

## OVERVIEW

2.1 The internal security scenario in the country can be broadly seen in terms of specific theatres which have been witnessing a mixed hue of separatist, ethnic and terrorist violence, viz., Jammu & Kashmir and various States in the North Eastern Region, particularly Assam, Manipur and Nagaland; naxalite activities concentrated in some areas of four or five States; incidents of outright terrorism and disruptive activities in different parts of the hinterland; and, related challenges pertaining to infiltration and sponsorship of terrorism from across the borders, subversive activities of some groups/individuals within the country, threats to security of individuals and vital installations and services, transnational crimes relating to drug trafficking, smuggling of arms, fake currency, etc. The year 2007 has witnessed challenges in all these areas which have been promptly and substantively addressed and responded

to, and the overall internal security situation has remained stable and under control. The Ministry of Home Affairs, at all stages, has sought to ensure close coordination with the State Governments/Union Territory Administrations, and has extended the fullest support and assistance to them as required from time to time. Simultaneously, emphasis has been laid on augmentation, capacity building and upgradation of the State Police Forces and the related infrastructure, and assistance has been provided for this through a variety of schemes and initiatives.

### Chief Ministers' Conference on Internal Security

2.2 A Meeting with Chief Ministers on Internal Security was held under the Chairmanship of the Prime Minister on December 20, 2007 in Delhi. In the Meeting, the internal security scenario in the



Chief Ministers Conference on Internal Security on December 20, 2007

country, including the challenges posed by terrorism and extremism, was reviewed, and various security related issues and strategies to meet the challenges to internal security were identified and discussed. Inter-alia, these include the need for strengthening the State Special Branches and arrangements for gathering ground level intelligence, and further streamlining the related arrangements for coordination between different agencies; the need for time-bound steps by the State Governments to fill up vacancies in the State Police and measures to improve the Police population ratio; specialised training of the State Police Forces to deal with challenges posed by terrorists/extremists; establishing nodal arrangements at the State level to give focussed attention to criminal activities pertaining to drug trafficking, money laundering, counterfeit currency, etc., which could also have links with terrorist activities; the issue of investigation of terrorism related cases having inter-state and international linkages by a central agency; strengthening security arrangements in respect of Mega cities and public transport systems; need for a holistic approach for dealing with the naxalite situation and close inter State coordination in anti-naxalite operations; establishment of a Central Training Institution as a Centre of Excellence for training of trainers; raising of some specialised units within the CPMFs, trained and equipped for commando/jungle warfare operations to deal effectively with naxalite and other types of extremist violence, etc.

2.3 The Meeting expressed a unanimous commitment that all possible measures need to be taken to combat the menace of terrorism and extremism in the country, in close coordination between the Central and State Governments and their agencies. There was also a broad consensus on the approach and measures towards this end.

## JAMMU AND KASHMIR

2.4 The State of Jammu & Kashmir has been afflicted with terrorist and secessionist violence,

sponsored and supported from across the border, for the past two decades. More than 13,000 civilians and 4,000 Security Force (SF) personnel have lost their lives. However, on account of several measures taken by the Government, and the people's yearning for peace, there has been a marked improvement in the situation in the recent years. The trends of violence in the State during the last five years is reflected in the following table:

### Trends of Violence in Jammu and Kashmir

| Year | Incidents killed | SFs killed | Civilians killed | Terrorists killed |
|------|------------------|------------|------------------|-------------------|
| 2003 | 3401             | 314        | 795              | 1494              |
| 2004 | 2565             | 281        | 707              | 976               |
| 2005 | 1990             | 189        | 557              | 917               |
| 2006 | 1667             | 151        | 389              | 591               |
| 2007 | 887              | 82         | 131              | 358               |

2.5 As would be seen, the number of incidents and casualties has progressively come down and the situation in the State has improved significantly. However, at the same time, reports indicate that the infrastructure for training of terrorists across-the-border continues to remain intact and, efforts to infiltrate such elements into the State also continue. Based on available information, though the level of infiltration has considerably reduced since 2004, it is still continuing. During 2007, 535 persons are estimated to have infiltrated into the State.

2.6 The Government is firmly committed and determined to counter the challenge posed by terrorists and violence sponsored from across-the-border in the State and restore enduring peace in the State. Towards this end, a holistic and multi-faceted strategy is being pursued. This includes:

- (i) sustained, intelligence based and coordinated operations against the terrorists/terrorist outfits, with minimal collateral damage to civilian life and property, and due focus on protection of human rights;

- (ii) comprehensive measures for relief and rehabilitation of persons affected by militancy/terrorism-related violence, and amelioration of hardships to civilian population arising out of prolonged and sustained counter-terrorism operations;
- (iii) promotion of dialogue with, and among different segments, of the population in the State, with the aim of building confidence and promoting their involvement in the process of restoration of peace and normalcy;
- (iv) comprehensive Confidence Building Measures and dialogue with Pakistan, and measures to promote and facilitate more people to people contact on both sides of the LOC;
- (v) promotion of all round development activity in the State, and focussed attention to implementation of development projects and programmes; and
- (vi) enhancing efficiency, transparency and accountability in the processes of governance and close public-Government interface.

### Security related measures

2.7 While the Army and the Central Security Forces remain deployed in the State to assist the State Police in counter militancy/terrorism operations, the role and involvement of the State Police in such operations has progressively increased with commendable results.

2.8 Towards furthering the above objective, the Central Government has provided liberal assistance for the modernization and upgradation of the State Police in terms of equipment, mobility, weaponry, training, etc., under the scheme for modernization of state police forces. An assistance of Rs.425.04 crore has been provided to the State Government during the last five years under MPF scheme.

2.9 In addition, the Central Government has been reimbursing various kinds of expenditure being incurred by the State Government on security related measures such as carriage of constabulary, material supplies, rent of accommodation, additional battalions, honorarium to SPOs, civic action programme, air-lift charges, India Reserve Battalions, transport, board-lodge, alternate accommodation for SFs, etc. An amount of Rs.777.45 crore has been reimbursed to the State Government during the last five years under SRE Scheme (Police).

2.10 A system of a Unified Headquarters, chaired by the Chief Minister of Jammu & Kashmir, with senior representatives of the State Government, Army, Central Para-military Forces and other security agencies has continued to function actively with a view to ensure proper coordination among all agencies, and regularly monitor and review the operations and the overall security situation. The Ministry of Home Affairs has also been in close and continuous touch with the State Government.

2.11 In certain areas, particularly in the remote areas, the system of Village Defence Committees (VDCs), numbering around 3,700, has also been put in place to encourage and equip the village community for self-defence against the menace of terrorism and supplement the ongoing efforts of the Security Forces. In addition, a large number of Special Police Officers (SPOs), numbering around 30,000, including an additional number of 5,000 SPOs approved during the year, have also been appointed on the basis of monthly honorarium, and are assisting the local Police in various operational tasks.

2.12 The security forces deployed in the State have also been undertaking substantive and varied civic action programmes, to mitigate the hardships, and help in providing basic amenities and facilities, wherever needed, to the civilian population in the remote areas of the State. In addition, focused action has been initiated to ensure that wherever public or private property is being used for security related

needs, adequate and timely compensation/rents are paid to the owners. Action is also being taken, in this context, to relocate units from public and private buildings/properties, wherever feasible.

## Protection of Human Rights

2.13 The Government attaches the highest importance to the protection of human rights. Every reported case of alleged human rights violation is taken serious note of, investigations are made promptly in a transparent manner and taken to their logical conclusion and suitable punitive action is taken against those found guilty. Since January, 1994 till December, 2007, out of 1,158 complaints of human rights excesses received against the personnel of the Army and Central Para Military Forces, 1,118 have been investigated, 1,085 of them found false, in 33 cases where the complaints were found genuine, penalties have been imposed on 62 personnel of the Army and Central Para Military Forces, while in 6 cases compensation has been awarded.

