

# **SECOND REPORT ESTIMATES COMMITTEE (1985-86)**

**(EIGHTH LOK SABHA)**

**MINISTRY OF HOME AFFAIRS  
ADMINISTRATION OF UNION TERRITORY OF DELHI  
PART I—LAW & ORDER**

**Action Taken by Government on the Recommendations  
Contained in the 80th Report of Estimates Committee  
(Seventh Lok Sabha) on the Ministry of Home Affairs—  
Administration of Union Territory of Delhi—**

**Part I—Law & Order**



*Presented to Lok Sabha on 12 August, 1985*

**LOK SABHA SECRETARIAT  
NEW DELHI**

*July, 1985/Sravana, 1907 (Saka)*

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(1985-86)**

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## INTRODUCTION

I, the Chairman of the Estimates Committee having been authorised by the Committee to submit the Report on their behalf present this Second Report on action taken by Government on the recommendations contained in the Eightieth Report of Estimates Committee (7th Lok Sabha) on the Ministry of Home Affairs—Administration of Union Territory of Delhi—Part I—Law and Order.

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2. The 80th Report was presented to Lok Sabha on 23rd April, 1984. Government furnished their replies indicating action taken on the recommendations contained in that Report by 14th March, 1985. The replies were examined by Study Group on Action Taken Reports of Estimates Committee at their sitting held on 17th July, 1985. The draft Report was adopted by the Committee on 22nd July, 1985.

3. The Report has been divided into the following Chapters:—

I. Report

II. Recommendations|Observations which have been accepted by Government.

III. Recommendations|Observations which the Committee do not desire to pursue in view of Government's replies.

IV. Recommendations|Observations in respect of which replies of Government have not been accepted by the Committee.

V. Recommendations|Observations in respect of which final replies of Government are still awaited.

(viii)

4. An analysis of action taken by Government on the recommendations contained in the 80th Report of Estimates Committee is given in Appendix. It would be observed therefrom that out of 16 recommendations made in the Report 12 recommendations i.e. 75 per cent have been accepted by the Government and the Committee do not desire to pursue 1 recommendation i.e. 6 per cent in view of Government's replies. Replies of Government in respect of 2 recommendations i.e. 13 per cent have not been accepted by the Committee. Final reply in respect of one recommendation ie. 6 per cent is still awaited,

NEW DELHI;

29 July, 1985

Sravana 7, 1907 (S)

CHINTAMANI PANIGRAHI

*Chairman*

*Estimates Committee*

## **CHAPTER I**

### **REPORT**

1.1 This Report of the Estimates Committee deals with action taken by Government on the recommendations contained in their 80th Report (7th Lok Sabha) on the Ministry of Home Affairs—Administration of Union Territory of Delhi—Part I—Law & Order which was presented to Lok Sabha on 23rd April, 1984.

1.2 Action Taken notes have been received in respect of all the 16 recommendations contained in the Report.

1.3 Action Taken notes on the recommendations of the Committee have been categorised as follows:—

(i) Recommendations|Observations which have been accepted by the Government:—

Sl. Nos. 1, 2, 3, 4, 5, 9, 10, 11, 12, 13, 15 and 16

(Total 12—Chapter II)

(ii) Recommendations|Observations which the Committee do not desire to pursue in view of Government replies:—

Sl. No. 7

(Total 1—Chapter III)

(iii) Recommendations|Observations in respect of which Government's replies have not been accepted by the Committee:— ..

Sl. Nos. 6 & 8

(Total 2—Chapter IV)

(iv) Recommendations|Observations in respect of which final replies are still awaited:—

Sl. No. 14

(Total 1—Chapter V)

1.4 The Committee will now deal with action taken by Government on some of the recommendations.

## *Law Enforcing Machinery in Delhi*

### **Recommendation (S. No. 1, Para Nos. 1.14 & 1.15)**

1.5 The Estimates Committee were informed that there were proposals of the Delhi Police under consideration of the government for setting up new police stations, modernisation of the Traffic Police, creation of a Diplomatic Protection Force, strengthening of the anti-dowry cell and further improvement of Delhi Police Control Room. According to Home Secretary, Government was taking steps to modernise and will be spending Rs. 45 crores on Delhi Police. It had also been decided to have five more armed battalions for Delhi Police. Government was also stated to be looking into the requirements of the Delhi Police keeping in view the pressure and some studies were also underway in this regard by the Bureau of Police Research. Agreeing with the Home Secretary, the Committee observed that with better training, deployment and supervision and the kind of new equipment, it should be possible to cope with the problems of Delhi. But, the worsening law and order situation in the Capital was a cause for deep concern. Notwithstanding the acquisition of large scale sophisticated equipment, vehicles etc. by the Delhi Police in the recent past, the crime graph of 1983 had shown an upward trend with a large number of gruesome murders, dacoities, incidents of bomb throwing etc. taking place without satisfactory headway being made in investigation by the Delhi Police. The Committee had deplored the situation. They were of the view that *ad hoc* arrangements and improvements would not suffice, and recommended that integrated overall requirements of Delhi Police, including its personnel, should be considered urgently at a very high level, keeping in view the 'Special' requirements of the Capital, and proposals of modernisation of Police force etc. be finalised without any further loss of time.

1.6 The Ministry in their reply dated 14th March, 1985 stated that a high level committee had been constituted by the Govt. of India, Ministry of Home Affairs to undertake a quick study of the Administration of Delhi Police and to make recommendations on various issues.

