

Respected Pradhanmantri Dr. Manmohan Singhji, Honourable Union Home Minister Shri Sushil Kumar Shindeji, Hon'ble Union Ministers, Hon'ble Lt. Governors, Hon'ble Chief Ministers, Ladies and Gentlemen.

I am privileged to be present amongst this august group, gathered once again for deliberating on critical matters concerning our nation's internal security. During the course of proceedings, I look forward to not only share our initiatives, concerns and suggestions; but also gain from the deliberations.

Before speaking on the agenda of this year however, I cannot restrain myself from **wondering about the usefulness of meetings such as this, in the absence of any concrete, time bound follow up action** emerging from them.

I have had the privilege of attending various high power meetings over the past few years, such as those of the NDC and Inter State Co-ordination Committee; as well as those on issues such as inflation, internal security, NCTC and so on. Tangible outcomes from the same however, seem to be precious little. Meetings and conferences such as these play a critical role in our **coming together as a nation to chart the way forward. They must thus be zealously guarded from becoming mere fora for academic exchanges.** They must also be prevented from getting reduced to annual rituals, to be gone through for the sake of formality.

With decision makers from across the country coming together, the observations and suggestions made should be taken up with the seriousness they deserve. The centre should meticulously prepare for the same, and dedicatedly follow up on each - **translating into implementable action points, as well as corresponding concrete outcomes on the ground.**

I thus sincerely urge the Hon'ble Prime Minister to accord utmost attention to every suggestion made by every State at such conferences, communicating the follow up action taken on each in a time bound manner. Needless to say it may not be possible to accept all the suggestions made. However serious consideration should surely be

accorded each, with limitations and reasons given even for those deemed unacceptable.

Moving on to today's agenda, even a casual browse-through compels me to wonder if the stature of this august gathering has been misunderstood. Maybe the **convergence, understanding and direction** this house has the potential to offer to the nation has been underestimated.

If we were to go purely by the agenda before us, it would seem easy to misjudge this meeting to be a limited 'police review', as opposed to a comprehensive relook of the nation's internal security situation. For instance, does a move as self evident as 'distributing detection kits at police station levels' need to be decided by a PM-CM conference? Is the central government really oblivious to the fact that most districts across most states already have 'separate District Crime Branches'? Or is the age old concept of 'community policing' really the most innovative and strategic of responses that we can come up with to decide on at this high forum?

Is this the level of discussion we are aspiring for today? **Are these not matters best left to the states, or in fact even lower, district levels?** Or is this forum simply to short-sightedly review the performance of the States on what are essentially State responsibilities?

Are we really incapable of even identifying the most critical challenges and choices confronting our nation's Internal Security today? Now more than ever before, we need **firm political will to unite as a nation and its leaders**, for charting a clear and decisive direction on this critical matter of Internal Security. **We cannot and must not aspire for anything less!**

This august forum can play the lead role in this endeavour, if taken seriously, and harnessed to its potential. While I will respect the agenda set before us today by going through it point by point; **I will try to give you a glimpse of this potential that I see in my concluding remarks.**

1. Internal Security situation in the country

The Internal Security situation in the country has unfortunately deteriorated further since we met last year. According to me the situation today is worse than ever before. Not only do we continue to be vulnerable to the threats posed by cross border terrorism and left wing extremism;

we are also becoming increasingly susceptible to newer forms of security threats such as cyber-attacks, narco-terrorism and terror-financing.

It is disheartening to see terrorists and Maoists striking us with such impunity; while that the Government of India, and nation at large, remain mute spectators to macabre death and destruction. It is further disheartening that in times of crisis when the Union Government is expected to lead from the front, it chooses to be a disinterested spectator believing that its role ends with generating and passing on intelligence inputs to the states, which themselves are **rarely specific and hardly ever actionable**.

Even after the dastardly attack on Mumbai on 26/11, there has been no change on the ground. I would like to draw the attention of this august gathering to the fact that the Union Government is **quick enough to recognize the need for a dedicated law for tackling the menace of match fixing in sports, but the same Government fails to see the need for a dedicated law against terrorism**.

