

MINISTRY OF HOME AFFAIRS

**CENTRAL ARMED POLICE FORCES AND INTERNAL
SECURITY CHALLENGES-EVALUATION AND
RESPONSE MECHANISM**

**COMMITTEE ON ESTIMATES
(2017-2018)**

TWENTY EIGHTH REPORT

SIXTEENTH LOK SABHA



**LOK SABHA SECRETARIAT
NEW DELHI**

TWENTY EIGHTH REPORT

**COMMITTEE ON ESTIMATES
(2017-2018)**

(SIXTEENTH LOK SABHA)

MINISTRY OF HOME AFFAIRS

**CENTRAL ARMED POLICE FORCES AND INTERNAL
SECURITY CHALLENGES-EVALUATION AND
RESPONSE MECHANISM**

Presented to Lok Sabha on



**LOK SABHA SECRETARIAT
NEW DELHI**

March, 2018/ Phalguna, 1939(S)

CONTENTS

Page No.

Composition of the Committee on Estimates(2014-15)	
Composition of the Committee on Estimates(2015-16)	
Composition of the Committee on Estimates (2016-17)	
Composition of the Committee on Estimates (2017-18)	
Introduction	

PART-I

CHAPTER-I	Introductory	1
	Assam Rifles	2
	Border Security Force (BSF)	2
	Central Industrial Security Force(CISF)	3
	Central Reserve Police Force (CRPF)	4
	Indo-Tibetan Border Police Force(ITBP)	5
	National Security Guards(NSG)	5
	Sashastra Seema Bal (SSB)	5
CHAPTER-II	Internal Security Challenges-Evaluation and Response Mechanism	7
	Constitutional Position	7
	Challenges to Internal Security	8
	Terrorism in the Hinterland	8
	Cross Border Terrorism in J&K	10
	Measures taken by the Government	11
	Left Wing Extremism(LWE) in certain States	13
	Insurgency in North East	16
	Source of Funding	20
	Central Assistance to States	22
	Role of CAPFs in Border Management	
	Deployment of Central Police Forces in States	32
	Global Challenges for Internal Security	36

	Coordination between Central and State Police Forces	38
	Comparison with other Countries	40
	Augmenting the Infrastructure	42
	Civic Action Programme	42
	Funds allocated to CAPFs in Jammu & Kashmir	43
CHAPTER-III	Financial Allocation and Expenditure	44
	Modernisation of CAPF	47
	Modernization of the State Police Forces under Modernisation of Police Force (MPF) Scheme	51
CHAPTER-IV	Cyber Crimes - A Perspective	54
	Information Technology and Cyberspace	54
	Cyber Crimes	55
	Impact of Social Media	56
	Cyber attacks on Critical Infrastructure and Sensitive Institutions	56
	Cyber espionage	57
	Focus of Attacks	57
	Nature and Intensity of Threats in the Country	57
	Challenges in cyber security and crisis response	58
	Emerging threat landscape	59
	Response mechanisms/Measures taken to enhance cyber security in the country	60
	Training	66
	Upgradation of Training Infrastructure of Central Police Forces	66
	Vacancies in CAPFs	68
	Stagnation in Armed Forces	71
	Cadre Review	75
	Pay Parity	76
	Stress Management	78
	Representation of Women	81
	Steps taken to encourage women to join CAPF and to improve the facilities for women personnel in CAPFs	82
	Housing Scheme	85

	The shortfall in achieving the physical target was due to the following reasons	86
	Quality Food	90
	Medical Facilities to CAPFs	90
	Logistic Support to CAPF personnel on VIP Duty	91
	Coastal Security	92
	Details of mechanisms developed to deal with the coastal Security	92
	National Marine Police Training Institute (MPTI)	95
	Creation of Central Marine Police Force (CMPF)	95

PART-II

Observations and Recommendations

Minutes of the Committee

COMPOSITION OF THE COMMITTEE ON ESTIMATES 2014-15

Dr. Murli Manohar Joshi - Chairperson

Members

- 2 Ahmed, Shri Sultan
- 3 Azad, Shri Kirti (JHA)
- 4 Banerjee, Shri Kalyan
- 5 Bhuria, Shri Dileep Singh
- 6 Birla, Shri Om
- 7 Chaudhary, Shri Haribhai Parthibhai
- 8 Chavan, Shri Ashok Shankarrao
- 9 Choubey, Shri Ashwini Kumar
- 10 Choudhary, Col. (Retd) Sona Ram
- 11 Deka, Shri Ramen
- 12 Dhotre, Shri Sanjay Shamrao
- 13 Gaddigoudar, Shri Parvatagouda Chandanagouda
- 14 Gupta, Shri Sudheer
- 15 Jaiswal, Dr. Sanjay
- 16 Jardosh, Smt. Darshana Vikram
- 17 Kalvakuntla, Smt. Kavitha
- 18 Kateel, Shri Nalin Kumar
- 19 Khanna, Shri Vinod
- 20 Kumar, Shri P.
- 21 Muniyappa, Shri K.H.
- 22 Pandey, Shri Ravindra Kumar
- 23 Ramachandran, Shri Krishnan Narayanasamy
- 24 Reddy, Shri J.C. Divakar
- 25 Salim, Shri Mohammad
- 26 Sawant, Shri Arvind Ganpat
- 27 Singh Deo, Shri Kalikesh Narayan
- 28 Singh, Shri Ganesh
- 29 Singh, Shri Kirti Vardhan
- 30 Verma, Shri Rajesh
- 31 Yadav, Shri Jay Prakash Narayan
- 32 Yadav, Shri Ram Kripal

COMPOSITION OF THE COMMITTEE ON ESTIMATES 2015-16

Dr. Murli Manohar Joshi - Chairperson

Members

- 2 Ahmed, Shri Sultan
- 3 Azad, Shri Kirti (JHA)
- 4 Banerjee, Shri Kalyan
- 5 Bhuria, Shri Dileep Singh
- 6 Birla, Shri Om
- 7 Chavan, Shri Ashok Shankarrao
- 8 Choubey, Shri Ashwini Kumar
- 9 Choudhary, Col. (Retd) Sona Ram
- 10 Choudhary, Shri Ram Tahal
- 11 Deka, Shri Ramen
- 12 Dhotre, Shri Sanjay Shamrao
- 13 Gaddigoudar, Shri Parvatagouda Chandanagouda
- 14 Gupta, Shri Sudheer
- 15 Jaiswal, Dr. Sanjay
- 16 Jardosh, Smt. Darshana Vikram
- 17 Kalvakuntla, Smt. Kavitha
- 18 Khanna, Shri Vinod
- 19 Kumar, Shri P.
- 20 Meghwal, Shri Arjun Ram
- 21 Muniyappa, Shri K.H.
- 22 Pandey, Shri Ravindra Kumar
- 23 Ramachandran, Shri Krishnan Narayanasamy
- 24 Reddy, Shri J.C. Divakar
- 25 Salim, Shri Mohammad
- 26 Sawant, Shri Arvind Ganpat
- 27 Shirole, Shri Anil
- 28 Singh Deo, Shri Kalikesh Narayan
- 29 Singh, Shri Ganesh
- 30 Verma, Shri Rajesh
- 31 Yadav, Shri Jay Prakash Narayan

COMPOSITION OF THE COMMITTEE ON ESTIMATES (2016-17)

Dr. Murlī Manohar Joshi – Chairperson

Members

2. Shri Sultan Ahmed
3. Shri A. Arunmozhithevan
4. Shri George Baker
5. Shri Kalyan Banerjee
6. Shri Dushyant Chautala
7. Shri Ashok Shankarrao Chavan
8. Shri Ashwini Kumar Choubey
9. Shri Ram Tahal Choudhary
10. Col. Sonaram Choudhary
11. Shri Ramen Deka
12. Shri Sanjay Dhotre
13. Shri P.C. Gaddigoudar
14. Shri Sudheer Gupta
15. Smt. Kavitha Kalvakuntla
16. Shri P. Kumar
17. Smt. Poonam Mahajan
18. Shri K.H. Muniyappa
19. Shri Rajesh Pandey
20. Shri Ravindra Kumar Pandey
21. Shri Raosaheb Danve Patil
22. Shri Bhagirath Prasad*
23. Shri Konakalla Narayan Rao
24. Shri Md. Salim
25. Shri Arvind Ganpat Sawant
26. Shri Jugai Kishore Sharma
27. Shri Gajendra Singh Shekhawat
28. Shri Anil Shirole
29. Shri Rajesh Verma
30. Shri Jai Prakash Narayan Yadav

*Elected vide Lok Sabha Bulletin Part-II No. 3908 dated 28.07.2016 vice Shri Arjun Ram Meghwal appointed as Minister.

COMPOSITION OF THE COMMITTEE ON ESTIMATES (2017-18)

Dr. Murli Manohar Joshi – Chairperson

Members

2. Shri A. Arunmozhithevan
3. Shri George Baker
4. Shri Kalyan Banerjee
- *5. Shri Ramesh Bidhuri
6. Shri Dushyant Chautala
7. Shri Ram Tahal Choudhary
8. Col. Sonaram Choudhary
- \$9. Dr. Ratna De (Nag)
10. Shri Ramen Deka
- &11. Shri Kalikesh Narayan Singh Deo
12. Shri Sanjay Dhotre
13. Shri P.C. Gaddigoudar
14. Shri Prakash B. Hukkeri
15. Smt. Kavitha Kalvakuntala
16. Smt. Raksha Khadse
17. Dr. Sanjay Jaiswal
18. Shri P. Kumar
19. Shri Rajesh Pandey
20. Shri Ravindra Kumar Pandey
21. Dr. Bhagirath Prasad
22. Smt. Ranjeet Ranjan
23. Shri Konakalla Narayan Rao
24. Shri Y.V. Subba Reddy
- %25. Shri Rajiv Pratap Rudy
26. Shri Arvind Ganpat Sawant
27. Shri Arjun Charan Sethi
28. Shri Janardan Singh Sigrwal
29. Shri Jugal Kishore Sharma
30. Shri Jay Prakash Narayan Yadav

* Elected vide Lok Sabha Bulletin Part – II No. 6141 dated 22.12.2017 vice Shri Ashwini Kumar Choubey appointed as Minister

\$ Elected vide Lok Sabha Bulletin Part – II No. 6141 dated 22.12.2017 vice Shri Sultan Ahmed died

& Elected vide Lok Sabha Bulletin Part – II No. 6141 dated 22.12.2017 vice Shri Gajendra Singh Shekhawat appointed as Minister

% Elected vide Lok Sabha Bulletin Part – II No. 6141 dated 22.12.2017 vice Shri Nanabhau Falgunrao Patole resigned.

INTRODUCTION

I, the Chairperson of the Committee on Estimates, having been authorized by the Committee to submit the Report on their behalf, do present this 28th Report on the subject 'Central Armed Police Forces and Internal Security Challenges- Evaluation and Response Mechanism' pertaining to the Ministry of Home Affairs.

2. The Country is currently facing serious internal security challenges from a number of sources such as terrorism including cross-border terrorism, Left Wing Extremism (LWE) and insurgency in the certain areas of the north-east. Central Armed Police Forces (CAPF), which comprise specialised para-military forces under the control of Ministry of Home Affairs (MHA) such as Assam Rifles, Central Reserve Police Force (CRPF), Border Security Force (BSF), Indo-Tibetan Border Police (ITBP), Central Industrial Security Force (CISF), Sashāstra Seema Bal (SSB), etc. have the mandate of tackling the internal security challenges. These forces are deployed in states by the Centre at the request of the States or constitutional authorities such as the Election Commission for providing security during elections.


3. With a view to evaluate the various factors about the functioning of CAPF, viz. their role and responsibilities, their conditions of service, the extent to which they have been able to achieve the objectives for which they were set up, the problems being faced by the CAPFs and steps taken/being taken by the Government to improve the functioning and effectiveness of the CAPF, the Committee on Estimates (2014-15) selected this subject for in-depth examination and report to the House. The Committee on Estimates(2015-16), the Committee on Estimates(2016-17) and the Committee on Estimates (2017-18) examined the subject.

4. In this Report, the Committee have dealt with various issues like Internal Security Challenges such as cross-border terrorism, insurgency and Left Wing Extremism and their evaluation and response mechanism, central assistance to States to deal with such challenges, role of CAPFs in border management, deployment of CAPFs in States, coordination between Central and State Police Forces, augmenting the infrastructure, financial allocation for CAPFs and their modernisation, measures taken to enhance cyber security, upgradation of training infrastructure of CAPFs, career progression and pay in CAPFs, stress management, representation of women in CAPFs, medical facilities, coastal security and responsibilities of CAPFs. The Committee have analysed these issue in detail and made observations/recommendations in the report.

5. The Committee on Estimates took oral evidence of the representatives of Ministry of Home Affairs on 28th October, 2015, 20th June, 2016 and 30th January, 2017. The draft Report was considered and adopted by the Committee on Estimates (2017-18) at their sitting held on 20th February, 2018.

6. The Committee wish to express their thanks to the representatives of the Ministry of Home Affairs and Ministry of Electronics and Information Technology for furnishing material, written replies to list of points and tendering evidence before them.
7. For facility of reference and convenience, the observations/recommendations of the Committee have been printed in Bold in Part-II of the Report.

NEW DELHI;
16 March, 2018
25 Phalguna, 1939 (saka)


DR. MURLI MANOHAR JOSHI
Chairperson,
Committee on Estimates

PART I
REPORT
CHAPTER I

Introductory

There are five Central Armed Police Forces (CAPFs) viz. Border Security Force (BSF), Central Industrial Security Force (CISF), Central Reserve Police Force (CRPF), Indo-Tibetan Border Police (ITBP) and Sashastra Seema Bal (SSB). One Central Paramilitary Force (CPMF) namely Assam Rifles (AR) is also under the administrative control of MHA. Out of these, the AR, BSF, ITBP and SSB are the 'Border Guarding Forces' while the CRPF is deployed to assist the Civil Administration under the State Governments/UT Administrations in matters relating to maintenance of Public Order, Internal Security and Counter Insurgency. The CISF provides security and protection to vital installations of national/strategic importance. In addition, National Security Guard (NSG) is a commando force under the Ministry trained for special operations like counter terrorism and anti-hijacking.

Roles and Responsibilities of the above Forces are as under:

Force	Roles and Responsibilities
AR	Border Guarding (Myanmar Border), Counter Insurgency in North Eastern States
BSF	Border Guarding (Bangladesh and Pakistan Borders), Counter Insurgency, Law and Order
ITBP	Border Guarding (China Border), Security of Important Installations, Counter Insurgency, Law and Order
SSB	Border Guarding (Nepal and Bhutan Borders), Counter Insurgency, Law & Order
CISF	Public Sector security, Core Sector Security, Law and Order, Counter Insurgency
CRPF	Law & Order, Counter Insurgency

RAF	RAF mandated for maintaining communal harmony in the country.
CoBRA	CoBRA mandated for Anti Naxal Operations in LWE affected states.
NSG	Anti-Hijacking, Special Operations, Counter terrorism

History, background, profile and achievements of various CAPFs are as under:-

1.1 ASSAM RIFLES

Assam Rifles is the oldest Para Military Force in the Country. It was raised in 1835. It is also known as "Friends of the North East". It has its Headquarters at Shillong and the Force is completely deployed in the North East for guarding the Indo-Myanmar Border, spread over 1,631 kilometers. It has a total strength of 63,747 personnel. Apart from excelling in operations, the Assam Rifles is also rendering yeoman service to the Nation by conducting well planned and focused programmes for the upliftment of the people of the North-East, through numerous Civic Action Projects, the important programmes/ activities being Construction of Community Halls, Provision of Water Supply Schemes, Establishment of Vocational Training Centers, Upliftment of Rural Schools, National Integration Tours for Students, Conduct of free Medical Camps in remote areas, Awareness Programmes and sports activities for the youth. The Civic Action Projects are a regular and continuous process to 'Win the Hearts and Minds' of the North-East People and to wean them away from the Insurgency. These Projects are deliberately conceived and executed with diligence so that maximum benefits are reaped by the local populace, especially those located in the remote and inaccessible areas. It has a contingent deployed at United Nations Stabilization Mission in Haiti (MINUSTH) since 12.06.2010. In the recognition of the excellent services, the Contingent has received various Appreciation letters and Commendations.

1.2 BORDER SECURITY FORCE (BSF)

Border Security Force was raised in 1965. The Force Headquarter is in New Delhi. The sanctioned strength of BSF as on 31.12.2016 is 2,57,363. Its operational responsibility is spread over 6,386.36 km of International Border with Pakistan and

Bangladesh. It is also deployed on Line of Control (LoC) in J&K under the Operational control of the Army. BSF is an effective force that has tackled militancy, left wing extremism and has also contributed to prevention of trans-border movement of contraband goods. During this period, 13 BSF personnel laid down their lives and 179 got injured in Operations. During the year 2016 (01.04.2016 to 31.12.2016), BSF was awarded police medals for gallantry/meritorious services and President's Police Medal for Distinguished Service.

The BSF is also active in sports activities and has secured medals/positions in a number of national tournaments. The Border Security Force has two formed police units deployed with United Nation Stabilizations Mission Haiti and United Nations Stabilizations Missions in Democratic Republic of Congo. The BSF troops are performing their duties in exemplary manner to ensure the UN Mandate in all spheres of their duties.

1.3 CENTRAL INDUSTRIAL SECURITY FORCE (CISF)

Raised in the year 1969, Central Industrial Security Force (CISF) is providing security cover to 330 units including 59 domestic and international airports and fire protection cover to 94 industrial Undertakings. The Force has a sanctioned strength of 1,44,418 personnel as on 31.12.2016. With globalization and liberalization of the economy, CISF is no longer a PSU centric organization. Instead, it has become a premier multi-skilled security agency of the country, mandated to provide security to major critical infrastructure installations of the country in diverse regions including terrorist and naxal affected areas. CISF is currently providing security cover to Atomic Power Plants, Space Installations, Defence Production Units, Mines, Oil Fields and Refineries, Major Sea Ports, Heavy Engineering, Steel Plants, Fertilizer Units, Airports, Hydro electric / thermal power plants, sensitive Government buildings and heritage monuments (including the Taj Mahal and Red Fort) and important Private Sector Units. CISF has also been mandated to provide protection to VIP protectees of Z+, Z, Y and X category across the Country besides election duty. They also look after the security of 41 sensitive Government buildings in New Delhi. The CISF Act was amended to enable the Force to provide security, on payment basis, to private/joint venture industrial

undertakings, which are vital for the security and economy of the country. Further, the CISF was inducted in Delhi Metro Rail Corporation (DMRC) on 15.04.2007 and it is providing security to 155 Metro Stations. It has a contingent deployed at United Nations Stabilization Mission in Haiti (MINUSTH) since 17.08.2008. CISF has been assigned with the prestigious task of providing security to the residence of the President of Haiti. The CISF has been conducting various Humanitarian projects like Blood Donation Camps, Medical Camps, etc. In recognition of the excellent services, the contingent has received various appreciations and commendations.

1.4 CENTRAL RESERVE POLICE FORCE (CRPF)

It was raised as the 'Crown Representative Police' on 27.07.1939 at Neemuch, Madhya Pradesh and the Force was rechristened as Central Reserve Police Force (CRPF) after Independence. The CRPF has become the largest Central Armed Paramilitary Force of the country. The Force is presently handling a wide range of duties covering law and order, counter insurgency, anti-militancy and anti-naxal operations. The Force plays a key role in assisting the State Governments and UT Administrations in maintaining public order and countering subversive activities of Naxalites/militant groups/ Insurgents. The Force has a Mahila component also. The strength of the Force is 3,13,678 as on 31.12.2016. It is performing law & order duties, counter-insurgency operations in J&K and North East and Anti-Maoist operations in Left Wing Extremism (LWE) affected states and other parts of the Country. Besides, CRPF is providing security to some of the vital installations and buildings including the shrine of Mata Vaishno Devi in Katra, Ram Janam Bhoomi / Babri Masjid in Ayodhya, Kashi Vishwanath Temple / Gyanvapi Mosque in Varanasi, Krishna Janam Bhoomi and Shahi Idgah Masjid in Mathura and the Parliament House. Apart from above, CRPF / RAF coys have also been deployed across the country for maintaining law and order situation from time to time on short notice as well as on long term basis. CRPF has also been entrusted with VIP Security. In 1992, 10 Battalions of CRPF were reorganized and converted into 10 Battalions of 4 coys each of Rapid Action Force (RAF). The personnel in RAF are trained and equipped to be an effective strike Force in communal riots and similar situations. "CoBRA- Commando Battalion for Resolute Action, a specialized

Force has been raised to fight Maoists and Insurgents in Jungles. Also known as Jungle Warriors, CoBRA are selected from amongst the CRPF personnel. One contingent (Male) of CRPF is deployed in Liberia under United Nations Mission in Liberia since February-2016.

1.5 INDO-TIBETAN BORDER POLICE FORCE (ITBP)

The ITBP was raised in the wake of Chinese aggression in 1962. It has evolved with passage of time into a conventional border guarding Force. Today, ITBPF guards 3,488 kms of Indo-China Border and is manning 173 Border Outposts. It has a total sanctioned strength of 89,432. ITBPF provides medical, communication and security cover to the yatrias of Kailash Mansarovar Yatra. ITBPF has been designated as the First Responder in the Himalayan region and has established Regional Response Centres in Himachal Pradesh, Uttarakhand, Sikkim and Arunachal Pradesh. They have performed excellently in sports activities and mountaineering. ITBPF contingents are deployed in Afghanistan to provide security to Embassy of India in Kabul and its consulates. A Formed Police Unit of ITBPF has been deployed with United Nations Stabilizations Mission in Democratic Republic of Congo (MONUSCO) w.e.f. 09.11.2015. One ITBPF contingent comprising of 140 personnel is deployed for supplementing the United Nations' global peace process in DR Congo. ITBPF troops are performing their duties in exemplary manner to ensure implementation of UN Mandate in all spheres of their duties.

1.6 NATIONAL SECURITY GUARDS (NSG)

The NSG was set up in 1984 as a Federal Contingency Deployment Force for combating terrorist activities with a view to neutralize the threats posed by anti-national elements. NSG is a 100% deputationist Force made up of personnel from Army, CAPFs, State Police and other Organizations. NSG Commandos are trained for high-

risk tasks like counter-hijack, counter-terrorism and bomb disposal operations. They are also assigned the task of providing mobile security protection to designated protectees. Post Mumbai terror attack of 26 /11, four Regional Hubs of NSG have been set up at Mumbai, Hyderabad, Chennai and Kolkata to reduce the reaction time in case of a crisis situation. One more regional hub is proposed to be established in Gandhinagar, Gujarat.

1.7 SASHASTRA SEEMA BAL (SSB)

It was set up in early 1963 in the wake of India-China conflict of 1962. It became a border guarding Force in 2001 under the Ministry of Home Affairs and was rechristened as "Sashastra Seema Bal" with an amended charter of duties. It has been given the border guarding responsibilities along the Indo-Nepal Border (INB) and Indo-Bhutan Borders (IBB).

1.8 The Central Armed Police Forces (CAPF) are proving to be a much needed second line of defence for the Country against the challenges such as insurgency, communal tensions, natural disasters, maoist and naxal related violence. With the complexities of technology and penetration of IT in every sphere, the challenges before the forces have grown manifold. With the changing scenario of security threats from terrorism and militancy, it has become imperative to equip the CAPFs personnel with state-of- the-art machines/equipments with adequate training and the best of the facilities for them and their families to keep them motivated. In this backdrop, the Committee selected the subject 'Central Armed Police Forces' for indepth examination and report to the House.

While endorsing what the Ministry of Home Affairs has stated in the written note, as given below:-

"The fact that our CAPF personnel are much sought after for UN postings, is a testimony to the stellar reputation of our Forces globally. The contribution of our CAPF personnel wherever they have been deployed internationally has been much touted. We perceive our forces to be one of the best in class who perform

well with limited resources under diverse geographies, diverse culture and adverse circumstances and have provided consistent service to the nation."

The Committee commend the contribution of CAPFs in handling toughest of security challenges and examined the various aspects related to the subject particularly the over dependence of States on Central Security Forces and Constitutional provisions thereto; budgetary allocations for CAPFs-efficiency and economy in expenditure; modernisation of CAPFs and Central assistance for modernization of State Police; cyber security; training and recruitment in CAPFs and after detailed consultations and examination made various observations and recommendations in this report.

CHAPTER II

Internal Security Challenges – Evaluation and Response Mechanism

2.1 Constitutional Position

India has a federal structure, where the primary responsibility for 'Public Order' and 'Policing' rests with the State Governments. However, the Central Government is steadfastly assisting the States in dealing with problems such as terrorism, militancy, insurgency and extremism.

The Committee were informed that Union protect every State against external aggression and internal disturbance under Article 355 of the Constitution which states as under:

"It shall be duty of the Union to protect every State against external aggression and internal disturbance and to ensure that Government of every State is carried on in accordance with the provisions of this Constitution."

Elaborating the horizons of Internal Security the Home Secretary during his evidence before the Committee stated as under:-

"I would like to make you aware that main threat to internal security is also on the land border, and on the coast land as well and also due to our internal insurgency. For example, our internal security remains under threat due to the left wing extremism which is in central India, east India and it is also due to insurgencies operating in the north-east. Apart from it, internal security is also affected by law and order, but the major onus of maintaining law and order is with the States."

Clarifying the position with regard to Internal Security vis-a-vis the Seventh Schedule to Constitution, Home Secretary submitted before the Committee as under:-

"I don't think it has some specific entry regarding internal security. However there is a provision under article 355 in the Constitution in this regard to protect from internal and external disturbance. We assist state governments under this article.

But Law and Order is very much a State Subject."

When specifically asked about the need to clearly specify in the Constitution about the role of Centre and State Government, In this regard Home Secretary during his evidence before the Committee stated:

"We, have not considered about the issue but I would like to share with you the view which flashes across my mind instantly. There is no lack of clarity as far as state governments are concerned. I would like to inform that State governments demand limited role of the Union Government. State governments also want that whenever they feel shortage of forces, they should be made available to them without any questioning".

