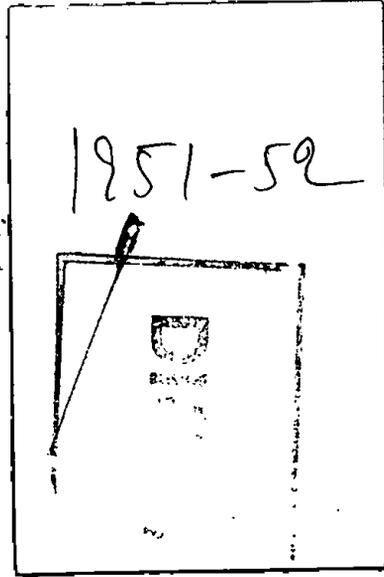


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REPORT

1951 — 1952



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THE MINISTRY OF HOME AFFAIRS

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INTRODUCTORY

The Ministry of Home Affairs is concerned with two broad groups of subjects, the first relating to Public Security and the second to matters connected with the Public Services. So far as the first group is concerned the constitutional responsibility for the maintenance of law and order in centrally administered areas vests in the Central Government but since the bringing into force of the Government of part C States Act, 1951, there has been in practice, greater devolution of authority. In Parts A & B States, however, the primary responsibility lies on the States themselves and the Government of India act in an advisory and co-ordinating capacity; they receive a stream of information from all over the country through numerous sources, put it together and advise the States from time to time on the main developments of All India interest in problems of Security. Of necessity, the bulk of the work done in the Political Section of the Home Ministry is of a highly secret character, and it would be contrary to public interests to give publicity to the work done in this branch. Section VI gives a bare recital of some of the major problems that were dealt with in the Political Section during the year under review.

2. In the field of Public Services the Government of India have, of course, no responsibility for purely State Services which are exclusively controlled by State Governments. They are responsible for Central Services, as well as certain All India Services—which are organised and maintained jointly on behalf of the Central and State Governments.

The most important among the All India Services are the Indian Civil Service and Indian Police, recruitment to which has now ceased; and the Indian Administrative Service and Indian Police Service which have been organised to take their place in future.

3. There are numerous central services required for manning the very large variety of posts under the different Ministries of the Government of India. The day to day administration of the individual services is vested in the individual Ministry concerned. The Ministry of Home Affairs is responsible for regulating all matters of general applicability to all the Services and maintenance of common standards of recruitment, discipline and conditions of services generally. This is subject, in respect of matters which have a financial bearing, to the responsibility of the Ministry of Finance. An account of the activities of the Ministry in the Services Division is given in Sections I—V.

INTRODUCTORY

The Ministry of Home Affairs continues to be concerned mainly with two broad groups of subjects, the first group relating to the Public Services and the second to Public Security.

There are numerous central services required for manning the very large variety of posts under the different Ministries of the Government of India. The day to day administration of the individual services is vested in the Ministries concerned. The Ministry of Home Affairs is responsible for regulating all matters of general applicability to all the Services and maintenance of common standards of recruitment, discipline and conditions of service generally. This is subject, in respect of matters which have a financial bearing, to the responsibility of the Ministry of Finance. As regards the All-India Services—which are organised and maintained jointly on behalf of the Central and State Governments—the Home Ministry is responsible not only for matters of a general nature, but also for their detailed application to individual cases. An account of the activities of the Ministry relating to Public Services is given in Sections A to E.

So far as the second group is concerned, the constitutional responsibility for the maintenance of law and order in centrally administered areas vests in the Central Government but since the bringing into force of the Government of Part C States Act, 1951 there has been in practice greater devolution of authority. In Parts A and B States, however, the primary responsibility lies on the States themselves and the Government of India play only an advisory and co-ordinating role; they receive a stream of information from all over the country through numerous sources, put it together and advise the States from time to time on the main developments of All-India interest in problems of Security. Of necessity, the bulk of the work done in this field is of a highly secret character, and does not lend itself to publicity through an annual report. Section F gives a bare recital of some of the major problems that were dealt with in the Political Section during the year under review.

There are also certain other subjects of general public interest dealt with in the Ministry such as President's and Governors' allowances and privileges, salaries and allowances of Ministers of the Union, Warrant of Precedence, National Flag of India, President's and Governors' Flags, National Anthem, Coat of Arms, Census and the administration of the Andaman and Nicobar Islands and Part C States of Delhi, Coorg and Ajmer.

REPORT OF THE MINISTRY OF HOME AFFAIRS
PART I—PUBLIC SERVICES

1. *Reorganisation of the Machinery of Government.*—In the Report for the year 1950-51 a statement was included showing a summary of the principal recommendations made by the Hon. Shri N. Gopaldaswami Ayyangar, Minister for Transport, in his report on the Reorganisation of the Machinery of Government, the decisions of the Cabinet thereon and the stage of their implementation as on 31st December 1950. The progress made during the year 1951-52 in regard to the more important items viz., preparation of Services (Organisation) Schemes, Establishment (Organisation) Schemes, the revision of the Rules of Business and the compilation of Manual of Office Procedure, is indicated in the following paragraphs:—

SECTION I—SERVICES ORGANISATION SCHEMES

2. The object and scope of the Service (Organisation) Schemes was explained in the last year's Report. The following further progress has been made during the year under review.

A—All-India Services

3. *The Indian Civil Administrative (Central) Cadre Scheme.*—In the review of the activities of the Home Ministry for the year 1950-51, a reference was made to the Central Cadre Scheme having been sanctioned by the Government. Steps for the implementation of the Scheme have since been taken. The Schedule of posts to be encadred in the Service has been prepared and circulated to the State Governments along with the "Rules" framed under the All-India Services Act, 1951, and will be published shortly. The work of selecting officers for quasi-permanent deputation to the Cadre has been entrusted to the Central Establishment Board to be presided over for this purpose by the Chairman, Union Public Service Commission as provided in the Scheme. The Establishment Officer who is the Secretary of this Board has taken the preliminary steps to collect all the material required for the selection. The work of selection has already been initiated and a meeting of the Central Establishment Board was held in this connection on the 20th March 1952.

4. *Progress of Recruitment to the IAS/IPS.*—The re-inforcement of the I.A.S. and I.P.S. Cadres of Part A States under the Emergency Recruitment Scheme and the Constitution of such cadres in Part B States under the I.A.S./I.P.S. (Extension to States) Scheme are now practically complete.

The Cadre position in the various States as it now stands after the implementation of the Schemes referred to are given in the statements below (i) for the Indian Administrative Service and (ii) for the Indian Police Service—

(i) INDIAN ADMINISTRATIVE SERVICE

Serial No.	Name of Cadre	Total Authorised strength of cadre.	Provisional additional quota for the centre pending the Constitution of the Central Cadre.	Total strength of ICS officers & listed post holders other than those permanently allotted to the judiciary.	Total No. of IAS officers recruited	Vacancies.	Vacancies earmarked provisionally for State Civil Service officers, (either in the normal course of promotion, or under special transitional arrangements in connection with the constitution of Cadres in Part B States & the Centre)	Net gap still unfilled
1	2	3	4	5	6	7	8	9
	<i>Part A States</i>							
1	Assam	42	2	15	21	8	6	2
2	Bihar	96	5	29	60	12	6	6
3	Bombay	110	3	53	48	12	12	...
4	Madhya Pradesh	73	10	30	49	4	4	...
5	Madras	151	18	59	87	23	23	...
6	Orissa	71	...	8	60	3	...	3

7	Punjab	48	3	29	21	1	1	...
8	Uttar Pradesh	190	10	62	118	20	20	...
9	West Bengal	98	13	51	51	9	9	...
<i>Part B States</i>								
10	Hyderabad	72	...	...	35	37	33	4
11	Madhya Bharat	36	...	...	14	22	19	3
12	Mysore	45	...	...	26	19	19	...
13	Pepsu	21	...	...	5	16	15	1
14	Rajasthan	71	...	...	28	43	29	14
15	Saurashtra	19	...	...	12	7	7	...
16	Travancore-Cochin	21	...	...	7	14	10	4
<i>Part C States</i>								
17	Vindhya Pradesh	24	...	...	9	15	6	9
TOTAL		1168	64	336	651	265	219	*46

* Exclusive of 38 officers appointed on the results of 1951 examination.

NOTE.—The vacancies mentioned in column 9 and such of those vacancies in column 8 as are not filled by the promotion of State Civil Service Officers will be filled in the next five years by increased intake on the results of the Annual Competitive Examinations held by the Union Public Service Commission.

(ii) INDIAN POLICE SERVICE

Serial No.	Name of State	Cadre Strength	Appointments made or offered	Vacancies	Vacancies earmarked provisionally for State Police Officers under special transitional arrangements in connection with the constitution of Cadres in Part B States	Resultant vacancies
<i>Part A States</i>						
1	Assam	29	21+(2)	6	...	6
2	Bihar	53	40+(3)	10	...	10
3	Bombay	76	57+(6)	13	...	13
4	Madhya Pradesh	59	41+(3)	15	...	15
5	Madras	72	57+(3)	12	...	12
6	Orissa	37	34+(2)	1	...	1
7	Punjab	57	49+(2)	6	...	6
8	Uttar Pradesh	126	95+(7)	24	...	24
9	West Bengal	85	†55+(5)	25	...	25
<i>Part B States</i>						
10	Hyderabad	53	31+(4)	18	5	13
11	Madhya Bharat	14	4+(1)	9	7	2
12	Mysore	24	10	14	12	2
13	PESPU	12	3	9	9	...
14	Rajasthan	65	†22	43	10	33
15	Saurashtra	13	3+(1)	9	1	8
16	Travancore-Cochin	11	3	8	5	3
<i>Part C State</i>						
17	* Vindhya Pradesh	13	2+(1)	10	...	10
TOTAL		799	567	232	49	183

* Cadre not yet constituted.