2.14 In this context, action has also been taken by the State Government to further strengthen the State Human Rights Commission (SHRC) by the provision of an Investigating Wing headed by an Officer of the rank of Inspector General of Police. A high level committee has also been set up to examine the recommendations made by the SHRC, from time to time, and review the action taken thereon.

## Relief measures for victims of militancy/terrorism related violence

2.15 The Central and State Governments have taken the following measures to rehabilitate victims of militancy:

### I. Ex-gratia relief/compensation to the victims of militancy/cross-border firing

- The Government of J&K have been providing Rs.1 lakh as ex- gratia relief to the next-of-

kin of victims of militancy in case of death and at different scales in cases of injury;

- The Central Government provides an additional ex-gratia relief of Rs.3 lakh to the next-of-kin of J&K Police personnel killed in terrorism-related incidents over and above Rs.2 lakh paid by the State Government.
- Since inception of the scheme, ex-gratia relief amounting to Rs.454.12 crore has been reimbursed under the SRE scheme up to December 2007.

### II. Relief to Kashmiri Migrants and their rehabilitation

- There are 55,456 Kashmiri Migrant families, of whom 34,878 families are in Jammu, 19,338 families in Delhi and 1,240 families in other States/UTs.
- The Government of Jammu and Kashmir is providing dry rations and cash relief of Rs.1,000 per head subject to a maximum of Rs.4,000 per family per month to 15,045 needy families in Jammu.
- The Government of NCT of Delhi is giving cash relief of Rs.1,000 per head subject to a maximum of Rs.4,000 per family per month for 3,624 needy families.
- Other State Governments/UT Administrations have also been providing relief to migrants in accordance with the scales fixed by them for the Kashmiri migrants staying in their States/ UTs.

### III. Measures taken towards return of Kashmiri migrants to the Valley

- Shrines in Mattan and Kheer Bhavani have been developed into two model clusters containing temporary shelters, where



Kashmiri migrants displaced from these places can be settled temporarily till such time they can repair their existing residential houses;

- The State Government has constructed 18 flats at Mattan and 100 one-room tenements at Kheer Bhavani, besides repairing/renovating the shrine;
- The Central Government is supporting the construction of 200 flats at Sheikhpora in Budgam District at an estimated expenditure of Rs.22.90 crore for which a sum of Rs.18 crore has been provided so far. Construction of the flats is nearing completion.

### Special concessions/facilities to Central Government employees posted in Kashmir Valley

2.16 Special Concessions have been provided to the Central Government employees working in the Kashmir Valley as well as to the Kashmiri migrant employees of the Central Government and public sector undertakings since March 1990. The concessions include the option to move the family to a place of choice, payment of House Rent Allowance for class 'A' city irrespective of the status of the city chosen, arrangements for stay, security and transport, temporary adjustment of migrants employees against available vacancies in the respective Ministries/Departments in and around Delhi, payment of pension outside the Valley, etc. The special concessions/facilities presently stand extended up to June 30, 2008.

### Peace Process

2.17 The policy of the Government is to engage

in dialogue with all groups representing a cross section of society in the State, including Separatists who eschew the path of violence, with the objective of bringing about enduring peace in the State.

### Round Table Conference

2.18 The process of a comprehensive internal dialogue with different sections/segments of the people in the State, and developing wide-ranging Confidence Building Measures, initiated in 2005 in the form of the Round Table Conference on Jammu & Kashmir, has been continued. The 3rd Round Table Conference was held on April 24, 2007 in Delhi, under the Chairmanship of the Prime Minister. Members of the separatist groups were also invited to attend the Conference, but they stayed away. During the Conference, the recommendations of the following 4 Working Groups, established as per the decisions taken in the 2<sup>nd</sup> Round Table Conference in May, 2006, were presented and discussed:



Third Round Table Conference beign Chaired by the Prime Minister

- CBMs across Segments of Society in the State.
- Strengthening relations across the Line of Control.
- Economic development.
- Ensuring Good Governance.

2.19 The Conference gave in principle endorsement to the approach suggested by the Working Group on CBMs across the segments of society in the State, viz. strengthening human rights protection, rehabilitation of widows/orphans and other victims of militancy, rehabilitation and return of Kashmiri migrants, outstanding issues relating to Refugees of 1947 and persons displaced in 1965 and 1971, and steps for preserving the rich and diverse cultural landscape of the State, etc.

2.20 The Conference also endorsed the recommendations of the Working Group on strengthening relations across the LoC, and applauded the ongoing efforts to strengthen people-to-people contacts and promote trade and commerce across the LoC.

2.21 The Conference endorsed the recommendation of Group on Balanced Economic Development of J&K and urged the Central and State Governments to take steps to carry them forward.

2.22 The Conference, while endorsing the recommendations of Group on Good Governance, urged the State Government to operationalise them in right earnest in order to bring greater efficiency, transparency and accountability into the systems and processes of governance and to bring the Government close to the people.

2.23 A Committee was set up under the Chairmanship of the Union Home Secretary, and comprising the representatives of the State Government, Prime Minister's Office, Ministry of Defence, Ministry of External Affairs, Ministry of Home Affairs and the Cabinet Secretariat, to examine the recommendations of the Working Groups-I, II and IV, while the Planning Commission is dealing with the report and recommendations pertaining to economic development. Considering that the Working Group-IV was essentially concerned with issues relating to governance in the

State, the State Government is taking action on the same. The Committee, therefore, focussed on the recommendations of Working Group-I and II and identified areas of action.

### Confidence Building Measures (CBMs)

2.24 Indo-Pak relations have seen many positive developments since April 2003. The ceasefire continues to hold since November 2003. People-to-people contact has increased as a result of the continuing composite dialogue that was resumed following the commitment of the President of Pakistan in the Joint Press Statement on January 06, 2004, that the 'territory under Pakistan's control will not be permitted to be used to support terrorism in any manner'. The Government of India, in the wake of the earthquake in the year 2005, also provided immediate relief supplies and pledged US \$25 million assistance for reconstruction in quake hit areas in Pakistan/PoK. High level political and official contacts between the two sides have continued with reference to the Composite Dialogue Process.

2.25 As a part of this process several initiatives to expand and strengthen people-to-people contacts have been launched and are being continued. These include:

- Srinagar-Muzaffarabad bus service
- Poonch-Rawalakot Bus Service
- Amritsar-Lahore bus service
- Amritsar-Nankana Sahib bus service
- The Samjhauta Express
- The Thar Express
- Munabao-Khokhrapar rail link re-established after a gap of more than 40 years

2.26 These CBMs have enhanced contact between the people of both countries. There is a

popular enthusiasm on both sides for travelling across the LoC/international border. Action is now being taken to further streamline and expand such contacts.

## **ECONOMIC DEVELOPMENT OF JAMMU & KASHMIR**

### **Central Assistance to Jammu & Kashmir**

2.27 The Central Government has been continuously striving to supplement the efforts of the State Government to bring about all-round economic development and provide avenues for gainful employment to the people. The focus is on planned and balanced regional development for building up physical, economic and social infrastructure, thereby enhancing the productive potential of the State and improving the quality of life of people across the State.

### **Prime Minister's Reconstruction Plan for J&K**

2.28 The Prime Minister, during his visit to J&K on November 17-18, 2004, announced a Reconstruction Plan for J&K involving an outlay of approximately Rs.24,000 crore, which broadly includes Projects/Schemes aimed at expanding economic infrastructure and provision of basic services, imparting a thrust to employment and income generation activities, and providing relief and rehabilitation for different groups affected by the situation in J&K.

2.29 The Projects/Schemes envisaged in the Reconstruction Plan-2004 are implemented by the respective Administrative Ministries in consultation with the State Government. The progress of implementation is being monitored by the Ministry of Home Affairs and Planning Commission regularly.

