

I would like to thank the hon. Minister for his idea of giving agriculture, the status of Industry. I have one more suggestion to make and that is that farmers should have a Pass Book and they should have facility of availing bank loans on reasonable interest rate without mortgaging their crops. With these suggestions I fully support the Agriculture Policy.

17.08 hours

[English]

MR. CHAIRMAN : Shri P.M. Sayeed to lay a copy of the statement on crime situation in the country.

STATEMENT BY MINISTER

Crime Situation in the Country

THE MINISTER OF STATE IN THE MINISTRY OF HOME AFFAIRS (SHRI P.M. SAYEED) : Sir, I beg to lay a copy of the statement on the crime situation in the country on the Table of the House.

STATEMENT

During the course of proceedings in the Lok Sabha on 31-7-1995, the Hon'ble Speaker had directed that a report should be laid on the Table of the House on the crime and law and order situation in the country. The Hon'ble Speaker had also directed that the report should *inter alia* cover the number of crimes, convictions, crime-prone areas, crime against women, agriculturists, labourers, industrialists, business people, politicians and others.

The Hon'ble Members are aware that 'Police' and 'Public order' are included in the State list (List - II) of the Seventh Schedule to the Constitution of India and, as such, the matter of registration, investigation and detection of crime is entirely the concern and responsibility of the respective State Governments. The Central Government does, however, monitor the trends and developments in the law and order situation, crime, matters relating to communal harmony, atrocities against weaker sections of the society and internal security of the country. The statistics relating to crime are collected from all the States and Union Territories, aggregated at the national level and analysed against figures in the past to ascertain the trends prevailing in the country.

An analysis done by Government of the trends of crime committed under the Indian Penal Code (IPC) and the Local Acts and Special Laws (L&SL) reveals that :

(i) The incidence of total cognizable crimes (IPC and L&SL) increased by 27.2 per cent in 1993 over 1983, with a compound growth rate of 2.5 per cent per annum. As many as 54,33,574 cognizable crimes were reported in the country during 1993.

(ii) Incidence of IPC crimes recorded a decrease by 3.5 percent in 1993 compared to the previous year. Correspondingly, incidence of L&SL crimes recorded an increase by 6.9 percent compared to the previous year. The consistent trend of increase by varying degrees in IPC as well as L&SL crimes of the previous years recorded a change in 1993 towards decrease.

(iii) In all 16,04,895 IPC crimes were reported in the country during 1994 against 16,29,936 in 1993, thus establishing a welcome decline of 1.5 per cent, compared to 3.5 per cent decline in the previous year.

(iv) A total of 32,63,347 L&SL crimes were reported in the country during 1994 against 38,03,638 in 1993 providing a substantial decline of 14.2% in such cases. The rate of these crimes also declined from 430.4 per lakh of population in 1993 to 362.6 per lakh of population in 1994.

(v) During 1994, Uttar Pradesh recorded the highest number of cases of 'Murder and its attempt', 'Culpable Homicide not amounting to Murder', 'Kidnapping & Abduction', 'Robbery', 'Theft', 'Criminal Breach of Trust', and 'Cheating', while the maximum number of cases of 'Rape', and 'Burglary' were in Madhya Pradesh. The highest incidence of 'Dacoity' and 'Counterfeiting' was in Bihar and Maharashtra, respectively.

In so far as the law and order situation and the internal security scenario are concerned, during 1994-95, major security and law and order challenges emanated due to the externally-guided insurgency in J&K, the subversive activities of the militant groups of the North-East, extremist violence, particularly Bihar and Andhra Pradesh; communal, ethnic and political tensions and organised agitations of diverse groups. The conditions in Punjab continued to improve and in Assam, the ULFA menace was largely contained. The communal situation, though volatile, remained under control. The volume and level of extremist violence continued to decline for the third successive year.

(i) The quantitative decline in communal violence since March 1993 continued during 1994-95. However, the communal atmosphere remained vulnerable, mainly because of increasing fundamentalist activities. Uttar Pradesh, Bihar, Madhya Pradesh, Gujarat, West Bengal, Karnataka and Maharashtra were the main contributors of violent communal incidents. Communal violence was far less in the urban areas. On the other hand, during 1994-95, almost 51% of the communal incidents occurred in rural areas.

