

Chapter 3

Modernisation of Weaponry

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3.1 Introduction

As the sophistication of weaponry used by criminals, naxals and terrorist elements have increased considerably in recent years, police forces need to be equipped adequately with the state-of-the-art weapons, to enhance their capability and effectiveness in combating such elements. MPF scheme as well as outlays sanctioned from State budget for modernization and equipping the state police, envisaged replacement of obsolete weapons with sophisticated modern weapons and other equipment to effectively deal with situations such as violent demonstrations, riots, terrorists/naxal attacks etc. This necessitates that not only the norms for equipping the police force are reviewed promptly but the adequacy of funds is also ensured and acquisition process managed effectively to provide modern arms and ammunitions to police in requisite quantity and capability, in a timely manner.

3.2 Budgetary Provisions

3.2.1 Procurement of weapons under MPF Scheme

Under MPF scheme, a total amount of ₹ 38.31 crore (including central & state shares) was allotted during 2011-16 for procurement of arms and ammunitions but the department could spend only ₹ 32.99 crore (86 per cent) only as given below:

Table 3.1: Allotment and expenditure under MPF for procurement of weapons
(₹ in crore)

Year	Demand of Fund (AAP)	Allotment of Fund	Expenditure	Surrender
2011-12	12.28	3.53	3.53	00
2012-13	20.48	12.10	12.10	00
2013-14	10.70	5.40	3.24	2.16
2014-15	12.78	9.39	9.39	00
2015-16	13.13	7.89	4.73	3.16
Total	69.37	38.31	32.99	5.32

(Source: Police Headquarter, Allahabad)

Allocation of funds by GOI under MPF has declined in recent years, which has impacted financing of almost all the components of the modernization scheme. As can be seen from the table above, against the demand of ₹ 69.37 crore as per Annual Action Plan under MPF scheme, ₹ 38.31 crore (55 per cent) was allocated and ₹ 32.99 crore (48 per cent) was spent on procurement of arms & ammunitions for the state police during 2011-16.

GoUP accepted (February 2017) and stated that against the proposal send to MHA the weaponry of ₹ 32.99 crore was purchased during 2011-12 to

2015-16 and pending proposals of previous years had been included in the Annual Action Plan for the year 2016-17 and send to MHA for approval.

This indicated that a significant portion of the requirement of weaponry could not be made available.

3.2.2 Procurement of weapons from state budget

In addition to MPF, the state government allocated a total outlay of ₹ 439.04 crore during 2011-16 under state budget for procurement of arms and ammunitions against which ₹ 430.92 crore was utilized. Year-wise position of allotment of funds and utilization under State Budget are given in tables below:

Table 3.2: Weapon procurement from State Budget

(₹ in crore)

Year	Allotment of Fund	Expenditure	Surrender
2011-12	20.00	20.00	00
2012-13	39.20	39.20	00
2013-14	44.00	44.00	00
2014-15	26.75	26.75	00
2015-16	309.09	300.97	8.12
Total	439.04	430.92	8.12

(Source: Police Headquarter, Allahabad)

The allocation of funds ranging from ₹ 20 to 44 crore for procurement of arms & ammunitions from state budget was inadequate against the requirement of 52,572 Rifle Category and ammunitions during 2011-14. This led to large number of proposals (47 item's proposals) for procurement of arms & ammunitions remaining pending for several years. To meet the shortfall the Government irregularly re-appropriated ₹ 265.09 crores during 2015-16 under Dearness Allowance (District Police) to augment allocations for procurement of arms & ammunitions. Despite this increased allocation, audit found that large numbers of proposals were still pending.

GoUP accepted (February 2017) and stated that during 2015-16 ₹ 265.09 were re-appropriated for purchase of weaponry.

Audit further observed that against the expenditure of ₹ 300.97 crore incurred during 2015-16 on procurement of arms & ammunitions, weaponry amounting to a major portion (₹ 204.83 crore) has still not been received from Ordnance Factories.

3.3 Delay in revision of Arming Policy

Scales for various kinds of arms & ammunition for State police forces were prescribed by the Ministry of Home Affairs (MHA) in 1953 and were applicable till 1995. In 1995, MHA informed that the weaponry prescribed in 1953 had become irrelevant and obsolete due to various reasons. MHA proposed revision of type and scale of weaponry for State police and sought (February 1995) views/suggestions of DGPs of all the states.