2.2 Challenges to Internal Security

As stated by the Ministry, the range of challenges to internal security in India, emanating from terrorism / insurgency, can be categorised into the following four broad theatres:

- (i) Terrorism in the Hinterland
- (ii) Cross border terrorism in Jammu & Kashmir
- (iii) Left Wing Extremism (LWE) in certain States and
- (iv) Insurgency in the North East.

2.3 Terrorism in the Hinterland

With regard to terrorism in the Hinterland, in a note furnished to the Committee, the Ministry of Home Affairs stated that:

"The problem of terrorism in India is largely sponsored from across the border. The Pak ISI has close links with terrorist outfits like Lashker-e-Toiba (LeT), Jaish-e-Mohammad (JeM), Hizbul-Mujahideen (HM), Indian Mujahideen (IM), etc. Interrogation of arrested terrorists by the investigation agencies has disclosed that Pakistan Inter-Service Intelligence (ISI) is promoting terror activities in India by providing safe havens, material support, finance and other logistics. The Government has raised the issue of Pakistan's support to various terror outfits in many fora and handed over relevant material/dossiers to the Pakistan Authorities with the request to take appropriate action so as to ensure that perpetrators of terrorist acts are brought to justice. These efforts are being undertaken at all significant bilateral interactions."

The Committee were apprised about the specific initiatives taken to meet the challenges to internal security, with regard to terrorism in the Hinterland as detailed below :-

"In the year 2016, one terror attack took place on 2nd January, 2016 at Pathankot in Punjab by the militants coming from Pakistan, wherein 7 Security Forces personnel sacrificed their lives and 37 persons were injured. All the militants were neutralized by the Security Forces.

There have also been some developments on the Sikh militancy front. Its commanders based in Pakistan are under pressure from ISI to further ISI's terror plans not only in Punjab but also in other parts of the country. Sikh youth are being trained in ISI facilities in Pakistan. Interdictions and interrogations have revealed use of jailed cadres, unemployed youth, criminals and smugglers by Pak based Sikh terror groups for facilitating terror attacks. Sikh youth based/settled in Europe, US and Canada are also being misguided and instigated against India with false and malicious propaganda. However, the situation is being watched closely by the Central and State agencies and they are taking lawful action, as and when required.

As far as the ISIS/ISIL phenomenon is concerned, the Government of India has declared IS/ISIL/ISIS/Daish as a terrorist organization under the UAPA.

With respect to the problem of youth joining ISIS, the Government is closely monitoring the situation and has directed the Intelligence and Security Agencies to identify all such elements and keep a watch on their activities. The cyber space is also being closely scanned in this regard.

As per available intelligence inputs, few Indian youth have joined the ISIS after travelling to Iraq and Syria. Further, the intelligence/security agencies have also foiled the plans of some youth to travel to Syria/Iraq. Activities of suspected ISIS sympathizers are constantly being monitored by security agencies.

NIA and some State Security Agencies have already registered cases to investigate the alleged links of individuals with ISIS. NIA/State Security Agencies have so far arrested 67 ISIS supporters / sympathizers in these cases, before they could carry out any terrorist attack in the country.

In order to assess the threat posed by ISIS/ISIL and to devise a national strategy to deal with it, meetings have been held by the Ministry of Home Affairs with all the Central agencies concerned and 12 State Governments on 01.08.2015 and 16.01.2016 respectively. The Government has taken all necessary measures including sensitization of the States to counter the incipient threat posed by the ISIS."

2.4 Cross Border Terrorism in J&K

As regards Cross border terrorism in Jammu & Kashmir, the Ministry in the note stated that:

"The State of Jammu & Kashmir has been affected by terrorist and secessionist violence, sponsored and supported from across the border, for more than two

and half decades. The levels of terrorist violence in the hinterland of J&K are inextricably linked to the infiltration from across the border. The factors affecting the internal security in Jammu & Kashmir are categorized as:

- (i) Cross border infiltration and terror incidents
- (ii) Recent law & order incidents."

The following data with regard to cross border infiltration and terror incidents since 2012 was submitted to the Committee:

Sl. No.	Incidents	2012	2013	2014	2015	2016
1.	Terrorists violence incidents	220	170	222	208	322
2.	Civilians Killed	15	15	28	17	15
3.	SFs killed	15	53	47	39	82
4.	Militant killed	72	67	110	108	150
5.	Infiltration attempts	264	277	222	121	364
6.	Net Infiltration(Estimated)	121	97	65	33	112

2.5 Measures taken by the Government

The Committee were apprised that the Government of India in tandem with the State Governments, has adopted a multi-pronged approach to contain cross border infiltration, which, inter-alia, includes strengthening of the border infrastructure, multi-tiered and multi-modal deployment along international Border / Line of Control, and near the ever changing infiltration routes, construction of border fencing, improved technological surveillance, weapons and equipments for SFs, improved intelligence and operational coordination; synergized intelligence flow and pro-active action against terrorists within the State.

The Ministry further stated that in addition the following major schemes have also been introduced to engage the youth and increase their employability :-

- (i) Special Industry Initiative (SII) – UDAAN – To enhance skill and employability of Graduates and three-year Engineering Diploma holders.
- (ii) Skill Empowerment & Employment Scheme – HIMAYAT – To provide options and opportunities to School / College Drop outs for getting jobs or self-employment.

- (iii) Special Scholarship Scheme (SSS) – To provide financial assistance to students having passed Class 12th or equivalent exams for studying in colleges and institutions outside J&K.

The Committee were also apprised that in order to further enhance employment opportunities for the youth, the following steps have also been taken:

- (i) Additional engagement of 10,000 SPOs
- (ii) Recruitment of 4500 personnel for 5 new India Reserve Battalions
- (iii) Recruitment of 1206 personnel of CAPFs and Assam Rifles

Asked during evidence to explain on the involvement of Children in Stone Pelting in J&K, a representative of Ministry of Home Affairs stated that:-

"It is true that when this time law and order situation arose, children in large numbers took part in it. It has two or three main reasons. Firstly, there has been a plan in connection with sponsored cross border terrorism that there should be some issue by hook or by crook wherein children should be brought on the fore front. When on 8th of July, 2016, tourists were killed, they were glorified. That is why they want to bring the boys on fore front in such type of incidents. Naturally, when central Armed Forces take some action, these children will sustain inform and after that it will leave multiplying affect. One more relevant point is that

whenever law and order situation takes a serious form, first of all we have to close down the school. I would like to inform you that 78 government establishments were set afire by the extremists during the law and order situation wherein 29 schools were also there. Almost 53 government establishments were also damaged. This is the plan of these terrorists under which they are operating. I also would like to inform you that when the examinations for 9th and 10th classes were conducted by the J&K government in the month of November, a good result came to our sight. 96 percent boys sat for these examinations and the result for the same came out some days ago. Broadly, it can be said that it is not that a common child wants to join them but there were some brain washed children who probably joined because they were being paid money or because of social media pressure. Majority of Children and their parents however, only concerned with getting good quality education".

2.6 Left Wing Extremism (LWE) in certain States

On the position of Left Wing Extremism (LWE), the Ministry in the written note stated that there has been a considerable improvement in LWE scenario in the country. 106 districts in 10 States are affected by LWE out of which 35 districts in 7 States are the most affected. The declining trend, which started in 2011, continued in 2016 as well. The last two and a half years have seen an unprecedented improvement in the LWE scenario across the country. There has been an overall 07 percent reduction in violent incidents (1136 to 1048) and 30 percent reduction (397 to 278) in LWE related deaths since end-2013. Over the same period there has been an increase of 50 percent in encounters (218 to 328) and an unprecedented 122 percent increase (100 to 222) in elimination of armed Maoists cadres. On the other hand, there has been a 43 percent reduction (115 to 65) in casualties to Security Forces personnel. The figures are a reflection of the efficacy of operations being conducted by the SF and the capacity building measures undertaken by the MHA. At the same time there has been an increase in the number of LWE cadres shunning the path of violence and returning to the mainstream. Compared to 2013, surrenders by LWE cadres have increased by 411 percent (282 to 1442) in 2016.

Enumerating the specific details, the Committee were also apprised that in the year 2016, Chhattisgarh (395 incidents and 107 deaths) was the most affected State followed by Jharkhand (323 incidents and 85 deaths), Bihar (129 incidents and 28 deaths), Odisha (86 incidents and 27 deaths) and Maharashtra (73 incidents and 23 deaths). Chhattisgarh with 38 percent and Jharkhand with 30.5% together accounted for 68.5% of the violence. Bihar followed by Odisha and Maharashtra accounted for 12.3%, 8.2% and 6.9% of the incidents in the year 2016. Andhra Pradesh, Madhya Pradesh and Telangana together reported less than 4 percent incidents. Chhattisgarh, despite being the core area for Maoist activity, recorded a decrease of 15% in incidents of violence.

With regard to the factors attributed to decline in violence, the Committee were apprised as below:

“The decline in violence can be attributed to many reasons such as greater presence of security forces across the LWE affected States, the loss of cadres/leaders on account of arrests, surrender and desertions, better monitoring of development schemes in affected areas and insurgency fatigue among the Maoist cadres.

However, the LWE are targeting new States and are trying to carve out the base at the tri-junction of Karnataka, Kerala and Tamil Nadu. They continue to oppose development activities such as construction of roads, bridges etc.”

As per a note furnished by the Ministry data for loss of human lives by LWE Violence during last 5 years was as under :-

S.No.	Year	No. of incidents	No. of total Deaths
1.	2011	1760	611

2.	2012	1415	415
3.	2013	1136	397
4.	2014	1091	310
5.	2015	1089	230
6.	2016	1048	278
7.	2017 (upto 15.02.2017)	143	45

Casualty of Security forces in LWE affected states from the year 2010 to 2015 as under:-

	CRPF	Assam Rifles
2010	132	-
2011	26	-
2012	37	8
2013	20	6
2014	50	6
2015	5	6

Regarding violence in LWE affected States and availability of technology to detect mines explosion, a representative of Ministry of Home Affairs during evidence before the Committee stated:-

"The number of individuals is not less. But deflection rak of mines is many times more. Technology is yet to be protected and the LWE is well trained in guerilla warfare. Presently, we are unable to detect deep planted mines through present technology. They also keep changing their modus operandi but despite that considerable recoveries are made with intelligence and technical help".

He further stated:

"We had employed Army officers both for training as well as for operation and we have been using them now. But main point is that if we consider this month, only three blasts have taken place before detection. In two of such cases, we were using sniffer dogs. It was walking and tripped. Earlier, the practice was that button was pressed to detonate. Thereafter, blast used to take place after personnel put their feet on the mine. Today, it is happening that while marching when our clothes are stuck in mines which activates the mines and blast take place. They keep changing their modus operandi very frequently and we are trying to be one step ahead of them.

Regarding steps taken to combat LWE activities, the Ministry stated as under:

"Even though 'police' and 'public order' are the State subjects, the Central Government supplements the efforts of the State Governments with variety of measures which, inter-alia, include security related interventions, development measures, ensuring rights and entitlement of local communities etc."

On the security front, the Central Government has been assisting the State Governments by providing Central Armed Police Forces (CAPFs), sharing of intelligence inputs, arms & ammunition and funds towards capacity building by States.

On the development front, special projects to improve connectivity of roads and rail, installation of Mobile Towers, improvement of education and infrastructure, financial inclusion through Post Office, Banks, etc., increased reach of All India Radio (AIR/FM) & Doordarshan in LWE affected areas, distribution of title deeds to Tribals/traditional forest dwellers under the Forest Rights Act, 2006 and Skill Development are being undertaken by the Ministries/Departments concerned in LWE affected States.

2.7 Insurgency in North East

2012	1025	2145	222	1856	14	97	1195	329
2013	732	1712	138	1596	18	107	640	307
2014	824	1934	181	1255	20	212	965	369
2015	574	1900	149	897	46	46	143	267
2016	484	1202	87	698	17	48	267	168

While the States of Sikkim, Mizoram and Tripura had no insurgency related violence in 2016, there was considerable decline in incidents in Meghalaya (44%) and Nagaland (43%) compared to 2015. In 2016, the State of Manipur accounted for about 48% of total violent incidents in the region and the State of Arunachal Pradesh experienced an increase in violent activities by 28%, primarily on account of violence by NSCN/K. In Assam, insurgency related violence continued to decline and the year 2016 witnessed the lowest number of insurgency incidents since 1997. Sustained Counter Insurgency Operations are continuing against NDFB(Saoraigwra) group. During the period 23.12.2014 to 31.12.2016, 873 Cadres/linkmen of NDFB/S have been arrested with recovery of huge quantity of arms and ammunitions from them and 50 cadres have been neutralized in operations.

While furnishing the State-specific scenario in North-East, the Ministry stated as under:

"In Manipur, the issue of creation of new districts resulted in strained security scenario on account of agitational activities by United Naga Council (UNC). UNC and allied Naga organizations imposed a 48-hour 'total shutdown' (w.e.f. midnight of October 30) in the Hill districts of the State followed by indefinite economic blockade since November, 01 along the National Highways in the State. Consequently, there has been an acute shortage of essential commodities particularly petroleum, diesel and LPG in the State. The situation aggravated after creation (December 8, 2016) of 7 new districts.

The economic blockage of NH continues, though supplies are being brought to Manipur under escort through NH-37. Airlifting of petroleum products has been done to improve the supply position. 40 additional companies of Central Armed Police Forces have been provided to Manipur to handle law and order situation and restore transportation of supplies."

When asked about the steps taken to counter insurgency in North-East, the Ministry stated that the Government is following a multi-pronged strategy to deal with insurgent and militant activities in the North East Region which, inter-alia, includes willingness to talk to groups, provided they abjure violence. At present, the Government is engaged in peace talks with various insurgent groups of NE Region.

The Ministry in this regard added that the Central Government is supplementing the efforts of the State Government to deal with the militancy perpetrated by militant/insurgent groups of North Eastern States in a coordinated way which, inter alia, include deployment of Central Armed Police Forces (CAPF), Central assistance to the State Governments for modernization of State Police Forces, sanction of India Reserve Battalions, re-imbrument of Security Related Expenditure to NE States, strengthening of Border Security Forces, erection of fencing, installation of floodlights and building roads along the international borders. Most of insurgent groups are proscribed under Unlawful Activities (Prevention) Act. Besides, the entire State of Manipur (except Imphal Municipal area), Nagaland and Assam, 16 Police Stations of districts of Arunachal Pradesh bordering Assam and whole of Tripura, Changlang and Longding districts of Arunachal Pradesh and 20 km belt in the State of Meghalaya having common border with Assam have been declared as 'Disturbed Areas' under the Armed Forces (Special Powers) Act, 1958. Sustained counter-insurgency operations are continuing against the insurgent groups who are indulging in violent activities. Besides, in order to curb the 'cross border' illegal activities perpetrated by the insurgents as well as the illegal migration, bilateral talks with neighbouring countries on security related issues are held

at different levels regularly. Due to cooperation by Bangladesh and Myanmar, activities of Indian Insurgents Groups (IIGs) have been contained.

In a note furnished to the Committee, the Ministry informed that in order to deal with the menace of terrorism, the Government of India has taken various measures which, inter-alia, include the following:

Augmenting the strength of Central Armed Police Forces;

Upgradation of Intelligence setup - The Multi Agency Centre (MAC) has been strengthened and re-organized to enable it to function on 24x7 basis for real time collation and sharing of intelligence between the State and the Central Agencies.

Establishment of NSG hubs at Chennai, Kolkata, Hyderabad and Mumbai. A new hub has also been sanctioned at Ahmedabad.

Tighter immigration control;

Effective border management through round the clock surveillance & patrolling on the borders;

Establishment of observation posts, border fencing, flood lighting, deployment of modern and hi-tech surveillance equipment;

Strengthening the coastal security;

Raising of Special Police Forces by the States - The State of Maharashtra has raised 'Force-I', Andhra Pradesh and Telegana have constituted 'OCTOPUS', Uttar Pradesh and Madhya Pradesh have 'Special Task Forces', the Delhi Police has the 'Special Cell' to exclusively deal with anti-terror operations. Many other States have also constituted similar units to deal with the terror problem;

Amendments to the flagship law, Unlawful Activities (Prevention) Act, (UAPA) 1967 to strengthen the punitive measures to combat terrorism. Any act done with the intent to threaten or likely to threaten the economic security of India is also a terrorist act now. The UAPA also provides for declaring an organization as terrorist organization and till date, the Government of India has declared 39 organizations as terrorist organizations under the Act;

The National Investigation Agency has been constituted under the National Investigation Agency (NIA) Act, 2008 to investigate and prosecute offences under the

Acts specified in its Schedule. Up to 24.01.2017, 149 cases have been assigned to NIA for investigation. For speedy trial of the terror related cases, the NIA Act, 2008 provides for constitution of Special Courts and 40 Courts all over India have been designated as Special NIA Courts;

Amendments to the Prevention of Money Laundering Act to inter alia, include certain offences under the Unlawful Activities (Prevention) Act, as predicate offence;

Establishment of the National Intelligence Grid (NATGRID) with an intention to link data bases for collecting actionable intelligence to combat terrorism and internal security threats;

Raising of the issues of Cross-Border Terrorism in all its manifestations including its financing in various multi-lateral and bilateral fora as part of India's zero tolerance policy towards terrorism.

2.8 Source of Funding

On the source of funding for terrorism and unlawful activities in J&K, North East and other parts of country, the Ministry in the note stated that there are various sources of terror financing, the main ones being counterfeit currency and Hawala transactions. As per reports, a neighbouring country has been printing fake Indian currency at its Government printing press. The counterfeit currency is funnelled through the frontier at Jammu and Kashmir and via India's porous border with Bangladesh and Nepal.

On source of funding to LWE groups, Ministry stated that a study was conducted by the Institute of Defence Studies & Analyses (IDSA) in 2013 to identify sources of funding for LWE groups. The Maoists get their funds by resorting to collection of levy from Government works and schemes, industry and business, social institutions and infrastructure development work. Funds are also collected from people in terms of membership fees, supporters/sympathizers and fines from defaulters. To address the issue of flow of funds an Apex Level Group at the Central Level under the Chairmanship of Additional Secretary (LWE) in MHA has been created. In addition, 07 Groups at the State level have also been created, one each in LWE affected states of Andhra Pradesh, Bihar, Chhattisgarh, Jharkhand, Maharashtra, Odisha & Telangana. To

address the issue, meetings of Group at Central Level have been held. State Police, intelligence agencies and other law enforcement agencies are continuously monitoring the issue.

On the impact of demonetization, the Ministry apprised that demonetization adversely impacted not only the illegal money held by terrorists/insurgent groups and extremists, but it was also a major blow to the terrorist organizations headquarters in the neighbouring country.

The Ministry further stated that Indo-Myanmar Border, which runs along the State of Manipur, Nagaland, Mizoram and Arunachal Pradesh, is characterized by hilly terrain, dense forests and water bodies. Due to historic, cultural and ethnic bonding amongst the locals residing on either side of the IMB, the region enjoys the Free Movement Regime (FMR), whereby the residents of either side are permitted to move up to 16 km on other side of the border. This coupled with lack of poor road connectivity and infrastructure makes the IMB porous and vulnerable to illegal cross-over, insurgents activities, smuggling of contrabands including arms and ammunition and poses major challenges to security forces.

The Committee were apprised about the measures taken to address the issue of terror financing, as detailed below:

"Government of India has instituted an investigation through NIA regarding reports of illegal trade being done along cross LOC trade route for terror financing.

Various insurgent groups operating in the North Eastern Region are getting logistic supports, financial assistance and shelter from neighboring countries and activities of such groups are kept under close vigil.

In order to enhance the operational capability of Border Guarding Force and address the connectivity issues, a border infrastructure project involving construction of roads, helipads along Indo Myanmar Border is being planned in MHA. New Company Operating Bases (COBs) are also being planned to be set up closer to Indo-Myanmar Border."

2.9 Central Assistance to States

In response to a query of the Committee regarding the manner in which Union Government has been assisting States to deal with the Internal Security Challenges, the Ministry submitted as under:

"The Central Government, besides sharing intelligence inputs, providing CAPFs to deal with law & order, terrorism, militancy and insurgency related problems, issuing advisories on specific issues/threats. "

Enumerating about various schemes, the Ministry furnished the following details:

"Scheme of reimbursement of Security Related Expenditure of North Eastern States except Mizoram and Sikkim:

Under the Scheme, the expenditure incurred by the States on various security related items, including raising of IR Battalions, logistics provided to the CAPFs/Army deployed in the State, ex-gratia grant and gratuitous relief to the victims of extremist violence, 75% of the expenditure incurred on Petrol, Oil and Lubricants (POL) in operations, honorarium paid to village guards/village defence committees/home guards deployed for security purposes, expenditure incurred on maintenance of designated camps set up for insurgent groups with whom the Central Government/State Governments have entered into So agreements, rehabilitation of militants in North Eastern region, etc. is being reimbursed."

The Ministry furnished the following details of funds allocated and released under SRE to North Eastern States during the last five years are as under:

(Rs. in crore)

States	2012-13	2013-14	2014-15	2015-16	2016-17 (upto 10.22017)
Year-wise total allocation*	290.00	290.00	261.00	280.00	300.00
Assam	112.86	159.18	106.69	140.07	126.70
Nagaland	69.36	42.50	57.88	67.61	48.55
Manipur	20.62	25.01	37.76	45.78	23.13
Tripura	11.32	42.18	27.23	12.98	13.53
Meghalaya		16.60	12.61	12.63	5.78
Arunachal Pradesh	50.74	4.53	18.83	0.93	7.95
Total released	264.90	290.00	261.00	280.00	225.64

Under SRE Scheme, expenditure incurred by North Eastern States on various security related items is being reimbursed. Hence, funds released to NE States during last five years as mentioned above have been fully utilized.

The SRE scheme has resulted in improving law and order situation in North Eastern Region, bringing surrendered militants into mainstream and strengthening of police establishment of NE States.

SRE Schemes for Jammu & Kashmir

Central Government is providing funds to the Government of Jammu & Kashmir to deal with internal security challenges under the schemes of Security Related Expenditure (Police) and Security Related Expenditure (R&R).

The manner of disbursement under this scheme is on reimbursement basis. 60% of the submitted claim is reimbursed on receipt of the claim from the J&K Government and the remaining 40% is released after audit.

Jammu & Kashmir

The details of financial assistance given to J&K under SRE in the last five years are as under:-

(Rs. in Crore)

S.No.	Year	SRE (P)		SRE (R&R)	
		Budget allocated	Expenditure	Budget allocated	Expenditure
1.	2011-12	-	342.27	-	111.60
2.	2012-13	261	259.78	94.90	94.90
3.	2013-14	290	286.80	158.17	151.87
4.	2014-15	290	287.94	341.50	160.00
5.	2015-16	330	326.95	280	245.34
6.	2016-17 (Upto 15 th Feb)	1185	1055.84	385	377.50

The amount released to State Government has been fully utilized since the funds are given to it on reimbursement basis.

Schemes for assistance to Left Wing Extremism affected States:

The Government of India has launched a number of schemes to deal with the security challenges in LWE affected areas, which inter-alia include:

(i) Security Related Expenditure (SRE) for Left Wing Extremism (LWE) affected states: Under the SRE Scheme, the Central Government reimburses to the State Governments of 10 LWE affected States, the security related expenditure of 106 districts relating to ex-gratia payment to the family of civilian/ security forces killed in LWE violence, insurance of police personnel, training and operational needs of security forces, compensation to Left Wing Extremist cadres who surrender in accordance with the surrender and rehabilitation policy of the concerned State Government, community policing, security related infrastructure for village defence committees and publicity material.

Left Wing Extremism affected States:

MHA has been implementing number of schemes like SRE, Special Infrastructure Scheme, Fortified Police Station and CIAT Schools in LWE affected states. The funds allocated for these schemes and utilization thereof are furnished below.

State-wise release of funds under SRE scheme for last five years are as under:

(figures in Rs.

lakh)

*Created in June

States	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17
Andhra Pradesh	1072.77	1512.82	1798.02	1202.21	1254.50	1305.99
Bihar	1364.91	786.83	1710.89	1898.79	1799.40	1386.81
Chhattisgarh	4237.08	5074.01	4214.41	4179.51	7310.92	4995.51
Jharkhand	7535.95	6754.94	4778.74	4801.23	5933.16	6195.95
Madhya Pradesh	27.50	65.05	55.75	140.07	150.82	-
Maharashtra	762.91	460.44	738.51	1758.21	1885.97	2180.25
Odisha	2156.62	1531.34	4813.30	4624.69	5035.27	1656.10
Telangana*	-	-	-	509.56	743.04	960.73
Uttar Pradesh	200.01	550.11	533.28	316.02	395.91	495.90
West Bengal	1390.68	1330.70	2065.10	1277.71	1356.01	1822.76
Total	18748.43	18066.24	20708.00	20708.00	25865.00	21000.00

2014

Since the scheme is based on reimbursement basis there is 100 utilization of allotted funds.

In LWE affected areas, Government also introduced following schemes for assistance to States:

(i) **Fortified Police Station:** A scheme namely 'Construction/ Strengthening of Fortified Police Station' is being implemented in the LWE affected States. Under this scheme, 400 Police Stations (PSs) would be constructed in the 10 LWE affected States @ Rs. 2.00 crore per police station on 8:20 (Centre share: State share) basis. Out of 400 PSs sanctioned under the Scheme, construction work for 356 PSs has been completed.

State-wise release of funds under the scheme of Fortified Police Station during the years from 2010-11 to 2015-16 was as under:

Sl. No.	States	No. of PSs	Funds released (Centre share)						Total
			2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	
1.	Andhra Pradesh	17	0.80	8.00	-	-	14.40	2.40	25.60
2.	Telangana	23	1.20	12.00	-	-	21.60	3.60	38.40
3.	Bihar*	85	2.00	44.75	51.625	26.425	-	-	124.80
4.	Chhattisgarh	75	2.00	39.25	-	33.95	20.55	22.65	118.40
5.	Jharkhand	75	2.00	39.25	39.375	16.875	19.40	-	116.90
6.	Madhya Pradesh	12	1.00	5.60	6.30	6.30	-	-	19.20
7.	Maharashtra	10	-	5.50	-	-	10.50	-	16.00
8.	Odisha	70	1.00	37.50	43.25	30.25	-	-	112.00
9.	Uttar Pradesh	15	-	8.25	-	-	12.55	3.09	23.89
10.	West Bengal	18	-	9.90	9.45	5.85	-	3.50	28.70
	Total	400	10.00	210.00	150.00	119.65	99.00	35.24	623.89

(ii) **Road Requirement Plan (RRP):RRP – Phase-I:** RRP-I is being implemented by the Ministry of Road, Transport & Highways since February, 2009 for improvement of road connectivity in 34 most LWE affected districts in 8

States viz. Telangana, Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Maharashtra, Odisha and Uttar Pradesh.

