



REPORT NO.

203

PARLIAMENT OF INDIA
RAJYA SABHA

**DEPARTMENT-RELATED PARLIAMENTARY STANDING COMMITTEE
ON HOME AFFAIRS**

TWO HUNDRED THIRD REPORT

**BORDER SECURITY: CAPACITY BUILDING AND
INSTITUTIONS**

(PRESENTED TO RAJYA SABHA ON 11th APRIL 2017)

(LAID ON THE TABLE OF LOK SABHA ON 11th APRIL 2017)



Rajya Sabha Secretariat, New Delhi
April, 2017/Chaitra, 1939 (Saka)

Hindi version of this publication is also available

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ACRONYMS

AIS	Automatic Identification System
AR	Assam Rifles
BADP	Border Area Development Programme
BFSR	Battle Field Surveillance Radar
BGF	Border Guarding Forces
BM	Border Management
BOP	Border Outposts
BPG	Border Protection Grid
BRO	Border Road Organisation
BSF	Border Security Force
BTAD	Bodoland Territorial Area District
CAPFs	Central Armed Police Forces
CCS	Cabinet Committee on Security
CCTV	Closed Circuit Television
CEO	Chief Executive Officer
CGHS	Central Government Health Scheme
CIBMS	Comprehensive Integrated Border Management System
COB	Company Operating Basis
CPWD	Central Public Works Department
CSS	Coastal Security Scheme
DLC	District Level Committee
DoT	Department of Technology
DPR	Detailed Project Report
DSPTs	Digital Satellite Phone Terminals
FICN	Fake Indian Currency Notes
FMR	Free Movement Regime
GoM	Group of Ministers
GS	General Staff
HLC	High Level Committee
IB	Intelligence Bureau
IBB	India-Bangladesh Border
IBhB	India-Bhutan Border
ICB	India China Border
ICG	Indian Coast Guard
ICPs	Integrated Check Posts
IIS	Island Information System
IIT	Indian Institute of Technology
IMB	India Myanmar Border
IN	Indian Navy
INB	India Nepal Border
IPB	India Pakistan Border
IR	Indian Reserve
ITBP	Indo-Tibetan Border Police
JTFI	Joint Task Force on Intelligence
LPAI	Land Ports Authority of India

LTE	Limited Tender Enquiry
LWE	Left Wing Extremist
MAC	Multi Agency Centre
MACP	Modified Assured Career Progression
MEA	Ministry of External Affairs
MHA	Ministry of Home Affairs
MoU	Memorandum of Understanding
NATGRID	National Intelligence Grid
NCTC	National Centre for Counter Terrorism
NCTC	National Counter-Terrorism Centre
NDPS	Narcotic Drugs and Psychotropic Substances Act
NHO	Naval Hydrography Office
NIA	National Investigation Agency
NM	Nautical Miles
NMB	National Memory Bank
NSAZ	Naga Self Administration Zone
NSG	National Security Guard
PMSP	Paramilitary Service Pay
QRT	Quick Reaction Team
RoW	Right of Way
SMACs	Subsidiary Multi Agency Centres
SSB	Sashastra Seema Bal
SWA	South West Asian
TMS	Threat Management System
UA	User Agencies
UAV	Unmanned Aerial Vehicle
UGS	Unattended Ground Sensor
VCOAS	Vice Chief of Army Staff

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* To be appended at the stage of printing

COMPOSITION OF THE COMMITTEE

1. **Shri P. Chidambaram** - **Chairman**

RAJYA SABHA

2. Shri K. Rahman Khan
3. Shri V. Maitreyan
4. Shri Shamsheer Singh Manhas
5. Shri Majeed Memon
6. Shri Bhaskar Rao Nekkanti
7. Shri Derek O'Brien
8. Shri Neeraj Shekhar
9. Shri R.K. Sinha
10. Shri Sitaram Yechury

LOK SABHA

11. Shri Prem Singh Chandumajra
12. Shri S. Selvakumara Chinayan
13. Shri Adhir Ranjan Chowdhury
14. Dr. (Smt.) Kakoli Ghosh Dastidar
15. Shri Ramen Deka
16. Shri Prataprao Jadhav
17. Shri Mallikarjun Kharge
18. Shrimati Kirron Kher
19. Shri Kaushal Kishore
20. Shri Ashwini Kumar
21. Shri P. Nagarajan
22. Shri Kinjarapu Ram Mohan Naidu
23. Shri Baijayant "Jay" Panda
24. Shri Dilip Patel
25. Shri Lalubhai Babubhai Patel
26. Shri Natubhai Gomanbhai Patel
27. Shri Bheemarao B. Patil
28. Shri Mohammed Faizal PP
29. Shri Bishnupada Ray
30. Dr. Satya Pal Singh
31. Shri B. Sreeramulu

SECRETARIAT

Shri P.P.K. Ramacharyulu, Additional Secretary
Shri Vimal Kumar, Director
Dr. (Smt.) Subhashree Panigrahi, Joint Director
Shri Bhupendra Bhaskar, Deputy Director
Shri Pritam Kumar, Assistant Director

PREFACE

I, the Chairman of the Department-related Parliamentary Standing Committee on Home Affairs, having been authorized by the Committee to submit the Report on its behalf, do hereby present this Two Hundred Third Report on Border Security: Capacity Building and Institutions.

2.0 The erstwhile DRSC on Home Affairs (1st September 2014 to 31st August 2015), in its sitting held on 16th September, 2014, had identified the Subject¹ 'Border Management' for detailed study. The Committee, in its sittings held on 5th, February, 2015 and 11th June, 2015 heard the views of the Home Secretary on the subject.

3.0 The Committee after reconstitution on 1st September 2015, in its sitting held on 16th September, 2015, identified the Subject² 'Border Management: Indo-Bangladesh and Indo-Pakistan Borders – Issues and concerns' for detailed study. This Subject was largely in continuation of the Subject taken up by the previous Committee but with a special focus on India-Bangladesh and India-Pakistan borders. The Committee, in its sitting held on 10th September, 2015, heard the presentation of Home Secretary on Border Management: Border Fencing and Floodlighting Projects on Indo-Bangladesh Border and Working of Integrated Check Posts. In its next sitting held on 22nd September, 2015, the Committee heard the Home Secretary on 'Border Management: Issues and concerns on Western Border including Fencing, Floodlighting, Cross Border Terrorism, Infiltration'. The Committee visited Siliguri, Cooch Behar, Jalpaiguri, Swarupnagar, Sundarbans and Kolkata along the India-Bangladesh Border from 2nd to 7th November, 2015 to assess the progress of border fencing, flood lighting, border road and Border outpost projects. The Committee also visited Jodhpur, Jaisalmer, Amritsar, Gurdaspur and Pathankot from 7th to 12th February, 2016 and Jammu and Kashmir from 20th to 24th June, 2016 on the India-Pakistan border to monitor the progress of border fencing, flood lighting, border roads and Border Outpost projects on the Western border.

4.0 The present Committee, in its sitting held on 28th September, 2016, identified the subject³ 'Border Security: Capacity Building and Institutions' for detailed study as the evidence collected through on-the-spot study visits clearly indicated several grey areas concerning capacity building and institutions. The Committee, in its sitting held on 6th October, 2016 heard the Home Secretary and other representatives of the Ministry along with the officials of the other concerned Ministries/Departments. The Committee in its sitting held on 14th October, 2016 further heard the Home Secretary alongwith the Officers concerned. In both the meetings, the officers responded to queries of the Chairman and Members of the Committee. The Committee, in its meeting held on 7th November 2016, deliberated upon the issues pertaining to the said subject matter in the context of queries of the Members and responses thereon by the Ministry of Home Affairs. During the meeting, the Committee also decided to make use of the inputs received by the previous Committee and give a comprehensive report. The Committee also heard the views of Home Secretary on the recent terror attack on an army base in Nagrota, Jammu & Kashmir as part of examination of this subject.

¹ Rajya Sabha Parliamentary Bulletin Part-II No. 52390 dated 25 September, 2014

² Rajya Sabha Parliamentary Bulletin Part-II No. 54568 dated 15 September, 2015

³ Rajya Sabha Parliamentary Bulletin Part-II No. 55853 dated 30 September, 2016

5.0 The Committee has made use of the following documents in preparing the Report:-

- (i) Background Notes furnished by the Ministry for various meetings and study visits of the Committee;
- (ii) Inputs received during Study visits of the erstwhile Committee to India-Bangladesh and India-Pakistan Borders;
- (iii) Presentations made by Home Secretary and other officials during the meetings of the Committee;
- (iv) Replies received from the Ministry of Home Affairs to the questionnaires on the subject sent by the Secretariat;
- (v) Proceedings and minutes of the meetings of the Committee;
- (vi) Replies to the queries/comments/suggestions of the Members, raised during the Committee's meetings, as furnished by the Ministry of Home Affairs

6.0 The Committee in its sitting held on 10th April, 2017 considered and adopted the Report.

7.0 The observations and recommendations of the Committee have been given at respective narrative part of the Report in bold letters. However, for the sake of convenience, the observations and recommendations of the Committee at a glance have been given at the end of the report.

10th April, 2017
New Delhi

P. Chidambaram
Chairman
Department-related Parliamentary
Standing Committee on Home Affairs

CHAPTER- I

INTRODUCTION

1.1 India is located in a strategic position in South Asia and occupies a dominant position in the northern Indian Ocean. India has a coastline of 7516.6 km and its land borders exceed 15,000 km which it shares with seven countries. India's internal security challenges are invariably linked with the security of the country's borders due to the hostile attitude of some of the India's neighbours and their tendency to exploit India's persistent national challenges. The challenge of long-standing boundary and territorial disputes, some of which are legacy issues, coupled with difficult terrain, extreme climatic conditions and porosity of borders, has rendered India's Borders vulnerable to several external and internal security threats and made efficient and effective border management a foremost priority for the Indian Government.

1.2 India's entire coastline is extremely vulnerable to various kinds of illegal and anti-national activities. Numerous cases of smuggling of goods, gold, narcotics, explosives, arms and ammunition have been reported over the years. The physical proximity of India's coast to Sri Lanka, Bangladesh, Pakistan and Gulf countries adds to its vulnerability. The Indian coast has a number of strategic and industrial installations such as naval bases, nuclear power plants, satellite and missile launching ranges, offshore oil and gas platforms, Special Economic Zones and ports. These strategic installations are vital for the security, development and prosperity of the country, but they are also high value targets for the terrorists.

1.3 The major border security challenges of India are: cross-border terrorism, infiltration and ex-filtration of armed militants and insurgents, narcotics and arms smuggling; illegal migration; left-wing extremism and separatist movements aided by external powers. To tackle these challenges, India has actively pursued the strategy of strengthening of border policing & guarding, creation of border infrastructure like roads, fencing & flood lighting on the borders, implementation of the Coastal Security Scheme to strengthen coastal security infrastructure, implementation of Border Area Development Programme and development of Integrated Check Posts (ICPs) on the land borders of the country including setting up of Land Ports Authority of India (LPAI). However, despite creation of a huge capacity to counter border security challenges, there is a persistent necessity for the Government to engage in constant capacity building initiatives to realign the border and internal security strategy according to the dynamically changing circumstances.

1.4 Due to vulnerable borders, India has witnessed numerous cross-border terrorist attacks. The Committee took up this subject due to its crucial importance particularly because borders have now become most vulnerable from the security point of view. During 2016, there were hundreds of instances of ceasefire violations and several security forces personnel and civilians were killed. Thus, in the prevailing situation, border security is highly vulnerable. The Committee, during the course of examination, detected certain major systemic inadequacies which are of cumulative nature, emerging over a period of time. The Committee in this report has dealt with many issues pertaining to capacity building and strengthening of borders and the institutional mechanisms that are functioning for the security of the country.

CHAPTER – II

CAPACITY BUILDING ON BORDERS

2.1 Introduction

2.1.1 The Ministry informed the Committee that in order to secure the borders and to create appropriate infrastructure in the border areas of the country, Department of Border Management of the Ministry of Home Affairs has undertaken several initiatives. These include construction of fencing, floodlighting & roads along India-Pakistan and India-Bangladesh borders, development of Integrated Check Posts (ICPs) at various locations on the international borders of the country, construction of strategic roads along India-China, India-Nepal & India-Bhutan borders. In addition, various developmental works in the border areas have been undertaken under the Border Area Development Programme as a part of the comprehensive approach to border management.

2.1.2 India has extensive land and coastal borders. The Committee, during the course of the examination, took note of the various risks and vulnerabilities associated with India's land and coastal borders. The capacity building measures concerning these two types of borders have been dealt with separately in the succeeding paragraphs.

LAND BORDERS

2.1.3 The Country shares a land boundary with six Countries situated in varied topography and climatic zones.

2.1.4 The Ministry of Home Affairs furnished the following details about deployment of Border Guarding Forces (BGF) on six different borders of the Country:

Border	Border Guarding Force	No. of Battalions	No. of Border Out Posts
India-Bangladesh (IBB)	Border Security Force	82	1011
India-Pakistan (IPB)	Border Security Force	57	656
India-China (ICB)	Indo-Tibetan Border Police	32	172
India-Nepal (INB)	Sashastra Seema Bal	31	473
India-Bhutan (IBhB)	Sashastra Seema Bal	16	157
India-Myanmar(IMB)	Assam Rifles	15	83 (CoBs)*

*COBs: *Company Operating Basis*

INDIA-BANGLADESH BORDER (IBB)

2.2 The Committee was informed that the India-Bangladesh border is India's longest border measuring 4,096.7 km and passes through the States of West Bengal, Assam, Meghalaya, Tripura and Mizoram. The entire border consists of varied geographical features like plains, hills, riverine stretches, and forests with hardly any natural obstacles. The area is densely populated and people cultivate their

farms right up to the border. The India-Bangladesh border is highly porous and a hotspot of illegal immigration, cattle smuggling and human trafficking.

2.3 Border Outposts along IBB

2.3.1 The Committee learnt that, at present, 1011 Border Outposts (BOPs) exist along the IBB. In order to reduce the inter-BOP distance to 3.5 km, the government had approved a proposal for the construction of additional 509 BOPs (total BOPs along IPB and IBB), at an estimated cost of Rs 1,832.50 crore in the year 2009. The Ministry further stated that in the year 2016 the scope of the project was revised by the Cabinet Committee on Security from 509 BOPs to 422 BOPs and the cost of project was revised from Rs.1832.5 Cr. to Rs.2494.76 Cr. Out of this, 326 BOPs were to be constructed along IBB.

2.3.2 The Committee, however, found that out of the revised 326 Border Out-Posts to be constructed along IBB, only 97 BOPs had been completed (upto 31.12.2016) and the work was under progress in the remaining 207 BOPs. The Ministry informed the Committee that due to delay in land acquisition, the project has suffered cost and time overrun. However, in order to overcome this issue, it has now been decided to construct BOPs in the available land in Right of Way of Fence and Road. This has given the required thrust and the project is now targeted for completion at a cost of Rs. 2494.76 Crore by July, 2018.

2.3.3 The Committee, in the first instance, takes a serious note of the fact that the proposal of constructing 509 BOPs along IPB and IBB to reduce the inter-BOP distance to 3.5 Kilometres has been revised and reduced to 422 BOPs. Reducing inter-BOP distance is very crucial for the security of the country and to keep a tab on the activities going on at the border. But even the reduced target was not achieved and only 97 BOPs out of 326 BOPs have been completed by the end of 2016 along IBB. The Committee takes a serious view of the cost and time overrun due to delay in land acquisition. The government should have taken advance action to overcome all such difficulties for timely implementation of the project. Now that the Ministry has found a workable solution in the form of utilizing land available in the Right of Way of Fence and Road, the Committee strongly recommends that the project should be completed by the targeted date of July, 2018 and there should be no further time and cost overrun. The Committee notes that no reasons were furnished by the MHA why the number of BoPs was reduced from 509 to 422. In the circumstances, the Committee recommends that the original plan of constructing 509 BOPs to reduce the inter-BOP distance to 3.5 kilometres may be reconsidered in the interest of the security of the nation.

2.4 Border Fencing along IBB

2.4.1 The Ministry submitted to the Committee that 3006.48 km length (out of a total 4096.7 Km) of IBB has been covered by physical barrier and the remaining 1090.22 km of border will be covered with physical and non-physical barriers by March, 2019.

2.4.2 When the Committee sought to know the further progress in the matter, the Ministry informed the Committee that under Phase-I of the project of construction of barbed wire fencing along IBB, out of a sanctioned length of 857 km of fence, 854 km was completed in 2000 while the remaining length was found non-feasible. The Ministry also submitted that under Phase-II, out of 2468 km of sanctioned length of fence, 1875 km fence was completed by 31.12.2016 and work is in progress on 90.6 km length.

2.4.3 The Committee was also apprised that on a 423.34 km stretch along India-Bangladesh Border, construction of any physical barrier is not feasible due to geographical constraints like riverine area, low-lying area, nala area etc and some problems like habitations within 150 yards of the border, pending land acquisition cases and protests by the border population. The Committee further learnt that, in this stretch, the Ministry proposed to deploy technological solutions which include deployment of cameras, sensors, radars, lasers and High Mast Light. It was further stated that, presently, available technologies are being tested through a pilot project.

2.4.4 The Committee notes with anguish the extremely slow pace of construction of fencing along IBB. The Ministry was able to complete only 21 km of fencing in 17 months since July, 2015. The Committee also notes that a long stretch of 423.34 km has remained unfenced due to non-feasibility of physical barrier and deployment of non-physical barriers is still in its testing phase and will require time before its implementation. The Committee feels that, at the current pace, the Ministry would not be able to seal the India-Bangladesh border by its target date i.e. March, 2019. The Committee recommends that the Ministry should find solutions to the problems that beset the fencing project and erect physical barriers at all feasible locations at the earliest. The Committee also recommends that in the areas that are hotspots for FICN and cattle smuggling, fencing projects should be prioritised and, if fencing in such areas is not feasible, then the Ministry must increase the deployment of forces and intensify round-the-clock surveillance till such areas are secured through implementation of non-physical barriers.

2.4.5 The Committee, during its study visit to IBB, observed that there were several houses that were touching the India-Bangladesh International Boundary line and in several places there were habitations beyond the border fencing. On being enquired about this issue, the Ministry submitted that 148 villages are located completely ahead of the fence while 137 are located partially ahead of the fence. The Ministry also informed that there are 126 houses that touched the zero-line. The BSF had requested the MHA to shift the villages ahead of the fence to the hinterland. However, the Ministry is examining the possibility of shifting the fence ahead of the villages instead of shifting the villages.

