



**Aam Aadmi ke Badhte Kadam  
Har Kadam Par Bharat Buland**



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The Congress Party's Pledge  
**PROTECTING INDIA FROM TERROR**

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ALL INDIA CONGRESS COMMITTEE  
24, AKBAR ROAD, NEW DELHI-110001



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## I. Context

Over the last 10 years, terrorism has become the single-most important issue facing the countries of the world. From 9/11 in the United States to the train bombings in Spain, from the metro attacks in the United Kingdom to the Bali bombings in Indonesia, terrorism is today a truly global phenomenon.

India is not immune to this phenomenon. In fact, ironically, India's commitment to plurality, secularism and tolerance for multiple faiths and beliefs has made it a favourite target of many terror groups. The sources of terror have multiplied: there are now declared terrorist organizations, state-sponsored terrorist groups, non-state actors and criminal groups. As the terror machinery in the world becomes more sophisticated, the scale and magnitude of terrorist attacks appear to have been stepped up exponentially, as was recently noted by Prime Minister Manmohan Singh. Terrorism, therefore, poses an extraordinary challenge to governments across the world, and it is a challenge that any responsible government must address on a war-footing.

### ***Our Pledge***

**The Congress Party is alive to this challenge. The Congress Party is committed to providing strong and decisive leadership to meet the challenge of terrorism. This is our pledge to the people of India.**

This Paper provides an overview of some key initiatives that form part of the Congress Party's strategy to protect India from terror. It begins by summarizing the salient features of the work done on anti-terrorism by the Congress-led UPA government in its present term. Several proactive steps taken over the last few months in the aftermath of the 26/11 attacks in Mumbai have been highlighted. The paper then describes some key elements of the anti-terrorism strategy that the Congress Party promises to execute if voted to power in the 2009 General Elections. Underlying our



approach will be greater use of technology, more and better equipped security forces, better intelligence and analytical capabilities, better coordination, clearer operating procedures, and speedy investigations and trials.

It is important to note here that while this Paper discusses organizational, managerial and technological initiatives that are the key to address the challenge of terror, the underlying political framework for the anti-terror effort is equally important. As we have stated in the Congress Party's Manifesto for the 2009 elections:

*“Terrorism must be fought relentlessly, intelligently and wisely, and without fear or favour. Terrorism can be fought only by a united people, not by a people divided by religion. Religious polarization that is intrinsic to the value system of parties like the BJP severely erodes our capacity to combat terrorism.”*

If we do not vanquish communal agendas of all kinds, we cannot hope to vanquish terrorism – this is the critical difference in the approach of the Congress Party and the approach of the BJP towards combating terrorism. The country knows the heavy price that we have paid for the so-called “muscular” policies of the BJP-led NDA government – the stupor in Kargil, surrender in Kandahar and stalemate in Operation Parakram. There are also the yet untold stories – such as the callous and utter neglect in recruitment to the Indian Police Service (IPS) during 1998-2004, when Shri L.K. Advani was the Home Minister, which has created a critical gap in our security infrastructure and weakened our preparedness to fight terror and the National ID Card Project which went into complete hibernation under the BJP-led NDA government.

**It is only the Indian National Congress that can deal with the scourge of terrorism squarely and decisively but without weakening the delicate strands that have, together, bound our society for centuries.**



## II. The Congress Plan: Elements of a Decisive Response to Terror

It is undeniable that India has faced increasing and ever more sophisticated incidents of terrorism in the last 10 years, during the tenure of both the NDA and the UPA governments. While both governments have responded to specific terror events in varying degrees, the UPA government has grounded its efforts on a comprehensive approach that aims to not only be responsive to terror events, but also be proactive to anticipate terror events and develop systemic capabilities to tackle this menace. A multi-pronged approach has become a necessity.

As the Home Minister Shri. P. Chidambaram noted, “we have set for ourselves two goals: First, to raise the level of preparedness to meet the increasingly sophisticated terrorist threats. Second, to enhance the speed and decisiveness of the response to a terrorist threat or a terrorist attack.”