† Includes cases where offers of appointments have issued. The candidates if declared medically fit would join the training college in May—June 1952.

‡ Indicates number of candidates who will be appointed to the IPS shortly on the results of the 1951 competitive examination.

It will be noticed from the statements above that the net gap in the I.A.S. Cadres is negligible. The number shown in Col. 8 in statement (i) represents the gap expected to be filled by promotion of State Service officers. These officers are holding posts in the I.A.S. but have not yet been formally appointed to this Service. In some cases, proposals for such appointment are under consideration of the Union Public Service Commission. There are other cases where the work of the officers concerned is being watched. The question of their appointment to the I.A.S. will be taken up as soon as they are considered to be up to the requisite standard. After these appointments are made, there will be practically no further gap to fill. Thereafter the problem will be that of normal maintenance of the service.

The gap in the I.P.S. as will be seen from statement (ii) is much larger. This will require increased annual recruitment over a period of years. The possibilities of the over-aged open market are now exhausted. The action necessary for securing the requisite increased annual recruitment of the necessary quality is being studied.

5. *Training*.—During 1951 the I.A.S. Training School provided training for 29 regular recruits appointed to the I.A.S. on the results of the combined competitive examination held in 1950. They completed their training at the end of December 1951. A batch of 23 open market recruits to the I.A.S. joined the Training School early in January 1952 for intensive training of ten weeks. They dispersed at the end of March 1952 and another batch of 38 probationers recruited on the results of the Combined Competitive Examination held in September/October 1951 joined the School for training on 2nd April 1952. They will complete training by the end of this year. 34 candidates appointed to the I.P.S. on the results of the competitive examination received training at the Central Police Training College, Mount Abu. In addition, the college provided training for 7 emergency recruits to the I.P.S. A batch of 21 open market recruits to the I.P.S. joined the Training College early in January 1952. They will complete their training in June. A few more candidates selected by the Special Recruitment Board have been offered appointments to the I.P.S. Their training at the Central Police Training College would commence in May—June 1952.

6. *Gradation Lists of officers of the I.C.A. and I.P. Cadres*.—The I.A.S. and I.P.S. Cadres as at present constituted have, for reasons already mentioned, had to be reinforced from various sources. Each such cadre, therefore, has officers of the following categories:

- (i) Candidates who had rendered war service
- (ii) officers selected from the 'open market' under the Emergency Recruitment Scheme
- (iii) officers from the States Service selected under the Emergency

Recruitment Scheme (iv) State Service officers promoted to the I.A.S. and I.P.S. in the normal promotion quota and (v) officers appointed on the results of the Combined Competitive Examination held by the U.P.S.C. A problem arose as to how these officers recruited from so many different sources could be placed in a single gradation list. The work in this regard was started in 1949 and provisional gradation lists of Part A States were published in 1951. The officers borne on these lists were given an opportunity to represent, if they so desired, against the positions assigned to them in the Gradation Lists. The representations received from the officers have been examined in consultation with the U.P.S.C. and the final Indian Civil Administrative Gradation Lists of Part A States are being published. The gradation lists of the I.A.S. and I.P.S. officers of Mysore and Hyderabad have also been prepared and forwarded to the State Governments for comments. The work relating to the preparation of the I.A.S. Gradation Lists of other Part B States will be taken up shortly.

As regards the I.P.S., provisional graded lists on the same basis as for the I.A.S. have been called from the Governments of Part A States. These lists will be scrutinised by the Government of India and final lists in respect both of Part A and of Part B States are expected to be published in course of the year.

7. *All India Services Act, 1951*.—Article 312 of the Constitution provides for the establishment of All India Services common to the Union and the States. Services known at the commencement of the Constitution as the I.A.S. and I.P.S. are under this Article, recognised as All India Services created by the Parliament. The Article further empowers Parliament to regulate by law, the recruitment and the conditions of service of persons appointed to the All India Services. Under this provision Parliament passed in October last year the All India Services Act, 1951, authorising the Central Government to make rules, after consultation with the Governments of the States concerned, for the regulation of recruitment and conditions of service of persons appointed to an All India Service. The Act provides that all the rules made thereunder shall be laid before the Parliament and shall be subject to such modifications as Parliament may make.

Action has been initiated to frame rules. The following rules which were drafted in consultation with the Ministry of Law have been forwarded to the State Governments for their comments:—

1. I.A.S. (Cadre) Rules.
2. I.P.S. (Cadre) Rules.
3. I.A.S. (Recruitment) Rules.

4. I.P.S. (Recruitment) Rules.
5. I.A.S. (Probation) Rules.
6. I.P.S. (Probation) Rules.
7. I.P.S. (Uniform) Rules.

The framing of the other rules detailed below is in progress:—

- I.A.S. and I.P.S. (Medical Attendance) Rules.
- I.A.S. and I.P.S. (Pay) Rules.
- I.A.S. and I.P.S. (Leave) Rules.
- I.A.S. and I.P.S. (Provident Fund) Rules.
- I.A.S. and I.P.S. (Disciplinary, Control and Appeal) Rules.
- I.A.S. and I.P.S. (Conduct) Rules.
- I.A.S. and I.P.S. (Travelling Allowance) Rules.
- I.A.S. and I.P.S. (Pension) Rules.
- I.A.S. and I.P.S. (Seniority) Rules.

After these rules are framed, they will also be circulated to the State Governments for comments.

B—Central Services

8. *Central Secretariat Service*.—In the report for 1950-51, a reference was made to the selections by the Special Recruitment Board/Union Public Service Commission for appointment to Grade I of the Central Secretariat Service. Two further instalments of the recommendations of the Special Recruitment Board/Union Public Service Commission were received during the year under review. These recommendations are divided into the following groups:—

1. Fit for immediate confirmation as Superintendent.
2. Fit for confirmation as Superintendent after a period of probation.
3. Fit for confirmation as Assistant Superintendent and fit for trial as Superintendent.
4. Fit for confirmation as Assistant Superintendent.
5. Fit for trial as Assistant Superintendent; and
6. Not fit for appointments to Grades I—III of the C.S.S.

These groups contained respectively 119, 154, 240, 228, 239 and 690 names. [The sixth group was virtually a supplement to group (iv) mentioned in para. 7 under Part I-B (Central Services) of the review for 1950-51.] With the receipt of these two instalments of the recommendations of the Special Recruitment Board/Union Public Service Commission, the grading of 2039 'Departmental Candidates'

has been completed in accordance with the Central Secretariat Service (Re-organisation and Reinforcement) Scheme. Action has been initiated by the Ministry of Home Affairs to implement these recommendations. Orders have already been issued in most cases for confirmation of officers referred to in the first category in the grade of Superintendent. Orders regarding some of the officers of the second category for appointment on probation against substantive vacancies up to the number of permanent vacancies available have also been issued. Those in the higher categories who have not been confirmed as Superintendent as well as all officers placed in the third category referred to above have been confirmed as Assistant Superintendents. Officers in the fourth and fifth categories are for the present being appointed to officiate as Assistant Superintendents. Orders have also issued regarding the fixation of pay of officers who have had to revert from the grade of Superintendent to the lower grade of Assistant Superintendent. In fixing the pay in the lower grade, steps have been taken in consultation with the Ministry of Finance to ensure that the loss of pay is not unduly high so as to cause serious hardship.

As regards Grade IV (grade of Assistant), it was reported in the last year's review that the first of the two tests prescribed by the Central Secretariat Service (Reorganisation and Reinforcement) Scheme had already been held. The results of this test were received during the year under review. The second test prescribed under the Scheme was held at the end of December 1951. The results of this test are awaited. In the meantime, the Home Ministry have already announced that the first 400 successful candidates in the first test, would subject to the usual preliminaries being complied with, be confirmed in the grade of Assistant. Orders of confirmation have issued already in the majority of cases.

The Central Secretariat Service Scheme also provides for the confirmation of a limited number of Assistants in order of their seniority without a test. Preliminary scrutiny of the cases of persons *prima facie* eligible to be considered in this category has been completed and provisional lists of such persons, based on this preliminary scrutiny, circulated to the various Ministries, etc., for factual comments or objections.

9. *Central Secretariat Stenographers' Service Scheme.*—The Central Secretariat Stenographers' Service Scheme referred to in the last year's report has since been finally approved by the Cabinet. The main features of the scheme are as follows:—

- (i) The Service which the Scheme proposes to constitute is new only in the sense that for the first time it organises this group of officers in a homogeneous service. The

Scheme does not, however, create any new posts or even add to the existing number of posts for the manning of which a new Service is necessary. The existing posts of Stenographers in the Secretariat and the Attached Offices and certain posts of allied nature for which no recognised procedure of recruitment hitherto existed have been pooled together and encadred in the Service.

The Scheme provides for a service with three grades *viz.* Grades I, II and III. These grades are organized one above the other and a provision has been made for promotion of officers from a lower to a higher grade. Direct recruitment will be made only to Grade III on the basis of examinations to be held by the U.P.S.C. Promotion to higher Grades will be by selection with due regard to seniority. Ordinarily, on the completion of a minimum of four years' service an officer in Grade III will be eligible for promotion to Grade II. Subject again to a similar minimum of four years' service in Grade II, an officer of Grade II will be eligible for promotion to Grade I of the Service.