2.4.6 The Committee sought to know from the Ministry if there was any provision in Border Area Development Programme (BADP) to allow funding of shifting of villages to which the Ministry replied that Rehabilitation and Resettlement of displaced people does not come under the purview of the guidelines of Border Area Development Programme (BADP). If the State Government feels that some social infrastructure is required to be raised in the settlement of displaced people within 0-10 km, that can be considered by the District Level Committees (DLCs) as per the guidelines of BADP and included in Annual Action Plan of the BADP.

2.4.7 The Committee feels that the issue of shifting the villages or the fence is an intricate one and the Ministry must not adopt a one-size-fits-all approach on this issue. The Committee feels that the Ministry must try to shift the fence in as many areas as possible to prevent any inconvenience to the people. However, wherever the houses are located right on the International Boundary line, the Ministry will have to shift them to the hinterland and rehabilitate the affected households. The Committee recommends that the Ministry should carry out a review of all such areas within six months and come up with specific solutions in all such cases. The Committee desires to be apprised about the progress in this regard.

2.4.8 The Committee also notes that while rehabilitation and resettlement of displaced people does not come under the purview of BADP Guidelines, the BADP funds can be utilised to create social infrastructure. The Committee feels that the people residing on the border line will be willing to shift easily if they are provided with proper housing and other facilities. The Committee,

therefore, recommends that the Ministry should persuade the State Government to provide BADP funds for community housing projects, which fall within the definition of social infrastructure, in the hinterland and shift all the households living beyond the fencing into such buildings.

2.5 Border Floodlighting along IBB

2.5.1 The Ministry informed that the Government had approved the proposal for installation of floodlighting along IBB for over 2840 km at a cost of Rs.1327.77 crore in November, 2007 which was subsequently revised to 2617.6 km in October, 2016. The Ministry apprised that 2089 km floodlighting has been completed and work is in progress on 207.01 km of length.

2.5.2 The Committee notes that almost 528 km of border, where floodlighting is feasible and has been sanctioned, is yet to be floodlit. The Committee also noticed lack of floodlights along several stretches during its study visit to the India-Bangladesh Border. Lack of floodlights on the border allows the smugglers to perpetrate their devious activities during night. The Committee, therefore, recommends that the Ministry must fast-track the floodlighting project and complete it at the earliest. The Committee also recommends that, as a short-term measure, the Ministry must provide adequate long-range night-vision equipment to all the Border Outposts situated in areas that lack floodlights.

2.6 Cattle-Smuggling along IBB

2.6.1 When the Committee sought to know the primary reasons for proliferation of cattle smuggling along IBB, the Ministry replied that following factors are attributed to cattle smuggling:

- (i) Densely populated areas and presence of nearly 300 villages within 150 yards of the International Boundary.
- (ii) The cattle seized by the BSF are handed over to the Custom authorities who dispose them off by auction and very often the cattle so auctioned find their way back to the smugglers.
- (iii) A section of local population in the bordering districts is deeply entrenched in smuggling activities.

2.6.2 The Ministry articulated that no authentic figures were available about the number of cattle being smuggled out of India. It, however, provided the following details of cattle seized by the BSF during the period 2012 to 2015:-

Year	Cattle seized by BSF
2012	1,20,724
2013	1,22,000
2014	1,09,999
2015	1,53,602
2016 (Upto Oct, 2016)	1,46,967

2.6.3 The Ministry also informed that cattle smugglers and their agents from Haryana, Rajasthan, MP, Andhra Pradesh, Jharkhand, Bihar & WB and local carriers are the main perpetrators and some section of the border population also finds smuggling a source of livelihood. The most affected areas of cattle smuggling are Nadia, Murshidabad, Malda, Dakshin Dinajpur, Uttar Dinajpur, Raiganj, Silliguri in the State of West Bengal and Dhubri in Assam.

2.6.4 The Committee also discussed the issue of cattle smuggling in its meeting held in Kolkata during its study visit to IBB. BSF representative asserted that no restriction of cattle movement upto haats in border areas, inadequate legal deterrence, adoption of non-lethal strategy along IBB and no provision to send the seized cattles back to hinterland are other major reasons for proliferation of this illegal activity. He informed that BSF had taken several measures like use of fast patrolling boats in riverine areas, augmentation of strength at vulnerable areas, construction of ditch in fenced or unfenced patches along border, strengthening of existing fences with GI pipes, intensified day and night patrolling, joint and special operations with sister agencies, and use of advanced surveillance equipment and intruder alarms systems.

2.6.5 The Chief Secretary, West Bengal Government informed the Committee that there were 15 cattle haats situated within 8 km from IBB that were very old and were sanctioned long time ago. A haat in Murshidabad had been shifted while steps were being taken to shift the others.

2.6.6 The Committee is distressed to note that despite several measures taken by the BSF the problem of cattle smuggling persists along IBB. The Committee is particularly anguished to note that the West Bengal State Government has failed to implement its own order dated 01.09.2003 that outlaws existence of any cattle haats within 8 km of border area. The Committee recommends that the State Government of West Bengal should take steps to cancel the licenses of all cattle haats that are illegally functioning within 8 km of border area and hold the officials responsible for illegally issuing/renewing licenses to these haats. The Committee also recommends that mass movement and trading of cattle should be prohibited within 15 km of the border and steps may be initiated to move all cattle haats located within 15 km of the border to the hinterland.

2.6.7 The Committee notes that the auction of seized cattle by Customs officials is misused by the cattle smugglers who keep buying the auctioned cattle again and again. The Committee, in this regard, recommends that auctioning of seized cattle must be banned in the states bordering IBB and Customs Department may be requested to arrange for transportation of the seized cattle to states other than the border states and hold auctions there. The Committee also recommends that the Ministry must pursue the Customs Department to raise the minimum bench mark price of the seized cattle to prevent their re-selling to the persons involved in smuggling of cattle and also make it mandatory for cattle auctioneers to submit their Pan Card and Aadhaar Card details while bidding.

2.6.8 The Committee also learnt about the involvement of the local people living near the border in cattle smuggling and feels that lack of any legal deterrence and ineffective law enforcement seem to have emboldened such persons. The Committee, therefore, recommends that the West Bengal State Government should be requested to take strict action against persons who are known or suspected to be involved in cattle smuggling.

2.6.9 The Committee agrees that mass movement of cattle occurs from all the states towards West Bengal and Assam and once they reach the border areas it becomes extremely difficult to stop their movement across the border. The Committee feels that Police forces of various States have failed to stop this mass movement of cattle to border states and West Bengal Police has failed to intercept or stop the movement of the cattle. The Committee feels that there is a wide and deeply entrenched nexus due to which this menace has proliferated and the Government needs to strike at the roots of this nexus if it has to completely curb this problem.

INDIA-PAKISTAN BORDER

2.7 Border outposts along IPB

2.7.1 Presently, 656 BOPs already exist along the India-Pakistan border. The Government had sanctioned construction/upgradation of 126 BOPs (including up gradation of 38 BOPs in Jammu) to reduce the inter-Border Out Post (BOP) distance to 3.5 km and this was supposed to be completed by 2013-14. However, the Ministry stated that public protests, delay in the land acquisition and statutory clearances etc., have delayed the project.

2.7.2 However, after the revision of the scope of the project by the Cabinet Committee on Security, 96 BOPs were to be constructed along IPB. The Committee was informed that after the decision to construct BOPs in available land in Right of Way of Fence and Road, 76 BOPs have been completed and work is in progress in 14 BOPs along IPB.

2.7.3 The Committee is concerned about the delay in construction of Border Out Posts on India's most sensitive border. The issues of public protests, land acquisition, clearances should have been anticipated at the proposal stage itself. The Committee takes exception to the delay as it hampers surveillance and domination of IPB and the target of 3.5 km of inter-BOP distance has not been achieved. Now that the Ministry has resolved the issue and significant progress has taken place for completion of construction of BoPs, the construction of the remaining BoPs should be completed at the earliest.

2.8 Border Fencing, Floodlighting and Roads along IPB

2.8.1 On India-Pakistan border, 2003.06 km (out of a total sanctioned length of 2063.06 km) has been covered by fencing and the remaining 60.00 km of fencing is proposed to be erected. The work of installation of floodlights along the 2043.76 km of the India-Pakistan border is under progress out of which 1943.76 km has been completed.

2.8.2 The Ministry in its Annual Report for the year 2016 stated that 118 km of floodlights are non-functional due to damage caused by floods. The Committee sought to know the steps being taken to repair 118 km of floodlights that are non-functional due to damage caused by floods. The Ministry submitted that the work of restoration of damaged floodlights was started by the CPWD in August/September, 2015 and is likely to be completed by March, 2017. Presently, the area is being guarded by physical presence along with use of search light/ night vision devices etc.

2.8.3 The Committee recommends that there should be regular maintenance of flood lights so that damage is minimal. In the flood prone areas, pre-emptive and protective steps should be taken to ensure that flood lights are not affected. The Committee hopes that the work of restoration of damaged flood lights, entrusted to CPWD, would have been completed as per target by March, 2017.

2.8.4 The Ministry also apprised the Committee that, on the entire India-Pakistan border, it has completed infrastructure works in almost all sectors except for a small part of the Gujarat sector which suffers from persistent water logging. However, a pilot project for construction of roads, fence, and installation of floodlights along the length of 1 km of water logged area by using improved technology was sanctioned by the Ministry which was completed on 31st December, 2014. Subsequently, the estimate for balance stretch was prepared by the construction agency concerned and the same was under examination of Technical Committee headed by the DG, CPWD. Meanwhile, a High Level Committee (HLC) under Chairmanship of Shri Madhukar Gupta, Retd. Home Secretary had recommended that

requirement of fence, roads and floodlights along IPB in Gujarat may be reviewed and the balance work may be dropped. The HLC suggested the use of an alternative cost effective way for surveillance in this stretch.

2.8.5 The Committee takes note of the recommendation of the High Level Committee to drop the balance work of construction of fence, roads and floodlights on India Pakistan border in Gujarat and look for an alternative cost effective way of surveillance. The Committee feels that significant amount of time has been wasted on this small stretch of border in Gujarat which suffers from persistent water logging. The Committee recommends that early efforts may be made to put in place a cost effective alternative mechanism for surveillance in this stretch. There should be no further delay in this regard. Advanced technological solutions may be considered for this purpose.

2.8.6 The Committee also visited the India-Pakistan border in Rajasthan State and had first-hand information about the fencing that got seriously affected due to the phenomenon of shifting sand dunes on the Rajasthan border. The Committee discussed this matter with the CPWD and they submitted that they were working on finding a solution to this problem. The MHA informed that CPWD has been asked to carry out Geo-Technical survey in the Bordering area of Rajasthan while the Ministry was also examining the possibility of a study to be done by a premier agency like IIT for this purpose.

2.8.7 The Committee finds that the fencing in the Thar Desert region of Rajasthan Border area has proved to be ineffective in serving its intended purpose due to the problem of shifting sand dunes. The Committee also notes that the MHA is examining the possibility of conducting a study through a premiere agency like IIT. The Committee is also aware that BSF is considering the option of dense plantation in Jaisalmer Border area to stabilize sand dunes. The Committee in this connection would like to draw the attention of the Ministry to a fence erected by the USA, on its border with Mexico having geographical terrain similar to Thar Desert, which can be repositioned mechanically to appropriate border line and in effect floats on top of the shifting sand dunes. The Committee recommends that the MHA should form a working group or a Committee comprising of technical experts to examine all the possible solutions to this problem. The Committee desires to be apprised of the progress in this regard.

2.9 Border Roads along IPB

2.9.1 During its study visit to the Western Border, the Committee found that, in Punjab State, the road connectivity in the border areas was very poor. When the Committee enquired about this, the Ministry replied that the BSF had conducted a survey along the IPB in Punjab and had come out with a requirement of 481.58 km lateral and 219.45 km axial roads in Punjab (Total: 701.034 km). The lateral roads would be constructed in the Right of Way (RoW) of fence already constructed along the border and axial roads will be constructed along the already available Kucha tracks by acquiring land along the tracks to connect Border out Posts (BoPs) with lateral roads. The Committee was informed that the total cost implication of the project was Rs. 902.02 Crore and the project was under consideration for approval of the competent authority.

2.9.2 The Committee, during its study visit to border areas of Punjab, found extremely poor roads which can significantly slow down the movement of Forces and cause hardship to them during an emergency. The Committee, therefore, strongly recommends that approval to the project of construction of lateral and axial roads in Punjab may be granted without any further delay and construction work should begin at the earliest. The Committee also recommends that the Ministry must prioritise construction of lateral roads as they are essential for patrolling and surveillance purposes.

2.9.3 The Committee also noticed the lack of all-weather road connectivity to BoPs in Jammu sector and sought to know about the steps being taken for providing link/connecting roads to BoPs in Jammu sector. The MHA informed that it had approached the J&K Chief Secretary to consider the proposal under Pradhan Mantri Gram Sadak Yojana. The Ministry also informed that the CCS during March, 2011 had approved construction of earthen bunds, metalled roads and Naka-Cum-Machan-Cum fighting bunkers, along the existing security fence (including land acquisition of 135 ft. wide strip) over 179 km length of border at an estimated cost of Rs. 341 crore in Jammu sector along IPB. As on 31.12.2016, an amount of Rs.40.41 crore had been released for Land Acquisition for the project.

2.9.4 The Committee feels that the Ministry is not seriously taking up the issue of poor road connectivity in the Jammu sector and is leaving the matter to the discretion of the State Government. The Committee is also anguished to note the sluggish progress of the project to construct bunds, metalled roads and bunkers along the fence in the Jammu sector. The Committee feels that lack of adequate all-weather connectivity in border areas will keep the border in Jammu region vulnerable to external threats like infiltration. The Committee, therefore, recommends that the Ministry should fast-track the project to construct roads, bunds and bunkers along the fence and start the construction work at the earliest. The Committee also recommends that the State Government of J&K must be constantly exhorted to improve road connectivity in the Jammu sector by constructing good all-weather roads that will provide connectivity to all the BoPs.

2.9.5 The Committee feels that Border Roads Organisation is very ill-equipped for the purpose of delivering border roads in a timely manner. The Committee recommends that the Ministry should make efforts to revive the idea of creating a joint venture through public-private partnership between the Government and a private company having wide experience and expertise in road projects.

INDIA-CHINA BORDER (ICB)

2.10 Border Infrastructure along ICB

2.10.1 The Committee was given to understand that on the India-China border, the BOPs are located at a very high altitude of above 9000 feet. 81 BOPs are located at a height of more than 12000 feet and 20 BOPs at a height of more than 15000 ft. Limited patrolling by ITBP is possible due to excessive gap, hilly terrain and lack of roads.

2.10.2 The Committee was apprised that in order to redress the situation arising out of lack of infrastructure along the India-China border, the Government undertook construction of 73 roads of operational significance. Out of these, 27 roads measuring 804.91km at an estimated cost of Rs. 1937 crore are being funded in phase-I, by the MHA, for effective movement of the ITBP. The Ministry apprised that 8 roads have been completed, 4 roads have been converted to General Staff (GS) roads to be constructed by Ministry of Defence (MoD) and work is in progress on the remaining roads. Construction of 16 roads is under progress and tentatively expected to be completed by March 2019.

2.10.3 Under Phase-II, 48 roads measuring 1032 km have been operationally cleared by the MoD and approved by the MHA for construction and Detailed Project Reports are being prepared by the CPWD.

2.10.4 The Committee takes note of the fact that the infrastructure on the Chinese side of the India-China border is far better than that on the Indian side and to, achieve comparable

results, the Government has to intensify its efforts and fast-track the projects. The Committee recommends that the Ministry should strive to complete the construction of all the roads under Phase-I by March, 2019 as targeted and should also start the Phase-II construction at the earliest.

2.10.5 When the Committee sought to know about other infrastructure works, being taken up under the Scheme to improve border infrastructure on ICB, the Ministry submitted that the following border infrastructure development projects on ICB are being undertaken:

- (a) For provision of suitable warm and comfortable accommodation for the troops, the Government has approved the concept of permanent integrated building with central heating and freeze proof toilets for jawans who are posted at high altitude Border out Posts (BOPs). Construction of such a BOP at Lukung, Leh (J&K) for Indo-Tibetan Border Police (ITBP) is in progress while the proposal for construction of permanent integrated buildings at 11 BOPs is under consideration.
- (b) Efforts are being made for provision of basic facilities like water supply, electricity, telephone, bridges, tracks and foot suspension bridges wherever possible in existing BOPs. Installation of 123 Mobile Towers has been sanctioned to enhance communication facility in 156 ITBP BOPs.
- (c) Air support is being provided by Indian Air Force/BSF to ITBP BOPs which remain cut off during winter season. Besides, to increase operational efficiency of ITBP, proposal for more helipads in the forward locations is under consideration of the Government.

2.10.6 The Committee feels that the permanent integrated buildings at high altitude BoPs is the need of the hour to improve operational efficiency. Construction of the Lukung BOP may be completed at the earliest and an early decision may be taken for the other 11 BOPs which are under consideration.

2.10.7 The Committee also recommends that the proposal of construction of more helipads in forward locations may be approved without any delay. The Ministry of Home Affairs may also chalk out a plan to create a dedicated air wing of ITBP and procure a minimal fleet of helicopters and planes, as per the requirements of ITBP, for the purpose.

INDIA-NEPAL BORDER (INB)

2.11 Deployment of BGF along INB

2.11.1 The Committee was apprised that in order to check anti-national activities and to improve the security on the India-Nepal border, 31 battalions of the Sashastra Seema Bal (SSB) have been deployed as the Border Guarding Force. The raising of additional 32 battalions (18 operational and 14 Reserve) has been sanctioned. Out of 18 operational battalions sanctioned, 9 battalions will be deployed on the India-Nepal Border. On the Committee's query regarding status of the plan to raise these additional battalions, the Ministry informed that 26 battalions are fully functional, 2 are being raised and 4 will be raised in 2017-18.

2.12 Border Infrastructure along INB

2.12.1 The SSB has established 473 BOPs on India-Nepal border. The Ministry submitted that the construction and up-gradation of 1,377 km. of strategic roads along the India-Nepal border in the States of Uttarakhand (173 km.), Uttar Pradesh (640 km.) and Bihar (564 km.) at an estimated cost of Rs 3,853 crore has been approved. The construction work of these roads was to be completed over a period of five years commencing from 1st April, 2011.

