Analysing India's Coastal Security: Case Study on Katchatheevu Island

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1. Abstract

The assessment of the coastal security of India has been done in this paper, focusing on the disputes of Katchatheevu Island. The importance of coastal security for India is highlighted in this paper, followed by a deep analysis of the complexities surrounding island ownership and how it is impacting the livelihood of fishermen. Exploration of various challenges that are faced in ensuring effective coastal security in the region and also a discussion of the broader challenges that the country faces in its overall coastal security strategy, majorly including multiple agency involvement, resource constraints, and coordination issues.

This paper tries to critically analyse the interventions and reforms done by the government in the past to manage coastal security An assessment is done of its effectiveness and applicability, pinpointing where improvements can be considered, and the recommendations are put forward in the existing policies considering the changing dynamics and potential ways to resolve the issues.

Keywords: Katchatheevu Island, India, Sri Lanka, Island Dispute, Law of the Sea, Conflict Resolution, Indo–Ceylon Agreement (1974) etc.

2. Introduction

I. Importance of Coastal Security in India

Land and Maritime Security

It is easy for individuals to understand what security means when there is land under one's feet, and boundaries are defined clearly and controlled. However, the same is not true with the gigantic ocean as it is an alien environment, lacking roads, physical boundaries, or law enforcement patrols. All this leads to differences in the principles guiding the security operations on land and at sea. It focuses on protecting territorial borders, restricting access to hostile entities, and controlling movement. At sea, the emphasis is more on ensuring freedom of navigation and unrestricted access. The ocean is considered to belong to all of humanity and a global resource leading to distinct security regulations.

India's Coastal and Maritime Significance

Stretching over 7,516 km, India's shoreline not only just provides us with a scenic spot but is a bustling trade hub. This sizable stretch of land, dotted with islands and encompassing 9 states and 4 union territories, plays a very vital role in international trade. These coastal regions are not just home to vibrant cities but also house strategic installations that are essential for national safety, from protection and atomic energy to essential resources like petroleum. The presence

of 12 major ports and over 200 smaller ones, further amplifies the importance of coastal security. This very economic vibrancy additionally will increase the vulnerability of the coastline.¹

Vulnerabilities and Threats

India's maritime frontiers are vulnerable to several threats. The horrific 26/11 Mumbai attacks, exemplified the spectre of maritime terrorism, serving as a prominent example of the devastating consequences of weak coastal security. Piracy disrupts crucial trade routes, posing a significant threat to India's economic security, especially within the strategically placed Gulf of Aden. Furthermore, illegal immigration and smuggling activities not only pose security risks but also have negative economic implications. Uncontrolled migration strains resources causing social unrest, smuggling undermines rightful trades and provides a push to illegal criminal activities.

Consequences of Inadequate Coastal Security

The consequences of inadequate coastal security are more far-reaching than we can even think of. Breaching of maritime security rules can compromise countrywide security by allowing infiltration by way of adverse factors and disrupting crucial infrastructure. These frequent disruptions and the issue of piracy can block the path of foreign investment, hindering economic growth.

II. The Significance of the Katchatheevu Dispute

Geographical Context

The Katchatheevu Island dispute between India and Sri Lanka is a long-standing territorial war with widespread geopolitical and economic impacts. This dispute, deep-rooted in ancient maritime agreements and territorial claims, has a significant impact on shaping the bilateral relations between the two countries and holds relevance in the context of worldwide relations and maritime governance. The focal point of the issue lies within the ownership of the island, a small uninhabited islet located in the Palk Strait, which separates Tamil Nadu from the southern province of Sri Lanka. This island which is just over one square km may seem insignificant but is of great importance due to its strategic location.

Historical Context

Historically, the island was assumed to be a part of the Tamil Nadu region, but during the colonial period, it was decided to cede the island to Ceylon (Sri Lanka) in the early 20th century. This was carried out through the Indo-Ceylon

¹ <u>https://edukemy.com/blog/coastal-plains-classification-and-significant-features-upsc-indian-geography-notes-2/</u>

Agreement of 1974, which aimed to clear up the maritime obstacles and fishing rights in the Palk Strait and Gulf of Mannar regions.

