CHAPTER

I

OVERVIEW

1.1 The overall internal security and law and order situation in the country remained largely under control during 2004-05. However, Pak-sponsored cross-border terrorism in Jammu & Kashmir and insurgency related violence in some of the North Eastern (NE) States and naxal violence in several parts of the country continued to remain a cause of concern. There was, however, a perceptible improvement in the situation in terms of the level of violence and number of incidents and deaths in Jammu & Kashmir. Also, there was a decline in the trend of violence in North East as a whole except in Manipur. The extent of naxal violence remained more or less at the same level as in the preceding year, though the problem has affected, in varying degrees, larger areas.

JAMMU & KASHMIR

1.2 The level of violence and tension during 2004 in the State of Jammu & Kashmir was significantly lower, as compared to 2003. There was a perceptible decline in the number of incidents and, also, in the number of civilians, security forces personnel and terrorists killed, as is reflected in the table below:-

Number of	**2003**	**2004**
Incidents	3041	707
Civilians killed	795	707
Security forces personnel killed	314	281
Terrorists killed	1494	976

1.3 Other available indicators also suggest improvement in the overall security situation in the State. These include enthusiastic political activities witnessed during 2004, a fairly decent polling percentage of 35.21 in the Lok Sabha elections despite threat and boycott calls of terrorists, an impressive improvement in the number of tourists visiting the valley which was over 3.2 lakh during 2004, a significant drop of 73% in processions and demonstrations and 57% in hartals called by separatists/terrorists, etc. Further, largely peaceful elections to civic bodies in January-February, 2005, which witnessed very high percentage of voting, except in Srinagar, and whole hearted participation of women, was yet another positive development in the State.

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

- pro-active tackling of cross border terrorism by security forces;
- accelerating economic development and redressal of public grievances within the State;
- being open to initiation of dialogue with all groups in Jammu & Kashmir and especially those who eschew the path of violence and express a desire for such talks; and

- deepening of the political process through elections at all levels and encouraging political debate within Jammu & Kashmir.

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/ strengthening social infrastructure and improving productive potential of the State. During his visit to the State in November, 2004, the Prime Minister announced a reconstruction plan for Jammu & Kashmir, involving an outlay of approximately Rs. 24,000 crore, with a view to -

- expanding economic infrastructure of the State (power, roads, etc.);
- expanding provision of basic services (education, health, civil amenities and industrial promotion);
- imparting thrust to employment and income generation; and
- providing relief and rehabilitation (for the dislocated and the families of the victims of militancy).

NORTH-EAST

1.6 Several parts of the North East India, which comprises States of Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Tripura and Sikkim, have been in the throes of insurgency for quite some time. Militant activities of various underground groups and ethnic divisions have kept the conditions disturbed in several areas of Assam, Manipur, Nagaland and Tripura and in some areas of Meghalaya and Arunachal Pradesh. Presence of a long and porous border and a highly inhospitable terrain facilitated the movement of militant groups and flow 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 contributed to induction of neo literate youth into militancy.

1.7 The strategy adopted by the Government to improve the situation in North East includes accelerated infrastructure 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. In pursuance of this strategy, the Central Government has taken necessary measures to counter militancy in NE States which, apart from initiation of peace-dialogue with various outfits, include :-

(i) deployment of Central Police Forces (while deployment charges for CPF units in Assam are levied @ 10% of the normal charges, the other NE States are totally exempt from such charges in view of their poor resource position),

(ii) raising of India Reserve Battalion (initial cost of raising India Reserve Battalion, excluding the cost of land and building, is met by the Central Government),

(iii) reimbursement of security related expenditure,

(iv) modernization of State Police Forces,

(v) declaration of major insurgent/militant groups as unlawful associations under the Unlawful Activities (Prevention) Act, 1967,

(vi) declaration of certain areas in the North-East as disturbed area under the Armed Forces (Special) Powers Act, 1958, and

(vii) implementation of 100% Centrally funded surrender-cum-rehabilitation policy with a view to weaning away misguided youth who have strayed into the fold of militancy and rehabilitating them in the mainstream.