2.12.2 Out of an approved length of 552.30 km for the upgradation/construction of roads in Bihar, only 177.33 km of formation work and 35.75 km of surfacing work of roads was completed (upto 31.12.2016). In Uttar Pradesh, the Government had approved construction of 256.95 km of roads but only 88.06 km of formation and 45.21 km of surfacing work was completed (upto 31.12.2016). In Uttarakhand, the approved length of 12 km of upgradation of Kakrali Gate-Thulighat road has been completed. Construction of Pancheshwar Dam Project has been proposed on Tanakpur-Jauljivi Road (India-Nepal Border road) in Uttarakhand along River Mahakali which affects the alignment of the border road.

2.12.3 The Committee is constrained to note the inordinate delay in the construction and upgradation of 1377 km of strategic roads along the India-Nepal Border in the States of UP, Bihar and Uttarakhand due to pending land acquisition and forest clearances. The Committee notes that the Ministry has sought an extension of time up to March, 2019 for completion of these projects. The Ministry should have made serious efforts in resolving the issues. Though the construction should have been completed in 2016 as per the original plan, only very little has been completed so far. The Committee deplors this delay and desires that atleast by March, 2019 it should be completed.

INDIA-BHUTAN BORDER (IBhB)

2.13 Border Infrastructure along IBhB

2.13.1 The Ministry informed the Committee that Sashastra Seema Bal has established 153 BOPs along the India-Bhutan border. The Government of India has approved the construction of 313 km of border roads along the India-Bhutan border at a cost of Rs 1259 crore. The construction work on these roads has not yet started due to pending land acquisition. The Ministry also informed that the proposal for border fencing on the India-Bhutan Border from Border Pillar No. 150 to Border Pillar No. 174 in Kokrajhar District (Assam) having a length of 35.90 Kms, excluding 5.10 Kms riverine area, has been approved in principle and Rs. 4.81 crore has been approved by the HLEC for land cost. It was also stated that the estimate of Rs. 68.28 crore for fencing work will be sanctioned after land clearance. Process for transfer of forest land is under process.

2.13.2 When the Committee sought to know the measures being taken to remove bottlenecks so that the land acquisition can be completed, the Ministry replied that a major portion of the revised alignment of India-Bhutan border road passes through Bodoland Territorial Area District (BTAD) which consists of reserve forest. Recently, the Secretary (BM) held a meeting with DG, Forest and DG, SSB along with representatives of the State Government concerned for expediting transfer of forest land to the State Government. The Ministry further stated that the Assam PWD has been assigned to carry out detailed survey of proposed alignment and to prepare a Detailed Project Report (DPR), and the survey work was under progress.

2.13.3 The Committee takes a serious view of the fact that though the project of construction of 313 km of border roads along the India-Bhutan border has been approved, it is yet to take off due to pending land acquisition. The Committee is also concerned that transfer of forest land in such cases has become a major cause of delay. The Committee recommends that the Ministry of Home Affairs should take up this issue with the Ministry of Environment and Forests at the highest level and frame a Standard Operating Procedure to be followed by both the Ministries in all such cases where transfer of forest land is required for border infrastructure projects.

INDIA-MYANMAR BORDER (IMB)

2.14 Deployment of BGF along IMB

2.14.1 Presently, the Assam Rifles (AR) has been deployed on India-Myanmar Border. 15 Battalions of the AR are deployed for the border guarding duties, and out them 06 Battalions are on dual role of border guarding and counter insurgency duties.

2.14.2 The Committee was given to understand that Assam Rifles is not specialized to perform the role of a BGF and hence sought to know if deployment of any other force on IMB was being contemplated. The Ministry submitted that Assam Rifles is not a dedicated BGF like other BGFs, as it is also involved in counter insurgency operations. It operates in formation of Company Operating Bases (COB) and not on Border Out Posts (BOP) basis as other BGFs do. COB requires more men than BOP and the inter-COB distance is large in comparison to BOP pattern. Further COBs are located far behind the international border. The Ministry informed that it was exploring the possibility of effectively guarding the India-Myanmar Border by way of deployment of a dedicated force for border guarding near to zero line and to reduce the inter-base distance of the force.

2.14.3 Since the Assam Rifles is not a dedicated BGF and the Ministry is exploring the possibility of deploying a dedicated BGF for guarding the India-Myanmar Border, the Committee recommends that the Ministry should take an early decision on this matter and put an end to the confusion.

2.15 Border Infrastructure along IMB

2.15.1 The Ministry informed the Committee that to secure the India-Myanmar Border, the Government has undertaken creation of Border Infrastructure along this border, comprising of construction of 4585 Km roads, 113 helipads and 02 helibases. The CPWD was asked to take up the pre-feasibility study for construction of 1417 Km of Roads, 56 helipads and 02 helibases.

2.15.2 The Committee also learnt that in order to check the problem of infiltration, smuggling of contraband and illegal activities in the IMB area, the Government of India had initiated fencing between Boundary Pillar No. 79 and Boundary Pillar No. 81 on this Border (approx. 10 km). The Government allocated a fund of Rs 30.96 crore for the fencing work, acquired the required land and obtained necessary clearances from the Ministry of Environment and Forests. The Government released a fund of Rs 16.38 crore to Border Road Organization (BRO) which is the executing agency and the fencing work on the stretch of 4.02 km has been completed. The fencing work was then stopped due to the protests from local people and a re-survey of boundary line between Border Pillar Nos. 79-81 was to be done by the Ministry of External Affairs in consultation with the Government of Myanmar. The Ministry informed the Committee that the views of MEA on this matter are still awaited by MHA.

2.15.3 The Ministry also submitted that, to improve border infrastructure on India-Myanmar Border, a comprehensive border infrastructure project, envisaging upgradation of existing roads and construction of new roads and helipads in the States of Arunachal Pradesh, Manipur, Nagaland &

Mizoram along the border, is under consideration/examination by the MHA. It was further stated that modern weapons and equipment like Unmanned Aerial Vehicle (UAV), Battle Field Surveillance Radar (BFSR), Laser Range Finder, Hand Held Thermal Imager, Closed Circuit Television (CCTV) and Unattended Ground Sensor (UGS) are also being procured for the border management.

2.15.4 The Committee expresses its concern over the delay in the re-survey of the boundary line on IMB for construction of fencing. The Committee is aware that this border is one of the most porous borders and insurgent groups are quite active in the border area. The attack on the Armed Forces convoy in 2015 was a gruesome reminder that India needs to secure the IMB and eliminate cross-border insurgency in the region. The Committee, therefore, recommends that the Ministry of Home Affairs should pursue the Ministry of External Affairs for completing the re-survey at the earliest so that the fencing work could begin. The Committee also recommends that the proposed comprehensive border infrastructure project for IMB should be approved without any delay. The procurement of modern weapons and equipment for border management should also be completed at the earliest.

2.16 Vulnerabilities on IMB

2.16.1 The Ministry informed the Committee that India and Myanmar share an unfenced border of 1643 Km which runs through the States of Nagaland, Manipur, Mizoram and Arunachal Pradesh with a Free Movement Regime (FMR) up to 16 Km across the International border. Each of the 15 Border Guarding Battalions of Assam Rifles is responsible to guard almost 110 km of hostile and porous border with no barrier or fence to prevent crossing of International Border as against 40 kms per Battalion mandated by the Group of Ministers' report. The Committee learnt that the gaps in the deployment are wide which are prone to be exploited by the insurgents to carry out sabotage activities against the Indian security forces. The Ministry submitted that it is almost impossible to achieve 100% sealing of the border. However, the Force is relentlessly carrying out operations against the insurgents and has been instrumental in overall decline in the insurgent-related incidents over the last three years.

2.16.2 The Committee noted that with the ethnic, cultural and physiological similarities of locals with inhabitants of Naga Self Administration Zone (NSAZ) of Myanmar, there exists a liberal trans-border regime along the India-Myanmar Border known as the Free Movement Regime (FMR) which allows a free movement up to 16 Km across the India-Myanmar Border.

2.16.3 Explaining the steps being taken by the government, the Ministry said that in order to rationalize and regularize the facility of free movement and with the objective of confining this facility to genuine and bonafide residents on both sides living in areas up to an agreed depth, a Memorandum of Understanding (MoU) between India and Myanmar on movement of people across IMB was proposed. The MHA informed that the MEA has shared the MoU on FMR with the Myanmar side and the response from the Myanmar side is awaited.

2.16.4 The Committee takes a serious note of the fact that the gaps in the deployment are wide and are prone to be exploited by the insurgents to carry out sabotage activities against the country and its security forces. The Committee is also constrained to learn that the system of FMR along with porous and unfenced border is being exploited by the anti national elements for unhindered movement of insurgent groups across the border. The Committee also expresses its concern that the implementation of FMR is not uniform across the states along the IMB which is exploited by insurgents and anti-national elements. The exploitation of FMR is also facilitated by the thick jungles, heavy undergrowth, riverine and mountainous terrain in the region. The Committee takes note of the MOU being proposed by India to Myanmar for rationalising and

regularising the FMR and recommends that steps may be taken for early signing of the MOU. The Committee also recommends that steps may be taken to ensure uniform implementation of the FMR by all the states bordering Myanmar to check its misuse.

GENERAL BORDER MANAGEMENT ISSUES

2.17 Working Conditions of Border Guarding Forces (BGF) Personnel

2.17.1 The Committee was informed that the normal duty hours of SSB Personnel are 8 hours. The duties of Standing Guard/Sentry are changed after every two hours of continuous duty and they are given rest of 4-6 hours. There is no fixed hour duty system for Naka/patrolling; however, the Jawans are given adequate rest.

2.17.2 The Committee was apprised by the Ministry that BSF Jawans are given six hours of uninterrupted sleep in every cycle of 24 hours. Besides, every Jawan is given one day off in a week wherein he remains within the BoP to attend to personal needs while remaining available for emergency duties.

2.17.3 The Committee in its study visits to various locations on India-Bangladesh and India-Pakistan Borders enquired about the duty hour system being followed on the forward locations. The Committee was given to understand that there was a fixed duty hours system for patrols wherein a 24 hours cycle is divided into four shifts of six hours each. A Jawan is sent for patrolling on two alternate shifts of 6 hours in a cycle and gets 6 hours of time between every two duty shifts for rest and relaxation. However, while interacting with the personnel, the Committee observed that a Jawan, apart from performing his patrolling duty, has to attend to other miscellaneous duties related to working parade and roll call parade. He also has to take meals and perform his other daily routine personal work. Moreover, in most of the areas, he has to commute from the BoP to the place of patrolling which requires significant amount of time depending on the distance he has to travel.

2.17.4 In some areas like Rajasthan, the Jawans have to travel for more than an hour to reach the patrolling location and another hour for coming back to BoP after the end of his patrol duty. Thus, he is left with no more than 2 to 3 hours of time for getting continuous rest before he gets ready to leave for his second shift. The Committee was also informed that this system had failed to provide adequate rest to the Jawans and was having a toll on their health, apart from leaving them fatigued during their patrolling duty. This along with 6 hours of continuous patrolling may also affect the surveillance operations in critical areas on IBB and IPB that require constant vigil and alertness.

2.17.5 The Ministry's submission that a Jawan gets minimum of 6 hours uninterrupted sleep in every cycle of 24 hours is at variance with the facts observed and learnt by the Committee during its study visits. The Committee is anguished to observe that the flawed system leaves grossly insufficient time for Jawans to get decent rest and sleep. The Committee is concerned to note that due to shortage of manpower, jawans are forced to perform 16-18 hours of duty in a day. The BSF needs to revise its duty hours system so as to ensure atleast one gap of 8 to 10 hours between two consecutive shifts. Moreover, a patrolling shift of 6 hours is unduly long and without adequate rest a Jawan cannot be expected to remain alert throughout the shift. The Committee recommends that this system should be rationalized by creating six shifts of 4 hours each during a 24 hours cycle wherein a Jawan performs two shifts of 4 hours each in a day with a gap of 8 to 10 hours between these two shifts. It must be ensured that the Jawan gets 8 hours of sleep plus two hours to attend to his personal needs. The Committee also recommends that the Ministry should

assess the amount of additional man power required to adopt this system and should have sufficient number of Reserve Battalions.

2.17.6 The Committee, during its study visit to the India-Bangladesh Border, observed that Jawans commuted to their patrol locations from their respective BoPs on foot. This adds to their fatigue, takes away significant amount of time from their resting hours and affects their performance while patrolling. The Committee, during its interactions with the Jawans, learnt that they were not provided bicycles by BSF and many of the Jawans had hired bicycles for commuting out of their own expenses, whereas some of them travel on foot.

2.17.7 The Committee expresses its deep anguish over the neglect of basic necessities to the Jawans by the commanding officers. The Committee feels that a Jawan must not be made to travel on foot for his daily commute if the duty location is far away from the BoP. The Committee, therefore, recommends that the BSF must procure sufficient number of bicycles and every Jawan must be provided with one for the purpose of commuting wherever cycling is possible. The Committee also recommends that in areas where there are no roads, like deserts and hilly areas, the Commanding officers must be directed to estimate the commute duration, consider them as part of the duty hours of jawans and accordingly revise their duty hours so as to minimize their fatigue and provide them adequate time for rest.

2.17.8 The Committee, during its study visit to the Western Border, was also apprised by the Commanding Officers that construction of Observation Posts and ambush-cum-patrol shelters will help in providing brief periods of rest to jawans during their patrols and strengthen the surveillance system on the border. The Committee was informed that a proposal for the same had been already submitted by the BSF to MHA.

2.17.9 The construction of Observation Posts and ambush-cum-patrol shelters along the India-Bangladesh and India-Pakistan Borders is a good proposal and is in the right direction to improve the working conditions of personnel and also to strengthen the surveillance on the border. The Committee recommends that the Ministry should take an early decision on this proposal during this financial year itself.

2.17.10 During the visit of the Committee to J&K forward locations, the Committee interacted with BSF personnel posted in forward BoPs in areas that were somewhat inaccessible and did not have proper connectivity. The personnel informed the Committee that there was no mobile connectivity available in their BoPs and the only available means of communication with their friends and families was through satellite phones. They informed that the Government had recently increased call rates for calls made through satellite phones by personnel deployed in remote areas from Re 1 to Rs. 5/- per call due to which they were unable to frequently contact their families and were incurring huge expenses out of their own income. The Ministry submitted that in December, 2015 they had requested the Department of Telecommunications (DoT), New Delhi to extend their agreement for a further period of 5 years at the subsidized rate of Re.1/- per minute, as 135 DSPTs allotted to BSF are being used by troops in remote areas of the country where these equipment are the only means of communication for operations as well as welfare of troops deployed in far flung areas. The Union Home Secretary had also written a DO letter to the Secretary, DoT in May 2016 on this issue.

2.17.11 The Committee is concerned by the insensitive approach of the Government towards the jawans posted in difficult and harsh conditions. The Committee strongly recommends that the Ministry must pursue this matter with the Department of Telecommunications on a priority basis and ensure that subsidized call rates are made available on all the 135 DSPTs

allotted to the BSF being used in remote areas. The Committee also recommends that the Ministry must bear the expenses of all calls made through these DSPTs or subsidise the calls made by jawans, out of its own funds, until the DoT takes a decision on this matter.

2.18 Deployment of BGF Battalions to duties other than Border Guarding

2.18.1 The Ministry submitted to the Committee that the Central Armed Police Forces (CAPFs) were raised to perform specific duties and to meet specific challenges. Duties of CAPFs are assigned keeping in view their primary tasks so that their doctrine of training, rotational changeover plan, rest & recuperation process etc. may not be disturbed. However, internal security requirements do require some flexibility in deployment. In order to reduce the impact of diversion of battalions to other duties and to reduce the dependence of States on CAPFs for deployment of additional forces, the Ministry has sanctioned a number of Indian Reserve battalions (IR) to State Governments. The Committee sought the details of BSF battalions performing duties other than border guarding. The Ministry submitted the details as under:

Role/Deployment	No of BSF Bns
Line of Control	14
Anti Infiltration	02
Vital Areas & Vital Points	03
Counter Insurgency	05
Anti Naxalite Operations	16
ICP Attari	01
Reserve Bn	10
Marine Bn	01
NDRF Bns	03
Total	45

2.18.2 The Committee, during its study visits, also found that the number of Reserve battalions in the BSF were very less and inadequate. The Committee was informed that reserve battalions are meant for training, rest and relief of operationally deployed troops and can be deployed for a short duration during an exigency. The Committee was also informed by the Ministry that there were a total of 186 battalions in BSF out of which 70 were deployed in the Western Theatre, 83 were deployed in the Eastern Theatre and 30 were Reserve battalions. The Committee was also informed that there were proposals, under consideration of the Ministry, for raising 4 Battalions for guarding ICPs and 21 Battalions for 2nd Tier deployment, training and rest and relief of the troops. The Ministry also submitted the details of the total number of Reserve Battalions of BSF as follows:

Reserve Battalions	
LWE Operations	16 Bns (Odisha & Chhattisgarh)
Counter Insurgency	03 Bns (02 Manipur & 01 in Meghalaya)
Integrated Check Post	01 Bns
Reserve	10 Bns (25-Chhawala, 32-Hissar, 77-Bangalore, 162-Thrissur, 118-Coimbatore, 95-Bhondsi, 69-Nagaur, 169-Bikaner, 175-Hazaribag, 176-Pune/Solapur)
Total	30 Bns

2.18.3 The Committee is concerned to observe that while 30 out of a total of 186 battalions were designated as Reserve Battalions, only 10 out of 30 were actually kept as Reserve and even

they have been deployed in various locations for miscellaneous duties. The Committee feels that the *raison d'être* of having Reserve Battalions has been lost and this has become the root cause for overburdening of border guarding personnel leaving them with no time for sleep, rest, recuperation and training activities. The Committee, therefore, recommends that the Ministry should urgently raise additional battalions in the respective forces for the purpose of handling LWE and Counter Insurgency operations and to ensure that battalions from BGFs are not diverted for the purpose. The Committee also recommends that the Government should raise the required number of Indian Reserve Battalions for the States to ensure their self-sufficiency in law and order, elections and other miscellaneous duties instead of making them dependent on the CAPFs.

2.18.4 The Committee feels that the number of Reserve Battalions at present is too low and it has to be augmented urgently. The Committee, therefore, recommends that all the proposals of BGFs to raise additional number of battalions should be considered on a priority basis and approval must be granted at the earliest. The Ministry should establish a strong institutional mechanism to ensure that the Reserve battalions do not get deployed under any circumstances for any other duty except in times of extreme exigencies and should be kept for the purpose of training, rest and relief of existing troops. The Ministry should also ensure that any such deployment in times of exigencies should be temporary and must not become permanent at any cost.