I firmly believe that we will not be able to fight the menace of terrorism and left-wing extremism without an anti-Terror Law. Unfortunately, we are not going to have such an anti-terror law, till we learn to put our National Security issues above political considerations dictated by vote bank politics. The nation will sadly have to wait till this realization dawns upon the powers that be.

2. Professionalization of Investigation:

Separate cadre of investigators

It is our considered opinion that a separate cadre of investigators is an impractical idea. While specialized capacity building of investigators and continuous training in various relevant competencies is a very desirable objective, it must be kept in mind that detectives are developed out of well rounded police officers. Law and order maintenance duties give immense opportunity to understand crime and criminality, which help in crime detection. An investigator should not only have a multi disciplinary knowledge of law, forensics, various techniques of investigation and interrogation; but also have experience in public contact, community interface, informer networks and many such skills which are acquired after he or she goes through the grind of regular

police work like beat policing, law and order duties and surveillance on criminals.

Moreover, a tight separation of duties and responsibilities leads to functioning in silos, with one wing not knowing what the other wing is doing or should have done for better results. Such division of functioning can often lead to callousness as well, creating inconvenience and difficulties.

In light of the above, total separation is impractical and undesirable. Functional specialization for investigative work has already been done in Gujarat.

Crime detection kits at police station level:

I would like to express a great sense of disproportion for an item, which normally should be a part of the agenda of the Police Officers Conference, being discussed at this level. I do not think this forum should devote time on reviewing such items.

Creation of District Crime Branch:

Similarly, I shudder to realize that the Union Government is oblivious to the fact that separate crime branches already exist in most districts of most States. There thus seems to be no reason for an agenda item on the creation of District Crime Branch being brought for comments and response at this level

3. Modernization of State Police Forces:

In the last conference several Chief Ministers, including myself, had expressed our concern over the Modernization of Police Force in the context of funding. We had made a special request for 100% central funding of the MPF Scheme and not burdening the State Government with a 25% share. It almost appears as if the states are being punished for making such a request; with the Union government **instead of agreeing to the same, choosing to increase the state share from 25% to 40%.**

Likewise, my suggestion of decentralizing the approval process of the Annual Action Plan; through delegation of powers to States'

Empowered Committees instead of the High Power Committee at MHA, has not seen any light of day. These instances expose the lack of seriousness with which the Centre follows up on suggestions given by us.

It is ironical that while the Government of India provides untied funds for numerous schemes even to panchayats; it is unwilling to do the same with State governments in matters of internal security. In fact, the list of Centrally Sponsored schemes, where the centre just frames guidelines, with the states responsible for the subsequent implementation; is far too long to be listed out here. I fail to understand why issues of internal security do not get the kind of priority and attention that our country deserves, in light of the challenges it faces.

Mega City policing:

In the context of Mega City policing - as the commercial capital of one of India's most vibrant State economies, having a population of around 70 lakh, and a history of serial bomb blasts; Ahmedabad city cannot afford to have counter terrorism strategies developed from a meager allocation of Rs. 5 crores. It has to be considered with a seriousness similar to other Metro Cities - in terms of surveillance, mobility, strengthening and technological interventions.

Not only has there been a disproportionately low funding for Ahmedabad, the other two Cities which are equally vulnerable and critical to the nation's economy - namely Surat and Vadodara - have been missed out. I would therefore urge MHA to refine the eligibility criteria for mega city policing funds, incorporating objective factors like economic development, threat perceptions, urbanization, risk analysis and needs assessment.

I am afraid that the kind of tokenism being exhibited by the Central Government on the issue of modernization of police forces, including mega city policing; is not going to make a major impact in our security preparedness.

Community policing:

We have a lot to share on the Community policing front, having launched a flagship scheme of 'Suraksha Setu' entirely out of State funds. This scheme enables the police to reach out to the people and build bonds of trust and friendship; by spreading out into areas of public safety

and public wellness. There are numerous such mechanisms devised for public participation and community policing. Given that community policing has been a part of the age old police system, prevailing across the country in different shapes and forms over time; I shall refrain from speaking any further on the same

CCTNS:

The Government of India is aware of Gujarat having launched its own edition of CCTNS, through a project named HD-IITS (Home Department Integrated IT Solution). This not only combines the five functionalities of the CCTNS Project, but also includes in its scope other mediums that are integral to the functioning of public order such as FSL, CID (Crime), CID (Intelligence), Traffic, Home Guards, Civil Defence as well as Passport Sections.