### **Plan Implementation**

2.30 The Prime Minister's Reconstruction Plan for J&K, 2004 includes 67 Projects/Schemes

covering 11 sectors of the economy. Out of the 67 Projects/Schemes, action in respect of the following 10 Projects/Schemes have been completed: -

- Starting of 8 new degree colleges in Jammu region.
- Setting up of 4 new Women's ITIs at Doda, Poonch, Rajouri and Udhampur.
- Starting 6 new degree colleges, including a Women's College.
- Setting up of 5 Women's ITIs at Srinagar, Anantnag, Pulwama, Kupwara and Baramulla.
- Covering J&K under new Central initiative for better health care.
- Examining the feasibility of a Kibar-Korzok road via Parangla Pass to connect Leh with Shimla.
- Increasing frequency of flights between Kargil and Srinagar.
- Setting up of an expert group to go into issues relating to shahtoosh.
- Removal of Government restrictions on employment.
- Release of enhanced outlay to Rehabilitation Council.

2.31 Out of the remaining 57 projects/schemes, 46 projects are at various stages of implementation and 11 are in the preparatory stages. Progress of implementation is being monitored.

2.32 The following initiatives have also been taken by MHA under the PM's Reconstruction Plan:

- (i) **Return and rehabilitation of 6,072 families of Border Migrants from Akhnoor Tehsil**
  - The Central Government in August 2005 approved an expenditure of Rs.59.18 crore

for rehabilitation of 6,072 families displaced from Akhnoor Tehsil, Jammu Division on account of border disturbances in the wake of the Kargil Conflict of 1999.

- The amount is to be utilised for construction of houses at safe locations by allotting 5 marlas of land to each family, providing civic amenities in the rehabilitation colonies, purchase of a bullock pair for each family, lump sum grant of Rs.10,000 to each family on account of losses to household furniture/fixtures, reclamation of 239.50 acres of agricultural land inundated by water and clearing of 3,512 acres of agricultural land covered by thick undergrowth.
- A sum of Rs.10 crore has been provided to the State Government as advance towards implementation of the scheme.
- The State Government have released funds to the tune of Rs.41 crore to the concerned Departments for implementation of the package out of which an expenditure of Rs.20.18 crore has been incurred so far.

**(ii) Construction of Two-Roomed Tenements at Jammu for Kashmiri Migrants**

- The Prime Minister, during his visit to J&K in November, 2004 announced construction of 5,242 two-roomed tenements in three phases at an expenditure of Rs.345 crore for Kashmiri Migrants staying presently in one-room tenements in camps. Construction of 1,024 flats is nearing completion at Purkhoo, Muthi and Nagrota in Jammu. The foundation stone of the construction of 4,218 flats in Jagti, Jammu, was laid by the Prime Minister during his visit to Jammu on July 15, 2007. Construction of these flats is expected to be completed by September, 2009.

**(iii) Central grants-in-aid to the Autonomous Hill Development Councils for Leh and Kargil**

- The Reconstruction Plan for Jammu and Kashmir announced by the Prime Minister in 2004 included Central Grants-in-aid to the tune of Rs.30 crore to Ladakh Autonomous Hill Development Council, Leh and Rs.50 crore to Ladakh Autonomous Hill Development Council, Kargil.
- Rs.36 crore has been released to Ladakh Autonomous Hill Development Council Kargil. The Council has identified works which include development for Council Infrastructure, construction of schools, hospital and roads in Kargil district. Land for development for Council Infrastructure has been identified and construction has started.
- Rs.24 crore has been released to Ladakh Autonomous Hill Development Council Leh. Works worth Rs.14 crore have been completed.

**(iv) Special Recruitment Drive for Jammu and Kashmir Youth**

- The Central Reserve Police Force (CRPF) and Sashastra Seema Bal (SSB) are recruiting 5,000 personnel from Jammu and Kashmir.
- CRPF is to fill up 3,400 vacancies, out of which 2,795 have already been recruited.
- SSB is to fill up 1,600 vacancies, out of which 1,307 have been recruited.
- It has been decided to relax the educational qualification to 8<sup>th</sup> grade from matriculation to fill up the backlog vacancies.
- The Central Government had sanctioned 5 India Reserve Battalions for Jammu & Kashmir, which will give employment to 5,000



persons. Out of these, recruitment for 4 IR Bns. is nearing completion and raising of the fifth battalion has also started. Five more IR Bns. have been sanctioned during the current year. It is expected that the process of the raising these battalions would commence in 2008-09.

## NORTH EAST

2.33 The North Eastern region, comprising of eight States, viz. Assam, Arunachal Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim and Tripura, presents an intricate cultural and ethnic mosaic with over 200 ethnic groups with distinct languages, dialects, and socio-cultural identity. Coupled with factors related to geographical location and connectivity this, in turn, poses a variety of challenges on the development and security fronts. The region also has extensive borders with Bangladesh, Bhutan, China and Myanmar, and this has its own security implications. The regional aspirations of the different groups in various States of the area, have added a further dimension to the complexity of the situation.

### Current Status of Militancy in the North East

2.34 The State-wise profile of violence during the last five years is indicated at **Annexure-II**.

2.35 During the year 2007, Sikkim reported no violence. The situation in Mizoram also remained peaceful. There was low intensity violence in some parts of Meghalaya and Arunachal Pradesh, but the situation largely remained peaceful. There has been significant improvement over the years in the security situation in Tripura. During the year elections to the State Assemblies in Manipur, Meghalaya, Nagaland and Tripura have been conducted peacefully.

2.36 The security situation in Assam and Manipur continued to be a matter of concern. In Assam, after a lull, following a period of Suspension of Operations

against ULFA in 2006, in the context of talks with them, which was apparently utilised by them for consolidation and reorganisation of their cadres, there was an increase in violence, particularly in areas of upper Assam and Guwahati city. Violence attributable to some other insurgent groups has also been observed in areas of Karbi Anglong and North Cachar Hill Districts. Keeping these trends in view, counter insurgency operations have been stepped up and are being closely monitored. Towards this end, there has been close interaction with the State Government authorities and other agencies, including visits to the State by the Home Minister, Minister of State (J) in MHA, Cabinet Secretary, Home Secretary and other senior officers of the Home Ministry.

2.37 Manipur continues to be affected by the activities of a large number of militant/insurgent outfits divided on ethnic lines with competing demands, with the Meitei groups being mainly responsible for the violence. Keeping the situation in view, sustained counter insurgency operations have been mounted in close coordination between the State Government and the Central security forces/agencies. As a result, the number of militants/insurgents killed or arrested has gone up significantly during the year. Also, the New Samtal area in district Chandel in south Manipur, which had continued to be infested with insurgency, was largely cleared during the year, and action is underway to reactivate the civil and developmental administration and activities in this area.

2.38 In Nagaland, the violence continued to be confined mostly to inter-factional clashes between different groups. In overall terms, the number of incidents declined. Keeping in view the situation in the state, action has also been initiated to establish a state-level Strategy Group and district level coordination groups, with the aim of bringing about coordination among the State and Central security forces/agencies, and strengthening the Cease-Fire Monitoring mechanism at the field- level.

2.39 The major militant/insurgent groups active in the North Eastern States are indicated in **Annexure-III**. Keeping in view the multiplicity of diverse ethnic groups, and the resultant complex situation in the region, the Government has been open to talks with such groups which categorically abjure violence. As a result, Suspension of Operations, agreements have been entered into with a number of groups, who have shown willingness to give up violence and seek solutions for their problems peacefully within the framework of the Indian Constitution. In this background, Tripartite Suspension of Operations (SoO) agreements have been entered into with the United People's Democratic Solidarity (UPDS), active in Karbi Anglong District, the Dima Halam Daogah (DHD), active in North Cachar Hills District in Assam, and the National Democratic Front of Bodoland (NDFB), active in some parts of Lower Assam; and with the Achik National Volunteer Council (ANVC), active in Garo Hills in Meghalaya. Some preliminary discussions regarding Suspension of Operations agreement with Kuki outfits in Manipur have also been held.