2.19 Pending Procurement of Weapons and Essential Equipment

2.19.1 During its study visits, the Committee observed deficiency of some surveillance equipment, like Hand-held Thermal Imagers, which are essential for surveillance during night. On enquiry by the Committee, the Ministry informed that to address the deficiency of essential equipment, the procurement of required surveillance equipment is under process.

2.19.2 The Committee feels that adequacy of modern equipment for surveillance during day as well as night is a pre-requisite to detect any attempt of infiltration or illegal migration. The Committee, therefore, recommends that the Ministry should immediately procure all essential surveillance equipment especially those required for surveillance during night, like Hand-held Thermal Imager and PNV Monocular, at the earliest and apprise the Committee of the progress in the matter.

2.20 Composite BOPs

2.20.1 The Committee, during its study visits to IBB and IPB, found that the conventional border outposts of BSF lacked several basic facilities. The staying and sleeping arrangements of jawans in barracks were poor, there was no separate space for jawans to store their luggage and in some BOPs there was no clean drinking water. Some of the barracks were in dilapidated condition with no proper roof and some were not having even fans. On being enquired, the Ministry informed that at present BSF is manning 1901 BOPs out of which 422 are Composite BOPs and the remaining 1479 are BOPs having five or less basic elements. In order to provide all basic elements in the non-composite BOPs, work is being taken up in a phased manner. The Committee was also informed that proposals for providing piped water to all BOPs, wherever feasible, had been received in MHA during July 2015, out of which 28 proposals have been cleared and remaining proposals are still under consideration of the MHA for sanction/allotment of funds.

2.20.2 The Committee is anguished to observe the poor condition of the border out posts. The Committee notices that only 422 out of 1901 BOPs on India-Bangladesh and India-Pakistan

Borders are composite and others lack various basic elements. The Committee is constrained to observe that several BOPs do not have even the most essential facilities like provision for filtered drinking water or proper barracks. It is inhuman to make Jawans to live and sleep without a fan in the BOPs. The Committee, therefore, recommends that the Ministry should intensify its efforts for converting all BOPs into composite ones and apprise the Committee, periodically, about the progress of this project. The Committee also recommends that all the proposals for provision of piped water in BoPs should be approved at the earliest and till then orders may be issued for procurement of water filter/RO systems for all BoPs and for proper maintenance of existing ones. The Ministry should take an immediate decision in this regard and inform the Committee about the decision taken.

2.21 Service Conditions and Pay Related Issues of BGFs

2.21.1 The Committee sought to know the measures that are proposed to bring the service conditions, pay, allowances and other benefits of Border Guarding Forces on par with the Army. The Ministry informed that CAPFs had demanded higher Grade Pay for various non-gazetted ranks and also sought increase of Modified Assured Career Progression (MACP) to four times in a career along with reduction in eligibility period ranging from six to eight years. The CAPFs had also demanded grant of Paramilitary Service Pay akin to the Military Service Pay as admissible to Defence Personnel. The MHA submitted that they had supported these demands but the 7th CPC did not agree to the above demands.

2.21.2 Subsequently, the proposal for grant of Paramilitary Service Pay (PMSP) to all CAPFs personnel was recommended by the MHA to the Empowered Committee of Secretaries constituted to study the 7th CPC recommendations. The recommendations of the 7th Central Pay Commission relating to pay, pension and related issues have been implemented w.e.f 01.01.2016, vide Resolution dated 25.07.2016. However, the recommendation of MHA for grant of PMSP to all CAPF personnel was not incorporated in the said Resolution.

2.21.3 During the deliberations of the Committee, some Members raised the issue of disparity in the pay and perks of CAPFs vis-a-vis Armed Forces even though both of them having similar working conditions. The Committee, during the study visits, also found that BSF personnel were working in some of the most difficult and hostile locations and were yet discriminated in terms of pay and allowances. The Committee was also informed by the personnel, during the visits to border areas that, despite being deployed much ahead of the Armed Forces at forward locations on International Border in harsh weather and difficult terrain, the quantum of hard area allowance received by them was much less as compared to that received by their counterparts in the Army.

2.21.4 The Committee, during its study visits, also found that promotional avenues in the lower ranks of BGFs were scarce and there was excessive stagnation at the level of constable so much so that some of the constables retire without any further promotion and most of the personnel in lower rungs received no more than a single promotion throughout their service. The committee was informed that this stagnation forced many personnel to opt for early voluntary retirement and was also a cause for attrition in the forces.

2.21.5 The Committee is disappointed to note that the personnel of the CAPFs are unfairly treated as compared to their counterparts in the Armed Forces. The committee feels that this will have an adverse impact on the morale of the Forces who work tirelessly to secure the borders of our country. The Committee is aware that the Committee on the Allowances recommended by the 7th CPC is yet to give its report and recommends that the MHA must make another effort to enhance the hard area allowances of CAPFs and bring them at par with the Armed Forces. The

Committee also feels that changes in the Modified Assured Career Progression scheme is under the jurisdiction of the Ministry and recommends that the proposals of CAPFs for the same may be considered expeditiously and a suitable decision taken.

2.21.6 The Committee also recommends that hard area allowance should be exclusively decided on the basis of geographical and climatic conditions of the area of deployment and should be uniform for personnel of all the forces, be it CAPFs or Army.

2.21.7 The Committee is however, considering a separate subject on CAPFs in which it will deal with service conditions, living conditions, pay & allowances and housing and will give a comprehensive report on the subject. The issues pertaining to BGFs will be dealt with extensively in that report.

2.22 Medical Facilities for BGF Personnel

2.22.1 The Committee, during its interaction with the personnel deployed in forward areas on Western Border, was informed that medical facilities for personnel posted on the border were severely inadequate. The personnel had to be transferred to Frontier Headquarters for even basic treatment whenever there were injuries due to cross-border firing and shelling. Facilities for secondary and tertiary care were also inadequate.

2.22.2 The Committee sought details of medical facilities available for personnel of Border Guarding Forces. The Ministry informed that there were 8 BSF Composite Hospitals available in Kashmir, Punjab, Rajasthan, South Bengal, North Bengal, Tripura, Shillong and Guwahati Frontier Headquarters. In Gujarat, Jammu, Silchar, Chhatisgarh and Bangalore, Unit hospitals are available. At Sector Headquarter locations, hospital of a co-located Unit is functioning as Sector Hospital. The Ministry further stated that all essential equipment and medicines are available for providing primary medicare at these centres. All BSF BOPs/COBs have been provided with First Aid Boxes with sufficient emergency medicines and qualified Nursing Assistants. Composite Hospitals of other CAPFs are also providing medicare at various locations. CGHS/CS(MA)/State Government recognized hospitals have been empanelled with BSF at various locations for facilitating secondary/ tertiary medicare to BSF beneficiaries. Troops and their families availed of all Medical facilities admissible under CS (MA) Rules- 1944 and CGHS whenever they are posted to areas covered under CGHS. Service of Ambulances/Helicopters are used as and when required and as per availability for evacuating patients to the nearest Medical facility. The Committee was further informed that the BSF has introduced Tele-Medicine project in the year 2015 for consulting various specialists over this facility and obtain necessary advice on the treatment. Risk to the lives of BSF troops while on duty have been covered under “Golden Jubilee Seema Prahari Kalyan Kavach” group insurance scheme.

2.22.3 The Committee feels that despite the medical facilities provided for Border guarding Forces personnel, the Jawans are not satisfied particularly at the forward locations. The Committee observed during the visit that while BSF personnel are availing of facilities under CGHS, most of the border districts are not covered under this Scheme rendering it completely futile. The Committee recommends that the Ministry of Home Affairs must urge the Ministry of Health and Family Welfare to cover all border districts, especially on hostile borders, under CGHS in view of the presence of a large number of BGF personnel on the border. The Committee also recommends that the Ministry must make efforts to construct composite hospitals in all Frontier Headquarters and Unit Hospitals in all the Sectors. The Committee desires that on the medical front, the Forces should not feel dissatisfied.

2.23 Border Area Development Programme (BADP)

2.23.1 During the study visit of the Committee, the Public representatives in Rajasthan, Punjab and J&K voiced their concerns on the inadequacy of funds allocated under BADP and demanded allocation of higher amount of funding to ensure proper development of border area districts.

2.23.2 Discussion was also held with the State Government of Rajasthan and the local Member of Parliament on the performance of Border Area Development Programme in Rajasthan and the Committee found several gaps in the provision of essential and basic facilities to border area population including lack of clean drinking water at many places.

2.23.3 Since the Border Guarding Forces are more aware of the problems and the issues of the border area population living in the forward areas, the Committee sought to know if the limit of 10% of BADP funds for which they are mandated to suggest schemes could be enhanced. The Ministry submitted that the main objective of the BADP is to meet the special developmental needs and well-being of the people living in remote and inaccessible areas situated near the international border and to saturate the border area with the entire essential infrastructure through convergence of Central/State/BADP/Local schemes and participatory approach. Under the guidelines, the Border Guarding Forces (BGFs) can suggest the schemes for the benefit and betterment of the local population upto 10% of the allocation of State. The BGFs are also members of District Level Committees (DLCs), which are responsible for planning and implementation of the BADP. The BGFs can suggest schemes in the strategic villages (as suggested by them) concerning the issues of border area population, in the DLC. If the State Government feels that the schemes are feasible and beneficial for the well being of the border population, in addition to mandated schemes for 10% of BADP funds, they may consider those schemes for inclusion in the Annual Action Plan of the BADP.

2.23.4 The Committee takes note of the Ministry's submission and feels that the objective of Border Area Development Programme to saturate the border areas with all the essential infrastructure remains unfulfilled even after three decades of the inception of this programme. The Committee, during its study visits, found widespread illiteracy, backwardness and poverty along with severe lack of amenities in the border areas of West Bengal and Rajasthan. On the other hand, border areas in Punjab and J&K are suffering from poor infrastructure and lack of connectivity and transportation. The Committee feels that there is a need to strengthen the monitoring of the projects under BADP and conduct a review of performance of this programme to find out its lacunae. The Committee, therefore, recommends that the Ministry should carry out an Impact Assessment of BADP to ascertain the measures that can be undertaken to make this programme a success. The Committee, keeping in view the scope and mandate of BADP, recommends that the Ministry should enhance the allocations being made under the BADP.

2.23.5 During the study visit of the Committee to Punjab border, the representative of the Punjab Government submitted that the State Police Force is the second line of defence for border security. However, there was an urgent need to modernise the State Police Force and the police personnel, posted in border areas for stopping the cross-border crimes and infiltration, deserved facilities at par with the BGF personnel. He submitted that the MHA should incorporate a security component for funding under the BADP guidelines and provide funds to State Police Forces under that component for improving police infrastructure and facilities in border areas.

2.23.6 The Committee notes the submission of Punjab Police and agrees that state police infrastructure needs to be improved to match the security requirements. Though it is primarily the responsibility of States to improve police infrastructure, the Committee recommends that the Ministry should take up the above suggestion in its next review of BADP guidelines and make efforts to incorporate it to the extent possible.

2.24 Border Protection Grid (BPG)

2.24.1 The Ministry informed the Committee that the Government is gradually moving to the concept of Border Protection Grid (BPG) of each border from the past practice of erection of physical barriers and patrolling of the border by the Border Guarding Forces. This will entail setting up the BPG in the States to detect and tackle intrusions, to keep watch on other related suspicious activities and to have a proper response mechanism. The Grid will comprise elements ahead of the fence, on the fence/border and behind the border, technology elements (Hardware & Software) which include border guarding structures, deployment, systems, institutional arrangements, BGF, state police, army, Intelligence agencies and other state agencies.

2.24.2 The Ministry also asserted that, by installing the mechanism of BPG, it is envisaged that State Police of Border Districts may establish border police out posts at some designated/earmarked places. Better coordination among BSF and state police of districts concerned will bring better surveillance, patrolling and intelligence inputs. At present few technology equipment are being used in a standalone mode to support the troops deployed on duties. By implementation of Comprehensive Integrated Border Management System (CIBMS), the existing mechanism of surveillance of Border will be replaced and surveillance of the area will be done by various sensors deployed on the border. Immediately on detection of threat, Commander at Command and Control centre will analyze the emerging situation and send their manpower deployed in the area as a Quick Reaction Team (QRT) to respond accordingly.

2.24.3 The Committee notes the ambitious plan of the Government to move to the concept of putting in place technological barriers instead of the present practice of erection of physical barriers on all the borders. The Committee recommends that the technology solutions implemented as part of the proposed Border Protection Grid (BPG) in every border State should be mission critical and not merely on a best effort basis. The Ministry must also carry out extensive research on similar systems deployed internationally by countries like USA and Israel before finalising the major constituents of the BPG and technologies to be used. The Committee also recommends that the Ministry should come out with a specific timeline for finalising the design of the proposed BPG and a time line for implementing the same.

2.25 Illegal Sand Mining in Punjab Border Areas

2.25.1 The Committee, during its interaction with the farmers living in border areas, was informed that there was rampant illegal sand mining going on in the border areas of Punjab and this had worsened the condition of all the roads along the border. One of the Members of the Committee also raised this issue in the discussion held with the representatives of Punjab State Government during the visit and put forth the complaint of the farmers that the BSF and the Punjab Police were in connivance with the perpetrators of this illegal sand mining.

2.25.2 The Committee is anguished to note the illegal sand mining on the Punjab border and the allegations of connivance of the BSF and the Punjab Police in this crime. The Committee recommends that an investigation should be carried out by the Ministry jointly with the Punjab Government to expose the truth and the culprits. The Committee also recommends that the Ministry must also convey the views of the Committee to the State Government of Punjab and ask them to curb this menace.

COASTAL BORDER

2.26 Coastal Security Scheme (CSS)

2.26.1 The Coastal Security Scheme (Phase-I) was implemented from 2005-06 with an initial outlay of Rs.646 crores over a period of 6 years. Under the Scheme, coastal States/UTs were provided with 73 coastal police stations, 97 check posts, 58 outposts, 30 barracks, 204 interceptor boats, 153 jeeps and 312 motor cycles.

2.26.2 The Ministry submitted that presently phase-II of the Coastal Security Scheme is under implementation w.e.f. 1st April, 2011 with an outlay of Rs.1580 crore. Under the Phase-II, the coastal States/UTs are to be provided with 131 Marine Police Stations, 60 jetties, 10 Marine Operation Centres, 150 boats (12 Tons), 75 special category boats/RIBs, 131 four wheelers and 242 motorcycles.

2.26.3 Under CSS phase-II, as on date, 109 Marine Police Stations were operationalized, 22 jetties are under construction, 4 Marine Operation Centers are functional, 127 four wheelers and 234 motorcycles were procured. The Committee was informed that the MHA has initiated action for procurement of 225 boats, through Limited Tender Enquiry (LTE) to all Defence and other PSUs which are manufacturers of such boats. The procurement of boats would take about four years. The Home Secretary submitted in his evidence before the Committee that the implementation of CSS has been tardy over the last many years; the Ministry is, however, making efforts to expedite the same and a solution has been worked out now for the purchase of the boats.

2.26.4 The Ministry informed that a total of Rs.128.93crore was released to the coastal States/UTs. The Phase-II of the Coastal Security Scheme was to be completed by 31.03.2016. However, the Ministry was unable to do so and is considering a proposal for extending the implementation period for Phase II of the CSS.

2.26.5 The Committee expresses its displeasure that the Ministry was unable to complete the implementation of phase II of the CSS as per the target and has sought extension for the same. The Ministry is unable to implement critical projects within the set timeframe and this is bound to have ramifications on the overall intended coastal security system. The Committee strongly recommends that the phase II of coastal security scheme should be extended in the first instance and completed at the earliest. The procurement of motor boats has suffered an inordinate delay and the Ministry should make sincere efforts to complete their procurement at the earliest.

2.26.6 Explaining about the coastal command chain and coordination between various agencies mandated with responsibility to ensure coastal security, the Ministry stated that coastal security is provided by Coastal Police, Indian Coast Guard (ICG) and Indian Navy (IN). The jurisdiction of Coastal Police is up to 12 nautical miles (NM) from the baseline. ICG is also designated as the authority responsible for coastal security in Territorial Waters including areas to be patrolled by Coastal Police. Beyond 12 NM, both ICG and IN ensure the security of Maritime Zones of India. The IN has been designated as the authority responsible for overall maritime security, which includes coastal security and offshore security. The Director General, Coast Guard has been designated as Commander, Coastal Command and will be responsible for overall coordination between Central and State agencies in all matters relating to coastal security. This arrangement of IN, ICG and Coastal Police will function in a coordinated manner and have synergy in their operation.

2.26.7 The Committee, during its deliberations, was apprised about the serious infrastructural inadequacies of Indian Coast Guard and Coastal police forces. Lack of a clear coordination mechanism between Indian Navy, Indian Coast Guard and coastal police that are

guarding the three respective layers of our sea front is also another serious issue. The Committee recommends that there should be a clear command chain and defined SOPs with reference to coastal security and the DG, Coast Guard, who is designated as the head of the coastal command, must be empowered adequately and be given authority to command other sister agencies in matters of coastal security.

2.26.8 The Committee also expresses its displeasure on the fact that the Ministry did not implement several recommendations of the Committee given in its 177th Report on Coastal Security Scheme. The Committee recommends that the Ministry should have a relook into the Committee's 177th Report and make efforts to implement the recommendations given therein.

2.27 Other Initiatives to Improve Coastal Security

2.27.1 The Ministry apprised the Committee that Indian Coast Guard is undertaking community interaction programmes for the fishermen to bring in awareness about safety issues at sea and to sensitize the fishing community on the prevailing security situation and engage with them for intelligence gathering.

2.27.2 On the front of issuing biometric identification cards to coastal area residents, the Ministry informed that RGI has captured biometric details of 67,50,719 persons of age 18 years and above living who are in the coastal areas, and distributed 65,72,523 NPR ID cards. Also, the Department of Animal Husbandry, Dairying and Fisheries has produced 11,71,616 Fishermen ID Cards and delivered 11,52,146 cards to the fishermen.

2.27.3 All the sailing vessels above 20 metres length are mandatorily required to be fitted with Automatic Identification System (AIS) equipment. Sailing vessels below 20 metres (mainly fishing vessels) are statutorily not required to install AIS, which poses a threat to the security of the coastal area. The Ministry informed that, for boats less than 20 metres, appropriate technology for installation of tracking system has been identified on the basis of the pilot study in the Ministry of Defence/Shipping.