Over 10 years of Police station records have been digitized, and the programme is being fully operationalised. I would request the Union Government to increase fund allocation for the same, so that this unique programme can be strengthened further. I have earlier already extended Gujarat Government's offer to share this fully developed system with other states; which I reiterate today.

State Forensic Science Laboratory

The Gujarat FSL is today one of the most modern and well equipped State FSLs in the country. The Government of India has recognized the Forensic Psychology Division of Gujarat FSL as a National Resource Centre. The NRC, in addition to handling sensitive and important cases of various parts of the country, also undertakes national level training programmes for Judges, Police Officers and Forensic Experts.

Building on the above, the State has launched the Gujarat Forensic Sciences University - a first of its kind in the world for conducting regular Degree, Diploma and Certificate courses in the field of Forensic Science, Behavioral Science, Criminology and other allied areas. This has ensured availability of trained manpower.

Cyber Crime:

We have launched a new initiative in the domain of Cyber Crime as well - **Cyber Suraksha Kavach**, through our own budget of Rs. 25 crores. This project brings together IT professionals and the policemen on one platform at one go, integrating ; the security concerns with the software options; so as to track, pursue, as well as prevent cyber violations - making the police force tech savy as well as trained in the process..

Moreover, Gujarat already has advanced cyber forensic facilities in its FSL. The Gujarat Forensic Science University has also taken the initiative to offer courses in cyber security and forensics.

4. Strengthening of Intelligence Wings:

In our last meeting, I had emphasized on the need for coordination amongst our various intelligence agencies; as well as an integrated system where human intelligence and cutting edge technology is dovetailed in fully harnessing the expertise of state cadre for high quality intelligence. This level of integrated effort and expertise sharing has unfortunately however, not been achieved yet. Though a SMAC (Subsidiary Multi Agency Center) has been established, there remains considerable scope for further strengthening of its functioning - such that it can provide more actionable intelligence inputs on a real time basis.

Although the creation of a separate Intelligence cadre has been deliberated upon time and again, the corresponding action plan has yet not been evolved. It is well known that real-time Intelligence gathering, collation and dissemination is integral to the management of internal security. Dedicated, professional resources are required, for which I had recommended a special recruitment of Intelligence cadre on the lines of IAS/IPS. While the Central government itself has not developed the same, it has also refused to extended support to States wishing to do so develop and strengthen a professional state Intelligence cadre.

Nevertheless, the Gujarat Government has prepared an action plan to augment its skilled manpower as well as upgrade its technical capabilities - with a view to strengthen intelligence gathering, especially in the border and coastal areas. A number of steps have been taken, including directly recruiting around 100 Intelligence Officers.

5. Communal Harmony:

The State of Gujarat has been enjoying sustained rapid economic growth, resulting in prosperity for All its people, irrespective of the class and communities they belong to. Growth and development have been the primary forces bonding society together in its march forward. This sustained communal peace has resulted in the setting up of a virtuous cycle of further progress, in which all components of the economy, commerce and industry have been in an upward spiral of progress that has brought the fruits of development to all people across the State. Gujarat today is attracting huge investments from all corners of the world because of **its reputation and track record as a State of peace-loving and law-abiding people**. There is complete peace, with zero man days lost due to curfew etc.

Communal flare ups have effectively become a thing of the past, as the state has remained completely communal riot free for more than a decade now. The entire present young generation has never seen a curfew, which used to be a regular phenomenon earlier.

6. Border Management:

A few years ago, the Government of India had undertaken a programme of fencing of the 340 km long sensitive border between India & Pakistan in Gujarat. Approximately 261 km of this fencing work along the border has been completed till now. Some of the portions which were erected earlier, have unfortunately collapsed due to corrosion and defective foundation. Thus completing the work of fencing in the uncovered areas should be taken up on top priority.

Can we explore entrusting border fencing to an organization created **along the lines of the Border Road Organisation (BRO) - a company of defence personnel / engineering corps to undertake such work instead of the present CPWD.**

I also reiterate the idea of covering the border with stretches of solar projects; generating power for development while simultaneously ensuring security along the border.