- (ii) Provision has been made in the scheme for the deputation of officers from the Stenographers' Service to the Central Secretariat Service and *vice versa*. An officer of Grade I of the Stenographers' Service may be deputed to hold a post of a Superintendent or an Assistant Superintendent in the Central Secretariat or one of the latter deputed to act as a Private Secretary to Secretary or a Joint Secretary which is normally held by a member of the Stenographers' Service. This provision for deputation is intended mainly to provide experience to members of one Service of work in posts encadred in the other Service. It has also the advantage of providing a wider field of choice to Secretaries in the matter of selecting their Private Secretaries.
- (iii) Finally, the scheme provides that after putting in a number of years in Grade I of the Stenographers' Service including at least two years on deputation to Central Secretariat Service a Grade I officer of this Service will be eligible for permanent absorption in Grade II of the Central Secretariat Service. The selection will be made on the recommendations of the U.P.S.C. On absorption in the Central Secretariat Service, the officer will be entitled to promotion to all the higher posts which are open to the members of the Central Secretariat Service.

This provision has been deliberately made in order to open up an avenue of promotion to members of the 'Stenographers' Service. Hitherto, such an avenue had been lacking and the Stenographers in the Secretariat and the Attached Offices had no definite prospects to look forward to beyond the posts of Private Secretaries to Secretaries to which they were sometime promoted.

Steps are being taken by the Ministry of Home Affairs for the implementation of the scheme and initial constitution of the Central Secretariat Stenographers' Service. Orders have already been issued for the confirmation of 67 Stenographers in Grade III of the Service on the results of the three qualifying tests held by the U.P.S.C.

10. *Central Secretariat Clerical Service (Reorganisation) Scheme.*

--This Scheme which was referred to in paragraph 9 of Part 1 of the Report for the last year, had to be held up during the greater part of the year under review pending a decision regarding the re-introduction of the grade of Upper Division Clerks in the Central Secretariat. This grade which was formerly known as the Second Division existed before the war but was discontinued in 1939. Its re-introduction was proposed under the Central Secretariat Clerical Service (Reorganisation) Scheme partly to meet the reduction in the number of Assistants proposed as an economy measure under the Central Secretariat Service Scheme and partly to provide a grade for the training of Lower Division Clerks before their promotion to the grade of Assistant. The question, however, whether such a grade was really necessary in the Secretariat set-up, was examined in the light of the review of establishments undertaken by the Home Ministry under orders of the Cabinet. It has now been decided that the grade of Upper Division Clerks should be introduced but that the strength of the grade should be determined in a sufficiently flexible manner so as to admit of such changes as may be required from time to time. The Central Secretariat Clerical Service (Reorganisation) Scheme has now been finally drafted in consultation, with all the Ministries of the Government of India, and particularly with the Ministry of Finance with regard to its financial implications. The scheme provides for a Service with two grades:—

Grade I:—Upper Division Clerks.

Grade II:—Lower Division Clerks.

Officers of both the grades will be Class III officers.

In the process of the initial constitution of the service, clerks who had officiated as Assistants/Upper Division/Second Division Clerks for a prescribed number of years will be eligible for appointment to Grade I of the service provided they are at least Matriculates. Confirmations will then be made on an all-Secretariat basis in the order of

seniority. Future recruitment to Grade II will be wholly on the basis of the examination to be held by the U.P.S.C. from time to time; and permanent vacancies in the authorised strength of Grade I will be filled in two ways. Half the number of vacancies in each Ministry will be filled Ministry-wise by promotion of permanent Lower Division Clerks, selection for promotion being made on the basis of merit with due regard to seniority. The other half shall be filled on the results of a combined competitive examination for Ministerial Services to be held by the U.P.S.C. Permanent Upper Division Clerks who have completed three years of service in the grade or in a higher grade will be eligible for promotion in the quota of vacancies reserved for promotion from the clerical grades to the grade of Assistant of the Central Secretariat Service. Promotions will be made on the basis of seniority subject to the rejection of unfit.

It is expected that the 'Scheme' will be ready for the final approval of the Government shortly.

11. *Other Services (Organisation) Schemes.*—The question of forming certain other Services is under consideration in consultation with the Ministries concerned.

✓ 12. *Secretariat Training School.*—This school was started in May 1948 pursuant to the recommendations of the Central Pay Commission for providing planned, purposeful and systematic training for all categories of ministerial personnel of the Government of India. The School is under the charge of a Director who combines the duties of a Deputy Secretary in the Ministry of Home Affairs. The teaching staff consists of two Instructors in civil and financial rules and procedure and allied matters and a Type-writing Instructor.

The training comprises instructions on office procedure and management, functions of the various offices, explanations of the Civil and Financial rules, etc. Besides giving training to Assistants and Clerks, the school has also undertaken to give training to the Superintendents and Assistants-in-charge. Educational and informative films are exhibited regularly by arrangement with the Ministries of Education and Information and Broadcasting and Foreign Embassies.

By the end of March 1952, training was given to a total number of 6277 Government servants as follows:—

- 600 in the refresher courses for Superintendents/Assistants-in-charge;
- 1695 in the refresher courses for Assistants;
- 154 direct recruits in the Assistant's grade;
- 10 direct recruits in the Assistant Superintendents' grades (Gazetted);

2000 special evening lectures for candidates who appeared in the U.P.S.C. Examination in December 1951 for confirmation in the grade of Assistants;

1818 routine grade clerks given instructions in type-writing by modern methods.

As in previous years, in the Refresher Courses for Assistants and Upper Division Clerks, in addition to the lectures on various subjects specified in the syllabus, a practical bias was given to the training imparted by giving trainees exercises on the subject-matter of their work in the Secretariat; and special lectures by Officers, specially invited for the purpose, on subjects of interest to the staff. Visits by the trainees to the Parliament, when in session, the National Archives of India, the Statistical Gallery of the Administrative Intelligence Room and regular exhibition of useful films by courtesy of the Ministries of Education and Information and Broadcasting and the foreign Embassies, were also arranged as a regular feature.

The programme of training of directly recruited Assistant Superintendents consists partly of intensive theoretical training and partly of comprehensive practical training in various Ministries.

For the benefit of such intending candidates for the Assistants' Examination (held by the Union Public Service Commission in December 1951) as had not previously received training in the Secretariat Training School, the School arranged eight courses of special lectures after office hours. About 2,000 Government servants in the aggregate attended these evening mass lectures.

During the year under report the Instructors visited the Sections in certain Ministries/Offices and submitted detailed reports on the procedural routine observed in those Sections. These visits have been found useful, in that they enable suggestions to be made for the removal of defects which come to notice during these visits.

SECTION II—ESTABLISHMENT (ORGANISATION) SCHEMES

13. The scope and purpose of Establishment (Organisation) Schemes were explained in the previous report. Briefly, these schemes are designed to prescribe a detailed layout for the internal organisation of different Departments of the Government of India and their attached and subordinate offices with a view to defining their functions and determining the numbers and grades of officers required for the due performance of the same. Though valuable information had been collected from the Ministries and Departments, a detailed examination could not be taken up because it was found necessary to await (a) the finalisation of regrouping of Ministries undertaken at the instance of the Cabinet; (b) the results of the economy measures undertaken with a view to cope with a temporary

emergency; and (c) Government decisions on the recommendations of the Estimates Committee which had made important recommendations on the organisational set up of the Ministries and cognate matters. Preliminary examination showed that since the volume and nature of work differed from Ministry to Ministry, it was not practicable to apply a rough and ready method of reduction in numbers and grades. *Ad hoc* reductions made in one or two Ministries without reference to a general basis on which staff was allowed to other Ministries were unlikely to lead to any appreciable and lasting results. What was required was, therefore, a substantial basis of uniformity in carrying out reductions.

After careful consideration it was decided that the actual staff required for a Ministry should be fixed after an objective examination had been made of its organisation by specially qualified officers of the Ministries of Home Affairs and Finance. Accordingly, in February 1952, a team consisting of a Joint Secretary and two Deputy Secretaries was appointed to conduct an "objective review" of the organisation of the various Ministries. This team is now engaged in a study of the requirements of the Ministry of Food and Agriculture. The work of detailed examination is by no means a simple one. It requires the officers to spend considerable time in studying the organisation of, and methods of work in, these Departments and their Attached and Subordinate Offices. The Ministry of Food and Agriculture has 7 Attached offices and 36 Subordinate offices, many of which are located at different stations. The review is, therefore, bound to take some time. It is, however, hoped that as a result of the enquiry conducted in the Ministry of Food and Agriculture, it would be possible to reach certain general conclusions on organisational and other matters which would help to expedite the reviews of other Ministries.

14. *Descriptive Memoirs*.—As a preliminary to the preparation of Establishment (Organisation) Schemes of the various Ministries/Departments, the Ministries/Departments, etc., were requested to supply the latest information with regard to their existing organisation to bring the Descriptive Memoirs up-to-date. The 1950 series of the memoirs was completed. The memoirs as on 30th June 1951 of the various Ministries/Departments are now being printed.

SECTION III—OTHER MATTERS RELATING TO PUBLIC SERVICES

15. *Communal representation in the Services*.—On the basis of the provisions of Articles 16, 335 and 336 of the Constitution, revised orders were issued in September 1950 providing for the

following reservations in favour of Scheduled Castes and Scheduled Tribes in the Central Services (including services and posts in Part C States):

	Scheduled Castes	Scheduled Tribes
When recruitment is made on an All-India basis by open competition (<i>i.e.</i> , through the U. P. S. Commission or on the basis of tests and selections arranged by other appointing authorities)	12½ per cent.	5 per cent.
When recruitment is made on an All-India basis otherwise than by open competition	16 2/3 per cent.	5 per cent.
Local Recruitment (<i>i.e.</i> , recruitment to vacancies for which only those residing in the area or locality in which the offices are situated are likely to apply).	Approximately the percentages of population of Scheduled Castes and Scheduled Tribes in that area or locality.	