(iii) Road Connectivity Project for Left Wing Extremism (LWE) affected areas: A scheme of construction of 342 roads (totaling 5466.31 Kms) and 126 bridges, covering 44 districts of 9 LWE affected states, has been approved by the Government on 28.12.2016. The scheme will be implemented by Ministry of Rural Development.

(iv) LWE Mobile Tower Project: The scheme for installing 2199 mobile towers has been approved by the government on 20.08.2014. Out of these 2199 mobile towers, 2187 mobile towers have already been installed."

2.10 ROLE OF CAPFs IN BORDER MANAGEMENT

India has 15,106.7 km of land border and a coastline of 7,516.6 km including island territories. The length of our land borders with neighbouring countries is as under:

Name of the country	Length of the border (in km)
Bangladesh	4,096.7
China	3,488
Pakistan	3,323
Nepal	1,751
Myanmar	1,643
Bhutan	699
Afghanistan	106
Total	15,106.7

As per the information furnished by the Ministry, the Department of Border Management was created in the Ministry of Home Affairs in January, 2004 to pay focused attention to the issues relating to the management of the international land & coastal borders, strengthening of border policing & guarding, creation of infrastructure such as roads, fencing & flood lighting of the borders and implementation of the Border

Area Development Programme (BADP). Approach and practices of border management vary from one border to another based on security perceptions and relationship with neighboring country. As a part of the strategy to secure the borders as also to create infrastructure in the border areas of the country, several initiatives have been undertaken by the Department of Border Management. These include expeditious construction of fencing, floodlighting & roads along Indo-Pakistan and Indo-Bangladesh borders; construction of strategic roads along Indo-China, Indo-Nepal; Indo-Bhutan and Indo-Myanmar borders, construction of BOPs along borders, development of Integrated Check Posts (ICPs) at various locations on the international borders of the country and implementation of coastal security schemes. In addition, various developmental works in the border areas have been undertaken by the Department under the Border Area Development Programme as a part of the comprehensive approach to border management.

Deployment of forces along the borders is based on the principle of 'One border one border guarding force' has been adopted for guarding the international border. Accordingly, domination of each border is entrusted to a particular border guarding force as under:-

Bangladesh and Pakistan borders ⇒ Border Security Force (BSF)

China border ⇒ Indo-Tibetan Border Police (ITBP)

Nepal and Bhutan borders ⇒ Sashastra Seema Bal (SSB)

Myanmar border ⇒ Assam Rifles

Besides Indian army is also guarding land borders along the LOC on Pakistan border and LAC on China border.

Indian Navy and Coast Guard are vested with the responsibility of coastal borders, where the State (Marine) Police is acting as the second line of defence.

The management of borders, which is vital to the national security, presents many challenges and includes coordination and concerted action by the administrative,

diplomatic, security, intelligence, legal, regulatory and economic agencies of the country to secure the frontiers and sub serve its best interests.

(a) In so far as Indo Myanmar Border is concerned, 10 km fencing between BP No. 79-81 at Moreh (Imphal) in Manipur had been approved at Rs. 35.99 crore. Apprx 4 km fencing has been completed and an amount of Rs. 22.41 crore has been released and utilized.

(b) SSB has deployed 45 Battalions & 25 Area of Civil components along Indo-Nepal & Indo-Bhutan borders along with revamping of the intelligence apparatus in the bordering region. SSB has established 473 BOPs on Indo-Nepal border and 153 BOPs on Indo-Bhutan border. ITBP has established 173 BOPs along Indo-China border.

(c) The detail of border infrastructure works along Indo Pakistan Border& Indo Bangladesh Border is as follows: -

Indo-Pak Border (Length in Km)			
Works	Sanction	Completed	Balance
Fence	2063.06	2003.06	60*
Road	651.660	413.26	238.4 (LA in process, in Jammu and 60* Km in Gujarat is under review).
BFL	2043.76	1943.76	100*
C/ BOPs (Nos.)	163 (93 + 70)	133 (78+55)	30 (15+15*)

* In light of recent Madhukar Gupta Committee report, fence, road and floodlight work in 60 Km stretch & 15 BOPs in Gujarat are under review.

Indo-Bangladesh Border (Length in Km)			
Works	Sanction	Completed	Balance

Fencing	2468	1875.151	529.849
Road	1512	876.74	635.26
BFL	2617.3	2121.16	496.14
C/BOPs	326	97	229

Indo-Myanmar Border

India shares 1643 km long border with Myanmar. The States of Arunachal Pradesh (520 km), Nagaland (215 km), Manipur (398 km) and Mizoram (510 km) have common border with Myanmar. The Assam Rifles is guarding the IndoMyanmar border. Out of 1643 km, demarcation of 1472 km has been completed. There are only two undemarcated portions along Indo-Myanmar:

- (i) Lohit sub-secto of Arunachal Pradesh-136 km
- (ii) Kabaw valley in Manipur – 35 km

Border Fencing Between Boundary Pillar No.79 & 81 in Moreh (Manipur)

There exists a Free Movement Regime upto 16 km across the border. This makes the International Border extremely porous. The border runs along the hilly and inhospitable terrain which grossly lacks the basic infrastructure and provides adequate cover to the illegal activities of various Indian Insurgents Groups (IIGs).

In order to check the problem of infiltration, smuggling of contrabands and illegal activities in the Indo-Myanmar border area, the Government of India has initiated a work to fence the area between Boundary Pillar No. 79 to 81 on the Indo-Myanmar Border (approx. 10 km). The Government has allocated a fund of `35.98 crore for the fencing work. In order to start the fencing work land has been acquired and all the necessary clearances have been obtained from the Ministry of Environment and Forests. The Government has released fund of `16.38 crore to Border Road Organization (BRO) which is executing agency and the fencing work on the stretch of 4.02 km has been

completed. However, the fencing work has been stopped due to local protests from Government of Manipur and local populace.

India-China Border

To redress the situation arising out of lack of infrastructure along the Indo-China border and for the effective movement of Indo-Tibetan Border Police (ITBP), the border guarding force for this border, the Ministry of Home Affairs has undertaken the construction of 27 roads measuring 804.93 km at an estimated cost of `1937.00 crore. These roads are being constructed along the Indo- China border in the States of Jammu & Kashmir, Arunachal Pradesh, Sikkim, Uttarakhand and Himachal Pradesh.

As on 31.12.2016, construction work of 07 roads have been completed and work is in progress on the remaining 20 roads. Total formation cutting for 669.89 kms and surfacing– work of 407.91kms have been completed on these roads. Ministry of Defence has further endorsed construction of 48 roads by the Ministry of Home Affairs under Phase-II.

Indo-Nepal Border

India and Nepal share an open border of 1,751 kms. The main challenges are to check misuse of open border by the terrorists and criminals for illegal and anti-national activities and to improve the security along this border. 31 battalions of Sashastra Seema Bal (SSB) have been deployed as the Border Guarding Force (BGF) on this border. 3.30 To facilitate bilateral dialogue on matters of mutual concern regarding border management, Governments of India and Nepal have decided to constitute an institutionalised mechanism in the form of Home Secretary-level talks and Joint Working Group at the level of Joint Secretaries. In addition, there is a mechanism of Border District Coordination Committees at the level of district officials of the two countries. These mechanisms serve as platforms for discussing the issues of mutual concern such as containing the cross border crimes, smuggling, situations arising out of terrorist activities, at the national and regional/ local levels.

In order to meet the operational requirements of the Sashatra Seema Bal (SSB), the Government has approved the construction and up-gradation of 1,377 km of strategic roads along the Indo-Nepal border in the States of Uttarakhand (173 km.), Uttar Pradesh (640 km.) and Bihar (564 km.) at an estimated cost of `3,853 crore.

The High Level Empowered Committee (HLEC) has approved the proposal for upgradation / construction of 552.30 km of roads in Bihar which is the final required length. The work on the entire stretch has been awarded and the construction of work is in progress. 177.33 km of formation work and 35.75 km of surfacing work has been completed up to 31.12.2016. 3.33 HLEC approved upgradation of Kakrali Gate-Thuligad road over a length of 12 km. So far 12 km of surfacing work has been completed. Further, DPR for 43 km stretch from Thulighad to Rupaligad has been approved by HLEC, work is in progress.

As regards roads in Uttar Pradesh, Government has approved DPRs for 256.95 km of roads and construction work has commenced. 88.06 km of formation work and 45.21 km of surfacing work has been completed up to 31.12.2016.

Indo-Bhutan Borders

To improve the security environment along this border measuring 699 km, the SSB have been deployed as the Border Guarding Force.

A bilateral mechanism in the shape of a Secretary level India-Bhutan Group on Border Management and Security exists. This mechanism has proved to be very useful in assessing threat perceptions of the two countries from the groups attempting to take advantage of this open border and in discussing ways of improving the security environment along the border areas.

The Government of India has approved construction of 313 km border road at a cost of `1,259 crore in Assam along Indo-Bhutan border. The construction work has not

yet started due to pending land acquisition. Government of India has approved an amount of `9.88 crore for preparing detailed project report. Detailed Project Report (DPR) is under preparation by State PWD, Assam. Tenders have been floated.

2.11 Deployment of Central Police Forces in States

Asked about the steps taken / being taken to reduce the dependency of States on CAPFs, the Ministry stated as under:-

"States have tendency to requisition more and more CAPFs. However, the CAPFs are deployed on long term basis only after intense exercise. Efforts are being made to reduce the dependency of States on CAPFs. The MHA has sanctioned a large number of India Reserve (IR) Battalions and also providing financial assistance to the States under various schemes to strengthen the State Forces by way of better equipment, training etc. The expenditure incurred on deployment of CAPFs are billed to the concerned State/UT Governments as per the rates prescribed by the Central Government from time to time. The Central Government has issued a Standard Operating Procedure (SOP), according to which, the infrastructure and other logistics are to be provided by the State Govt. during the deployment of CAPFs. However, before deployment of CAPFs on long term basis, a joint meeting of all the stake holders is organized to firm up the infrastructural plan and deployment plan of CAPFs. Same infrastructures & other facilities are also applicable for short term & other deployment as per procedure laid down in SOP."

The Ministry stated that there has been consistent increase in the deployment of CAPFs Bns over last several years. There were 91 Battalions of CAPFs in 2012-13, which have increased to 119 Battalions in 2016-17. The CAPFs Bns have been deployed in 10 LWE affected States as under:

Sl. No	State	BSF	CRPF	ITBP	SSB	Naga	CoBRA	Total
1.	Andhra	-	17 coys	-	-	-	-	3 Bns

Sl. No	State	BSF	CRPF	ITBP	SSB	Naga	CoBRA	Total
	Pradesh		(3 Bns.)					
2.	Telangana	-	12 coys (2 Bn.)	-	-	-	4 coys	2 Bns + 4 coys CoBRA
3.	Bihar	-	30 coys (5 Bns.)	-	18 coys (3 Bns.)	-	6 coys	8 Bns + 6 coys CoBRA
4.	Chhattisgarh	36 coys (6 Bns.)	162 coys (27 Bns.)	40 coys (8 Bns.)	-	-	17 coys	41 Bns + 17 coys CoBRA
5.	Jharkhand	-	120 coys (20 Bns.)	-	12 coys (2 Bns.)	-	12 coys	22 Bns + 12 coys CoBRA
6.	MP	-	6 coys (1 Bn.)	-	-	-	1 coy	01 Bn + 01 coy CoBRA
7.	Maharashtra	-	30 coys (5 Bns.)	-	-	-	2 coys	05 Bns + 02 coys CoBRA
8.	Odisha	48 coys (8 Bns.)	48 coys (8 Bns.)	-	-	-	6 coys	16 Bns + 06 coys CoBRA
9.	UP	-	6 coys (1 Bn.)	-	-	-	-	01 Bn

Sl. No	State	BSF	CRPF	ITBP	SSB	Naga	CoBRA	Total
10	WB	-	36 coys (6 Bns.)	-	-	6 coys (1 Bn.)	5 coys	07 Bns + 05 coys CoBRA
Total:		14 Bns. (84 coys)	78 Bns. (467 coys)	8 Bns. (40 coys)	5 Bns. (30 coys)	1 Bn (6 coys)	53 coys	106 Bns + 09 Bns CoBRA

On adequacy of CAPF, the Ministry in a note furnished to Committee stated as under:

"There has been a consistent increase in the deployment of CAPFs Bns over last several years. There were 91 Battalions of CAPFs in 2012-13 which have now increased to 119 Battalions in 2016-17 (till date).

No special study/exercise has been conducted to assess adequacy of numbers of CAPFs Bns in the LWE affected states. The CAPFs are deployed to assist the state police in undertaking anti-LWE operations. Existing strength of CAPFs and state police is successful in countering the LWE problem, as is evident from the declining level of LWE violence since 2011. However, the assessment of deployment of CAPFs vis-à-vis the LWE violence is a continuous process and consistent efforts are made to fill up the security vacuums, if any."

When asked about the raising of Battalions, the Ministry furnished the following details:

(i) In the last five years, 2011-12 to 2015-16, 72 numbers of battalions were raised in CAPFs (BSF-20, CRPF-19, ITBP-13 & SSB-20).

(ii) In addition, Government, on 21.9.2016, approved raising of 5 Rapid Action Force (RAF) Battalions in CRPF by converting 5 existing CRPF General Duty Battalions.

(iii) Government on 31.03.2014, conveyed sanction for augmentation of strength of existing 04 Regional Hubs of NSG at Chennai, Kolkata, Hyderabad and Mumbai, from 241 to 460 personnel each. Further, on 09.03.2016, Government sanctioned establishment of another NSG Regional Hub at Gandhinagar, Gujarat with 460 posts.

(iv) Government has approved raising of 02 Reserve Battalions in CISF vide order dated 14.12.2016.

(v) Government on 14.12.2016 approved enhancement of ceiling of strength of CISF from 1.45 lakh to 1.80 lakh, which would meet the security requirement of high value establishments and sensitive installations.

(vi) Total 1301 posts have been sanctioned (BSF-825 & CRPF-476) for intelligence set up for various establishments of BSF & CRPF in the last five years."

In this regard, Home Secretary during evidence before the Committee Stated as under:-

If you look at the increasing number of the Central Armed Forces compared to the number of increase in the Police forces of the States, you will find that the Central Government has contributed much more than the States have. States have now realised that since they have a Central force to back them up, they can place greater and greater reliance on them. Today a situation has come where an election in Bihar has to be conducted almost entirely by Central forces. We have got 700 companies committed to elections in Bihar. Now, can I say that I have insufficient forces? Seven hundred companies means 14,000 or 15,000 men whom I have committed to holding elections in Bihar. Every time there is a communal problem in any State, we are able to rush forces."

Elaborating on the adverse impact on CAPF due to excess deployment in States, the Secretary further stated:

"The forces have been projecting three-four basic requirements for the last few years. One of the issue is excessive deployment of the forces on regular basis, due to that they have not got adequate rest and recuperation for the last three-four years and they are facing shortage in training facilities. There are two reasons for this. First, the state demand excessive force and they often prefer central forces only. When we provide forces to the states, they want to keep them for longer durations as precautionary measures. It is a very difficult problem..."

2.12 Global Challenges for Internal Security

On the issue of new challenges which have emerged as a threat to internal Security the Ministry in a note furnished to Committee stated that:

"Radicalization of youth by the terrorist groups through the misuse of Internet and social media, has emerged as a big challenge in recent times. The problem, is further accentuated by the fact that the terror groups have started using secure social media platforms and proxy servers etc. to avoid detection by intelligence and law enforcement agencies. Activities of radicalized people returning from conflict areas and threat of lone-wolf attack are also a challenge. India continues to remain the prime focus of Pak-based terrorist outfits, particularly the LeT, JeM and faction of IM, besides groups like SIMI and AI-Unmah. Separately, there are indications regarding revival of Jaish-e-Mohammad (JeM) in Pakistan, and renewed efforts of the said outfit to cause harm to India. Besides, IS and Al-Qaeda in Indian Subcontinent have started posing new challenges to the existing security environment. Violence by LWE outfits continues to pose a threat to the internal security scenario in the country. Since its formation in September 2004, CPI (Maoist) has emerged as the most potent among the LWE outfits active in the country.

The National Investigation Agency (NIA) and the State Police have registered cases related to ISIS/ISIL and a total of 75 accused (as on 1st March, 2017) have been

arrested so far. As per reports of the agencies, the number of youth joining ISIS from India is very few.

The Islamic State (IS)/ Islamic State of Iraq and Levant (ISIL)/ Islamic State of Iraq and Syria (ISIS)/ Daesh has been notified as Terrorist Organization and included in the First Schedule of the Unlawful Activities (Prevention) Act, 1967 by the Central Government.

The terrorist outfit (ISIS) is using various platforms to propagate its ideology and to attract recruits from across the world. The Intelligence and Security Agencies maintain a close watch to identify those engaged in such anti-national activities and persons/ preachers misguiding the youth and action is initiated against such persons under the relevant laws. Social media is being monitored by the Security agencies in this regard.

Apart from it, various other steps are being undertaken by the Government to counter radicalization.

Meetings under the chairmanship of Union Home Secretary and Union Home Minister were held on 1.8.2015 and 16.1.2016 respectively with the Home Secretary/DGsP of 12 States and Central Agencies, to discuss the issue of ISIS/ISIL phenomenon and to formulate a framework to meet the potential challenge of ISIS. During the meetings, inter-alia, it was decided to formulate decentralized counter-radicalization measures at the local levels to address the problem of religious radicalization."

In a subsequent note, Ministry of Home Affairs further stated that:

"Internal security challenges are dynamic in nature depending upon a number of facts including international geo-political factors. Based on the information available in open sources as well as through their own collection, collation and analysis, intelligence and security agencies of the Centre and States continuously study the trends and share them amongst themselves, because of which there is lot of synergy between various agencies dealing with internet security challenges.

Due to this coordination and cooperation, the overall internal security situation in the country is under control.

2.13 Coordination between Central and State Police forces

Responding to a query of the Committee regarding mechanisms in existence for the coordination between the Central Armed Police Forces and State Police Forces especially in naxal affected States where there is movement of naxal elements across State borders and for sharing and collection of intelligence, The Ministry of Home Affairs submitted in writing as under:-

"Coordination between State Police and Central Armed Police Forces is essential for effective action against CPI (Maoist). On initiative of MHA, following mechanism has been established for co-ordination of CAPFs with State Police and Intelligence Agencies.

- **United Command** has been constituted in Chhattisgarh, Odisha, Jharkhand, and West Bengal headed by CM/CCs which is the highest institutionalized mechanism to ensure co-ordination on security and developmental aspects.
- **Joint Command and Control Centre** has been established at Jagdalpur for inter-state coordination between Chhattisgarh, Odisha, Telangana, and Andhra Pradesh. This is to facilitate seamless intelligence sharing.
- **Joint command and Control Centre** have also been established at many border districts of Chhattisgarh with districts of other States, other than Jagdalpur frequent interactions between bordering districts at SP level are also held.
- **Multi Agency Centre (MAC)** at Centre and State Multi Agency Centre (SMAC) at State Headquarters exist for intelligence sharing.
- **CAPF aid** and assist the State Police and conduct operations jointly."

While replying to a query regarding the coordination mechanism for across State borders operations pertaining to LWE, the DG, CRPF apprised the Committee as under:-

"There are movements of naxal elements across the borders of the State. We have our own setup. The CRPF is now developing its own intelligence mechanism. We also have the Intelligence Bureau and others who give us information. We are carrying a large number of inter-State operations on various borders like Jharkhand-West Bengal, Jharkhand-Chhattisgarh, Chhattisgarh-Odisha, Odisha-Andhra Pradesh, Chhattisgarh-Telangana and others. It is yielding good results."

He further submitted:-

"In all inter-State operations, both the States involved are also aware that such operations are taking place. What I said is that sometimes we do not get adequate participation from the concerned State police forces. They know about the operations. But, they do not participate. It is done by Central forces. Sometimes it is done entirely by the State forces in many States. In all cases, you can be rest assured that the States are informed and then the operations take place."

Supplementing DG, CRPF, Additional Secretary, MHA stated as under:-

"I would like to add to what the DG (CRPF) is saying. There is a system of Unified command in the States and it is particularly well established in States like Chattisgarh etc. where the Chief Minister is the head. In some States which are LWE affected, the Chief Secretary is the head and the CAPF be it the CRPF on the BSF are all acting under the State Governments. In fact, in every operation, we ensure that there is an officer of the State police. The State police is always involved. As far as the Mechanism is concerned, I would like to clarify that in the

core naxal States and districts like Jagdalpur for example, there are officers from Andhra Pradesh, there are officers from Odisha and Maharashtra stationed there and the inter State information sharing is well oiled. It is taken care of and there is information given to the CAPF and the operation teams."

Responding to the observation of the Committee regarding lack of information gathering system at a centralised level particularly in LWE affected States, the DG(CRPF) submitted as under:

"I would entirely agree with what you said that intelligence gathering would be far more effective if the States are more pro-active. Because in that particular area, like you rightly suggested that the police station should be the fulcrum for intelligence collection that is the best way, The States which have done well have rather done it in this way.

You would agree that there are some areas where there is a lot of lack of information flowing in and either due to the apathy of the concerned policemen posted in that area or its newly coming up and they are not geared up to take up that kind of work. So, we are in some places trying to fill the void by developing our own intelligence but that will take some time to grow. Though it is in the nascent stage but have started doing well in the States."

Supplementing the DG (CRPF), the Secretary, IS (MHA) submitted:-

"The issue of intelligence coordination has been something which has been a matter of concern for quite some time. In the Group of Ministers Report, a new mechanism for intelligence coordination at all levels was created. The multi-agency centre was set up in the intelligence Bureau and subsidiary multi-agencies were set up in all the States. The multi-agency centre in Delhi has representatives from about 20 organizations which consists of the State police, Central Armed Police Forces and the Revenue Intelligence."

2.14 Comparison with other Countries

Asked about the ranking of India's Central Armed Police Forces in terms of global scenario, Ministry of Home Affairs in a note furnished to the Committee stated:

"The fact that our CAPF personnel are much sought after for UN postings, is a testimony to the stellar reputation of our Forces globally. The contribution of our CAPF personnel wherever they have been deployed internationally has been much touted. We perceive our forces to be one of the best in class who perform well with limited resources under diverse geographies, diverse culture and adverse circumstances and have provided consistent service to the nation."

Asked during evidence to assess our paramilitary forces at the level of modernization in comparison with the rest of the world, a representative of MHA during his evidence before the Committee stated :-

"My assessment, as Joint Secretary, would be that we are somewhere at mid level if we have to compare ourselves with various countries..... "

On the issue of modernisation and availability of equipment DG, ITBP stated as under:

"The equipment that we have is fairly good. The main problem that we have in respect of equipment is the supply cycle, which is cumbersome. We have to depend to a large extent on the Army because the Ordnance Factory Board is the main supplier. We tried our hand at importing directly ourselves, but since we are a smaller unit, it became a bit of a difficult process."

Now, we have encouraged the National Textile Corporation to come in a big way. They have designed some articles of clothing, which are suitable to us. We have to take samples from them and send them up. This winter, we will be able to try it out and if that succeeds, then there will be a major jump in our quality. I have gone to the upper region and the clothing that we have given them right now is sufficient, but the supply cycle is inadequate so by the time I am able to provide a fresh set of clothing to my boys the older one is worn and tattered. The quality is okay."

On the issue, Home Secretary during his evidence before the Committee stated:-
"we are fairly well equipped and not very well equipped compared to USA or UK, but we are fairly well equipped for a country with our resources. I think that the Parliament has been more than fair and more indulgent in allocating funds from its limited resources for the Armed Forces. Of course, we also realise that we are not a country like USA or UK with the same level of technology. We also realise this point."

2.15 Augmenting the infrastructure

Emphasizing the need to augment the existing infrastructure to provide quickest response during an emergency, the Home Secretary submitted before the Committee as under:

"As you are aware, police and law and order are State subjects. Maintaining law and order during elections is basically a State subject. This is one problem. The second is that acquisition has become extremely difficult. Since you mentioned that we can give our views frankly, I am mentioning these things to you upfront. Regarding co-ordination and response, there can always be exceptions but on the whole what is required is done. Our response time has been very good and we do not have any co-ordination problems. "Our forces move at a phone call. For instance, when we got the news about Pathankot incident, NSG was moved within one hour. There is some problem in it. However, the numerical strength of our force is above 10 lakh personnel. But, we do not have our own air assets. Therefore, we have to depend upon the Air Force.

He further submitted:

"we still do not have a transportation aircraft to take troops. We have to depend upon the Air Force. Air Force has categorically stated that they require four to six hours lead time to provide aircraft. There is one problem in it. Our movement is immediate during disaster situation. For example, during flood situation in Tamil

Nadu, we were able to move NDRF immediately within hours we were able to move NDRF to Tamil Nadu. Ultimately, we had a huge presence along with boats in Tamil Nadu."

2.16 CIVIC ACTION PROGRAMME

The Civic Action Programme activities have been found extremely effective in militant/maoist infested areas, where through these activities, CAPF is bridging the gap between the Government and local populace. Through the Civic Action Programme, local welfare activities are conducted which help in winning hearts and minds of the people. Some of the activities undertaken include:

- (i) Providing sports Goods/infrastructure and organizing sports tournament in border villages.
- (ii) Organizing medical camp and providing medical help to chronic patients in border area.
- (iii) Providing computers, education aids to schools and educational excursions.
- (iv) Providing TV, Dish antenna, water cooler, syntax, water purifier to Panchayat & Schools.
- (v) Distributing solar lighting system.
- (vi) Vocational Training
- (vii) Construction and repair of community buildings.
- (viii) Development activities such as construction of tracks, water supply etc.