2.27.4 The Committee notes that boats, less than 20 meters length are not mandatorily required to have AIS and this is certainly a security threat to coastal areas. The Committee takes note of the Ministry's submission that an appropriate technology for installation of tracking system for boats less than 20 metres has been identified. The Committee recommends that the Ministry should ensure timely installation of this system in all the boats at the earliest.

2.28 Security of Islands

2.28.1 There are 1382 small and big offshore islands. Several of these islands are uninhabited making it imperative to take measures for safety and security of the islands. Government initiated a 'Holistic Development of Island' scheme for 1382 offshore islands. The Ministry had issued recommendations for Security of Islands to all stake-holders including Coastal States/UTs, besides making a plan for development of few selected islands which is at the initial stage.

2.28.2 The Ministry informed that the Island Information System (IIS) geo-portal has been developed by the National Remote Sensing Centre, ISRO, using satellite imageries, Survey of India inputs, and inputs from Naval Hydrography Office (NHO) as a coordinated effort on behalf of MHA. This System is configured as a secure geo-portal with selected user access for only relevant Ministries. The geo-portal helps in carrying out dynamic analysis on changes, if any, in addition to providing any specific inputs on the islands using recent satellite imageries. The database also helps in planning and

development of islands for tourism, ecological and economic purposes. At the same time, the database can be used for strategically located islands for special surveillance as required by the Government, for close monitoring of such islands. The Ministry, during the meetings of the Committee, also informed that IIS enables surveillance of island upto a resolution of 2.5 m. However, the Home Secretary apprehended that transportation to certain far-flung islands, like Minicoy, remained a problem even today and visit by ships/vessels is not possible for almost 5 months every year.

2.28.3 The Ministry also informed that the Indian Navy and the Indian Coast Guard are involved in security of offshore islands by maintaining aerial surveillance and surface patrol especially in respect of far flung and vulnerable uninhabited islands. In respect of 26 islands identified for holistic development, IN & ICG have been directed by the Ministry of Defence to provide security to both uninhabited and inhabited islands by sending landing parties to these islands.

2.28.4 As and when credible information regarding poaching or any other activity is received about any of the uninhabited islands, the Marine Police Force staff along with sufficient local police is deputed to such uninhabited islands for patrolling, surveillance and anti-poaching operations. Besides, sufficient assets and manpower are provided to the Coastal Police Stations who also maintain vigil in the remote and far flung Islands and intervene in the contingent issues.

2.28.5 The Committee takes note of the efforts of the Ministry in developing the Island Information System geo-portal and Holistic Development of Island Scheme for security and development of vulnerable islands. The Committee desires that the Ministry may enhance security of the remote islands and also develop them with the help of the geo-portal. The Committee also recommends that the Ministry should make efforts, in collaboration with the Ministries of Shipping and Defence, to find a solution to ensure round-the-year sea connectivity to and patrolling of all the uninhabited and remote islands like Minicoy.

2.28.6 Coastal security is an important challenge the country is facing on the external front. Funds are being provided to the states for marine policing and coastal security but several states have failed to spend the funds fully while some projects under Coastal Security Scheme are facing delayed implementation. The States do not seem to be fully alive to the enormity of the challenge or to the huge responsibility that they have agreed to share regarding Coastal security. There should be regular meetings with State governments to sensitize them and joint hand with the Central government in monitoring all coastal security related projects so that our security system could be strengthened.

CHAPTER - III

INSTITUTIONS INVOLVED IN SECURING BORDERS

3.1 Introduction

3.1.1 The Committee during its deliberations discussed about the institutional mechanisms that are in place and the measures adopted by several institutions involved in securing various borders as well as any proposed institution that would fit into the overall plan of enhancing border security. The Committee examined all important issues concerning each of these institutions and made recommendations which are contained in the succeeding paragraphs of the Report.

3.2 National Intelligence Grid (NATGRID)

3.2.1 The Committee noted from the background note submitted by the Ministry that the NATGRID was set up as an attached office of the Ministry of Home Affairs on 1.12.2009, in the wake of the 26/11 attack, with the mandate to connect 10 approved User Agencies (UAs), leading Central Intelligence and Law Enforcement Agencies, and 21 Data Providing Organisations (DPOs) such as airlines, banks, railway, telecom etc. with a view to enhance the capacity of the country to counter terrorism and crime. A Detailed Project Report (DPR), outlining the NATGRID project to be implemented in four Horizons, was accorded 'in-principle' approval by the Cabinet Committee on Security (CCS) on 6.6.2011. The Ministry stated that on 14.6.2012 the CCS approved the implementation of Horizon I and some elements of Horizon II envisaged in the DPR at a cost of Rs 1002.97 crore. An amount of Rs 346.05 crore was also approved by the CCS on 28.11.2013 towards creation of necessary infrastructure i.e. Data Centre and Business Continuity Plan at New Delhi and Disaster Recovery Centre at Bengaluru.

3.2.2 The Ministry informed that the civil construction of Disaster Recovery Centre at Bengaluru is nearing completion and the Data Centre and Business Continuity Plan at New Delhi is expected to be completed by March 2018. The committee was further informed that a note on extension of project infrastructure timelines and budgetary resources was under submission for approval of the CCS. When the Committee sought to know the reasons for delayed implementation of NATGRID, the Home Secretary replied that there were several challenges in the implementation of the project. By the time, these challenges were overcome and the technology implementation plan was ready, the existing technology had become outdated and the new technology was available due to which technology implementation plan had to be revised. The Home Secretary assured the Committee that the Ministry was hoping to adhere to the current deadline and operationalise NATGRID by September, 2018. The Committee, however, apprehends that there are several issues that remain unaddressed till date and by 2018 only the building would be completed while the actual operationalisation may take a longer time. Essential equipment has still not been procured and there are a large number of vacancies of technical consultants. The CEO, NATGRID responded to the Members' apprehensions by assuring that the building will be completed both in Bengaluru as well as in Delhi by March, 2018 while connectivity between user and providing agencies alongwith certain amount of basic analytics and data sharing is expected to be in place by September, 2018.

3.2.3 The Ministry also submitted the yearly allocation and expenditure details of the NATGRID project (upto 30.9.2016) as follows:

Fin Year	BE allocation	Actual expenditure	Actual exp
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	Capital	Revenue	Total	Capital	Revenue	Total	as % of BE allocation
2010-11	0.03	39.11	39.14	0.03	10.17	10.20	26.04%
2011-12	28.97	178.96	207.93	7.63	10.99	18.62	8.95%
2012-13	70.85	364.15	435.00	0.00	9.68	9.68	2.22%
2013-14	100.00	56.50	156.50	16.61	12.42	29.03	18.55%
2014-15	114.81	24.97	139.78	15.06	15.56	30.62	21.91%
2015-16	106.56	33.44	140.00	48.58	14.76	63.34	45.24%
2016-17 (till 30.9.16)	77.00	27.00	104.00	37.87	7.31	45.18	43.44%
Total expenditure incurred till 30.09.2016						206.67	

3.2.4 The Committee is dismayed to learn that even though allocation was made by Cabinet Committee on Security on 28th November, 2013 for creating infrastructure, the infrastructure is nowhere in place. Only civil construction is expected to be completed in Delhi by March, 2018. Though DPR was approved on 6th June, 2011 and the implementation approved on 28th November, 2013, the project is still at the nascent stage. There are several vacancies of technical consultants to be filled and no action has been taken in this regard. Most subject matter experts hired in the previous year have quit NATGRID and the vacancies have not yet been filled. It is difficult for the Committee to believe that NATGRID will become operational by September, 2018 when the civil construction is expected to be completed only by March, 2018. The Government has not taken prompt decisions and actions to ensure early operationalisation of NATGRID. This shows the ambiguity and uncertainty prevailing in the government and its inability to take quick decisions. Even when it is claimed that NATGRID is expected to be operational by September, 2018, the fact is that there will only be certain amount of basic analytics and minimal data sharing by that date.

3.2.5 The Committee also reiterates its recommendation made in its 201st Report that the Ministry should clear the confusion looming large over the NATGRID's future by completing the construction work of its main building at the earliest. The Committee also reiterates that the Ministry must re-publicise the posts as widely as possible along with offering remuneration package commensurate to that being offered in the private sector to attract the most qualified professionals for this technology-driven project.

3.2.6 The Committee observes that the Ministry has not been able to utilise the funds allocated for NATGRID since its inception. The Committee expresses its displeasure at this perennial poor utilisation of budgetary allocations wherein not even one-half of the allocation was utilised in any single financial year from 2010-11 to 2015-16. The Committee is totally disillusioned with the pace of the implementation of the NATGRID project and the utilisation of funds. The Committee hopes that the Ministry will be able to expedite the implementation of this project and will also be able to achieve significant utilisation of funds during 2017-18.

3.3 Multi-Agency Centre (MAC)

3.3.1 The Ministry informed the Committee that after Pakistan's attack on Kargil in the year 1999, the Government of India set up the Kargil Review Committee and formed a Group of Ministers (GoM) to review the apparatus of National Security in the country comprehensively. The GoM recommended that MHA should put informal arrangements in place to realize the concept of a Joint Task Force on Intelligence (JTFI), in which the IB would play a lead role and, along with the representatives from the intelligence branches of the States and Central Para Military Forces (CPMFs), will determine intelligence priorities as well as intelligence needs, requirements and training facilities country-wide. In the light of the recommendations of the Group of Ministers, the Multi Agency Centre (MAC) was created at Delhi. Subsequently, Subsidiary Multi Agency Centres (SMACs) were set up in various states comprising representatives from various security agencies for streamlining intelligence efforts. The MAC was thus set up as a multi-agency intelligence coordination mechanism for counter terrorism, whose mandate is to share terrorism related inputs on a day to day basis.

3.3.2 Later, the Ministry issued the Multi Agency Centre (Functions, Powers and Duties) Order, 2008 on December 31, 2008 to re-operationalize MAC-SMAC with effect from 2009. As a follow up of the above order, 24x7 Control Rooms were set up at Multi Agency Centre (MAC) at New Delhi and the Subsidiary Multi Agency Centres (SMACs) at State Level and at Headquarters of Intelligence Wings of other agencies to ensure timely sharing of information and better co-ordination between intelligence agencies. Since then, a dedicated, secure electronic network for real-time sharing has been extended across the country, with two custom-built software platforms viz. Threat Management System (TMS) and National Memory Bank (NMB) for sharing and data basing intelligence.

3.3.3 MAC has also been designated as the nodal point for sharing of intelligence with Bangladesh and Myanmar and regularly shares inputs on terrorism with counterparts in these countries.

3.3.4 MAC has established connectivity between the national capital, twenty-five Central member agencies and all the State capitals. In the State capitals, the network links the SMAC, State Police Special Branch, and offices of all central and other counter-terror agencies. Accordingly, a total of 374 locations are presently on the network. The Ministry informed that in phase III, the network is being extended to district headquarters selected in consultation with State police chiefs.

3.3.5 The network hosts two software platforms:

- (i) Threat Management system (TMS), a sharing tool which was developed in-house by the technical staff of Intelligence Bureau; and
- (ii) National Memory Bank (NMB), database software which was developed by the C-DAC, Pune on specifications provided by the IB and is deployed on all State Police servers.

3.3.6 On an average day, the MAC gathers, collates, stores, shares and disseminates about 150 inputs to the agencies concerned. Special alerts are issued as and when required. The inputs are broadly divided under four heads - J&K, North-East, Left Wing Extremism and Rest of India. The major contributors of inputs in 2016 (till September) are Defence Intelligence Agency (24.05%), Research & Analysis Wing (20.75%), Central Reserve Police Force (14.46%), Intelligence Bureau (14.22%), Border Security Force (5.98%), Directorate General of Military Intelligence (3.06%) and National Technical Research Organisation (3.66%). Contribution from State Special Branches has been 11.05%.

3.3.7 The Committee sought to know the reasons for extremely low contribution of State Special Branches, i.e. only 11%, in the overall number of inputs. The Ministry replied that the State Special Branches have wider intelligence networks and are one of the direct responders to any threat and intelligence. In order to improve their counter terrorism capability, due focus has been given by MAC to improve their connectivity and share all related and connected inputs on real time basis. It is a fact that contribution from State Special Branches is low and they were advised vide D.O. letter (March, 2016) to enhance their contribution and emerge as a force multiplier for all agencies. However, the reasons for their low contribution are being further ascertained in consultation with the States/UTs concerned.

3.3.8 The Committee takes note of the low contribution of State agencies in overall inputs received by the Multi Agency Centre. The Committee feels that this points towards certain weaknesses in the intelligence gathering capacity of the States. The Committee, therefore, recommends that the Ministry should hold consultations with the States and find out the reasons for this low contribution. The Committee also recommends that an assessment be done of various State Intelligence agencies and Special Branches to ascertain their bottlenecks and efforts be made to resolve them.

3.3.9 The Committee takes note of the MAC/SMACs network and appreciates that this may have enabled seamless integration of intelligence collected by different agencies. The Committee recommends that there should be a strong mechanism to perform extensive reliability and validity checks on intelligence that comes in from various Provider Agencies before its dissemination.

3.4 National Counter-Terrorism Centre (NCTC)

3.4.1 The Ministry submitted to the Committee that the Mumbai attacks in November 2008 brought to light several intelligence and operational failures and a need for an organization that could carry out joint and concerted anti-terror measures was realized. The Second Administrative Reforms Commission in its report titled 'Combating Terrorism' (8th Report, 2008) recommended that the MAC be converted into a National Centre for Counter Terrorism (NCTC) with the personnel drawn from different intelligence and security agencies. The Cabinet Committee on Security (CCS) approved the proposal of setting up of NCTC on 12.01.2012 and notified the NCTC on 03.02.2012.

3.4.2 Subsequently, the Chief Ministers of some States raised concerns about NCTC violating the federal structure and encroaching upon the domain of the States and suggested further consultations with the State Governments before NCTC is operationalised.

3.4.3 The Department related Parliamentary Standing Committee on Home Affairs in its meeting held on 21st February, 2012 also took cognizance of the Government O.M. notifying operationalisation of NCTC and unanimously passed a resolution to request the Government that unless a consensus was reached between the Centre and the States and all political parties, the operationalization of NCTC may be kept in abeyance. The Committee in its 161st Report on Demands for Grants (2012-13) of Ministry of Home Affairs recommended as follows:

"The Committee takes note of the fact that the Chief Ministers of several States have objected to the proposed constitution of NCTC without consulting them. According to the State Governments, the proposed NCTC would infringe on the federal structure of the Constitution. The Committee is also given to understand that in a recent meeting of the Chief Ministers, this issue also was slated for discussion and some Chief Ministers objected to it being included in the larger agenda and desired that it be discussed separately threadbare.

The issue is now reportedly slated for discussion on 5 May, 2012. In view of the objections raised by several Chief Ministers, the Committee is of the view that the matter may be discussed threadbare with the Chief Ministers in the next meeting and arrive at a consensus before taking a final decision in the matter.”

3.4.4 Thereafter, the Prime Minister held a meeting on 05.05.2012 with all the chief Ministers/Administrators/Lt. Governors of States/UTs and the concerns of the States were discussed. Operationalisation of NCTC was also discussed during the conference of Chief Ministers held on 5th June, 2013. The discussion remained inconclusive with regard to structure, functions, mandate and ultimate utility of creating this counter terrorism body. As such, it was decided to keep the operationalization in abeyance. The Ministry informed that the matter is still under examination.

3.4.5 The Committee observes that Article 355 of the Indian Constitution casts a duty upon the Union to protect every State against external aggression and internal disturbance. This duty assumes more importance in the present scenario where terrorism, insurgency and Left Wing Extremism have affected almost every State of India. While there are agencies like NIA, IB, MAC and NSG and some in the pipeline like NATGRID that are cumulatively capable of addressing these menaces, there is no single unified authority to coordinate the operations of these agencies and ensure a quick response in times of crisis like the 26/11 attack. The Committee understands that several States have objected to NCTC and other agencies also might have their reservations. However, the larger issue of national security should be given paramount importance. Adequate consultations have been held between the central government and the states. The Committee, therefore, recommends that the Ministry should immediately revive the idea of NCTC as a single, unified and premier counter-terrorism agency and re-issue the notification laying down the power, functions and duties of the NCTC.

3.4.6 The Committee observes that the notification of NCTC which was issued in 2012 has neither been rescinded nor operationalised as yet. The Committee feels that the Ministry must not keep this notification in abeyance endlessly and recommends that a decision to re-issue the notification be taken immediately.

CHAPTER-4

OTHER ISSUES

4.1 Acquisition of Border Land

4.1.1 The Committee during its study visits was apprised by the farmers residing in the border areas that their lands which are situated near the fences are being used by the Government but they have not got any compensation for the same. The Committee inquired from the Ministry regarding the measures that are being taken to resolve this issue of acquisition of border land and compensating the farmers concerned. The Ministry replied that the acquisition of cultivable land lying ahead of Border Security Fencing may not be feasible, as fertile land will be vacant which will be a loss to the farmers and the nation. However, one of the Members suggested, during the meeting of the Committee, that the farmers would be willing to give their land if the Ministry takes the land on a lease basis.

4.1.2 The Committee is aware of the land issues and the demand for compensation for the acquired land in border areas. The Committee agrees with the Ministry's assertion that acquisition of fertile and cultivable land lying ahead of fencing will be a loss to the farmers and the Nation. However, the Committee feels that, in certain areas, there may be compelling reasons for which the forces might need to use the land ahead of the fencing. In such circumstances, the Committee recommends that effort may be made to acquire and utilize the land on a lease basis and farmers may be given adequate compensation for the same.

4.1.3 The MHA also informed the Committee that it is monitoring all the land acquisition cases and holding regular meetings with officials of State Governments. Through meetings with Chief Secretaries of the States concerned and Working Groups constituted to pursue the cases of land acquisitions the Ministry is trying to expedite pending land acquisition cases. The Government of Meghalaya has been authorized to acquire land under Urgency Clause of new Land Acquisition Act, 2013 and Government of West Bengal has been authorized to provide the land under their Land Purchase Policy. The Department of Border Management, MHA has constituted a Working Group in the States on the India-Bangladesh border and in Punjab along the India- Pakistan border under the Chairmanship of Additional Chief Secretary (Home)/ Principal Secretary (Home)/Secretary (Home) to expedite the process of land acquisition related to border infrastructure. The Working Groups have been asked to convene weekly meetings. Recently, Secretary (BM) convened separate meetings with Chief Secretary, Govt. of UP and Chief Secretary, Govt. of Uttarakhand and a State Level Committee has been formed to track all pending cases of land acquisition. Similarly, another meeting was held by the Secretary (BM) with the DG, Forest and the DG, SSB along with representatives of the State government concerned for expediting transfer of forest land for SSB's infrastructure, border roads, fencing and other related projects. Funds are released by the MHA as per the demand received from State Governments towards land costs.