India's Stance

The root cause of India's agreement lies in the saying that the ceding act was a temporary act for allowing Sri Lankan fishermen to access the island's drying facilities and the transfer of territorial sovereignty was never intended. The cultural and ancient ties of the island to the Tamil community in Tamil Nadu must take precedence over the colonial-era agreement.

Sri Lanka's Stance

On the other hand in Sri Lanka, it is followed by the argument that the island was legally ceded to them through the agreement, and its sovereignty over the island is well established under international law. It considers the island as a crucial part of its territory and a strategic asset in the region.

Resource and Economic Impact

This dispute has numerous implications beyond the ownership issue of the islet as the surrounding waters are resourcefully rich, inclusive of precious fishing grounds and potential hydrocarbon reserves. Control over these waters could have significant potential consequences for both nations, particularly in the fishing regions.

Cultural and Ethnic Dimensions

This dispute has also taken on a cultural and an ethnic version, because of the holding of both religious and historical importance of the Tamil communities in both the countries. It is perceived to be a sacred site by Hindu devotees, who undertake annual pilgrimages to the island's shrines, making the claim further complicated.

Diplomatic and Bilateral Relations

This dispute has been a recurring point of anxiety in India- Sri Lanka relations, with both of them periodically putting their claims and seeking bilateral negotiations or international arbitration to resolve the issue. Despite trying an indefinite number of times to resolve the issues, it stays unresolved, reflecting the complicated interaction of territorial sovereignty, maritime rights, economic interests, and cultural identities that characterise many international territorial disputes.

3. Background of the Dispute

I. Geographical Setting and Historical Significance

This small piece of land measures a mere 0.12 square kilometres (0.046 sq miles), and sits unassumingly inside the Palk Strait which is a narrow waterway separating both the

nations i.e., India and Sri Lanka. Even though it has a diminutive size, it possesses a lot of strategic and environmental importance. All these things provide enough reasoning for understanding its geographical setting in detail.



Source: <u>IAS Gyan</u>

II. Location

The island lies approx.18 km (11 miles) off the coast of Rameswaram, India, and at a significant distance of 92 kilometres from Sri Lanka. This posting within the Palk Strait which is a narrow passage connecting the Bay of Bengal and the Gulf of Mannar, is key. The strait serves as a crucial shipping land for India, Sri Lanka, and numerous countries, thereby making it an important artery for regional trade. Establishing control over this island grants influence over these vital waterways, adding a layer of strategic significance too.

III. Proximity to Rich Fishing Grounds

The Palk Strait, not only serves as a shipping lane but also serves as a haven for rich fishing grounds. Since ancient times, the fishermen from both countries have relied majorly on these waters to sustain their livelihoods. The proximity that the island provides to these resources further intensifies the dispute. The 1974 Indo- Sri Lanka Maritime Agreement ceding Katchatheevu to Sri Lanka, and restricted fishing rights in each other's exclusive economic zones.

IV. Arid and Low-Lying

Katchatheevu island is a low-lying, sandy island with a maximum elevation of only a few metres above sea level. Its miniature size and arid nature make it unsuitable for

permanent habitation. The island lacks any permanent freshwater sources and its flora variety is sparse. The island though seems insignificant from a resource point of view but its aridity plays a role in the island's vulnerability to climate change.

V. Ecological importance

Despite having a barren surface, it is of tremendous ecological value. As an uninhabited island, it serves as a vital nesting floor for numerous species of seabirds and marine turtles. However, this atmosphere is prone to face several threats from human activities like overfishing, pollutants from passing ships, and climate-induced sea level rise.

VI. The 1974 Agreement

The 1974 Katchatheevu Agreement between India and Sri Lanka acts as a testimony to the complexities of maritime boundary demarcation and the demanding situation of balancing strategic pursuits with the needs of the local communities. The settlement aimed to remedy a longstanding dispute over the possession of Katchatheevu Island, a tiny but strategically placed islet in the Palk Strait. The agreement's legacy always remains surrounded by controversy, raising critical questions about its effectiveness and impact on India- Sri Lanka relations.