In this Section, we summarize the measures that the Congress-led UPA government has initiated as part of its holistic anti-terrorism strategy, and discuss some of the forthcoming initiatives that the Congress Party will implement in the next term if voted to power. Using the Home Minister's statement as a basis, these measures can be described under the following categories:

### A. Highest Possible Level of Preparedness

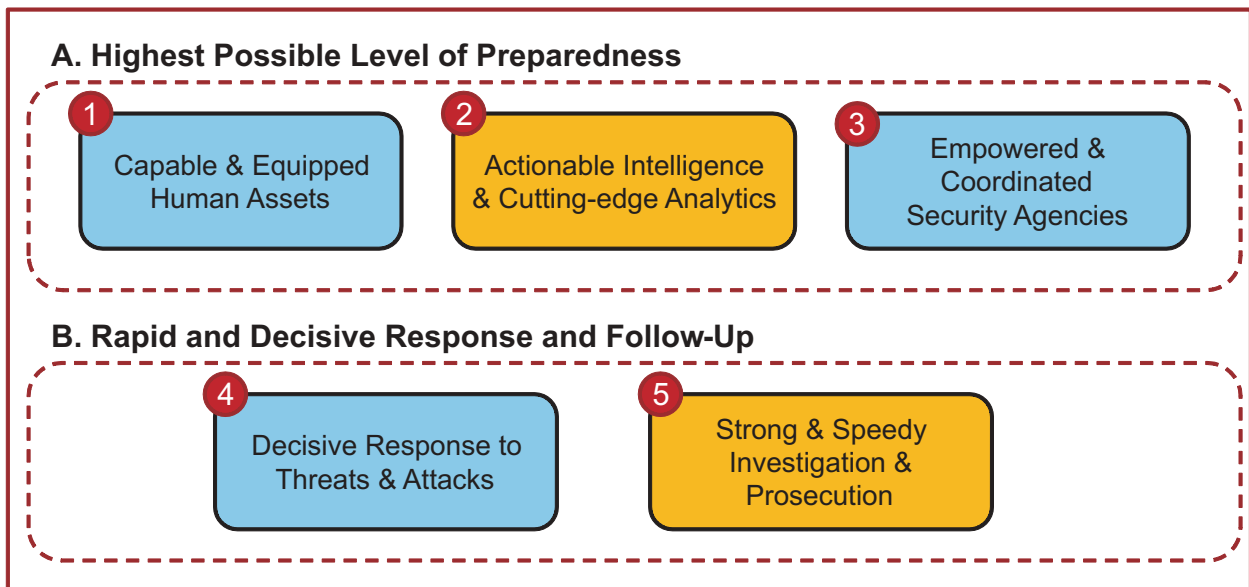
1. Capable and Equipped Human Assets
2. Actionable Intelligence and Cutting-edge Analytics
3. Empowered and Coordinated Security Agencies

### B. Rapid and Decisive Response and Follow-Up

1. Decisive Response to Threats and Attacks
2. Strong and Speedy Investigation and Prosecution



## The Five Tenets of the Congress Party's Strategy on Countering Terror







## A. **Highest Possible Level of Preparedness – The First Pillar**

The first pillar of our decisive attack on terror involves improving the overall capabilities and levels of preparedness of our anti-terror machinery. This has meant a systemic upgrade of capabilities and preparedness across various dimensions. We have not and will not spare any effort or cost required to achieve this objective.

### 1. **Capable and Equipped Human Assets**

We are committed to ensuring that we have the best-trained and equipped personnel to help us respond to and overcome terrorism.

The Congress-led UPA government has initiated the following measures to enhance our human asset capabilities:

- **Long-Term Police Recruitment Plan:** We have appointed a Panel to draw up a Police Recruitment Plan 2009-2020 in order to assess the growing needs, at the officer level, of all the police forces – State police forces, Central Police Organisations (CPOs) and Central Para Military Forces (CPMFs) – after taking into account the expansion plans that are underway. As on 1.1.2009, there was a gap of 557 officers in the Indian Police Service (IPS) cadre which, as the Home Minister recently noted, is entirely due to the neglect by the NDA government in the period 1998-2004. For example, in 1998, when Shri L.K. Advani was Home Minister, the recruitment target for the IPS cadre was mysteriously slashed from 85 to 36. The same number of 36 was repeated in the years 1999, 2000 and 2001 and, as a result, grave and irreparable damage was done. The Home Ministry has since noted that “reckoning of vacancies due to retirement, etc was sketchy and, prima facie, erroneous” and that “no attempt was made to take into account the expansion of the police forces, including CPMFs and CPOs.” The Congress Party will ensure that this deficiency is addressed decisively once and for all, after the Panel submits its report by 31.5.2009.