1.7 The terms of references of the committee were as under:—

1. Evaluation of the present system in Delhi with specific suggestions for improvement of its operational efficiency to enable it to effectively meet emergent situations, including large scale law and order problems;

2. Streamlining and wherever necessary, restructuring of the organisational set up to make it more responsive to its duties with regard to prevention and control of crime, maintenance of public order, regulation of traffic and to meet security requirements.
3. Assessment of the requirement of force of different categories (civil police, armed police, traffic police, CID, Special Squads, etc.) and its proper deployment in relation to growth of population, expansion of the metropolitan area and intricacies of the crime in particular the location and set up of police stations. The Committee may pay special attention to the fringe areas and out-lying basties.
4. To determine the requirement of vehicles, communication and other modern aids for detection of crime including scientific aids.
5. Methods of recruitment of constabulary and other police personnel, their training, particularly to improve professional competence and technical skills.
6. Measures required for improving the ground intelligence and establishment of an early warning system.
7. Problems, if any of coordination with the neighbouring States because of the size and location (of the territory) of the Union Territory.
8. Any other measures as may be considered necessary for toning up police administration including matters pertaining to enforcement of criminal law;
9. To lay down a phased programme in terms of time and expenditure for the implementation of the aforesaid proposal.

1.8 The Committee was expected to submit its report shortly. This report will carry recommendations for an integrated overall development of Delhi Police which will then form the basis of the perspective planning.

1.9 The Committee note that a high-level Committee has been set up to undertake a quick study of the administration of Delhi Police and to make recommendations for an integrated overall development thereof. According to the Ministry the report of this Committee is expected to be submitted to the Government "shortly".

**The Committee would like the Ministry of Home Affairs to proceed in the matter according to a time bound programme. They expect that the Ministry would have by now received the report of the high-level Committee. If so, the Committee desire that recommendations contained in the report of the high-level Committee should be examined speedily and implemented under intimation to them.**

*Theft of Automobiles*

**Recommendation (Sl. No. 6, Para Nos. 2.24 & 2.25)**

1.10 The Committee had expressed regret over the rise in the number of theft of automobiles and cycles in Delhi. In 1983, while 2111 motor vehicles were stolen, the number of thefts of cycles was 2265. According to Home Secretary in 1983 there was 2 per cent increase in the cases of theft of motor vehicles as compared to those in 1982. There were criminal gangs who were stated to be operating through neighbouring States and there was collusion between automobile thieves and transport officers of certain States. The Committee were informed that out of 6 Police Districts in Delhi, four Districts had special squads to apprehend criminals who committed these thefts.

1.11 The Committee had observed that the crime of automobile thefts was committed not only with the aim of selling them and earning money. The vehicles so stolen were also used for committing other crimes like robberies burglaries and murders. The Committee expressed the view that a more vigilant inter-state machinery was required to deal with this sort of crime, particularly where inter-state gangs were operating. They therefore, desired that modalities of such a machinery should be considered at the conference of Inspectors General of Police of Delhi and the neighbouring States. They further desired that special squads for apprehending these criminals should be available with all the 6 police districts in Delhi.

1.12 The Ministry in their reply stated that inter-state meetings at the level of District DCsP/ACsP, Addl. CsP/DIsG were held in the year 1982 on 28-9-1982 and on 10-8-1982 and in the year 1983 on 25-3-1983, 29-7-1983, 10-8-1983, 12 -10-1983 and on 26-10-1983. On 22.10.1983, the Lt. Governor of Delhi had a meeting with the Chiefs of Police of UP, Rajasthan and Haryana, in which high ranking officials of the Delhi Administration as well as those of the States had also participated. Besides this, on 28-5-1984 a meeting was held in PHQ in which the DIsG of Meerut Range, Gurgaon Range, etc. and the DCsP of neighbouring Districts/States had participated.

1.13 Through internal mobilisation, every District had earmarked some officers who were manning the auto theft squads in the Districts.

1.14 The Committee find that their recommendations has not been considered in the right perspective. What the Committee had desired was (a) consideration of modalities of an inter-State machinery for checking crimes committed by inter-state gangs, at the conference of IGs of Delhi and neighbouring States; and (b) provision of special squads at all the six police Districts in Delhi. The reply of the Ministry does not indicate whether an inter-state machinery and special squads for tackling this category of crimes have been created or not and if so, whether the operative modalities of such a machinery/squad have been formulated or not. The Committee, therefore, reiterate their earlier recommendation and desire action taken by the Ministry in this regard to be communicated to them.

... . . .

#### *Crime Committeed by Truck/Bus drivers*

##### **Recommendation (Sl. No. 8, Paras 2.35 to 2.37)**

1.15 With regard to offences committed by the bus/truck drivers and other motorists, the Committee was informed that the position had improved and during the year 1983 some 3,35,000 persons were prosecuted and about Rs. 1.40 crores was realised as fine as against Rs. 55 lakhs only realised during 1982. It was admitted by the representative of the Ministry of Home Affairs during evidence before the Committee that DTC drivers were more indisciplined; yet total prosecutions against them were only 783. In this connection the Committee drew the attention of the Ministry to the recommendation of the Committee on Public Undertakings made in paragraph 1.33 of their 25th Report (1981-82) wherein they had *inter alia* pointed out that, "the Police are not strict as they should be in the enforcement of traffic rules so far as DTC buses are concerned. This laxity should not persist. It is common sight that DTC buses are parked right at the middle of the road. Such flagrant parking offences should not go unnoticed and unpunished."