To strengthen patrolling in the Rann areas, the Gujarat Government has recently ordered the purchase of All Terrain Vehicles for Kutch district. On successful incorporation, these vehicles will be extended to all coastal districts.

7. National Counter Terrorism Centre (NCTC):

On the issue of NCTC, I think the new draft circulated has taken into consideration some of the concerns raised by the states. However, even on the new draft serious concerns remain.

We have strong reservations about the structure and functioning proposed in the National Counter Terrorism Centre (Organisation, Functions, Powers and Duties) Order, 2013. It is not clear how big it is going to be, what forces are going to comprise it, how exactly it is going to function and which statute will it derive its powers from. I think such poorly conceived ideas which tinker with age old existing systems rather than strengthening them are going to do irreparable loss to our internal security apparatus.

Further, moving the MAC from within IB to the proposed NCTC will end up weakening it even as it appeared that it was taking some concrete shape. The proposed NCTC will be just another superstructure in the maze of institutions already existing.

The proposed structure of NCTC is not in congruence with the principles of federalism and the clear division of powers between the Union and the States as envisaged under the Constitution as it essentially tries to create a 'federal police', a concept totally alien to our country. I fear that it will be another institution of the Centre for political misuse against opposition ruled states.

I am slightly worried about the last minute circulation of proposed order on NCTC. The fact that it is on the agenda and gets a passing mention should not be construed as a consultation with the States much less an arriving of consensus on this issue.

In fact, the creation of any new institution or organization of this nature should be done only after having a complete unanimity amongst the centre and the States. The inability of the Centre to coordinate efforts with the State to achieve consensus on such issues emanates from the unwillingness on its part to recognize the States as equal

partners in handling issues related to internal security. It also exhibits a strong sense of one-upmanship and a contempt for the constitutional division of powers.

It is my humble suggestion that instead of creating a new institution in the form of NCTC, we should strengthen MAC and also undertake a massive drive for augmenting the operational abilities of the existing security forces, both central and those belonging to the states. Multiplicity of agencies will only create more confusions and ineffectiveness at the field level.

8. Coastal security:

Gujarat has the longest coastline in the country, measuring 1,640 km in length. Proximity to Pakistan makes this coastline highly sensitive. Many vital installations, particularly in the Power and Oil sectors, Ports etc are situated on this coastline. The entire coast line of Gujarat in fact, is poised to become the next hub of development in the state, creating opportunities for newer cities and townships.

There is complexity in monitoring and controlling the movement of seafaring people across this vast expanse. Moreover, the coastline has witnessed a slew of nefarious activities by anti-national elements in the past, often facilitated by Pakistani Agencies.

To strengthen the Coastal Security Mechanism in Gujarat State, a **Marine Commando Battalion** has been created, with its recruitment already underway. The State Government has organized special training programmes for its marine police officers and jawans.

There however is no specialized training facility presently available for police personnel working in Marine Police Stations in Gujarat. **The setting up of a Marine Police Training Academy in Gujarat is thus an urgent need.** This academy training needs of Beyond Gujarat, this academy will also cater to the training needs of other coastal states of the country.

The MHA had initially asked for 25 acres of land to set up such a training academy, which the Gujarat Government had promptly responded to, agreeing to provide it for free. Subsequently, the requirement of land was increased to 40 acres, which too was agreed to by the State. **The MHA then come back once again, now asking for 250 acres of land. This too the Government of Gujarat conveyed**

willingness to provide for free - identifying the land in Dwarka, in Jamnagar district.

Ideally location on the cost, in close vicinity to 29 Islands; this place is most suitable for the Marine Police Training Academy. Furthermore, 4 marine police stations, the Indian Navy, Coast Guard, Army as well as Air Force, all have their presence in Jamnagar. The BSF water wing battalion is located in close proximity as well, in the Gulf of Kutch. Despite this aptness of location, as well as fulfillment of all requirements by the State; no progress has been made by the Centre on the same so far.

I believe it is crucial for all the Maritime States to have a common platform to discuss issues of Coastal Security and Marine Policing. An integrated working plan to deal with the menace of unmonitored fishing vessels and threats from the seas; as well as to build up vigilance across the zone; needs to be urgently developed. A **separate meeting of Chief Ministers of all maritime states** should be called to discuss all such issues related to coastal and maritime security in a comprehensive manner.