NAXAL VIOLENCE

1.8 Naxal violence during 2004 continued to be a cause of concern. Despite serious efforts at the Central and State levels to contain naxal violence and initiation of peace process between Communist Party Marxist Leninist- Peoples Wargroup (CPML-PW) and the Government in Andhra Pradesh, the overall level of naxal violence remained more or less at the same level as during the preceding year. However, the problem has affected a larger area in varying degrees. At present, 76 districts in 9 States of Andhra Pradesh, Bihar, Chhatisgarh, Jharkhand, Madhya Pradesh, Maharashtra, Orissa, Uttar Pradesh and West Bengal are afflicted with naxalism. CPML-PW and Maoist Communist Centre-India (MCC-I) have been trying to increase their influence and operations in some parts of three other States, namely, Tamil Nadu, Karanataka and Kerala and also in certain new areas in some of the already affected States. On October 14, 2004, CPML-PW leaders announced the merger of CPML-PW and MCCI and creation of single outfit called the Communist Party of India(Maoist), adding a new dimension to naxal scenario.

1.9 Carving out a Compact Revolutionary Zone (CRZ), spreading from Nepal through Bihar and Dandakarnaya region of Madhya Pradesh, remains the prime motive behind the expansionist designs of CPML-PW and MCC-I together with the Communist Party of Nepal. Despite all out efforts by security forces, naxalite groups remain steadfast in their efforts to realize the CRZ. Naxalites have an assessed strength of 9300 hard-core underground cadres. They hold around 6500 regular weapons besides a large number of unlicensed country-made arms.

1.10 Realising that the problem of naxalism is not simply a law and order problem, it is being tackled on political, social, economic and security fronts through a multi-pronged strategy which includes :

- peace dialogue by the affected States with naxal groups if they are willing to shun violence and local conditions are conducive to the talks;
- strengthening of administrative machinery to make it more responsive, transparent and sensitive to facilitate effective redressal of public grievances

and improved delivery mechanism aimed at accelerated integrated development including enhanced employment opportunities in naxal affected districts; and

- building up of local capabilities by the affected States in terms of improved intelligence gathering and sharing mechanisms and especially trained and well-equipped police forces to facilitate effective police action in a coordinated and sustained manner.

PAK- ISI ACTIVITIES IN INDIA

1.11 Pakistan has all along used terrorism and covert action as an instrument of State policy against India. It has recruited, trained, financed, armed and infiltrated terrorist in India and has provided sanctuary to anti-Indian elements. Despite the global outcry against terrorism and the public posture adopted by the Pakistan, and notwithstanding a string of confidence buildings measures adopted by the Governments of India and Pakistan, Pakistan has not yet dismantled the terrorism infrastructure in the territory under its control. This infrastructure is continued to be sponsored and used by Pak-ISI to recruit, train and finance terrorists and infiltrate them into India.

1.12 The main features of Pak-ISI strategies are :-

- intensification of proxy war operations in a wide area extending from Jammu & Kashmir to North East;
- in-depth and extensive use of India's immediate neighborhood for executing its plans;
- subversion, indoctrination and training of vulnerable sections of society;
- espionage;
- destabilizing the economy of the country by circulating fake currency notes and promoting drug trafficking / narco terrorism;
- direct and indirect support to the underworld elements operating within and outside the country; and
- raising the pitch of high-voltage disinformation campaign to discredit India's security forces for alleged violation of human rights.

1.13 The Government has adopted a well-coordinated and multi-pronged strategy to tackle the activities of Pak-ISI by strengthening the border management to check illegal cross-border activities, gearing up the intelligence machinery, close inter-action between different agencies of the Central and State Governments, neutralizing of plans of militants and anti-national elements by coordinated action, upgradation of police and security forces with advanced sophisticated weapons and communication system, etc. The Central Government has been sensitizing the State Governments about the threat perception and activities of Pak-ISI in the country. Periodic

coordination meetings are also held with State Governments for sharing the inputs and devising strategies to counter such activities.

MANAGEMENT OF DISASTERS

1.14 On transfer of this subject from the Ministry of Agriculture and Cooperation to the Ministry of Home Affairs, conscious and painstaking efforts have been made to shift the focus from post-disaster response and relief to holistic management of disasters encompassing prevention, mitigation, preparedness, response and relief by adopting a multi-dimensional, multi-disciplinary and multi-sectoral approach involving diverse scientific, engineering, social and financial processes. The new approach emanates from the conviction that development can not be sustainable unless disaster management is built into the development process. While it may be difficult to prevent hazards, mitigation and preparedness may prevent hazards from turning into disasters. In line with the change in the orientation, a National Framework/Roadmap has been drawn and shared with State Governments and Union territory Administrations. New institutional and policy mechanisms are being put in place, consistent with this change in the orientation, which include, among others, proposed enactment of a law on disaster management that would provide for the requisite institutional and coordination mechanism for undertaking mitigation measures and ensuring preparedness and capacity building; proposal to set up a National Disaster Management Authority under the chairmanship of the Prime Minister with a view to facilitating a multi-disciplinary and coordinated approach to disasters and formulation of a National Policy on Disaster Management; etc. Some of the measures that have been taken/ concretised or are on the anvil are as follows:-

- A model disaster management code has been prepared and shared with State Governments.