1.16 In reply, the Ministry of Shipping & Transport had stated (8-9-82) that "The law does not make distinction between DTC buses and any other vehicle plying on roads (and that) DTC does not stand exempted from serious traffic violation". In regard to parking of DTC buses on the middle of the road, the Ministry had stated that "The Corporation has reiterated its instructions to the drivers.... and has initiated an intensive drive to ensure proper parking."

1.17 The Committee desired that DTC bus drivers|conductors should be treated at par with drivers|conductors of private buses|trucks in the matter of challan and prosecution for traffic violations and other crimes committed in or on account of moving buses. Mobile Magistrates should be available at all important points for dealing with offences by the DTC buses.

1.18 In their reply the Ministry stated that the DTC authorities have in their comments stated that their Drivers had the standing orders to strictly observe the traffic rules on line. For enforcement of traffic rules, Mobile Squads had been deputed to check the driving habits of drivers on the road. Any deficiency noticed is brought to the notice of the driver. In case, it is considered necessary, the drivers lacking in road discipline are subjected to undertake refresher course in the training school of the Corporation. The drivers had also strict instructions to stop the buses at the proper stop. At important stops checking officials had also been deputed to ensure compliance of instructions.

1.19 Disciplinary action against the drivers who were observed deliberately avoiding to stop the buses at the proper stop were being taken by DTC. As far as the traffic Police was concerned they were taking all possible action against erring DTC drivers. During the period from May to Nov. 1984, the Traffic Police had issued 156 notices to DTC drivers for violating traffic Rules.

1.20 The Committee find that Ministry has not followed their recommendation in letter and spirit. What the Committee had desired was that DTC bus drivers/conductors should be treated at par with drivers/conductors of private buses/trucks in the matter of challans and prosecutions for traffic violations and other crimes committed in or on account of moving buses. They further desired that mobile magistrates should be available at all important points for dealing with offences committed by DTC bus drivers. The Committee desire the Ministry now to take action in accordance with their recommendation under intimation to them.

#### *Delhi Jail*

##### **Recommendation (Sl. No. 15, Para Nos. 4.14 & 4.15)**

1.21 The Committee were informed that there was a recent case of violence in Tihar Jail which resulted in the death of an undertrial and injury to about 20 Jail wardens and 9 undertrials. There were

alleged incidents of sodomy and of drug peddling, stated to be committed by the visitors to prisoners and others with the complicity of Jail officials. Cases were also reported where certain 'influential' convicts violated rules and regulations and their undesirable activities remained unchecked and unrestrained because they threatened the Jail authorities to expose their corruption. According to I.G. (Prisons) 'our own people may not be absolutely clean.... There are instances where we have taken action against our people also.' The Committee strongly deplored the going-on in the Tihar Central Jail.

1.22 A Committee was stated to have been appointed in 1981 by the Lt. Governor to go into the affairs of Tihar Jail. The report of the Committee was received in 1982. Steps were stated to have been taken to implement recommendations/suggestions contained in the report. The Estimates Committee had desired that a cell, headed by I.G. (Prisons) should be created to review the progress of implementation of the recommendations which were accepted by the Government, under intimation to them.

1.23 In their reply the Ministry stated that "an order regarding setting up of a cell to be headed by I.G. (Prisons) and Deputy Secretary (Home General) and Supdt. Tihar Jail as its members had been issued in order to review the progress of implementations of recommendations of the Estimates Committee.

1.24 A District Jail had been created with the increased capacity of 800 units from the existing 500 inmates. Planning had been made to construct three wards in the existant Bhatta Ward with a capacity of approximately 600 inmates.

1.25 The Committee consider it improper and unjustifiable to appoint one more Committee "to review the implementation" of the recommendations of an earlier Committee which was appointed in 1981 and submitted its report in 1982. Implementation of a recommendation is purely an administrative action and it should be for the administrative authorities to report progress in implementation and, wherever action has been slow, to explain the reasons therefor. The Committee would like to be informed of the progress of implementation of each of the recommendations of the 1981 Committee accepted by the Government.

*Implementation of Recommendations*

**1.26** The Committee would like to emphasise that they attach the greatest importance to the implementation of the recommendations accepted by Government. They would, therefore, urge that Government should keep a close watch so as to ensure expeditious implementation of the recommendations accepted by them. In cases where it is not possible to implement the recommendations in letter and spirit for any reasons, the matter should be reported to the Committee in time with reasons for non-implementation.

**1.27** The Committee desire that reply in respect of the recommendation contained in Chapter V of the Report may be finalised and final reply of the Government furnished to Committee expeditiously..