4.1.4 The Committee notes that State administrations are facing serious difficulties in acquiring land because of legal and other impediments and views that the same has caused delay in execution of border roads, fencing and flood lighting projects. Absence of such basic infrastructure has an adverse impact on our border security. Besides this, project cost of constructing border roads also increases manifold due to time and cost over-run. Therefore, the Committee strongly recommends that problematic road patches should be identified and 'Alternate Dispute Resolution Mechanism' should be immediately established for expediting disposal of all land acquisition related disputes.

4.2 Fake Indian Currency Notes (FICN)

4.2.1 When the Committee sought to know about the smuggling of FICN notes on various borders and about measures which are being taken to curb this menace. The MHA submitted the following details of FICN seized along the respective borders during the last three years:

(Amount in Rs.)

Border	2014	2015	2016
India-Pakistan border	1,79,20,000	6,56,500	0
India -Bangladesh border	1,94,52,000	40,69,800	1,26,56,000
India -Nepal border	5,83,700	13,16,500	6,89,050
India -Bhutan border	Nil	4,61,955	1,84,500
India -Mayanmar border	5,220	2,36,000	1,00,000
India -China border	Nil	Nil	Nil

4.2.2 As regards measures to stop smuggling of FICN, the MHA informed the Committee that they are working in tandem with the Ministry of Finance, the Reserve Bank of India, Security and Intelligence Agencies and the State Governments concerned to prevent the smuggling of FICN into the country. The CBI and National Investigation Agency are the Central Agencies for investigation of FICN cases. The Government has also constituted a cell to investigate cases of Terror Funding & Fake Currency in NIA which has registered 24 cases relating to FICN since 2009. A Memorandum of Understanding (MoU) has been signed between India and Bangladesh to prevent and counter smuggling and circulation of Fake Currency Notes. The objective of this MoU is to promote bilateral cooperation in the field of combating the production, smuggling and circulation of fake currency notes, taking into account the applicable laws and legal provisions of the two countries.

4.2.3 It was also submitted to the Committee that the staff posted at border posts have been sensitized from time to time, which has resulted in significant hauls of FICN in these locations. Besides, Border Guarding Forces are taking action to stop smuggling of FICN by regularly carrying out various operational activities like patrolling and naka-bandi along the border and checking of persons crossing the border both randomly as well as on the basis of inputs received from own sources/related agencies. Continual monitoring is being done in this regard. Field formation and intelligence set ups have been sensitized. Co-ordination meetings with counterparts are being held by field Commandants to share inputs and plan strategy to prevent illegal activities in the International borders. Besides, regular joint operations with State Police and other security agencies are also being undertaken.

4.2.4 Intelligence inputs are being actively collected to ensure effective surveillance taking the help of local human intelligence. All available Surveillance Equipment are also being utilized. Liaison with Police, Intelligence Agencies and local Government Agencies is carried out on a regular basis.

4.2.5 The Committee is aware of the reports of post demonetization seizure of high quality Fake Indian Currency Notes of the denomination of the new Rs. 500 and the new Rs. 2000 in Malda District area along the India-Bangladesh Border. The Committee is concerned to note such incidents that belie the tall claims made that FICN will be eliminated after demonetization. The Committee is also worried to note that no measures have been taken by the Ministry to replace the existing FICN detection machines, available with the Border Guarding Forces to detect the smuggled fake currency or to make it compatible for detecting new denomination notes. The Committee feels that the fake currency manufacturers and smugglers will exploit this situation and may be able to flood the country with new FICN before the Ministry is able to come up with a

plan to foil these attempts. The Committee therefore, recommends that the Ministry should take urgent notice of this issue and formulate a strategy to disrupt smuggling of new FICNs into the country through the land and coastal borders. The Committee, in view of rising number of seizures of FICNs along the India-Bangladesh Border, also recommends that the Ministry should take up this issue with Bangladesh Government in the Home Secretary level talks and urge them to crack down on the printers and smugglers of FICNs situated in Bangladesh.

4.3 Drug Trafficking in Border States

4.3.1 India has been enduring the menace of drug trafficking for many decades. The Ministry informed that on the Western border, South West Asian (SWA) Heroin gets trafficked into J&K and Punjab. Some instances of trafficking through Rajasthan and Gujarat have also been reported. The component of SWA Heroin is almost 35-40% of the total seizures of heroin in India. All this heroin reaches the states through land border or by road, concealed inside consignments carried by trucks. Seizures from consignments in the goods trains have also been reported.

4.3.2 The Ministry informed the Committee that the Eastern States of West Bengal, Tripura, Meghalaya, Assam and Mizoram share a land border with Bangladesh. The trafficking of cough syrups and pain killer injections remain the core issue between India and Bangladesh. The trafficked Codeine Based Cough Syrups, especially brands like Phensedyl, Corex, Recodex etc., are diverted from pharmaceutical usage to illicit channels. These are mainly trafficked from the states of UP/Bihar to further east and north-east and through IBB they reach Bangladesh. Trafficking of synthetic drugs to and from Myanmar and from the North-Eastern states to West Bengal and Bangladesh is also reported. There are also reports of trafficking of Cocaine from Bangladesh to India. The traffickers use Bangladesh route to get cocaine inside India from where it is further trafficked to other countries.

4.3.3 The Committee gathered from the evidence available that the following factors are responsible for drug trafficking:

- (i) Easy availability of drug couriers in the border villages.
- (ii) Cultivation of fields right upto zero line on both sides of border.
- (iii) Riverine nature of some segments of the IPB.
- (iv) Well knit smuggling syndicates to transfer the consignments upto International market.
- (v) Easy rail and road connectivity and robust communication system.
- (vi) Indian jails are the preferred place for these people to develop new networks/contacts among each other.
- (vii) Availability of SIM cards (both Pakistan & Indian) to smugglers near the border areas for communication.

4.3.4 The Ministry informed that to control this menace the Border Security Force has been given the powers under the NDPS Act, 1985 for drug enforcement. The Ministry submitted that installation of CCTV cameras can address this menace and MHA is in the process of deploying technology solutions along vulnerable segments of the India-Pakistan border.

4.3.5 The Committee notes the rampant drug trafficking problem in border areas especially along the India-Pakistan border in Punjab and J&K, and feels that, despite huge amount of seizures of drugs, the Government has comprehensively failed to address this issue. The Committee recommends that the Ministry must make serious efforts to completely prevent the flow of drugs from across the border by adopting a zero tolerance approach in vulnerable areas.

4.3.6 The Committee is anguished to know that cultivation beyond fencing was helping the drug couriers to transfer drugs from across the border to the hinterland. The Committee is given to understand that persons going beyond the fence find the packets that come from across the border in their fields and throw them across the fence on the Indian side which are collected by drug

couriers during the night. The Committee recommends that the Ministry must instruct BSF to create anti-trafficking teams of 4-5 personnel in every Company who must scan the area beyond the fence every day in the morning before the farmers are allowed to pass through the gates and also scan the area on the Indian side of the fence during the evening after all the farmers have returned from the fields. These teams must also be tasked with the duty of surveillance of the area under the command of the respective companies during night with Hand-held thermal imagers from the BoPs and should be encouraged to launch operations in case of detection of any suspicious movement near the fence. The Committee also recommends that BSF personnel must be directed to frisk all the persons going beyond the fence for any purpose both while going and returning.

4.4 Infiltration and Cross-Border Terrorism

4.4.1 The Committee sought to know about the increasing trend of attacks on the establishments of Armed Forces in recent times and the reasons why intelligence inputs regarding these attacks were not received by the IB. The Home Secretary replied that MHA was not the sole agency for intelligence gathering and Ministry of Defence also has its own intelligence agency and both make a collective effort to gather and share intelligence. The Committee also enquired as to why no post-facto analysis of intelligence failure was done after the Pathankot attack and why the Government failed to learn from the past failures as the terrorists perpetrated successive attacks during 2016. The Ministry, in its written replies, submitted that after the Pathankot terrorist attack, Ministry of Defence had constituted a four member committee comprising senior officers from Army, Navy and Air Force to review security arrangements of Defence installations in the country. Security guidelines have been issued based on the committee's report and the investigations of Pathankot, Uri and Nagrota attacks have been handed over to NIA for investigation.

4.4.2 The Committee takes note of the fact that more than a year has passed since the Pathankot attack occurred; however, the investigation of that attack has not been completed by NIA. Moreover, no analysis seems to have been done into the failure of the intelligence agencies to provide credible and actionable inputs regarding the attacks at Pathankot, Uri, Pampore, Baramulla and Nagrota. The Committee feels that these attacks have exposed the deficiencies of our intelligence agencies. The Committee, therefore, recommends that the Ministry should instruct the NIA to complete the investigations of these attacks at the earliest so as to identify the loopholes in the intelligence setup in the border areas.

4.4.3 Several Members of the Committee, during the deliberations on Border Security, expressed concern on the substantial rise in the number of terrorist incidents and infiltration attempts in J&K border areas during 2016 which can be gathered from the table below:

S.No.	Incidents	2012	2013	2014	2015	2016
1	Terrorist violence incidents	220	170	222	208	322
2	Civilians killed	15	15	28	17	15
3	Security Forces killed	15	53	47	39	82*
4	Militants killed	72	67	110	108	150
5	Infiltration Attempts	264	277	222	121	364
6	Net Infiltration (Estimated)	121	97	65	33	112

4.4.4 Some Members of the Committee, during the deliberations, felt that the increase in the number of infiltration attempts was primarily due to breakdown of ceasefire on the India-Pakistan border. The Home Secretary, during the Committee's meeting in which Nagrota attack was discussed, submitted that

increased incidents of infiltration have been reported in 2016 and efforts are being made to contain infiltration to the extent possible.

4.4.5 One of the Members enquired about the efforts being made by the BSF to stem the flow of infiltrators and how many attempts were foiled by them in the recent years. DG, BSF replied that after the Pathankot incident, there have been a number of infiltration attempts on the International Boundary where BSF is exclusively deployed and no infiltration attempt has been successful. He also informed the Committee that the BSF had recently neutralised 3 infiltrators who crossed over from the other side through a tunnel.

4.4.6 The Committee feels that such a huge rise in the number of infiltrations justifies the apprehension that the Indian Army and the BSF may have failed to foil some of these attempts. The Committee recommends that the Government must carry out a thorough investigation into the sudden spurt in the increase in the infiltration attempts along the LoC from across the border and find out the vulnerabilities along the LoC that are being apparently exploited by the infiltrators.

4.4.7 The Committee also notes that there has been an increasing number of incidents of infiltration through tunnels from across the border. The Committee feels that in future this might become a major modus operandi of the infiltrators and the Government must take proactive measures to foil such attempts. The Committee recommends that the Ministry must explore technological solutions for tunnel detection in border areas and should, in this regard, seek the help of other countries which have successfully developed tunnel detection systems.

4.5 Nagrota Terror Attack

4.5.1 The Ministry informed the Committee that on 29th November, 2016 at around 0530 hours, a group of heavily armed terrorists disguised in police uniform targeted an Army Camp near the Corps Headquarters at Nagrota (166 Officers Mess Sector Nagrota, Jammu). The Quick Reaction Team, led by an officer from the local unit, was launched to control the situation. In the initial counter action, one officer and three soldiers of the Army were martyred. The situation was quickly contained by induction of an additional Quick Reaction Team which cordoned the affected area thereby confining the terrorists to a particular location. Thereafter, in a well-designed operation involving room-to-room intervention and search of the area, all the hostages, including four officers, eight soldiers, two women and two children, were successfully rescued. However, in this rescue attempt, one more officer and two jawans sacrificed their lives. Bodies of three terrorists were recovered from the incident site. The terrorists were heavily armed and had come with the single point motive of inflicting maximum casualties. There were seven fatal casualties of Army personnel in the incident.

4.5.2 The Committee was further apprised that the terrorists had a reasonably good makeover of police personnel as their coloured clothing was well concealed inside loose khakhi shirts. So far, no credible leads have emerged regarding the likely route taken by this group to reach its target. The modus operandi of this attack points to the fact that the group might have come from the Kashmir Valley side. Further, lack of any GPS or mobile phone with this group is a pointer that the group was guided till the attack site by an Over Ground Worker (OGW)/guide, well versed with the local terrain and location of the camp.

4.5.3 During the meeting of the Committee, the Committee sought clarifications about the news reports that the Northern Army Command Chief described it a major intelligence failure on the part of the intelligence agencies while admitting, at the same time, that there were no specific intelligence

inputs related to this attack. The Home Secretary replied that while there was intelligence of a broad nature, the exact date and location of the attack was not known.

4.5.4 When the Committee sought to know if there were any similarities in the attacks at Pathankot, Uri and Nagrota, the Home Secretary replied that there were some similarities indeed like timing of the attack i.e. early morning, a limited number (3-4) of *fidayeen* with the intention of inflicting maximum damage in terms of death and the breach of perimeter either by jumping the wall as happened in Pathankot or by cutting the fencing with wire cutters as happened in Uri and Nagrota. He also asserted that terrorists were now attacking the security forces only and they are trying to challenge the authority of the Indian State. With respect to the Committee's query regarding the lessons learnt from these incidents, the Home Secretary replied that all the security forces, be it Army or CAPFs, need to ensure impregnability of their own Headquarters and campuses.

4.5.5 The Committee also sought to know the level of security of Armed Forces establishments from the representatives of the Indian Army and also enquired about the reasons for failure to prevent attacks on these vital establishments. The then Vice Chief of Army Staff (VCOAS) replied that complete isolation from the movement of the local populace was necessary to completely secure the establishments. However, it was practically not possible and, in case of the *fidayeen* attacks, who had come with the intention of inflicting maximum casualties, the best way was to quickly neutralise them. He also informed that to further secure the perimeters, technological surveillance needs to be deployed in addition to the manual surveillance. He also clarified that though intelligence was available, it was available without much specificity.

4.5.6 The Committee, while noting the similarities in the various attacks on security forces' establishments, feels that all such *fidayeen* attacks indicate that they carefully select a target based on vulnerability and do meticulous planning and preparation. The Committee also feels that attacks like the one on Nagrota could have been perpetrated only by those receiving information and active guidance from the military establishment across the border. The Committee, therefore, recommends that all the small and big campuses of the Armed Forces and CAPFs need to stay always on high alert and must make all efforts to ensure fool proof security of the perimeters of their own establishments. The Committee further recommends that measures like providing some degree of isolation of the military establishment from the other habitations, strengthening of perimeter security by cutting the trees around it, raising the height of the walls, adequate lighting during night and providing night vision devices to guards must be implemented urgently.

4.5.7 The Committee is also concerned that while there were intelligence inputs before the attacks, they were of a generic nature without any specific details regarding the date and exact location of the attacks. Intelligence agencies should analyse the inputs carefully and to the extent possible isolate the actionable inputs.

4.5.8 The Committee is of the view that the best way of preventing such attacks is to foil all attempts at infiltration. Detecting and neutralizing the terrorists during an infiltration attempt will ensure minimum casualties of Indian security forces. The Committee, therefore, recommends that the Government must intensify the surveillance and patrolling on both LoC and International Boundary to detect and foil any attempt at infiltration.

4.6 Ceasefire Violations

4.6.1 There was a significant spurt in ceasefire violations during 2016. The Ministry, in its reply to a Parliamentary Question in Lok Sabha submitted that after surgical strikes, 27449 people in J&K were

temporarily shifted to safer places/locations out of which approximately 6 thousand persons stayed in relief camps and the remaining stayed with their relatives. The majority of the people have since returned to their homes. At present, about 220 families comprising of around 700 persons are in 3 relief camps.

4.6.2 The details regarding the number of ceasefire violations during the last 5 years are as under:

Number of Ceasefire violations		
Year	Along the Line of Control in the State of J&K under operational control of Army	Along the International Border in the State of J&K under operational control of BSF
2012	93	21
2013	199	148
2014	153	430
2015	152	253
2016	216 (till 26 th November)	221 (till 30 th November)

4.6.3 The Committee is constrained to note that, after the 1971 war, the present is the most vulnerable period for the borders of the country. There have been a large number of cease fire violations and several jawans and civilians have been killed. According to some reports, more than a hundred cease fire violations took place within a span of two months in 2016 and the year 2016 can be considered as one of the most vulnerable periods. The Government should find a way to prevent the frequent and persistent violations of ceasefire including using diplomatic channels. Ultimately, the answer lies in diplomacy. During cease fire, the worst sufferers are the people living in the border villages. The questions are where will they go and where will they earn their living. The country today appears to have internal refugees and internal migrants. The only way the country can restore the ceasefire is to go back to a situation where both India and Pakistan agreed to observe the ceasefire. For more than a decade, the ceasefire held good. But now, from both sides, the ceasefire appears to be virtually dead on the LoC. The Committee strongly recommends that the government should make every effort, including activating diplomatic channels, towards preventing ceasefire violations and restoring the situation of a genuine ceasefire.

4.7 GENERAL

4.7.1 Border security has become very fragile and, as gathered from the evidence before the Committee, there are several gaps which need to be plugged. The inadequacies have become starkly visible over a period of time. Some inadequacies have been addressed; some are being addressed, while others remain unaddressed. Though there are internal security challenges, in the view of the Committee, the external security challenges are very strong on the both the Eastern and Western borders. As already explained earlier in the report, some institutional mechanisms have been created to address the security challenges. But the Committee is dismayed over the ambiguous approach of the Government in strengthening the institutions and feels strongly that a comprehensive intelligence infrastructure is imperative to address the security challenges.

4.7.2 The Committee has dealt with all the issues relating to capacity building for secure borders and the institutions in some detail in the preceding paragraphs and has given recommendations on each one of them. The Committee hopes that the government would implement all the recommendations in right earnest so that the external security challenges are addressed properly and the borders and institutions are strengthened and secured.

