procurement process is time consuming.”

2.8 Explaining the limitation in giving directions to the State Governments for allocation of more resources for modernisation of Police and their Armed Forces, the Home Secretary stated during evidence as follows:—

“We have no means of influencing, much less directing the State Governments to allocate resources of a given order which we may perceive as appropriate level of funding for the adequate and proper functioning of the State Police and State Armed Police Forces. We do try, through the Director-General of Bureau of Police Research and Development, and try to keep on consistently and continuously influencing the State authorities to devote more and more resources for the functioning of the Police, *inter alia* for the modernisation of State Police and the State Armed Police Forces. To supplement the efforts of the State Governments we have had, over the recent years, a Centrally Sponsored Scheme wherein we provide 50 per cent grant and the other 50 per cent the States provide. The specific items for which the Central financial support are also laid down in the Scheme, essentially limited to infrastructural development, *e.g.* for buildings, for transport, training centres, logistical arrangement for training etc. Normally, we expect that erection of buildings, creation of infrastructure would be adequately looked after by the State Governments.”

2.9 As regards the basis on which the funds have been allocated to different States, the Ministry have explained the position as follows:

“Statewise allocation of funds has been decided on the basis of certain objective criteria based on (i) the population of the State; (ii) strength of police personnel; (iii) number of police stations; and (iv) crime per lac of population. The sum of Rs. 30.00 crores was allocated on this basis.”

2.10 In regard to the modernisation of State Armed Police a proposal has been submitted to the 10th Finance Commission. Enquired whether the minimum grant of Rs. 300 crores recommended in the Memorandum submitted to the Finance Commission would be sufficient for modernisation needs of the State Police Forces, the Ministry of Home Affairs have stated in a note as follows:—

“MHA have proposed a sum of Rs. 60.00 crores per annum for a period of five years for the purpose. It is felt that this will help the State/UTs police forces in modernizing themselves to a significant extent if a matching grant of the like amount is made available from the State resources.”

2.11 The Report of the Tenth Finance Commission was present to the President on 26.11.94. However, it was laid on the Table of the House on 14.3.95.

In a subsequent note dated 28th March, 1995, furnished to the Committee, the Ministry of Home Affairs informed that no separate funds have been recommended by the Tenth Finance Commission for the scheme of Modernisation of State Police Forces. No assistance has also been recommended for raising Armed Police Battalions by the States. The Tenth Finance Commission have recommended the following amounts:

In crores

(a) Building for Police Stations/Outposts	28.76
(b) Police Housing (Family accommodation)	375.61
(c) Police training	56.47
(d) Police Telecommunication	94.37

2.12 In regard to the specific purpose of modernisation grant of Rs. 58 crores, the Ministry have stated that:

“The amount of Rs. 58.00 crores is proposed to be spent on strengthening the training arrangements for police personnel in the States/UTs. A proposal in this regard has been submitted to the Finance Commission.”

2.13 From perusal of the statement furnished by the Ministry on amounts released under Modernisation of Police Forces Scheme during 1991-92 and 1992-93, and the percentage of utilisation by the State Governments, it was observed that many of the State Governments under-utilised/non-utilised the funds. Asked why the States were not able to utilise even the funds provided, the Home Secretary stated as follows:

“The brief answer is while we have limited resources at the Centre and the total value of the annual assistance for modernisation, is no more than Rs. 30 crores, the States are not able to utilise even the funds provided.

Our officers go to State Headquarters and sit with them. They have to satisfy us about the utilisation grants in the preceding year before fresh grants are released.

That is happening because the decision-making process, in the States is not speedy enough and the procurement takes time when they place orders. Now we are taking action. In the next one year this will pick up and the utilisation will hopefully become almost 100 per cent.”

2.14 Asked further as to what reasons have been advanced by the States for under utilisation of central assistance, Ministry in a subsequent note stated that procedural difficulties involved in drawing the amount from the State Governments treasuries and in importing certain items have been stated as reasons for delayed utilization/non-utilization of funds. It is for the State Governments to sort out these matters.

2.15 Ministry further stated that efforts are being made to release the fund at the beginning of the financial year so that State Govts. have enough time to utilize the funds before the close of the financial year.

Utilization of funds released under the scheme of the modernization of State Police Forces is monitored on a monthly basis. To ensure full utilization of funds by the States, the second instalment under the scheme is released only after the receipt of the utilization certificate in respect of the funds released during the previous year from the State Govts.

Observations/Recommendations

2.16 Taking cognizance of the fact that the State Governments were not committing adequate financial resources to meet the essential requirements of their Police Forces, the Central Govt. initiated the scheme of Modernisation of State Police Forces' in 1969 under which financial assistance was given on matching basis to State Govts. for purchase of vehicles, equipments, communication equipments, aids to investigation, data processing, building, etc. During 1969-92 Rs. 212.00 crores were given to the States under the scheme. The scheme has been further extended to cover the period from 1991-92 to 2001-02. The Govt. has approved an annual allocation of Rs. 20.00 crores for release to the States for over the next 4 years i.e., 1992-93 to 1995-96. The Committee, however, feel that the present allocation of Rs. 30.00 crores per annum to all the States like in the past to meet their requirements is insufficient keeping in view well trained and equipped with sophisticated arms militants, extremists and terrorists and near-insurgency conditions prevalent in certain parts of the country. They are of the view that grant of adequate financial resources to the State Govts. particularly to those wherein militancy is more acute is of paramount importance with a view to augmenting their resources to enable them to modernise their fire arms with the acquisition of matching weapons/equipments and other essential requirements to counter insurgency effectively.

2.17 The Committee, therefore, desire that Ministry of Home Affairs should review the position and enhance the allocation under the scheme of Modernisation of State Police Forces to enable the State Govts. to meet their modernisation needs, and to deal with emerging challenges from the unlawful activities of terrorists, militants and other subversive forces effectively.

2.18 The Committee note that under the scheme of 'Modernisation of State Police Forces' the State-wise allocation of funds is being made on the basis of certain objective criteria based on (i) the population of States; (ii) strength of police personnel; (iii) no. of police stations; and (iv) crime per lac of population. The Committee, however, feel that apart from the above, requirement of maintenance of law and order arising from menace of terrorism, extremism/militancy should also be taken into account for allocation of funds.

2.19 The Committee, therefore, desire that the criteria for allocation of funds under the scheme of 'Modernisation of State Police Forces' should also include the growing financial needs of the States wherein activities of terrorists, extremists and militants are rampant.

2.20. The Committee also find that some of the States were not fully utilising the annual assistance well in time due to impediments in importing certain equipments/items. The Committee are of the view that to obviate the difficulties being encountered by State Govts. in import of certain equipments, the Ministry of Home affairs should coordinate the import of security equipments/items after ascertaining from the State Govt. their requirements.

2.21 The Committee note with satisfaction that the Ministry of Home Affairs have approached the 10th Finance Commission for award of Rs. 300 crores for Modernisation of State Police Forces. The Tenth Finance Commission has, however, recommended no separate funds for the scheme of Modernisation of State Police Forces. The Commission has recommended an amount of Rs. 555.21 crores to meet specific requirements for building of Police Stations/Outposts, Police Training and Telecommunications. The Committee expect that the funds recommended by the Commission would meet the modernisation need of State Police Forces to a certain extent.

B. Central Para Military Forces

(i) Funds for Modernization

2.22 No separate funds for modernization purposes are allocated to any Para-Military Force. Expenditure on modernization is incurred from the budget allocation of each force.

(ii) Strategy

2.23 In relation to Central Para-Military Forces, the strategy is to equip them with weaponry, equipment, transport, communication systems and other essential items to meet the emerging challenges. In all these areas, need based approach has so far been followed. The Central Para-Military Forces have been advised to reassess their modernization needs in the identified areas and prepare suitable schemes which could be taken up for implementation in a planned manner. In the absence of separate budgeting for such purposes, it has not been possible to determine the exact expenditure involved on such modernization efforts. The availability of right kind of equipment from indigenous sources and adequate finance to meet the expenditure are the two constraints in this regard.

2.24 Modernization process *ipso-facto* requires financial resources. Expenditure on police and Para-Military Forces is not a plan expenditure. As such no perspective plans have been drawn for modernization of police and Para-Military Forces.

2.25 Insofar as the Central enactments governing the Central Para-Military Forces are concerned, no amendments are considered necessary for modernization purposes as these laws are of regulatory nature.

(iii) Policy

2.26 Asked to indicate the policy of the Government for modernization of Para-Military Forces, the Ministry of Home Affairs have stated in a note to the Committee as follows:

“No laid down policy as such exists. Modernization is a continuing process. However, Para-Military Forces are adequately equipped to handle the law and order situations. Upgradation in weaponry, equipment, transport, etc. required from time to time in the changing scenario with the specific reference to the role of the specific force are projected to the Government by the force concerned from time to time and suitable action is taken on them. Obviously, the constraints of availability of indigenous weaponry/equipment and the finances required to meet the expenditure have to be kept in mind”.

2.27 Asked by the Committee as to whether the need for framing a policy for modernization of Police and Para-Military Forces had not become imperative in view of the activities of terrorists and subversive forces which was leading to deterioration in law and order situation, Ministry stated as follows:

“The broad policy of the Central Government is that the CPMFs should be adequately equipped and trained to perform their assigned role and responsibilities within the above broad policy parameters, each Para-Military Force formulates its proposal on need basis from time to time which are examined in the Ministry. It, however, seems desirable to evolve a long term perspective and frame policy guidelines in regard to the modernization of Central Para-Military Forces.”