9. Prison reforms and Modernization of Prisons:

A scheme of Modernization of Prisons has been undertaken in Gujarat since 2002-03. Against an allotted budget of Rs. 65.89 crores, Gujarat has incurred Rs 117.35 crores - which is a 178 % utilization.

Due to the successful implementation of this scheme, the problem of overcrowding has been completely solved. The rate of overcrowding in the Jails of Gujarat State was 105% in 2006, which came down to 83% in 2007, 68% in 2009, 24% in 2010 and is now transformed into under crowding, at -8% in 2013.

The recently constructed and commissioned Lajpore Central Jail in Surat is a monument of a model approach to correctional services in our criminal justice system, in the truest sense. This sprawling modern facility has comprehensively addressed all infrastructural aspects of a model prison system. The custody management system of this jail is not just security-oriented, but pays equal attention to the legal and human rights of prisoners. The jail leverages on modern technologies like video-conferencing for efficient interfacing with courts. It also has very

elaborate industrial and other auxiliary support for the gainful employment of inmates. The prison deploys cutting edge technology for ensuring the highest levels of security and surveillance over the inmates.

Video Conferencing system is in fact functional at 12 Jails, through which 66,156 undertrials have been produced before the court. This is soon to be expanded to all remaining jails as well.

Ahmedabad and Amreli open Prisons encapsulate the best of reformation concepts, with prisoners staying and working freely. The Bovine “GAU Products” concept has been developed for successfully making Ayurvedic Medicines and other products from Cow Urine and Cow Dung.

The Indian Institute of Management, Ahmedabad has tied-up with the Gujarat Prison Department for the Branding and Marketing of Jail Products. This has set a professional land mark in collaboration with an Indian Institute of Management. A logo ‘Uday’ has been designed by NID as the trademark of Jail products. ISO 22000 : 2005 FS MS for hygienic bakery food products and ISO 9001: 2008 QMS for best prison management, is on the anvil at Sabarmati Central Prison.

10. Crime against women and measures taken by States to combat them:

Gujarat has taken various steps to provide security to women. With an aim to prevent crime against them, 28 Women Police Stations and 4 Women Police Cells are functioning in the State. Special squads have been set up to prevent eve teasing. **Helpline 1091 has been activated in 22 districts of the state.** Counseling Committees for women in distress are functioning in 25 districts; comprising of faculties of social welfare, retired principals, professors, members of NGOs etc. Training is imparted to police officers of the state on gender sensitization, so that they become more aware of the problems of women, and take appropriate action - helping further reduce violence against women. Time and again, clear instructions are issued to concerned authorities to remain forever vigilant,

so as to ensure the enhanced security of women in the State. Awareness-creating activities are being carried out among women under the **Suraksha Setu Society** programme. Girls have also been imparted self-defence training.

Anti-Human Trafficking Units have been established in 10 cities and districts to deal with the menace. Training in Anti Human Trafficking has been imparted to more than 600 police officers of the state. 52 NGOs have also been trained on this subject, such that they can be helpful to the police in rescuing trafficked women and children.

11. Development of Police training infrastructure and provision of regular training to police:

A transparent recruitment process has been fully implemented for the past two recruitment drives in the Gujarat police, **resulting in the recruitment of approximately 1,100 sub-inspectors and 24,000 constables.** We have added technology beyond MHA guidelines in making this process completely fair and transparent. This has resulted in high quality recruits, in turn necessitating a similar improvement in training effectiveness.

Syllabus review, content development, training of trainers, standardization and uniformity in training are some of the initiatives being undertaken to ensure such high quality training.

A new state-of-the-art commando training centre is being developed for imparting commando training, refresher training, bomb detection and disposal training and canine training. This is being developed as an anti-terror hub for the elite squads of Gujarat police. **The proposed centre is coming up on a 200 acre plot of land near Ahmedabad, and we envision developing it as per the best global standards.**

In 2009, I had requested that a regional hub of NSG be located in Gujarat. Though the same was agreed to in principle by the Union Government, there has been no further movement on this issue in the past four years. I now propose to not only give land free of cost, but also provide ready infrastructure for training – co-locating the NSG hub with the proposed State Commando Training. This according to me, will achieve greater synergy and coordination in the entire effort.