These percentages have been fixed on an *ad hoc* basis and will, if necessary, be revised when the exact population figures of these Castes and Tribes at the Census of 1951 are available.

In the case of members of the Anglo-Indian Community the orders provide that the reservations which were in force in the Railway Services the Posts and Telegraphs Department and the Customs Department on the 14th August 1947, will be continued subject to the provisions of Article 336 of the Constitution.

The question whether reservations in Central Services should be provided for in respect of backward classes other than Scheduled Castes and Scheduled Tribes was considered and it was decided that the matter should be pursued further, if necessary, after the recommendations of the Commission to be set up by the President under Article 340 of the Constitution become available.

During the period under review detailed Supplementary Instructions governing the application of those orders have been issued. The salient features of those instructions are given below :

- (i) In order to give effect properly to the reservations for Scheduled Castes and Scheduled Tribes, model rosters for recruitment to the Services in which there are no reservations for Anglo-Indians were prescribed (a) for recruitment by open competition and (b) for recruitment otherwise than by open competition.
- (ii) In the case of recruitment to Services in which vacancies are reserved for members of the Anglo-Indian community, rosters will be drawn up by the Ministries concerned in consultation with the Ministry of Home Affairs.

- (iii) *If a sufficient number of suitable candidates of the communities for whom reservations are made are not available, the unfilled vacancies will be treated as unreserved, but a corresponding number of vacancies shall be reserved for those communities in the following year in addition to such number as would ordinarily be reserved for them that year. If suitably qualified candidates of the communities for whom the reservations are made are again not available to fill the vacancies carried forward from the previous year, the vacancies will be treated as unreserved and the reservations made in those vacancies will lapse.*
- (iv) A list of newspapers is given in which all vacancies in services and posts recruitment to which is made on an all-India basis should be advertised.
- (v) When a sufficient number of suitably qualified candidates of a particular community for whom reservations are made, is not likely to be forthcoming by advertisement alone, the local Head of the Department should consult the organisations which are recognised as representative of the community concerned. A list of organisations which are recognised as representative of the Scheduled Castes has been given. The functions of such organisations are to advise the candidates regarding vacancies reserved for the Scheduled Castes and not to press the claims of the individual candidates.
- (vi) The procedure to be followed for verifying the claims of candidates to be treated as belonging to (a) the Anglo-Indian Community and (b) the Scheduled Castes has been laid down.
- (vii) As the communal representation orders take long to produce the results aimed at when applied to individual posts or to cadres consisting of a few posts only, it has been provided that such posts which have similar status and salary should be grouped together and the orders referred to above should be applied to the groups so formed.
- (viii) The supplementary instructions also provide for the submission of annual communal returns in the prescribed form which will enable the Ministry of Home Affairs to keep a watch over the observance of the orders relating to the communal representation in the Services by all appointing authorities under the Government of India.

Under the communal representation orders referred to above, the maximum age limits prescribed for appointment to a service or post are increased by three years in the case of candidates belonging to the Scheduled Castes and Scheduled Tribes. A proposal to raise the maximum age limits by another two years (i.e. by five years in all) in the case of those candidates, with a view to secure increased representation of the Scheduled Castes and Scheduled Tribes in the Services is under consideration.

With reference to the constitutional position regarding the employment of Scheduled Castes, Scheduled Tribes and other classes of citizens in public Services, the Governments of Part 'A' and Part 'B' States have since been informed that the Constitution does not forbid reservations being made separately for Scheduled Castes and Scheduled Tribes and that such reservations are desirable if Government are to carry out the spirit of the obligation imposed on them by Articles 16(4) and 335 of the Constitution. The State Governments have been requested to review their orders relating to reservations in the services under their control so as to provide reservations separately for the Scheduled Castes and for the Scheduled Tribes in the State Services.

16. *Central Civil Services (Temporary Service) Rules, 1949.*— With a view to removing the grievances of temporary employees regarding the uncertainty of the period of their employment, disabilities in respect of leave terms and the absence of retirement benefits, the Central Civil Services (Temporary Service) Rules, 1949 were promulgated in March 1949. These rules provide for the grant of "quasi-permanent"—status to persons who have at least three years' service in a grade and otherwise qualified and suitable for continued retention in that grade. The grant of quasi-permanent certificate is subject to the concurrence of the Union Public Service Commission where consultation with that body is necessary in respect of direct recruitment to the grade. The rules approximate the conditions of service of quasi-permanent employees to those of permanent employees by enabling them to obtain the same treatment in the matter of security of tenure, allowances, leave and procedural safeguards in disciplinary matters as is admissible to permanent Government servants. Provision is also made for reserving a certain portion of permanent vacancies in future for the absorption of quasi-permanent employees. On such absorption the whole of the quasi-permanent service and half the preceding continuous temporary service will count for pension or other retirement benefits. Quasi-permanent employees are entitled to be retained in service in preference to purely temporary employees when there is a reduction in establishments. In the event of its becoming necessary to discharge them in spite of this preferential treatment a gratuity is payable to them.

According to the instructions issued by the Ministry of Home Affairs the recommendations of the appointing authority are referred to the Ministry of Home Affairs through the controlling authority in respect of the following two classes of cases:—

- (a) Those holding Class I and Class II posts, recruitment to which is made by, or with the concurrence of the Union Public Service Commission; and
- (b) Those holding ministerial posts in the Government of India Secretariat and Attached Offices, recruitment to which is made through the Ministry of Home Affairs and the Union Public Service Commission.

The Ministry of Home Affairs communicate their concurrence to the grant of quasi-permanent certificates only after consulting the Union Public Service Commission.

About 8,000 cases of temporary employees have so far been referred to the Ministry of Home Affairs for the grant of quasi-permanent certificates. Of these, about 7,000 after scrutiny have been either referred to the Union Public Service Commission or found ineligible and returned to the Ministries. The concurrence of the Commission in the issue of quasi-permanent certificates in respect of more than 3,000 temporary employees have been conveyed to Ministries for necessary action. The Commission have still under consideration the cases of more than 2,000 employees.

Quasi-permanent declarations in respect of other classes of temporary Government servants are issued by the appointing authorities with the prior concurrence of the Controlling Authorities. The Ministry of Home Affairs are not concerned in the matter. This Ministry had however asked the Ministries etc. to intimate the number of persons eligible for quasi-permanent declarations. From the replies received so far it is found that the number eligible for the issue of quasi-permanent certificates was about 20,000 and that more than 8,000 have actually been declared quasi-permanent by the Ministries etc.

Quasi-permanent declarations are issued only once a year from a crucial date i.e. 1st July of each year.

17. *Conduct of Government Servants during Election Tours of Hon'ble Ministers.*—Although the salutary principle that no Government servants should take any part in election campaign in the furtherance of candidature of any particular person or party is clearly embodied in the Government Servants Conduct Rules and also in the Representation of the People's Act, it was realised that some practical difficulties might arise in connection with the tours of Hon'ble Ministers who, even when engaged on election work,

could not entirely divest themselves of their official duties and responsibilities. Instructions were accordingly issued that, while continuing to make all normal arrangements for the protection of visiting Hon'ble Ministers and to enable them to discharge their official responsibilities, all Government servants should scrupulously avoid taking any part in organising and conducting election meetings addressed by the Hon'ble Ministers. Even attendance at such meetings was to be confined to such Government servants only as had to be present for the maintenance of order and protection of the Hon'ble Ministers.

18. *Subversive influences.*—The Civil Services (Safeguarding of National Security) Rules and ancillary instructions were promulgated in March and April 1949. These were designed for tightening up of the procedure so as to prevent the spread of subversive influences among public servants. The main features and advantages of these rules are that the elaborate enquiry prescribed by rule 55 of the Civil Services (Classification, Control and Appeal) Rules as also the reference to the U.P.S.C. have been dispensed with in respect of termination of service of employees who are reasonably suspected to be engaged in or associated with subversive activities. Such employees can be compulsorily retired on a proportionate pension after compliance with a simpler procedure which nonetheless gives them reasonable opportunity to show cause against such action and affords them full opportunity of defence. Action under the rules has not been taken except in a small number of cases, but their existence has strengthened the hands of the Government in dealing with subversive elements in public services. The promulgation of those rules, and action taken there under in a few cases of employees who were found taking part in subversive activities have had a salutary effect in checking disloyal activities among them. The promulgation in March 1949 at about the same time of the Central Civil Services (Temporary Services) Rules, which confer certain benefits on temporary employees, has also helped in this process, and in promoting a sense of greater security among them.

During the year 1951 action was taken under the Civil Services (Safeguarding of National Security) Rules, 1949 in ten cases. An abstract of those cases is given below :—

(1) Total No. of cases referred to the Committee of Advisers	10
(2) Cases in which termination of service under the Rules was recommended by the Committee	6
(3) Cases in which the Committee recommended dropping of the proceedings but desired that the employees concerned should be given warning	3
(4) Cases in which, on the ground of lack of sufficient evidence, the Committee recommended that the proceedings might be dropped	1

19. *Employment of Non-Indians.*—The policy of the Government of India regarding the employment of non-Indians under them has already been explained in the reviews for the previous years. Consistently with this policy, 55 sanctions were accorded to the appointment (including extensions of existing appointments) of officers on contracts to various posts most of which require specialised and technical qualifications or experience.