(iv) Organizational set-up

2.28 There is no separate organizational/administrative set up in the Ministry of Home Affairs exclusively for the modernization of the police and Para-Military Forces. Prior to October 1991, all matters relating to Central Para-Military Forces were being looked after in the Police Division headed by a Joint Secretary. In October 1991, a separate Security Division, headed by a Joint Secretary, was created and entrusted with the responsibility of looking after all matters relating to ‘Provisioning’ and ‘Procurement’ for para-military forces. As such, the needs of para-military forces for various items of weaponry, equipment, transport, communication equipment, etc. are being looked after by this Division. A Committee, under the Chairmanship of Special Secretary, has been constituted, which has representatives from DRDO, BPR&D and para-military forces to assess the requirements of the para-military forces of specialized nature. The modernization requirements in terms of weaponry etc., are initially examined at the force headquarters level and thereafter

placed before this Committee. Each force headquarters is proanized in separate directorates on functional lines. These directorates examine new requirements in the changing scenario and the same are projected through the force headquarters to the Ministry. The decisions are taken in the Ministry taking into account the need, the availability, the financial implications involved, etc.

2.29 The Policy Planning Division under the Ministry of Home Affairs also examines specific policy issues relating to Central para-military forces. The Police Division looks after the administrative, financial, training and other functional aspects of the para-military forces.

2.30 Insofar as the state police forces are concerned, the scheme of modernization of state police forces administered by the Ministry of Home Affairs is dealt with in the CS Division headed by a Joint Secretary. This is a Centrally sponsored scheme under which financial assistance is granted to the States/UTs for specific purposes.

(v) Recommendations/Observations

2.31 The Committee need not emphasise that in the wake of acquisition of latest and sophisticated weapons by the militants and subversive elements, arming of police and Para-Military Forces with weapons of similar magnitude and potential on a continual basis has become imperative.

2.32 The Committee are unhappy to learn that no separate funds for modernization purposes are earmarked for any Para-Military Force. Neither any scheme has been framed nor any policy frame work laid down. Even no perspective plan has been drawn up for modernization of Para-Military Forces. Only an ad-hoc approach is being followed in their modernization. The Committee are of the opinion that such an approach with no long term schemes in an area as important as modernization may lead to weakening of Para-Military Forces and affect their morale adversely.

2.33 The Committee, therefore, desire that policy guidelines may be laid down for timely modernization of Central Para-Military Forces on regular basis and in long term perspective.

2.34 The Committee find that recently Ministry of Home Affairs have advised the Para-Military Forces to reassess their modernization needs and prepare suitable schemes. The Committee desire that this exercise should be completed expeditiously so that modernization schemes are taken up for implementation on time bound programme in each year of the plan.

2.35 The Committee would also recommend that the Ministry of Home Affairs should draw up perspective plan/schemes for modernization

of Para-Military Forces for immediate implementation in the light of emerging challenges.

C. Modernisation in Key Areas

Weaponry

2.36 The Central Para-Military Forces are gradually replacing the old generation weapons, such as 303 rifles, bolt action rifles, revolvers, etc. by their corresponding new generation weapons, like 7.62 SLRs, 9 mm pistols, etc. They are also acquiring assault rifles of AK series on selective basis in limited numbers. Furthermore higher fire power in the form of medium guns, light machine guns, mortar and grenades, etc. have also been provided to these Forces.

2.37 Insofar as the State Police Forces are concerned, self-loading rifles, AK series of rifles, 9 mm pistols, carbines, etc. have been made available in limited numbers to various State Police Forces. Their replacement requirements are also met with new generation weapons. In addition, new techniques and equipments for crowd control purposes, such as tear smoke munition, water cannons, less lethal weapons and their ammunition, like rubber bullets, plastic pellets, are also being made available.

2.38 The supply of arms and ammunition to Central Para-Military forces and the State Police are made from the stocks of the army as well as the Ordnance Factories under the Ministry of Defence, which do not have enough stocks to meet their full requirements. Besides the low availability of arms in stocks of Army and Ordnance Factories, another problem in the supply of weapons to Central Para-Military Forces and State Police Forces is that sophisticated arms, like sniper rifles, AK series rifles, guns etc. are not manufactured indigenously.

2.39 Equipments like bomb detection and disposal equipments, including explosive detectors, active and passive night devices using infra red/laser beams, surveillance equipments, intruder detection equipments etc. also are not indigenously available and have to be procured from countries like USA, Germany, UK, Austria, etc.

The Ministry of Home Affairs have informed that to meet the requirements of sophisticated weapons AK-47 rifles were imported (through Ministry of Defence). Import of 500 sniper rifles is also being made. A proposal to import 9 mm pistols is also currently under active consideration of the Government.

2.40 Asked to indicate the steps taken for reducing the imports of weapons and to increase their indigenous production, Ministry stated that dependence on imports to meet the requirement of weaponry of CPMFs/ State Police Forces was not considered desirable. Imports were made very selectively and of only those arms/ammunition which were not

indigenously manufactured. The units under MOD like OFD and Bharat Dynamics Ltd. have taken up programmes to increase the supplies of pistols, 7.62 mm SLRs, etc. to CPMFs/State Police Forces.

2.41 The Ministry have further stated that with a view to augmenting the indigenous production of 7.62 mm SLRs and 9 mm pistols, M/S. BDL, a public sector undertaking under the Ministry of Defence has been given Letter of Intent to manufacture 50,000 rifles (7.62) and 1,06,000 pistols for supply over a period of five years to units under the Ministry of Home Affairs.

2.42 In respect of some sophisticated equipments like Night Vision Devices, M/S. BEL and some private sector firms have entered into collaboration with some foreign firms.

With the liberalisation in economy, private sector is expected to enter high-tech areas.

2.43 As regards the production of non-lethal gadgetary weaponry like tear smoke material, rubber bullets, plastic pellets, water cannons etc. Director General, Bureau of Police Research and Development during evidence before the Committee stated as under:—

“Recently the Government at the apex level and the State Police Forces at their level have felt the need for introducing less lathal weaponry which could come in-between the use of lathis and the use of more lethal fire power.

The Government, therefore, has been experimenting and has introduced various items to help the police force in dealing with law and order situation without the use of lethal weaponry. Firstly, it is the tear-smoke material. It is being constantly upgraded and the capability of State Police Forces has been increased by introducing new items. Guidelines have been circulated by the Ministry of Home Affairs to the Home Secretaries of the States and Directors General of Police about the various items that are produced by the BSF at Tekanpur Academy which produces tear-smoke material. There is a high level Committee that looks into all the items that are produced which are then approved by the Home Ministry and circulated to the State Governments. We have also introduced .38 rubber bullets which are fired from gas guns and they are less lethal. The latest in this is that we are producing plastic pellets that can be used in 303 rifles. State Governments are in the process of getting their rifles modified so that they can be used.

The third is that we had in consultation with the Ministry of Defence carried out experiment for water cannons. We have developed suitable water cannons. These have been circulated to the

State Governments. Some State Governments have placed orders and we have helped them in procuring these cannons. And some others are in the process of doing it.

The other thing is, in order to improve the firing practice, the BHEL has been requested to produce models which can be practised in a small room and seen on the computer as to whether what are the capabilities, how are they firing, what are the difficulties and how such difficulties can be removed? There have been series of steps taken in this direction to introduce non-lethal weaponry. The request for rubber bullets, plastic pellets have been obtained from the State Governments. Rubber bullets have also been supplied to the Rapid Action Force. This is the effort that is going on. Now in this respect, I would like to submit that there could never be a high level of satisfaction as technology is changing very fast and we have to keep a track of technology, as and when new items that have been produced by them like shock buttons. Some private firms are also producing them.”

2.44 Asked during evidence about the need to provide sophisticated weapons to para-military forces in view of possession of such weapons by militants and terrorists, Home Secretary stated:—

“.... in our general approach to the functioning of the State Police Forces. We do not recommend the use or the possession of automatic sophisticated lethal weaponry by the civil police or by the State Armed Police. It is only selected segments of the State Armed Police or special forces of the States which may be provided with a specified number of lethal/modern weapons. The DG, BPR&D has given the details, so, I shall merely emphasise that we have supplied a very large number of sophisticated weapons in the last one year or so, not only to our own Central para-military organisations but also to the States. We have deficiency in certain areas like carbines and pistols. We are processing proposals for certain import. In other cases we are depending on the sources within the country.

We hope that with this happening and the limited importation of sophisticated weapons, the gaps that exist in the demands from the States will be more or less satisfied in the next two to three years.

We are also very carefully monitoring the use of these weapons. In some cases as we have seen in North East, the sophisticated weapons in the hands of the State Armed Police or even the State Police have been taken away by underground elements and militants. We have to be very careful because these valuable and lethal weapons in the hands of the terrorist elements do enormous damage. We are constantly reviewing and monitoring the actual use of modern weapons.”