(ii) The volume of violence arising out of caste tensions remained at about the same level in 1994 as in the preceding year. Bihar, Uttar Pradesh, Maharashtra and Tamil Nadu continued to be among the most affected states. In UP, the State Ordinance (July 15, 1994) providing for 27% reservation in educational institutions for OBC students, in addition to 23% reservation for SC and ST students, led to a number of protest actions by other communities in the plains. The agitation over the issue in the hill districts of the state gave a fillip to the movement for the creation of 'Uttarkhand'. Orissa registered an increase in the number of caste-related violent incidents due to conflicts between Kondhs and Panas (SC) in Phulbani district, which claimed 18 lives in 64 incidents. In Bihar, caste remained a vital factor in every sphere of life. The recent Assembly elections (March/April, 1995) in the State, brought caste tensions to the fore, which were reflected in several intercaste clashes.

There were 766 caste-related violent incidents, claiming 216 lives and resulting in injuries to 1,506 during 1994, as against 726 incidents with 191 casualties and injuries to 1,427,

reported during 1993. In the current year 303 caste related incidents were reported till May, 1995 resulting in 86 casualties and injuries to 721 persons.

(iii) No serious law and order problems were reported on the agrarian front. However, there were agitations over issues like restoration of subsidies on fertilizers, remunerative prices for agricultural produce, reduction in power tariff and prevention of entry of MNCs into the agricultural sector.

There were 115 incidents of lawlessness on this front, resulting in 20 casualties and injuries to 369 in 1994, as against 445 incidents with 27 casualties and injuries to 185 reported in 1993. The current year has witnessed 37 incidents resulting in 6 deaths and injuries to 104 upto May, 1995.

(iv) The labour and services front also did not experience any serious incidents of law and order during 1994. The Central Government employees, including those in P&T and Railways, as well as civilians in the banking, financial and Defence sectors agitated over the alleged anti-working class and anti-people policies of the Government with particular reference to the new economic and industrial policies and signing of GATT.

The issue of crime against women and other weaker sections of the society had been engaging the attention of the Parliament and has indeed been one of the major areas of the attention of the Govt. as well. In fact, on a Private Member's Resolution, on prevention of atrocities against women and improving the status of women, moved in the Rajya Sabha during the last session, the Govt. supported the Resolution and the Resolution, as passed, was communicated to the State Governments for follow-up action. Members are also aware that the Deptt. of Women & Child Development has taken a large number of legislative and welfare measures in conjunction with the States to make women more self-confident and self-reliant. The schemes for empowerment of women announced by the Prime Minister last year reflects the concern of the Govt. on this issue.

Atrocities against women have to be seen in the total context of general trend of increase in crimes in the country on account of increase in population. For example, in the decade 1983-93, overall incidents of crime has increased by 27.2 per cent although a declining trend is discernible in the last 2/3 years. The magnitude of increase in crime against women has overall shown a declining trend. The total number of crimes against women registered in the country was nearly 97,000 in 1994 as against 83,954 in 1993 (the figure for 1994 includes 8,098 cases registered under 'Importing of Girls', 'Sati Prevention Act', 'Immoral Traffic (Prevention) Act', which were not included in 1993). While the percentage of crimes against women out of total cognizable crimes was 0.77 % in 1985, it is now approximately 2 per cent as far as total cognizable (IPC and L&SL) crimes are concerned and approximately 6% as far as IPC crimes are concerned. The increased intervention by the State/Central Government through various programmes, by NGOs and the media has resulted in increased awareness amongst women, leading to increased reporting of such crime to the police, thereby

showing an increase in absolute numbers. Therefore, we should not look at the increase in crime in the traditional way but treat it as a reflection of the steps that have been initiated to focus on crime against women.

