

## Overview

1.1 The overall internal security and law & order situation in the country remained largely under control during the year 2003-04. However, Pak-sponsored cross-border terrorism in Jammu & Kashmir, insurgency-related violence in some North-Eastern States, violence perpetrated by naxalite elements in Andhra Pradesh, Bihar, Chhatisgarh and Jharkhand and sporadic ethnic/communal/caste violence in certain parts of the country continued to remain areas of concern.

### JAMMU AND KASHMIR

1.2 The overall level of violence during 2003-04 was broadly comparable to that of 2002-03. The number of incidents and the number of civilians, security forces personnel and terrorists killed in those incidents during the years 2002-03 and 2003-04 were as under:-

Number of	2002-03	2003-04
Incidents	3860	3362
Civilians Killed	994	753
Security Forces Personnel Killed	433	326
Terrorists Killed	1536	1491

1.3 Terrorism in Jammu & Kashmir alone has taken a toll of about 34,000 lives since 1990, including more than 12,000 innocent civilians and about 18,000 terrorists. Besides, it has caused

enormous damage to the Kashmiri people, their age-old syncretic culture and to the economy of the State.

1.4 The main planks of the Government's multi-pronged strategy to tackle terrorism in Jammu & Kashmir continue to be –

- (a) directly countering terrorism through security measures undertaken by Jammu & Kashmir Police and Security Forces;
- (b) accelerated economic development, improved provision of services and good governance to maintain satisfaction level among the people of Jammu & Kashmir;
- (c) willingness to talk with people of Jammu & Kashmir, specially those who eschew the path of violence; and
- (d) deepening the political process through elections at all prescribed levels and encouraging open political debate.

1.5 As part of the integrated approach to combat terrorism in the State of Jammu & Kashmir, the Central Government has been taking several measures to offset the adverse impact of terrorism on general public with emphasis on planned and balanced regional development, building/

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strengthening physical and social infrastructure and improving productive potential of the State. In pursuance of the decision of the Cabinet Committee on Security, the Deputy Prime Minister met delegation of All Party Hurriyat Conference (APHC) led by Maulana Abbas Ansari on January 22, 2004. Both sides agreed that step by step approach should lead to resolution of all outstanding issues relating to Jammu & Kashmir, with APHC delegation committing itself to enlargement of dialogue process to cover all regions of Jammu & Kashmir and concerns of all communities and the Government reiterating its concern to safeguard the security of all people and prevent violation of their rights. The second meeting was also held in March 26, 2004, in a cordial atmosphere in which there was a frank exchange of views and review of progress made since the first meeting.

## **NORTH EAST**

1.6 The North-Eastern States have been affected by insurgency for quite some time now. Militant activities of various underground groups and ethnic divisions have kept the conditions disturbed in several areas of Assam, Manipur, Nagaland and Tripura, as well as in some areas of Meghalaya and Arunachal Pradesh. Presence of a long and porous border and a very inhospitable terrain have facilitated movement of militant groups as also inflow of illegal arms into the region, besides large scale influx of illegal migrants into the country. Inadequate economic development and employment opportunities in the region have also fueled induction of neo-literate youth into militancy. Pak-ISI has also been assisting the militancy in the region.

1.7 The strategy adopted by the Government to improve the situation in the North East includes accelerated infrastructural development, stress on employment, good governance and decentralization, building friendly relations with neighbouring countries, willingness to meet and discuss legitimate grievances of the people and the resolve not to tolerate violence. To assist the State Governments to combat militancy, units of Central Police Forces and Army have been deployed in the aid of civilian authorities in the insurgency affected States. While the deployment charges for Central Police Force units in Assam are presently levied at 10% of the normal charges, the other six North-Eastern States are totally exempt from such charges. The Central Government is also implementing schemes of reimbursement of security-related expenditure to the States seriously affected by insurgency and modernisation of State Police Forces. Under the latter scheme, Assam, Manipur and Tripura would get 100% assistance, while the remaining States would get 75% assistance. The other measures aimed at curbing militancy include declaration of major militant groups as unlawful associations under the Unlawful Activities (Prevention) Act, 1967, declaration of certain areas as Disturbed Areas under the Armed Forces (Special Areas) Act, 1958 and implementation of 100% Centrally-funded surrender and rehabilitation scheme, aimed at weaning away persons who have strayed onto the path of militancy and now find themselves trapped in it.

## **NAXAL VIOLENCE**

1.8 Naxal violence continues to pose a serious challenge to internal security in the country. Presently,

55 districts in 9 States, namely, Andhra Pradesh, Bihar, Maharashtra, Orissa, Madhya Pradesh, Chhatisgarh, Jharkhand, West Bengal and Uttar Pradesh are afflicted with naxalism. Naxal outfits have laid special emphasis on militarization of their fighting formations by acquiring new technology, particularly relating to fabrication and firing mechanism for improvised explosive devices (IEDs) and weapons. The naxal outfits continue to augment their armed strength by embarking on extensive induction of misguided youth into their formation.