## **CHAPTER II**

### **RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT**

#### **Recommendation (Serial No. 1, Paras 1.14 & 1.15)**

The Committee note that at present there are six Police Districts in Delhi viz. North District, Central District, New Delhi, South District, East District and West District besides a Police Unit at Palam Air Port. The total number of Police personnel, which includes all levels, is 30585. The present vehicle strength of Delhi Police is 1039 and sanction has also stated to have been issued for the replacement of old vehicles and purchase of about 200 new vehicles. In connection with the making of security arrangements for Asian games and Non-Aligned Summit Conference, certain sophisticated equipment were also imported and the same have been added to the operational efficiency of the Delhi Police. Purchase of 15 new cars and 90 motor cycles was sanctioned in 1982 for making security arrangement for Asian games. A Multi Access Radio Telephone System was acquired in November, 1982 at a cost of 50.24 lakhs. Metal detectors were also imported at a cost of Rs. 92 lakhs. There are proposals of the Delhi Police under consideration of the government for setting up new police stations, modernisation of the Traffic Police, creation of a Diplomatic Protection Force, strengthening of the anti-dowry cell and further improvement of Delhi Police Control Room. According to Home Secretary, Government is taking steps to modernise and will be spending Rs. 45 crores on Delhi Police. It has also been decided to have five more armed battallions for Delhi Police. Government is also stated to be looking into the requirements of the Delhi Police keeping in view the pressure and some studies are also underway in this regard by the Bureau of Police Research.

The Committee agree with the Home Secretary that with better training deployment and supervision and the kind of new equipment, it should be possible to cope with the problems of Delhi. But, as has been discussed in the subsequent chapters, the worsening law and order situation in the Capital is a cause for deep concern. Notwithstanding the acquisition of large scale sophisticated equipment, vehicles etc. by the Delhi Police in the recent past, the crime graph of 1983 had shown an upward trend with a large number of gruesome

murders, dacoities, incidents of bomb throwing etc. taking place without satisfactory headway in investigation by the Delhi Police. The Committee cannot but deplore the situation. They are of the view that ad hoc arrangements and improvements as have been cited would not suffice, and recommend that integrated overall requirements of Delhi Police, including its personnel, should be considered urgently at a very high level, keeping in view the 'Special' requirements of the Capital, and proposals of modernisation of Police force etc. be finalised without any further loss of time.

### **Reply of Government**

A High level committee has been constituted by the Government of India, Ministry of Home Affairs with the following members to undertake a quick study of the Administration of Delhi Police and to make recommendations on various issues.

Following are the members of the Committee:—

1. Shri S. D. Srivastava, Special Secretary-Convener, Ministry of Finance.
2. Shri Birbal Nath, O.S.D., Ministry of Home Affairs (Member)
3. Shri S. S. Jog, Commissioner of Police, Delhi. (Member)

The terms of references of the committee are as under:—

1. Evaluation of the present system in Delhi with specific suggestions for improvement of its operational efficiency to enable it to effectively meet emergent situations, including large scale law and order problems;
2. Streamlining and wherever necessary, restructuring of the organisational set up to make it more responsive to its duties with regard to prevention and control of crime, maintenance of public order, regulation of traffic and to meet security requirements.
3. Assessment of the requirement of force of different categories (civil police, armed police, traffic police, CID, Special Squads, etc.) and its proper deployment in relation to growth of population, expansion of the metropolitan area and intricacies of the crime in particular the lo-

cation and set up of police stations. The Committee may pay special attention to the fringe areas and out-laying basties.

4. To determine the requirement of vehicles, communication equipment and other modern aids for detection of crime including scientific aids.
5. Methods of recruitment of constabulary and other police personnel, their training, particularly to improve professional competence and technical skills.
6. Measures required for improving the ground intelligence and establishment of an early warning system.
7. Problems, if any, of coordination with the neighbouring States because of the size and location (of the territory) of the Union Territory.
8. Any other measures as may be considered necessary for toning up police administration including matters pertaining to enforcement of criminal law.
9. To lay down a phased programme in terms of time and expenditure for the implementation of the aforesaid proposal.

The Committee is expected to submit his report shortly. This report will carry recommendations for an integrated overall development of Delhi Police which will then form the basis of the perspective planning.

[Ministry of Home Affairs O.M. No. 15030/2/84-UTP  
Dated 14-3-85]

#### **Recommendation (Serial No. 2, Para 2.6)**

The Committee note that according to the figures furnished by the Government the crime cases registered in Delhi during 1980, 1981, 1982 and 1983 (upto 9/83) relating to murder, robbery, dacoity, motor accidents involving loss of life and crime against women, are 2445, 2479, 2622 and 2181 respectively. The overall crime graph shows 23,067 cases registered under the Indian Penal Code during the first 10 months of 1983 as against 22,754 recorded during the same period last year. The incidence of crimes such as murder, rape and

highway robberies has recorded a sharp increase despite considerable increase in strength of Police force, opening of new police station and police posts, acquisition of more police vehicles and sophisticated equipment in the recent past, and adding to the strength of armed police battalions. The Committee desire that the proposals which are underway to improve the law and order situation may be finalised without delay to contain the situation as also to bring confidence amongst the citizens of Delhi.

#### **Reply of Government**

All the existing proposals are being reviewed by the High level Committee set up by the Government of India. These proposals will be taken up as per the recommendations of the Committee immediately after the report is received as per the priority assigned by it.

[Ministry of Home Affairs O.M. No. 15030/2/84-UTP  
Dated 14-3-85]

#### **Recommendation (Serial No. 3, Para 2.9)**

The Committee find that criminals from neighbouring states enter the capital, commit serious crimes and escape. This situation according to Home Secretary complicates matters and adds to the problems of Delhi Police. The Government is stated to have taken steps for checking this problem by convening meetings with other State-Governments at the level of Home Minister and Lt. Governor of Delhi, in order to have coordination for anti-dacoity operations as also for problems arising out of Inter state crimes. The Committee desire that an institutional mechanism for regular collaboration on between Delhi Police and the Police of the neighbouring States should be set up without delay. There should also be regular exchange of crime information/record among the police its authorities of the capital and all the neighbouring states. The Committee would further like the Ministry to consider setting up of joint patrols composed of the personnel of the Delhi Police and of the neighbouring States, to keep surveillance on the Delhi's borders.