RECOMMENDATION/OBSERVATIONS OF THE COMMITTEE - AT A GLANCE

INDIA-BANGLADESH BORDER (IBB)

Border Outposts along IBB

The Committee, in the first instance, takes a serious note of the fact that the proposal of constructing 509 BOPs along IPB and IBB to reduce the inter-BOP distance to 3.5 Kilometres has been revised and reduced to 422 BOPs. Reducing inter-BOP distance is very crucial for the security of the country and to keep a tab on the activities going on at the border. But even the reduced target was not achieved and only 97 BOPs out of 326 BOPs have been completed by the end of 2016 along IBB. The Committee takes a serious view of the cost and time overrun due to delay in land acquisition. The government should have taken advance action to overcome all such difficulties for timely implementation of the project. Now that the Ministry has found a workable solution in the form of utilizing land available in the Right of Way of Fence and Road, the Committee strongly recommends that the project should be completed by the targeted date of July, 2018 and there should be no further time and cost overrun. The Committee notes that no reasons were furnished by the MHA why the number of BOPs was reduced from 509 to 422. In the circumstances, the Committee recommends that the original plan of constructing 509 BOPs to reduce the inter-BOP distance to 3.5 kilometres may be reconsidered in the interest of the security of the nation.

(Para 2.3.3)

Border Fencing along IBB

The Committee notes with anguish the extremely slow pace of construction of fencing along IBB. The Ministry was able to complete only 21 km of fencing in 17 months since July, 2015. The Committee also notes that a long stretch of 423.34 km has remained unfenced due to non-feasibility of physical barrier and deployment of non-physical barriers is still in its testing phase and will require time before its implementation. The Committee feels that, at the current pace, the Ministry would not be able to seal the India-Bangladesh border by its target date i.e. March, 2019. The Committee recommends that the Ministry should find solutions to the problems that beset the fencing project and erect physical barriers at all feasible locations at the earliest. The Committee also recommends that in the areas that are hotspots for FICN and cattle smuggling, fencing projects should be prioritised and, if fencing in such areas is not feasible, then the Ministry must increase the deployment of forces and intensify round-the-clock surveillance till such areas are secured through implementation of non-physical barriers.

(Para 2.4.4)

The Committee feels that the issue of shifting the villages or the fence is an intricate one and the Ministry must not adopt a one-size-fits-all approach on this issue. The Committee feels that the Ministry must try to shift the fence in as many areas as possible to prevent any inconvenience to the people. However, wherever the houses are located right on the International Boundary line, the Ministry will have to shift them to the hinterland and rehabilitate the affected households. The Committee recommends that the Ministry should carry out a review of all such areas within six months and come up with specific solutions in all such cases. The Committee desires to be apprised about the progress in this regard.

(Para 2.4.7)

The Committee also notes that while rehabilitation and resettlement of displaced people does not come under the purview of BADP Guidelines, the BADP funds can be utilised to create social infrastructure. The Committee feels that the people residing on the border line will be willing to shift easily if they are provided with proper housing and other facilities. The Committee, therefore, recommends that the Ministry should persuade the State Government to provide BADP funds for community housing projects, which fall within the definition of social infrastructure, in the hinterland and shift all the households living beyond the fencing into such buildings.

(Para 2.4.8)

Border Floodlighting along IBB

The Committee notes that almost 528 km of border, where floodlighting is feasible and has been sanctioned, is yet to be floodlit. The Committee also noticed lack of floodlights along several stretches during its study visit to the India-Bangladesh Border. Lack of floodlights on the border allows the smugglers to perpetrate their devious activities during night. The Committee, therefore, recommends that the Ministry must fast-track the floodlighting project and complete it at the earliest. The Committee also recommends that, as a short-term measure, the Ministry must provide adequate long-range night-vision equipment to all the Border Outposts situated in areas that lack floodlights.

(Para 2.5.2)

Cattle-Smuggling along IBB

The Committee is distressed to note that despite several measures taken by the BSF the problem of cattle smuggling persists along IBB. The Committee is particularly anguished to note that the West Bengal State Government has failed to implement its own order dated 01.09.2003 that outlaws existence of any cattle haats within 8 km of border area. The Committee recommends that the State Government of West Bengal should take steps to cancel the licenses of all cattle haats that are illegally functioning within 8 km of border area and hold the officials responsible for illegally issuing/renewing licenses to these haats. The Committee also recommends that mass movement and trading of cattle should be prohibited within 15 km of the border and steps may be initiated to move all cattle haats located within 15 km of the border to the hinterland.

(Para 2.6.6)

The Committee notes that the auction of seized cattle by Customs officials is misused by the cattle smugglers who keep buying the auctioned cattle again and again. The Committee, in this regard, recommends that auctioning of seized cattle must be banned in the states bordering IBB and Customs Department may be requested to arrange for transportation of the seized cattle to states other than the border states and hold auctions there. The Committee also recommends that the Ministry must pursue the Customs Department to raise the minimum bench mark price of the seized cattle to prevent their re-selling to the persons involved in smuggling of cattle and also make it mandatory for cattle auctioneers to submit their Pan Card and Aadhaar Card details while bidding.

(Para 2.6.7)

The Committee also learnt about the involvement of the local people living near the border in cattle smuggling and feels that lack of any legal deterrence and ineffective law enforcement seem to have emboldened such persons. The Committee, therefore, recommends that the West

Bengal State Government should be requested to take strict action against persons who are known or suspected to be involved in cattle smuggling.

(Para 2.6.8)

The Committee agrees that mass movement of cattle occurs from all the states towards West Bengal and Assam and once they reach the border areas it becomes extremely difficult to stop their movement across the border. The Committee feels that Police forces of various States have failed to stop this mass movement of cattle to border states and West Bengal Police has failed to intercept or stop the movement of the cattle. The Committee feels that there is a wide and deeply entrenched nexus due to which this menace has proliferated and the Government needs to strike at the roots of this nexus if it has to completely curb this problem.

(Para 2.6.9)

INDIA-PAKISTAN BORDER

Border outposts along IPB

The Committee is concerned about the delay in construction of Border Out Posts on India's most sensitive border. The issues of public protests, land acquisition, clearances should have been anticipated at the proposal stage itself. The Committee takes exception to the delay as it hampers surveillance and domination of IPB and the target of 3.5 km of inter-BOP distance has not been achieved. Now that the Ministry has resolved the issue and significant progress has taken place for completion of construction of BoPs, the construction of the remaining BoPs should be completed at the earliest.

(Para 2.7.3)

Border Fencing, Floodlighting and Roads along IPB

The Committee recommends that there should be regular maintenance of flood lights so that damage is minimal. In the flood prone areas, pre-emptive and protective steps should be taken to ensure that flood lights are not affected. The Committee hopes that the work of restoration of damaged flood lights, entrusted to CPWD, would have been completed as per target by March, 2017.

(Para 2.8.3)

The Committee takes note of the recommendation of the High Level Committee to drop the balance work of construction of fence, roads and floodlights on India Pakistan border in Gujarat and look for an alternative cost effective way of surveillance. The Committee feels that significant amount of time has been wasted on this small stretch of border in Gujarat which suffers from persistent water logging. The Committee recommends that early efforts may be made to put in place a cost effective alternative mechanism for surveillance in this stretch. There should be no further delay in this regard. Advanced technological solutions may be considered for this purpose.

(Para 2.8.5)

The Committee finds that the fencing in the Thar Desert region of Rajasthan Border area has proved to be ineffective in serving its intended purpose due to the problem of shifting sand dunes. The Committee also notes that the MHA is examining the possibility of conducting a study through a premiere agency like IIT. The Committee is also aware that BSF is considering the option of dense plantation in Jaisalmer Border area to stabilize sand dunes. The Committee in this connection would like to draw the attention of the Ministry to a fence erected by the USA, on its border with Mexico having geographical terrain similar to Thar Desert, which can be repositioned mechanically to appropriate border line and in effect floats on top of the shifting

sand dunes. The Committee recommends that the MHA should form a working group or a Committee comprising of technical experts to examine all the possible solutions to this problem. The Committee desires to be apprised of the progress in this regard.

(Para 2.8.7)

Border Roads along IPB

The Committee, during its study visit to border areas of Punjab, found extremely poor roads which can significantly slow down the movement of Forces and cause hardship to them during an emergency. The Committee, therefore, strongly recommends that approval to the project of construction of lateral and axial roads in Punjab may be granted without any further delay and construction work should begin at the earliest. The Committee also recommends that the Ministry must prioritise construction of lateral roads as they are essential for patrolling and surveillance purposes.

(Para 2.9.2)

The Committee feels that the Ministry is not seriously taking up the issue of poor road connectivity in the Jammu sector and is leaving the matter to the discretion of the State Government. The Committee is also anguished to note the sluggish progress of the project to construct bunds, metalled roads and bunkers along the fence in the Jammu sector. The Committee feels that lack of adequate all-weather connectivity in border areas will keep the border in Jammu region vulnerable to external threats like infiltration. The Committee, therefore, recommends that the Ministry should fast-track the project to construct roads, bunds and bunkers along the fence and start the construction work at the earliest. The Committee also recommends that the State Government of J&K must be constantly exhorted to improve road connectivity in the Jammu sector by constructing good all-weather roads that will provide connectivity to all the BoPs.

(Para 2.9.4)

The Committee feels that Border Roads Organisation is very ill-equipped for the purpose of delivering border roads in a timely manner. The Committee recommends that the Ministry should make efforts to revive the idea of creating a joint venture through public-private partnership between the Government and a private company having wide experience and expertise in road projects.

(Para 2.9.5)

INDIA-CHINA BORDER (ICB)

Border Infrastructure along ICB

The Committee takes note of the fact that the infrastructure on the Chinese side of the India-China border is far better than that on the Indian side and to, achieve comparable results, the Government has to intensify its efforts and fast-track the projects. The Committee recommends that the Ministry should strive to complete the construction of all the roads under Phase-I by March, 2019 as targeted and should also start the Phase-II construction at the earliest.

(Para 2.10.4)

The Committee feels that the permanent integrated buildings at high altitude BoPs is the need of the hour to improve operational efficiency. Construction of the Lukung BOP may be completed at the earliest and an early decision may be taken for the other 11 BOPs which are under consideration.

(Para 2.10.6)

The Committee also recommends that the proposal of construction of more helipads in forward locations may be approved without any delay. The Ministry of Home Affairs may also chalk out a plan to create a dedicated air wing of ITBP and procure a minimal fleet of helicopters and planes, as per the requirements of ITBP, for the purpose.

(Para 2.10.7)

INDIA-NEPAL BORDER (INB)

Border Infrastructure along INB

The Committee is constrained to note the inordinate delay in the construction and upgradation of 1377 km of strategic roads along the India-Nepal Border in the States of UP, Bihar and Uttarakhand due to pending land acquisition and forest clearances. The Committee notes that the Ministry has sought an extension of time up to March, 2019 for completion of these projects. The Ministry should have made serious efforts in resolving the issues. Though the construction should have been completed in 2016 as per the original plan, only very little has been completed so far. The Committee deplors this delay and desires that atleast by March, 2019 it should be completed.

(Para 2.12.3)

INDIA-BHUTAN BORDER (IBhB)

Border Infrastructure along IBhB

The Committee takes a serious view of the fact that though the project of construction of 313 km of border roads along the India-Bhutan border has been approved, it is yet to take off due to pending land acquisition. The Committee is also concerned that transfer of forest land in such cases has become a major cause of delay. The Committee recommends that the Ministry of Home Affairs should take up this issue with the Ministry of Environment and Forests at the highest level and frame a Standard Operating Procedure to be followed by both the Ministries in all such cases where transfer of forest land is required for border infrastructure projects.

(Para 2.13.3)

INDIA-MYANMAR BORDER (IMB)

Deployment of BGF along IMB

Since the Assam Rifles is not a dedicated BGF and the Ministry is exploring the possibility of deploying a dedicated BGF for guarding the India-Myanmar Border, the Committee recommends that the Ministry should take an early decision on this matter and put an end to the confusion.

(Para 2.14.3)

Border Infrastructure along IMB

The Committee expresses its concern over the delay in the re-survey of the boundary line on IMB for construction of fencing. The Committee is aware that this border is one of the most porous borders and insurgent groups are quite active in the border area. The attack on the Armed Forces convoy in 2015 was a gruesome reminder that India needs to secure the IMB and

eliminate cross-border insurgency in the region. The Committee, therefore, recommends that the Ministry of Home Affairs should pursue the Ministry of External Affairs for completing the re-survey at the earliest so that the fencing work could begin. The Committee also recommends that the proposed comprehensive border infrastructure project for IMB should be approved without any delay. The procurement of modern weapons and equipment for border management should also be completed at the earliest.

(Para 2.15.4)

Vulnerabilities on IMB

The Committee takes a serious note of the fact that the gaps in the deployment are wide and are prone to be exploited by the insurgents to carry out sabotage activities against the country and its security forces. The Committee is also constrained to learn that the system of FMR along with porous and unfenced border is being exploited by the anti national elements for unhindered movement of insurgent groups across the border. The Committee also expresses its concern that the implementation of FMR is not uniform across the states along the IMB which is exploited by insurgents and anti-national elements. The exploitation of FMR is also facilitated by the thick jungles, heavy undergrowth, riverine and mountainous terrain in the region. The Committee takes note of the MOU being proposed by India to Myanmar for rationalising and regularising the FMR and recommends that steps may be taken for early signing of the MOU. The Committee also recommends that steps may be taken to ensure uniform implementation of the FMR by all the states bordering Myanmar to check its misuse.

(Para 2.16.4)

GENERAL BORDER MANAGEMENT ISSUES

Working Conditions of Border Guarding Forces (BGF) Personnel

The Ministry's submission that a Jawan gets minimum of 6 hours uninterrupted sleep in every cycle of 24 hours is at variance with the facts observed and learnt by the Committee during its study visits. The Committee is anguished to observe that the flawed system leaves grossly insufficient time for Jawans to get decent rest and sleep. The Committee is concerned to note that due to shortage of manpower, jawans are forced to perform 16-18 hours of duty in a day. The BSF needs to revise its duty hours system so as to ensure atleast one gap of 8 to 10 hours between two consecutive shifts. Moreover, a patrolling shift of 6 hours is unduly long and without adequate rest a Jawan cannot be expected to remain alert throughout the shift. The Committee recommends that this system should be rationalized by creating six shifts of 4 hours each during a 24 hours cycle wherein a Jawan performs two shifts of 4 hours each in a day with a gap of 8 to 10 hours between these two shifts. It must be ensured that the Jawan gets 8 hours of sleep plus two hours to attend to his personal needs. The Committee also recommends that the Ministry should assess the amount of additional man power required to adopt this system and should have sufficient number of Reserve Battalions.

(Para 2.17.5)

The Committee expresses its deep anguish over the neglect of basic necessities to the Jawans by the commanding officers. The Committee feels that a Jawan must not be made to travel

on foot for his daily commute if the duty location is far away from the BoP. The Committee, therefore, recommends that the BSF must procure sufficient number of bicycles and every Jawan must be provided with one for the purpose of commuting wherever cycling is possible. The Committee also recommends that in areas where there are no roads, like deserts and hilly areas, the Commanding officers must be directed to estimate the commute duration, consider them as part of the duty hours of jawans and accordingly revise their duty hours so as to minimize their fatigue and provide them adequate time for rest.

(Para 2.17.7)

The construction of Observation Posts and ambush-cum-patrol shelters along the India-Bangladesh and India-Pakistan Borders is a good proposal and is in the right direction to improve the working conditions of personnel and also to strengthen the surveillance on the border. The Committee recommends that the Ministry should take an early decision on this proposal during this financial year itself.

(Para 2.17.9)

The Committee is concerned by the insensitive approach of the Government towards the jawans posted in difficult and harsh conditions. The Committee strongly recommends that the Ministry must pursue this matter with the Department of Telecommunications on a priority basis and ensure that subsidized call rates are made available on all the 135 DSPTs allotted to the BSF being used in remote areas. The Committee also recommends that the Ministry must bear the expenses of all calls made through these DSPTs or subsidise the calls made by jawans, out of its own funds, until the DoT takes a decision on this matter.

(Para 2.17.11)

Deployment of BGF Battalions to duties other than Border Guarding

The Committee is concerned to observe that while 30 out of a total of 186 battalions were designated as Reserve Battalions, only 10 out of 30 were actually kept as Reserve and even they have been deployed in various locations for miscellaneous duties. The Committee feels that the raison d'être of having Reserve Battalions has been lost and this has become the root cause for overburdening of border guarding personnel leaving them with no time for sleep, rest, recuperation and training activities. The Committee, therefore, recommends that the Ministry should urgently raise additional battalions in the respective forces for the purpose of handling LWE and Counter Insurgency operations and to ensure that battalions from BGFs are not diverted for the purpose. The Committee also recommends that the Government should raise the required number of Indian Reserve Battalions for the States to ensure their self-sufficiency in law and order, elections and other miscellaneous duties instead of making them dependent on the CAPFs.

(Para 2.18.3)

The Committee feels that the number of Reserve Battalions at present is too low and it has to be augmented urgently. The Committee, therefore, recommends that all the proposals of BGFs to raise additional number of battalions should be considered on a priority basis and approval must be granted at the earliest. The Ministry should establish a strong institutional mechanism to ensure that the Reserve battalions do not get deployed under any circumstances for any other duty except in times of extreme exigencies and should be kept for the purpose of training, rest and relief of existing troops. The Ministry should also ensure that any such deployment in times of exigencies should be temporary and must not become permanent at any cost.

(Para 2.18.4)

Pending Procurement of Weapons and Essential Equipment

The Committee feels that adequacy of modern equipment for surveillance during day as well as night is a pre-requisite to detect any attempt of infiltration or illegal migration. The Committee, therefore, recommends that the Ministry should immediately procure all essential surveillance equipment especially those required for surveillance during night, like Hand-held Thermal Imager and PNV Monocular, at the earliest and apprise the Committee of the progress in the matter.

(Para 2.19.2)

Composite BOPs

The Committee is anguished to observe the poor condition of the border out posts. The Committee notices that only 422 out of 1901 BOPs on India-Bangladesh and India-Pakistan Borders are composite and others lack various basic elements. The Committee is constrained to observe that several BOPs do not have even the most essential facilities like provision for filtered drinking water or proper barracks. It is inhuman to make Jawans to live and sleep without a fan in the BOPs. The Committee, therefore, recommends that the Ministry should intensify its efforts for converting all BOPs into composite ones and apprise the Committee, periodically, about the progress of this project. The Committee also recommends that all the proposals for provision of piped water in BoPs should be approved at the earliest and till then orders may be issued for procurement of water filter/RO systems for all BoPs and for proper maintenance of existing ones. The Ministry should take an immediate decision in this regard and inform the Committee about the decision taken.