- The Indian Metrological Department and Central Water Commission have initiated early warning systems, using remote sensing techniques, satellite-based observations, etc.

- It is proposed to place a Tsunami Early Warning System in the Indian Ocean region for which the Department of Ocean Development would be the nodal Ministry.

- To take comprehensive programme for earthquake mitigation, a National Core Group for earthquake risk mitigation has been set up with eminent experts as members. An Expert Committee appointed by the Core Group has submitted its report covering appropriate amendments to the existing Town and Country Planning Acts, Land Use Zoning Regulations, Development Control Regulations and Building Bye Laws which have been shared with State Governments.

- Ten thousand engineers and an equal number of architects in States are proposed to be imparted training in

seismically safe building designs and related techno-legal requirements.

- Efforts are being made to include earthquake engineering and emergency health management in the course curricula of engineering/architectural colleges and medical colleges at the undergraduate level.

- A National Core Group on Cyclone Monitoring and Mitigation with experts from various fields has been constituted.

- A National Core Group on Landslide Hazard Mitigation has been constituted.

- Disaster Risk Management programme has been taken up in 169 districts of 17 multi-hazard prone States with assistance from UNDP, USAID, European Union and some other international agencies.

- The National Centre for Disaster Management - in existence since 1995 - has been upgraded and designated as the National Institute of Disaster Management (NIDM). It is proposed to develop NIDM as a regional centre of excellence in Asia.

- Disaster management faculties have been created in 29 State-level training institutes in 28 States.

- A National Programme for Awareness Generation, as part of overall disaster risk management strategy, has been undertaken.

- Disaster management as a subject in social sciences has been introduced in the school curricula for class VIII and IX through Central Board of Secondary Education.

- Eight battalions of Central Police Forces have been earmarked for development of fully trained and equipped specialist response teams. States have been advised to set up their own Specialist Response Teams.

- A web-enabled centralised data base, namely, the India Disaster Resource Network, has been operationalised. It is a nation-wide electronic inventory of essential and specialist resources for disaster response.

- Communication being a critical bottleneck in case of major disasters, it is proposed to put in place a multi-mode, multi-channel communication system with enough redundancy. A National Emergency Communication Plan has been drawn up and phase I of the Plan is currently under implementation. It will provide satellite-based mobile voice/data/video communication between National Emergency Operation Centre (EOC) and State EOCs.

- It is proposed to enact a law on disaster management which will, inter-alia,

provide for requisite institutional and co-ordination mechanism and powers for undertaking mitigation measures as also mechanism to ensuring preparedness and capacity building to handle disasters.

THE TSUNAMI

1.15 The havoc wrecked by Tsunami in terms of loss of lives and property in certain Coastal States and Union territories, viz., Tamil Nadu, Kerala, Andhra Pradesh, Andaman & Nicobar Islands and Pondicherry was truly unprecedented. However, equally unprecedented was the determination and response of the nation including that of the Governments and their agencies, institutions, NGOs and people in general to face the challenge squarely. The Ministry of Home Affairs, being the nodal Ministry, coordinated relief, response and rehabilitation measures with the affected States/UTs, the Central Ministries/ Departments providing emergency support and NGOs. Immediate recce of the affected areas were undertaken for impact assessment; Central teams were promptly dispatched to affected States/UTs for carrying out on-the-spot damage assessment and requirement of funds for rehabilitation and relief; an integrated Relief Command was set up for Andaman & Nicobar Islands; search and rescue operations were launched and an amount of Rs. 450 crore was released to States (Tamil Nadu: Rs. 200 crore, Andhra Pradesh: Rs. 100 crore, Kerala: Rs. 100 crore) and Rs. 250 crore to UTs (Andaman & Nicobar Islands: Rs. 200 crore, Pondicherry: Rs. 50 crore) for providing immediate relief and rescue operations. The Government has approved a relief package of Rs. 2822.17 crore for the mainland and Rs. 821.88 crore for Andaman & Nicobar Islands.