Audit observed that despite the matter being extremely important from security considerations and for maintenance of law and order, the state police took 17 years (February 1995 to February 2012) to prepare a response to the MHA's proposal for revision of type and scale of weaponry of State police. Despite substantial advancements in the sophistication of strategy and weaponry used by terrorists, naxals and other disruptive elements, which was evident from various attacks and strikes on important installations as well as public places all across the world including India during last two decades, the State police did not show any urgency to formulate and implement a new arming policy to equip the state police expeditiously with the state-of-the-art weapon systems and capabilities to effectively deal with any such contingency arising at any point of time. It was only in February 2012 that the PHQ prepared a "Standard Weapons Policy" for the state police and submitted to the Home Department, GoUP for approval and to forward the new policy to MHA in response to their 1995 proposal.

Scrutiny of records further revealed that GoUP took another four years to take a decision and forward the proposal to MHA. Thus, the Standard Weapon policy for the state police was finally submitted to the Ministry of Home Affairs after a lapse of 21 years in January 2016 by the state government.

GoUP accepted (February 2017) and stated that approval of the Arming Policy is awaited from MHA.

This indicated a callous attitude of the police authorities as well as the state government in dealing with the matters relating to security of citizens and maintenance of proper internal security and law & order in the state. The approval of the arming policy was awaited from MHA as of September, 2016.

3.4 Availability of weapons

PHQ in its proposal sent (April 2016) to GoUP intimated shortage of 1,76,110 weapons in the category of pistol/revolver and shortage of 9,445 in rifle category. Audit found that as per the Standard Weapon Policy (2012) there was shortage of 45,047 weapons in pistol/revolver category (**Appendix 3.1**) and there was excess of 56,928 weapons in Rifle category (**Appendix 3.2**) against the manpower actually available.



GoUP stated (February 2017) that purchase of weapons was made on the basis of sanctioned strength of police personnel. Appointment of police personnel is a regular process and weapons are purchased for allotment of weapon to newly appointed police personal.

Reply of the GoUP is not acceptable as there is huge gap between the requirement and availability of arms. Thus, the procurement was not made as per actual requirement

3.5 Equipping with obsolete weapons

As per 1995 instructions of MHA, the point-303 Rifles had become obsolete by 1995 itself and required replacement by modern weapon systems.



Point-303 Rifle

Audit however noticed that out of about 1.22 lakh rifles available with the state police, as of March 2016, 58,853 Rifles were of point-303 bore category as in 2015-16. Despite rifles being a very important weapon for arming of police, about 48 *per cent* of the police force in the state was still using point-303 bore rifle which had been declared obsolete more than 20 years ago.

GoUP accepted (February 2017) and stated that point 303 rifles are being replaced by Insas Rifles, and this process of replacing will be completed in five years.

Thus reply is not tenable because point 303 rifles had been declared obsolete more than 20 year ago (February 1995) and about 48 *per cent* of the police force in the state is still using it.

Further, out of 15 test checked districts in 14 districts, 16,700 Rifles of point-303 bore were being used by the district police (*Appendix 3.3*).

3.6 Amogh Rifle Lying Idle

PHQ placed an order in September, 2008 for supply of 148 Amogh Carbine under the Police Modernization Scheme and paid an advance of ₹ 26.64 lakh to OFB, Kolkata for supply of these rifles. Audit observed that 80 Amogh



rifles supplied in October, 2009 were not being used by the state police and were lying idle in Central Reserve Depot, Sitapur for last eight years due to failure to supply of ammunition by the ordnance factory Khadki, Pune. Audit further observed that supply

of balance 68 Amogh rifles was still pending as of September, 2016.

GoUP stated (February 2017) that 80 Amogh Rifle received against indent could not be distributed to district units because ball of these rifles were not received, now the ball had been received and rifles were distributed.

Reply of the GoUP was not acceptable because no evidence of receiving of ammunitions and distributing the same was attached with the reply and balance 68 rifles are still not supplied by the ordnance factory.

3.7 Shortage of Ammunitions

Pistols are provided to all the police officers including Head constables and above. In addition, 30 *per cent* of the constables are also equipped with

pistols/revolvers. Further, carbines are used by police officers on special police forces/ district arms police/ PAC/ VIP security duty.

The ammunition used by the State Police in automatic pistols and carbines is 9 mm ball ammunition. It was noticed that there were significant shortages in the availability of this ammunition. Supply of 9 mm ball ammunition by the Ordnance factories to the Police Department during the period 2014-15 and 2015-16 was as under:

Table 3.3: Status of supply of 9mm ball by ordinance factories

Year	Demand	Supply by Ordnance Factory	Shortage
2014-15	5,39,000	NIL	5,39,000
2015-16	6,57,651	1,30,622	5,27,029

(Source: Police headquarters, Allahabad)

GoUP accepted (February 2017) and stated that every year demand of 9 mm ball was send to MHA but the approval for supply of 9 mm ball was not made in accordance with the demand by the MHA so the shortage prevails.