2.40 The implementation of the agreed Ground Rules in respect of these outfits is periodically reviewed by Joint Monitoring Groups comprising representatives of the Government of India, State Government, Security Forces and the concerned outfits.

2.41 In Nagaland, the Government of India (GOI) had entered into formal Cease Fire with the Isak Muivah group of the National Socialist Council of Nagaland (NSCN-IM) w.e.f. August 1, 1997. A Group of Ministers (GoM) has also been constituted to hold talks with NSCN (IM). The GoM is assisted by Shri K. Padmanabiah, Government of India's representative for the Naga Peace Talks. The talks are continuing. There is a separate Cease Fire Monitoring Group with reference to the Cease Fire Agreement. The Cease Fire between the Government of India and the NSCN (IM) has been

extended indefinitely, with effect from August 1, 2007 subject to progress in the talks.

2.42 The Government of India have also entered into formal Cease Fire with NSCN (Khaplang) since April 28, 2004. The Cease Fire with NSCN(K) has been extended up to April 27, 2008.

2.43 In Assam, a Peoples' Consultative Group (PCG) was set up by ULFA in September 2005 for talks with the Government, and three rounds of talks were held with the PCG. They were urged to impress upon ULFA to ensure a peaceful and conducive environment so that direct talks with the Government of India could be held. Government had also declared unilateral Suspension of Operations against ULFA from August 13, 2006 with a view to create a conducive atmosphere for holding of peace talks. Since there was no direct response from ULFA and reports were received of regrouping, new raising, movement of stores/arms, violence and extortion by ULFA cadres, counter insurgency operations against ULFA were resumed.

2.44 The Government continues to be open to talks, provided the leaders of ULFA abjure violence and come forward directly for talks without any pre-conditions. Pending this, the State Government with the assistance of the Central security forces/agencies is conducting sustained counter-insurgency operations against the outfit.

### **Steps taken by Government to deal with the situation**

2.45 The efforts of the State Governments in the insurgency/militancy affected areas are being supplemented by the Central Government through various measures, including deployment of Central Security Forces to aid the State authorities with the objective of carrying out counter insurgency operations and providing security for vulnerable institutions and installations; vigilance and surveillance on the borders, including construction

of border fencing; sharing of intelligence on a continuous basis; financial assistance for strengthening of the local Police Forces and intelligence agencies under the Police Modernization Scheme; provision of assistance for strengthening various aspect of the security apparatus and counter-insurgency operations, by way of reimbursement of Security Related Expenditure; assistance to the States for raising of additional Forces in the form of India Reserve Battalions; etc. The Central Government is maintaining close and continuous coordination with the States to review the situation and take further steps, as may be necessary, on a continuing basis.

2.46 The whole of Manipur (except Imphal Municipal area), Nagaland and Assam, Tirap and Changlang districts of Arunachal Pradesh and a 20 km. belt in the States of Arunachal Pradesh and Meghalaya having common border with Assam have been declared 'Disturbed Areas' under the Armed Forces (Special Powers) Act, 1958 as amended in 1972. The Governor of Tripura has declared the areas under 28 Police Stations in full and part of the area under 6 Police Stations as 'Disturbed Areas'.

### **Deployment of Central Para-military Forces (CPFs)**

2.47 Units of the Central Para-military Forces (CPFs) and Army have been deployed in aid of civilian authorities in the insurgency/militancy affected States. While deployment charges for CPFs units in Assam are presently levied @ 10% of the normal charges, the other States in the North East are totally exempt from such charges in view of their poor resource position. Additional forces have also been provided to the State Governments for supplementing the security cover for various installations and infrastructure projects.

### **Raising of India Reserve (IR) Battalions**

2.48 The Government of India is assisting the State Governments for augmenting and upgrading

their police forces to deal with insurgency/militancy. Towards this end, 40 India Reserve Battalions (IR Bns.) have been sanctioned for the NE States, including Sikkim. These include 8 each for Assam and Tripura, 7 for Manipur, 5 for Nagaland, 4 each for Arunachal Pradesh and Mizoram, 3 for Meghalaya and 1 for Sikkim. Of these, 32 Bns. have already been raised and the remaining 8 are in the process of raising. In addition, 6 Bns. have been sanctioned during the current year, and action for raising is expected to commence in the next financial year.

### **Reimbursement of Security Related Expenditure (SRE)**

2.49 The Central Government is implementing a scheme for reimbursement of Security Related Expenditure (SRE) for the States seriously affected by militancy/insurgency. The scheme is being implemented in all States of the region except Mizoram and Sikkim. Under it, the expenditure incurred by them on various items, including raising of India Reserve Battalions, logistics provided to the CPFs/Army deployed in the State, ex-gratia grant and gratuitous relief to the victims of extremist violence, 75% of the expenditure incurred on POL (petrol, oil and lubricants) in operations and honorarium paid to village guards/village defence committees/home guards deployed for security purposes, expenditure incurred on maintenance of designated camps set up for groups with whom the Central Government/State Governments have entered into agreement for Suspension of Operations, is being reimbursed.

2.50 The Central Government has also formulated a 100% Centrally funded Surrender and Rehabilitation Scheme, the expenditure on which is also reimbursed under the SRE scheme. The main features of the scheme are as follows:

- An immediate grant of Rs.1.50 lakh to be kept in the name of the surrenderee as fixed deposit for a period of 3 years. The money can be withdrawn by the surrenderee after 3 years subject to good behaviour.

- Stipend at the rate of Rs.2,000 per month would be provided up to a period of 36 months.
- Vocational Training at Government expense; and
- Incentive for the weapons surrendered.

2.51 555, 1,430 and 524 militants have surrendered during the years 2005, 2006 and 2007 respectively.

2.52 State wise details of assistance released to NE States under the SRE scheme during the last eight years are as under:

North Eastern States are eligible to receive 100% central assistance of their approved annual plan for modernization of Police force. In the current financial year 2007-08, central assistance of Rs.159.30 crore has been allocated to NE States under the scheme, and an amount of Rs. 144.30 crore has been released up to February 29, 2008. As a result of the detailed reviews supplemental plans have also been prepared for Assam and Manipur.

### Review of Development Schemes

2.54 Apart from the security related measure as mentioned earlier, special attention is also being given to implementation of various socio-economic

(Rs. in crore)

| State             | 2000-01       | 2001-02       | 2002-03       | 2003-04       | 2004-05       | 2005-06       | 2006-07       | 2007-08 (upto 29.2.08) | Grand Total (including amount released from 2001 onwards) |
|-------------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|------------------------|---|
| Assam             | 63.97         | 92.86         | 68.01         | 50.80         | 75.40         | 63.91         | 90.86         | 53.01                  | <b>558.82</b>   |
| Nagaland          | 7.50          | 12.71         | 22.42         | 19.17         | 26.49         | 24.83         | 25.55         | 7.60                   | <b>146.27</b>   |
| Manipur           | 14.18         | 7.75          | 7.64          | 4.00          | 9.44          | 33.65         | 13.60         | 5.16                   | <b>95.42</b>  |
| Tripura           | 15.00         | 27.70         | 29.85         | 34.33         | 36.17         | 27.00         | 18.24         | 4.44                   | <b>192.73</b>   |
| Arunachal Pradesh | 1.00          | 1.90          | 0.95          | 2.47          | 1.35          | 1.35          | 1.28          | -                      | <b>10.30</b>  |
| Meghalaya         | 3.21          | 0.60          | 8.35          | 1.92          | 1.56          | 13.17         | 3.91          | 2.69                   | <b>35.41</b>  |
| <b>Total</b>      | <b>104.86</b> | <b>143.52</b> | <b>137.22</b> | <b>112.69</b> | <b>150.41</b> | <b>163.91</b> | <b>153.44</b> | <b>72.90</b>           | <b>1038.95</b>  |