The agreement involved a territorial swap. India ceded its claim over the island to Sri Lanka, while Sri Lanka acknowledged India's sovereignty over it. Additionally, the government of Sri-Lanka granted Indian fishermen 'access to Katchatheevu for rest, for drying of nets, and for the yearly St Anthony's competition. This apparent kind of exchange mediated a multi-prolonged Indian approach. As argued by Brahma Chellaney in "Water: Asia's New Battleground " (2011), India aimed to foster goodwill with a newly independent Sri Lanka and solidify a strategic partnership.

Unforeseen Consequences- However, the agreement's implementation has been affected by unforeseen situations. The root cause lies in the interpretation and application of "access" for Indian fishermen. The ambiguity present in the agreement regarding the extent of fishing rights and the lack of a clear demarcation of the fishing zone has led to frequent arrests and harassment of Indian fishermen by Sri Lankan authorities for alleged violations. These incidents have put strains on the bilateral relations between the two countries, leading to accusations that Sri Lanka is not respecting the spirit of the agreement.

4. Challenges to Effective Coastal Security in the Katchatheevu Region

I. No Clear Demarcation – Operational Issue

Absence of Defined Boundaries

The main reason for the dispute arises from the absence of a well-defined and collectively agreed-upon maritime boundary between India and Sri- Lanka in the region. There was no formal demarcation boundary line setting apart the territorial waters of the countries around Katchatheevu and the Palk Strait area before the agreements of 1974 and 1976.

Statements and Claims

Referring to the RTI documents, in 1958, the then-Attorney General of India, M.C. Setalvad, had stated that "the sovereignty of the island was and is in India". However, there was not any formal agreement or treaty that can be counted as evidence that established India's sovereignty over the islet.

1974 Agreement

The 1974 agreement between Prime Minister Indira Gandhi and Sri Lankan Prime Minister Sirimavo Bandaranaike was an attempt to deal with this difficulty by demarcating the boundary in the Palk Strait region, which incorporates Katchatheevu. The language used in the agreement was vague, mentioning that each nation could experience "traditional" rights in each other's waters, without specifying the extent of these rights.

1976 Settlement

The 1976 settlement demarcated the remaining regions in the Gulf of Mannar and the Bay of Bengal but mentioned that one country should not venture into the other's limits without permission. However, it has not been yet ratified by either country, which further adds to the uncertainty and confusion.

Lack of Clear Boundaries

Former diplomats and experts have said that the lack of a clearly defined and mutually accepted boundary has been a significant cause of the continued dispute and tension between the two nations, also the ambiguity has brought about conflicting interpretations and claims by both the sides

II. Impact on Fishermen's Livelihood and Cross-Border Incursions

Cession of Island and Incidents ArrestsAccording to a record by the South Asia Terrorism Portal, the agreement ceded the island of Katchatheevu island and its surrounding waters to Sri Lanka, depriving Indian fishermen of their conventional fishing grounds. This has led to some frequent incidents of Indian fishermen being arrested and their boats seized through the Sri Lankan Navy for alleged violations of the International Maritime Boundary Line (IMBL).

Formation of the IMBL

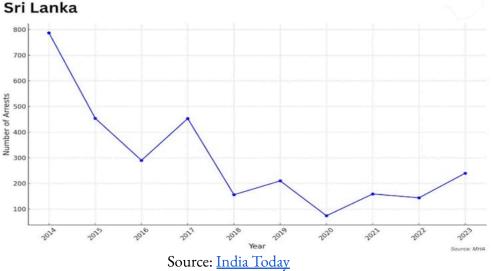
The formation of the IMBI was solely out of the bilateral agreement that took place in 1974 and 1976 under the United Nations Convention on Law of the Sea (UNCLOS). However, it has not successfully addressed the complex issues, which primarily involved Tamil-speaking fishermen of both nations.