12. Left wing extremism:

I am given to understand that this segment of the conference on Left Wing Extremism is only for states which are bearing the brunt of Maoist violence in the country. Despite the persistent efforts of the Maharashtra State Committee of CPI (Maoist), which had proclaimed plans of spreading their tentacles in the North Maharashtra–South Gujarat axis (NM-SG); the state of Gujarat has remained more or less free from this radical ideology.

The spread of the benefits of development and economic progress to even the remotest parts of the state; and a pervasive sense of socio- economic wellbeing - have been the prime factors which have repeatedly and resolutely frustrated the designs of Left Wing Extremist organizations trying to enter Gujarat.

At the same time, we are well aware that Gujarat can ill afford to ignore the violent developments in other seriously affected areas of our country, some of which being located not far across our borders in neighboring states. Our security agencies have thus been maintaining a continuous vigil, and are particularly careful of the possibility of our state being used as a safe haven for high value cadres escaping the crackdown of security agencies in other affected regions.

Notwithstanding this, I would like to express my very serious concerns about the unveiling of the Urban Plan by the CPI (Maoist); which, in a very innovative shift of strategy, is designed to target areas of the country which are the drivers of the industrial progress of the country. Their main target, as per their own words; is the ‘Golden Corridor’ of the Pune-Mumbai-Ahmedabad industrial belt, which also includes the major industrial clusters of Surat and Baroda.

Given this background, I am disappointed once again by the short-sightedness of today’s agenda. **While the LWE affected states fully deserve all priority in the security response of the country, it will be an extremely myopic approach to ignore the security concerns of the LWE targeted regions.** While we must comprehensively address the existing threat, we must at the same time pre-empt and prepare for the next wave as well .

Today’s agenda does not even take cognizance of the serious Left Wing threats looming large on the horizon. Gujarat for instance, is not

even included in the discussions on Left Wing Extremism despite being a declared focus target of the the CPI (Maoist) in its Urban Plan.. I reiterate my call from last year conference, for the need of a a proactive and pre-emptive approach in internal security matters.

13. Conclusion:

As I had mentioned in my introductory remarks, a meeting of the level of Chief Ministers, chaired by the Hon'ble Prime Minister should have the **focussed mandate of critically reviewing the nation's internal security situation, and taking the policy decisions necessary to evolve a clear and decisive national strategy for the same.**

Such a meeting should be strategically structured to leverage on the invaluable experience, concerns and decision making authority of the leaders gathered here from across the country. **Its agenda must be ambitious and visionary - engaging head on with those larger multi-layered critical issues, so laced with complexity and nuances to need the collective wisdom of the nation's leadership to address.** Today's agenda should thus rather have discussed issues such as:

- Establishing emphatic deterrence mechanisms - with a **national policy of zero tolerance towards terrorism combined with a proactive strategy driven by a sense of urgency**
- A clear **legal framework against terror** – with a strong anti-terror law as its cornerstone
- **Securing our porous land and sea borders** from cross border threats. Traditionally overlooked domains like **coastal security** need to be given special attention
- **Tracking and checking cross-border infiltration**
- Evolving a clear **identity mechanism** for all our citizens - clearing up the current NPR-UIDAI confusion, establishing a more secure border identity cards mechanism
- **Building capacity of our security forces** along international best practices – technologically, psychologically, and professionally.

- **Overhauling our intelligence set up** to collect, collate, analyze and disseminate good quality, real time, specific, actionable intelligence inputs.
- **Evolving common national standards and protocols** for compatibility across states
- **Pre-empting the next generation of threats**, and staying in front of the curve on evolving domains of terror threats
- **Dealing with the menace of narco-terrorism** – closely linked with funding of terrorist organizations
- Reorienting to the ongoing transition of real world terrorism to **cyber terrorism** – with future critical threats being to our digital finance and defence systems.
- Understanding sophisticated financial crimes and setting up appropriate mechanisms for confronting them – especially large scale pumping of FICN, currency rackets and terror-funding

I look forward to an agenda of this depth and vision in the next conference.

JAI HIND, JAI JAI GARVI GUJARAT