### Modernisation of State Police Forces (MPF)

2.53 As mentioned earlier, the Ministry of Home Affairs is also assisting the State Governments for Modernization of State Police Forces. Under this scheme assistance is being provided, inter-alia, for procurement of modern equipments for surveillance, communications, forensic science laboratories, etc., weaponry, vehicles, computerization, training infrastructure and for construction of Police infrastructure viz., Housing/Police stations/out posts/barracks etc. Under the scheme of MPF, all the

development schemes and vital infrastructure projects in the region, particularly in Assam and Manipur. Regular reviews are being held in this respect at the level of the Cabinet Secretary, who also visited Assam along with senior officers of MHA and other concerned Central Ministries and organizations. Some development issues which are not directly part of the security arrangements, but are considered very important in the context of the overall security situation, were also reviewed by Union Home Secretary with the concerned Ministries and the State Government. The State Government



of Assam has been requested to prepare an action plan for the most affected districts including aspects of security infrastructure (including the Police Stations, etc.), deployment and operations plans, development schemes and identification of specific projects which need to be set up/completed on priority basis. Special attention, in this context, is also being given to major railway and highway projects under implementation in the State. In the context of Manipur, some of the issues that have been reviewed, inter-alia, include the Jiribam-Imphal railway project; four laning of Kohima-Imphal stretch of NH-39; upgrading of Maran- Imphal section of NH-39; Churachandpur town to Tipaimukh portion of NH-150; augmentation of the holding capacity of petrol and diesel in Imphal; enhancement of the storage capacity of foodgrains at Jiribam, Senapati, Churachandpur, and creation of storage capacity in the districts of Chandel and Tamenglong.

### Implementation of Accords/Agreements

2.55 The Ministry has also been reviewing and monitoring the implementation of tripartite accords that have been entered into as part of negotiated peace processes in the past.

2.56 A Memorandum of Settlement (MoS) was signed between the Central Government, Government of Assam and the Bodo Liberation Tigers (BLT) on February 10, 2003, which resulted in laying down of arms by the militants, and paved the way for social economic development in the Bodo dominated areas. The Sixth Schedule to the Constitution of India was amended in 2003 for creation of Bodoland Territorial Council for the area Bodoland Teritorial Areas District (BTAD). Subsequently, elections to the council were held in May, 2005. The Bodo language has been included in the Eighth Schedule of the Constitution of India. In terms of the commitment to provide financial assistance of Rs.100 crore per annum for development of socio-economic infrastructure in BTAD area for 5 years, over and above the normal

plan assistance to the State of Assam, the Ministry of Development of North Eastern Region (DoNER) has sanctioned 39 projects worth Rs.419 crore. In addition, Rs.47.92 crore have been released to the Council for development of administrative infrastructure in BTAD. The implementation of the MoS is being reviewed periodically with the representatives of the Government of Assam and the Council.

2.57 A tripartite Memorandum of Settlement was signed with the National Liberation Front of Tripura (Nayanbasi) in December, 2004. In this context, a special economic package has been sanctioned by the Government for taking up a number of projects for the welfare of the tribal communities. A sum of Rs 8 crore, in addition to Rs.5.5 crore in 2006-07, has been released to the State Government of Tripura in the current year for taking up the identified projects.

2.58 The Ministry has also been reviewing the progress of implementation of the Memorandum of Settlement, popularly known as the Assam Accord, which was signed between the Government of Assam, the All Assam Students Union and the All Assam Gana Sangram Parishad on August 15, 1985. Certain clauses of the Accord are of continuing nature i.e. safeguards for Assamese people, measures for economic development of Assam, measures for identification of foreigners, prevention of infiltration etc., and are, therefore, being continuously monitored.

### Repatriation of Bru migrants from Tripura to Mizoram

2.59 More than 30,000 minority Bru (Reang) tribals, mostly from Western Mizoram have been forced to stay in relief camps in Tripura since October, 1997 after being attacked by Mizo villagers. The Ministry has been pursuing with the Government of Mizoram the matter of early repatriation of Bru refugees from Tripura to Mizoram.

In the years 2005 and 2006, 195 cadres of BNLF and 857 cadres of BLFM surrendered to Government of Mizoram. The cadres of BNLF and their family members have since been rehabilitated in Mizoram with grants-in-aid provided to Government of Mizoram by Ministry of Home Affairs. The cadres of BLFM have not yet been fully rehabilitated because their family members are still staying in relief camps in Tripura.

2.60 The Ministry of Home Affairs had committed to extend grants-in-aid of Rs.28.64 crore to the Government of Mizoram for repatriation of BNLF surrenderees and Bru migrants from Tripura to Mizoram and also for their rehabilitation in Mizoram. A part of this grant-in-aid has already been released to the Government of Mizoram. On the request of Government of Mizoram, Ministry of Home Affairs has also agreed to extend additional grants-in-aid to the State Government for rehabilitation of Bru migrants on their repatriation from Tripura to Mizoram.

2.61 The Ministry of Home Affairs has, in the meanwhile, enhanced the cash dole to Bru migrants staying in relief camps of Tripura and has also agreed to provide enhanced quantity of ration to them through the Government of Tripura. The Government of Tripura has also been advised to improve the existing facilities at the relief camps of Tripura where these Bru migrants are sheltered.

## NAXAL SITUATION

### OVERVIEW

2.62 Several naxalite groups have been operating in certain parts of the country for a few decades now. In a significant development, two of these groups – the Peoples War Group, operating in Andhra Pradesh and the Maoist Communist Center in Bihar and adjoining areas – merged to form the CPI (Maoist) in 2004. Since then, the CPI (Maoist) has been seen as the most active and

strident front of naxalism in the country. Naxalites typically operate in the vacuum created by functional inadequacy of field level governance structures, espouse local demands, and take advantage of prevalent dissatisfaction and feelings of perceived neglect and injustice among the under privileged and remote segments of population. Simultaneously, systematic efforts are made by them to prevent execution and implementation of development projects, deliberately target critical infrastructure like railways, roads, power and telecommunications, and to try and create an environment, through violence and terror, where the governance structures at field levels are shown as being ineffective.

2.63 The State-wise number of incidents and casualties in naxalite violence in the period 2003 to 2007 is indicated in the tables at **Annexure-IV**, and the State-wise number of police station areas from where naxalite violence was reported in the period 2003 to 2007 is at **Annexure-V**. In macro terms, the number of incidents has remained broadly at the same level during the past few years. However, in the recent past, there has been a concentration of violent incidents and casualties mainly in some districts of Chhattisgarh and Jharkhand and, to some extent, in some areas in Bihar and Orissa. Together, these four States accounted for over 80% of the total incidents of naxal violence during 2007. The situation in Andhra Pradesh, both in terms of incidents and casualties, has shown considerable improvement.

### Policy and approach of the Government to deal with naxal situation

2.64 The naxalite situation has been continuously and intensively monitored, reviewed and discussed at various levels, including at the level of the Prime Minister. Detailed discussions regarding the approach to be followed, and the measures required to be taken to deal with the naxalite situation, were also held during the Meeting

with Chief Ministers under the chairmanship of the Prime Minister on December 20, 2007, and further in an exclusive meeting taken by the Prime Minister with the Chief Ministers of the naxalite affected States. Inter-alia, it was considered necessary that there should be a broad uniformity of approach, considering that naxalite groups operate across State boundaries and that it is not appropriate to engage in dialogue with any naxalite group unless they categorically abjure violence and lay down arms. Extensive discussions have also been held with individual State Governments, particularly those where naxalite activity has been most pronounced as brought out earlier. Even within these States, the areas/Districts most affected by naxalite violence have been identified and the State Governments have been advised to prepare and implement integrated action plans in such Districts with focus on security and development activities. In this context, high level teams led by the Cabinet Secretary have also visited Chhattisgarh and Jharkhand, apart from holding regular reviews in Delhi.