The significant shortfall of 9 mm ball ammunition had an impact on the training and providing VIPs security.

3.8. Central Reserve Depot

Central Reserve, Sitapur is the sole store and distribution centre of arms, ammunitions and munitions for state police force, which was established in 1910. Scrutiny of records of Central Reserve disclosed major shortcoming in maintenance and upkeep of the Central Reserve as discussed below.

3.8.1 Improper Storage of Arms and Ammunitions

Central Reserve Sitapur is the only reserve in the State which holds all the inventory of arms and ammunition purchased by the PHQ (through State Budget as well as under MPF scheme) and issues them to the respective police units/PAC based on the authorisation received from PHQ. The Central Reserve is also responsible for receipt, storage and destruction of obsolete arms and ammunitions received from various police units/PAC after completion of their prescribed life.

Over the years, the complexity and nature of arms and ammunitions procured and the expenditure incurred for modernisation of police forces has increased considerably. GoUP incurred an expenditure of ₹ 463.91 crore during 2011-16 on procurement of arms and ammunitions and, therefore, it was essential that the Central Reserve had adequate safe storage space for storage of arms and ammunitions.

Audit noticed during physical inspection (May 2016) that the building of Central Reserve was more than 100 years old and was in dilapidated condition. Roofs of the barracks where arms and ammunitions were stored had

severe problem of leakage of rainy water during monsoon. Audit also found that large number of newly procured arms was lying in corridors as space in barracks was not available for storage of weapons. These concerns were also raised by ADG, PHQ, UP in his inspection of Central Reserve, Sitapur conducted in April 2016. This indicated that modernisation or upkeep of Central Reserve was completely ignored as no proposal had been initiated in the past for undertaking any major repair/up-gradation or construction of new building for the Central Reserve despite poor condition of the existing building and substantial increase in procurement of arms and ammunition by the state police.



Improper stacking of rifles due to inadequacy of storage space in Central Reserve, Sitapur.

New weapons kept in open corridors due to lack of storage space in Central Reserve, Sitapur.

Audit further noticed that the problem of inadequacy of storage space in the Central Reserve was compounded because of the failure of the Central Reserve authorities to destroy old obsolete stores which had been received from various police units over the years, for disposal/destruction as discussed below:

Audit observed that 8,728 weapons that were declared obsolete during 2011-15 were stored in the Central Reserve, Sitapur (CRS) and were awaiting destruction/disposal as of May 2016. The proposal for their destruction was pending with PHQ. Information of obsolete stores of pre 2011 period was not provided by Central Reserve, Sitapur. This indicated that despite severe shortage of storage space, CRS as well as PHQ did not take any action to destroy/dispose of the obsolete arms. As a result, obsolete arms were lying in CRS for many years and occupied substantial space whereas expensive new arms purchased were not safely stored and were lying in corridors with risk of damage, pilferage, theft etc.

Hence, CRS faced serious problem of inadequacy of proper storage space but neither any modernisation steps were taken by the PHQ to construct safe and secure storage building for arms and ammunitions in CRS nor the CRS authorities ensured timely destruction of obsolete stores so that newly purchased arms could be stored properly.

GoUP accepted (February 2017) and stated that storage of weaponry is available at 11th Vahini PAC and Central Reserve Sitapur. Demand of extra space for storage of Arms/ammunition was made available and arms/ammunition parked in open space is being transferred.

The reply is not acceptable because during physical verification of Central Reserve Store audit noticed that CRS faced serious problem of inadequacy of proper storage space and neither any modernisation steps were taken by the PHQ to construct safe and secure storage building for arms and ammunitions in CRS nor the CRS authorities ensured timely destruction of obsolete stores so that newly purchased arms could be stored in the earmarked buildings.

Recommendations

- *As the existing barracks where arms and ammunitions are stored in CRS are in dilapidated condition, the department should immediately get it surveyed from the competent authority whether the barracks are still fit and suitable for storage of modern weapon systems and ammunitions and accordingly take corrective measures to ensure availability of adequate and secure space for storage of such systems and ammunitions.*
- *The process of destruction of obsolete arms should be streamlined to ensure that obsolete arms are not kept in stores and should be destroyed in a time bound manner to ensure availability of sufficient space for storage of new weapons that have been procured.*

3.8.2 Inadequate security and surveillance

Since Central Reserve, Sitapur maintains storage of large quantity of arms and ammunitions, so provision of foolproof security system consisting of physical security such as boundary wall etc., as well as electronic surveillance through CCTV cameras was essential for ensuring safety and security of the weapons.