(i) Observations/Recommendations

2.45 The Committee note that with the spread of militancy and terrorism in various parts of the country, the Government have recognised the need for providing sophisticated and higher fire power weaponry to Central Para Military Forces and State Police Forces though on selective basis in limited number. The supply of arms and ammunitions to these Forces are made from the stocks of the Army as also the ordnance factories under the Ministry of Defence. However, the programme of modernisation of Central Para Military Forces and State Police Forces with new generation weapons is being severely hampered due to inadequate stocks of arms in Army depots and ordnance factories as also non-availability of indigenous manufacturing facilities for certain sophisticated arms and equipments including non-lethal weapons like rubber bullets, plastic pellets, water canons etc. in the country.

2.46 To reduce the gap between demand and supply of weapons Police and Para-Military Forces are resorting to imports which is leading to a drain on country's precious foreign exchange resources. The Committee need not emphasise the need for saving of precious foreign exchange. The Committee, therefore, desire that necessary steps should be taken to enhance the production capacity of manufacturing units under Ministry of Defence as also develop production facilities for manufacture of sophisticated weaponry/equipments which is being imported at present.

2.47 The Committee note that a beginning in this regard has already been made and the units like OFD and Bharat Dynamics Limited under the Ministry of Defence have taken up programmes to increase the supplies of pistols. Bharat Dynamics Limited has also been given letter of intent to manufacture rifles and pistols. The Committee desire that all the schemes for augmenting the production of weapons should be implemented with due urgency.

2.48 The Committee note that during last several years there have been explosion of bombs in certain parts of the country. The Committee desire that in order to prevent such incidents our intelligence net work should be strengthened. Further to identify and dispose of the bombs before their explosion the Ministry should take required steps to suitably strengthen the bomb disposal squads with the well trained staff and state-of-the-art equipments.

(ii) Communication Systems**(a) *Intra Force, Inter Force Communication Systems***

2.49 Para/Military Forces have communication systems with which they are able to communicate with their field formations and troops. These include Telex/FAX facilities besides Wireless systems and telephone facilities. Through their respective control rooms, they are also able to communicate with the other Forces.

(b) *Modernisation Schemes*

2.50 The Central Para-Military Forces have been advised to reassess their modernization needs in the identified areas and prepare suitable schemes, which could be taken up for implementation in a phased manner. A scheme for upgradation of communication systems of the Para-Military Forces at an estimated cost of Rs. 46.97 crores has been received and is under examination. The force-wise allocation of funds asked for the purpose to be spent in three phases is indicated below:

BSP	: Rs. 15, 790 crores
CRPF	: Rs. 19, 795 crores
ITBP	: Rs. 2, 010 crores
AR	: Rs. 5, 905 crores
DCPW	: Rs. 3, 470 crores

Rs. 46, 970 crores

(c) *National Police Telecommunication Net-work*

2.51 A state-of-the-art National Police Telecommunication Net work is proposed to be set up, which will eventually provide connectivity from the National Capital to individual police stations in the country.

2.52 Enquired by when this telecommunication network would be set up, the Ministry of Home Affairs have informed as follows:

The Project has not yet been approved. A Note for the Cabinet has been prepared which is being finalized in consultation with the Ministry of Finance. Connectivity is proposed to be provided as follows:

- (i) A dedicated National Police Telecommunication Network using digital/microprocessor based communication systems with communication channels hired from the Department of Telecommunications connecting the National Capital, State/UT capitals, Range HQs and District HQs.
- (ii) Radio channels for hooking up the district HQs to the rural police stations and for intra-city communication which will be provided and maintained by the police.

The two parts would be integrated to provide end-to-end connectivity. Apart from voice communication, the services to be provided by the system, *inter-alia*, include computer data communication, on line enquiry processing channels and facimile facilities between the District, Range, State and National levels.

The total estimate expenditure is Rs. 288.00 crores, of which Rs. 220.00 crores is the capital expenditure.

2.53 Asked to comment on the overall position of communication network of Central Para-Military Forces, State Police Forces and steps

being taken to strengthen it. Home Secretary during his evidence before the Committee stated :

“By and large, the overall communication status of our Central Para-Military Forces is quite satisfactory. The headquarters have communications through telephone, telex, FAX and wireless. In most cases these connections are up to the unit level. It is an on-going exercise to expand the network.

Not very long ago, a Committee had been set up under the Chairmanship of the Director, Directorate of Coordination of Police Wireless (DCPW). At that time, this Committee was asked to concern itself with the communication requirements of only three forces CRPF, ITBP and Assam Rifles. But as they progressed with their work and made several specific recommendations/the plan which ultimately emerged was not only with regard to these three forces which I have mentioned but also covered BSF and the requirements of the coordinating authority, that is the DCPW itself, because the headquarters network also has to have the requisite equipment to be able to operate nationwide. Equipments have been identified after considerable examination and discussion, valued at approximately Rs. 50 crore. This matter has been further discussed with the concerned Chiefs of the CPMF by our officers and certain agreements have been arrived at to further revise and modify the recommendation to make them more functional. An attempt has been made to reduce unnecessary costs because of the paucity of resources. As of today, I trust that we will be able to commence the implementation of the scheme from the next financial year, on the basis that we got the necessary funds in the Budget 1994-95.

This is in so far as the Central Para Military Forces networks are concerned. In so far as our concern at the Centre is concerned, it is to establish a nationwide inter-State network which operates from Delhi and produces connectivity with all the States at the States and district levels and hopefully, in the future, right upto the Police Station level. This also has been the subject of study of several expert groups. The study last undertaken largely emphasised the establishment and operation of dedicated channels, as far as possible. This is not always necessary because we can use other collateral existing channels, considering the time factor and secrecy. There can be a mixture of both dedicated and non-dedicated channels. The broad approach was discussed at an all India level meeting. The cost factor, and sharing it between the Centre and the State was also discussed and broad agreements were arrived at; efforts were made to get the required funds, which at that time, were Rs. 200 crores. Cost escalation is also there. We were told to approach the planning Commission to get the scheme approved plan side. This did not succeed. So, we referred on the non-plan side. This did not succeed.

So we referred on the non-plan side to the Ministry of Finance. We have drawn up a paper and submitted it to the Finance Ministry for clearance, before we seek Cabinet approval. The Ministry of Finance have not cleared the proposal so far, for the simple reason that they do not want to give any approval which commits them to a sizeable expenditure not only in the current year, but also in the next several years. Therefore, they had asked us to make an assessment of all our requirements in the next five years. We have submitted to the Finance Ministry that this is not possible because of the highly variable situation in the country. But for the next two years, we can furnish a more realistic estimate of our requirements. So, we have given to the Finance Ministry, our estimates for the next two years, that is upto 31st March, 1995. I hope that the Finance Ministry will be able to clear our scheme which is still pending with them. This is the position in so far as the new scheme for National Police Telecommunication Network is concerned."

2.54 Asked further to indicate the cost of installation of National Police Telecommunication Network, manner of sharing of expenditure on this project between the Centre and States and the latest position with regard to its implementation, Ministry have stated:

"The total cost of the project has been estimated at Rs. 220.91 crores as non-recurring with States' share of Rs. 51.27 crores in the ratio of 313:1. The recurring expenditure of Rs. 67.29 crores is to be shared between the Centre and the States in the ratio of 1:5.26. At the All India Police Tele-communication Officers' Conference held in January, 1992 all the delegates agreed to bear their share of the cost except the delegate from Bihar who agreed to the sharing of cost in principle but did not give any commitment of funds."

2.55 The entire proposal is being revised in the Ministry of Home Affairs in consultation with the Directorate of Coordination and Police Wireless. The Ministry of Finance will be approached after the revision has been completed. As of now; no firm projections have been made to the Ministry of Finance.

2.56 Highlighting the problem of foreign supported insurgency which resulted into the leakage of messages of Indian Para-Military Forces, the Committee asked the Ministry to indicate the steps being taken to curb this menace. In reply, a representative of Ministry stated:

"As regards secrecy devices, we have been facing this problem in Jammu & Kashmir where the anti-national elements have been using equipment which is also tunable to all our frequencies. Suitable equipment called speech secrecy modules for reprofiting have been identified. These have been analysed by the Scientific Analysis Group of the DRDO. These equipment can be fitted into the existing sets

without any modification. This process of procurement is complete. This will give us secrecy of communication upto 48 hours. In our system also, there is a built-in secrecy device. At higher levels, it is already provided. At the field level also, the process which is already identified, will materialise very soon."

(iii) Observations/Recommendations

2.57 The importance of various modes of communication for contact and rapid transmission of messages/correspondence, from one corner of the country to another has become all encompassing in the present fast changing world. In the case of Police and Central Para-Military Forces wherein their duties require them to be on their toes right from their deployment at a short notice till their actual functioning on Borders and internal security duties in field areas, the need for a perfect and efficient communication network becomes all the more imperative, without which the Committee feel that the whole concept of modernization would be meaningless.

2.58 The Committee are however, constrained to observe that timely steps have not been taken to strengthen the communication system which is commensurate with the requirements of Police and Para-Military Forces which have increased manifold in view of deteriorating law and order problems in various States. The Committee note that only recently a Committee under the Chairmanship of the Director, Directorate of Coordination and Police Wireless (DCPW) was set up which has made recommendations on the communication requirements of Central Para-Military Forces and DCPW. The Committee desire that the scheme as modified and included in the Budget 1994-95 be implemented expeditiously so that the communication network of Para-Military Forces & DCPW gets adequately strengthened.