Ambiguity and Issues

The root cause of this issue is the ambiguity surrounding the demarcation of the maritime boundary and the lack of a straightforward delamination of fishing rights for traditional fishermen.

Depletion of Fish Stocks and Unsustainable Practices

Indian fishermen often cross the border due to the steady depletion of fish stocks on the Indian side, forcing them to venture into Sri Lankan waters for better fishing motives. The unsustainable practice of bottom trawling which involves dragging nets along the ocean floor, has been a reason for major disagreement.



Decade of Detentions: Indian Fishermen's Arrests in Sri Lanka

5. Challenges to India's Coastal Security

Considering the great coastline that India has and the less-than-pleasant neighbours, India must stay alert against potential external threats that can be posed via sea routes. Before the 2008 Mumbai attack, Mumbai had already been centred by terrorists for blasts like the serial blast in March 1993, serving as a prominent reminder of the safety vulnerabilities that continue to linger. Following the 1993 blast, India ramped up its efforts via Operation Swan, which aimed towards curbing unlawful infiltration along the coasts of Maharashtra and Gujarat. However, it became quite evident in 2008 that these measures were still not sufficient.

Subsequently, the Indian government launched a variety of initiatives to level up the abilities of police forces throughout various states, although criticism persists regarding how it was executed.

I. Involvement of Multiple Agencies

Key Agencies

Another impediment lies in the involvement of multiple agencies tasked with ensuring India's maritime and coastal safety, which includes the Indian Navy, Coast Guard, and the marine police forces of coastal states and union territories. The Indian Navy and Coast Guard are tasked with monitoring and safeguarding India's exclusive economic zones, with the latter also accountable and responsible for protecting territorial waters. In the meantime, the marine police from different coastal states are tasked with the responsibility of keeping a close watch on near-shore areas.

Collaborative Efforts

While the Indian Navy commended the collaborative efforts of these agencies during Sea-Vigil-21, the existence of multiple agencies could pose challenges during an actual crisis due to potential coordination issues.

Coordination Mechanisms

Over the years, coordination mechanisms for coastal security have been developed at various administrative levels, from the district to the national level. Given the constraints of limited resources, maximizing the use of existing mechanisms is essential to effectively and efficiently strengthen defence capabilities along the coast and littoral regions

Coastal Security and Challenges

Coastal security tackles evolving threats like piracy, smuggling, and terrorism. Effective protection requires a holistic approach, defending territorial waters and preventing illegal activities to ensure maritime safety. Challenges include resource constraints, technological limits, and coordination issues.

II. Different Perceptions

Various stakeholders have conflicting perspectives on their roles in coastal safety. The Navy feels its primary duty is wartime defence and lacks training/assets for law enforcement required in coastal security. They also advocate for a single authority to lead coastal security efforts. The Coast Guard feels its main responsibility is navigation aid, and pollution control as their core functions, considering coastal security an additional burden with insufficient resources. Marine Police see themselves as ill-equipped for maritime operations due to their land-based operations and believe that coastal security falls under the Navy or Coast's Purview. Customs prioritise preventing revenue loss through smuggling and consider themselves unsuited for sea patrolling due to a lack of manpower and training.

III. Resource Constraints

The issue of manpower shortage lingers over all agencies involved in coastal security. Marine police face extreme problems in recruitment due to low police-population ratios and the perception of coastal duty as a punishment posting. Efforts to recruit retired naval Coast Guard personnel and fishermen haven't been very attractive due to low-paying packages. Infrastructure limitations restrict operations across the board. A lack of office buildings, guns, boats, jetties, and repair workshops restricts employer performance. The Coast Guard has giant shortfalls in ships, vessels and aircraft due to delayed approval of development plans and slow acquisition methods. Many coastal police stations have inoperable patrol boats because of a lack of technical understanding for upkeep, inadequate fuel supplies and improper repairs. ICG and Marine Police in numerous states lack important surveillance equipment like night vision binoculars and modern communication devices.