2.65 A number of review and monitoring mechanisms have also been established in the context of the different aspects of the naxalite situation, and the measures needed to deal with it. These include :

- An Empowered Group of Ministers (EGoM), under the chairmanship of the Union Home Minister, to review and monitor all aspects of a coordinated approach to naxalite violence and related issues.
- A Standing Committee of Chief Ministers of concerned States, under the chairmanship of Union Home Minister, to work out a coordinated policy and specific measures to deal with the naxalite problem on political, security and development fronts.
- A Coordination Centre chaired by the Union

Home Secretary to review and coordinate the efforts of the concerned State Governments, where the State Governments are represented by Chief Secretaries and Directors General of Police.

- A Task Force under Special Secretary (Internal Security) in the Ministry of Home Affairs, with senior officers from Intelligence agencies, Central paramilitary forces and State police forces, to deliberate upon the operational steps needed to deal with the naxalite activities and bring about coordination between authorities of different States, as may be necessary.
- An Inter Ministerial Group (IMG), headed by Additional Secretary (Naxal Management), in the Ministry, with officers from development Ministries and Planning Commission, to oversee effective implementation of development schemes in naxalite affected areas for accelerated socio-economic development.

2.66 The view and the policy of the Government is that, for dealing effectively with the naxal problem, an entirely police and security oriented approach is not enough. While it is necessary to conduct proactive and sustained operations against the extremists, and put in place all measures required for this, it is also necessary to simultaneously give focussed attention to development and governance issues, particularly at the cutting edge level. Towards this end, there is need to develop short term programmes, involving immediate activities such as health camps, effective implementation of the Public Distribution System, provision of drinking water facilities and other basic needs, and medium term and long term measures for overall development of the area as per time bound action programmes. In this context, the large amount of funds available to the States under various Central

Schemes like, the Backward Districts Initiatives, Backward Regions Grant Fund, the National Rural Employment Guarantee Scheme, the Prime Minister's Gram Sadak Yojna, the National Rural Health Mission Scheme and Sarva Siksha Abhiyan etc., acquire special significance and can go a long way in alleviating the situation and circumstances which the naxalites attempt to exploit.

2.67 In the above background, a Task Force has been set up on February 12, 2008 under the Chairmanship of Cabinet Secretary to promote coordinated efforts across a range of development and security activities so that problems in the naxal affected areas can be tackled in a comprehensive manner.

2.68 The primary responsibility for tackling the naxalite situation rests with the State Governments, and they have to take coordinated measures for this purpose. In various reviews and discussions mentioned earlier, the State Governments have been advised to take the following measures :-

- Time-bound action for augmenting the police force in the State (with reference to police – population ratio), and for filling up existing vacancies, particularly in the Districts and Police Stations in the Districts/areas affected by Naxalite violence.
- Develop suitable incentives for persons who are posted in these areas and a rotation policy for people posted in these areas.
- Action to ensure that the Police Stations and police outposts in the areas affected by Naxalite activities are provided the necessary infrastructure in terms of secure Police Station buildings (with perimeter security), barracks, armoury, mess arrangements, etc.
- Urgently earmark a reasonable component of

the State Police for being provided with special commando/jungle warfare related training, for which establishment of training facilities within the State and, in the interim, tie ups with the Army, Central Paramilitary Forces and other States with such facilities could be made.

- While the importance of strengthening the capabilities of intelligence gathering in the State generally is important, a special thrust should be given in terms of strengthening these arrangements in the Naxalite affected areas.
- Adherence to the standard operating procedures for various types of police and security force operations so as to pre-empt possible attacks and casualties.
- Focused measures should be adopted to ensure that the field and intermediate level functionaries of key departments such as health, education, drinking water, electricity, revenue and other development departments could be available and accessible to the people. This would not only include filling up of posts/vacancies, but also secure arrangements for their staying in the area of their posting.
- Identify critical infrastructure and development projects in the affected areas, as also critical infrastructure gaps, particularly in the sphere of connectivity, and formulate action plans to ensure the timely implementation of such projects.
- Create mechanisms for public grievance redressal, mass contact and public awareness, for creating an overall positive environment and confidence of the people in the local administrative machinery.
- Under a well conceived strategy, a publicity



and counter propaganda campaign should be mounted.

### **Measures taken by the Central Government to assist naxal affected States**

2.69 While the concerned State Governments are expected to take necessary action to deal with naxalite activities, the Central Government supplements their efforts and resources through various measures, which include: deployment of Central paramilitary forces (CPMFs) to assist the State police forces; sanctioning of India Reserve (IR) battalions to the States; assistance for strengthening of the State Police and intelligence agencies through the scheme of Modernisation of State Police Forces (MPF); reimbursement of security-related expenditure under the Security Related Expenditure (SRE) Scheme; assistance in training of State Police Forces through the Ministry of Defence, Central Police Organisations and Bureau of Police Research & Development; sharing of Intelligence; facilitating inter-State coordination; and assistance in development works through a range of schemes of different Ministries. Brief details of the assistance being provided by the Ministry of Home Affairs to the State Governments are enumerated in the subsequent paragraphs.

#### **MPF Scheme**

2.70 Under the scheme for Modernisation of State Police Forces, assistance for modern equipment, weaponry, mobility, communications, training, infrastructure in terms of police buildings and housing, forensic science related facilities and other essential infrastructure is being provided. In the period 2002-03 to 2006-07, total Central assistance given to naxal affected States for modernization of the Police was Rs.2,140.70 crore and in 2007-08, a provision of Rs 437.53 crore has been made. With reference to the four most affected States, viz., Bihar, Chhattisgarh, Jharkhand and Orissa, special plans for equipping and upgrading their intelligence capabilities are also being prepared

with the assistance of Central Agencies. Special emphasis is being laid, in this context, to the districts most affected by naxalite activities.

#### **SRE Scheme**

2.71 Under this scheme, the expenditure incurred by the affected States on the following items is reimbursed to them (i) ex-gratia payment for civilians and security personnel killed by the naxals and premium for insurance of police personnel; (ii) transportation, communication and other logistic support for CPMFs deployed for anti-naxalite operations; (iii) ammunition ; (iv) training of State police forces; (v) expenditure on elements of community policing, village defence committees, honoraria to Special Police Officers (SPOs), etc.; (vi) rehabilitation of naxalites who surrender; (vii) need-based hiring of weapons/ vehicles and communication equipment; (viii) recurring expenditure for strengthening of police stations/ check-posts/outposts; and (ix) publicity material, etc.

2.72 This year, as a step for qualitative improvement in implementation, annual work-plans of the concerned States were got prepared and considered for in-principle approval on the various specific activities planned for the year.

#### **Deployment of Central Para-military Forces (CPMFs)**

2.73 For assisting the State Police Forces in anti naxal operations, 33 Bns. of Central Para-military Forces (inclusive of 1 Bn. of State Armed Police on inter-State deputation) have been deployed in the concerned States. This includes the deployment of 13 Bns. in Chhattisgarh and 5 Bns. in Jharkhand. After a recent review of the situation in these two States, it has been decided to provide 5 more Bns. to Chattisgarh and one to Jharkhand.

2.74 While this deployment is intended to serve as a short-term measure, over a period of time, it is

necessary for the States to have their own forces to deal with various types of internal security related situations. Towards this end, a scheme for raising India Reserve Battalions (IR Bns.) in the States with Central assistance is being implemented. Under this scheme, the Central Government has approved 26 IR Bns. for the naxal-affected States. A decision has been taken recently to sanction another 6 IR Bns. for these States.