2.59 The Committee also find that the scheme of setting up of National Police Telecommunication Network aimed at providing connectivity from National Capital to individual police stations in the country has made little headway as the entire proposal is being revised in the Ministry of Home Affairs.

2.60 The Committee desire that the Ministry of Home Affairs should revise the proposal, make a firm projection to Ministry of Finance and impress upon them the imperative need of approval of this scheme so that work of State Police Forces is not hampered due to a weak communication network.

2.61 The Committee also desire that the proposed National Police Telecommunication Network should also include connectivity of State Capitals with all Police Stations in the respective States.

(iv) Computerisation*Computerisation in various Central Para-Military Forces*

2.62 The present position and future programmes of computerisation in various Para-Military Forces are as under:

Assam Rifles

An *ad hoc* Electronic Data Processing Cell has been created in the Assam Rifles. A proposal for establishing Electronic Data Processing Centre in Assam Rifles is pending approval of the Ministry of Home Affairs.

Personal Computers have been procured for office administration upto Range HQ level. Certain units have also been provided with these computers. Balance of the units will also be provided in the next two years. In addition, software development has also been carried out to an extent under own arrangements in anticipation of likely sanction of the Ministry Identified fields in which the automation has been carried out or being planned are as follows:

- (i) Management Information System.
- (ii) Pay and allowance of personnel.
- (iii) Equipment procurement, management scaling and distribution.
- (iv) Personal records.
- (v) Inventory control of equipment, vehicles, arms, ammunition, controlled stores, ordnance and signal equipment and spares etc.
- (vi) Budgeting and Accounting.

2.63 With the establishment of Electronic Data Processing Centre, a large volume of data will be required to be handled and processed by the computer system. Though initially the automation of these systems will be undertaken only for Assam Rifles, integration of Directorate General Assam Rifles with NICNET and MSO/MEC Centres is also envisaged through a dial up modem. In due course of time Assam Rifles computers located at Range/Battalion may also be integrated with NICNET to facilitate transfer of software support between Assam Rifles and other Central Government organisations in the North Eastern Region/State Government through NICNET Terminals.

B.S.F.

2.64 A Mini Computer with latest software was installed in BSF in 1988. To utilise the full powers of Mini Computer besides pay roll matters many other areas are computerised using the latest software. Future programme of BSF for computerisation envisages for upgradation of Mini Computer installed at FHQ and installation of Personal Computer upto Units level.

C.I.S.F.

2.65 CISF have prepared a computerisation proposal at an estimated cost of Rs.40 lakhs. The following functions are proposed to be performed through the computer:

- (i) Personnel management
- (ii) Operations
- (iii) Intelligence
- (iv) Fire Fighting
- (v) Accounting
- (vi) Provisioning
- (vii) Inventory Control
- (viii) Establishment
- (ix) Communication, training and
- (x) GP Fund of the CISF Personnel.

Till such time, the computerisation proposal is finalised and limited EDP operation based on a PC—286 and PC XT is being undertaken in the areas of pay accounting. This will also be an opportunity to training and keeping CISF personnel ready in anticipation of their coputerisation plan to be sanctioned shortly.

C.R.P.F.

Following fucntions have been computerised in CRPF:

1. Main Frame Computer

- (a) Pay/Roll NGOs (Strength 1,60,000)
- (b) Pay/Roll GOs (Strength 2,000)
- (c) General Provident Fund (GPF), NGOs.
- (d) Limited Personal Information System NGOs.

2. PC-AT/PC-XT

- (a) Battalion Deployment System
- (b) Personal Information System (GOs)
- (c) Voucher levels compilation of daily expenditure by PAO for rendering monthly accounts to Ministry of Home Affairs (CCA)
- (d) Data related to Communication.

The CRPF propose to computerise following functions in near future:

- (i) Computerisation of Pay and Accounts Office
- (ii) Computerisation of Group Centres
- (iii) Computerisation of various records at Branch level at Directorate General
- (iv) Computerisation of Risk Fund

A proposal for purchase of two PC-AT/PC-XT 486 for computerisation of Pay and Accounts Office is pending with the Ministry of Home Affairs.

I.T.B.P

2.66 The following configuration of personal computers for data entering purpose etc. held the EDP Cell at the Directorate General of ITBP.

(i) PC/AT 286	— 3
(ii) PC/AT 386	— 1
(iii) PC/XT	— 3
(iv) PCs	— 3
(v) Dot matrix printers	— 5
(vi) Line printer 3001 IPM	— 1

Besides the above PC/AT 386 system with a Dot Matrix-printer has been provided in as many as 9 units of ITBP.

The future plans of ITBP for computer are as under:

- Purchase of Mini Computer and laser printer to process all pay, GPF, RPF data at one place at Directorate General.
- Installation of multi-user software of PMS of all ranks so that DG/IG/DIG can have terminals to view the information available with EDP Cell without asking for it from EDP Cell.
- Installation of PC/ATs all remaining units including SHQrs.
- Development of Training Management Package of Training Branch.

NSG

2.67 Present Status of Computerisation in NSG is as under:

(i) Mini Computer	— 1
(ii) PC—AT	— 3
(iii) PC—XT	— 8
(iv) Line Printer	— 1
(v) Lazer Printer	— 1
(vi) Scanner	— 1
(vii) DOT Matrix Printer	— 4

Application Software System

- Personal Information System
- Library Management system
- Bomb Data System
- Weapon Management System

System under development

- IRIA System
- GPF System
- Financial package system
- Inventory Management System for MT & Prov.
- Conversion of all system to Multi User System

NSG's plan for expansion to cover other Manesar Basad Units to link with Mini Computer are as under:

- (a) Ten Dumb Terminals
- (b) Six Dot matrix Printers.

Use of Computers for deployment of Forces

All matters relating to deployment of personnel of CPMFs are dealt with by their respective OPS Directorates.

The Committee were informed that BSF has since computerized this work and the other forces will, in due course, computerize it. The Ministry of Home Affairs on the basis of information given by CPMFs, monitors the deployment of forces COY wise on day-to-day basis.

2.69 Asked as to whether the Ministry proposed to utilise computers for deployment of para-military forces in States. In reply Home Secretary during evidence before the Committee stated:

"As on today, I would say 'NO'. We will not rely on machines only. We will also rely on other information. At the moment, we have identified crime sensitive areas, communal tension areas. Our intelligence Bureau has similar information—we keep on updating this information from time to time. Of course, we can use computers as one of the valuable speed aids in decision making. I would not be inclined to depend on computers for deciding how much force is to be deployed and where and what weapons are to be used. However, we will be benefited, if we can have all such information without wastage of time and get a print out of the entire crime pattern in the area of the incident/crime for the last two or three years. Definitely, it is a very useful aid. I would say, at the moment, that it is too early to say that we will rely for decision making on computers only."

Use of Computers by State Police Forces

2.70 The Computers are not being used in an extensive scale by the State police agencies and their use is confined mainly in day-to-day police work and for keeping records relating to criminals and related statistics.

2.71 Ministry of Home Affairs informed the Committee that there is a need to familiarize the police personnel at various levels with the computers and their applications in police work and the role of State level training institutions is very important in this regard. A project known as Crime Criminal Information System at an estimated cost of Rs. 29.12 crores is under consideration of the Government for computerization of crime records in various States for modernization of police information system.

2.72 Asked as to when this project was likely to be finalised and made operative, Ministry stated that so far, all activities pertaining to Phase I (systems and design specifications) are complete. In Phase II/80 microcomputers have been installed in various States/UTs. As a result of

the decision to review hardware specifications and procurement procedures, there has been a delay of approximately one year. The project is now expected to be completed in 1995.

2.73 Elaborating further on computerisation of crime records in various States a representative of Ministry of Home Affairs during evidence stated:

"In order to computerise information on crimes and criminals, we set up National Crime Records Bureau at Delhi. This Bureau liaisons with the State and District Bureaus. The scheme envisages setting up a mainframe computer at State Headquarters and microprocessors at the district level. The first phase of design analysis has been completed. This year, we provided Rs. seven crore. Total project will cost Rs. 29 crore. Next year, we will provide another Rs. 22 crore and the equipment will be bought. Technical evaluation has been done. The NCRS collects data on crime records and computerises it. Its work also involves coordination, collection of data, technical upgradation, providing training to personnel in computers and so on. Recently, they developed a portrait system, whereby a criminal's portrait can be drawn with the help of the computer, based on some broad parameters which describe the features of the criminals. This is in good demand and it has proved efficacious in identifying the criminals.

We have given 80 micro computers to the districts. By the year end, we would be able to place orders and next year we can make it operational. Three States viz. Kerala, Rajasthan and Delhi have been selected on a pilot basis for integration of local facilities. This was successful.

2.74 In this regard another representative further added:

"The system of use of computers for crime work has been receiving very serious attention not only of the Government but also of the Police force because their success depends on how well is the record maintained. In fact, this matter is also reviewed in the annual conferences of the Directors General and Inspectors General of Police which is held in Delhi. This is also discussed in the regional conferences that are held on ways and means to control crime and therefore, what ever suggestions come are considered. All the information that comes, whether it can be easily fed into the Computer, whether it will clog the system altogether that portion is constantly reviewed. I am not saying that we have reached an ideal situation. But this aspect is receiving our most earnest attention. That is what I would like to submit.