2.17 Funds allocated to CAPFs in Jammu & Kashmir

To win over the hearts and minds of the people of J&K and also to improve the image of the security forces, Government has been providing funds to CAPFs posted in J&K as well as to the NGO (SEWA) from the Civic Action Programme budget since 2013-14.

The details of the fund allocated/utilized under CAPF in J&K from 2013-14 onward given below:

(Rs. in crore)

S.No.	Year	Fund allocated	Expenditure
1.	2013-14	3.5	3.5
2.	2014-15	5	5
3.	2015-16	5	5
4.	2016-17	5	4.6 (till 15.02.2017)

CHAPTER III

FINANCIAL ALLOCATION AND EXPENDITURE

As per a note furnished to the Committee the projected budgetary requirement and allocation of funds for CAPF during the last 4 years was as under:

(₹ in crore)

(Figures rounded off to nearest

crore)

CAPFs	2013-14		2014-15		2015-16		2016-17	
	Fund Prop	Fund Allocated	Fund Prop	Fund Allocated	Fund Prop	Fund Allocated	Fund Prop	Fund Allocated
AR	4457	3921	4983	4111	4563	4041	5355.43	4581
BSF	11560	10425	14278	12404	16453	13461	16089.09	15399
CISF	4608	4104	5237	4874	5831	5418	6741.41	6288
CRPF	14506	11608	15677	13111	16686	14654	16304.51	16792
ITBP	3349	3054	4298	3487	5060	4253	5550.47	4769
NSG	767	698	981	713	972	776	1016.29	829
SSB	3908	3148	3977	3528	5569	4063	4929.47	4419

TOTAL	43154	36959	49431	42228	55133	46666	55986.7	53079
--------------	--------------	--------------	--------------	--------------	--------------	--------------	----------------	--------------

Budget Estimate (BE), Revised Estimates (RE) and Actual Expenditure for the past 4 years for the Central Armed Police Forces was as under:-

(₹ in crore)

(Figures rounded off to nearest

crore)

CAPFs	2013-14			2014-15			2015-16			2016-17
	BE	RE	Expdr	BE	RE	Expdr	BE	RE	Expdr	BE
AR	3921	3758	3667	4111	3794	3802	4041	4257	4239	4581
BSF	10425	11056	10941	12404	12540	12526	13461	14711	14670	15399
CISF	4104	4487	4402	4874	5020	5037	5418	5547	5551	6288
CRPF	11608	12129	11774	13111	13421	13309	14654	14829	14829	16792
ITBP	3054	3434	3358	3487	3690	3687	4253	4171	4198	4769
NSG	698	607	539	713	584	573	776	697	689	829
SSB	3148	3037	2986	3528	3398	3400	4063	4092	4122	4419
TOTAL	36959	38507	37666	42228	42447	42335	46666	48303	48298	53079

Asked as to whether the matter of shortfall in the actual fund allocated was taken up with the Ministry of Finance, the Ministry of Home Affairs stated in a written reply as follows:-

"Requests for additional allocations of funds are taken up with the Ministry of Finance at the three tranches of Supplementary Demands for Grants and at Revised Estimates Stage, each year. However, the criteria for allocation of funds by Ministry of Finance and, in turn, by MHA remain the same. It may also be appreciated that at the end of the year, the utilization of funds have been less

than the allocations and, therefore, such allocations as have been made have been sufficient within the context of absorptive capacity of the concerned organizations."

Elaborating on the concern of the Committee that even in the increased allocation for CAPFs, more is being spent on salaries and money for equipment and modernization is reducing in percentage terms.

"The increased expenditure on salary in CAPFs is based on incremental Dearness Allowance and addition to the number of Battalions. The expenditure on modernization has also increased over the years. The CAPFs are being advised to prepare long term procurement plan for the purpose of modernization in the areas of Arms & Ammunitions, Critical Equipment and State of the Art Technologies."

On total expenditure, Home Secretary during evidence before the Committee Stated that in 2012-13, of whatever money I was getting I was spending only 66 per cent on salary. Of whatever money I am getting today I am spending 74 per cent on salaries.

Sharing the concern of the Committee that share of allocation left after salaries is very meagre to meet the requirement of new technological equipment in the process of modernization, the Home Secretary further stated as under:-

"Our salary component should not be more than 60 to 65 per cent. Two thirds is alright then one third money we should always have for buying equipment and modernizing forces. Broadly it will depend on force to force. For example if you take ITBP, obviously the expenditure on equipment is higher because they are in the colder regions. For BSF it is higher because they are at the border. And for CISF it is lower. But basically, on the whole across the forces, about four years back we had one third of the money to spend on equipment and today only one fourth. That is not a very desirable situation and we would like that to be reversed."

Responding to the concern of the Committee the Ministry has formulated any perspective plan for assessment of funds in the next 5 or 10 the Ministry apprised the Committee as under:-

"As advised by Ministry of Finance, the requirement of funds for the ongoing schemes in Medium Term (up to 2020) and Long Term (up to 2025) has been assessed. For new works/schemes, the assessment is underway in consultation with the CAPF. This is a continuous process which will require extensive consultation with the stakeholders viz. CAPFs. The CAPFs have been asked to do their assessment and submit a report to MHA."

3.2 Modernisation of CAPF

On expansion and modernization of CAPF, the Ministry in their note furnished to the Committee stated as under:-

"Modernization of Police Forces is a continuous process and the Ministry of Home Affairs has been making efforts for providing most modern Arms & Ammunitions, Machinery & Equipment, Surveillance Equipment, IT Equipment, Specialized vehicles, Hospital Equipment.

An IT Project in the name of "Common IT Road Map for CAPFs" nicknamed as ICT Project for interlinking all CAPFs on an electronic platform in the areas of their common interest and also for operational effectiveness is being implemented under the Mod Plan-II at an estimated cost of ₹667 crore.

39 Battalions were raised during the period from 2013-14 to 2015-16, which were sanctioned earlier. No additional battalions were sanctioned since 2013 in CAPFs.

Govt. reinforced the NSG Hubs at Chennai, Kolkata, Hyderabad and Mumbai by sanctioning 219 additional posts for each Hub. Order was issued on 31.03.2014.

Govt. approved establishment of NSG Regional Hub in District Gandhinagar (Gujarat). Order was issued on 09.03.2016.

Govt. approved conversion of 2 sanctioned General Duty (GD) Battalions into Mahila Battalions in CRPF to be raised in 2015-16 & 2016-17. Order was issued on 24.10.2014."

As per Annual report of MHA, the Modernization Plan-II (2012-17) for CAPFs has been approved by the Cabinet Committee on Security at an estimated cost of ₹11009.19 crore. The plan aims at providing financial support for modernization in the area of Arms & Ammunitions, Clothing & Tentage, Machine & Equipment. The details of allocations and expenditure incurred on each of the CAPFs since 2013-14 under mordernization Plan-II are as under:

Year	2013-17	2013-2014		2014-2015		2015-2016		2013-2016	2013-2016	2016-2017
Name of CAPF	Approved Outlay by CCS	Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure	Total Allocation	Total Expenditure	Budget Allocation
AR	1545.47	13.41	8.40	33.37	32.33	23.41	23.39	70.19	64.12	31.88
BSF	4570.07	18.00	5.28	38.31	37.76	42.83	41.60	99.14	84.64	59.64
CISF	264.36	0.00	0.00	5.55	5.47	8.93	8.91	14.48	14.38	10.23
CRPF	2619.16	9.00	3.50	1.86	0.91	5.00	5.39	15.86	9.80	80.54
ITBP	686.87	0.00	0.00	5.50	4.04	5.32	5.26	10.82	9.30	21.00
NSG	664.62	0.50	0.23	5.50	0.50	5.94	3.82	11.94	4.55	5.94
SSB	658.64	14.01	0.04	8.98	8.97	5.50	1.82	28.49	10.83	14.00
Total	11009.19	54.92	17.45	99.07	89.98	96.93	90.19	250.92	197.62	223.23

With regard to lesser allocation of funds vis-a-vis approved outlay, Ministry in their note stated that although the approved outlay seems to be sufficient, the allocations in successive financial years have been made on the basis of utilization by CAPFs and their procurement.

The Committee desired to know whether the above outlay amount is sufficient for modernization of CAPF and the basis of allocation of funds CAPF-wise. The Ministry through their written reply apprised the Committee about financial allocation made and expenditure incurred as under:-

"The outlay under Modernization Plan-II was approved based on the requirement projected by CAPFs. Though the period of implementation of the Mod Plan-II was 2012-17, but the plan got approved only on 03.05.2013 and it took time in allocation of funds for the year 2013-14. The present procedure for procurement of stores is cumbersome and time consuming. Most of the items are being procured through Open/Global Tenders which require considerable time due to various time consuming procedures such as, import of samples for technical evaluations. Since, various items are not readily available for supply, their manufacturing is initiated after supply orders are placed and resultantly the supply also takes relatively longer time."

Asked to give reasons for lesser utilization of allocated fund, the Ministry of Home Affairs in their written reply stated as under:-

"The Stores approved under Modernization plan II were highly technical in nature and formulation of qualitative requirements for procurement of these Stores took time which led to the delay in implementation and expenditure.

This Ministry is in the process of extension of Modernization Plan-II for another 03 years i.e. from 01.04.2017 to 31.03.2020 and accordingly CAPFs have been asked to review the list of items approved under Modernization Plan-II keeping in view the technological advancement and changing security scenario across the country. The process of reviewing the list by all CAPFs is in progress."

3.3. The Police Modernization Division of MHA deals with introduction/authorization/laying down of scale of various items/provisioning under the following heads:

- a. Arms & Ammunition
- b. Machinery & Equipment
- c. Vehicles
- d. Clothing, Tentage, & Stores and
- e. Information Technology.

3.4. To ensure highest degree of probity and public accountability, transparency in operations, free competition and impartiality, Qualitative Requirements(QRs)/ specifications for any item are framed before procurement process. For this, Sub-Groups under different DGs have been constituted under different object heads. Sub-Group under DG, NSG has been constituted for weaponry(including explosives, Non-lethal weapons & its ammunitions), Bullet resistant protective gear and Bomb Detection & Disposal Equipment(BDDS). For Communication and IT items, DG, CRPF head the Sub-Group. For items under the Head Clothing and Tentage, Sub-Group under DG, CRPF has been constituted. For Extreme Cold Climate Clothing, DG, ITBP chairs the Study Group. For Machinery & Equipment including Surveillance Equipments, DG, BSF heads the Sub-Group. For Hospital Equipments, a specialized Sub-Group under ADG(Medical), ITBP has been entrusted the responsibility of recommending QRs. For Special Purpose Vehicles order are issued from the Ministry to constitute Sub-Group under chairmanship of DG of either BSF, or CRPF or ITBP or CISF based on the type of vehicles. Representative from all CAPFs and BPR&D are essentially part of each Sub-Groups. While nominating their representative on the Sub-Groups the CAPFs have to ensure that the representative is an expert in that specific field. Sub-groups can co-opt members from other specialized Government organizations as per the requirement. The QRs are formulated after conducting appropriate study and research. It is to be ensured that the QRs so formulated are generic and not vender specific. Trial Directives (TDs) are also invariably finalized along with the QRs. During the framing of QRs, draft

QRs are hosted on MHA's and CAPF's website for comments from interested firms/vendors/organizations etc. Comments received from firms/vendors/organizations etc. are properly attended and disposed of by incorporating changes, if required. Approval of the DG of the designated agency is invariably obtained and the CAPF concerned is accountable for correctness of QRs. Ministry approves the QRs after ensuring that due procedure has been followed by the designated agency. The QRs are revised if need is felt; similar neutral procedure is followed for such revision.

3.5. To streamline procedures, DGs of CAPFs have been delegated enhanced financial powers vide order dated 16.10.2014 as below:

S.No.	Particulars	Earlier powers	Enhanced powers
1.	Arms & Ammunition	Rs. 5 Crore in each case	Rs. 20 Crore
2.	Machinery & Equipment	Rs. 8 Crore	Rs. 20 Crore
3.	Clothing & Tentage	Rs. 6 Crore	Rs. 15 Crore
4.	Communication & IT	Rs. 25 Lakh in each case	Rs. 1 Crore for IT Equipment
5.	Motor Vehicles	Rs. 7 lakhs in case of mature condemnation	

Responding to the apprehension of the Committee regarding slow progress in respect of execution of modernization plans/ schemes pertaining to CAPF, the Home Secretary submitted before the Committee as under:

"We could not keep the pace of modernization with the advancements in the technology. This problem is being faced not only by our forces but the forces of other countries also. It has become a challenge to keep the pace with the changing technology. Yet, we have been preparing to deal with the emerging threats particularly related to the technology, as you have mentioned cyber warfare. It is a never ending task. We all have to participate in this race".

To expedite the process of acquisition, he further submitted:

"today, if we have further delegated the powers up to Rs. 10 crore to DGs for major works as against Rs. 5 crore then the expenditure between Rs. 5 crore to Rs. 10 crore does not have to come to the Home Ministry for clearance. So, one step has been saved there. That is how the efficiency has enhanced. What you have done is that you have allowed DGs to do expenditure up to Rs. 10 crore without coming to the Home Ministry. "

Allaying fear of misuse he stated:

"If you look at the expenditure this year vis-à-vis the plan expenditure in the previous year, you will see that as against the average of 60 per cent, we have an expenditure of 91 per cent. Perhaps, one of the contributory factors is that we have enhanced delegation so DGs do not have to come down to Home Ministry. You are absolutely right that we have to trust our officers. If there is misuse, misuse can happen even if it is approved by us. Even then misuse can happen. The point is that if there is any misuse then there is a system of correcting it."

3.6 Modernization of the State Police Forces under Modernization of Police Force (MPF) Scheme

The Committee have been apprised that the Central Government has been supplementing the efforts of the State Governments in modernizing their police forces under the Modernization of Police Force(MPF) Scheme. Under this Scheme, the allocated funds are distributed amongst states on a pro rata basis as per parameters approved by the Government. The allocation (Central share) of States are conveyed to States for formulating State Action Plan (SAP) as per States strategic priorities and requirements. For deciding extent of central share, the States are grouped into two categories namely Category-'A' and Category-'B' for the purpose of funding. Category 'A' States, namely Jammu & Kashmir, Uttarakhand and Himachal Pradesh and 8 North Eastern States, including Sikkim, are eligible to receive financial assistance on a 90:10 (Centre: State) cost sharing basis. The remaining States are in Category 'B' and are eligible for financial assistance on a 60:40(Centre: State) cost sharing basis.

The present scheme of Modernization of Police Forces (MPF) Scheme has been approved upto 31.03.2017. This scheme has been proposed for continuation by the name "Assistance to States for Modernization of Police" along with other scheme of MHA under the Umbrella Scheme of MPF. These proposals are under consideration of the Government.

Responding to the concern of the Committee pertaining to reduction of outlays on modernization of State Police, the Home Secretary stated:

"There used to be approximately 32 percent transfer of central resources to the states under the 14th Finance Commission. It now stands at 42 percent which is an increase by one-third. It has led to some curtailment in centrally sponsored schemes on account of this. Police modernisation is also part of that curtailment. So the States must come up with their own money because they have got much more enhanced allocations this year."

On this issue in a subsequent deposition, Home Secretary stated as under:-

"Sir, When the 14th Finance Commission report came, one of the recommendations was that resources to be provided to the states be increased from 32 to 42 percent. There has been one-third increase in transfer to be made from centre to the states. It was also part of that report and Finance Commission had also stated that central schemes were given to the state governments through their budget whereas it is now being recommended within the 42 percent. Expenditure in connection with Central Schemes has been accepted. They had no say regarding transfer of the scheme but they had say that an expenditure of 42 percent has been accepted there under. Many of schemes should have been also stopped there under but it could not be done. Nine or ten schemes were disbanded and modernization of police force scheme was one of them. Thereafter a committee under the Chairmanship of Shivraj Singh was formed and that Committee recommended that this scheme should be continued. Thereafter Ministry of Finance wrote to us that its proposal concerning this scheme be noted. We have been making efforts after drawing proposal from

almost one year to get it approved by the Finance Department. But it has not been approved so far. State of affairs of body is that a Committee has been formed of Secretaries under the Chairmanship of Cabinet Secretary. This scheme is likely to be approved on the basis of decision to be taken by that Committee.

CHAPTER IV

CYBER CRIMES - A PERSPECTIVE

4.1 Information Technology and Cyberspace

The Ministry of Communication and Information Technology in their note submitted to the Committee stated as under:

"The Information Technology (IT) sector has become one of the most significant growth catalysts for the Indian economy. Today governments, businesses, societies and individuals are embracing digitization at an exponential pace. This rapid penetration of technology connected to the internet in all facets of life is leading to the convergence of the digital and physical world bringing about efficiencies and new opportunities. At the same time it has created multidimensional and often unpredictable challenges from an internal security perspective.

As computers and networking become more ubiquitous, cyber-attacks are proliferating, elevating cyber security to a national and global concern. The anonymous and virtual characteristics of cyber space provide opportunities for criminal exploitation of cyberspace at the same time complicate attribution and investigation. The user of IT is posed to danger of identity theft, privacy breach, cyber stalking, cyber harassment, pornography, child pornography, video voyeurism, malware infections, denial of service attacks, credit card frauds, internet relay chat crime, cyber terrorism and other types of cyber-crimes/frauds.

Cyber-attacks by hostile organizations, enemy nation-states and organized criminals are on the rise, threatening the government, business and individuals by attempting to extract technical, financial, strategic, and national security information. There have been growing numbers of attacks on the Government, public sector and private sector IT infrastructures like website intrusions, network probing, targeted attacks to steal information, identity theft (phishing) and

disruption of services through Distributed Denial of Service (DDoS) attacks. Large networks of compromised systems called Botnets facilitate a number of malicious cyber activities such as Spam, Malware hosting, Phishing, Click-fraud, Distributed Denial of Service attacks etc.

There is rise in the specialized Trojans and malware targeting financial sector. Sophisticated malware are being used as cyber weapons capable of stealing information and causing disruption in functionalities of Industrial Control Systems, supervisory control and data acquisition (SCADA) and Critical information infrastructure. Cyber attackers are also actively using growing social media and mobile phones to launch phishing attacks, malware propagation and creation & operation of botnets.

4.2 Cyber-crimes

Cyber-crimes can be categorized in two ways - those where the computer is the target (example using a computer to attack other computers) and those where computer is used as a weapon (example using a computer to commit real world crimes). Hence, a very broad definition of cyber-crime is a criminal activity carried out via the cyber space or internet in particular involving computers / electronics devices and networks.

Anyone who gets, connected on the internet gets access to the entire cyber space worldwide. Further, the cyber space is anonymous, virtual and borderless. The feature of the cyber space is utilized by the hackers and criminals to attack the information technology systems, the applications and content hosted on such systems. As technological innovations take place, attack techniques also get sophisticated. Today the attacks are launched using anonymous hidden servers, hiding the identity of source. The attacks are launched from multiple locations and routed through locations spread out globally so that the identity is not traced easily.

The area of cyber-crime/incidents is very technology intensive and new techniques in the cyber-crime emerge with the technological innovations. Thus, Cyber crimes are becoming increasingly sophisticated and targeted impacting society, critical national information infrastructure and national & global economy.

The rise in the Internet population has meant that while the threats and vulnerabilities inherent to the Internet and Cyberspace might have remained more or less the same as before, the probability of disruption has grown apace with the rise in the number of users. While such disruptions are yet to cause permanent or grievous damage worldwide they serve as a wake-up call to initiate measures to improve the security and stability of cyberspace. Governments are constrained in their responses by pressures exerted by politico-military-national security actors at one end and economic-civil society actors, amongst others, at the other end.

4.3 Impact of Social media

Social networking has emerged as a key tool used by people all around the world. Its purpose is to promote and aid communication. However, this type of technology might be doing more harm than good. Of late, use of social media has been seen as a key tool for engineering psychological manipulation of public and its opinion on issues that affect nation and society. With a borderless cyberspace, the potential for interference by one state with the affairs of another state through the use of social media is higher than ever. Clearly, lines have blurred between freedom of expression, privacy, law and order and national/internal security.

The cocktail of social media, 24 hour television, and NGOs create a virtual reality which soon has effects in the real world. These are not just law and order problems, and they are not amenable to the traditional responses that states are accustomed to. These are serious internal security issues. We have seen technology place increasingly lethal power in the hands of non-state actor. The effects can range from the benign to the dangerous, though the technology itself is value neutral.

4.4 Cyber -attacks on Critical Infrastructure and sensitive institutions

In today's context, the well-being nation and its economy is invariably linked with critical infrastructure as it can have devastating effect on the economy in the event of any disruptions in its functioning. In view of the increased connectivity and dependability of the critical infrastructure on IT in various sector such as finance, defence, telecommunication, energy, transportation etc. the critical infrastructure has become

vulnerable to cyber-attacks. As such, globally protection of critical information infrastructure is gaining lot of attention and importance.

4.5 Cyber espionage

Equally, intelligence and espionage increasingly rely on what are euphemistically called national technical means, namely cyber penetration and surveillance. The same technologies also empower the state in terms of its capacity for internal surveillance, interception and so on. Their power and reach, raise fundamental issues about the lines that a democratic society must draw between the collective right to security and the individual's right to privacy. What makes this more complicated is the fact that these technologies are not just available to the state, where laws and policies can control and limit their use. They are widely available in the public domain, where commercial and individual motives can easily lead to misuse that is not so easily regulated unless we rethink and update our legal and other approaches.

4.6 Focus of Attacks

The focus of attacks on the critical information infrastructure is broadly of three types such as fraudulent or malicious actions leading to monetary benefits, espionage for stealing sensitive information, and sabotage leading to disruption of services. The actors involved in such attacks range from non-state actors to state actors as well as corporate entities engaged in espionage and maligning brand reputation.

4.7 Nature and intensity of threats in the country

In India the critical infrastructure is steadily increasing its connectivity and dependency on IT. As such, the threat of cyber-attacks on critical infrastructure in the country is also increasing. Since these attacks are using compromised computer systems located in different parts in the world and use masquerading techniques to hide the identity, it is very difficult to establish the identity and attribute the source. However, every attack originating from any cyber space bears the signatures (certain identity) and patterns of that particular country. It is based on such signatures that origin of attacks is

presumed. Further, the various state as well as non-state actors carry out attacks in different specialised areas. For example, the attacks originating from certain countries focus on espionage, while others focus on financial frauds. One particular interesting feature observed is that many of the state and non-state actors use systems particularly hidden servers in one of the IT advanced country. The attackers particularly non-state actors are distributed across various geographies and collaborate to launch cyber-attacks. Even state actors rope in non-state actors for launching cyber-attacks. The types of security incidents observed in the country are:

- Website defacement
- Website Compromise and Malware Propagation
- SPAM
- Phishing
- ATM/Credit card frauds
- Data stealing
- Virus / Malicious Code
- Denial of Service
- Network Scanning /Probing
- IP Spoofing
- Traffic hijacking
- System Misuse
- Targeted Attacks

4.8 Challenges in cyber security and crisis response

Adversaries try to exploit weakness among people such as ignorance or non-adherence to security procedures, flaws in processes or vulnerabilities in technology such as software bugs. The unique feature of cyber space driven by Information Technology is anonymity and borderless nature. This feature of cyber space is exploited to attack systems and has led to emergence of number of computer offences. These vulnerabilities and the inherent nature of cyber space are used by adversaries for

launching attacks on the computer infrastructure from across the globe hiding their identity.

- The issues and challenges in dealing with cyber security issues and incidents are:
- Growth in volume and complexity of Information Technology ecosystem in the country
- Growth in volume of transactions and sensitive data exchange
- Rapidly changing security and threat landscape
- Paradigm shift in attack vectors and nature of their launch
- Difficulty in tracing origin of attack

4.9 Emerging threat landscape

- Covert threats to critical sector organizations - Advance Persistent Threats and Targeted attacks
- Growth and spread of botnets (network of infected computers)
- Hactivist attacks (attacks launched by hacker groups such as 'Anonymous' to express dissent)
- Attacks targeting Industrial Control Systems
- Malware targeting mobile devices

It has become clear that maturity in cyber activities is not a matter of a handful of developed nation states. Multiple nation states have now developed capabilities that can be used to infiltrate all kinds of targets both governmental and private ones in order to achieve their objectives. Attack patterns and tools that targeted PCs a few years ago, have migrated to the mobile ecosystem. Two new digital battlefields have emerged - big data and the Internet of Things:

a) Big data is an all-encompassing term for collection of large and complex data sets which are difficult to process using traditional data processing applications. Big data has emerged in the wake of wide spread and global data collection systems to

enhance users experience and promote internet transactions. This has also led to the reality of snooping on the internet and privacy breaches.

b) Internet of things is scenario in which practically everything on this planet gets connected to the internet for communication and transaction. This has the potential of anything connected to internet becoming a tool for cyber attacks in the hands of malicious actors.

4.10 Response mechanisms/ Measures taken to enhance cyber security in the country

Cyber security requires a coherent conceptualization, clear vision of purpose and objectives and a time bound plan of action. Formulation of a national approach involves using elements of national power including political, economic, military and technological capabilities during peace and war to achieve national objectives.

Government of India is aware of the challenges and is extremely serious in preventing the cyber-attacks, safeguard the ICT systems and improve the cyber security posture in the country in general. Steps, which are both of the nature of pro-active and reactive, include Policy, Legal, Alert and Watch, Human Resource development & Awareness and Research & Development. The steps taken are comprehensive involving people, process and technology.

Considering the dynamic nature of the cyber space, Government has already taken steps to focus on:

- Maintaining a secure, resilient and trusted IT operational environment;
- Protection and resilience of Critical Information Infrastructure;
- Securing Government systems;
- Cyber Security awareness and education;
- Capacity building including Human Resource Development;

- Enhancing Law Enforcement, investigation and prosecution capabilities;
- Promoting indigenization and R&D;
- Effective Public Private Partnerships; and
- Creating a comprehensive cyber deterrence capability;
- Ensuring an international regime that ensures non-discriminatory access for all to the global Internet.