#### **Reply of Government**

Delhi Police is maintaining close coordinations with the neighbouring states. Regular meetings at the DG level are being held with the neighbouring states.

[Ministry of Home Affairs O.M. No. 15030/2/84-UTP  
Dated 14-3-85]

### Recommendation (Serial No. 4, Para 2.14)

The Committee note with deep concern the steep rise in the women burning cases in the capital during the last 3 years. While in 1980-81 there were 421 cases, in 1981-82 the figure rose to 560 cases and in 1982-83 it further rose to 610. In 1983-84 (April-November) 371 cases are stated to have been reported. While admitting the gravity of the problem, the Home Secretary, in his evidence before the Committee, stressed the need for some kind of a social sensitivity in the matter. The steps stated to have been taken to contain this menace are: setting up of a small cell to go into such cases which is headed by a lady I.S.P. Officer; issue of instructions for getting postmortem conducted by two doctors instead of one; detailing of special Magistrate for writing declaration; and provision of free legal aid to needy women. Changes are also stated to have been made in the Indian Penal Code and Evidence Act so as to provide that if a women meets unnatural death within 10 years of her marriage, the case should be treated as 'special report case' and investigation of such case should be personally supervised by Senior Police Officer. These measures, according to Government are expected to check the problem to a great extent. While the Committee welcome these measures, they desire that as agreed to by Home Secretary, more women officers should be entrusted with the task of investigation in such cases. They further desire that co-operation should also be sought from women's Organisations during the course of such investigations.

### Reply of Government

Steps are being taken to deploy more Women Police Officers to investigate the cases relating to women. Recruitment of the women Police Officer in the rank of S.Is., A.S.Is., Head Constables, and Constables is being encouraged. Steps have also been taken to augment this strength.

As suggested by the Committee cooperation is being sought from various women organisations for the welfare and rehabilitation of Women Victims. The Social Welfare Department of Delhi Administration is also taking necessary steps in this regard. Special steps are being taken to investigate the women burning cases in the Capital and a No. of Dowry death cases have also been registered in the Courts. A special Dowry death cell has been created in Delhi Police for looking the complaints of the women Victims. The

Anti-dowry Death Cell is headed by a lady I.P.S Officer. Instructions regarding conducting of postmortem by two doctors have also been issued.

[Ministry of Home Affairs O.M. No. 15030/2/84-UTP  
Dated 14-3-85]

#### **Recommendation (Serial No 5, Para 2.18)**

During recent months, quite a number of cases of serious crime like burglaries, bank robberies resulting in deaths and other murders committee in the Capital, were high lighted in the Press. Many of them have not been solved conclusively by the Delhi Police. Admittedly, all these cases are important and are stated to be receiving the attention of the Police Commissioner himself. These cases in Committee's opinion, have, however, not only shattered the confidence of the people in Delhi in the law and order machinery operating in the capital, but also have caused a scare in the minds of the people in all walks of life. The delay in solving these cases is a serious reflection on the Police Force in the Capital. The Committee would like the law and order authorities to gear up their machinery at all levels, not only to unearth the criminal involved in these cases, but also to evolve urgent measures to prevent recurrence of such crimes.

#### **Reply of Government**

The following measures are being taking for maintenance of Law and Order and prevention of crime:—

- (a) Considerable importance is being attached to intensive patrolling, both by day and night of foot and mobile parties, suitably equipped with wireless. Patrolling by plain cloth men at various important places such as Railway Stations and Bus stands with a view to checking movement of suspicious persons and possible terrorists, has been intensified. Thekri-pahara and patrolling by local residents and chowkidars in coordination with the police patrols at and pickets is being done. Police pickets are also posted at vulnerable points with communication facilities as preventive measures.
- (b) Since motorised crime has shown an increasing trend, regular surprise checking of vehicles is organised.
- (c) Raids are conducted to unearth illegal arms|ammunition. Guest house are being regularly checked for anti-social elements.

- (d) The importance of developing adequate intelligence both in criminal matters and in respect of extremist activities is being stressed. A number of meetings with the Senior Officers of the neighbouring States have been held to finalise the system of coordination in the work of collection of intelligence about criminals. A list of notorious criminals indulging individually and in groups has been drawn up and the Special Task Force has been directed to develop further intelligence about them and to coordinate measures to round them up. Surveillance and development of Intelligence of anti-social elements is being improved with the deployment of plain clothe police personnel.
- (e) Since in the recent past, increasing use is being made of sophisticated weapons in the Commission of crime, a systematic drive to verify licence of fire arms has been conducted and issue/renewal of licence is being carefully scrutinised.
- (f) Action under the preventive sections of the Delhi Police Act, Cr.P.C. and the National Security Act against had characters and criminals is being taken. Externment proceedings have also been initiated against a number of them.
- (g) It has been observed that in several cases, criminals who are car borne, easily escape to neighbouring states. Now, road blocks and drop gates have been set up at the borders and within the city of Delhi in order to seal the whole Union Territory of Delhi in the event of any car-borne offences.
- (h) Drives have been launched for apprehending proclaimed offenders.
- (i) Investigation and Detection of the criminals is being given top most priority.
- (j) Further steps would be taken after the report of the high level committee is received like opening of new Police Station, Police Posts etc.