- **Filling vacancies in police forces:** Likewise, critical deficiencies that existed at all levels of the State police forces, including the cutting edge levels of constable, sub-inspector and deputy superintendent of police have been addressed by the Congress-led UPA government. States have been goaded into fast-tracking the recruitment process. The Congress Party will ensure that all vacancies at these levels are filled before 31.3.2010. Besides, it will be ensured that there is at least one police station in every block; every police station has an adequate and effective complement of well-armed constables; all police stations in a state are connected to each other and to the district/state police headquarters; and that at least one police personnel in each police station is exclusively tasked for intelligence gathering. The Congress Party will ensure that the Modernization of Police Force Scheme is included in the Plan so that it gets the requisite priority by the state governments. The grants under the Scheme will be increased five-fold over a five year period.
- **Sardar Vallabhbhai Patel National Police Academy, Hyderabad:** India's premier police training academy has to change with the times. The revamped curriculum will focus on counter-terrorism, jungle warfare and technical intelligence. New training and teaching methods will also be introduced. Officers will be trained and equipped to provide effective leadership to the police forces in the context of global terrorism.
- **Counter Insurgency and Anti - Terrorism Schools:** 20 Counter Insurgency and Anti - Terrorism Schools will be set up across India. This will enable the Government to give specialised training to security personnel and prepare them to address the increasingly sophisticated nature of terrorism that we now face.
- **100 Day Action Plan:** The 100-day Action Plan formulated by the Ministry of Home Affairs will be completed by 31.5.2009. If voted to power, the Congress will draw up two more plans, one for the remaining



period of ten months in 2009-10 and another for the whole term of the new Government. The full plan will be built around the 15 micro missions that have been identified by the National Police Mission. The micro missions will be achieved according to the timelines drawn up by the National Police Mission within a period of five years.

In addition to ensuring the complete implementation of the measures enumerated above, the Congress Party commits to the following measure if voted to power:

- **A Comprehensive Review of VIP/VVIP Security:** A disproportionate share of our elite highly-trained security forces is deployed to protect VIPs and VVIPs. The resources committed to provide such security cover have increased manifold over the last decade, straining our security forces and diluting their availability and effectiveness to fight terrorism. In the next term, the Congress Party commits to direct a comprehensive review of the entire subject of VIP/VVIP security, make amendments as required, and ensure that the highly trained security forces are deployed in fighting terror. The review will be completed within six months and alternative arrangements for providing security to threatened individuals will be put in place.

## **2. Actionable Intelligence and Cutting-edge Analytics**

As the Prime Minister noted at the Chief Ministers' Conference on 6.1.2009, one of the crucial priorities to fight new age terrorism is better analysis of the information and conversion of this into actionable intelligence. To achieve this objective, it is critical that the Government, both at the Centre and the states, has access to data as well as to the capabilities and tools to analyze the data in a manner that strengthens the anti-terror efforts.

The Congress-led UPA government has taken forward the following initiatives to enable these capabilities:



- **Multi Agency Centre (MAC):** An empowered Multi Agency Centre (MAC) has been established in Delhi and connectivity has been achieved between MAC and the S-MACs in the state capitals. Connectivity has also been achieved between the S-MAC in the state capital and the Special Branch of the police in that state. All these Centres are now functioning on a 24 x 7 basis and are legally obliged to share intelligence with all other agencies. Intelligence is being gathered, shared and analysed on a real-time basis. The Congress will ensure that the new intelligence network is strengthened in every possible way.
- **Multi-Purpose National Identity Card (MNIC) project and National Population Register programme :** The Congress-led UPA government is implementing a clear Action Plan for the issuance of Multi-Purpose National Identity Card (MNIC – Smart Card) to every Indian citizen. Shri L.K. Advani has recently made a curious announcement that the BJP will *initiate* the MNIC project if it comes to power in the 2009 elections. This is a remarkable statement that demonstrates either ignorance and slumber or denial of facts. The truth is that the MNIC project has forged ahead under the Congress-led UPA government while the BJP has been in deep slumber. The ID card idea was the brainchild of Shri Rajiv Gandhi, whose government implemented the first pilot programme in this regard in Rajasthan. The concept of a pilot project was drawn up in 2003, but it went into hibernation under the NDA government, and the implementation began only after the UPA government came into office. The pilot project has since been implemented and it came to a close on 31.3.2008. 12 lakh Identity Cards have been delivered along with creation of a database of 24.64 lakh persons. A UID Authority of India (UIDAI) was established on 28.1.2009. Preparations for the National Population Register (NPR) along with the Census of 2011 are underway. Once the NPR is ready, MNICs will be issued to all usual residents. Meanwhile, having regard to the urgency of the matter, it has been decided to create the NPR of coastal villages/towns in 2009-10 and to issue cards to all usual residents in these coastal villages/towns as well as in the whole of Andaman & Nicobar Islands.





If voted to power, the Congress Party will ensure the full and timely implementation of the measures described above. In addition, the Congress makes a commitment to the people to take the following additional steps:

- ***A world-class National Security Database:*** The Congress will ensure that we have a world-class integrated national security database that can be accessed by the security agencies as required and is interoperable with other relevant databases, so that all terror threats can be detected and acted upon in a timely manner. This will greatly enhance both our preventive and our response capabilities. Work is in progress to establish a National Intelligence Grid (NATGRID). The goal of NATGRID will be to achieve quick, seamless and secure access to desired information for intelligence/enforcement agencies in India. The user agencies and the databases have been identified. The NATGRID programme will be delivered in three phases within a period of two years.
- ***Crime and Criminal Tracking Network and System (CCTNS):*** The Congress pledges to establish a new Crime and Criminal Tracking Network and System with the objective of improving police functioning, data storage and retrieval, tracking progress of criminal investigations and prosecutions, and delivery of citizen-centric services through effective use of Information and Communication Technology (ICT). A Core Application Software would be built as a platform to provide the basic framework to capture crime and criminal information at the police station level. A dedicated communication network will be built using the existing telecom infrastructure. State Wide Area Network (SWAN), NICNET, CDMA, VSAT and other feasible and reliable technologies will be used to provide connectivity, both horizontal and vertical. It is being implemented as a Plan scheme and will be completed by 2011-12.



- ***Cutting-edge tools to develop better and more actionable Intelligence:*** The Congress pledges to ensure that our national security agencies have access to the best available analytical tools to assess anti-terror related data. State-of-the-art technologies will be made available to our security agencies through indigenous effort or procurement. We will accelerate the introduction of new analytical techniques, such as Threat Assessment Modeling, Artificial Neural Networks and Three Dimensional Modeling of Critical Infrastructure that the Prime Minister has already alluded to in recent public statements. This will help ensure that we stay on the frontier as far as the data analysis capabilities of the country are concerned.
- ***Citizens' Campaign to Overcome Terror:*** We will not be able to wipe out terror from the country without the active support and cooperation of our citizens. The Congress Party believes that people and communities have to play a central role in this campaign. We will therefore implement a multi-pronged campaign to engage citizens in the anti-terror efforts, and this campaign will be kicked off within 3 months of our government being formed. The Congress-led UPA government has already accepted a number of representations from citizen-groups on anti-terror measures (such as the "Citizens Charter" from Citizens Against Terror), which are under consideration. Our campaign to engage citizens will include elements such as:
  - (a) Conducting an education and information campaign to motivate citizens to identify and report suspicious activities.
  - (b) Rolling out a "survival training programme" to citizens across high-risk states and cities.
  - (c) Providing a common toll-free number throughout the country where citizens can call to provide information on suspicious persons or suspicious activities.
  - (d) Providing tools to communities (such as mobile phones to sea-faring fishermen) so they can keep security agencies informed of any suspicious terror-related activities.