(a) The Government of India has on 08 May, 2013 approved a National Cyber Security Policy whose stated mission is "to protect information and information infrastructure in cyber space, build capabilities to prevent and respond to cyber threats, reduce vulnerabilities and minimize damage from cyber incidents through a combination of institutional structures, people, processes, technology and cooperation". It seeks to do so by creating a secure cyber ecosystem and an assurance framework, encouraging open standards, strengthening the regulatory framework, vulnerability management, promotion of research and development in cyber security and enhancing our technical skill sets and human resources.

(b) The Government also simultaneously approved the Framework for Enhancing Cyber Security which envisages a multi-layered approach for ensuring defense in-depth and allocates the responsibility for overall cyber security among the stakeholder organizations in the country.

(c) Towards this end, the Department of Electronics & Information Technology (DeitY) has also formulated a Crisis Management Plan (CMP) for Countering Cyber-attacks and Cyber-terrorism in 2010 that has been periodically updated. The purpose of the CMP is to establish the strategic framework and actions to prepare for, respond to and begin to coordinate recovery from a cyber incident. It is independent of computer hardware, operating system and applications.

(d) Indian computer Emergency Response Team (CERT-In), set up as per the provisions of section 70B of the Information technology Act 2000, performs

Computer Security Incident Response and prevention and provides Security Quality Management Services. Specific activities of CERT-In in preventing cyber threats are:

- Coordinate responses to security incidents and major events
- Issue advisories and timely advice regarding imminent threats to data while in process, transit and storage
- Work with industry and security experts to identify solution to security problems
- Analyze product vulnerabilities and malicious code
- Analysis of web defacements on regular basis
- Analysis of open proxy servers on regular basis to mitigate spam and anonymization treats
- Helping organizations in profiling the network and the attacking systems
- Interact with vendors and others at large to provide effective and timely solutions for incident resolution and investigation
- Conduct training on specialized topics of cyber security
- Develop security guidelines on major platforms
- Collaborating with Industry and overseas CERTs for effective incident prevention and resolution in the form on MoUs and cooperation agreements.

In addition CERT-In has taken following initiatives for proactive cyber threat prevention:

- Empanelment of security auditors to conduct security audit, vulnerability assessment and penetration testing of Indian organizations, to enhance the security posture of organizations
- CERT-In has been carrying out cyber security mock drills on a periodic basis for assess in the preparedness of critical sector organizations in dealing with cyber crisis. Cyber security drill is confidence building and

learning exercise based on simulated cyber security incident scenarios that resemble occurrence of a cyber security crisis.

(e) In addition some of the comprehensive steps implemented include the following:

- i. Government has mandated that all Government websites will be hosted on the secure infrastructure in the country only. All the websites need to be mandatorily audited before hosting. The auditing needs to be carried out periodically once in a year and as and when there is any modification. All of the existing hosted websites (Government) has already been audited.
- ii. Action has been initiated to test the e-Government application software before its hosting on systems and use.
- iii. The National Watch and Alert System - Indian Computer emergency Response (CERT-In) team is working 24/7 and scanning the cyber space in the country. The team works with Government, Service Providers, private sector and citizens both on pro-active and reactive basis and help in mitigating cyber incidents. The team also disseminate information and advise on the steps for strengthening the security of the systems. They work with the service providers to identify the computer systems which are compromised and are participating in launching attacks, isolate them and create corrective steps to clean them. The system is being strengthened regularly in terms of the resources to address all incidents.
- iv. CERT-In collaborates with similar CERTs set up by the other countries worldwide and disable the phishing sites which are sources of financial frauds. CERT-In also works with other counter parts CERTs to trace the source of attacks.
- v. Action has been initiated to set up a centre for tracking all the compromised systems connected on the Internet in the country and clean them on online basis so that the infection does not carry forward. The pilot of such centre is functioning. The centre will also collect and analyze

malicious software so as to install appropriate software to prevent malicious activities.

- vi. Action has been initiated to set up National Cyber Coordination Centre (NCCC) to scan the cyber space in the country and detect proactively cyber threats at National level.
- vii. Government has set up National Critical Information Infrastructure Protection Centre (NCIIPC) to protect the critical information infrastructure in the country.
- viii. To check ATM based frauds, the 2 factor authentication (password and pin) has been introduced which has helped in significantly reducing the computer incidents in the country. The chip based cards have been made mandatory in place of magnetic strip based ATM/ Debit Cards to improve the security of the cards and check the frauds due to security breaches.
- ix. The Government has already set up a lab to test the equipment with respect to cyber security. More labs are being set up in private and public sector.
- x. The Government has set up several labs across the country to train the police officials in handling cyber-crime crisis. The programmes have been launched to train the judicial officers in the area of cyber security and crime.

Ministry of Home Affairs has issued the National Information Security Policy Guidelines to all CAPFs and State Police Forces for the implementation. Intelligence Bureau/ approved audit agencies carry out security/safety audit of the sensitive cyber infrastructures and organization takes necessary actions accordingly; Advisories are being issued to all police forces time to time in cases of cyber-attacks. Inputs are shared with them in case of cyber breach.

National Security Council Secretariat (NSCS) is the nodal Department for addressing issues related to cyber security and cybercrimes. According to information furnished by MeitY, India has so far signed MoUs/Agreements with 14 countries on

cyber security/crimes. MHA has signed Agreement with UAE and Qatar in the areas of cyber crime control/cyber security.

With a view to tackle the Cyber Crime issues MHA has approved implementation of a project at a total cost of Rs. 195.83 crore out of the approved Nirbhaya Fund for implementation during the FYs 2017-18, 2018-19, 2019-20 to achieve the following objectives:

- i) Online Cyber Crime Reporting
- ii) Establishment of national Cyber Forensic Laboratory
- iii) Capacity Building
- iv) Research and Development
- v) Awareness Creation

Sardar Vallabhbhai Patel National Police Academy, Hyderabad is conducting training in Cyber Security and Cyber Forensic for the Officers of all law enforcement agencies including judiciary. The Academy has trained more than 2500 officers in the past 02 years through its project, National Digital Crime Resource and Training Centre (NDCRTC). The NDCRTC is a Ministry of Electronics and Information Technology (MeitY) funded being implemented at NPA in collaboration with CDAC, Hyderabad. In the process of capacity building, following action has been taken:-

- (a) The Academy has developed training curriculum for three levels in the areas of:
 - (i) Digital Forensics.
 - (ii) Mobile Forensics and CDR analysis.
 - (iii) Network Forensics.
 - (iv) Cyber Crime investigation.
 - (v) Social Media analytics.
- (b) Training material for all the above topics has been prepared in-house and it is shared with all the participants.

- (c) As part of National Security Seminar, the Academy has conducted sessions on Cyber Security.
- (d) A Mid Career interactive course for the officers of defence forces and civil services has been organized in the month of January, 2017.
- (e) Online course on Disc Forensics has been started by NDCRTC team.
- (f) Cyber security seminar is scheduled to be organized on 6th and 7th April, 2017.

Besides NPA, other local institutes, Central Detective Training Schools, Central Academy for Police Training, Bhopal and North Eastern Police Academy, Shillong also organized trainings on Cyber Security related topics. This Ministry also enters into dialogue with Homeland Security, USA in these issues and 20 courses have been identified including cyber security. During last 05 years, 8 courses were also conducted on cyber security under ATA Programme (domestic).

4.11 Training

All CAPFs have set up training institutions to meet their training requirements. In addition to the induction training for new recruits, CAPF personnel are imparted various other professional skills on specialized topics. In addition, number of courses for CAPF personnel conducted by BPR&D during last 4 years are given below:

	2012-13	2013-14	2014-15	2015-16
No. of courses	95	92	104	166
Nominations sponsored	2658	2852	4037	3547

In addition, 69 Master Trainers for CAPF were trained under Anti-Terrorism Training and Homeland Security Dialogue and other international training programme during last three years.

4.12 Upgradation of training infrastructure of Central Police Forces

Under the scheme of upgradation of training infrastructure of Central Police Forces meant for six Central Armed Police Forces (CAPFs), funds are mainly meant for purchase of Computers, Books, Training aids & Equipments, Class Room Equipments, LCD Colour photo printers, interactive Board, GPS, Hand Held Metal Detectors, Digital Cameras etc. in the institutes. Under this scheme, the funds are to be released to six Central Armed Police Forces (Assam Rifles, Border Security Force (BSF), Central Reserve Police Force (CRPF), Central Industrial Security Force (CISF), Indo Tibetan Border Police (ITBP) and Sashastra Seema Bal (SSB) to strengthen the training infrastructure. Outlay for 11th Five Year Plan was Rs. 22.60 crore out of which Rs. 15.18 Crore was utilized.

To continue this scheme in the 12th Five Year Plan, this Ministry has approved to continue the same at a cost of Rs. 34.32 crore out of which Rs. 16.37 crore have been utilized by respective CAPFs. CISF had not utilized any fund during the 11th Plan period. Accordingly, no funds have been allocated to them in the 12th Five Year Plan. However, the scheme is being implemented regularly.

Details of funds allotted under the scheme and Expenditure during the 12th Plan is given below:

Scheme	12 Plan Allocation	BE 2012 -13	RE 2012 -13	Actuals 2012 -13	BE 2013 -14	RE 2013 -14	Actual 2013 -14	BE 2014 -15	RE 2014 -15	Actual 2014 -15	BE 2015 -16	RE 2015 -16	Actual 2015 -16	Commulative Expenditure: 12 th Plan	2016 -17
Assam Rifles-	7.32	4.00	0.80	0.80	2.00	2.00	2.00	2.00	1.00	1.00	2.00		0.81	4.61	2.71

2055															
BSF OC 2055	12.00	5.00	0.80	0.03	2.00	2.00	1.37	1.50	1.00	0.75	5.00		0.62	2.77	9.23
CRPF OC 2055	6.00	2.00	0.80	0.15	1.00	0.50	0.32	4.00	2.00	2.22	1.70		0.49	3.18	2.82
ITBP OC 2055	4.00	2.00	0.80	0.09	1.00	0.33	0.44	1.25	0.65	0.65	1.00		0.00	1.18	2.82
SSB OC 2055	5.00	2.00	1.80	1.63	1.85	1.85	1.83	1.25	0.75	0.83	0.52		0.34	4.63	0.37
Total	34.32	15.00	5.00	2.70	7.85	6.68	5.96	10.00	5.40	5.45	10.22	0.00	2.26	16.37	17.95

On the issue of training of CAPF personnel, a representative of BSF, during evidence before the committee stated:

"I would like to mention that training is a very important part of BSF's existence. In fact, we take pride in our training structure. Training is important because of two, three factors. First, it increases the professional competence. Second, it is one of the criteria for posting a person to peace places, for example the training institutions themselves. So, a person who has excelled in training only is entitled to be posted in training institutions. Everyone aspires to be posted in training institutions. They take pride in the fact that they are posted as Instructors in a training institution. Because he can stay there with his family for few years, otherwise he has to stay at border during his all tenures. We consider training as a pride of place. I would like to inform you that we take training very seriously. Training is an ongoing process. We have so many in-service courses and as you know, the basic training for officers is conducted at Tekanpur and there are 11 STCs where we train lower rank officers and Jawans."

Highlighting the constraints being faced for in service training, the Additional Secretary, MHA put forth before the Committee as under:

"The forces have projected three-four basic requirements. Out of them one issue is that excessive deployment takes place on daily basis. Thereby giving no time for adequate rest, recuperation and training facilities to the forces. There are two reasons for that. Firstly, the states demand excessive number of forces and demand is mostly central forces. Even when the forces is provided they want to keep them for a long time for precautionary measures. This is a major problem."

4.13 Vacancies in CAPFs

As per a note furnished to the Committee force-wise sanctioned strength of the forces with vacancy position as on 01.04.2016 was as under:

Name of Force	Total sanctioned strength	In-position	Total Vacancies
Central Reserve Police Force (CRPF)	314138	294008	20130
Border Security Force (BSF)	257025	250826	6199
Central Industrial Security Force (CISF)	143390	129863	13527
Sashastra Seema Bal (SSB)	94170	76567	17603
Indo-Tibetan Border Police (ITBP)	89430	82259	7171
Assam Rifles	66411	65302	1109
Total	964564	898825	65739

Name	Group A	Group B	Group C		

Break -up of existing vacancies Group wise as on 31.12.2016 was as under:

	Sanctioned	filled	vacant	Sanctioned	filled	vacant	Sanctioned	filled	vacant
CRPF	5410	4861	549	17953	16742	1211	290315	268102	22213
BSF	5310	4783	527	14410	13014	13014	237643	230431	7212
CISF	1503	1278	225	16005	10295	5710	126611	114090	12521
ITBP	2094	1239	855	7862	6675	1187	73500	67422	6078
SSB	1998	1216	782	5325	3556	1764	89191	73254	15937
AR	1268	1002	266	4695	2968	559	6199	59364	1084

On the process of filling up of vacancies, the Ministry stated as under:

"as on 31.10.2016, there are 73,831 vacancies in the CAPFs/AR, which is 7.6% of the total Strength (i.e. 9, 68,130). These vacancies are created each year due to attrition i.e. retirement, voluntary retirement, resignation, dismissal etc, raising of new Battalions, non availability of eligible candidates against the respective categories and promotion to the higher ranks. However, filling up of vacancies is an ongoing and continuous process and is being done as per existing procedures. Regular recruitment against total anticipated vacancies of various ranks in CAPFs is being conducted every year to fill up all vacant posts. Backlog vacancies of previous year are being calculated for recruitment during next recruitment year. Further, if required, special recruitment drives are also being carried out from time to time to fill up backlog vacancies.

Combined Recruitment for the post of Ct/GD in CAPFs and AR is being conducted through SSC since 2011. In case certain vacancies allocated to the State of J&K/LWE affected Districts and the Border districts remain unfilled,

Recruitment rallies are organized/ conducted in the State of J&K/LWE affected Districts as well as the other such States having border districts where vacancies remain unfilled. During the year 2013, directions were given to CRPF and BSF to hold Special Recruitment Rallies (SRRs) to fill the vacancies of LWE affected districts and Border districts respectively which remained unfilled after recruitment for the year 2012. Further, after recruitment of 2013 through SSC, directions were also given to ITBP during 2014 to hold SRRs for filling up their

unfilled vacancies of Border districts. The SRRs were conducted by CRPF, BSF and ITBP as per the directions of the MHA."

Responding to the concern of the Committee regarding fair opportunity to all especially North east people, the Home Secretary stated as under:

"As far as I am aware, our recruitment is done through an independent organisation called the SSB. To the best of my belief and knowledge, they would be advertising on an all-India basis and select on the basis of the reservation criteria that the Government has prescribed. I do not think there is any policy to discriminate against any region or to favour any region."

Explaining the recruitment criteria for group B and C personnel, he stated that 60 per cent is all India; 20 per cent is for border areas – those districts are notified; and 20 per cent is again for our conflict areas, like Jammu and Kashmir, North-East and LWE areas. So, the ratio is 60:20:20. That is how the vacancies are distributed.

60 per cent vacancies are given State-wise based on population ratio; 20 per cent is given to border areas again on the basis of population; and another 20 per cent is given to conflict areas."

On the reason to slow process of filling up vacancies, he stated that "Assuming that people retire at 60 and join at about 20, there is an attrition rate of 2.5 to 3 per cent per annum. Out of the sanctioned strength of 12-15 lakh people, 36-46,000 vacancies annually are likely to happen and they take time to fill. What we tried to do is, we tried to plan in advance and try to recruit as many as people as we can. We recruit through the SSB but very often the SSB is overstressed. Incidentally, only last week we had a meeting in my office where we were discussing with the SSB how they can enhance the recruitment, and they are really overstressed because they are doing recruitments of some 3-4 crore people every year or it is some figure like that. So, that is one problem. Secondly,

sometimes, the recruitment cycle gets disrupted due to some court proceedings or some dispute on similar reason."

4.14 Stagnation in Armed Forces

Responding to the apprehension of the Committee, whether it is true that officers from CAPFs such as CRPF, BSF, and ITBP are facing stagnation and have been expressing their resentment on the filling up of the posts by IPS officers on deputation. The Ministry in their written reply stated as under:-

"The organizational structure/set up of each of the Central Armed Police Forces (CAPFs) varies depending upon the tasks/duties assigned. Further, there is multiplicity of cadres within a CAPF which varies from one CAPF to another. Accrual of vacancies of each cadre depends upon the number of posts at a particular cadre, promotional aspects at that level, ratio of retirement etc. Besides, promotional avenues of various cadres within each CAPF also vary depending upon the strength of each cadre / Force and number of posts at each level etc. Thus, the promotional aspects in all cadres of each CAPF cannot be the same. While some cadres are getting faster promotion, promotion of few cadres are considerably delaying.

However, prescribed length of qualifying service for the promotion to each higher post have been prescribed by DoP&T and the same has generally been incorporated in the Recruitment Rules to bring parity in the promotional aspects among the cadres

As regards resentment of the cadre officers for filling up of the posts by IPS officers on deputation, the posts of DIG, IG and ADG in CAPFs are being distributed amongst Cadre officers and IPS officers in the prescribed ratio. The appointments to these posts are being made in the said ratio incorporated in the Recruitment Rules, duly approved by MHA, DoP&T, MoL etc. Reportedly, there is no resentment of the cadre officers for filling up of the posts by IPS officers on

deputation as per the quota fixed. Fresh cadre restructuring exercise is already going on."

While justifying deputation quota of 100% for DG and Special DG, 66.23% for ADG and 50% IG contrary to CRPF Act, the Ministry in their note submitted us follows:-

"As provided under Article 312 of the Constitution, the Indian Police Service is an All India Service both for the Union and the States. A certain number of posts in different police and other Organization/Department of the Central Government are filled up by IPS officers allotted to various State cadres. The cardinal principle is that an IPS officer so appointed will be available to serve on central deputation for a stipulated tenure and thereafter return to his/her parent cadre. The movement of officers from the State to the Centre and back is of mutual benefit to the States and the Government of India on the one hand and to the officers concerned on the other.

Rule 6(1) of the IPS (Cadre) Rules, 1954 provides for deputation of IPS officers to the Central Government. Every State cadre of the IPS provides for a Central deputation quota which in turn requires additional recruitment to be made to the Service to provide for trained and experienced members to serve on posts in the Central Government. Indian Police Service Cadre Rules 1954 states that a cadre officer may with the concurrence of the State Government and the Central Government be deputed for services under the Central Government. A certain number of posts in different police and other Organization/Departments of the Central Government are filled up by IPS officers allotted to various State cadres. 40% of Senior Duty Posts are authorized for Central Deputation Reserve."

Responding to the matter raised by the Committee of giving benefits of non-functional financial up-gradation to CAPF's officers, the Ministry submitted as under:-

"Group 'A' Officers of CAPFs have filed Writ Petitions before Hon'ble High Court of Delhi for grant of Non-Functional Financial Up-gradation (NFFU) as applicable to other Group 'A' Officers of the Central Govt.

The Hon'ble DB of Delhi High Court vide its common judgement dated 03.09.2015 disposed of these batch of WPs with directions that "the petitioners, i.e. officers in PB-3 and PB-4 in the CAPFs (CRPFs in the present instance) have been categorized under organized Group 'A' Service ever since the year 1986. Hence, the benefits contemplated by the 6th CPC by way of NFFU to remove disparity between All India Service and other Organized Central Group 'A' Services, ought to be granted to them. Accordingly, the impugned OM dated 28.10.2010 and all other letters whereby the petitioners' request for the grant of NFFU was rejected, cannot be sustained and are hereby quashed. The Writ Petitions are allowed. The respondents shall issue requisite notification granting the benefits of Non-Functional Financial Up-gradation as recommended by the 6th Central Pay Commission to the Petitioners within eight weeks from this order.

After due scrutiny and opinion of Ld SG and MOLJ, UOI & others filed SLP before Hon'ble Supreme Court of India. The SLP (C) No 35548-35554/2015 was last listed on 26.04.2016 and after hearing the counsel, Hon'ble court ordered to list these matters in the month of August, 2016."

Elaborating on the observation of Delhi High Court that there is extreme level of frustration among the BSF due to acute stagnation in promotions and also lack of cadre review in last 25 years, the Ministry stated as under:-

"The Hon'ble Delhi High Court in Writ Petition No. 1611/2015 and 3046/2015 directed, vide judgment dated 22.04.2015, that the cadre review exercise of Group 'A' Officers of BSF should be completed within a period of 06 months. Accordingly, BSF submitted cadre review proposal of Group 'A' officers to this Ministry on 03.08.2015. After due deliberation and in consultation with IFD and DoP&T, revised proposal for additional creation of 74 Group 'A' posts (creation of

436 posts against abolition of 362 posts) in various levels in BSF has been submitted to DoP&T on 13.5.2016. DOPT has approved the proposal and referred to DoE for consideration. As regards the cadre review of Group 'B' & 'C' cadres, the revised proposal received from BSF on 13.5.2016 is under examination in MHA which will be referred to DOE with the approval of Hon'ble HM shortly."

The Ministry further elaborated:-

"BSF was raised for the purpose of Border Security with 25½ State Armed Police Battalions. Today, the force has 186 Battalions, 46 Sector Headquarters, 13 Frontier HQs, 2 Special DG HQ's, 5 major training Institutions, 11 STCs, 7 Artillery regiments (20 Btys) and several other training, support and ancillary units. The above structure is controlled by the Directorate General, BSF which includes eight Directorates viz Operations, Training, General (Intelligence), Communication & IT, Administration, Personnel, Provisioning and Medical Dte.

The Cadre Strength of the Group 'A' Officers in BSF was 1374 prior to First Cadre Review and present sanctioned strength is 4107. The third Cadre review of the Force is being going on. It may be seen that, the growth of the Force since its inception is good. In addition, financial benefits under MACP after completion of 10/20/30 years for NGOs and benefits under STS after completion of 4 years for GOs are also being granted in pursuance to the existing orders of the Government of India."

The first Cadre Review of the BSF Group 'A' posts were approved by MHA on 23.02.1981. At that time, there were 77 Battalions in BSF. During 1st Cadre review, following posts were created/upgraded:

- (i) 18 posts of AD(Comdt) upgraded to ADIG with spl pay of ₹100/-
 - (ii) 123 posts of Comdts / AD created in the selection grade of ₹1800/-.
- These posts were in lieu of existing 123 ordinary posts of AD / Comdts in BSF.

- (iii) 77 ordinary posts of DC Upgraded to DC(Second in Command) in each Bn, in the scale of ₹1200-50-1700/- plus special pay of ₹100/- pm.
- (iv) 54 posts of AC Upgraded to ordinary posts of DC (2 in each Bn)
- (v) Leave and training reserve increased from 74 to 87.
- (vi) 77 posts of AC (one in each Bn) abolished with immediate effect."

4.15 Cadre Review

The Second Cadre Review was approved by MHA on 26.06.1990. During that time 147 Bns, 26 Sectors and 8 Ftrs were held in BSF. During 2nd Cadre Review following posts were created /upgraded:

- i) Created one post of IG in the scale of ₹5900-6700/-
- ii) Created 10 posts of DIG in the scale of ₹5100-6150/-(2 by creation, one each in the force HQrs and in the Academy Tekanpur and 8 by upgradation from ADIG in the Ftr HQrs)
- iii) Created 18 posts of ADIG in the scale of ₹4500-5700/- plus spl pay ₹200/- (8 by creation and 10 by upgradation from the rank of Comdt/AD).
- iv) Fixed the number of posts of Comdt (selection grade) at 185.
- v) Abolished 14 posts of Comdt (Ord grade) in the scale of ₹4100-5300/-.
- vi) Upgraded 62 posts of DC (₹3000-4500) to 2IC (₹4100-5300/-)
- vii) Abolished 46 posts of DC (JAD) in the scale of ₹3000-4500/-.
- viii) Created 45 posts of AC in the scale of ₹2200-4000/-.
- ix) Deputation reserve enhanced in the rank of AC from 87 to 96.
- x) Created 93 posts of probationers reserve in the rank of AC(₹2200-4000/-).
- xi) Bns restructured to have 1 CO, 1 2IC, 4 DCs and 7 ACs in each Bn.

Further, restructuring of Supervisory and Support Infrastructure in the BSF was approved by MHA on 23.03.2004. At that time, 157 Bns, 38 Sectors (including 11 sanctioned) and 10 Frontiers (including 2 Addl Ftrs sanctioned)

were held in BSF. During the restructuring, following posts of Group 'A; officers were created/up-graded/abolished:

Posts	Existing	Creation	Abolition	Net strength
DG	1	0	0	1
Addl DG	3	0	0	3
IG	17	0	0	17
DIG	53	22	03	72
Addl DIG	60	24	12	72
Comdt	235	12	36	211
2IC	165	68	03	230
DC	915	26	35	906
AC	1608	6	6	1608
Total	3057	158	95	3120

The Cadre Strength of the Group 'A' Officers in BSF 1374 prior to

was First

Cadre Review and present sanctioned strength is 4107. The third Cadre review of the Force is going on. It may be seen that, the growth of the Force since its inception is good. In addition, financial benefits under MACP after completion of 10/20/30 years for NGOs and STS after 4 years for GOs are also being granted in pursuance to the existing orders of the Government of India.

4.16 Pay Parity

Replying to the demand of CAPF jawans for salaries at par with Jawans in the Defence Forces and also for convening them by Old Pension Scheme like their counterparts in Defence Forces as against the New Pension Scheme, the Ministry submitted in writing as under:-

"CAPFs had demanded higher Grade Pay for various non-gazetted ranks. CAPFs also demanded that MACPs be increased to four times in a career along with reduction in eligibility period ranging from six to eight years. They also demanded that MACP be given in promotion hierarchy. CAPFs had also demanded for grant of Paramilitary Service Pay as in the case of Military Service Pay as admissible to Defence Personnel. MHA have supported these demands. However, 7th CPC did not agree to the above demands.

The matter regarding exemption of CAPF personnel from the purview of New Defined Contributory Pension Scheme was placed before the Union Cabinet on 12.04.2007. The Cabinet decided that the proposal be considered by a Group of Ministers (GOM), who may also examine and suggest a compensation package for the next of kin of any casualties in the Central Police Forces commensurate with the nature and scope of their duties. GOM has decided following: -

- i) CPMF (now CAPF) personnel dying in harness or becoming disabled during the course of their duties may be given all those compensation, which were available to them in the Defined Benefit Pension System, i.e., Old Pension Scheme.
- ii) The required notification will be issued by DOP&PW after the Finance Ministry has examined the issue.
- iii) Ministry of Home Affairs may propose a separate regulation for pension of CAPF personnel considering their service and contribution to internal security.