An ideal system would be that investigating officers should have access to the computer information to help in the investigation of an offence. In some of the developed countries of the world this system is extensively used and that is what we are trying to achieve, that not only that it should be available centrally but it should be available to

an investigating officer as to what all information required, what all evidence is there against a man who may have been convicted earlier. That is what we aim at. We are too far from that but that is the goal which we are trying to reach."

2.75 With regard to installation of computer in all the States, a representative of Ministry stated that computers in all the States would be established within a year.

(v) Observations / Recommendations

2.76 In the present day world Computers are being extensively used in analysing correlating and retrieving of information in all the important spheres of life. The Committee, however, note that their use in the Police and Para-Military Forces is still on a very limited scale. The Committee need not emphasise that the use of computers at a comprehensive scale in police and para-military forces is imperative for expeditious retrieval of information relating to crime and criminals and for enhancing the efficiency of police organisation.

2.77 They therefore, desire that the schemes chalked out in Central Para Military Forces for computerisation of their functions and operations in future should be implemented expeditiously.

2.78 The Committee would also like the Ministry of Home Affairs to examine the possibility of utilising computers for deployment of Central Para-Military Forces.

2.79 The Committee find that the position with regard to use of Computers in the State Police Forces is no better. The use of Computers in State police agencies is confined mainly in their day-to-day work and in the maintenance of records relating to criminals and related statistics.

A project known as Crime-Criminal Information System which envisages setting up of main computer at State Headquarters and micro processor at District level has been taken up for implementation. They are, however, constrained to note that the implementation of this project has been delayed till 1996 due to decision to review hardware specifications and procurement procedure. The Committee need not emphasize that delay in the execution of projects not only leads to cost over-runs but also makes an adverse impact on the functioning of an organisation. The Committee therefore desire that efforts should be made to complete these projects expeditiously so that the computerisation of police functions in various States takes place without further delay.

(vi) Transport

2.80 The State Government have also been receiving assistance from Central Government for acquiring vehicles under the scheme for 'Modernisation of State Police Forces'.

2.81 Each Para-Military Force has been authorized motor transport, consisting of light, medium and heavy vehicles, to meet its requirements on

need based considerations. New generation light and medium vehicles, such as Gypsies, Mahendra, Allwyn, Nissan Jeeps, etc. are available with these Forces. To meet their operational requirements in certain areas having serious problems of insurgency, additional transport has also been made available to some Para-Military Forces in Operational areas. Some of these vehicles are bullet proofed for providing safety and security to the troops deployed in these areas.

2.82 Asked as to what improvements were being made for making the Para Military Forces more mobile, Ministry in a subsequent note stated that each Bn. of CRPF and BSF is authorised a fleet of light, medium and heavy vehicles to meet its transport requirements. However, in the case of CRPF and BSF, deployed on the internal security duties in the States of J&K and Punjab, need for additional transport was felt to improve their mobility. As such, the following vehicles were sanctioned to CRPF and BSF.

CRPF: 723 (651 light + 72 medium)

BSF: 413 (325 light + 88 medium)

2.83 The Ministry have further stated that expenditure of additional vehicles was met out of the budget grants of the respective Forces in the relevant years.

(vii) Observations / Recommendations

2.84 The Committee appreciate that the Ministry of Home Affairs have sanctioned additional vehicles for CRPF and BSF who are deployed on the internal security duties in the States of J&K and Punjab. The Committee desire that Ministry should also ascertain the requirements for additional transport by other Para-Military Forces and take adequate steps for making available to them additional vehicles in order to ensure their efficient mobility in field operations.

2.85 The Ministry should consider sympathetically the demands of State Governments for additional requirement of funds for this purpose particularly in States, badly affected with the activities of militants especially in the North Eastern States.

(viii) Training

2.86 For imparting specialised training in accordance with their roles and objectives, the Police Forces have been divided into following categories:—

(i) Civil Police including District Armed Reserves—for Civil Police functions.

(ii) State Armed Police Units including Mounted Police, Police Dogs and Police Band, etc.

(iii) Central Police Organisations and Para Military Police Forces.

(iv) Technical Support Services like Police Wireless, Mechanical Transport, Police Computers, Traffic Engineering, Weaponary which include Tear Smoke arms & ammunition and other kinds of technical gadgets.

2.87 For imparting training to police personnel at various levels the training courses have been categorised under five broad heads as under:—

- (i) Basic Training Courses
- (ii) Refresher Training Courses
- (iii) Pre-promotional Training Courses
- (iv) Specialised Training Courses
- (v) Career Development Training Courses

Training to the State Police Forces

2.88 Ministry of Home Affairs informed that in regard to the Civil and State Armed Police, no uniform system is followed in the country. While the practice of organizing basic courses is applicable to all the States, refresher and specialized courses are organized according to the needs and functional wherewithal of the training institutions. These courses are organized as per State Police Manuals. The training needs of the State Police forces are reviewed by the BPR&D on behalf of the MHA through the yearly conference of heads of training institutes.

2.89 The Training activity of National Security Guard has been modernised by introducing modern aids and techniques.

2.90 BSF and CRPF have introduced sophisticated training in handling night vision devices, modern weapons and surveillance radars in a limited way. At Central Detective Schools at Calcutta, Hyderabad and Chandigarh effort is also being made to introduce latest gadgets on scientific investigation.

2.91 The Ministry have also offered the training facilities that are available with Central Para Military Forces, like the NSG, BSF, Assam Rifles, etc. for training the State Police personnel in some specific areas. Senior level police officers are also being selectively sponsored for training courses in foreign countries. While these efforts are to be continued, the Ministry of Home Affairs is conscious that the States need to devote more attention to the 11 important aspect of Police Training.

2.92. With regard to strengthening of training of Police and Para Military Forces personnel, a representative of Ministry of Home Affairs

during his evidence before the Committee stated as under:—

“We are trying to train the State police officers in areas where they are found deficient. It is in this connection that we had taken up with the foreign advisors’ team that had come here, that we want to develop centres of excellence in some major training institutions so that the same effort is not required in all training institutions and the funds which are made available to them, either by the State Government or by the Central Government, can be utilised for other purposes. All the training courses that are run in various training institutions in the country and the Central Para-Military Forces, we tabulate the list of courses and we circulate that to various State Governments so that they can circulate them and pick up such courses in which they can find that their men are deficient. In this connection, the Home Ministry had directed us to find out as to what assistance is required by the State Armed Police Forces to improve their capabilities. We therefore wrote to all State Armed Forces to give us their requirements. We got this information circulated to Para-Military Forces. The Para Military Forces, one and all, reacted very positively to the needs of the State Governments. They divided it into two parts—one, they run special courses for them which is a continuous process; two, they wanted instructors to be sent to their institutions. I may be permitted to mention that no training institution in this country can look after the training of all their men because they are divided into four parts. All the information has been collected and as and when requirement comes, the Ministry of Home Affairs paramilitary forces are willing to render all assistance to improve the capability of its State Armed Forces, reducing the dependence on the Central Para-Military Forces in dealing with the law and order and crime situations as and when they arise.”

2.93 Asked to indicate the suggestions made by the Foreign advisors, team and the extent to which those suggestions were implemented, Ministry of Home Affairs in a subsequent note stated that two British experts from Overseas Development Advisor (ODA) visited India to review the training programmes being run for Indian Police officers with ODA assistance and to assess the training needs of Indian Police. The team felt that the Indian Police needs training in strategic view point at senior level, management training and at middle level. The team also agreed that particular emphasis is to be given to the requirement for training at SHO level and the establishment of training of trainers course and standardization of training throughout the police. The team also agreed that there is need for studying the role and responsibilities of the police in the changing society particularly the role of the Station House Officer and Superintendent of Police. The team also agreed on development of BPR&D as the nodal agency for providing the focal point for police training in India. The team also felt that National Police

Academy can be developed into a Centre of Excellence for providing necessary training and research in the Indian police system.

Review of Training Courses

2.94 The issues relating to police training have been examined by various Commissions and Committees. BPR&D, under the Ministry of Home Affairs, has a Directorate of Training to review and revise the content of training for the police personnel. BPR&D's syllabus Committee recommends training inputs for State police forces. Apart from the syllabi prepared for various categories of police officials, the Syllabus Review Committee has made recommendations regarding recruitment policy for civil and armed wings of the district police, educational qualifications for constables of the Armed Police, training methodology and evaluation of trainees. Training inputs comprise indoor and outdoor training programmes. Some topics which have been included in the various indoor training programmes are 'Police and Society', 'Police Procedure', 'Law', 'Human Rights and Civil Liberties', 'Criminology' and 'Police Science'. The course outlines for SIs and ASIs do, however aim at more depth and greater emphasis on 'Law' and 'Police Science'. The Committee has also recommended that police training institutions should prepare 'text-books/course material for use of the trainees.

2.95 A Committee under the Chairmanship of Special Secretary Ministry of Home Affairs was also set up to review the training arrangements for police forces.

2.96 After deliberations with the representatives of the State Governments the Committee submitted a Report Based on the recommendations contained in the Report the following were sent to the State Governments for follow-up action:—

- (i) Model syllabus for training of Constables, Sub-Inspectors and Deputy SP was devised for use both at the stage of recruitment of the above people and for inservice courses.
- (ii) Introduce inservice training courses and it was suggested that participation in these courses be made mandatory for the purposes of promotion.
- (iii) The best officers be posted in the faculties of the training school. It was also suggested that proper incentive be also given to those opting for the faculty.
- (iv) Human rights and professional ethics be given special emphasis in the training courses.
- (v) More and more modern methods of investigation be introduced at the lowest level.
- (vi) Improve the infrastructure facilities in the training schools so that a proper working atmosphere is created.