### 3. Empowered and Coordinated Security Agencies

A number of agencies and forces are in the frontline of protecting the security of the country. Each one has been assigned defined responsibilities. The Congress Party will ensure that each one will own accountability. Inter-agency collaboration will be a cardinal principle of governance.

One of the Congress Party's key pledges is to further improve the level of coordination between anti-terror and national security agencies so that no critical piece of information slips through the cracks and so that we can respond to terrorism in a timely manner. In addition, we will ensure that we give greater powers and funds to our frontal security agencies in order to empower them to implement their mandate more effectively.

The Congress-led UPA government has already instituted a number of major measures in this regard:

- **Stronger Anti-terrorism Laws:** The Congress-led UPA government has successfully piloted new legislation that gives more teeth to the anti-terror strategy and to the anti-terror agencies. The Unlawful Activities (Prevention) Amendment Act, 2008 that broadens the definition of terrorism, gives security agencies greater powers to arrest and freeze assets of terror suspects, increases the period of pre-charge detention, and shifts the burden of proof to the terror-accused in certain circumstances. We also introduced changes to the Code of Criminal Procedure and established the National Investigation Agency.
- **Empowered National Security Forces/Agencies:** We have given more powers to frontline national security forces/agencies so that they have adequate funds, resources and rapid decision-making capabilities



to act against terror. The financial powers delegated to the Director-Generals (DGs) and Special DGs of the CPMFs and the Director of the Intelligence Bureau have been significantly enhanced. This will enable the heads of these organizations to speedily procure vehicles, arms and ammunition, stores, machinery and equipment, and clothing and tentage required for their anti-terror operations. The Central Industrial Security Force (CISF) Act has also been amended and this will enable CISF to extend security cover to establishments/installations in the private, joint and cooperative sectors.

- **Maritime and Coastal Security:** The Congress-led UPA government is implementing a comprehensive proposal to strengthen maritime and coastal security. The Indian Navy will be the authority responsible for overall maritime security including coastal security and offshore security. The Indian Navy will be assisted by the Coast Guard, State Marine Police, and other Central and State agencies. A Coastal Command will be established and the Director General, Coast Guard will be designated as Commander, Coastal Command and will be responsible for coordination between Central and State agencies. In addition, a Sagar Prahari Bal comprising 1,000 personnel will be raised to protect naval assets and bases.





## ***B. Rapid and Decisive Response and Follow-Up – The Second Pillar***

A fundamental principle of security management is that the security forces must be able to deter, detect and neutralize all threats to national security. In addition to upgrading our systemic capabilities to prevent terror attacks, the Congress will ensure that the Government prepares the country to respond decisively to specific threats or attacks. This requires clear coordination and operating procedures, and rapid and effective investigation and prosecution, so that perpetrators can be punished and justice can be done expeditiously. This will be the second key pillar of a Congress Party government in its next term.

### **1. Decisive Response to Threats and Attacks**

The ability to respond rapidly and effectively is critical for ensuring that threats do not lead to attacks and that the negative impact of attacks is minimized. Counter-intelligence measures must be designed to foil activities of foreign intelligence agencies. Counter-terrorism measures must be crafted in a manner that they act as a warning and strong deterrent to potential terrorists. A number of measures described above – better equipped security forces, NATGRID, CCTNS, the MAC mechanism – will go a long way in ensuring that we can respond rapidly and effectively to threats.

Some other measures in this regard that have already been instituted are:

- ***Support to states to respond rapidly to threats:*** The Congress-led UPA government has provided the states with a number of supporting measures, including funds, to prepare them to respond decisively to threats and attacks. The state governments have been advised to put in place a clear command structure at the state level in the case of a terrorist threat or a terrorist attack. As the Home Minister has noted, “There must be no ambiguity or confusion about who is in-charge; who will have overall authority over the different forces; who will deploy



the forces according to the needs of the situation; and who will be held accountable for the success of the operation. All these aspects must be spelt out clearly and made known to the state police department as well as the other forces that may be requisitioned in the case of a terrorist threat or a terrorist attack.” A Congress government will continue to provide every possible support to the state governments in order to raise their levels of preparedness.