The recommendations at (i) and (ii) have been implemented vide DOP&PW OM No. 38/41/06/P&PW (A) dated 05/05/2009 to roll back the old pension scheme benefits on provisional basis till finalization of NPS regulation."

However, replying to demands from CAPFs for extending additional benefit/facility similar to these of Ex-Defence Personnel, the Ministry in a written note stated as under:-

"Yes, such representations were received from time to time. On 23rd 2012, Government had conveyed to declare the retired Central Armed Police Forces (CAPFs) personnel as "Ex-CAPF" personnel. The status "Ex-CAPF" is quite distinct from "Ex-Serviceman" of defence forces. No additional benefits will be derived from the Central Government due to this change of designation for their next of kin (NoK) or dependents of retired CAPFs personnel. Based on such designation of "Ex-CAPF" personnel, individual State Governments may however choose to award the benefits as they deem fit to such "Ex-CAPF" personnel.

The service conditions of CAPFs and Defence Forces are governed by different set of rules. The 7th Central Pay Commission (CPC) has not recommended grant of Paramilitary Service Pay to the CAPFs. However, the 7th CPC has recommended a common regime of Risk and Hardship Allowance for Army and CAPFs which is under consideration of the Committee on Allowances."

4.17 Stress Management

Details of CAPFs personnel killed in Action/Suicide and their Ratio is as under:-

Force	Killed in Action	Suicide	Ratio
CRPF(since 2012)	175	189	1:1.08
BSF(since 2001)	491	529	1:1.07
ITBP(since 2006)	16	62	1:4
SSB(since 2013)	4	32	1:8
CISF(since 2013)	1	63	1:63
AR(since 2014)	33	27	1.22:1

To improve the physical and mental health and for stress management of the CAPF personnel especially those deployed on international border / counter insurgency operations etc., the Following steps have been taken to improve the physical and mental health and for stress management of the CAPF personnel especially those deployed on International border/counter insurgency operations etc:

- (i) Transparent policies pertaining to transfer and leave of CAPFs and AR personnel. The hospitalization period due to injuries while on duty is treated as on duty. Choice posting is considered to the extent possible after the personnel served in hard area.
- (ii) Regular interaction of officers with troops to find out and address their grievances.
- (iii) Ensuring adequate rest and relief by regulating the duty hours.
- (iv) Improving living conditions for troops, providing adequate recreational/entertainment, sports, communication facilities etc. Crèche facility is also provided at various establishments (where feasible) to facilitate the female employees.
- (v) Facility of retention of government accommodation at the place of last posting (for keeping the family) while posted in NE State, J&K and LWE affected areas (except State Capitals).
- (vi) Providing better medical facilities, also organizing talks with specialists to address their personal and psychological concerns and organizing Meditation & Yoga routinely for better stress management.
- (vii) Adequately compensating the troops deployed in difficult areas.
- (viii) Other welfare measures like facility of Central Police Canteen (CPC), scholarship for wards etc. Also air courier service has been provided to CAPF personnel deployed in NE States and J&K as welfare measure.
- (ix) Designating retired CAPF personnel as ex-CAPF personnel for better identity and community recognition.
- (x) Promotions are released regularly to eligible personnel as & when the vacancies arise. Financial benefits under Modified Assured Career Progression (MACP) are given in case promotions do not take place for want of vacancies at 10, 20 & 30 years of service.
- (xi) Yoga is being adopted as main stream in basic training and in-service training in a large scale.

In response to the serious apprehension of the Committee about large number of Central Armed Police Forces personnel have reportedly committed suicide in the recent past and have taken Voluntary Retirement, the Ministry stated as under :-

"During last six years, approximately 700 personnel of CAPFs have committed suicide and the rate of voluntary retirement is approximately 9000 personnel per year. After each and every incident, a Court of Inquiry (COI) is established to find out the circumstances for each incident. Suggestions/recommendations made by COI are implemented and included in the training to avoid/minimize such casualties of the Force personnel."

Apprehending adverse impact of work overload, non-availability of leave etc. to CAPFs personnel, the Home Secretary stated before the Committee as under:

"State Police Forces do not have adequate strength. For example, approximately 800 companies of CAPFs were deployed for two months in the recently concluded elections in West Bengal, Assam, Tamil Nadu and Kerala which certainly caused adverse impact on the border and anti-insurgency operations. It has more adverse impact at the force level. As you said, I think the forces under the Ministry of Home Affairs are heavily overloaded with the work. I think, they are not able to get leave. The forces like CRPF, even BSF and ITBP are instructed to move from Assam to Kerala and Kerala to Kashmir which causes their regular movement. Thus they could not stay at one location and they do not have any headquarters at a fixed location. Perhaps, this disturbance is also a contributing factor in the incidents of suicides. The issue is related to the system. to what extent can Central forces substitute for State forces and why is it that for what was routinely done in the past by State forces such as in elections it is now routinely done only under the supervision of the Central Armed Police Forces? Why is the State Police unable to handle its own elections?"

The Home Secretary further submitted:

"We have discussed the matter of suicides which you mentioned internally within the Ministry of Home Affairs. As per our feedback it is mainly due to lack of stability, loneliness and domestic strife. People stay away from their homes for 10-11 months which obviously leads to marital discord and there will be suspicions and counter-suspicions and allegations. That also leads to suicide. We try to look after them when they are on duty. We try to give them proper barracks and we also try to give them proper messing to the extent possible. They are also given special mess allowance. We will conduct a special review in this regard if you want us to do it. While they are on duty we try to look after them. The facilities may not be ideal or of the same level as some of the western countries but our arrangements are not inadequate or insufficient."

4.18 Representation of Women

The current status of representation of Women in CAPFs as on 01.04.2016 was as under:

REPRESENTATION OF WOMEN AS ON 01.04.2016			
Force	Total Strength	Strength of Women	Percentage
CRPF	2,94,008	6,401	2.17
CISF	1,29,863	6,544	5.03
BSF	2,50,826	4,179	1.66
ITBP	82,259	1,663	2.02
SSB	76,567	1,218	1.59
ARs	65,302	586	0.89

Total	8,98,825	20,591	2.29
-------	----------	--------	------

On the issue of increasing the percentage of women in CAPFs, Ministry in their note furnished to Committee stated that:

"In 2011 MHA had issued advisory to CAPFs to increase the percentage of women in Forces to 5%. Considering the increased demand of women police in tackling law & order situation and also to raise the level of representation of women matter has been further considered in this Ministry. Direction have been issued on 05.01.2016 to reserve 33% posts at constable level for being filled up by women in CRPF & CISF to begin with and 14-15% posts at Constable level in border guarding forces i.e. BSF, SSB & ITBP. This reservation would be horizontal."

4.18 Steps taken to encourage women to join CAPF and to improve the facilities for women personnel in CAPFs

1. All female candidates have been exempted from payment of application fee.
2. There are relaxations in Physical Standard Test (PST) and Physical Efficiency Test (PET) for all female candidates for recruitment in CAPFs in comparison to Male candidates.
3. Crèches and Day Care Centres have been provided by the CAPFs to women employees. A new head of Account for crèche facilities in CAPFs under Grant No. 54- Police for the year 2011-12 has also been opened in CAPFs, vide MHA letter No. 9/8/2011-Bdt-I dated 20.01.2012.
4. Separate accommodation for women personnel with basic amenities, including separate toilets, has been provided.

5. Vehicles fitted with mobile toilets for women personnel during movement from one place to another and during picketing duties.
6. Facilities already available under the Central Government like Maternity Leave, Child Care Leave, are also applicable to CAPFs women personnel.
7. Medical facilities with special care to the pregnant women. Lady Doctors are available to provide medical coverage.
8. One female member is detailed as member of the board for making recruitment of women personnel.
9. Committees have been constituted at all levels to check sexual harassment and to expeditiously deal with the complaints of women personnel. All CAPFs have included the Non-Government Organizations (NGOs) in the complaint committees to enquire into complaints of sexual harassment.
10. Women personnel are given equal opportunity in their career progression i.e. promotion/seniority as per the RRs at par with male counter parts.

MHA issued advisory to CAPFs on 31.05.2011 to increase the percentage of women in the forces to 5%. This was based on the 6th Report (Recommendation No.84) of the Committee on Empowerment of women (2010-11) to provide due representation to women in paramilitary forces.

On the direction of the Govt. to CAPFs to bring the percentage of women to 5% within the next three years following views were expressed by the CAPFs:-

(a) ITBP:

- (i) ITBP is border guarding Force entrusted with responsibility of keeping vigil over the entire length of the Indo-China border which is at high altitude, rugged and mountainous terrain and arduous climate conditions.
- (ii) Roughly 64% of the Border out Posts are still not connected by road facility.

- (iii) Fixing a percentage for Border Guarding Forces for recruitment of women in GD cadre would pose a number of problems regarding their deployment, accommodation and other facilities in far flung, cut off, isolated border areas.

ITBP apprehends that even if provisions are made to recruit women, it may be very difficult for them to find willing women for the GD and bring the percentage of women to 5%.

(b) Assam Rifles:

Presently, Assam Rifles does not have women in the Force. Assam Rifles is facing following difficulties for induction and deployment of women:

- (i) Inhospitable & harsh working conditions due to deployment of the battalions in the remote and inaccessible areas of North East.
- (ii) Requirement of better medical facilities closer to place of duties which at present are not available.
- (iii) Unique nature of the deployment of the Force being under operational control of the Army.

- (iv) Need for provisioning of separate accommodation and facilities of suitable living conditions for women.

However, Assam Rifles propose to recruit women in the General duty stream up to 5% of the Force strength. Presently, Assam Rifles having women in some trades as Para-Medical Staff, Teachers and Ministerial Staff. They will be employed as Company Sub Units. A total of 27 Coys would be raised in 46 AR Battalions @ 90 personnel per Coy. The total strength of women would be 2430. However, they propose to recruit 2400 Mahila personnel in three phases as per detail given below:-

- (i) 1st Phase (2013-15) = 1440

- (ii) 2nd Phase (2016-17) = 810
- (iii) 3rd Phase (2017-18) = 150

(c) Border Security Force:

BSF is of a view that it is necessary to consider that there are 62 Battalions of BSF deployed in extreme hard and hard areas (mainly on LoC and ANO) in extremely harsh terrain conditions. It is not desirable to induct women for these Battalions. However, there are 111 Battalions deployed in normal areas, mainly on the border, where the services of women can prove useful. With this intent, 768 women were initially recruited to perform various general duties, such as Gate Management on the border. Now, under the above premise, the requirement of total number of women to be recruited in the BSF is 5000 approximately. This would be 3.72% of 111 Battalions where women employees are required and 2.38% of total sanctioned Battalions (173 Bns).

Even though no separate study has been conducted, considering the increased demand of women police in tackling law & order situation and also to raise the level of representation of women matter has been further considered in this Ministry. Direction have been issued on 05.01.2016 to reserve 33% posts at constable level for being filled up by women in CRPF & CISF to begin with and 14-15% posts at Constable level in border guarding forces i.e. BSF, SSB & ITBP. This reservation would be horizontal.

4.19 Housing Scheme

There is already a separate Scheme, viz. 'Residential Building' (Plan) for construction of residential quarters of CAPFs. The construction is executed through CPWD and other Public Sector under Takings/Public Works Organizations.

There are schemes of Office Buildings and Residential Buildings through which operational and residential infrastructure are created for the CAPFs. The budgetary allocation and utilization of these schemes are as under:

(₹ in crore)

Object Head	2013-14		2014-15		2015-16	
	RE	Exp.	RE	Exp.	RE	Exp.
Office Building	1544.16	1588.93	1268.12	1316.98	2068.12	1925.68
Residential Building	592.43	577.90	624.92	623.55	862.78	813.35

There is lack of Office Building infrastructure like Barracks for Jawans and other security infrastructure like Quarter Guard, Morcha, Magazine Guard, MT Block, Store Building etc. and also scarcity of land for Border Out Posts.

Physical targets fixed and achievement for housing and barracks during 2014-15 and 2015-16 is as given below:

Object Head	2014-15		2015-16	
	Physical Target	Achievement	Physical Target	Achievement*
Houses	4109	3531	4240	663
Barracks	42	92	83	32

*As on 30.09.2015

4.20 The shortfall in achieving the physical target was due to the following reasons

Due to paucity of funds, newly sanctioned work could not be awarded for construction.

Due to curtailment of funds, CAPFs were constrained to withdraw funds already released to executing agency, causing lot of ongoing works being stopped by executive agency.

Delay in executing the work by CPWD/PWOs. Majority of the works of the CAPFs are executed through CPWD. There has been considerable delay on the part of the CPWD in executing the projects in time.

Delay by CPWD has caused time and cost overrun of the project.

Expressing serious concern about the huge shortfall with regard to targets and availability of houses for CAPF and the concrete steps being taken to address this shortfall, The Ministry submitted as under:-

"To improve the efficiency of the Forces with increasing housing satisfaction level, in 2013, Govt. had approved construction of 21655 houses and 49 barracks. So far construction of 5514 houses has been completed and 10930 houses are under construction. The remaining works are at different stages of tendering process."

In addition, in Nov 2015, Govt. approved another proposal for construction of 13072 houses and 113 barracks for CRPF, CISF and ITBP personnel at 68 sites at a total estimated cost of ₹3090.98 crore. Order conveying the approval of Government issued by MHA on 10.11.2015.

The Committee highlighted that against the authorization of 2,63,605 only 98,688 houses are available and not even 50% of the targeted houses fixed for 12th Plan have been constructed till August, 2013. The Ministry, while replying to this apprehension of the Committee submitted as under:-

"During the 12th Five Year Plan, as against target of 24206 houses, 11884 have been constructed till 31.03.2016.

In Nov 2015, Govt. approved a proposal for construction of 13072 houses and 113 barracks for CRPF, CISF and ITBP personnel at 68 sites at a total estimated cost of ₹3090.98 crore. Order conveying the approval of Government issued by MHA on 10.11.2015.

Following efforts/initiatives/measures have been taken to ensure completion of the project in time bound manner: -

Steps have been taken to diversify/decentralize the works among various other executing agencies rather than depending on CPWD to avoid delay in implementation of sanctioned work.

Delegated power have been enhanced from Rs.5.00 crore to Rs.10.00 crore each case for sanction of Major Capital works.

Delegated power for works to be executed departmentally has been enhanced from Rs.60.00 lakh to Rs.1.00 crore in each case.

Decentralization of execution:

Earlier works were being executed mostly through CPWD and some through NBCC.

MHA has issued order on 16.07.15 that DsG can execute works through any Central/State PSU/PWOs following General Financial Rules and CVC guidelines.

CPWD has been requested to update the status on their web-site "Project Monitoring System" (PMS) with the current progress so that the status of works could be obtained from the web-site.

Regular review meetings are being held in MHA at senior level to monitor the progress of the works assigned to CPWD, where the representatives of the CPWD remain present.

The Ministry further submitted:-

"A Committee under the chairmanship of DG CISF with members from CAPFs was constituted to look into all housing and HRA related matters and the feasibility of linking schemes of construction of private housing of the personnel with the Smart City Scheme. The Committee has submitted its recommendations, which are under examination."

Responding to the concern of the Committee that physical target of houses and barracks fixed for the year 2015-16 were short of target fixed, the Ministry stated as under:-

"Against a target of construction of 4240 houses in 2015-16, 2505 have been constructed and against the target of 83 barracks, 88 (including 5 carry over works) have been constructed.

Following efforts/initiatives/measures have been taken to ensure completion of the project in time bound manner:

Steps have been taken to diversify/decentralize the works among various other executing agencies rather than depending on CPWD to avoid delay in implementation of sanctioned work.

Delegated power have been enhanced from ₹5.00 crore to ₹10.00 crore each case for sanction of Major Capital works.

Delegated power for works to be executed departmentally has been enhanced from ₹60.00 lakh to ₹1.00 crore in each case.

Decentralization of execution :

Earlier works were being executed mostly through CPWD and some through NBCC.

MHA has issued order on 16.07.15 that DsG can execute works through any Central/State PSU/PWOs following General Financial Rules and CVC guidelines.

CPWD has been requested to update the status on their web-site with the current progress so that the status of works could be obtained from the web-site.

Regular review meetings are being held in MHA at senior level to monitor the progress of the works assigned to CPWD, where the representatives of the CPWD remain present.

CAPFs have been advised to hold meeting with CPWD at least once in a month.

CAPFs have been directed that instructions may be issued to the field officers to regularly review the progress of works

Over the poor performance of housing, the Home Secretary submitted before the Committee as under:

"Housing satisfaction is poor. Around 34000 to 35000 houses are under construction at various stages and even after that housing satisfaction will, I think, remain less than 50 per cent. So, housing satisfaction is poor. We have calculated that we need to spend Rs twenty thousand crores at current prices if we want to achieve cent percent housing satisfaction. It includes two things. One is funding and another is implementation because it is not possible to acquire land instantly. As per the process prescribed in the new Act, it would take atleast 4 to 5 years to acquire that land you have identified for the purpose. Even after that it is quite possible the matter might be dragged to court because of social impact study etc. I think we cannot acquire any land for 10-15 or 20 years. We can only do so by paying 8-10 times of the market price.

4.21 Quality Food

Responding to the serious concern of the Committee regarding serving of poor quality of food being served in CAPFs particularly with reference to a news through social media in the recent past, the Home Secretary apprised the Committee of the matter as under:

"Sir, there are two things regarding the video that has been posted and wherein complaint has been made about the quality of food served in BSF. On one hand, some of our officers were found to be negligent in our preliminary enquiry. Action has been taken against some persons. The process of taking action against erring persons is still going on. DG, BSF would give details in this regard. But the ration provided to BSF is sufficient.

Sir, generally I have been assured in this regard and I would request the Hon'ble Members of the Committee too to visit any post of BSF in their area without prior information and they would find the food served there to be healthy and tasty. I would request you to partake it. I also intend to make a visit without prior notice. Although it is a little bit difficult to go there without prior notice but I would try so that I can see that the food served in BSF and other forces is upto standard or not."

4.22 Medical Facilities to CAPFs

Apart from the facility of retention of accommodation in the last place of posting, as available to Central Government employees, on posting to North East Region and J&K, Government on 14.07.2010, has conveyed sanction for extension of the facility of retention of Government accommodation at the last place of posting for CAPFs personnel deployed/posted in LWE affected areas/districts (except State capitals).

In addition to the medical facilities available to Central Government employees, there are 39 composite hospitals for providing specialty services to the CAPFs

personnel and their family members. These composite hospitals are common to all the CAPFs. Govt. has allowed appointment of doctors on contractual basis to meet the demand of the CAPFs. Apart from above, as and where required, CAPFs personnel and their families can also take treatment from recognized private hospitals, if such specialized services are not available in CAPFs hospitals.

CPWD has been entrusted to execute the newly sanctioned Central Armed Police Force Institute of Medical Sciences (CAPFIMS). Once fully commissioned, the project will be beneficial to approximately 9 lakh CAPF personnel, including retired personnel, and their families for tertiary health care facilities. This will also create in-house production of medical professionals, nurses and paramedics to fill up large number of vacancies in CAPFs, as professionals passed out of CAPFIMS will be bonded for 10 years service in CAPFs.

In addition, the scheme of **Central Armed Police Force Institute of Medical Science** (CAPFIMS) has an outlay of Rs.1300 crore with an objective to provide better medical facilities to CAPFs personnel through construction of Super Specialty Hospital.

4.23 Logistic Support to CAPF personnel on VIP Duty

There is no formal agreement between the Union Government(s) and the State Governments for making arrangements to provide basic amenities to the CAPFs attached with VIP Security.

MHA, while deploying the CAPFs for protection duties, writes to the concerned State Government to provide necessary logistic support to the CAPFs. The problem, if any, faced by the CAPFs is sorted out in consultation with the State Government concerned.

To a specific query of the Committee why no logistic support like accommodation, vehicles, food etc are provided to CAPF personnel deputed on VIP duty during their movements, the Ministry of Home Affairs submitted as under:-

"State Govts are at times reluctant in providing required logistic back up i.e. accommodation, vehicles, etc. to the VIP Security components. However, the Ministry has issued instructions to all State Governments/UT's administrations vide letter No. VI.23014/42/2013-VS dated 23.09.2015 to provide necessary co-operation to the CAPFs deployed for VIP security duties in order to ensure fool-proof security cover to the protected persons."

Clarifying further on the matter, Home Secretary stated as under:

"Sir, there is no formal MoU with the states. But it is surprising when someone is provided central security, it is done as per central list too and state governments are properly informed then we are actually doing something which normally the state government should do because internal security i.e. law and order, etc is their responsibility. But we are doing that job so it is expected from them to at least provide accommodation to our men."

4.24 Coastal Security

The Committee have been apprised that Coastal areas of the country are safeguarded by the police forces of the respective coastal States/UTs, which have jurisdiction of up to 12 Nautical Miles (NMs) from the coast and by the Indian Coast Guard (ICG) and the Indian Navy (IN), who have jurisdictions over the entire maritime zone, up to 200 NMs, including the 12 NMs of territorial waters. Thus, there is 3-tier security for the coastal States of the country. MHA is implementing a comprehensive and integrated Coastal Security Scheme (CSS) to strengthen security infrastructure of police of coastal States/UTs. Presently, Phase-II of CSS is under implementation since 01.04.2011. Under Phase-II of CSS, coastal States/UTs have been sanctioned 131 Coastal Police Stations (CPSs), 60 jetties, 242 four-wheelers and 131 two-wheelers. Out of these, 110 CPSs and 23 jetties have been operationalized while 127 two-wheelers and 234 four-wheelers have been purchased. MHA is in process of procurement of 225 boats centrally. Phase-II of CSS shall be completed by 31.03.2020.

4.25 Details of mechanisms developed to deal with the coastal security

The Ministry furnished the following details in this regard:

(i) In a meeting (Nov. 29, 2008) taken by the Prime Minister, the task of guarding the coastline was entrusted to Coast Guard with immediate effect with the backup support of Indian Navy and logistical assistance by Ministry of Shipping. Subsequently, the Cabinet Committee on Security (CCS) approved (Feb. 16, 2009) proposals relating to Navy and Coast Guard by which Indian Navy has been designated as the authority responsible for overall maritime security which includes coastal security and offshore security. The Indian Navy is assisted by Coast Guard, State Marine Police and other Central and State agencies. The Indian Coast Guard has been additionally designated as the authority responsible for coastal security in territorial waters including areas to be patrolled by Coastal Police. Indian Navy, Coast Guard and Coastal Police in coordination with each other, as envisaged in the above decision, are taking all round efforts to ensure India's maritime/coastal security.

(ii) Following the recommendations of Group of Ministers formed after Kargil War (1999), the Govt. of India started Coastal Security Scheme (CSS), sponsored by MHA. CSS is envisaged to strengthen coastal security infrastructure for Police along the Coastal States/UTs. This involves opening of Coastal Police Stations, supplying of boats for patrolling, supply of special vessels for patrolling in waters of Andaman and Nicobar, supply of four wheelers, two wheelers etc. for movement along coast etc. Under CSS Phase-I, 73 Coastal Police Stations (CPSs), 97 Check Posts (CPs), 58 Out Posts (OPs) have been opened. MHA supplied 204 boats to various states/UTs for patrolling. Under CSS Phase-II, 109 (out of 131) CPSs (including upgradation of existing 20 PSs in A&N) have been opened. Supply of 180 more boats (12-tonne), 35 RIBs (Rigid Inflatable Boats for Lakshadweep-12 and A&N Islands-23), 10 large vessels for A&N Islands and construction of 60 jetties are envisaged among other items for creation of infrastructure under this phase.

(iii) "National Committee on Strengthening Maritime and Coastal Security against threats from the Sea (NCSMCS)" has been created (August 2009) to review the progress of implementation of all the decisions taken by various Ministries/Departments to strengthen coastal security under the Chairmanship of Cabinet Secretary. Following are the prominent decisions taken and implemented under the supervision of NCSMCS:-

(a) Joint Operation Centres (JOCs) have been opened at Mumbai, Vishakhapatnam, Kochi and Port Blair under existing Naval C-in-C as C-in-C for sharing intelligence among various agencies and acting on actionable intelligence at sea. These JOCs are jointly manned and operated by Navy and Coast Guard with inputs from the concerned Central and State agencies.

(b) Indian Coast Guard (ICG) has opened 9 additional Coast Guard stations at Karwar (Karnataka), Ratnagiri (Maharashtra), Vadinar (Gujarat), Minicoy (Lakshadweep), Hutbay (A&N Islands), Androth (Lakshadweep), Karaikal (Puducherry), Gopalpur (Odisha) and Nizamapatnam (Andhra Pradesh).

(c) Automatic Identification System (AIS) has been installed at 74 locations on light houses along the coast of mainland. AIS systems in Lakshadweep (6) and Andaman & Nicobar (7) would be installed in phase-II. It may be mentioned that there are 183 lighthouses along the coast to assist navigation and on some of the light houses the Indian Coast Guard has established their radars because these light houses have the height required for installation of radars.

(d) The scope of intelligence sharing mechanism through MAC/SMAC has been strengthened and spread among all security agencies. The intelligence sharing is online.

(e) The process to issue biometric ID cards to fishermen by Deptt. of Fisheries and National Resident Cards by RGI to coastal population has

started. It would help security agencies in checking/identifying fishermen at sea and would decrease chances of terrorists trying to enter through coast under the garb of fishermen.

(f) Sensitization programmes for the fishermen and coastal villagers are being organized by ICG, Coastal Police and Fisheries Dept to create awareness among fishermen community.

(g) 'Sagar Kavach' coastal security exercises are organized by ICG by involving all the stakeholders and security agencies operating along the Coast in all the states. In these exercises all the agencies operating at sea including the security agencies guarding vital installations participate.

(h) The boats are being registered under new uniform system of registration, which started since issuance (June 2009) of two notifications by Min. of Shipping under Merchant Shipping Act, 1958.

(iv) Besides, a Steering Committee under the Chairmanship of the Secretary/BM,MHA also reviews and closely monitors implementation of various decisions taken to strengthen coastal security infrastructure.