2.97 With regard to various systems of training for police and paramilitary forces prevalent in other democratic countries, the Ministry stated that Bureau of Police Research and Development devise and update appropriate training courses for the civil police and the Central Para Military Forces personnel BPR&D has a 'Training Wing' which looks after the work exclusively.

2.98 After extensive discussions with a team of the Overseas Development Advisors, MHA has projected the requirement of foreign training for the police officers. The Report of the Team is being analysed for further action.

(ix) Observations/Recommendations

2.99 The Committee note that a comprehensive and wide range of training courses have been formulated to cater to the training needs of all categories of personnel in State Police and Central Para Military Forces. However, these courses are not being organised uniformly in all the States as such courses are organised as per State Police Manuals.

2.100 In order to provide equal and adequate opportunities to police personnel on a uniform basis in all the States for improvement in their professional standards and efficient performance, the Bureau of Police Research and Development in the Ministry of Home Affairs should devise a Model Manual on Training Courses and Evaluation Systems for various categories of police personnel in the States. This Model Manual which may incorporate salient features of systems of training prevalent in other democratic countries in the world may be updated from time to time and tuned to the issues confronting State Governments to meet emerging challenges.

2.101 The Committee note that BSF, CPRF and N.S.G. have taken steps to modernise their training activities. They desire that other Para Military Forces should also review their training programmes and take steps to upgrade them so that officers of these Forces are well-equipped and are able to discharge their functions/duties efficiently and effectively.

2.102 The Committee note that BPR&D's Syllabus Committee and the Committee under the Chairmanship of Special Secretary to review training arrangement for Police Forces have also made recommendations for strengthening the training programmes of State Police Forces. The Committee desire that the Ministry of Home Affairs should persuade the State Governments to reorganise their training programmes in the light of their recommendations.

2.103 The Committee find that Police Officers who have undergone various training courses abroad have found those courses very useful and this has helped in improving the training techniques at police training institutions in the country. The Committee desire that there should be regular out flow of Police Officers from all the Central Para Military Forces

for training abroad and the training techniques should also be reviewed and strengthened in each Force on the basis of the experience and knowledge gained by these Officers.

2.104 The Committee are also of the view that there is a need to familiarize the police personnel at various levels with the functioning and applications of Computers so that these are used more effectively. They, therefore, desire that training on computers should form an integral part of the various training programmes which are undertaken from time to time by the police training schools.

2.105 The Committee also desire that respect for cultural, linguistic, ethnics and maintenance of cordial relations with local population during field operations should be given due emphasis in the training courses for Para Military Forces.

(x) Training Institutions

2.106 Following training institutions functioning under direct control of the Central Government are providing training to Police and Para Military Forces:—

- (a) Sardar Vallabhbhai Patel National Police Academy, Hyderabad.
- (b) National Institute of Criminology and Forensic Sciences, New Delhi.
- (c) North-Eastern Police Academy, Barapani.
- (d) Central Detective Training School.

Besides the above Central training institutions the Para Military Forces have their own training institutions.

2.107 Asked by the Committee to indicate the deficiencies existing in the training institutions and steps needed to overcome these deficiencies, Ministry stated that the training institutions under the Central Police Organisations need improvement by way of creating better infrastructural facilities, development of faculty, training grounds, obstacle courses, gymnasium and buildings. Some of deficiencies which have been expressed from time to time by the institutions are as under:—

- (a) Lack of classification ranges for small arms firing, field firing and support weapons firing.
- (b) Lack of sufficient living accommodation for recruits.
- (c) Lack of latest training aids like driving simulator, electronic firing range, baffle range etc.
- (d) Lack of incentives to trainers etc.

2.108 The following steps have been suggested to overcome deficiencies:—

- (a) Improvement of infrastructural facilities at institutions both in the States, the Central Institutions and the CPOs.

- (b) Improvement of service conditions of trainers including incentives by way of special pay and one rank promotion.
- (c) Implementation of Gore Committee recommendations in totality.
- (d) Implementation of the recommendations of various fora on Police training like symposium of Heads of Police training institutions and recommendations of the Conference of National Training Institutions.
- (e) Due considerations of recommendations of NPA Board Standing Committee on police training & DGPs/IGPs Conference.

2.109 Asked further as to what constraints were coming in the way of removing the deficiencies existing in these training institutions. Ministry stated that "the Government is aware of some deficiencies in the training institutions of CPMFs. Efforts to remove them are continuing. As Non-Plan provisions were not adequate, efforts have been made recently to approach the Planning Commission for providing resources. The Planning Commission have agreed to include some schemes under the Plan and allocate the sum of Rs. 1.00 crore during 1994-95."

(xi) Observations/Recommendations

2.110 The Committee note that an elaborate institutional framework for imparting specialised/professional training to police personnel already exists. Besides the Sardar Vallabhbhai Patel National Police Academy, Hyderabad which conducts the basic training courses for newly appointed IPS Officers, there are other institutes which impart training to police officers in their respective fields of investigation and detection of crimes on systematic and scientific basis. In addition Para Military Forces have set up training schools of their own to cater to their specific needs. The Committee, are, however constrained to note that training institutions of Central Para Military Forces are not fully equipped in terms of infrastructural facilities, faculty, training grounds, obstacle courses, gymnastic and buildings. What is more disturbing is that even though these deficiencies have been pointed out by the Institutions from time to time yet nothing tangible has been done so far to overcome them.

2.111 The Committee are of the opinion that the training process in any organisation is of paramount importance as it is the very basis of the subsequent performance of its personnel in field conditions. In so far as the Para Military Forces are concerned their training has assumed further importance in view of the increasing emphasis on human rights, increased complexities of law and order problems, increased access of terrorists and other lawbreakers to sophisticated weapons and gadgetry, increased rigors of law and order maintenance duties, etc. Unless the para-military personnel are given the best of training in all respects they would not be in a position to perform their assigned responsibilities to the desired level.

2.112 The Committee find that an allocation of Rs. 1 crore has been done by the Planning Commission for the purpose. This in view of the foregoing is not sufficient. The Committee recommend a more logical allocation fully in consonance with the requirements of PMFs since this is an investment towards the better performance of these forces in future.

(xii) Central Forensic Science Laboratories

2.113 The Government of India have set up four Central Forensic Science Laboratories (CFSLs) at Calcutta, Hyderabad, Chandigarh and New Delhi. While the CFSLs at Calcutta, Hyderabad and Chandigarh are under the administrative control of the BPR&D, the CFSL, New Delhi, is under the control of the CBI. These laboratories undertake the analysis and examinations of crime exhibits and assist the state police forces and other investigating agencies in the investigation of crimes. The CFSLs also undertake research in Forensic Science and impart training to Forensic Scientists of the States and the police personnel in the application and promotion of Forensic Science.

2.114 As the CFSLs are actively engaged with the research in vital areas of forensic science, it has been decided recently to establish 'Centres of Excellence' at these laboratories in various fields, like DNA, NAA, Ballistics, explosives, drugs and other disciplines. The centres, as envisaged, are at Calcutta, Hyderabad and Chandigarh.

2.115 The idea of those centres of excellence is that the CSFLs should concentrate on a specialized area to attain a high degree of efficiency and expertise. These centres would also provide advance training to the Forensic Scientists so that they are also fully equipped and trained to apply their knowledge to ground situations. These will function as centres of multi-purpose research development and forum for interaction among the scientists, criminologists and police officers.

State Forensic Science Laboratories

2.116 Besides CFSLs, Forensic Science Laboratories have been set up in almost all the major States in the country. These laboratories are functioning in the States of Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, J&K, Kerala, Karnataka, Madhya Pradesh, Maharashtra, Meghalaya, Manipur, Mizoram, Orissa, Punjab, Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal. The main functions of these laboratories are examination and analysis of crime exhibits and to furnish expert opinion to the investigating agencies.

In some major States like, Tamil Nadu, Maharashtra and Uttar Pradesh, even regional Forensic Science Laboratories have been set up to provide forensic facility to the police investigating officers at an arm's length.

2.117 Considering the importance of Forensic Science in crime investigation, the Government of India have included Forensic Science as one of the items for which Central assistance under the Police modernization scheme is made available to the States. Twenty per cent of

the Central assistance made available by the Government of India to the State police forces under this scheme is to be utilized for the development of Forensic Science Laboratories in the States.

2.118 Asked during evidence as to whether the number of Central and State forensic laboratories was sufficient for examination and analysis of crime exhibits and meeting the requirements of investigating agencies, a representative of Ministry during his evidence before the Committee stated:

“Sir, I had submitted before that on these demands there can be no higher limits. As the challenges come up, you require many. But, so far as the present situation is concerned, I will not say that we have reached an optimum level, but, I think I can claim that they are satisfactory to deal with the situations that are arising today. But, this situation keeps on changing and our requirements will also keep on changing and there will be demand for more and more such equipment and more and more such techniques.”