- ***Right to requisition aircrafts:*** In order to ensure that our security forces can act or react rapidly to threats or attacks, the Congress-led UPA government has already empowered the Central Government as well as the National Security Guard (NSG) to requisition aircraft forthwith in public interest. This will greatly enhance our ability to rapidly rush security forces to respond to threats and attacks.
- ***NSG Hubs across the country:*** We commit to setting up hubs of the National Security Guard (NSG) in different parts of the country so that we have rapid response capabilities across the country in the event of a threat or attack. To begin with, hubs are being set up in four cities, and we commit to extending this coverage nationwide. The NSG hubs at Mumbai, Kolkata, Chennai and Hyderabad will be operational by 30.6.2009. In addition, one of the Special Forces of the Army has been located in Bengaluru and will function as the anti-terror force. Similar forces from the Armed Forces and the CPMFs will be located in other major cities until NSG hubs are established there.

In addition to the above measures, a Congress government will implement the following additional measures if it comes to power:

- ***Threat-Level Communication Protocol and Standard Operating Manual:*** In order to ensure minimal time-loss in our response to terror threats or attacks, we will institute a threat-level communication protocol to communicate with public safety officials and the public at-large through a threat-based, colour-coded system. We will also put together a Standard Operating Manual which will spell out the



responsibilities of various national security agencies in the case of different types of threats and attacks. The protocol and the Operating Manual will enable the security forces and the public to be prepared if there are credible threats, and will enable the rapid initiation of protective measures as per the Standard Operating Manual. A colour-coded system, e.g., with five levels – Red (Severe), Amber (High), Yellow (Elevated), Blue (Guarded) and Green (Low) – will lead to specific actions automatically being initiated by security agencies for each level. For example, if there is specific actionable intelligence that terrorists may strike in a city, the threat level for the city could be raised to red colour, which would automatically lead to initiation of protective measures as per the Operating Manual. The Manual will also specify actions for the public at large and the media.

- **Permanent Crisis Management Group (“War Room”)**: We will also establish a Permanent Crisis Management Group in order to stay prepared to respond to terror incidents. We will follow-up to ensure that this is implemented in a timely manner. This “War Room” will have two main functions:
  - (a) Provide 'war room' style operational oversight and control during terror threats or events; and
  - (b) Function as a 24-hour watch-post / monitoring centre

## **2. Strong and Speedy Investigation and Prosecution**

In addition to having best-in-class response capabilities, we will also ensure that the process of investigation and prosecution is fast, fair and effective, and that perpetrators are brought to justice. We have already set the ball in motion to enable this – the amended Unlawful Activities (Prevention) Act discussed above gives investigative agencies more powers to undertake timely and effective investigations. The Congress-led UPA Government has also taken the following major step:



- **A Functional National Investigation Agency (NIA)**: It became clear to us that given the sophisticated forms that terrorism is taking, there is a need for a specialised agency that can focus on investigating terror-related cases. In this view, we have created a new National Investigation Agency (NIA) and given it wide-ranging powers to effectively investigate terror-related cases. NIA has the powers to investigate not only terrorist offences after they are committed, it also has the powers to investigate, based on intelligence and information, attempts to commit terrorist offences or abetment of terrorist offences. Keeping the urgent need to have such an agency operational, a Director-General has been appointed and 94 posts including one Additional Director General and two Inspectors General have been sanctioned.

In addition, the Congress Party commits to the following additional measures if voted to power:

- **A Judicial Task-Force on Fast-track Trials**: We will establish a Task-Force to recommend a legal and administrative framework to ensure that national security and terror-related cases are tried and completed within 90 days. The Task-Force will submit its findings by 31.8.2009 and we commit to act upon its recommendations within 30 days of receiving them.
- **Political Review**: While day-to-day responsibility for internal security and anti-terrorist measures will lie with the security agencies – and they will be empowered in this behalf to take such measures as are required – a Congress government will put in place a Review mechanism under the Home Minister and the Prime Minister. The Home Minister will continue the new initiative of review of the security situation in each State at least once a year. A Conference of Home Ministers will be held once in six months and a Conference of Chief Ministers, chaired by the Prime Minister, will be held once a year. These reviews and conferences at the political level will address and find consensus-based solutions to larger policy issues and help states adopt the best practices in order to achieve the best results.