[Ministry of Home Affairs OM No. 15030/2/84-UTP Dated  
14-3-85]

### **Recommendation (Serial No. 9, Paras 2.40 and 2.41)**

The Committee has been informed that there were 123, 192, 798 and 560 cases of land racketeering during the years 1980, 1981, 1982 and 1983 (upto 30-9-83) respectively. The Committee has further been informed that the legal provisions under which such cases are registered are sections 3 and 4 of Delhi Land Restriction and Transfer Act, 1972, But according to the Home Secretary the present law is not sufficient to deal with cases where transfer of property takes place under "power of attorney". The Delhi Administration is stated to have suggested certain amendments to the 1972 Act to the Ministry of Works and Housing. The Ministry hopes that once these amendments are carried out, legal lacuna will be plugged and situation would improve. The Committee desire that the proposed amending legislation should be put through without further delay.

In this connection the Committee would draw the attention of the Ministry to the recommendation of the Public Accounts Committee in para 1.15 of their 185th (Action Taken) Report (1983-84) wherein the Committee had observed *inter alia* that they "would like to be informed of the conclusive steps taken by Government to plug loopholes in the law in order to check transfers of land not legally permissible".

### **Reply of Government**

A proposal for the amendment of Delhi Lands (Restriction of Transfer) Act, 1972 has been initiated by the Administration and it is under consideration of the Ministry of Works and Housing, Government of India.

[Ministry of Home Affairs O.M. No. 15030|2|84-UTP  
Dated 14-3-85]

### **Recommendation (Serial No. 10, Para 2.43)**

The Committee has been informed that the Press Relations Officer of the Police Department issues the Crime Bulletin after collecting information from the Deputy Commissioners of Police. There have been instances when some important cases did not figure in the Bulletins, either because they did not come to the notice of the Press Relations Officer or he did not consider them important enough to be notified. Home Secretary informed the Committee that he had brought the matter to the notice of Police Commissioner

and assured that hereafter no sensational case will be suppressed. The Committee trust that all important cases will be included in the crime Bulletin issued to the Press.

### **Reply of Government**

Steps have been taken to ensure that all sensational|important cases are published in the Daily Crime Bulletin.

[Ministry of Home Affairs O.M. No. 15030/2/84-UTP  
Dated 14-3-85]

### **Recommendation (Serial No. 11, Para 3.5)**

The Committee came across reports that police stations in Delhi manipulate figures relating to registration of cases and on occasions they either did not register a case at all or watered it down to present better overall picture of crime control in their areas. Some cases are not registered and complaints not entertained on the ground that the crime had not occurred in the 'jurisdiction' of a particular police station. Home Secretary conceded in his evidence that 'there is always scope for some manipulation' and the cases of this sort had come to notice. This, admittedly reflects the apathy of the concerned police officer. The Committee deprecate this tendency on the part of police officers and desire that stringent measures taken should be to curb it.

### **Reply of Government**

Strict instructions have been issued to all District D.Cs.P. in this regard. Vigilance Branch of Delhi Police has also been activated to make surprise checks of the Police Stations for curbing this tendency on the part of Police Officer.

[Ministry of Home Affairs O.M. No. 15030/2/84-UTP  
Dated 14-3-85]

### **Recommendation (Serial No. 12, Para 3.6)**

Out of 56 cases of lapses on the part of police officials which came to notice, disciplinary action is stated to have been taken against 39 personnel. In four cases major penalty like reduction in rank and stoppage of increment has been imposed. In 32 cases the concerned police officials have been censured. Among the measures taken to prevent malpractice, Senior Officers have been asked to conduct surprise checks; Vigilance Section has been asked to deploy some decoys. The Committee hope that with these measures

as also with more strict approach of the Senior Police Officers, malpractices would be checked.

### **Reply of Government**

The surveillance has been further geared up.

[Ministry of Home Affairs O.M. No. 15030/2/84-UTP  
Dated 14-3-75]

### **Recommendation (Serial No. 13, Para 3.9)**

The Committee find that large number of cases are filed for reasons like lack of evidence; want of clue and wrong report etc. According to Home Secretary 'it is very difficult to give direct answer whether a case filed reflects on the efficiency of Police force or not', though he admitted that "there is need for greater effort and sophisticated approach in investigation". Although it has been possible for the police force to investigate 63 per cent cases 52 per cent cases of robbery, 66.6 per cent of dacoity, 73.25 per cent of major accidents, 49.29 per cent of crime against women, it is admitted that "the effort in this direction has to be much more sustained." The Committee urge that the investigation methodology should be streamlined and it should also be ensured that not a single case is filed away which can be sustained with consistent effort and sophisticated approach by the concerned police officers.

### **Reply of Government**

This is being done. Greater assistance from expert agencies like C.F.S.L., Finger Print Bureau are being sought. The Crime Record Office is also being updated. A plan for its further modernization is under consideration.

[Ministry of Home Affairs O.M. No. 15030/2/84-UTP  
Dated 14-3-75]

### **Recommendation (Serial No. 15, Paras 4.14 and 4.15)**

The Committee note that there was a recent case of violence in Tihar Jail which resulted in the death of an undertrial and injury to about 20 Jail wardens and 9 undertrials. There were alleged incidents of sodomy and of drug peddling, stated to be by the visitors to prisoners and others with the complicity of Jail officials. Cases are also reported where certain 'influential' convicts violated

rules and regulations and their undesirable activities remained unchecked and unrestrained because they threatened the Jail authorities to expose their corruption. According to I.G. (Prisons) 'our own people may not be taken action against our people also'. The ones where we have taken action against our people also.' The Committee strongly depriate the going-on in the Tihar Central Jail.