(xiii) Observations / Recommendations

2.119 Central/State Forensic Science Laboratories are playing an important role in analysing and examining of crime exhibits and provide valuable inputs to the investigating agencies in the form of irrefutable evidence. Recent scientific advancements in the fields of DNA fingerprinting, bio-chemistry, molecular biology, etc. have enhanced the scope of forensic sciences in crime detection and solution to a great extent. Keeping this in view and the rising sophistication and complexities of crime patterns it is but imperative that not only the existing set-up is geared-up but wherever the situations so warrants new laboratories either under the aegis of Central Government or the State Government be set-up.

2.120 A common complaint against most of these laboratories is the undue delays in receipt of reports and analysis from them. The Committee, therefore, recommend that rigid time-schedules alongwith a better mechanism be introduced in all laboratories so that not only is the investigating process buffeted but the criminal justice process which is most of the times delayed because of non-receipt of clinching evidence from the forensic labs is also expedited.

NEW DELHI;
April 17, 1995

Chaitra 27, 1917 (S)

DR. KRUPASINDHU BHOI,
Chairman,
Estimates Committee.

APPENDIX

STATEMENT OF RECOMMENDATIONS/OBSERVATIONS

Sl.No.	Para No.	Recommendations
1	2	3
1.	1.33	Maintenance of 'Public Order' is the responsibility of the States under the Constitution. But in order to assist the States in maintaining the law and order and also to encounter situation arising from insurgencies, terrorism etc. assistance is also provided by the Central Government through Central Para Military Forces which have been constituted by the Acts of Parliament as independent Armed Forces of the Union.
	1.34	<p>The Committee have been informed that the Six Para Military forces viz. Assam Rifles, Border Security Force, Central Reserve Police Force, Central Industrial Security Force, Indo-Tibetan Border Police and National Security Guard were constituted by the Government of India from time to time for performing certain functions as laid down in their Charter of duties. Since the present strength in some of these forces is not adequate enough to meet the commitments, in actual practice, these para military forces which were conceived, raised, trained and equipped for specific purposes, are being deployed on responsibilities and tasks not mandated for them.</p> <p>Border Security force, a premier border guarding Force and ITBP, trained and equipped mainly for northern border of the country are being deployed on internal security duties to help the States in maintenance of law and order. Likewise, CISF which was set up with the objective of providing security to public sector industrial undertakings is being made available to assist the States/Union Territories in maintaining public order. CRPF created to help the States/Union Territories in maintenance of law and</p>

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		order and to curb disturbances occurring in the form of communal, regional, linguistic riots etc. is also being deployed sometimes for near combatant situations for which the Force is not well trained and properly equipped. The Committee have been informed that due to deployment of BSF on internal security duty, their primary role was getting adversely affected.
3.	1.35	The Committee consider this situation as anomalous and they are of view that deployment of CPMFS on duties other than their respective mandated role for which they are not properly organised, suitably trained and adequately equipped may have demoralising effect on them due to poor, ineffective and inefficient performance.
4.	1.36	The Committee, therefore, desire that the force level in all these Forces should be suitably augmented and their deployment on responsibilities and tasks other than their charter of duties should be done only in compelling circumstances.
5.	1.37	The Committee also find that in the event of their deployment on internal security duties they have to perform similar jobs and functions in an unified manner. As the simultaneous deployment of these forces in internal security duties is leading to the problem of coordination as also adversely affecting their primary roles, the Committee feel that a need has arisen to review the functioning of Central Para Military Forces and reorganise them so that not only the problems of law and order in the States can be looked into effectively by these Forces but also their primary roles are not affected adversely. The Committee are of the opinion that the Government should examine the feasibility of regrouping and reorganising the Central Para Military Forces on the basis of their primary functions mainly into two specialised Forces—one for guarding the country's borders and the other for assisting the States in maintenance of law and order under their overall supervision. The strength of these two not only should be enhanced as already recommended above but various specialised divisions within these Forces should also be created on the analogy of Rapid Action Force so that they are able to

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perform the specific jobs assigned to them more effectively and efficiently. Each Force may also be provided with a flexible training orientation course so that they are able to deal with any given situation.

6. 1.38 The Committee also note that the Government besides providing assistance to the States have also before them an objective that States should create their own forces to effectively deal with undesirable activities of unlawful and anti-national elements. With this objective in view the Government have authorised the raising of India Reserve Battalions with financial assistance from the Central Government. The Committee desire that India Reserve Battalions be created with due promptitude so that burden on Central Para Military Forces for performing internal security duties is reduced considerably and that they are able to perform the functions envisaged in their Charter efficiently.

7. 2.16 Taking cognizance of the fact that the State Governments were not committing adequate financial resources to meet the essential requirements of their Police Forces, the Central Govt. initiated the scheme of Modernisation of State Police Forces' in 1969 under which financial assistance was given on matching basis to State Govts. for purchase of vehicles, equipments, communication equipments, aids to investigation, data processing, building, etc. During 1969-92 Rs. 212.00 crores were given to the States under the scheme. The scheme has been further extended to cover the period from 1991-92 to 2001-02. The Govt. has approved an annual allocation of Rs. 30.00 crores for release to the States for over the next 4 years *i.e.* 1992-93 to 1995-96. The Committee, however, feel that the present allocation of Rs. 30.00 crores per annum to all the States like in the past to meet their requirements is insufficient keeping in view, well trained and equipped with sophisticated arms militants, extremists and terrorists and near-insurgency conditions prevalent in certain parts of the country. They are of the view that grant of adequate financial resources to the State Govts. particularly to those wherein militancy is more acute is of paramount importance with a view to augmenting their resources to enable them to modernise their fire arms with the acquisition of matching weapons/

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8.	2.17	<p>equipments and other essential requirements to counter insurgency effectively.</p> <p>The Committee, therefore, desire that Ministry of Home Affairs should review the position and enhance the allocation under the scheme of Modernisation of State Police Forces to enable the State Govts. to meet their modernisation needs, and to deal with emerging challenges from the unlawful activities of terrorists, militants and other subversive forces effectively.</p>
9.	2.18	<p>The Committee note that under the scheme of 'Modernisation of State Police Forces' the State-wise allocation of funds is being made on the basis of certain objective criteria based on (i) the population of States; (ii) strength of police personnel; (iii) No. of police stations; and (iv) crime per lac of population. The Committee, however, feel that apart from the above, requirement of maintenance of law and order arising from menace of terrorism, extremism/militancy should also be taken into account for allocation of funds.</p>
10.	2.19	<p>The Committee, therefore, desire that the criteria for allocation of funds under the scheme of 'modernisation of State Police Forces' should also include the growing financial needs of the States wherein activities of terrorists, extremists and militants are rampant.</p>
11.	2.20	<p>The Committee also find that some of the States were not fully utilising the annual assistance well in time due to impediments in importing certain equipments/items. The Committee are of the view that to obviate the difficulties being encountered by State Govts. in import of certain equipments, the Ministry of Home Affairs should coordinate the import of security equipments/items after ascertaining from the State Govt. their requirements.</p>
12.	2.21	<p>The Committee note with satisfaction that the Ministry of Home Affairs have approached the 10th Finance Commission for award of Rs. 300 crores for Modernisation of State Police Forces. The Tenth Finance Commission has, however, recommended no separate funds for the scheme of Modernisation of State Police Forces. The Commission has recommended an</p>

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		amount of Rs. 555.21 crores to meet specific requirements for building of Police Stations/Outposts, Police Training and Telecommunications. The Committee expect that the funds recommended by the Commission would meet the modernisation needs of State Police Forces to a certain extent.
13.	2.31	The Committee need not emphasise that in the wake of acquisition of latest and sophisticated weapons by the militants and subversive elements, arming of police and Para-Military Forces with weapons of similar magnitude and potential on a continual basis has become imperative.
14.	2.32	The Committee are unhappy to learn that no separate funds for modernization purposes are earmarked for any Para Military Force. Neither any scheme has been framed nor any policy frame work laid down. Even no perspective plan has been drawn up for modernization of Para Military Forces. Only an ad-hoc approach is being followed in their modernization. The Committee are of the opinion that such an approach with no long term schemes in an area as important as modernization may lead to weakening of Para Military Forces and affect their morale adversely.
15.	2.33	The Committee, therefore, desire that policy guidelines may be laid down for timely modernization of Central Para Military Forces on regular basis and in long term perspective.
16.	2.34	The Committee find that recently Ministry of Home Affairs have advised the Para Military Forces to reassess their modernization needs and prepare suitable schemes. The Committee desire that this exercise should be completed expeditiously so that modernization schemes are taken up for implementation on time bound programme in each year of the plan.
17.	2.35	The Committee would also recommend that the Ministry of Home Affairs should draw up perspective plan/schemes for modernization of Para Military Forces for immediate implementation in the light of emerging challenges.
18.	2.45	The Committee note that with the spread of militancy and terrorism in various parts of the country, the Government have recognised the need for

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		providing sophisticated and higher fire power weaponry to Central Para Military Forces and State Police Forces though on selective basis in limited number. The supply of arms and ammunitions to these Forces are made from the stocks of the Army as also the ordnance factories under the Ministry of Defence. However, the programme of modernisation of Central Para Military Forces and State Police Forces with new generation weapons is being severely hampered due to inadequate stocks of arms in Army depots and ordnance factories as also non-availability of indigenous manufacturing facilities for certain sophisticated arms and equipments including non-lethal weapons like rubber-bullets, plastic pellets, water canons etc. in the country.
19.	2.46	To reduce the gap between demand and supply of weapons Police and Para Military Forces are resorting to imports which is leading to a drain on country's precious foreign exchange resources. The Committee need not emphasise the need for saving of precious foreign exchange. The Committee, therefore, desire that necessary steps should be taken to enhance the production capacity of manufacturing units under Ministry of Defence as also develop production facilities for manufacture of sophisticated weaponry/equipments which is being imported at present.
20,	2.47	The Committee note that a beginning in this regard has already been made and the units like OFD and Bharat Dynamics Limited under the Ministry of Defence have taken up programmes to increase the supplies of pistols. Bharat Dynamics Limited has also been given letter of intent to manufacture rifles and pistols. The Committee desire that all the schemes for augmenting the production of weapons should be implemented with due urgency.
21.	2.48	The Committee note that during last several years there have been explosion of bombs in certain parts of the country. The Committee desire that in order to prevent such incidents our intelligence network should be strengthened. Further to identify and dispose of the bombs before their explosion the Ministry should take required steps to suitably strengthen the bomb disposal squads with the well trained staff and state-of-the-art equipments.