20. *Re-employment of superannuated persons and grant of extension of service.*—The existing policy in respect of grant of extensions to and re-employment of superannuated officers has been further tightened up and Ministries have been asked to send at least 6 months in advance any proposals in this behalf. Sanction was given during the year to re-employment of 196 superannuated officers (of whom 55 were technical and scientific personnel). 61 officers (of whom 23 were technical and scientific personnel), were also granted extensions of service.

21. *Appointments to Central and Railway Services.*—The report for 1950-51 indicated the procedure which is followed by Government in respect of allotment of candidates to I.A.S., I.F.S., I.P.S., and other Central Services as a result of the combined competitive examination held every year by the U.P.S.C. The number of persons appointed or proposed to be appointed to the various Services (excluding the I.A.S., I.F.S. and I.P.S.) on the results of the Combined Competitive Examination held in 1950 are as follows:—

Class I

I. A. & A. S.	26
I. D. A. S.	9
I. R. A. S.	7
I. C. & E. S.	2
I. T. O. S.	50
Indian Postal	3
T. T. & C. D.	6
M. L. & C.	3

Class II

M. L. & C. II	1
I. T. O. Class II	18
C. S. S. Grade III	9

22. *Rules of Business.*—A preliminary draft of the revised Rules of Business has been prepared and is at present under examination by a Committee of selected Secretaries.

23. *Secretariat Instructions.*—A preliminary draft of the Secretariat Instructions has been prepared and further action to finalise these instructions will be taken up as soon as the Rules of Business have been finalised.

24. *Manual of Office Procedure*.—A preliminary draft of the Manual of Office Procedure was prepared and has been circulated to all Ministries, Departments, etc. for their comments and suggestions. These have since been received and are at present under examination in the Home Ministry. The draft will be revised in the light of these comments after the Rules of Business and Secretariat Instructions have been approved.

SECTION IV—DISPLACED GOVERNMENT SERVANTS AND RETRENCHED PERSONNEL

25. (i) An account of the activities of this Ministry in connection with resettlement and rehabilitation and also the various concessions granted to the Displaced Government Servants and the Retrenched Central Government Servants is given in Section IV of the Report for 1950-51. Since then there has been no change in general policy of according employment assistance to such personnel.

(ii) (a) The relaxations in the age limit for appointment to Government service accorded to displaced persons and retrenched Central Government employees, which were referred to in the last Review, have been further extended till the 31st December 1952.

(b) It has also been decided in consultation with the Union Public Service Commission that the normal procedure of advertisement of posts by the Commission will be waived if suitable surplus/retrenched Central Government Officers are available. In pursuance of this decision a special organisation has been set up in the Central Co-ordination Office of the Directorate-General of Resettlement and Employment for assisting the surplus/retrenched officers in continuous service under the Central Government for at least six months and retrenched within a period of one year of their registration with the Employment Exchange. This organisation in effect functions as the Central Organization.

(iii) Personnel of the Indian Army, Navy and Air Force who have been retrenched or are likely to be retrenched have been accorded the same priority in the matter of employment assistance as is admissible to the surplus/retrenched Central Government employees and employment assistance is rendered to them through the Employment Exchanges/D.G., R. & E. State Governments have also been requested to absorb such personnel in suitable posts particularly in the Police, Excise, Forest, Home Guards, Watch and Ward Departments, etc., where their previous training and experience would render them specially suitable.

(iv) Another category of surplus personnel also came up for consideration during the year, viz., members of the staff taken over from former Indian States as a result of federal financial integration and found surplus. Such of them as were permanent before

integration, are accorded priority over the categories specified in paragraph 26 of Section IV of this Ministry's Report for 1950-51 and temporary staff found surplus rank with other temporary Central Government employees. It has also been decided that the re-absorption of such surplus staff will be subject to the same conditions *mutatis mutandis* in regard to qualifications, length of service, suitability, etc., as may be in force for the absorption of other surplus Central Government employees.

(v) On the closure of the Transfer Bureau in September 1949 the work of reshuffling displaced Government servants was taken over by the D.G.S. Section of the Ministry of Home Affairs with a view to make re-adjustments of such postings by the Transfer Bureau as were reported to be grossly under-placed, over-placed or mis-placed compared with the previous employments in Pakistan. In all over 1,500 cases were received from the Ministries and displaced Government servants themselves for consideration by the Reshuffling Committee. The Committee found 317 cases of under-placement and took steps as far as possible to re-post such officers to posts comparable with posts held by them in Pakistan. 26 cases of over-placements also came to notice. In the remaining 1,013 cases the Committee was of opinion that there was no gross disparity. Nevertheless 161 of these cases were circulated to other Ministries and also to State Governments for re-posting if possible.

(vi) Displaced Government servants from the N.W.F.P. made representations from time to time that they should be treated as Central Government servants who had opted for India. While this request could not be acceded to, it has been decided that steps should be taken to secure the maximum measure of equality as between displaced Government servants from Sind and from N.W.F.P., consistently with Government's responsibility towards other categories of Central Government servants and with due regard to financial limitations. As the scales of pay in N.W.F.P. were very much lower than in Sind, displaced Government servants from there were at a disadvantage in the matter of determining seniority which is fixed partly on the basis of pay drawn by them under the Provincial Government. In order to remove this disadvantage certain *ad hoc* orders granting weightages in pay and ignoring the 15 per cent. cut in pay imposed in N.W.F.P. have been issued.

(vii) The scope of the centralised procedure for the transfer of service records of the displaced Government servants referred to in last year's review was further extended to include the cases of the ex-employees of the Semi-Government and the Local Bodies.

(viii) The question of counting for pension the previous service of displaced Government servants who have found employment under the Government of India has been under negotiation with Pakistan since 1948. As these negotiations have not yet yielded any concrete results the question of making some payments to persons who retire in the meantime on the basis mainly of their length of service in India is under active consideration.

(ix) The Government of India have received a number of representations from former employees of the undivided Government of India who exercised a final option for service in Pakistan but were compelled by subsequent developments either to leave their posts in Pakistan or were prevented from joining their posts there. In order to consider the matter in all its aspects, factual data regarding the number of persons involved have been collected from such employees who were invited in a Press Note to furnish the necessary details and a final decision will be taken shortly.

SECTION V—THE UNION PUBLIC SERVICE COMMISSION

26. (1) The Union Public Service Commission is an independent statutory body whose composition and functions are regulated by the provisions contained in Chapter II of Part XIV of the Constitution. In fact, at the time of commencement of the new Constitution, a Central Public Service Commission had been in existence since 1926 when it was constituted in accordance with the provisions of Section 96-C of the Government of India Act, 1919. The main functions of the Commission are to serve as an independent and impartial agency (a) for selection of candidates for appointment to the public services by means of examinations, selections by interview and promotion, and (b) for advising Government on disciplinary cases and service matters generally.

(2) *Work of the Commission during the year 1951.*—At the beginning of the year the Commission functioned with the Chairman and five Members only. The sixth Member joined in April 1951. There was heavy work on recruitment; the Chairman and one of the Members of the Commission also remained pre-occupied with the work of the Special Recruitment Board in connection with emergency recruitment for the Indian Administrative Service, the Indian Police Service and the Indian Audit and Accounts Service and selections for the different grades in the Central Secretariat Service. The volume of work in all branches continued to increase.

Figures indicating the volume of work dealt with by the Commission during 1951 will be found in the Appendix.

x UPSC is not described as a statutory Body.

(3) *First report of the U.P.S.C.*—As required by clause (1) of article 323 of the Constitution, the U.P.S.C. presented the first report on its working, relating to the period from the 26th January, 1950 to the 31st March, 1951, during the year under review. The report together with a Memorandum explaining the reasons for non-acceptance of the advice of the Commission in certain cases was laid before Parliament in October 1951.

PART II—PUBLIC SECURITY

SECTION VI—Political

27. *Extension of the life of the Preventive Detention Act, 1950, for a period of one year—The Preventive Detention (Amendment) Act, 1951.*—The Preventive Detention Act, 1950 (Act IV of 1950), was due to expire on the 1st of April 1951. The Government of India in consultation with State Governments, came to the conclusion that it was necessary to extend the life of the Act for a period of one year. In doing so, opportunity was taken to liberalise the provisions regarding reference of cases of detenues to Advisory Boards. Sections 9 and 12 of the original Act which required such reference to be made only in a limited class of cases and provided for review by a judicial officer in the other cases were modified so that a reference to Advisory Boards became compulsory in all cases of preventive detention. It was further laid down that no person would be kept under detention unless, upon such reference, the Advisory Board reported within ten weeks of the detention that there was sufficient cause for detention. Another important amendment to the Act was the inclusion of a provision enabling Government to release detained persons on parole. A few minor amendments of a procedural or formal character were also carried out.

By virtue of the Preventive Detention (Amendment) Act, 1952, the life of the Preventive Detention Act, 1950, has since been further extended upto the 30th September, 1952.

28. *The Press (Objectionable Matter) Act, 1951.*—In the course of the debate in Parliament over the Constitution (First Amendment) Bill, both the Prime Minister and the Minister for Home Affairs explained that the Government did not want to impose any arbitrary restriction on the press and would replace the existing Press Law by a Bill which would discard all features that the Press could reasonably hold to be objectionable and would further give additional protection against capricious interference with the freedom of speech and expression as exercised through the press. In pursuance of this assurance, a Bill entitled the Press (Objectionable Matter) Bill, 1951, was introduced in and subsequently passed by Parliament. The Bill, the duration of which is limited to two years, received the assent of the President on the 23rd October 1951 and was brought into force on the 1st February 1952.