### Development Schemes

2.75 As already indicated, special and focused attention is being given to the planning, implementation and monitoring of development schemes in the naxalite affected areas, with close coordination between the Central development Ministries and the State development Departments, for synergy and optimal results.

2.76 Under the Backward Districts Initiative (BDI) component of the Rashtriya Sam Vikas Yojana (RSVY), which covered 147 districts, an amount of Rs.45 crore per district had been allocated on non-lapsable basis. The scheme of Backward Regions Grant Fund (BRGF) has now been initiated in 250 districts, replacing the BDI.

2.77 The Pradhan Mantri Gram Sadak Yojana (PMGSY) offers enormous opportunity for rural road connectivity. For certain naxalite affected areas, it has been decided that three-year perspective plans, with priorities laid down by the District Collectors-cum-Magistrates, would be prepared for covering all eligible habitations under PMGSY. The State Governments have been requested to identify and prioritize unconnected habitations having population of 500 and above in plains areas and 250 and above in tribal areas for preparing detailed project reports as per PMGSY programme guidelines.

2.78 The National Rural Employment Guarantee Programme (NREGP), which was originally being implemented in 200 districts, and was extended to

330 districts in April 2007, and is now being extended to all districts in the country, having regard to the need to universalise this demand-driven programme for wage-employment.

2.79 The above schemes are in addition to schemes like Bharat Nirman, National Rural Health Mission (NRHM), Sarva Shiksha Abhiyan (SSA), Integrated Child Development Services (ICDS) Scheme and various income-generating, public-utility and social-security schemes of Ministries like Rural Development, Agriculture, Panchayati Raj and Tribal Affairs. In totality, these provide an immense opportunity to address the development aspects relevant to the naxalite affected areas, provided the implementation is done in a systematic and qualitative manner and closely monitored. As already mentioned, special focus and attention is being given in a systematic manner, towards the proper implementation of these schemes in the naxal affected areas.

### The Scheduled Tribes and other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006

2.80 This Act seeks to recognize and vest the forest rights and occupation in forest land in forest dwelling scheduled tribes and other traditional forest dwellers, who have been residing in such forests for generations, but whose rights could not be recorded, and to provide for a framework for recording the forest rights so vested and the nature of evidence required for such recognition and vesting in respect of forest land. The State Governments have been asked to give special attention to the proper implementation of the scheme, particularly in the areas affected by the naxalite activities.

### New scheme for infrastructure in naxal affected areas

2.81 A new scheme has been introduced in the Eleventh Plan, with an allocation of Rs. 500 crore,

to cater to critical infrastructure gaps, which cannot be covered under the existing schemes. These could relate to requirements of mobility for the police/security forces by upgrading existing roads/tracks in inaccessible areas, provide secure camping grounds and helipads at strategic locations in remote and interior areas, measures to enhance security in respect of police stations/outposts located in vulnerable areas, etc. The State Governments concerned have been asked to prepare proposals which could be considered under the Scheme.

## TERRORIST ACTIVITIES IN THE HINTERLAND

### OVERVIEW

2.82 Apprehension of persons suspected to be involved in subversive and terrorist activities in various parts of the country, and certain terrorist incidents of blasts, etc., in some parts of the country during the year, inter-alia, shows that forces inimical to India across the border, continue to sponsor terrorist and subversive activities in the country. During the year, some significant cases of terrorism occurred in some States, viz., the Mecca Masjid blast in Hyderabad on May 18, 2007, the twin blasts in Hyderabad on August 25, 2007, a blast in the premises of Dargah Sharif in Ajmer on October 11, 2007, blast in the Shingar Cinema Hall in Ludhiana on October 14, 2007, simultaneous blasts in court premises in Faizabad, Lucknow and Varanasi in U.P. on November 23, 2007, and an attack on CRPF Group Centre at Rampur (U.P.) on January 1, 2008. The hand of Pakistan based terrorist organizations, viz., LeT and JeM and, increasingly, of the Bangladesh based HuJAI, who, in turn, are known to have close links with Pakistan ISI has been observed in most of these cases. They also show that such groups have been using sleeper cells in the country to carry out such activities, and have also been using the territory of other neighbouring countries such as Bangladesh and Nepal.

### Counter Measures

2.83 The Government has banned 32 groups as terrorist organizations under the provisions of Unlawful Activities (Prevention) Act, as amended in 2004. A list of these is at **Annexure VI**. In addition, a number of these organizations have also been declared as Unlawful Associations under the provisions of the Act. The Government has a firm resolve to counter the challenges posed by terrorism, and has adopted a multi-pronged approach and strategy for countering the activities of the Pak ISI and the Pak/PoK based terrorist groups. This includes intensive patrolling and surveillance on the borders, including border fencing/floodlighting, and strengthening coastal security arrangements, to check infiltration; deployment of Central Forces to aid the State Police Forces in areas prone to terrorist violence; heightened vigil and security arrangements in and around vital installations; strengthening of arrangements and mechanism for intelligence gathering particularly at the cutting edge level; regular sharing of intelligence with the State Governments and among the agencies; assistance for raising of India Reserve Battalions in the States; upgradation and modernization of infrastructure, equipments and weaponry, etc. of the Central Paramilitary Forces as also of the State Police Forces; and, action at the international level, through bilateral and multi-lateral cooperation in the sphere of counter terrorism.

2.84 The close cooperation and coordination between the Central and State intelligence and security agencies, has led not only to the busting of a large number of terrorist modules and ISI backed espionage modules, but has also enabled foiling of terrorist attempts and breakthroughs in a number of cases of terrorist activities/incidents in the hinterland, including apprehension of suspects. These include the attack in Ayodhya (2005), Delhi triple bomb blasts (2005), attack on the Indian Institute of Science, Bangalore (2005), Mumbai local

train serial bomb blasts (2006), Aurangabad arms haul case (2006), Malegaon blasts (2006), Varanasi bomb blasts (2006), attack on RSS Headquarters, Nagpur (2006), bomb blast in Shringar Cinema Hall (2007), blasts in Court premises in Faizabad, Lucknow and Varanasi (2007), and the attack on CRPF Group Centre at Rampur (2008). The security agencies continue to vigorously pursue these and other similar cases.

2.85 In view of the linkages between terrorism including terrorist financing, and organized crime syndicates indulging in crimes such as drug and arms trafficking, extortion, smuggling of counterfeit currency, etc., various measures have been taken to strengthen the arrangements to counter such activities. In this context the Ministry of Home Affairs has also suggested amendments to the Prevention of Money Laundering Act to bring within its purview all offences related to terrorism and terrorist financing, as defined under the Unlawful Activities (Prevention) Act, and these are under consideration.

2.86 Available reports indicate that high quality fake Indian currency notes (FICN) are being printed outside the country and smuggled into India by established networks spread over countries in the immediate and the near neighbourhood. Apart from sharing of information and coordination with international security agencies, the Central Bureau of Investigation (CBI) has been designated as the nodal agency to coordinate with the States and other Central Law Enforcement Agency in respect of cases. A Nodal Group has also been set up in MHA to identify and oversee the implementation of suitable counter measures to deal with the FICN menace. Action has also been taken to strengthen the Narcotics Control Bureau (NCB), which became a part of MHA from 2003, with the aim of giving more focussed attention to the aspect of supply management and control of drugs, even as action on the demand management side, which is largely in realm of social interventions, continues.

2.87 Keeping in view the frequent use by terrorist groups of different types of explosive devices, a Group has also been set up in MHA to review and examine the existing regulatory mechanisms for the manufacture, distribution, transportation, storage and use of explosives with a view to strengthening these mechanisms and making them more comprehensive. The objective is to strengthen the arrangements for monitoring and check leakage of explosive substances in to the hands of terrorists and criminal elements.