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22. 2.57 The importance of various modes of communication for contact and rapid transmission of messages/ correspondence, from one corner of the country to another has become all encompassing in the present fast changing world. In the case of Police and Central Para-Military Forces wherein their duties require them to be on their toes right from their deployment at a short notice till their actual functioning on Borders and internal security duties in field areas, the need for a perfect and efficient communication network becomes all the more imperative, without which the Committee feel that the whole concept of modernization would be meaningless.
23. 2.58 The Committee are however, constrained to observe that timely steps have not been taken to strengthen the communication system which is commensurate with the requirements of Police and Para-Military Forces which have increased manifold in view of deteriorating law and order problems in various States. The Committee note that only recently a Committee under the Chairmanship of the Director, Directorate of Coordination and Police Wireless (DSPW) was set up which has made recommendations on the communication requirements of Central Para-Military Forces and DCPW. The Committee desire that the scheme as modified and included in the Budget 1994-95 be implemented expeditiously so that the communication network of Para-Military Forces & DCPW gets adequately strengthened.
24. 2.59 The Committee also find that the scheme of setting up of National Police Telecommunication Network aimed at providing connectivity from National Capital to individual police stations in the country has made little headway as the entire proposal is being revised in the Ministry of Home Affairs.
25. 2.60 The Committee desire that the Ministry of Home Affairs should revise the proposal, make a firm projection to Ministry of Finance and impress upon them the imperative need of approval of this scheme so
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		that work of State Police Forces is not hampered due to a week communication network.
26.	2.61	The Committee also desire that the proposed National Police Telecommunication Network should also include connectivity of State Capitals with all Police Stations in the respective States.
27.	2.76	In the present day world Computers are being extensively used in analysing, correlating and retrieving of information in all the important spheres of life. The Committee, however, note that their use in the Police and Para-Military Forces is still on a very limited scale. The Committee need not emphasise that the use of computers at a comprehensive scale in police and para-military forces is imperative for expeditious retrieval of information relating to crime and criminals and for enhancing the efficiency of police organisation.
28.	2.77	They therefore, desire that the schemes chalked out in Central Para-Military Forces for computerisation of their functions and operations in future should be implemented expeditiously.
29.	2.78	The Committee would also like the Ministry of Home Affairs to examine the possibility of utilising computers for deployment of Central Para-Military Forces.
30.	2.79	The Committee find that the position with regard to use of Computers in the State Police Forces is no better. The use of Computers in State police agencies is confined mainly in their day-to-day work and in the maintenance of records relating to criminals and related statistics. A project known as Crime-Criminal Information System which envisages setting up of main computer at State Headquarters and micro processor at District level has been taken up for implementation. They are, however, constrained to note that the implementation of this project has been delayed till 1996 due to decision to review hardware specifications and procurement procedure. The Committee need not emphasize that delay in the execution of projects not only leads to cost over-runs but also makes an adverse impact on the functioning of an organisation. The Committee therefore desire that efforts should be made to complete these projects expeditiously so that the computerisation

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		of police functions in various States takes place without further delay.
31.	2.84	The Committee appreciate that the Ministry of Home Affairs have sanctioned additional vehicles for CRPF and BSF who are deployed on the internal security duties in the States of J&K and Punjab. The Committee desire that Ministry should also ascertain the requirements for additional transport by other Para-Military Forces and take adequate steps for making available to them additional vehicles in order to ensure their efficient mobility in field operations.
32.	2.85	The Ministry should consider sympathetically the demands of State Governments for additional requirement of funds for this purpose particularly States, badly affected with the activities of militants especially in the North Eastern States.
33.	2.99	The Committee note that a Comprehensive and wide range of training courses have been formulated to cater to the training needs of all categories of personnel in State Police and Central Para-Military Forces. However, these courses are not being organised uniformly in all the States as such courses are organised as per State Police Manuals.
34.	2.100	In order to provide equal and adequate opportunities to police personnel on a uniform basis in all the States for improvement in their professional standards and efficient performance, the Bureau of Police Research and Development in the Ministry of Home Affairs should devise a Model Manual on Training Courses and Evaluation Systems for various categories of police personnel in the States. This Model Manual which may incorporate salient features of systems of training prevalent in other democratic countries in the world may be updated from time to time and tuned to the issues confronting State Governments to meet emerging challenges.
35.	2.101	The Committee note BSF, CRPF, and N.S.G. have taken steps to modernise their training activities. They desire that other Para-Military Forces should also review their training programmes and take steps to upgrade them so that officers of these Forces are

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		will equipped and are able to discharge their functions/ duties efficiently and effectively.
36.	2.102	The Committee note that BPR&D's Syllabus Committee and the Committee under the Chairmanship of Special Secretary to review training arrangement for Police Forces have also made recommendations for strengthening the training programmes of State Police Forces. The Committee desire that the Ministry of Home Affairs should persuade the State Governments to reorganise their training programmes in the light of their recommendations.
37.	2.103	The Committee find that Police Officers who have undergone various training courses abroad have found those courses very useful and this has helped in improving the training techniques at police training institutions in the country. The Committee desire that there should be regular out flow of Police Officers from all the Central Para-Military Forces for training abroad and the training techniques should also be reviewed and strengthened in each Force on the basis of the experience and knowledge gained by these Officers.
38.	2.104	The Committee are also of the view that there is a need to familiarize the police personnel at various levels with the functioning and applications of Computers so that these are used more effectively. They, therefore, desire that training on computers should form an integral part of the various training programmes which are undertaken from time to time by the police training schools.
39.	2.105	The Committee also desire that respect for cultural, linguistic, ethnics and maintenance of cordial relations with local population during field operations should be given due emphasis in the training courses for Para-Military Forces.
40.	2.110	The Committee note that an elaborate institutional framework for imparting specialised/professional training to police personnel already exists. Besides the Sardar Vallabhai Patel National Police Academy, Hyderabad which conducts the basic training courses for newly appointed IPS Officers, there are other institutes

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		<p>which impart training to police officers in their respective fields of investigation and detection of crimes on systematic and scientific basis. In addition Para Military Forces have set up training schools of their own to cater to their specific needs. The Committee, are, however constrained to note that training institutions of Central Para Military Forces are not fully equipped in terms of infrastructural facilities, faculty, training grounds, obstacle courses, gymnastic and buildings. What is more disturbing is that even though these deficiencies have been pointed out by the Institutions from time to time yet nothing tangible has been done so far to overcome them.</p>
41.	2.111	<p>The Committee are of the opinion that the training process in any organisation is of paramount importance as it is the very basis of the subsequent performance of its personnel in field conditions. In so far as the Para Military Forces are concerned their training has assumed further importance in view of the increasing emphasis on human rights, increased complexities of law and order problems, increased access of terrorists and other law-breakers to sophisticated weapons and gadgetry, increased rigors of law and order maintenance duties, etc. Unless the paramilitary personnel are given the best of training in all respects they would not be in a position to perform their assigned responsibilities to the desired level.</p>
42.	2.112	<p>The Committee find that an allocation of Rs. 1 crore has been done by the Planning Commission for the purpose. This in view of the foregoing is not sufficient. The Committee recommend a more logical allocation fully in consonance with the requirements of PMFs since this is an investment towards the better performance of these forces in future.</p>
43.	2.119	<p>Central/State Forensic Science Laboratories are playing an important role in analysing and examining of crime exhibits and provide valuable inputs to the investigating agencies in the form of irrefutable evidence. Recent scientific advancements in the fields of DNA fingerprinting, bio-chemistry, molecular biology, etc. have enhanced the scope of forensic sciences in crime detection and solution to a great extent. Keeping</p>

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this in view and the rising sophistication and complexities of crime patterns it is but imperative that not only the existing set-up is geared-up but wherever the situations or warrants new laboratories either under the aegis of Central Government or the State Government be set-up.

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A common complaint against most of these laboratories is the undue delays in receipt of reports and analysis from them. The Committee, therefore, recommend that rigid time-schedules alongwith a better access mechanism be introduced in all laboratories so that not only is the investigating process buffeted but the criminal justice process which is most of the times delayed because of non-receipt of clinching evidence from the forensic labs is also expedited.