4.26 National Marine Police Training Institute (MPTI)

The Government of India has approved the setting up of National Marine Police Training Institute (MPTI) to be located at Pindara Village, District: Devbhoomi Dwarka, in the State of Gujarat, in view of its overwhelming advantages. Department of Border Management, the Ministry of Home Affairs is taking necessary steps for establishing the Institute.

4.27 Creation of Central Marine Police Force (CMPF)

The Ministry in the written note submitted that during the then Union Home Minister meeting with Home Ministers, Chief Secretaries & DGPs of Coastal States / UTs to review Coastal Security in Mumbai on 16.06.2016, the issue of creation of a

Central Marine Police force (CMPF) for Coastal Security was raised by the participants to which The Home Minister assured that the suggestion to create the CMPF were actively considered. CMPF were have a specific jurisdiction with separate set up and this Force should have modern equipment and technology.

The Ministry further stated that Police-II Division, MHA is in process of creating a new CAPF by converting the existing 05 Battalions of CAPFs (01 each from BSF, ITBP, SSB, CISF and CRPF) and raising 05 new Battalions. The 54 Annual Report 2016-17 proposed Marine Battalions will have strength of 1240 personnel per each Battalion.

PART II

OBSERVATIONS/ RECOMENDATIONS

Internal Security and Mandate - over dependence of States on Central Security Forces

1. The Committee note that challenges to internal security in the Country are mainly due to terrorism in the hinterland of the Country, cross border terrorism in Jammu and Kashmir, insurgency in the North East and Left wing extremism (LWE) in certain States.

There are five Central Armed Police Forces (CAPFs) namely Border Security Force (BSF), Central Industrial Security Force (CISF), Central Reserve Police Force (CRPF), Indo-Tibetan Border Police (ITBP), Sashatra Seema Bal (SSB) and one Central Para-Military Force namely Assam Rifles (AR) under the Ministry of Home Affairs. Out of these Assam Rifles, BSF, ITBP and SSB are the 'Border Guarding Forces' while CRPF is deployed to assist the civil administration under the State Governments/UT administrations in matters relating to maintenance of public order, internal security and counter insurgency. The Rapid Action Force (RAF) and Commando Battalion for Resolute Action (COBRA) are specialized wings of CRPF to deal

with the riots and left wing extremism/insurgency. CISF provides security and protection to vital installations of national/strategic importance including Public Sector Undertakings (PSUs), airports, atomic power plants, space organizations, industrial units, important national museums, Government buildings in Delhi and other important sensitive organizations.

The issue regarding consistent increase in deployment of CAPFs in States has been brought into the knowledge of the Committee during the course of deliberations. As per the data made available, the number of deployment of CAPFs battalions has increased from 91 in 2012-13 to 119 in 2016-17. The Committee are concerned to note heavy dependence of States on Central Security Forces even for day to day law and order issues, more so when CAPFs are sometimes detained even after the task is over and are deployed continuously in some of the States for holding elections, which indicates a gradual trend of substitution of State Police Force with Central Armed Police Force. What is disturbing more is the situation whereby over deployment is likely to affect the anti insurgency and border guarding operations, besides curtailing the training needs of these forces. Not only that continuous deployment

leaves little time for recuperation/rest thereby creating stress among the CAPFs personnel.

While noting that, as per Constitutional provisions, law and order is the State subject, the Committee are of the view that the tendency of States looking towards Centre even for day to day law and order issues need to be reversed. The States must develop their own systems and upgrade as well as augment their own police forces by providing adequate training and equipping them with state of the art weapons/machines, to enable them to effectively deal with the militancy and insurgency besides handling the day to day law and order problems of their States. Nevertheless, the Union Government although cannot be absolved from their responsibility of ensuring safety/security of the citizens and properties of the Country and therefore, should supplement the efforts of the State Governments besides providing financial assistance and other help needed by States for capacity building of their forces. The request for deployment of CAPFs by the State Governments at the same time should come in unforeseen and emergent security situations not manageable by the respective State Government, so that CAPFs

supplement the efforts of the State Governments and not act as their substitute in the true spirit of federalism.

While the issues related to training, modernization and capacity building of these forces have been dealt with in detail in the later part of the report, here the Committee would like State Governments/MHA to explore the concept of deputation of State Police Force Personnel in good numbers to specific CAPF for a period of three years or so where they would be trained and deployed. Once deputation is over, they may return back to their parent State cadres and can be useful in handling situations that may arise in their States. The Committee feel that such a measure would take off some pressure from CAPF and would also strengthen the State Police in the long run.

Constitutional Provisions

2. As per Constitutional provisions 'Policing' and 'Public Order' fall under the State List, whereas the Union Government is mandated to protect the State against external aggression and internal disturbance under Article 355 of the Constitution. As stated above, States are now-a-days heavily dependent on Central Armed Police Forces (CAPF) for maintaining Law and Order and sending frequent

requisition to the Union Government for deployment of CAPFs even for day to day law and order issues.

The Committee note that even though under Article 355 of the Constitution, Union Government has been mandated to protect every State against external aggression and internal disturbance, however there is no specific entry in this regard in the Union List. As a result, the issue of internal security is being interpreted differently by Centre and State Governments. While Centre consider that maintenance of law and order including internal Security is primarily the duty of State Government and the Union is mandated to supplement the efforts of States and assist in controlling the situation in internal disturbance and external aggression, States feel that it is the duty of Centre to protect them in the event of internal disturbance as well, as stipulated under Article 355. The Committee are of the view that due to lack of clarity State Governments themselves are not doing enough to contain internal disturbances in the States and they are heavily dependent on Central Government by frequently asking for deployment of Central Armed Police Forces.

The Committee, therefore, are of the view that there is a need for clarity about the mandate of the Union and State Governments,

indicating the kind of situation and state of affairs under which the Union Government would spare CAPFs to help the States. In this regard, at the first instance the consultations with the States should be undertaken to arrive at a broad consensus.

Security threats from various fronts- Perspective & Challenges

3. The Committee note that presence of Left Wing Extremists in naxal affected States like Chhattisgarh, Odissa, West Bengal, Madhya Pradesh, Andhra Pradesh, Bihar, Jharkhand and Telangana, militancy in North Eastern States and terrorism sponsored from across the border by terrorist outfits like Lashker-e-Toiba (Let), Jaish-e-Mohamad, (JeM), Hizbul-Mujahideen (HM), Indian Mujahideen (IM) etc. ISIS/ISIL phenomenon and the youth joining ISIS are posing great threats and putting tough challenges before the Security forces requiring them to walk extra miles to diffuse their nasty designs.

The Government has taken a series of measures to deal with the menace of terrorism which include augmenting the strength of CAPFs, strengthening of Multi Agency Centre, establishment of NSG hubs, strengthening the coastal security, constitution of National Investigation Agency, establishment of National Intelligence Grid, raising the issue of Pakistan support to various terror outfits in many

fora. Though the number of terrorist incidents and infiltration attempts in J&K decreased to some extent during 2015, the Committee are concerned to note drastic increase in terrorists violence incidents and infiltration attempts in the State of J&K, which increased to 322 and 364 respectively during the year 2016 as compared to 208 and 121 respectively in the year 2015.

With regard to Left Wing Extremism, though there has been decline in violence in LWE affected areas due to greater presence of security forces and better monitoring of developmental schemes in affected areas, it is disturbing to note that LWE militants are targeting new States and trying to carve out the base on the junction of Karnataka, Kerala and Tamil Nadu. In respect of security situation in North Eastern States, the Committee are relieved to note that the situation improved substantially in 2016 and the year witnessed lowest number of insurgency incidents since 1997.

As per the inputs provided by the Ministry of Home Affairs the overall internal security situation in the Country is firmly under control due to the systematic and unrelenting efforts of the Central and State Governments. While appreciating the contribution of CAPFs in handling security challenges, the Committee would like to

emphasize for further intensifying the efforts in this regard. Not only that given the access to modern arms and ammunitions involving complex technology with the terrorists and militants, the situation has to be brought under control in close coordination with all stakeholders with matching technology and equipment. The Committee are of the firm view that there is an imperative need to improve the intelligence gathering mechanism, which should be strengthened and modernized within the shortest possible timeframe. Intelligence Bureau and allied agencies involved in intelligence gathering should be given autonomy in recruitment of its personnel so that the persons with right aptitude are recruited and deployed besides having an effective system for training of these officials in their specific domain. The Committee, therefore, strongly recommend to take urgent and immediate steps so as develop an efficient and effective intelligence gathering mechanism with complete synchronization between intelligence gathering agencies and operational forces with zero-tolerance in delay of sharing information and executing the operation by the concerned stakeholders. Besides a strategy need to be evolved to involve State Police, Intelligence Agencies both Central and States, Central Armed Police forces and

their internal intelligence units and if need be Defence Forces to form an institutionalized mechanism to face the threats in an integrated approach/ strategy.

4. On the issue of new States coming in the grip of LWE violence, the Committee find it a disturbing situation and would like the Government to take all desired initiatives on an urgent basis in close coordination and consultations with State Governments, CAPFs, intelligence agencies etc. Further the measures taken by Central Government to supplement efforts of State Governments which inter-alia include security related interventions, development measures, ensuring rights and entitlement of local communities, special projects to improve connectivity of roads and rails, improvement of education and infrastructure, financial inclusion through Post Offices, Banks, distribution of title deeds to Tribals / traditional forest dwellers under the Forest Rights Act, 2006 etc. should be taken up and implemented in right earnest so as to motivate the LWE cadres to shun the violence and join into the mainstream.

5. The Committee have been informed that biggest challenge in LWE area is threat of improvised explosive devise and training is being imparted to the forces to counter IED. During the year 2016,

total 446 personnel have been trained in counter IED programme. The Committee desire that regular training should be provided to security personnels to enable them to face the challenges and threat of Explosive devices. Besides a lot of casualties of security forces in LWE affected areas are taking place due to laying and blast of mines due to non availability of technology to detect the deeply planted mines. The Committee desire that the Government should take up the matter with concerned research organizations, like DRDO to develop advance technology to counter the threats posed by Naxalites and Maoists in the LWE affected area.

6. As per a study conducted by Institute of Defence Studies and Analysis (IDSA) in 2013, to identify sources of funding for LWE groups, the Maoists get their funds by resorting to collection of levy from Government works and schemes, industry and business, social institutions and infrastructure, developmental works etc. Funds are also collected from people in terms of membership fees, supporters/sympathizers and fines from defaulters. To address the issue of flow of funds, an apex level group under the Chairmanship of Additional Secretary (LWE) in MHA has been created. In addition, 07 Groups at State Level one each in LWE affected States of Andhra

Pradesh, Bihar Chhattisgarh, Jharkhand, Maharashtra, Odisha & Telangana have been created to address the issue. The Committee desire that meetings of these groups should be held periodically, situation reviewed and appropriate corrective steps taken to stop the flow of funds to Maoists.

7. The Committee further note that Indo-Myanmar Border which runs along the State of Manipur, Nagaland, Mizoram and Arunachal Pradesh is characterized by hilly, terrain, dense forests and water bodies. Due to historic, cultural and ethnic bonding amongst the locals residing on either side of Indo-Myanmar Border, the region enjoys the free movement regime (FMR) whereby the residents of either side are permitted to move up to 16 Kms on other side of the border. This coupled with lack of poor road connectivity and infrastructure, makes the IMB porous and vulnerable to illegal crossover, insurgents activities, smuggling of contrabands including arms and ammunitions and poses major challenges to security forces.

The Committee have been informed that in order to enhance the operational capability of Border Guarding Force and address the connectivity issues, a border infrastructure project involving

construction of roads, helipads along Indo-Myanmar Border is being planned in MHA. New operating bases are also being planned to be set-up closer to Indo-Myanmar Border. The Committee desire that decision in this regard should be taken expeditiously so that the required infrastructure is created urgently to prevent and obviate the vulnerable activities being perpetrated from across the IMB Border.

Issues related to youth in J&K

The Committee are concerned to note some instances of involvement of children/youth in violence in Jammu & Kashmir. While noting that the aforesaid situation is a dangerous proposition and reflects adversely on the working of intelligence agencies as well security forces for not anticipating the gravity of the situation in the valley, the Committee strongly emphasize to deal with the issue diligently. There is an urgent need to engage with the youth so as to bring them in the mainstream and the children/youth involved in such incidents should be handled with utmost care and are properly counseled by the professionals so that they don't get trapped again and indulge in violent activities.

The Committee note that the Government has introduced some of the schemes to engage the youth and increase their employability which include UDAAN- to enhance skill and employability of Graduates and three-year Engineering Diploma holders, HIMAYAT - to provide options and opportunities to School/College Drop outs for getting jobs or self-employment. The Committee find that such schemes of Centre and States have been launched with right objective, however their impact need to be evaluated by the Union as well as State Governments besides intensifying the efforts being made by the Government. In addition to the above, one way of providing employment is to hire persons on contract by PSUs/Government Agencies particularly in the border areas for which dialogue should take place with PSUs and other organisations.

The Committee further recommend that the well known Universities/institutions be roped in to conduct study on social fabric, cultural milieu of the people residing in disturbed/border areas and preventive steps be taken to contain the social/political unrest being caused by unscrupulous elements.

Central assistance to States

8. The Central Government, besides, sharing intelligence inputs with CAPFs to deal with law & order, terrorism, militancy and insurgency related problems and issuing advisories on specific issues/threats, also assists the State Governments/ Union Territories Administrations by reimbursing security related expenditure in areas (seriously affected by militancy/insurgency/terrorism) in the North Eastern States, Left Wing Extremism affected States and Jammu & Kashmir, under the scheme of reimbursement of security related Expenditure (SRE) of North Eastern States, except Mizoram & Sikkim, SRE scheme for J&K and SRE Schemes for assistance to LWE affected States. From the details of financial assistance given to J&K, North East and LWE States under SRE, it is noted that the amount released to State Governments has been indicated as fully utilized since the funds are given on reimbursement basis.

From the data made available, the Committee find fluctuations in the allocations/expenditure during the last six years. With regard to financial assistance provided to North Eastern Region, the releases during the year 2012-13 were to the tune of Rs.264.90 crore which increased to Rs.290 crore during 2013-14, then there was slight

decrease/increase during the years 2014-15 and 2015-16. During the year 2016-17 (upto 10th February, 2017) the releases were Rs.225.64 crore. In case of SRE schemes for Jammu & Kashmir the expenditure has increased drastically during 2016-17. Under scheme SRE(P) the expenditure has increased from Rs.326.95 crore to Rs.1055.84 crore, the rise in expenditure thus being more than three times. Under the scheme SRE(R&R) the expenditure has increased from Rs.245.34 crore to Rs.377.50 crore. However, in case of the assistance to Left Wing Extremism (LWE) affected States, there is slight decrease in the releases made during 2016-17 as compared to previous year. The releases have decreased to Rs.21000 lakh as compared to Rs.25865 lakh during the previous year. The Committee in this regard would like to be apprised about the reasons for fluctuations in the releases particularly under the SRE(P) for J&K where there is three times rise in the expenditure during 2016-17. The Committee would also like to be apprised about the monitoring/review mechanisms with the Central Government while releasing the allocations to these States.

9. Under the scheme namely Construction / Strengthening of fortified Police Stations to be constructed in 10 LWE affected States at Rs. 2.00 crore per Police Station on 80:20 (Centre Share : State

Share basis), the Committee note that out of 400 Police Stations sanctioned, construction work for 356 Police Stations has been completed. The Committee desire that Central Government should take necessary steps to ensure completion of remaining Police Stations within a stipulated time frame. The Committee also desire that progress of implementation of Road Requirement Plan (RRP Phase-I) being implemented by the Ministry of Road, Transport and Highways for improvement of road connectivity in 34 most LWE affected districts in eight States should be closely monitored to ensure proper road connectivity in the affected districts. MHA should also pursue the matter with Ministry of Rural Development for early implementation of scheme of construction of 342 roads, (totaling 5466.31 kms) and 126 bridges covering 44 districts of 9 LWE affected States and the Committee apprised about the outcome in this regard.

Budgetary allocations for CAPFs – Efficiency and Economy in Expenditure

10. The analysis of the data with regard to financial allocations and expenditure for CAPFs during the last four years as made available to the Committee during the course of examination indicates that on the one hand the Government did not allocate the funds commensurating

with projected / proposed outlay by CAPFs, on the other hand CAPFs could not utilize fully the outlay allocated at the Budgetary Estimates Stage. The allocations each year though were increased consistently, allocations of Rs.36959 crore in 2013-14 reaching to the level of Rs.53079 crore in the year 2016-17, alongwith consistent increase in expenditure from Rs.37666 crore to Rs.48298 crore during the aforesaid period, most of the expenditure was met on salaries. The expenditure on salaries which was 66 per cent of the total allocation during 2012-13 has increased to 74 per cent. The Secretary, during the course of deposition was of the view that salary component should not be more than 60 to 65 per cent and stated the rise in percentage component as not a very desirable situation as more expenditure on salaries leave lesser amount for equipments. While appreciating the concerns of the Secretary, analysis of the data indicates that the outlay allocated under the heads meant for capacity augmentation, financial performance remained very poor for example under the Modernization Plan - II (2012-17). Rs.11009.19 crore was approved outlay by CCS, the allocations during the period 2013-16 remained just Rs.250.92 crore which too could not be fully utilized as the expenditure reported during these years remained Rs.197.62 crore.

The aforesaid scenario clearly indicates that outlay is not the issue, problem lies elsewhere which need to be critically analysed.

The Committee take strong exception to the way the capacity augmentation of CAPFs is being taken as is apparent from the analysis of financial achievement under the Modernization Plan. The Committee would like to emphasize that interest of the security of the nation, is sacrosanct and can never be compromised at any cost. The matter, therefore, should urgently be taken by CAPFs with the concerned Ministries/Departments/ organizations for taking corrective actions. The Committee further note that on the advice of the Ministry of Finance, consultations with the stakeholders are being undertaken for the ongoing scheme in Medium term (up to 2020) and Long Term (up to 2025). The Committee strongly emphasize for completing the assessment process expeditiously. The Committee also desire that budgetary allocation for recruitment of manpower/infrastructure and provision of combatant equipments should be enhanced substantially and planning on long term basis i.e. for 10 years, 20 years, 30 years should be made keeping in view the perceived multi dimensional threat. Besides to meet the challenges of cyber threat by external/internal forces, there is an imperative need to develop a

system to counter the future threats of biological, chemical and mini nuclear weapons capable of causing limited damage.

Modernisation of CAPFs

11. The Committee have been apprised that Modernization of Police Forces is a continuous process and the Ministry of Home Affairs has been making efforts for providing modern Arms & Ammunitions, Machinery & Equipment, Surveillance Equipment, IT Equipment, Specialized vehicles, Hospital Equipment. In this regard the Modernization Plan-II (2012-17) for CAPFs has been approved by the Cabinet Committee on Security at an estimated cost of ₹11009.19 crore. The Plan aims at providing financial support for modernization in the area of Arms & Ammunitions, Clothing & Tentage, Machine & Equipment.

The status of expenditure reported with regard to the Modernization Plan II, as analyzed in the preceding para point out slow and tardy progress which clearly indicates serious problems in the execution of the Plan. Cumbersome and time consuming procurement procedures and fast changes in technology have been cited as the challenges in procurements. While noting the detailed

procedures adopted and formation of sub-Groups under different DGs for probity and public accountability and enhancement in the delegated financial powers of DGs of CAPF with effect from 16 October, 2014, the Committee note that these steps seem not helped much in increasing the pace of procurement as is visible from the low level of expenditure under the Modernization Plan.

The Committee observe that Central Para Military Forces personnel have to work under constant pressure and difficult conditions to fight insurgency, terrorism, guarding borders, maintaining law and order etc. Non-availability of state of the art equipments and facilities like winter clothes etc. to CAPF personnel not only put them at disadvantageous position against the insurgents and terrorists but also compromise the security of the Country. It is, therefore, imperative that they are equipped with latest equipments and other facilities which are available to the best forces of the world.

The Committee have been informed that level of modernization of our forces to effectively equip them to fight the menace of terrorism and insurgency is though fairly well equipped is not very well equipped compared to USA or UK. The Committee also note that some of Para Military Forces are facing problem in respect of supply of equipments

and other infrastructure and are dependent on army and ordnance factories for the supply.

The Committee as such strongly stress to review the tendering and procurement processes which as per the Government's own admission are cumbersome and time consuming. The bottlenecks faced in procurement needs to be identified and the corrective action taken. Besides the Ministry in consultation with Para Military Forces should hold negotiations with the ordnance factories and other manufacturers in Public / Private Sector to ensure uninterrupted supply of equipments and other infrastructure to Central Armed Police Forces. Urgent and immediate steps as suggested should be taken and the Committee apprised accordingly.

Modernization of State Police

12. In the backdrop of exaggerated demand of State Governments, Union Government is expanding Central Armed Police Forces to meet the request/indent of the former. The Committee having examined the reasons why State Governments are frequently seeking assistance of Central Armed Police Forces, find that inadequate infrastructure with State Police in terms of quality motor vehicles,

modern weapons, state-of-the-art communication equipment and quality training as well as robust network of quality intelligence inputs considerably contributed to their heavy dependence on CAPFs.

The Committee find that the Central Government has been supplementing the efforts of the State Governments in modernizing their police forces under the Modernization of Police Forces Scheme. As per mid-term evaluation report of 2006 by BPR&D, the MPF scheme has made a significant impact in improving capacities leading to improved housing facilities, better police buildings, improved work environment, availability of improved and advance weaponry to fight militancy, increased training facilities with latest training gadgets, better networking and computerization of police offices, better operational efficiency etc. Further, as per the impact assessment by Ernst & Young in 2009-10, the scheme has made a considerable impact on the State Police Forces. The Committee also note that utilization percentage of funds by States for the period from 2000-01 to 2014-15 was 94.85%.

The Committee note that consequent to decision of Union Government to increase share of Central resources to States from

32% to 42%, many schemes of Central assistance to States including schemes of modernization of police forces were discontinued. The Committee express their serious displeasure that despite the significant impact of the scheme of modernization & strengthening State Police Forces, the Scheme has been discontinued. In this regard, the Committee find that consequent to Shiv Raj Committee recommendation for reintroduction of scheme, MHA has submitted the proposal to the Ministry of Finance for their approval and presently, the matter is stated to be under consideration of a Committee of Secretaries, which is headed by Cabinet Secretary. While noting the urgency of modernization of State Police and the positive impact these schemes have as has come out during different reviews, the Committee emphasize for early decision in this regard. MHA should accordingly take initiative to find out the status of modernization of CAPFs in various States and pursue the matter with the Committee of Secretaries and immediate steps be taken to introduce and implement the modified scheme of modernization & strengthening State Police Forces.

Cyber Security

13. The Information Technology (IT) Sector has become one of the most significant growth catalysts for the Indian Economy. Today Government business, societies and individuals are embracing digitization at an exponential pace. This rapid penetration of technology connected to the internet in all facets of life is leading to the convergence of the digital and physical world bringing about efficiencies and new opportunities. At the same time, it has created multidimensional and often unpredictable challenges from an internal security perspective. In India, the critical infrastructure is steadily increasing its connectivity and dependency on IT. As such the threat of cyber attacks on critical infrastructure in the Country is also increasing. The Government of India has taken steps to meet the challenges and prevent cyber attacks, safeguard the ICT system which inter-alia include approving a National Cyber Security Policy on 08 May, 2013, formulation of crisis management plan by Department of Electronic & Information Technology for countering cyber terrorism, setting up of Indian Computer emergency response team (CERT-In) etc.

The Committee note that MHA has issued the National Cyber Security Policy to all CAPFs and State Police Forces for implementation with a view to tackle the cyber crime issues, MHA has also approved implementation of a project at a total cost of Rs. 195.83 crore out of the approved Nirbhaya Fund for implementation during the financial years 2017-18, 2018-19 and 2019-20 to achieve the objectives of online cyber crime-reporting, establishment of national cyber forensic laboratory, capacity building, R&D and awareness creation. The Committee while taking note of the emerging challenges with the rapid penetration of IT in various fields particularly from the internal security perspective, strongly emphasize for effective implementation of the project and its progress monitored through structural monitoring mechanism. The outcome of the follow up in this regard should be intimated to the Committee.

Training of CAPFs

14. The Committee note that all CAPFs have set up training institutions to meet their training requirement and imparting other professional skills on specialized topics. The Committee are however constrained to note that excessive deployment of CAPFs because of preference of Central forces by the State Governments, training needs

are not being fully met. The Committee are concerned to note the tendency of the State Governments to retain the forces even after the specified duty is over as reported to the Committee during the course of oral evidence. The Committee find this situation disturbing. The issue of over-dependence of State Governments on CAPFs has been comprehensively dealt with and commented in the previous part of the Report. Here the Committee would like to stress the Government to look into the matter urgently and take the desired steps so as to ensure that the training needs are fully met and no compromise is made in this respect.

15. The Committee have been apprised that under the scheme of upgradation of training infrastructure of Central Police Forces, Rs. 22.60 crore was allocated during 11 Five Year Plan, out of which only Rs. 15.18 crore were utilized. The scheme continued during 12th Five Year Plan and Rs.16.37 crore could only be utilized against the budgetary allocations for Rs.43.07 crore. During the last year of 12th Plan i.e. 2016-17, Rs.17.95 crore have been allocated, which is more than cumulative expenditure of four years i.e. Rs.16.37 crore. The Committee fail to understand how the allocations during the year 2016-17 i.e. for Rs.17.95 crore which are more than 8 times of

expenditure as made during the previous year i.e. 2015-16 i.e. Rs.2.26 crore would have been met. Since the year 2016-17 is already over and 2017-18 is about to complete, the Committee would like to be apprised of the status of expenditure met in these years so far. The aforesaid scenario clearly reflects the unrealistic allocation and the casual approach towards one of the important aspect for capacity building of CAPFs. Since 12th Plan is already over, the Committee would like to be apprised about the overall financial and physical achievements under the scheme. The Committee would also like to recommend that the infrastructure of the State Training Institutes need to be upgraded in term of quality/content of training, staff requirement as per the emerging needs. The Committee in the subsequent para of the report have emphasized to explore all possibilities to attract women in CAPFs by providing better incentives, convenient posting etc. In the context of training, the Committee would like to recommend for adequate infrastructure like hostels/accommodation for women at the Training Institutes. The Committee, therefore, would like the Government to take up the matter regarding upgradation of infrastructure as recommended above with the State Governments and the necessary assistance for

upgradation provided to them by the Union Government. Besides overall review of the infrastructure of training institutes should be undertaken and if need be the scheme continued with greater stress on monitoring and evaluation.