## SECURITY OF VITAL INSTALLATIONS

2.88 The security of vital installations in the country is basically the concern and responsibility of the relevant Ministries/Departments in the Central Government and the State Governments. However, the Ministry of Home Affairs advises them on the security requirements of various installations from time to time, on the basis of periodic reviews of existing arrangements. In addition security in respect of vital installations and public undertakings in sectors such as atomic energy, space, petroleum, power, coal, steel, ports and airports, etc. is being provided by the CISF on a cost- reimbursement basis. The CISF has also been recently deployed



CRPF Personnel guarding the Airport



to provide security to the Delhi Metro. Presently, CISF is providing security to 272 PSUs, including 54 airports, in addition to a large number of Government buildings, establishments and important monuments and heritage sites such as the Taj Mahal and the Red Fort. The requirement of CISF security in respect of other vital installations is assessed and provided for on a continuous basis.

2.89 Crisis Management Plans for meeting any eventuality arising with respect to the security of vital installations, are also prepared, to effectively handle any crisis or contingency situations which may arise.

## SECURITY OF VIPs

2.90 The threat to VIPs on account of their public status in social and public life continues to exist and is a matter of concern. The provision of security to threatened individuals/protectees is mainly the responsibility of the concerned State Government/UT Administration within their respective territorial jurisdiction, according to the local threat perception. In NCT of Delhi security to individuals under threat is provided by the Delhi Police on the basis of their own assessment and as per the advice/directions of the Ministry of Home Affairs. The Ministry of Home Affairs through a High Level Committee regularly assesses the threat perceptions in respect of various personalities, and advises the concerned State Governments/UT Administrations to make appropriate security arrangements according to the threat level. In some cases the security arrangements are also being made by the Central Government through its own agencies.

2.91 The weaponry and equipment to be used in VIP security have been standardized and the States/UTs have also been advised to make provision accordingly. For this purpose, assistance is also given to the State Governments/UTs under the scheme of Modernization of the State Police Forces. Specialised training courses for State Police Commandos, in respect of VIP security duties, are

also being conducted in training institutions of the NSG, BSF, ITBP and CISF.

## Security for Commonwealth Games - 2010

2.92 In order to ensure effective security arrangements for the Commonwealth Game-2010, New Delhi an Empowered Security Committee (ESC) under the chairmanship of Union Home Secretary and another committee called the Commonwealth Games Security Review Committee (CGSRC) have been constituted in MHA to review the security arrangements for Commonwealth Games-2010 on a regular basis. Besides, the Commonwealth Youth Games, 2008 are also proposed to be held at Pune (Maharashtra) from October 12-18, 2008 which are also being closely monitored.

## INTERNATIONAL COOPERATION

2.93 The Ministry of Home Affairs has taken and pursued a variety of initiatives at the bilateral and multilateral levels in the areas of countering the threat from terrorism, and putting in place institutional mechanism for this purpose, addressing specific security concerns at the bilateral level with different countries and, expanding cooperation in the areas of police training and capacity building, and activities relating to law enforcement, crime control, etc.

### Bilateral Cooperation

2.94 Mechanisms have been established for institutionalization of bilateral cooperation with a number of countries in India's neighbourhood, mainly in the form of annual Home Secretary level talks, and related sub-mechanisms, with Bangladesh, Bhutan, Myanmar, Nepal, Pakistan and the United Arab Emirates (UAE). In addition, bilateral discussions are being held with various other countries from time to time to expand mutual cooperation and develop institutional mechanisms

in respect of countering terrorism, sharing of information and intelligence, mutual legal assistance, transfer of sentenced persons, etc.

2.95 During the year 2007, the following bilateral talks/meetings at the Secretary level were held:-

- Home/Interior Secretary level talks with UAE on May 28-29, 2007 in New Delhi.
- Home/Interior Secretary level talks with Pakistan on July 3-4, 2007 in New Delhi
- Home Secretary level talks with Bangladesh on August 2-3, 2007 in New Delhi
- Home Secretary level talks with Nepal on September 25-26, 2007 in Kathmandu
- Secretary level talks with Bhutan on border management on November 12-13, 2007 in Goa
- 14<sup>th</sup> National level meeting at Home Secretary level with Myanmar on March 7-10, 2008 in New Delhi.



Home Secretary level talks with Bangladesh on August 2-3, 2007, in New Delhi

### Visit of Union Home Minister to Vietnam

2.96 The Union Home Minister visited Vietnam from October 8-10, 2007 on the invitation of General

Le Hong Anh, Minister of Public security of the Socialist Republic of Vietnam.



Union Home Minister's visit to Vietnam

2.97 During the visit, Union Home Minister has signed the Mutual Legal Assistance Treaty in Criminal Matters with Vietnam. An MoU on Cooperation between the Ministry of Home Affairs and the Ministry of Public Security, Vietnam was also initialed at official level. The visit also helped in maintaining the momentum in high level exchanges between India and Vietnam in promotion and exchange of information in the domain of public security and capacity building.

### Visit of Union Home Minister to Egypt

2.98 An Indian delegation led by Union Home Minister visited Egypt from January 5-9, 2008. During the visit Union Home Minister called on Mr. Mohammed Hosni Mubarak, President of Egypt and Mr. Amre Moussa, Secretary General of the League of Arab States on January 6, 2008. Union Home Minister also called on his Egyptian counterpart, General Habib Ibrahim El Adly on January 7, 2008. The Members of the delegation also held meetings with their Egyptian counterparts on matters of mutual interest. During the visit two Agreements between India and Egypt were signed, namely, Agreement on Mutual Legal Assistance in Criminal matters and Agreement on Transfer of Sentenced Persons.

## Mutual Assistance in Criminal Matters

2.99 The Ministry of Home Affairs is the nodal Ministry for concluding Mutual Legal Assistance Treaties in criminal matters which are designed to facilitate wide ranging measures of mutual assistance in investigation, prosecution and prevention of crime, service of summons and other judicial documents, execution of warrants and other judicial commissions and tracing, restraint, forfeiture or confiscation of proceeds and instruments of crime.



Second meeting of the SAARC Interior/Home Ministers on October 25, 2007 at New Delhi

2.100 These agreements assume particular importance in combating transnational organised crimes, trans-border terrorism, crimes and other serious offences, such as, drug trafficking, money laundering, counterfeit currency, smuggling of arms and explosives, etc. India has so far signed Treaties with 26 countries.

2.101 During 2007, Treaties on Mutual Legal Assistance in Criminal Matters have been signed with Mexico, Bulgaria, Vietnam and Egypt.

2.102 In addition to the above, India had entered into agreements for the transfer of sentenced prisoners with two countries. During the current year, such agreements have been signed with Bulgaria, Cambodia, Egypt and France. Negotiations are underway with Canada, Hong Kong, Israel and Korea.

## Multilateral Cooperation

### Second Meeting of the SAARC Interior/Home Ministers

2.103 India hosted the Second Meeting of the SAARC Interior/Home Ministers on October 25, 2007 at New Delhi, which was preceded by the Second Meeting of the SAARC Interior/Home

Secretaries on October 24, 2007, and Sixth Conference on Cooperation in Police Matters on October 23, 2007. The meeting was followed by a Retreat at Agra to facilitate informal interaction among the dignitaries.

2.104 The Home Ministers reiterated their commitment to the 14<sup>th</sup> SAARC Summit Declaration of moving from the declaratory to the implementation phase and reaffirmed their commitment to the need for a secure environment for facilitating economic growth, development and progress of the region.

2.105 The SAARC Interior/Home Ministers discussed, inter-alia, the challenges posed by terrorism, drug trafficking and trafficking in human beings. They also resolved to fight terrorism, organised crime, money laundering and other serious forms of crime, and to strengthen the institutional mechanisms for accelerating cooperation through capacity building, intelligence sharing etc.

2.106 The Home Ministers also expressed satisfaction at the working of the existing institutional mechanisms within the ambit of the SAARC and urged enhanced coordination and networking among the police forces of the SAARC countries.

\*\*\*\*\*