29. *Working of the press laws.*—The Government of India imposed a ban on the entry into India of two books entitled “Chander Mohini” and “Marka-e-Somnath”, printed and published in Pakistan. They also imposed a ban on the export out of India of certain pictorial reproductions of Pt. Jawahar Lal Nehru.

It was explained in paragraph 9 of Section V of the Review for the year 1949 that action against the Press is generally taken in consultation with the Press Advisory Committees and that in the Centrally Administered Areas such committees exist only in Delhi and Ajmer. In Delhi, during the period under review 8 newspapers and periodicals were warned for publication of objectionable matter and violation of the provisions of the Press and Registration of Books Act, 1867; one keeper of the press was warned. The printer and publisher of one paper was fined for publishing his paper without valid declaration. Editors of 2 papers and the author and publisher of a book were convicted for various terms under Section 292 I.P.C. for publishing obscene matter. The publication entitled “Burma Today” was declared to be forfeited by the Government of India.

SECTION VII—FOREIGNERS

30. *Policy governing the admission of foreign missionaries.*—The admission into India of foreign missionaries was being governed by regulations issued in 1940. In view of the changes that had taken place in India, these regulations had become somewhat obsolete and were, therefore, revised.

Previously, missionary societies were recognized on the recommendation of certain bodies in the U.K. and the U.S.A. These have now been replaced by the National Christian Council of India in the case of Protestant Societies and the Catholic Bishops' Conference of India in the case of Catholic Societies. Societies seeking recognition for work in India will, under the revised regulations, have to apply with full particulars of their existing and/or proposed activities through the appropriate ‘sponsoring authority’.

Admission of individual missionaries will be based on the general principles regarding the admission of foreigners. For instance, preference will be given to those whose service can be regarded as of definite advantage to India, e.g. skilled technicians, doctors, qualified nurses, teachers, etc. Those who have been in India previously will be admitted if they hold valid ‘no objection to return’ endorsements. If not, they will be allowed to come to India only if the necessity of their presence in this country is established.

Missionaries belonging to non-recognized societies will be admitted only if the necessity for their visit is clearly established and after financial guarantees on their behalf are furnished by some responsible person in India.

31. *Instructions regarding visas for foreigners proceeding to Goa.*—It has been found necessary, that foreigners proceeding to Goa with the intention of returning to India, should not be granted 'return visas'. Such persons will only be granted 'no objection to return' to India endorsements on the production of which the Indian Consulate-General, Goa, will grant them visas.

32. *Multi-journey visas for U.N. officials and officials of certain foreign countries.*—It has been decided that in the cases of visas granted to officials of United Nations coming to India on duty, the visas may be made valid for any number of entries into India during the period of their assignment.

Similar multi-journey visas will also be given, on a reciprocal basis, to officials in India of certain foreign countries and members of their families accompanying them.

33. *Application of regulations to personnel of foreign battleships.*—Officers and men of foreign battleships, the visit of which has been approved by the Government of India, will be permitted to land in India without being required to comply with the regulations relating to foreigners. This course has been adopted in order to accord with the international practice.

34. *Treatment of foreign officials.*—Under the Registration of Foreigners Act and Rules, 1939, foreigners exercising diplomatic functions, Consuls and Vice-Consuls and the wives and members of such persons are exempt from registration. It has been decided that such persons should not also be issued with residential permits if they enter India on 'duty' visas. In case they enter India on visas for specified periods, they are to be issued with residential permits for that period; if it transpires that they are to remain in India for a full term, their permits will be extended for 'duty' periods on application. Officials of foreign missions in India will be registered initially on their arrival in India but they will be exempted from registration on application after taking up their appointments. It has also been decided that foreign diplomatic and non-diplomatic officials will be allowed to retain their residential permits and registration certificates (in case where these have been issued) when they proceed on short visits abroad during the period of their duty in India.

35. *Entry of Kazaks.*—About four hundred Kazak refugees arrived on the Leh border some time ago. They were admitted on humanitarian grounds. They have been put in camps in the Kashmir State for the present. These Kazaks will be permitted to remain in India until circumstances become favourable for their departure from this country.

36. *Extension of regulations to Hyderabad.*—The Indian Passport Act, 1920, the Registration of Foreigners Act, 1939 and the Foreigners

Act, 1946 became applicable to Hyderabad only after the Part B States (Laws) Act, 1951, was enacted. In order to provide for uniformity of administration of the regulations throughout India, the Indian Passport Rules, 1950, the Registration of Foreigners Rules, 1939, the Registration of Foreigners (Exemption) Order, 1949 and the Foreigners Order, 1948 have been extended to Hyderabad by notification. Certain powers under these regulations delegated to other State Governments have also been delegated to Hyderabad.

37. *Amendment of the Registration of Foreigners Rules.*—In order to simplify the procedure for the registration of foreign tourists coming to India, it is proposed to introduce a new form for tourists. The provisions of the "residential permit" will also be incorporated in this form. The Government of India have agreed in principle to adopt the Embarkation/Disembarkation cards in respect of passengers, which have been recommended by the International Civil Aviation Organization in preference to other forms. It is proposed to replace the Schedules of passengers arriving in, and departing from, India, which are required to be furnished under the existing rules by these cards. The amendment of the Registration of Foreigners Rules, 1939, to bring into force the above changes is under consideration.

38. *International Conferences.*—Delegates from various foreign countries came to India to attend certain international conferences. Particulars of the more important of these conferences and countries attending them are indicated below:—

<i>Conferences, etc.</i>	<i>Countries</i>
3rd Session of the Indo-Pacific Fisheries Council.	Australia, Burma, China, Ceylon, France, Indonesia, Netherlands, New Zealand, Pakistan, Philippines, Thailand, U. K., U. S. A., Japan, Vietnam, Cambodia.
South East Asia Teachers Seminar	Burma, Ceylon, Indonesia, Iran, Pakistan, Malaya.
Regional Seminar on Labour Statistics	Burma, Ceylon, China, Vietnam.
U. N. Seminar on Youth Welfare	Burma, Ceylon, Afghanistan, Iran.

In addition to these a Trade Delegation from Iraq came to India for negotiations. A Chinese Cultural Mission came to India as guests of Government.

Contingents of athletes from various Asian countries came to India to take part in the First Asian Games held in New Delhi in February 1951. A Japanese hockey team also came to India to play at various centres in the country.

39. *Indian Citizenship Law.*—A tentative draft of a Bill providing for acquisition and termination of citizenship and all other matters regarding citizenship in India has been prepared at the departmental level.

40. *Jews returning from Israel.*—A number of Jews emigrated from India to Israel on the founding of that State. With the passage of time some of them started thinking of returning to India on the ground that life in that country was very rigorous. After careful consideration it was decided that such of these Jews as were in fact Indians but left for Israel because of their Jewish faith might be permitted to return to India and granted suitable travel documents for that purpose, provided they produced positive evidence of their Indian nationality, e.g., possession of either Indian passports or some other document to show that they were of Indian stock. As regards others, it was decided that their cases should be considered on individual merits.

41. *Recoveries from foreign Governments.*—(i) The Government of Malaya have met in full our claims for maintenance and repatriation of internees for which bills had been presented to that Government.

(ii) During the year under review, bills for Rs. 6,35,114 on account of the cost of repatriation of internees have been presented to the Governments of the United Kingdom, Burma, Ceylon and Aden. The Government of United Kingdom have also been presented a bill amounting to Rs. 9,18,560 on account of rent due from them in respect of some of their internees. In addition, a sum of Rs. 10,74,531 on account of maintenance and repatriation of internees received from Netherlands is due from that Government. Bills for this amount have been duly presented to the Government of Netherlands and the matter is being actively pursued with them.

42. *Disposal of Internment Camps.*—The Camp buildings at Dehra Dun have been placed at the disposal of the Uttar Pradesh Government. On the vacation by the refugees of the Deoli Camp temporary buildings, which were constructed during the last War to house internees, it was examined whether these buildings could be utilised for some other purpose. Various schemes and proposals were considered but the place was not found suitable. The Central Public Works Department and the Chief Commissioner, Ajmer have, therefore, been asked to arrange for their disposal as early as possible, to avoid any further expenditure being incurred on their maintenance.

SECTION VIII—POLICE ESTABLISHMENTS AND CONNECTED MATTERS; ADMINISTRATION OF ARMS ACT AND RULES

43. *Strength of the Police in Part A States and the States of Ajmer, Coorg, Delhi and Andaman Nicobar Islands.*—The strength of the Police forces in these States has generally remained of the same order

as before, except for small readjustments in a few of the States. As before, the State Governments were assisted by this Ministry in the procurement of arms, ammunition and wireless equipment for their police forces.

44. *Home Guards and analogous forces.*—The latest figures of the strength of Home Guards and analogous forces as on 30th June 1951 are given below :

1. Bihar	5,636
2. Madhya Pradesh	11,573
3. Bombay	3,51,618
4. Punjab	970
5. West Bengal	6,624
6. U. P.	5,85,031 (as on 30th June 1950).

Assam and Madras have disbanded their Home Guards. There has been a decrease in the strength of Home Guards in all the States.

45. *Police in the States of Delhi and Ajmer.*—In paragraph 54 of the Report of this Ministry's Activities for 1950-51, mention was made of the Scheme for the Reorganization of the Delhi Police, to be implemented over a period of years. The first phase of the reorganization scheme has already been given effect to; the rest of the scheme was deferred on the advice of the Standing Finance Committee. The need for reinforcing the Delhi Police has been pressing, and the question of implementing the subsequent phases of the scheme has been taken up for consideration. Meanwhile, in accordance with general policy of Government certain posts sanctioned temporarily from year to year, but considered to be essential and permanent requirements, have been converted into permanent posts.