1.16 A Core Group has been constituted in the Planning Commission to plan and make provisions for long term rehabilitation and reconstruction. The Group is expected to submit its report shortly.

MANAGEMENT OF BORDERS AND COAST

1.17 Management of borders and the coast has direct impact on internal security and, also, law and order. India has a long and porous border some of which runs through difficult and inhospitable terrain. Forces inimical to the country have been trying hard to take advantage of this phenomenon. Insurgents and militants have set up their sanctuaries on the other side of the borders pushing into India men, arms, drugs and money aimed at destablising the polity and economy of the country. Effective management of borders and coast has, therefore, assumed critical importance in the context of maintenance of internal security. Recognising this fact, a Department of Border Management has been created in the Ministry of Home Affairs with a view to paying focussed attention to the management of borders/coast.

1.18 Fencing and floodlighting of the borders are important constituents of maintaining vigilance along the borders. The fencing and floodlighting in entire Punjab and Rajasthan sectors of Indo-Pak border have been completed except in some unfeasible stretches. The work is in progress in

Camels patrolling Indo-Pak Border in Rajasthan

Gujarat and Jammu sectors. Over 1712 km out of the total length of 3287 km of Indo-Bangladesh border has also been fenced and a pilot project of flood-lighting along 126 km has been taken up during the current financial year. To check anti-national activities and improve security along Indo-Nepal and Indo-Bhutan borders, Sashtra Seema Bal has been deployed on these borders. It has also been decided to fence certain sensitive segments of Indo-Myanmar border.

1.19 With a view to ensuring effective vigilance and security along the borders, the Government proposes to deploy a suitable mix and class of high-tech electronic equipment along the borders which would act as a force multiplier for effective management. The border guarding forces have identified surveillance systems like night vision devices, hand-held thermal images, battlefield surveillance radars, etc. for deployment. Phase-wise deployment of these equipment is expected to commence in 2005-06.

1.20 India has a coastline of 1717 km. touching 9 States and 4 Union territories. Keeping in view the vulnerability of the coast to exploitation by anti-national elements and criminals, a coastal security scheme has been formulated to provide assistance to coastal States to establish coastal Police Stations, supported by check-posts and out-posts, acquisition of vessels for policing, etc.

COMMUNAL PEACE AND HARMONY

1.21 The overall communal situation in the country remained under control during 2004. The year witnessed, in all, 640 communal incidents resulting in 129 deaths and injuries to 2022 persons, compared to 711 incidents, 193 deaths and injuries to 2261 persons during the year 2003. The Central Government has been closely monitoring the situation and keeping strict vigil on the activities of individuals and organizations to prevent communal incidents and ensure that isolated incidents of disturbance are not allowed to spread to other areas.

1.22 The Government proposes to enact a model comprehensive law to deal with the menace of communal violence in the country. A specially constituted drafting Committee in the Ministry of Law and Justice, with representation of the Ministry of Home Affairs on the Committee, is in the process of drafting a Bill on the subject and is expected to finalise the Bill shortly. The Bill is proposed to be introduced in the Parliament, after due consultation with State Governments, in the monsoon session of 2005.

NEW COMMISSION ON CENTRE-STATE RELATIONS

1.23 In pursuance of the commitment enshrined in the Common Minimum Programme, the Government decided to set up a new

Commission to look into issues relating to Centre-State relations afresh in view of the significant changes that have taken place in the federal polity and economy of India over the last years. A Group of Ministers has finalised the terms of reference of the Commission, which is likely to be set up soon.

RECONSTITUTION OF NATIONAL INTEGRATION COUNCIL

1.24 The National Integration Council has been reconstituted. The reconstituted National Integration Council headed by the Prime Minister consists of 140 Members. This fulfils one of the commitments under the Common Minimum Programme of the UPA. A meeting of the National Integration Council is expected to be convened during June-July, 2005.

RECOGNITION OF INDIAN CLASSICAL LANGUAGES

1.25 A commitment under the Common Minimum Programme of the UPA Government relates to declaration of Tamil as a 'classical language'. In this regard, an objective criteria for facilitating conferment of the status of classical languages has been finalized. Based on this criteria, Tamil has been notified as a 'Classical Language.'

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