The Govt. has also decided to make gender sensitisation inputs an integral part of the curriculum of all training programmes, cutting across all categories of training in the apex police training institution, the National Police Academy and in the Regional and State Police Training Institutions. The Govt. has also set up the National Commission for women as part of the on-going efforts towards overhauling societal attitudes and expectations and also to focus on positive action to improve the lot of women. Such Commissions are also being set up at the State level too and are working in close co-ordination with voluntary organisations, non-Governmental Organisations and social activists groups. All these efforts for safeguarding women's rights will assist in bringing half of the population into the mainstream of nation building and, thereby, make the goal of a humane social order more easily accessible. As a signatory to the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), our country is deeply committed to ushering in peace, harmony and dignity in the lives of women. Efforts of the Government would be to continue and strengthen the strategies which seek to change societal attitudes for women, make further use of existing institutions and legal framework and, most importantly, foster the economic empowerment of women.

While the overall incidence of crime in 1994 against SCs was not very significant compared to the total volume of crimes in India, crime against SCs was confined to a very few States. Almost 72% of crime against SCs was committed in just the three States of Uttar Pradesh (35.50%), Madhya Pradesh (20.23%) and Rajasthan (16.36%) in 1993. Most of this crime was either murder or rape. According to the provisional figures available for 1994, major contributing states to crime against SCs were Uttar Pradesh (47.9%), Rajasthan (14.2%) and Madhya Pradesh (11.1%). Similarly crimes against Scheduled Tribes were more prevalent in the States of Madhya Pradesh (35.5%) and Rajasthan (27.9%). Further the incidence of crime, both against SCs and STs, was concentrated in few districts of these States. Data supplied by the Ministry of Welfare indicate that these areas were in 20 districts in Uttar Pradesh, some villages in 10 districts of Madhya Pradesh and some villages in Rajasthan.

The Govt. understands that formidable barriers have been created by powerful vested interests to block off the routes to development for these disadvantaged groups. These barriers include mal-distribution of assets including land and social norms which are intended to keep the disadvantaged groups forever down-trodden, economically and socially. Attempts by the excluded groups to assert themselves and to break through these barriers have often resulted in violence against them. Indeed, atrocities against Scheduled Castes, Scheduled Tribes and women are but symptoms of the deeper malaise of exclusion of these groups from full participation in the human development process.

The subject of atrocities against Scheduled Castes and Scheduled Tribes has been discussed in Parliament, various Conferences of Chief Ministers, other fora where many useful recommendations have been made for police action to check such atrocities. Apart from the implementation of these suggestions, it is necessary also that the central issue of exclusion is addressed effectively, otherwise the continuance of atrocities against the disadvantaged groups cannot be ruled out.

A trend analysis of crime in India from 1951 to 1991, made by the Bureau of Police Research and Development (BPR&D), has observed that most incidents of violence against SCs and STs resulted from unresolved land disputes, faulty distribution of surplus land, non-payment or under-payment of minimum wages and resentment against the weaker sections' awareness about their rights and entitlements. The need for education, both of the victims and of the police, therefore, becomes paramount in any effort to overcome these problems.

In so far as position of convictions in trials is concerned, according to available information, around 99,000 persons including those whose trial could not be completed in the previous year, were scheduled for trial during 1993. Cases involving 81 per cent of such persons remained pending at the end of the year. The Government is seriously concerned about this swelling pendency. The highest percentage of persons whose trial remained pending noticed was for the crime-head 'Dacoity' (87) closely followed by 'Cheating' (85.8). The overall conviction rate *i.e.*, the percentage of persons convicted to the total number of persons where trials had been completed was 37.1. The percentage of conviction was the highest for 'Culpable Homicide not amounting to Murder' (43.1) followed by 'Theft' (41.9). Of the specified IPC crimes, the highest number (77,948) of cases which were compounded or withdrawn during 1993 related to 'Riots' followed by 'Theft' (11,968).

In so far as disposal of cases charged under IPC by Courts during the year 1993 is concerned, out of 80,10,381 persons whose trial could not be completed by the end of that year, nearly one-sixth 13,67,401 (17.1%) belonged to Maharashtra alone. This was closely followed by Madhya Pradesh (11,36,907) constituting 14.2 per cent and Bihar (10,73,993), representing 13.4 per cent.