The scheme for the reorganisation of the Ajmer Police has not been proceeded with, due to financial stringency.

46. *Special Armed Police Forces Bill.*—It is proposed to undertake legislation to make the members of Special Armed Police forces of any Part A State or Part B State, (other than Jammu and Kashmir), while serving in another such State subject to the same liabilities to which they were subject to under the law of their parent State. A draft Bill for the purpose has accordingly been drawn up and circulated to the State Governments concerned for their views.

47. *Administration of the Indian Arms Act and Rules.*—The Indian Arms Act, 1878 was extended to all Part B States with effect from the 1st April 1951 by the Part B States (Laws) Act, 1951. The question of extending the Rules made under the Act to all Part B States (except Jammu and Kashmir) is under active consideration in

consultation with the State Governments. The Indian Arms Rules, 1924 have been replaced by the Indian Arms Rules, 1951 which were published on the 18th August, 1951 and came into force with immediate effect.

The desirability of the establishment and growth of rifle clubs in the country was impressed upon the State Governments. They were requested to afford all possible assistance to such clubs. The Government of India on their part have agreed to necessary training being given to members of such clubs by army personnel where it is not possible for the local police authorities to afford this facility.

Though it has been decided to undertake manufacture of arms and ammunition of popular types for civilian licencees in Government ordnance factories, technical details for implementing the decision have not yet been finalised. In the meantime the system of distributing arms imported from abroad by private dealers as equitably as possible among the various States is being continued.

48. *Criminal Tribes*.—As stated in the Report for the year 1950-51, the Criminal Tribes Act Enquiry Committee concluded their work and submitted a report in the beginning of November, 1950. The Committee's recommendations were circulated to the States. The main recommendation of the Committee was that the Criminal Tribes Act, 1924 should be repealed and replaced by a Habitual Offenders Act. In accordance with this recommendation, the Criminal Tribes Law (Repeal) Bill, 1952 was passed during the past Session of Parliament. According to this Act, the Criminal Tribes Act, 1924 and every other law corresponding thereto in force in any State or part thereof shall stand repealed on the 31st August 1952. This Ministry have also suggested to the State Governments to take early steps to enact a measure to deal with habitual offenders. The Madras Restriction of Habitual Offenders Act has, with suitable modifications, been extended by modification to the States of Delhi and Ajmer. It is proposed to extend this Act (or the Bombay Act) similarly to other part C States. A model all-India Habitual Offenders Bill is also being prepared.

An interest free loan of Rs. 25,000 (to be spread over a period of 5 years) has been granted to the Criminal Tribes Welfare Board, New Delhi to aid and encourage them in their welfare activities in the Andha Mughal Reclamation Colony, Delhi.

49. *Directorate of Co-ordination (Police Wireless)*.—The inter State Police Wireless system has since been extended to Part B States. Out stations have been installed at Shillong, Calcutta, Patna, Cuttack, Nagpur, Simla, Ajmer, Bangalore, Rewa, Bhopal, Bhuj, Patiala and Agartala. Installation of such stations at other places is being expedited and it is hoped to complete the net work by the end of this year.

50. *Delhi Special Police Establishment.*—The Delhi Special Police Establishment has continued to do useful work and the following comparative figures give an idea of its activities during the past year:—

	1950	1951
1. No. of cases registered	492	274
2. No. of cases sent up for trial	276	242
Convictions	154	116
Pending	317	303
Acquittals	130	130
3. No. of cases reported for departmental action	166	136
Punished—departmentally	41	66
Pending	170	153
Exonerated	37	59
4. No. of cases under investigation	321	101
5. No. of cases ready for prosecution	*2	11
6. No. of cases pending departmental or Government sanction for prosecution	—	27
7. No. of cases dropped	102	135
8. Fines imposed	Rs. 597,665	Rs. 298,814

(N. B.—The figures at items 2—8 above includes cases which were registered prior to 1951.)

Comparative strength of the Delhi Special Police Establishment for the years 1950 and 1951.

Posts	1950	1951
Inspector General	1	1
Assistant Inspector General	1	1
Administrative Officer	1	1
Superintendent of Police	6	6
Deputy Superintendent of Police	13	12
Legal Adviser	1	1
Public Prosecutors	4	5
Inspectors	43	41
Prosecuting Inspectors	11	10
Sub-Inspectors	61	54
Prosecuting Sub-Inspectors	9	9
Assistant Sub-Inspectors	24	22
Head Constables	33	34
Foot Constables	276	278
Ministerial Staff	152	148
	636	623

The cost of the Delhi Special Police Establishment during the financial years 1950-51 and 1951-52 is as given below:—

1950-51

1951-52.

Rs. 20,84,000 0 0 Rs. 19,44,325 0 0

- (1) *Anti-Corruption Committee.*—The Committee which was constituted to review the working of the Prevention of Corruption Act, 1947 (Act II of 1947) and to make recommendations with regard to any improvement that may be considered necessary in the law as well as in regard to the machinery for enforcing it, and to assess the amount of success achieved by the Special Police Establishment in combating corruption and to make recommendations regarding the continuance, strengthening curtailment or abolition of the S.P.E., has submitted a report on which action is being taken by this Ministry. A Bill for enacting amendments of the criminal law and procedure proposed by the Committee is under preparation and it is expected to introduce it in the current Session of Parliament.
- (2) *Extension of the Prevention of Corruption Act, 1947.*—The period of operation of Section 5(2) of the Prevention of Corruption Act, 1947, has been extended for five years from the 10th March 1952 *vide* Act II of 1952.
- (3) *Question of abolition or retention of the S.P.E.*—During the year 1951 the question arose as to whether this organisation should be abolished or retained. The matter was taken up with all Ministries of the Government of India and it was finally decided that as the organisation was doing useful work it should be retained. The Committee mentioned in para. 50(1) above have also endorsed this view.
- (4) *Recruitment Rules for various posts.*—The recruitment rules for the various posts in the S.P.E. are being framed in consultation with the U.P.S.C. The following posts are covered by the Ministerial Establishment (Recruitment, Promotion and Seniority) Rules or are included in the Central Secretariat Service (Re-organisation and Reinforcement) Scheme, the C.S.S. (Steno) Scheme or the C.S.S. (Clerical) Scheme of the Government of India:—
 - (i) Administrative Officer to the I.G., S.P.E.
 - (ii) Office Superintendent (to be designated as Assistant Superintendent).
 - (iii) Three Assistants at Headquarters.

- (iv) All posts of clerks at Headquarters.
 - (v) All posts of stenographers at Headquarters.
 - (vi) All class IV posts at Headquarters.
- (5) *Re-organisation of the S.P.E.*—The re-organisation of the S.P.E. under the Re-organisation scheme is also under consideration.

51. *Intelligence Bureau.*—There has been considerable expansion in the activities and strength of the Bureau during the year 1951. The question of making permanent a certain percentage of the temporary posts in the Bureau (both at the headquarters and at out-stations) is being examined. The re-organisation of the Bureau itself is also under consideration.

52. *Central Police Training College, Abu.*—This institution continued to do useful work during the year 1951. As against 68 I.P.S. Probationers who completed their training at the Central Police Training College, Abu, in 1950, 41 (including 7 Emergency Recruits) completed their training during the year 1951.

During the year 1951 the institution started the Central Police Training College Co-operative Stores Ltd. for the benefit of the I.P.S. Probationers undergoing training in the College as well as the members of the staff. For the running of the Co-operative Store, the Government of India have granted a loan of Rs. 20,000 at 3½ percent interest. The strength of the College has remained practically same as before. The question of making permanent the posts in the College, which are now on a temporary basis being sanctioned from year to year, is under consideration.

SECTION IX—JUDICIAL

53. *Circuit Bench of the Punjab High Court at Delhi.*—With the setting up of a Circuit Bench of the Punjab High Court at Delhi a long standing demand of the citizens of Delhi has been met. The delay was due to lack of suitable accommodation. But Udaipur House situated in Rajpur Road, Old Delhi, was eventually secured for the purpose. The Bench started functioning from the 25th February 1952.

54. *Legislation.*—(a) During the period under review the following Bills (concerning this Section) were enacted by Parliament:—

- (i) *Bill to amend the Delhi Laws Act, 1915.*—The object of the Bill was to provide for the repeal of the Agra Tenancy Act, 1901, in its application to the Shahdara Ilaqua of Delhi State, and for the extension of the U.P. Tenancy Act, 1939, to that area.

- (ii) *Bill to amend the Code of Criminal Procedure, 1898.*—The object of this measure was to extend the Code of Criminal Procedure to all Part B States, except the State of Jammu and Kashmir, so as to provide a uniform procedure for the trial of criminal cases throughout the territory of India.
- (iii) *The Jallianwala Bagh National Memorial Bill, 1951.*—This Bill provides for the erection and management of the National Memorial erected to perpetuate the memory of those killed and wounded in April, 1919, in Jallianwala Bagh, Amritsar.
- (iv) *The Companies (Donations to National Funds) Bill.*—The purpose of this Bill is to enable Companies to donate to the Sardar Vallabhbhai Patel Memorial Fund and other funds declared to be funds of national importance by the Central Government.
- (v) *The Punjab State Legislature (Delegation of Powers) Bill, 1951*—was passed enabling the President to make laws for the State of the Punjab during the emergency when the administration of the State became the direct responsibility of the Centre.
- (vi) *The Contempt of Courts Bill*—to re-enact and consolidate the law of the Contempt of Courts.
- (vii) *Bill to amend section 527 of the Code Criminal Procedure*—so as to vest in the Supreme Court the power of transferring cases from one High Court to another.
- (b) Under the powers conferred by the Punjab State Legislature (Delegation of Powers) Act, 1951, the following laws were enacted by the President:—

Serial No.	Name of the Act	Object of Legislation.
1	The Punjab Security of the State Act, 1951.	To provide for special measures to prevent activities prejudicial to the security of the State or the maintenance of public order.
2	The Punjab Tractor Cultivation (Recovery of Charges) Amendment Act, 1951.	To enable the refugee cultivators to pay the tractor cultivation charges in one or more annual instalments.
3	The Punjab Requisitioning of Immoveable Property (Amendment and Validation) Act, 1951.	To validate requisition and acquisition of certain immoveable property made under the East Punjab Act No. XVIII of 1948.
4	The Punjab Tenants (Security of Tenure) Amendment Act, 1951.	To reduce the limit of ownership of land under the provisions of the Punjab Act XXII of 1950 from 200 ordinary acres or 100 standard acres of land to 100 ordinary acres or 50 standard acres, respectively, and to enhance the minimum period of tenancy from four to five years.