(Para 2.20.2)

Service Conditions and Pay Related Issues of BGFs

The Committee is disappointed to note that the personnel of the CAPFs are unfairly treated as compared to their counterparts in the Armed Forces. The committee feels that this will have an adverse impact on the morale of the Forces who work tirelessly to secure the borders of our country. The Committee is aware that the Committee on the Allowances recommended by the 7th CPC is yet to give its report and recommends that the MHA must make another effort to enhance the hard area allowances of CAPFs and bring them at par with the Armed Forces. The Committee also feels that changes in the Modified Assured Career Progression scheme is under the jurisdiction of the Ministry and recommends that the proposals of CAPFs for the same may be considered expeditiously and a suitable decision taken.

(Para 2.21.5)

The Committee also recommends that hard area allowance should be exclusively decided on the basis of geographical and climatic conditions of the area of deployment and should be uniform for personnel of all the forces, be it CAPFs or Army.

(Para 2.21.6)

The Committee is however, considering a separate subject on CAPFs in which it will deal with service conditions, living conditions, pay & allowances and housing and will give a comprehensive report on the subject. The issues pertaining to BGFs will be dealt with extensively in that report.

(Para 2.21.7)

Medical Facilities for BGF Personnel

The Committee feels that despite the medical facilities provided for Border guarding Forces personnel, the Jawans are not satisfied particularly at the forward locations. The Committee observed during the visit that while BSF personnel are availing of facilities under

CGHS, most of the border districts are not covered under this Scheme rendering it completely futile. The Committee recommends that the Ministry of Home Affairs must urge the Ministry of Health and Family Welfare to cover all border districts, especially on hostile borders, under CGHS in view of the presence of a large number of BGF personnel on the border. The Committee also recommends that the Ministry must make efforts to construct composite hospitals in all Frontier Headquarters and Unit Hospitals in all the Sectors. The Committee desires that on the medical front, the Forces should not feel dissatisfied.

(Para 2.22.3)

Border Area Development Programme (BADP)

The Committee takes note of the Ministry's submission and feels that the objective of Border Area Development Programme to saturate the border areas with all the essential infrastructure remains unfulfilled even after three decades of the inception of this programme. The Committee, during its study visits, found widespread illiteracy, backwardness and poverty along with severe lack of amenities in the border areas of West Bengal and Rajasthan. On the other hand, border areas in Punjab and J&K are suffering from poor infrastructure and lack of connectivity and transportation. The Committee feels that there is a need to strengthen the monitoring of the projects under BADP and conduct a review of performance of this programme to find out its lacunae. The Committee, therefore, recommends that the Ministry should carry out an Impact Assessment of BADP to ascertain the measures that can be undertaken to make this programme a success. The Committee, keeping in view the scope and mandate of BADP, recommends that the Ministry should enhance the allocations being made under the BADP.

(Para 2.23.4)

The Committee notes the submission of Punjab Police and agrees that state police infrastructure needs to be improved to match the security requirements. Though it is primarily the responsibility of States to improve police infrastructure, the Committee recommends that the Ministry should take up the above suggestion in its next review of BADP guidelines and make efforts to incorporate it to the extent possible.

(Para 2.23.6)

Border Protection Grid (BPG)

The Committee notes the ambitious plan of the Government to move to the concept of putting in place technological barriers instead of the present practice of erection of physical barriers on all the borders. The Committee recommends that the technology solutions implemented as part of the proposed Border Protection Grid (BPG) in every border State should be mission critical and not merely on a best effort basis. The Ministry must also carry out extensive research on similar systems deployed internationally by countries like USA and Israel before finalising the major constituents of the BPG and technologies to be used. The Committee also recommends that the Ministry should come out with a specific timeline for finalising the design of the proposed BPG and a time line for implementing the same.

(Para 2.24.3)

Illegal Sand Mining in Punjab Border Areas

The Committee is anguished to note the illegal sand mining on the Punjab border and the allegations of connivance of the BSF and the Punjab Police in this crime. The Committee recommends that an investigation should be carried out by the Ministry jointly with the Punjab Government to expose the truth and the culprits. The Committee also recommends that the

Ministry must also convey the views of the Committee to the State Government of Punjab and ask them to curb this menace.

(Para 2.25.2)

COASTAL BORDER

Coastal Security Scheme (CSS)

The Committee expresses its displeasure that the Ministry was unable to complete the implementation of phase II of the CSS as per the target and has sought extension for the same. The Ministry is unable to implement critical projects within the set timeframe and this is bound to have ramifications on the overall intended coastal security system. The Committee strongly recommends that the phase II of coastal security scheme should be extended in the first instance and completed at the earliest. The procurement of motor boats has suffered an inordinate delay and the Ministry should make sincere efforts to complete their procurement at the earliest.

(Para 2.26.5)

The Committee, during its deliberations, was apprised about the serious infrastructural inadequacies of Indian Coast Guard and Coastal police forces. Lack of a clear coordination mechanism between Indian Navy, Indian Coast Guard and coastal police that are guarding the three respective layers of our sea front is also another serious issue. The Committee recommends that there should be a clear command chain and defined SOPs with reference to coastal security and the DG, Coast Guard, who is designated as the head of the coastal command, must be empowered adequately and be given authority to command other sister agencies in matters of coastal security.

(Para 2.26.7)

The Committee also expresses its displeasure on the fact that the Ministry did not implement several recommendations of the Committee given in its 177th Report on Coastal Security Scheme. The Committee recommends that the Ministry should have a relook into the Committee's 177th Report and make efforts to implement the recommendations given therein.

(Para 2.26.8)

Other Initiatives to Improve Coastal Security

The Committee notes that boats, less than 20 meters length are not mandatorily required to have AIS and this is certainly a security threat to coastal areas. The Committee takes note of the Ministry's submission that an appropriate technology for installation of tracking system for boats less than 20 metres has been identified. The Committee recommends that the Ministry should ensure timely installation of this system in all the boats at the earliest.

(Para 2.27.4)

Security of Islands

The Committee takes note of the efforts of the Ministry in developing the Island Information System geo-portal and Holistic Development of Island Scheme for security and development of vulnerable islands. The Committee desires that the Ministry may enhance security of the remote islands and also develop them with the help of the geo-portal. The Committee also recommends that the Ministry should make efforts, in collaboration with the Ministries of Shipping and Defence, to find a solution to ensure round-the-year sea connectivity to and patrolling of all the uninhabited and remote islands like Minicoy.

(Para 2.28.5)

Coastal security is an important challenge the country is facing on the external front. Funds are being provided to the states for marine policing and coastal security but several states

have failed to spend the funds fully while some projects under Coastal Security Scheme are facing delayed implementation. The States do not seem to be fully alive to the enormity of the challenge or to the huge responsibility that they have agreed to share regarding Coastal security. There should be regular meetings with State governments to sensitize them and joint hand with the Central government in monitoring all coastal security related projects so that our security system could be strengthened.

(Para 2.28.6)

National Intelligence Grid (NATGRID)

The Committee is dismayed to learn that even though allocation was made by Cabinet Committee on Security on 28th November, 2013 for creating infrastructure, the infrastructure is nowhere in place. Only civil construction is expected to be completed in Delhi by March, 2018. Though DPR was approved on 6th June, 2011 and the implementation approved on 28th November, 2013, the project is still at the nascent stage. There are several vacancies of technical consultants to be filled and no action has been taken in this regard. Most subject matter experts hired in the previous year have quit NATGRID and the vacancies have not yet been filled. It is difficult for the Committee to believe that NATGRID will become operational by September, 2018 when the civil construction is expected to be completed only by March, 2018. The Government has not taken prompt decisions and actions to ensure early operationalisation of NATGRID. This shows the ambiguity and uncertainty prevailing in the government and its inability to take quick decisions. Even when it is claimed that NATGRID is expected to be operational by September, 2018, the fact is that there will only be certain amount of basic analytics and minimal data sharing by that date.

(Para 3.2.4)

The Committee also reiterates its recommendation made in its 201st Report that the Ministry should clear the confusion looming large over the NATGRID's future by completing the construction work of its main building at the earliest. The Committee also reiterates that the Ministry must re-publicise the posts as widely as possible along with offering remuneration package commensurate to that being offered in the private sector to attract the most qualified professionals for this technology-driven project.

(Para 3.2.5)

The Committee observes that the Ministry has not been able to utilise the funds allocated for NATGRID since its inception. The Committee expresses its displeasure at this perennial poor utilisation of budgetary allocations wherein not even one-half of the allocation was utilised in any single financial year from 2010-11 to 2015-16. The Committee is totally disillusioned with the pace of the implementation of the NATGRID project and the utilisation of funds. The Committee hopes that the Ministry will be able to expedite the implementation of this project and will also be able to achieve significant utilisation of funds during 2017-18.

(Para 3.2.6)

Multi-Agency Centre (MAC)

The Committee takes note of the low contribution of State agencies in overall inputs received by the Multi Agency Centre. The Committee feels that this points towards certain weaknesses in the intelligence gathering capacity of the States. The Committee, therefore, recommends that the Ministry should hold consultations with the States and find out the reasons for this low contribution. The Committee also recommends that an assessment be done of various State Intelligence agencies and Special Branches to ascertain their bottlenecks and efforts be made to resolve them.

(Para 3.3.8)

The Committee takes note of the MAC/SMACs network and appreciates that this may have enabled seamless integration of intelligence collected by different agencies. The Committee recommends that there should be a strong mechanism to perform extensive reliability and validity checks on intelligence that comes in from various Provider Agencies before its dissemination.

(Para 3.3.9)

National Counter-Terrorism Centre (NCTC)

The Committee observes that Article 355 of the Indian Constitution casts a duty upon the Union to protect every State against external aggression and internal disturbance. This duty assumes more importance in the present scenario where terrorism, insurgency and Left Wing Extremism have affected almost every State of India. While there are agencies like NIA, IB, MAC and NSG and some in the pipeline like NATGRID that are cumulatively capable of addressing these menaces, there is no single unified authority to coordinate the operations of these agencies and ensure a quick response in times of crisis like the 26/11 attack. The Committee understands that several States have objected to NCTC and other agencies also might have their reservations. However, the larger issue of national security should be given paramount importance. Adequate consultations have been held between the central government and the states. The Committee, therefore, recommends that the Ministry should immediately revive the idea of NCTC as a single, unified and premier counter-terrorism agency and re-issue the notification laying down the power, functions and duties of the NCTC.

(Para 3.4.5)

The Committee observes that the notification of NCTC which was issued in 2012 has neither been rescinded nor operationalised as yet. The Committee feels that the Ministry must not keep this notification in abeyance endlessly and recommends that a decision to re-issue the notification be taken immediately.

(Para 3.4.6)

Acquisition of Border Land

The Committee is aware of the land issues and the demand for compensation for the acquired land in border areas. The Committee agrees with the Ministry's assertion that acquisition of fertile and cultivable land lying ahead of fencing will be a loss to the farmers and the Nation. However, the Committee feels that, in certain areas, there may be compelling reasons for which the forces might need to use the land ahead of the fencing. In such circumstances, the Committee recommends that effort may be made to acquire and utilize the land on a lease basis and farmers may be given adequate compensation for the same.

(Para 4.1.2)

The Committee notes that State administrations are facing serious difficulties in acquiring land because of legal and other impediments and views that the same has caused delay in execution of border roads, fencing and flood lighting projects. Absence of such basic infrastructure has an adverse impact on our border security. Besides this, project cost of constructing border roads also increases manifold due to time and cost over-run. Therefore, the Committee strongly recommends that problematic road patches should be identified and 'Alternate Dispute Resolution Mechanism' should be immediately established for expediting disposal of all land acquisition related disputes.

(Para 4.1.4)

Fake Indian Currency Notes (FICN)

The Committee is aware of the reports of post demonetization seizure of high quality Fake Indian Currency Notes of the denomination of the new Rs. 500 and the new Rs. 2000 in Malda District area along the India-Bangladesh Border. The Committee is concerned to note such incidents that belie the tall claims made that FICN will be eliminated after demonetization. The Committee is also worried to note that no measures have been taken by the Ministry to replace the existing FICN detection machines, available with the Border Guarding Forces to detect the smuggled fake currency or to make it compatible for detecting new denomination notes. The Committee feels that the fake currency manufacturers and smugglers will exploit this situation and may be able to flood the country with new FICN before the Ministry is able to come up with a plan to foil these attempts. The Committee therefore, recommends that the Ministry should take urgent notice of this issue and formulate a strategy to disrupt smuggling of new FICNs into the country through the land and coastal borders. The Committee, in view of rising number of seizures of FICNs along the India-Bangladesh Border, also recommends that the Ministry should take up this issue with Bangladesh Government in the Home Secretary level talks and urge them to crack down on the printers and smugglers of FICNs situated in Bangladesh.

(Para 4.2.5)

Drug Trafficking in Border States

The Committee notes the rampant drug trafficking problem in border areas especially along the India-Pakistan border in Punjab and J&K, and feels that, despite huge amount of seizures of drugs, the Government has comprehensively failed to address this issue. The Committee recommends that the Ministry must make serious efforts to completely prevent the flow of drugs from across the border by adopting a zero tolerance approach in vulnerable areas.

(Para 4.3.5)

The Committee is anguished to know that cultivation beyond fencing was helping the drug couriers to transfer drugs from across the border to the hinterland. The Committee is given to understand that persons going beyond the fence find the packets that come from across the border in their fields and throw them across the fence on the Indian side which are collected by drug couriers during the night. The Committee recommends that the Ministry must instruct BSF to create anti-trafficking teams of 4-5 personnel in every Company who must scan the area beyond the fence every day in the morning before the farmers are allowed to pass through the gates and also scan the area on the Indian side of the fence during the evening after all the farmers have returned from the fields. These teams must also be tasked with the duty of surveillance of the area under the command of the respective companies during night with Hand-held thermal imagers from the BoPs and should be encouraged to launch operations in case of detection of any suspicious movement near the fence. The Committee also recommends that BSF personnel must be directed to frisk all the persons going beyond the fence for any purpose both while going and returning.

(Para 4.3.6)

Infiltration and Cross-Border Terrorism

The Committee takes note of the fact that more than a year has passed since the Pathankot attack occurred; however, the investigation of that attack has not been completed by NIA. Moreover, no analysis seems to have been done into the failure of the intelligence agencies to provide credible and actionable inputs regarding the attacks at Pathankot, Uri, Pampore, Baramulla and Nagrota. The Committee feels that these attacks have exposed the deficiencies of our intelligence agencies. The Committee, therefore, recommends that the Ministry should

instruct the NIA to complete the investigations of these attacks at the earliest so as to identify the loopholes in the intelligence setup in the border areas.

(Para 4.4.2)

The Committee feels that such a huge rise in the number of infiltrations justifies the apprehension that the Indian Army and the BSF may have failed to foil some of these attempts. The Committee recommends that the Government must carry out a thorough investigation into the sudden spurt in the increase in the infiltration attempts along the LoC from across the border and find out the vulnerabilities along the LoC that are being apparently exploited by the infiltrators.

(Para 4.4.6)

The Committee also notes that there has been an increasing number of incidents of infiltration through tunnels from across the border. The Committee feels that in future this might become a major modus operandi of the infiltrators and the Government must take proactive measures to foil such attempts. The Committee recommends that the Ministry must explore technological solutions for tunnel detection in border areas and should, in this regard, seek the help of other countries which have successfully developed tunnel detection systems.

(Para 4.4.7)

Nagrota Terror Attack

The Committee, while noting the similarities in the various attacks on security forces' establishments, feels that all such fidayeen attacks indicate that they carefully select a target based on vulnerability and do meticulous planning and preparation. The Committee also feels that attacks like the one on Nagrota could have been perpetrated only by those receiving information and active guidance from the military establishment across the border. The Committee, therefore, recommends that all the small and big campuses of the Armed Forces and CAPFs need to stay always on high alert and must make all efforts to ensure fool proof security of the perimeters of their own establishments. The Committee further recommends that measures like providing some degree of isolation of the military establishment from the other habitations, strengthening of perimeter security by cutting the trees around it, raising the height of the walls, adequate lighting during night and providing night vision devices to guards must be implemented urgently.

(Para 4.5.6)

The Committee is also concerned that while there were intelligence inputs before the attacks, they were of a generic nature without any specific details regarding the date and exact location of the attacks. Intelligence agencies should analyse the inputs carefully and to the extent possible isolate the actionable inputs.

(Para 4.5.7)

The Committee is of the view that the best way of preventing such attacks is to foil all attempts at infiltration. Detecting and neutralizing the terrorists during an infiltration attempt will ensure minimum casualties of Indian security forces. The Committee, therefore, recommends that the Government must intensify the surveillance and patrolling on both LoC and International Boundary to detect and foil any attempt at infiltration.

(Para 4.5.8)

Ceasefire Violations

The Committee is constrained to note that, after the 1971 war, the present is the most vulnerable period for the borders of the country. There have been a large number of cease fire

violations and several jawans and civilians have been killed. According to some reports, more than a hundred cease fire violations took place within a span of two months in 2016 and the year 2016 can be considered as one of the most vulnerable periods. The Government should find a way to prevent the frequent and persistent violations of ceasefire including using diplomatic channels. Ultimately, the answer lies in diplomacy. During cease fire, the worst sufferers are the people living in the border villages. The questions are where will they go and where will they earn their living. The country today appears to have internal refugees and internal migrants. The only way the country can restore the ceasefire is to go back to a situation where both India and Pakistan agreed to observe the ceasefire. For more than a decade, the ceasefire held good. But now, from both sides, the ceasefire appears to be virtually dead on the LoC. The Committee strongly recommends that the government should make every effort, including activating diplomatic channels, towards preventing ceasefire violations and restoring the situation of a genuine ceasefire.

(Para 4.6.3)

General

Border security has become very fragile and, as gathered from the evidence before the Committee, there are several gaps which need to be plugged. The inadequacies have become starkly visible over a period of time. Some inadequacies have been addressed; some are being addressed, while others remain unaddressed. Though there are internal security challenges, in the view of the Committee, the external security challenges are very strong on the both the Eastern and Western borders. As already explained earlier in the report, some institutional mechanisms have been created to address the security challenges. But the Committee is dismayed over the ambiguous approach of the Government in strengthening the institutions and feels strongly that a comprehensive intelligence infrastructure is imperative to address the security challenges.

(Para 4.7.1)

The Committee has dealt with all the issues relating to capacity building for secure borders and the institutions in some detail in the preceding paragraphs and has given recommendations on each one of them. The Committee hopes that the government would implement all the recommendations in right earnest so that the external security challenges are addressed properly and the borders and institutions are strengthened and secured.

(Para 4.7.2)