1.9 The Government has adopted a multi-pronged strategy to tackle the problem of naxal violence which include, inter alia, modernisation and strengthening of State Police Forces, long-term deployment of Central Police Forces, intensified intelligence-based well-coordinated anti-naxal operations, removal of socio-cultural alienation of the people, focussed attention on development and public grievances redressal system and creation of local resistance groups at grass root levels.

1.10 Recognising that the menace of naxal violence has to be tackled on both security and development fronts, the Ministry continues to focus attention of the State Governments on ensuring integrated development of the affected districts of the States. At the initiative of the Ministry, the Planning Commission has included all the naxal violence affected 55 districts under Backward District Initiative (BDI) component so as to fill the critical gaps in physical and social infrastructure in these areas. The scheme provides for an additionality of Rs. 15 crore per year per district for a period of three years. This works out to Rs. 2475 crore which amount, if properly utilised, will help accelerate the process of development in these districts.

1.11 Keeping in view the overall dimensions of naxalite extremism in the aforementioned States, a high level coordination centre, headed by the Union Home Secretary and with Chief Secretaries and DsGP of Police of these States as its members meets every six months and reviews and coordinates steps taken by the States to check naxalite activities. The last meeting of the Coordination Centre was held on March 19, 2004 at New Delhi, where it was decided to deploy 23 battalions of CRPF on long-term basis (3-5 years) in naxal affected areas to undertake intensive, focussed and coordinated intelligence-based anti-naxal operations jointly with the State Police Forces.

## ISI ACTIVITIES IN INDIA

1.12 Pakistan has consistently used terrorism and covert action as an instrument of State policy against India. It has recruited, trained, financed, armed and infiltrated terrorists in India and has provided sanctuary to anti-Indian elements. It has also sought to promote disaffection among the Indian people towards the State with a view to destabilizing the country.

1.13 The main focus of ISI strategy includes intensification of proxy war in a wide area from Jammu & Kashmir to North East, further strengthening the strategic alliance between Kashmiri militants and international terrorist groups, focus on planned and coordinated attacks by militant outfits on security forces, in-depth and comprehensive use of India's immediate neighbourhood for executing its plans, subversion, indoctrination and training of vulnerable sections of the society, espionage, targeting of economic

infrastructure, destabilizing the economy of the country by circulating fake currency notes, etc.

1.14 The Government has adopted a coordinated and multi-pronged approach for tackling the activities of ISI by strengthening border management to check illegal cross border activities, gearing up the intelligence machinery, close interaction between different agencies of the Centre and State Governments, neutralizing plans of militants and anti-national elements by coordinated action, modernisation and upgradation of State Police Forces and Security Forces with advanced sophisticated weapons and communication systems, etc.

1.15 As a result of the coordinated action between the Central intelligence agencies and the State Police Forces, 104 Pak-backed terrorist modules have been busted in various parts of the country leading to arrest of 140 persons and killing of 34 terrorists in the last three years.

## **FENCING AND FLOOD-LIGHTING OF BORDERS**

1.16 The Group of Ministers, in their report on reforming the National security system had recommended creation of a separate Department of Border Management in the Ministry of Home Affairs to pay focussed attention to the issues relating to border management. In pursuance of this, a Department of Border Management within the Ministry of Home Affairs was created on January 6, 2004.

1.17 On Indo-Pak border, out of the total length of 2003 Kms of border to be fenced, 1641 Kms of border has already been fenced. The

construction of fencing and flood-lighting in Punjab and Rajasthan has been completed except in certain non-feasible areas. In Gujarat sector, 66 Kms of road/embankment, 26 Kms of fencing and 48 Kms of flood lighting has been completed out of 310 Kms sanctioned. In Jammu sector, the work is progressing as per schedule and would be completed by the target date of March, 2006. So far, 110 Kms of fencing and 80 Kms of flood lighting work has already been completed out of 180 Kms and 196 Kms sanctioned, respectively.

1.18 On Indo-Bangladesh border, out of total length of 3287 Kms sanctioned for fencing, 1502 Kms has already been fenced. Similarly, out of 3663 Kms of roads to be constructed, work has been completed on 2670 Kms of roads.

1.19 For effective management of Indo-Nepal border, Sashastra Seema Bal (SSB) has been deployed and all the State Governments having borders with Nepal have been requested to send action plan for strengthening policing intelligence infrastructure. It has also been decided to deploy SSB on Indo-Bhutan border on a full time basis.

1.20 In pursuance of the recommendations of the Group of Ministers regarding greater use of high technology surveillance systems for effective border management, the border guarding forces have identified the class and makes of surveillance equipment to be deployed on international borders of the country.