A Committee was appointed in 1981 by the Lt. Governor to go into the affairs of Tihar Jail. The report of the Committee was received in 1982. The steps are stated to have been taken to implement recommendations/suggestions contained in the report. The Estimates Committee desire that a cell, headed by I.G. (Prisons) should be created to review the progress of implementation of the recommendations which were accepted by the Government, under intimation to the Estimates Committee.

#### **Reply of Government**

An order regarding setting up of a cell to be headed by I.G. (Prisons) and Deputy Secretary (Home General) and Supdt., Tihar Jail as its members has been issued in order to review the progress of implementations of recommendations of the Estimates Committee.

A District Jail has been created with the increased capacity of 800 units from the existing 500 inmates. Planning has been made to construct three wards in the existant Bhatta Ward with a capacity of approximately 600 inmates.

[Ministry of Home Affairs O.M. No. 15030|2|84-UTP  
dated 14-3-85]

#### **Recommendation (Serial No. 16, Para 4.16)**

The Committee also desire that the efforts to increase the capacity of Tihar Jail and Camp Jail from 1790 as at present to 2500 to 3000 should be intensified so as to accomplish the task at the earliest.

#### **Reply of Government**

The PWD authorities are also drawing a plan for constructing a sophisticated and modern jail in Mandoli (Shahdara) with a capacity of 3000 inmates. A plot of land has been acquired from DDA at a cost of Rs. 15 lakhs for this purpose. Fencing of this plot has been put up and further work is in progress.

[Ministry of Home Affairs O.M. No. 15030|2|84-UTP Dated 14.3.85]

### **CHAPTER III**

#### **RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT REPLIES**

##### **Recommendation (Serial No. 7, Para 2.34)**

The Committee find that the number of crime cases in moving buses mini buses are involved in quite large. Though there is a slight decline in the total accidents, there is a sizeable increase in the crimes like eve teasing, pick-pocketing etc. It is common knowledge that a large number of cases go unreported. Home Secretary agreed during the course of evidence that the percentage of such cases in mini buses was quite high. To curb such crime, deployment of decoys in the buses is stated to have been introduced by Delhi Police. The Committee feel that besides this arrangement, more stringent measures are needed to be evolved to curb this sort of crime. In this context the committee would like to make the following suggestions:—

- (i) The number of DTC "Ladies Special" Buses should be increased in the University area and at peak Hours on other routes;
- (ii) The colour of ladies special DTC buses should be different from that of other buses; and
- (iii) Feasibility of putting up a partition between the seats reserved for ladies and general seats may be examined.

##### **Reply of Government**

As regards the suggestion of the Committee to increase the number of "LADIES SPECIAL BUSES", it is submitted that the number of such trips operated as on 30th September, 83 which was 128 has been increased by 86 or about 66 per cent and D.T.C. are now operating 214 Ladies Special Trips covering different areas of Union Territory of Delhi. Out of these 214 trips, 161 ladies special trips are exclusively for the convenience of girl students studying in different colleges|universities. Remaining 53 trips are in operation for ladies working in different offices.

As regards point No. (II) and (III), in this connection the views of D.T.C. were obtained and D.T.C. has expressed its inability to accept the suggestion of the Committee due to following reasons.

- (i) Since the buses used for providing ladies special trips are used during remaining part of their operation for other purposes also it will create confusion to provide different colour for buses providing "Ladies Special Trips". Ear-marking buses exclusively, for providing Ladies Trips will amount to their sever under utilisation and as a such will not be desirable.
- (ii) On an experimental basis conversion were carried out on 10 vehicles for providing partition between the seats reserved for ladies and general seats. This experiment did not prove a success as it resulted in reduction of seats for general passengers and could not accommodate the prescribed number of passengers. Besides, such a partition could not provide a complete separation of ladies from general passengers since seats reserved for ladies were occupied by general passengers whenever these were vacant.

[Ministry of Home Affairs O.M. No. 15030|2|84-UTP  
Dated 14-3-75]

## **CHAPTER IV**

### **RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE**

#### **Recommendation (Serial No. 6, Paras 2.24 and 2.25)**

The Committee regret to note the rise in the number of theft of automobiles and cycles in Delhi. In 1983, while 2111 motor vehicles were stolen, the number of thefts of cycles was 2265. According to Home Secretary in 1983 there was 2 per cent increase in the cases of theft of motor vehicles as compared to those in 1982. There are criminal gangs who are stated to be operating through neighbouring states and there is collusion between automobile thieves and transport officers of a certain state. Out of 6 Police Districts in Delhi four Districts have got special squads to apprehend criminals who committed these thefts.

The crime of automobile thefts is committed not only with the aim of selling them and earning money, the vehicles so stolen are also used for committing other crimes like robberies, burglaries and murders. In Committee's view, a more vigilant inter-state machinery is required to deal with this sort of crime, particularly where inter-state gangs are operating. They therefore, desire that modalities of such a machinery should be considered at the conference of Inspectors General of Police of Delhi and the neighbouring States. They further desire that special squads for apprehending these criminals should be available with all the 6 police districts in Delhi.