Construction of Boundary Wall

CRS did not have even a boundary wall till 2013-14. It was only in October 2011 that a proposal for construction of 575 metre long boundary wall (with fencing) of the CRS complex at a cost of ₹ 1.25 crore was submitted to the Government. Audit noticed that the estimates for construction of boundary wall did not have provision for watch towers which are essential for proper security and surveillance in such sensitive establishments. Instead of approving the entire boundary wall, the Government accorded sanction of ₹ 0.73 crore for the construction of only 320.70 metre length of boundary wall at CRS complex. The Construction agency, UP Police Awas Nigam, therefore, constructed only 320.70 metre long boundary wall from the sanctioned amount of ₹ 0.73 crore, covering two and half side of the CRS premises. CRS premise still remains without a complete boundary wall and thus vulnerable.

This indicated that the proposal submitted initially by the department was not comprehensive as it did not provide for construction of watch towers. The sanction accorded by the Government was also deficient as it did not adequately address the security needs of CRS.

Audit noticed that a proposal for construction of rest of the boundary wall, modern storage for arms and ammunitions, watch towers, covered morcha for security of arms and ammunitions and a link road for internal patrolling of central reserve at an estimated cost of ₹ 9.29 crore has now been sent to Government by I.G. (Headquarters) in May 2016. The necessary sanction of the Government was awaited as of September 2016.

As of date CRS lacked adequate physical security in the form of a complete boundary wall with watch towers.

CCTV Surveillance

Given the fact that large quantity of arms, ammunitions and explosives are stored in CRS, an impenetrable security system comprising of wide network of CCTV cameras in addition to physical and manual security was required in Central Reserve Sitapur for security of arms/ammunitions stored. Audit noticed that no provision for security surveillance with CCTV cameras has been made in the CRS campus, though CCTV Cameras are widely being used by the police for city surveillance as well as for surveillance over sensitive religious places and other buildings. CCTV cameras are also being installed in police stations under CCTNS project. It was ascertained that CCTV cameras in the Central Reserve of Police Department of Madhya Pradesh and Maharashtra have been installed. However, no such proposals for installation of CCTV cameras in CRS had been made by PHQ under modernisation programme during 2011-16.

GoUP accepted (February 2017) and stated that PHQ is trying to get approval of the proposal in May 2016 and after approval of the proposal, security of CRS will be as per standards and 24 hour surveillance will be done through CCTV cameras.

Fact remains that modernisation of CRS security system was not done in UP and this indicated an apathetic attitude of the department towards securing such sensitive locations despite numerous instances of terrorists and naxal attacks in the country on important establishments of Armed Forces, Central Para Military Forces and State Police.

Recommendation

Government should adequately strengthen and modernise the security arrangements in Central Reserve, Sitapur by immediately constructing the remaining portion of the boundary wall fencing and watch towers, and

installing CCTV cameras at appropriate places for round the clock surveillance apart from taking other necessary measures.

3.8.3 Inadequate Fire Safety Arrangements

Provision of adequate fire safety arrangements are absolutely essential in storage depots where large quantity of arms, ammunitions and explosives are stored.

Fire Fighting Equipment



Audit noticed that Fire Officer (FO) Sitapur who had conducted inspection of CRS in June 2016 pointed out serious deficiencies in fire safety arrangements in CRS and made several suggestions for taking immediate corrective measures such as installation of fire extinguishers in all stores per hundred square metres, storing explosives on the ground floor instead of basement, establishment of wet risers and yard hydrants, construction of underground water tank of 50,000 litres and a terrace tank of 10,000 litre capacity with a pump of 450 LPM and a no smoking board to be erected at the gate.

GoUP accepted (February 2017) and stated that a proposal on the suggestions of the Chief Fire Officer is being prepared for taking corrective measures in the present fire security system of CRS.

This indicated that CRS has been functioning without even basic firefighting arrangements till March 2017 and no modernisation or up-gradation of firefighting arrangements had been undertaken by the department in CRS despite several instances of major fire incidents being reported in arms and ammunitions depots as well as other public buildings in the country.

Recommendations:

Adequate fire safety measures as recommended by Fire Officer, Sitapur should be implemented immediately in Central Reserve, Sitapur.

3.8.4 Shortage of Manpower at Central Reserve

Audit noticed that against the sanctioned strength of 40, the men in position in CRS were only 16 as of March 2016 (**Appendix 3.4**). Shortages were in the cadre of Sub Inspector and Ministerial staff level who were responsible for maintenance and security of arms and ammunitions. Thus not deploying sufficient manpower may affect proper upkeep, maintenance and security of arms and ammunitions kept in the Central Reserve.