The Government is aware that the high pendency of cases in Courts is due to various complex factors. Some of them identified, by the Malimath Committee, are population explosion, litigation explosion, inadequacy of judge strength, delays in filling up vacancies, lack of infrastructural facilities, long arguments and prolix judgments, lawyers' strike and indiscriminate resort to Writ jurisdiction, etc. The Government is making all possible efforts to ensure that vacancies of Judges in the Supreme Court and the High Courts are filled up as expeditiously as possible. In order to consider the problem of arrears of cases in Courts and find out ways and means to deal with it as expeditiously as possible, a meeting of the Chief Ministers and Chief Justices was held on the 4th December, 1993 under the Chairmanship of the Prime

Minister. The Conference recommended several steps in a resolution which it adopted for speedy disposal of cases in Courts/Tribunals. These have been accepted by the Government and commended to all the State Governments/ Union Territory Administrations and High Courts/Tribunals for necessary follow up action. Three Working Groups thereafter met to consider the recommendations contained in the above resolution with regard to rural litigation, arrears of cases in administrative tribunals and alternative dispute resolution. The implementation of the December, 1993 resolution and recommendations made by the Working Groups were reviewed by the State Law Ministers at their plenary meeting held in Calcutta in November, 1994. The resolutions adopted in this meeting have been commended to all the concerned authorities for necessary follow-up action. The Administration of Justice has been made an item of plan expenditure with a view to removing infrastructural bottlenecks coming in the way of expeditious disposal of cases.

Even as an attempt has been made through this statement to give a glimpse of the crime scenario prevalent in the country, the Central Government is fully conscious of the fact the economic development measures, the prime objective of this Government, can only be undertaken or sustained if there is an atmosphere of peace, tranquillity and security prevailing. While the media normally concentrates on what is sensational from the crime or the political point of view, the positive aspects of the functioning of the Government normally take a back seat. In this context, it must be mentioned that the Central Government provides short-term assistance to the States by way of availability of Central forces for quelling or preventing law and order breakdown in the State or for elections. As a long-term measure the States are regularly provided information and intelligence on the internal security situation in the country as well as the crime trends so that the Central - State co-ordination to tackle various situations is made possible by the State Governments.

Among other long-term measures, funds under the Modernisation of Police Force Scheme, for creation of India Reserve battalions and for Modernisation of jail Administration are provided to encourage the States to modernise their administrative infrastructure in keeping with the changing requirements. In addition, the State Governments are provided with professional assistance in modernising the police forces or in making them more efficient and effective through the attached offices of the Home Ministry, such as the Bureau of Police Research and Development, the National Crime Records Bureau, the National Institute of Criminology and Forensic Sciences, the Directorate General of Civil Defence and others. High level and specialised training to senior officers of the States is provided at the national and international levels through the Union Government. In addition the Govt. in letters and meetings has been continuously laying stress on sensitising the lower echelons of the police to the problems of the weaker sections and of violation of human rights. The Crime and Criminal Information System, costing about Rs. 25 crores and providing for computerised databases on crimes / criminals or properties through establishment of a computer in each of the districts of the country networked

to the State and Central levels as well as the police telecommunication project, costing about Rs. 152 crores and covering entire country through a satellite, are other examples of Central Intervention in improving policing in the country. Besides, the insistence of the Central Government with the Finance Commission paid off, in that the Commission has recommended an amount of Rs. 735.22 crores to the States for police training, modernisation of police forces, repairs and renovation of jail buildings, medical facilities in jails, etc. in the States.

On the question of attention to weaker sections and minorities, it was at the initiative of the Ministry of Home Affairs that the National Human Rights Commission had been set up in 1993. The monitoring of the crime trend in the country and the Home Ministry's interaction with the concerned Ministries such as the Ministry of Welfare, the Department of Women & Child Development and the Planning Commission facilitates their directing their funding and schemes to such areas which are more prone to crimes against the weaker sections.