16. The Committee further find that Central Industrial Security Force had not utilized any fund during the 11th Plan period and no funds were allocated to them during 12th Plan. The Committee would like to be apprised about the specific reasons for non-utilisation of outlay by CISF. Besides the infrastructure status of CISF may be reviewed and the Committee apprised, accordingly.

17. The Committee find that with the ever-evolving technology and new emerging security threats due to penetration of IT in every sphere, there is an urgent need to upgrade and update the curriculum and infrastructure in the training institutes. With the modernization of equipments, it is imperative that the persons behind/using the machines/equipments are properly trained. In view of this, the Committee would like the Government/CAPFs to ensure that while purchasing the latest state-of-the-art equipments, training needs are properly taken care of and, if need be, it may be included in the purchase agreement itself. To meet the emerging challenges, the

Committee recommend that the contents of training should be a mix of conventional matters as well as latest technologies like IT, Cyber Security and Cyber Crime. Besides training must be a continuous affair during service of CAPFs so as update the personnel about the latest trends of technology and strategy to face new challenges. Experts from various fields may be hired from out-side and associated in the training programmes, as per the need particularly in the new and emerging areas of technology.

18. The Committee further recommend that each CAPF as per their requirement of operational area, must introduce a basic course of foreign language of the adjoining Country and the vernacular language of the State wherein the personnel of that respective CAPF are to be deployed as per the mandate.

Recruitment in CAPFs

19. As per the information submitted by the Government, 73831 vacancies in all five CAPFs and Assam Rifles are lying vacant against the total sanctioned strength of 9,68,130 as on 31.10.2016. This shows a shortfall of almost 7.6% of the total sanctioned strength. The vacancies are created every year due to attrition i.e. retirement, voluntary retirement, resignation, dismissal etc., raising of new

battalions, non-availability of eligible candidates and promotion to the higher ranks. The Committee have been given to understand that though recruitment is planned in advance, it is taking time as the recruiting agency i.e. SSB is stated to be overstressed. While observing that recruitment for security forces is the most priority area and no compromise can be made at any cost, when the question is about the safety and security of the Country, the Committee strongly recommend to convey their concerns to the recruiting agency i.e. SSB so that the vacancies are filled up within the shortest possible time. Besides the Committee would also like to recommend for strengthening of NCC in schools and colleges, so as to inculcate discipline and motivate/attract the youth for joining the armed forces, which would help in filling the vacancies.

The Committee observe that the lowest Cadre Officers in the rank of Assistant Commandants are recruited through UPSC and these officers cater to the feeder grade for promotion to higher grades like Deputy Commandant, Commandant, DIG, IG and ADG. It is surprising to note that even when these officers are recruited by UPSC through open competition and that too at officer level, the top positions in CAPFs are occupied by IPS officers. It is needless to

mention that IPS officer, inspite of competence and efficiency, cannot have the advantage of expertise the insider i.e. CAPF officer has in respect of specific tasks as per the mandate of the organisation and long relationship that is nurtured through continuous engagement with forces. Above all it has demoralizing effect on the officers of respective CAPF, thereby affecting the effectiveness of the forces. The Committee, therefore, strongly recommend for filling up top positions from the specific cadre of the CAPF.

Promotional Prospects of CAPFs

21. The Committee note that there is an extreme level of frustration among the CAPFs due to acute stagnation in promotions and also lack of cadre review. The promotional aspects in all cadres of each CAPF are not the same while some cadres are getting faster promotion, promotion of few cadres are considerably getting delayed. Observing high level of frustration among BSF, Delhi High Court *vide* their Judgment dated 22.04.2015 directed that cadre review exercise of Group 'A' officers of BSF should be completed within a period of six months. As a result 74 additional posts in Group 'A' were created

by DoPT. The Committee have been informed that cadre review proposals of Group 'B' & 'C' cadres as received from BSF on 13.05.2016 is under examination in MHA. The Committee would like to be apprised of the latest position in this regard. The Committee also desire that cadre review of all the CAPFs should be carried out within a definite timeline. Besides there should be a structured mechanism to have cadre review regularly after a definite period so as to ensure better promotional prospects and boost the morale of Jawans and Officers of CAPFs.

Stress in CAPF Personnel

22. The Committee are concerned to note that a number of CAPFs personnel are committing suicide. What is worrying is the fact that the number of personnel who have committed suicide in each of CAPFs surpasses the number of personnel except Assam Rifles. In ITBP, SSB and CISFs the number of suicide is many times of the number of personnel killed in action.

The Committee find that a number of initiatives are being taken to improve the physical and mental health and for stress management of

the CAPF personnel especially those deployed on international border/counter insurgency operations etc. which include transparent policy pertaining to transfer and leave, a regular interaction of officers with troops, ensuring adequate rest and relief, facility of retention of Government accommodation, adoption of Yoga as main stream in basic training etc. While the stated initiatives are in the right direction, the same seems inadequate while looking at the number of suicide data as stated above. Not only that it has come out during the deliberations that excessive deployment of CAPFs in States leads to a situation whereby the personnel are not getting adequate recuperation/rest time besides curtailing the training, which alongwith increasing the professional competence also provides an opportunity to the personnel to be away from the field duty to stay with the peer group thereby relaxing for a short period thereby relaxing the personnel. Sometimes the approach of supervisory officers, though unintentional also aggravates the stress particularly when leave to visit their families or for other urgent reasons is not sanctioned and provoke the aggrieved soldier to take extreme step to commit suicide. The aforesaid scenario indicates a grave situation which needs urgent and immediate attention. The Committee, therefore, strongly

recommend to take all possible measures including psychological counseling on a permanent basis, by taking the help of professionals. The workshops/programmes on stress management should regularly be undertaken for the officers/personnel. Yoga and meditation can be made part of the daily exercise of CAPFs personnel. In this connection, the Committee may like to refer to ancient Indian literature, whereby the need for giving special attention and taking care the needs of the forces deployed at far away places has been emphasized. The Committee would further like to emphasize for the need of having some sort of accommodation, it may be a base camp, nearby the deployment of the respective force, to enable the personnels to meet their family members which would go a long way in handling stress in forces. All the desired initiatives should be undertaken and the Committee apprised, accordingly.

Women in CAPFs

24. The Committee note that the Ministry of Home Affairs issued an advisory to all CAPFs in 2011 to increase the representation of women in CAPFs upto 5% of the total strength of each CAPF. The Committee note that except CISF none of the CAPF has met the limit prescribed. The average percentage of women in all six CAPF is just

2.29% which is far below then the prescribed strength of women i.e. 5%. The Committee also note that considering the increased demand of women police in tackling law and order situation and also to raise the level of representation of women, directions have been issued to reserve 33% posts at constable level for being filled up by women in CRPF & CISF to begin with and 14-15% at constable level in BSF, SSB & ITBP.

Certain forces viz. ITBP, Assam Rifles and BSF have stated that due to their extreme harsh working conditions they are facing difficulties for induction and deployment of women. The Committee don't agree with the contention of the ITBP, Assam Rifles & BSF and feel that they have not taken enough steps to attract and recruit the women officers.

The Committee desire that the Government should explore all possibilities to attract women in CAPFs by providing better incentives, convenient posting etc.

Housing/Accommodation

25. Houses for CAPFs are constructed under the scheme- Residential building (Plan) through CPWD and other Public Sector

Undertakings/Public Work Organisations. The Committee note that almost same level of expenditure against allocations has been incurred during the last three years i.e. 2013-16, but physical achievements do not commensurate to the expenditure met. They are apprised that only 98,688 houses are available against the authorized 2,63,605 houses, which is approximately 37.42% and far below the satisfactory level of 50%. During the 12th Five Year Plan, as against the target of 24,206 houses, only 11884 houses have been constructed till 31.03.2016 which again shows that the requisite efficiency is missing in the construction area. The Committee were further informed that the basic constraints in housing have been cumbersome process of acquisition of land due to existing legal provisions. The Committee desire that MHA, CAPFs should hold consultations with various State Governments and impress upon them, the imperative need of allocation of land for the purpose of construction of Houses for CAPF personnel.

26. The Committee express their serious concern over the sluggish progress in the construction of houses/accommodation to CAPFs personnel and are convinced that inadequate availability of accommodation facilities to the CAPF personnel further contributes

to their dissatisfaction and stress causing frustration which affects their overall working. The Committee think that already hard deployment conditions alienate the CAPF personnel and non-availability of accommodation, at least for their families to ensure stability of education of their children, may further add to their agony and demoralize them. The Committee, therefore, having underscored the importance of availability of adequate accommodation facilities strongly recommend that the Ministry must evolve a mechanism to expedite the completion of houses already under construction stage. They also recommend that to construct additional houses, the matter should be taken up with the Ministry of Defence to get land from their Cantonments. The Committee may also be apprised of the steps taken in this regard.

Food Quality

27. The Committee note with concern that there was an adverse report in social media in the recent past about the poor quality of food in BSF. During interaction with the representatives of MHA and Para Military Forces, the Committee did not get the satisfactory response with regard to quality, contents/ingredients of food served to Jawans. The Committee are of the considered view that providing good quality

food to CAPFs personnel is not only necessary to keep them healthy and fit but also for boosting their morale. The Committee, therefore, recommend that a mechanism be put in place for testing food items supplied to CAPFs at the source of supply itself, whereby it is tested and certified in respect of nutritional value, hygiene and labeled as 'fit for consumption'. In this connection, CAPFs may take the help of Ordnance Factories/DRDO. Besides packed food may be supplied to forces deployed at hilly and difficult terrains, where it is not possible/difficult to cook the food.

The Committee note that various allowances being paid to CAPF personnel which include rationing allowance, are taxable. The Committee are of the view that the allowances are paid for meeting the functional requirement of these forces and hence should not be taxable. The concerns of the Committee in this regard should be communicated to the concerned Ministry/Department. Besides, the Committee also recommend that CAPFs personnel when deployed on border duty should be provided the facilities like clothes, food, at par with the Defence Services personnel.

Health care facilities

28. The Committee note that in addition to the medical facilities available to Central Government employees, there are 39 composite hospitals for providing specialty services to the CAPFs personnel and their family members. The Committee have been apprised that the Government has allowed appointment of doctors on contractual basis to meet the demand of the CAPFs. The Committee desire that vacancies of doctors in all CAPFs should be filled up in a time bound period so as to ensure that CAPF Personnel are provided best health care facilities.

29. The Committee also note that a scheme of Central Armed Police Force Institute of Medical Sciences (CAPFIMS) with an outlay of Rs. 1300 crore has been sanctioned to provide better medical facilities to CAPFs personnel through construction of super specialty hospital. The work of construction of CAPFIMS has been entrusted to CPWD. The Committee desire that progress of construction of work should be periodically monitored so as to ensure its completion and operation as per target thereby benefitting approximately 9 lakh CAPFs personnel.

Logistic Support to CAPF Personnel deployed for VVIP Security

30. The Committee note with concern that a very peculiar treatment is meted out by the concerned State Police to the personnel deployed for VVIP Security. These personnel, when they are on movement with the VVIP for the purpose of security, are not provided any logistic support like lodging and boarding by their counterpart Police of the State concerned. The Committee brought this to the notice of the Ministry during course of deposition. The representative from the Ministry apprised the Committee that there is a protocol to address such things/ requirements and assured to look into the matter. Having felt the need for logistic support necessary to the personnel while they are moving with VVIP on duty, the Committee recommend the Government to issue standing instructions to all States Police Force to honour such request of lodging and boarding by the concerned personnel during their VVIP security duty.

Coastal security

31. India has a Coast Line of 7516.6 km bordering the main land and the island with the bay of Bengal in the East, the Indian Ocean on the South and the Arabian Sea on the West. There are nine States vis. Gujarat, Maharashtra, Goa, Karnataka, Kerala, Tamil Nadu, Andhra

Pradesh, Odisha & West Bengal and four Union territories viz. Daman & Diu, Lakshadweep, Puducherry & Andaman & Nicobar Islands situated on the Coast. Coastal area of the Country are safeguarded by the Police forces of the respective coastal states/UTs which have jurisdiction of up to 12 Nautical miles (NMs) from the coast and by the Indian Coast Guard and the Indian Navy who have jurisdiction over the entire maritime zone, upto 200 NMs, including the 12 NMs of territorial water. Thus there is a three-tier security for the coastal states of the country. Ministry of Home Affairs is implementing a comprehensive and integrated Coastal Security Scheme (CSS) to strengthen security infrastructure of police of coastal states/UTs. Presently phase II of CSS is under implementation since 01.04.2011. Under CSS Phase II which is targeted to be completed by 31.03.2020, coastal States/UTs are to be provided with 131 Coastal Police Stations (CPS), 60 jetties, 10 marine operation centres, 150 boats, 75 special category of boats/RIDs, 131 four wheelers, 127 two wheelers and 242 motorcycles. The Committee note that out of these 109 CPS have been operationalised, 4 marine operation centre, 127 four wheelers and 234 motorcycles have been procured. Ministry of Home Affairs has initiated actions for procurement of 225 numbers of boats which

is expected to take 3½ years. The Committee desire that progress of work pertaining to operationalisation/construction of remaining 22 CPS, 37 jetties should be closely monitored so as to ensure their completion as per target. Further, procurement of 225 boats for which action has already been initiated, should also be made within a stipulated time frame.

32. The Committee note that Government of India has approved the setting up of National Marine Police Training Institute (MPTI) to be located at Pindara Village, District Devbhoomi, Dwarka in the State of Gujarat. The Committee would like to be apprised of the timeline fixed for setting up of the institute and latest progress made so far in the setting up of MPTI. The Committee would also like to recommend to explore the feasibility of setting up of National Marine Police Training Institute in East/South East Coast at the appropriate location.

33. The Committee note that during the Union Home Minister meeting with Home Ministers/Chief Secretaries and DGPs of Coastal States/UTs to review coastal security in Mumbai on 16.06.2016, the issue of creation of Central Marine Police Force for coastal security was raised by the participants. The Committee feel that it is

imperative to create a separate force to exclusively patrol India's 7000 km coast line. The Committee therefore desire that decision for formation of CMPF should be taken expeditiously.

Sensitization of Citizens

The Committee observe that Article 51A of the Constitution of India provides for fundamental duties for the citizens. The Fundamental Duties *inter-alia* enjoin upon the citizens to uphold and protect the sovereignty, unity and integrity of India, defend the Country and render national services when called upon to do so, promote harmony and the spirit of common brotherhood and safeguard public property and abjure violence. However, there is a growing tendency of insensitivity amongst citizens towards nation and national causes. The Committee feel that adequate publicity of the above article is not being accorded. Although maintaining the safety and security of the Country is the prime responsibility of armed forces/CAPF, nevertheless the committee feel that there is an urgent need to sensitize every citizen of the Country about his role and responsibility towards the safety and security of the Country in the light of aforesaid Fundamental Duties for which the Government and security forces should devise a system for sensitizing citizen at least

in their area. The Committee also desire that in the first instance,
emphasis should be given to the citizen residing in disturbed areas,
North Eastern Borders and coastal areas of the Country.

MINUTES OF FOURTH SITTING OF THE COMMITTEE ON ESTIMATES (2016-17)

The Committee sat on Monday, the 20 June, 2016 from 1500 hrs. to 1800 hrs. in Committee Room 'D' Parliament House Annexe, New Delhi.

PRESENT

Dr. Murli Manohar Joshi – Chairperson

Members

2. Shri Sultan Ahmed
3. Shri A. Arunmozhithevan
4. Shri George Baker
5. Shri Dushyant Chautala
6. Shri Ashwini Kumar Choubey
7. Col. Sonaram Choudhary
8. Shri Ramen Deka
9. Shri Sanjay Dhotre
10. Shri P.C. Gaddigoudar
11. Shri Sudheer Gupta
12. Smt. Kavitha Kalvakuntla
13. Shri P. Kumar
14. Shri Arjun Ram Meghwal
15. Shri K. H. Muniyappa
16. Shri Raosaheb Danve Patil
17. Shri Md. Salim
18. Shri Arvind Sawant
19. Shri Jugal Kishore Sharma

Shri. Choudhary

Shri. Deka

Shri. Dhotre

Shri. Gaddigoudar

Shri. Gupta

SECRETARIAT

1. Shri Devender Singh - Additional Secretary
2. Shri Vipin Kumar - Director
3. Shri Srinivasulu Gunda - Additional Director

WITNESSES

Name of the Official	Designation
Shri Rajiv Mehrishi	Home Secretary
Shri Susheel Kumar	Secretary (BM)
Shri M.K. Singla	Secretary (IS)
Shri Jaideep Govind	AS (LWE)
AS (P-I) Shri M Gopal Reddy	AS (P) MHA
AS & FA Smt. Sanjeevane Kuttu	AS & FA (Home)
CCA (Home) Shri Rajesh Kumar	CCA (Home)
CA (Home) Shri Nitesh Kumar Mishra	CA (Home)
JS (P-II) Shri V. Shashiank Shekhar	JS (P-II)
Shri Pradeep Gupta	JS (BM)
Shri T.V.S.N. Prasad	JS (PM)
Shri Praveen Vashista	JS (LWE)
Shri Satyendra Garg	JS (NE)
Shri Gyanesh Kumar	JS (J&K)
Shri Sudhir K. Saxena	JS (IS-I)
Shri Kumar Alok	JS (P-I)
Shri R.K. Mitra	JS (Coord.)
Shri Krishna Chaudhary	DG, ITBP
Shri K.K. Sharma	DG, BSF

Lt. Gen HJS Sachdev	DG, Assam Rifles
Shri K. Durga Prasad	DG, CRPF
Shri R.C. Tayal	DG, NSG
Smt. Archana Rama Sundram	DG SSB
Shri Ranjit Kumar Pachnanda	ADG (HQ)
Dr. Sanjeev Mishra	JS & FA, CRPF

2. At the outset, the Chairperson welcomed the Members to the Sitting of the Committee. He then directed the representatives of the Ministry of Home Affairs to be called in.

(The witnesses then entered the Committee Room)

3. The Chairperson welcomed the representatives of the Ministry of Home Affairs and drew their attention to Direction 55(1) of 'Directions by the Speaker, Lok Sabha' regarding confidentiality of the proceedings of the Committee. The representatives were asked to brief in short, the Committee on the mandate, roles and responsibility, financial status, achievements of the CAPF as some new Members have joined the Committee. The Chairperson further asked the representatives to respond to the issues discussed during previous sitting held in October 2015 relating to ranking of India's CAPF in global scenario, pace of modernization, adequacy of allocations, reductions at Revised Estimates stage and gaps in utilization. The representatives of Ministry were also requested to furnish their views on the role of CAPF in cyber security and corrective measures to address the problem of suicide of CAPF personnel.

4. The representatives of Ministry of Home Affairs gave power point presentation containing an overview of the subject. The Members raised several queries about the defence mechanism in place to ward off chemical, biological and cyber attacks by the terrorists on security forces and on important establishment and sought clarifications from the representatives of the Ministry. The representatives of the Ministry gave clarifications on most of the points raised by the Members of the Committee. The Chairperson directed the representatives of the Ministry to submit written replies to the Committee Secretariat in respect of the unanswered queries within 15 days from the date of sitting on the Committee.

5. The verbatim proceedings of the sitting of the Committee were kept on record.

The Committee then adjourned.

MINUTES OF SIXTEENTH SITTING OF THE COMMITTEE ON ESTIMATES (2016-17)

The Committee sat on Monday, the 30th January, 2017 from 1100 hrs. to 1335 hrs. in Committee Room 'D', Parliament House Annexe, New Delhi.

PRESENT

Dr. Murli Manohar Joshi – Chairperson

Members

2. Shri George Baker
3. Shri Dushyant Chautala
4. Shri Ashwini Kumar Choubey
5. Shri Ram Tahal Choudhary
6. Col. Sonaram Choudhary
7. Shri P. Kumar
8. Shri K.H. Muniyappa
9. Shri Ravindra Kumar Pandey
10. Shri Jugal Kishore Sharma
11. Shri Gajendra Singh Shekhawat

SECRETARIAT

Additional Secretary	Shri Devender Singh	-	Additional Secretary
Joint Secretary	2. Shri N.C. Gupta	-	Joint Secretary
Director	3. Shri Vipin Kumar	-	Director
Under Secretary	4. Shri R.S. Negi	-	Under Secretary

Witness

Ministry of Home Affairs

1. Shri Rajiv Mehrishi, Home Secretary
2. Shri M.K. Singla, Special Secretary (IS)
3. Shri Rabindra Panwar, AS&FA (Home)
4. Shri Sudhir Kumar Saxena, Joint Secretary (IS.I)
5. Shri Gyanesh Kumar, Joint Secretary (J&K)
6. Shri Satyendra Garg, Joint Secretary (NE)
7. Shri Praveen Vashista, Joint Secretary (LWE)
8. Shri R.K. Mitra, Joint Secretary (P-II)
9. Shri Pradeep Gupta, Joint Secretary (BM-I)
10. Shri Shashank V. Shekhar, Joint Secretary (BM-II)
11. Shri T.V.S.N. Prasad, Joint Secretary (PM)

12. Shri Vijay Kumar Choubey, Pr. CCA (Home)
13. Shri S.K. Chhikara, Deputy Secretary
14. Shri V.K. Upadhyay, Under Secretary
15. Shri Nitesh Kumar Prasad, ASO
- IB**
16. Shri H.N. Mishra, JD(MAC)
- NIA**
17. Shri Sharad Kumar, DG
18. Shri Alok Mittal, IG
- BSF**
19. Shri K.K. Sharma, DG.
20. Shri Rajeev Krishna, IG (Operations)
- CRPF**
21. Shri Durga Prasad, DG
22. Shri Sanjeev Mishra, FA
- SSB**
23. Smt. Archana Ramasundaram, DG
24. Shri Ashok Kumar Singh, IG (O&I)
- Assam Rifles**
25. Lt Gen Shokin Chauhan, DG
- NSG**
26. Shri Sudhir Pratap Singh, DG
- NATGRID**
27. Shri Ashok Kumar Patnaik, CEO

At the outset, Chairperson welcomed the Members to the sitting of the Committee and briefed the agenda to be discussed during the sitting. Thereafter, he directed to call in the representatives of Ministry of Home Affairs.

2. The Chairperson welcomed the representatives of Ministry of Home Affairs and drew their attention to Direction 55(1) of Directions by the Speaker, Lok Sabha regarding confidentiality of the proceedings of the Committee.

3. The Secretary, Home Affairs after a brief introduction made a power point presentation and briefed the Committee on the subject 'Internal Security Challenges - Evaluation and Response Mechanism'. Home Secretary briefed the Committee on internal security situation in the country, collaboration with State Governments, augmenting the strength of Central Armed Police Forces,

establishment of NSG hubs, strengthening the coastal security, creation of special forces by States, Coordination among intelligence agencies at the Centre and States, establishment of NATGRID, steps to counter the threats posed by ISIS, Left Wing Extremism and areas of concern, security situation in North Eastern Region and the measures to increase employability and employment of youth in the region.

4. The Committee raised the issue of quality of meal being supplied to jawans of Para Military Forces, scientific mechanism to check the quality and nutrition of meal, basic amenities being provided by States for jawans of Para Military Forces attached with the security of VIPs, cyber security, border security, cyber attack on financial security, modernisation of Police, standard of Police in the country as compared to international standards and its implication on Para Military Forces, issues related to crime against women, behaviour of Police towards citizen issue of recruitment in terrorist groups like ISIS, involvement of children in stone throwing incidents in J&K and its reasons as well as establishment of cell in Ministry of Home Affairs comprising of psychologists, eminent personalities viz, social workers, historian, politicians etc for counselling in time of disturbances in any part of the country.

5. The representatives of Ministry of Home Affairs responded to various queries raised by the Members of the Committee. However, the Committee were not satisfied with the replies of a representative of Intelligency agency and the Chairperson desired to meet the representative of Intelligency agency in his Chamber separately. Chairperson also directed to furnish the reply within a week, pending with the Ministry.

The verbatim proceedings of the sitting of the Committee were kept on record.

The Committee then adjourned.

**MINUTES OF THE TWENTY-THIRD SITTING OF THE COMMITTEE ON
ESTIMATES (2017-18)**

The Committee sat on Tuesday, the 20th February, 2018 from 1130 hrs. to 1300 hrs. in Committee Room 'E', Parliament House Annexe, New Delhi.

PRESENT

Dr. Muri Manohar Joshi – Chairperson

Members

2. Shri George Baker
3. Shri Kalyan Banerjee
4. Shri Ramesh Bidhuri
5. Dr. (Smt.) Ratne De (Nag)
6. Smt. Kavitha Kalvakuntla
7. Shri Ravindra Kumar Pandey
8. Shri Konakalla Narayan Rao
9. Shri Arvind Sawant
10. Shri Janardan Singh Sirgriwal
11. Shri Jugal Kishore Sharma
12. Shri Jai Prakash Narayan Yadav

Janardan Singh Sirgriwal
Jai Kishore Sharma
Jai Prakash Narayan Yadav

SECRETARIAT

SECRETARIAT

1. Smt. Sudesh Luthra - Additional Secretary
2. Shri N.C. Gupta - Joint Secretary
3. Shri Vipin Kumar - Director
4. Shri Santosh Kumar - Additional Director
5. Shri Sujay Kumar - Under Secretary

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee. The Committee then took up consideration of the following draft Reports one by one.

(i) ***

(ii) Thereafter, draft Report on the subject 'Central Armed Police Forces and Internal Security Challenges - Evaluation and Response Mechanism' pertaining to the Ministry of Home Affairs was discussed and adopted with

CONTENTS

certain modifications. The Committee also authorised the Chairperson to make any consequential changes and finalize the draft Report on the basis of factual verification by the Ministry concerned and present the same to Lok Sabha.

The Committee, then, adjourned.