#### **Reply of Government**

Inter-state meetings at the level of District DCsP|ACsP, Addl. CsP|DIsG were held in the year 1982 on 28.9.1982 and on 10.8.1982 and in the year 1983 on 25-3-1983, 29-7-1983, 10-8-1983, 12-10-1983 and on 26.10.1983. On 22.10.1983, the Lt. Governor of Delhi had a meeting with the Chiefs of Police of UP, Rajasthan and Haryana, in which high ranking officials of the Delhi Administration as well as that of the States had also participated. Besides this, on 28-5-1984, a

meeting was held in PHQ in which the DIsG of Meerut Range, Gurgaon Range, etc. and the DCsP of neighbouring Districts|States had participated.

Through internal mobilisation, every District has earmarked some officers who are manning the auto-theft squads in the Districts.

[Ministry of Home Affairs O.M. No. 15030|2|84-UTP Dated 14.3.85]

#### **Recommendation (Serial No. 8, Paras 2.35 to 2.37)**

With regard to offences committed by the us/truck drivers and other motorists, the Committee has been informed that the position has improved and during the year 1983 some 3,35,000 persons were prosecuted and about Rs. 1.40 crores was realised as fine as against Rs. 55 lakhs only realised during 1982. It was admitted by the representative of the Ministry of Home Affairs during evidence before the Committee that DTC drivers are more indisciplined; yet total prosecutions against them have been only 783. In this connection the Committee would also like to draw the attention of the Ministry to the recommendation of the Committee on Public Undertakings made in paragraph 1.33 of their 25th Report (1981-82) wherein they had *inter-alia* pointed out that, "the Police are not strict as they should be in the enforcement of traffic rules so far as DTC buses are concerned. This laxity should not persist. It is common sight that DTC buses are parked right at the middle of the road. Such flagrant parking offences should not go unnoticed and unpunished".

In reply, the Ministry of Shipping and Transport had stated (8-9-82) that, "The law does not make distinction between DTC buses and any other vehicle plying on roads (and that) DTC does not stand exempted from serious traffic violation". In regard to parking of DTC buses on the middle of the road, the Ministry had stated that "The Corporation has reiterated its instructions to the drivers....and has initiated an intensive drive to ensure proper parking."

The Committee desire that DTC bus drivers|conductors should be treated at par with drivers|conductors of private buses|trucks in the matter of challan and prosecution for traffic violations and other crimes committed in or on account of, moving buses. Mobile Magistrates should be available at all important points for dealing with offences by the DTC buses.

**Reply of Government**

The DTC authorities have in their comments have stated that their Drivers have the standing orders to strictly observe the traffic rules on line. For enforcement of traffic rules, Mobile Squads have been deputed to check the driving habits of drivers on the road. Any deficiency noticed is brought to the notice of the driver. In case, it is considered necessary, the drivers lacking in road discipline are subjected to undertake refresher course in the training school of the Corporation. The drivers have also strict instructions to stop the buses at the proper stop. At important stops checking officials have also been deputed to ensure compliance of instructions.

Disciplinary action against the drivers who are observed deliberately avoiding to stop the buses at the proper stop are being taken by D.T.C. As far as the traffic Police is concerned they are taking all possible action against erring DTC drivers during the Period from May to Nov. 1984, the Traffic Police have issued 156 notices to DTC drivers for violating traffic Rules.

[Ministry of Home Affairs O.M. No. 15030|2|84-UTP Dated 14-3-85]

## **CHAPTER V**

### **RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES ARE AWAITED**

#### **Recommendation (Serial No. 14, Para 3.14)**

The Committee note that as on 31-12-1983, 1,062 cases were pending in the court of Sessions and 49,746 cases in the Courts of Magistrates. One of the consequences of long pendency of cases in courts is stated to be the difficulty "to keep track of the witnesses". The Committee desire that the cell proposed to be created by the Ministry to keep track of witnesses should be brought into existence early.

The Committee note that a study conducted by the Police Research Institute stated that delay in court proceedings were mostly due to adjournments which were given on the urging of the defence counsels. The Committee feel that this could be obviated to some extent if only prosecution case is effectively presented before the courts.

#### **Reply of Government**

A proposal is under consideration.

[Ministry of Home Affairs O.M. No. 15030/2/84-UTP Dated 14.3.85]

#### **COMMENTS OF THE COMMITTEE**

Please see paragraph 1.27 of the Report—Chapter I.

NEW DELHI;  
July 29, 1985  
Sravana 7, 1907, (Saka)

CHINTAMANI PANIGRAHI,  
Chairman,  
Estimates Committee.

## APPENDIX

*(Vide Introduction)*

*Analysis of action taken by Government on the 80th Report of the Estimate Committee  
(7th Lok Sabha)*

I.	Total number of Recommendations	16
II.	Recommendations/Observations which have been accepted by Government (Sl. Nos. 1,2,3,4,5,9,10,11,12,13,15,16) . . . . .	12
	Total . . . . .	12
	Percentage to total . . . . .	75%
III.	Recommendations/Observations which the Committee do not desire to pursue in view of Government's reply (Sl. No. 7) . . . . .	1
	Percentage to total . . . . .	6%
IV.	Recommendations/Observations in respect of which Government's replies have not been accepted by the Committee. (S. Nos. 6,8) . . . . .	2
	Percentage to total . . . . .	13%
V.	Recommendations/Observations in respect of which final replies of Government are awaited. (S. No. 14) . . . . .	1
	Percentage to total . . . . .	6%

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