Let me take this opportunity to assure the members of this august House that the Government is fully committed to provide security of life and property to the citizens of this country and I earnestly appeal to the members, non-governmental organisations, the media and other responsible elements to join hands, as in the past, with the Government in its efforts to improve the lot of the people in this country.

17.08½ hrs.

MOTION RE : CONSIDERATION OF THE DRAFT
AGRICULTURE POLICY RESOLUTION
AS MODIFIED — Contd.

[Translation]

*SHRI V.S. VIJAYARAGHAVAN (Palakkad) : Mr. Chairman, Sir, I thank you for giving me this opportunity to speak on the Agricultural Policy Resolution.

Indian National Congress, before independence, adopted two important economic policy resolutions, namely, Agricultural Policy and Industrial Development Policy Resolutions. At Lucknow Session of AICC, a resolution on Agrarian programme was adopted in 1936. In immediately after independence, the Parliament adopted officially a policy resolution on industries. It was in 1956 that Parliament adopted the industrial policy resolution and this industrial policy was amended from time to time and announced the same in Parliament on a periodical basis. But, unfortunately, only now, after almost half a century since independence, that a policy resolution on agriculture development is coming up for consideration before the Parliament. All I can say is that it is better late than never. I congratulate Dr. Balram Jakhariji, the Architect of the Agriculture Development Policy for taking the initiative to place the document on agricultural development policy before the Parliament now.

India is an agrarian economy. More than 70 per cent of the total population subsist on agriculture. Agriculture provides 30 per cent of our Gross National Income. But it is difficult to say whether or not due importance is being given to

agriculture.

Agriculture is a State subject. The architects of our Constitution wisely considered agriculture as a State subject as factors like Geographical conditions, climate and nature of soil vary from State to State. What is good for Nagaland may not be good for Kerala. What is good for Kerala may not be good for Bihar. So, it is impossible to have uniform programmes and projects for all States. My humble suggestion to the Hon. Agriculture Minister is that while giving final shape to the programmes and projects in the field of agriculture, the distinct characteristics of each State marked by the soil condition, climatic variations, availability or rainfall, proximity of the sea etc. have taken into account.

Mr. Deputy Speaker, Sir, it is true that the Agricultural Policy that is being discussed embraces all aspects of agriculture. But a clear picture of the programmes and projects that are to be implemented in various fields is not available. I also have a feeling that the present resolution consist mainly of those schemes which are already in existence.

As far as agriculture is concerned, investment is of utmost importance. But, one could observe that during the last decade the Government's share in the investment in the field of agriculture has been showing a falling tendency. The figures tell that the Governmental investment was Rs. 1796 crores in 1980-81 whereas it was only 1043 crores rupees in 1990-91. Taking into account the fall in the value of rupee in the interim period, one could see that this is too small an amount. It is to be borne in mind that no progress will be forthcoming in the fields of irrigation and agricultural research without adequate investment. It is everyone's knowledge that these sectors are of crucial importance to agricultural development. Therefore, I request the Hon. Minister to think in the line of formulating a long term plan for ten years for the overall development of these sectors.

On several occasions, I have had the privilege of bringing to the notice of this august House the plight of many irrigation projects which are not completed. Once again I feel it is my duty to request the Government to come forward with dynamism to complete the works of those irrigation projects. It is worth remembering that we have reached no where near the goal of irrigating the total agricultural land in the country. So far we have been able to irrigate only one third of the total agricultural land.

Mr. Deputy Speaker, Sir, let me make use of this opportunity to congratulate the Hon. Minister for his assurances that proper encouragement will be given to the field of export of agricultural products. Horticulture is a field which has got great potential for development. I am given to understand that in this field one hectare of land could yield an income of R. 5000 and more.

Another important field is that of agricultural research. ICAR is conducting a lot of research work in the field. The 'Green Revolution' launched by venerable Indiraji which triggered a revolution the field of foodgrain in our country was in fact the fruit of the researches conducted by Indian Scientists. We have eminent scientists like Swaminathan. But the amount spent by the Government for research is too small. I would say it is even less than one per cent. This is too small