## **DISASTER MANAGEMENT**

1.21 Through an amendment to the Government of India (Allocation of Business) Rules,

1961, 'Disaster Management' was transferred from the Ministry of Agriculture to the Ministry of Home Affairs in 2002. A complete change of approach has been brought out after the transfer of work to MHA. The focus is now on prevention, mitigation and preparedness to ensure that in the event of a calamity striking, casualties are kept to the minimum and post-calamity response is professional and better organised. For this purpose, a strategic roadmap has been framed. Concerted mitigation measures have been initiated. A National Earthquake Mitigation Project (NEMP) and a National Cyclone Mitigation Project (NCMP) have been drawn and appraised by the Planning Commission. A project has also been taken up covering 17 States and 169 districts which are multi-hazard prone for special assistance for (a) drawing up State, District, Block and Village disaster management plans, (b) drawing up District, Block and Village disaster management teams, and (c) setting up of Control Rooms/Emergency Operation Centres.

1.22 Eight battalions of Central Police Forces have been set apart for being converted into Specialist Response Teams. 16 teams have already been trained for response in complex disasters. In all, 144 teams are being trained. Out of these, 72 teams will be trained for response to nuclear, biological and chemical emergencies. The States have been advised to set up their own specialist teams.

1.23 A nation-wide web-based inventory of specialised equipment required for emergency/disaster response, called India Disaster Resources Network, has been put into place. This gives the location of specific equipment, specialised resources as well as the controlling authority for that resource so that it can be mobilized for response in shortest possible time.

1.24 A proposal for setting up a National Emergency Management Authority is under process. The proposal, inter alia, includes setting up a National Emergency Management Authority, sanction of three fully containerized mobile hospitals and sanction of equipment for Specialist Response Teams.

## **MULTI-PURPOSE NATIONAL IDENTITY CARD SCHEME**

1.25 In order to create a system of individual identification of the citizens of the country, a scheme for preparation of a National Register of Indian Citizens and issue of Multi-purpose National Identity Cards based on this Register to the Indian citizens is under consideration. The system not only envisages preparation of a National Register of Indian Citizens and providing a unique identity number to each citizen of the country but also calls for continuous updating of this Register by linking it to the system of registration of births and deaths. The system further envisages complete computerisation and linking of the Registers at the sub-district, district and national level.

1.26 A pilot project on the scheme has been initiated in April, 2003 in a few selected sub-districts of 13 States and Union territories, namely, Jammu & Kashmir, Gujarat, Uttranchal, Rajasthan, Uttar Pradesh, Assam, Andhra Pradesh, West Bengal, Tripura, Goa, Tamil Nadu, Pondicherry and Delhi covering a total population of 30.5 lakh. The pilot project is expected to be completed by December, 2004. The experience/lessons drawn from the pilot project would be taken into account while implementing the scheme in the entire country.

1.27 To provide legal sanction for the Multi-purpose National Identity Card Scheme, the Citizenship Act, 1955 has been amended and a specific section on registration of citizens and issuing cards has been included in the Act. The Citizenship (Registration of Citizens and Issue of National Identity Cards) Rules, 2003 have been notified on December 10, 2003.

## DUAL CITIZENSHIP

1.28 Following the recommendations made by the High-level Committee on Indian Diaspora on measures for a constructive relationship with them, the Citizenship Act, 1955 has been amended so as to promote overseas citizenship within the fabric of the Citizenship Act. Citizens of 16 specified countries have been included for overseas citizenship which is planned as registration of persons of Indian origin as overseas citizens of India. However, such PIOs registered as overseas citizens of India will not be entitled to exercise electoral franchise and will not be inducted into civil and defence services except by special order of the Central Government. The Citizenship (Amendment) Act, 2003, duly passed by the Parliament, has been notified on January 8, 2004. The Citizenship (Amendment) Rules, 2004 have also been notified on March 26, 2004.

## MODERNISATION OF CENTRAL POLICE FORCES

1.29 To effectively meet the challenges put forth by cross-border terrorism and continued militancy in certain parts of the country, a five-year modernisation plan for six Central Police Forces under MHA was approved in February, 2002 with

an outlay of Rs.3470 crore with a view to ensuring that these Forces have superior weaponry, communication equipments, surveillance equipments, mobility, etc. vis-à-vis their adversaries. Rs. 1080 crore has been spent by these Forces till March 31, 2004 on modernisation.

## SCHEME FOR MODERNISATION OF STATE POLICE FORCES

1.30 The scheme is under implementation since 1969-70 to supplement the efforts of the State Governments in modernisation their Police Forces. The objective of the scheme is to equip the State Police Forces adequately to enable them to effectively tackle threats to internal security, growing terrorism/extremism/communal and ethnic disturbances/ organised crimes and to reduce the dependence of States on Central Police Forces/ Army for maintenance of law and order. Keeping in view the difficulties expressed by the States to contribute their matching share towards implementation of the scheme, the scheme has been revised on October 22, 2003. The revised scheme includes change in funding pattern after grouping the States into three categories, namely, A, B1 and B2, on the basis of threats from insurgency/naxalite militancy/cross-border terrorism being faced by the States. Direct procurement of critical items by the Union Government, entrusting construction activities of Police buildings to Central Construction agencies, if need be, etc. are some of the other important features of the revised scheme. The existing 50:50 cost sharing basis between the Centre and the State Governments has been done away with, and provisions for 100%, 75% and 60% Central funding to States falling in categories A, B1 and B2 category, respectively, have been made. □