IV. Discontent Among Fishermen

Fishermen, considered crucial for coastal safety because of their understanding of the waters, are increasingly dissatisfied with interactions with law enforcement agencies. They opt for contacting fishing officers they know personally, often delaying the reporting of suspicious activity or distress calls to the Coast Guard (ICG) or Navy. They have the perception of ICG and Navy personnel as rude and unhelpful during checks at sea and frustrated by slow responses to distress calls.

V. Miscellaneous Challenges

Difficult terrain, seasonal weather patterns and uncertain jurisdictional boundaries lead to gaps in surveillance, particularly in areas like the Sunderbans. The Sundarbans geography with its creeks, islands and mangroves hinders human and electronic monitoring. Border Security Force(BSF) and Marine police disagree on jurisdictional obligations in the Sunderbans's core area, raising security concerns. The India- Bangladesh protocol route allows unchecked movement of Bangladeshi vessels through the Sunderbans's core area, raising security concerns. A proposed land customs station to deal with this trouble remains non-operational.

6. India's Approach To Coastal Security

I. Domestic Coastal Security

Since India's early years of Independence, coastal security has been grappling with the persistent challenge of sea-borne smuggling, particularly taking place alongside the western and southern coasts. Initial efforts involved coastal patrols and anti-smuggling operations by the customs department and the Indian navy, however, they proved to be unfruitful because of constrained resources and a lack of intelligence regarding smuggling activities. Moreover, the presence of numerous unregistered fishing boats further complicated the detection efforts. As sea-borne smuggling continued to strengthen, attaining alarming heights by the late 1960s, the government decided to set up study groups and committees in 1970 and 1974 to address the issues. These study groups advocated the setting up of specialized forces, leading to the establishment of the Customs Marine Organisation (CMO) in 1974 and the Indian Coast Guard in 1977.

The temporary nature of the CMO and deals in approving development plans hindered the Coast Guard's ability to effectively address the growing challenges.

 India established the Indian Coast Guard (ICG) in 1978 to primarily address petty smuggling issues. However, it was made to face infrastructural and resource limitations, which acted as an obstacle to its operational effectiveness. The 1990s saw new security threats emerging like LTTE activities and smuggling along the West Coast.

2. Joint Operations

In response to these threats, the Government of India (GOI) launched joint operations involving the ICG, Navy, Customs, Police and other agencies.

Operation Tasha (1990) aimed to reduce LTTE activities and smuggling in the Palk Bay. It employed a layered surveillance approach but limitations like fishermen's involvement and ineffective land-based security led to mixed results.

Operation Swan (1993) focused primarily on preventing smuggling on the West Coast. It also used a layered approach with joint coastal patrolling teams and "Sagar Rakshak Dal" fisherman groups. The issues of coordination and resource constraints led to ineffectiveness.

- 3. **The Kargil Review Committee (KRC)** in 1999 highlighted the need for a comprehensive coastal protection overhaul. A Task Force on Border Management proposed a greater holistic method such as
 - I. Creation of a specialized marine police force
 - II. Strengthening the ICG with additional stations and boats
 - III. Formation of fishermen watch groups
 - IV. Establishment of joint operation centres

4. The Coastal Security Scheme (CSS) 2005

It aimed to strengthen coastal security infrastructure, particularly for shallow waters near the shore. It envisaged setting up 73 coastal police stations with boats, jeeps and motorcycles for improved mobility.

5. Pre 2008 Challenges

Limited infrastructure and resources hampered the Indian Coast Gurad's effectiveness. Joint operations with the Navy, Customs, and Police however lacked enough sense of coordination.

6. Post 26/11 Revamp

The Indian Navy assumed normal maritime protection duty, with ICG specializing in territorial waters. A "hub and spoke" model was established with ICG stations as hubs and new marine police stations as spokes. This marked the official creation of a dedicated marine police force in India.

7. Multilayered surveillance

A strengthened multilayered system encompassing the Navy, ICG, marine police, Customs and fishermen. Static radars, an Automatic Identification System (AIS) network, and Vessel Traffic Management Systems (VTMS) provide electronic surveillance. The Fishermen's community, known as "Sagar Suraksha Dal"

7. Recommendations

I. Alternative Fishing Agreements

India and Sri Lanka could agree on a shared quota for fish stocks in the Palk Strait, including the disputed waters around the Katchatheevu Island. The quota would be set based on the scientific assessment. Both nations can agree to a set of criteria for defining the quotas. If in case, they are not able to reach a common agreement, then they can revert to setting a quota based on the individual needs. The shared quota can be divided into individual quotas for fishermen from both countries. This would provide certainty and predictability among the fishermen and help prevent overfishing. Transferable Quotas can also be used in a way that if a fisherman doesn't use their entire quota, they could sell it to others.

There should be a periodic change and revision of this quota considering the concept of shifting stock dynamics. Stock distribution changes can impact quota negotiations, leading to a breakdown in international cooperation.

II. Improved Communication Channels

Establish committed helplines with neighbourhood language guides for fishermen. It will help them to directly record suspicious activities or distress calls to the Coast Guard or Navy. There should be a provision of setting up dedicated helplines in the native languages spoken by fishermen along the coast as it can help remove language barriers, enabling clear and swift reporting of suspicious activities or distress calls. This will help in ensuring faster response times in emergencies and more accurate reporting, which lead to creating a safer maritime environment. Conducting regular workshops for fishermen can help in educating them on maritime security protocols, effective communication methods, and proper use of safety equipment. These sessions can help Fishermen to identify and report suspicious activities and other safety tools.

III. Lack of Coordination- Public-Private partnership

There is an involvement of a total of 22 ministries and departments in securing India's coasts. The problem with an array of agencies is the lack of coordination. The government has made some efforts to create greater synergies between them. There is still an absence of proper communication channels between the concerned agencies. Most coastal states have failed to appoint nodal officers in the respective departments leading to the inability to contact the concerned authorities during times of emergency. Forming a public-private partnership to leverage superior quality technology and resources. This will help in deploying advanced surveillance tools and the development of innovative security solutions.

IV. Community Outreach Programs

Organise regular interactions between coastal communities, safety forces, and fisheries officers to build trust and rapport. The establishment of village-level vigilance committees, where fishermen and residents can report suspicious activities or security concerns directly is extremely necessary. These committees act as a first line of defence, making it easier for the authorities to respond swiftly and effectively to potential threats. There should be organizing targeted awareness campaigns. In addition to this, workshops, seminars, and informative materials can play a pivotal role in educating residents about maritime security threats, proper reporting procedures, and safety protocols at sea

V. Livelihood Diversification Programs

Provide push to alternative livelihood programs for fishermen's families to reduce dependence on fishing in sensitive areas. These kinds of programs recognise that many issues arise as a result form the heavy dependence of fishing communities on these contested waters. The main aims of these programs are to reduce pressure on fishing grounds, enhance cooperation and strengthen coastal communities.

It can be done by practising the following practices-

- 1. Aquaculture is a way of promoting inland fish farms or shrimp cultivation ponds and can help in providing stable income for fishermen and their families.
- 2. Mangrove Conservation and Ecotourism is an excellent for creating jobs while contributing to the environment
- 3. The creation of small businesses which make handicrafts or other products using local materials should be encouraged which can help provide income opportunities for fisherfolk and their families, especially women.

8. Conclusion

India's vast coastline presents both, as a source of opportunity and security challenges. Through this paper, we navigate how necessary it is to safeguard the nation's well-being by developing proper arrangements for effective coastal security, achieving this requires navigating complex issues like the Katchatheevu dispute. In addition to this issue, unclear maritime boundaries, limited resources, and tensions with fishermen necessitate a multi-pronged approach. There is a need to strengthen marine police with dedicated infrastructure and training, fostering trust with coastal communities through outreach programs, and exploring alternative fishing agreements can significantly improve India's coastal security posture. An approach holistic in nature is required which addresses both national security threats and the concerns of stakeholders like fishermen for creating a secure and prosperous future.

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