Serial No.	Name of the Act	Object of Legislation
5	The Punjab District Boards (Amendment) Act, 1951.	To provide for the election of the chairman and elected members and other allied matters.
6	The Punjab Small Towns (Amendment) Act, 1951.	To enable the Government to convert municipal committees into town committees and dispose of the assets and liabilities of such municipal committees.
7	The Punjab Occupancy Tenants (Vesting of Proprietary Rights) Act, 1951.	To vest proprietary rights in occupancy tenants and to provide for the payment of compensation to landlords whose rights are extinguished and certain other consequential and incidental matters.
8	The Punjab Abolition of Ala Malikiyat and Talukdari Rights Act, 1951.	To abolish the rights of superior proprietors and to confer full proprietary rights on inferior proprietors in land held by them, and to provide for payment of compensation to superior proprietors whose rights are extinguished.
9	The East Punjab War Awards (Amendment) Act, 1952.	To provide for the recognition of the rights of all persons belonging to undivided Punjab for the award of jagirs under the East Punjab Act XXII of 1948.
10	The Punjab Cotton (Prevention of Adulteration) Act, 1952.	To provide for the prevention of adulteration of cotton, which is ginned or pressed in a cotton pressing or cotton ginning factory.
11	The Punjab Betterment Charges and Acreage Rates Act 1952.	To provide for the levy of betterment charges and acreage rates on lands included in any irrigation scheme which has come or comes into operation after the 15th August, 1947.
12	The East Punjab University (Amendment) Act, 1952.	To enable the graduates of the Punjab University at Lahore to enrol themselves in the register of graduates of the Punjab University if they had passed the examination before 1948.
13	The Capital of Punjab (Development and Regulation) Act, 1952.	To provide for the development and regulation of the new Capital of Punjab at Chandigarh and to provide for the amenities in the Capital pending the constitution of a local body in Chandigarh.
14	The Punjab Tobacco Vend Fees Act, 1952.	To provide for the withdrawal of exemption from Sales tax on manufactured tobacco as defined in the Tobacco Vend Fees Act, 1934.

55. *Extension of laws to Delhi and Ajmer.*—The following laws were extended to the States of Delhi and Ajmer under section 2 of the Part C States (Laws) Act, 1950, during the period under review:—

Serial No.	Name of the Act	State to which extended	Object of Legislation
1	The Punjab Tenants (Security of Tenure) Act, 1950.	Delhi . .	To provide for security of tenure for at least 4 years to tenants-at-will.
2	The East Punjab Holdings (Consolidation and Prevention of Fragmentation) Act, 1948.	Delhi . .	To provide for the compulsory consolidation of agricultural holdings and preventing the fragmentation of agricultural holdings.
3	The Bengal Finance (Sales Tax) Act, 1941.	Delhi . .	To provide for addition to revenues of Delhi and for this purpose to impose a general tax on the sales of goods.
4	The Court Fees (East Punjab Amendment) Act, 1949.	Delhi . .	To provide for additional revenues for the State and for this purpose to enhance the rates of court fees and stamp duties on certain documents.
5	The Indian Stamp (East Punjab Amendment) Act, 1949.	Delhi . .	
6	The U. P. Village Abadi Act, 1948.	Delhi . .	To regulate in certain respects the relations between the landlords and the house owners in the village abadis in the State.
7	The Madras Livestock Improvement Act, 1940.	Delhi . .	To provide for the improvement of the livestock in the State of Delhi.
8	The East Punjab Tractor Cultivation (Recovery of Charges) Act, 1949.	Delhi . .	To provide for the cultivation of certain areas by means of tractors provided by Government and for the recovery of charges in respect of such cultivation.
9	The East Punjab Agricultural Pests, Diseases and Noxious Weeds Act, 1949.	Delhi and Ajmer.	To provide for the prevention of the introduction, spread and re-appearance of insect pests, plant diseases and noxious weeds injurious to crops, plants and trees.
10	The East Punjab Improved Seeds and Seedlings Act, 1949.	Delhi . .	To provide for the use of pure and certified seeds and seedlings of the improved varieties crops.
11	The East Punjab Reclamation of Lands Act, 1949.	Delhi . .	To provide for the reclamation of lands in certain areas.
12	The Madras Habitual Offenders Act, 1948.	Delhi and Ajmer.	To make provision for restricting the movements of habitual offenders; for requiring them to report themselves and for placing them in settlements.

56. *Mercy Petitions.*—Under article 72 (c) of the Constitution the President has powers to suspend or commute the sentence of death passed in the territory of India. 210 petitions for mercy were received from condemned prisoners during the year 1951. The President commuted the sentence of death to transportation for life in 87 cases and in one case to 10 years rigorous imprisonment. The other petitions were rejected.

SECTION X.—CENTRALLY ADMINISTERED AREAS, CENSUS AND MISCELLANEOUS.

57. *Constitutional Reforms in the States of Delhi, Ajmer and Coorg.*—Parliament enacted the Government of Part C States Act, 1951, with the object of setting up Councils of Ministers in Delhi, Ajmer and Coorg (and some other Part C States) to aid and advise the Chief Commissioners in the discharge of their executive functions. In pursuance of the provisions of this Act, elections to the proposed Legislative Assemblies were completed and Councils of Ministers set up in the States of Delhi and Coorg from the 17th March 1952 and in the State of Ajmer from 24th March 1952. The Councils for Delhi and Ajmer consist each of three Ministers (including the Chief Minister) while that for Coorg of only two Ministers. Rules of Business for these three States have been framed. As the Legislative Assemblies of these States could not meet in time to pass the budget estimates, the Chief Commissioners of Delhi, Ajmer and Coorg have been empowered by the President to authorise expenditure from the consolidated funds of the States to cover expenditure for the first four months of the year 1952-53.

58.—ANDAMANS AND NICOBAR ISLANDS

(1) *Budget.*—A provision of Rs. 1,22,17,000 was proposed under Grant No. 58-Andaman and Nicobar Islands for the financial year 1951-52. As a result of economy cuts, however, the actual budget grant for 1951-52 was reduced to Rs. 1,17,43,000.

For the financial year 1952-53 a provision of Rs. 1,27,96,700 has been made. The receipts for the year 1952-53 are expected to amount to Rs. 1,61,39,000.

A provision of Rs. 5,70,000 has been made under Grant No. 120-Capital Outlay of the Ministry of Home Affairs, as shown below:—

Grant No. 120-Capital Outlay of the Ministry of Home Affairs—

	Rs.
Purchase of Stand by set for Power House at Port Blair.	6,00,000

Supply of consumer and other Stores in Andamans—

Gross expenditure	17,70,000
Suspense	(—) 30,000
Deduct—recoveries	(—)17,70,000
Total	5,70,000

(2) *Rehabilitation of Displaced Personnel.*—During 1951, 78 displaced families comprising 304 persons, were sent to the Andamans. The concessions sanctioned for them were as follows:—

- (i) A building plot measuring .33 acre for each family.
- (ii) An *ad hoc* lump sum maintenance allowance at the rate of Rs. 30 per adult and Rs. 15 per child (12 years or below) upto a maximum of Rs. 100 per family.
- (iii) A house building loan of Rs. 900 for each family.
- (iv) A small trade loan of Rs. 500 per family.

Some families were allowed to settle as agriculturists and were given agricultural land.

(3) *Five-year plan for Development and Colonization of the Andaman and Nicobar Islands.*—In pursuance of a Cabinet decision, an inter-departmental Committee including representatives of the Ministries of Home Affairs, Agriculture, Rehabilitation, Finance and Commerce and the Scientific Research Department was set up in 1949 to consider the question of colonizing and developing the Andaman and Nicobar Islands. The Committee, in the first instance, sent a party of experts to the Islands to collect suitable data for the purpose of drawing up a scheme of colonization and development. On the basis of the reports submitted by the experts a five-year plan for the Islands was prepared by the inter-departmental Committee and submitted to the Cabinet for their consideration. The plan has since been approved by the Cabinet.

The five-year plan envisages clearing of 20,000 acres of forest land in the Andamans through the agency of the Andamans Forest Department. This land will be cleared of all tree growth and uprooted of stumps, i.e. made absolutely clear for cultivation. The land so cleared will be made available for paddy cultivation to about 4,000 agriculturist families for settlement in the course of five years. In addition to the 20,000 acres of cleared paddy land, a similar extent of hilly land will be made available to the settlers for being utilised as homestead land, fruit and vegetable garden and pasture for cattle. The settlement will be on a cooperative rather than on an individual basis. It has also been proposed that development in the

Andamans should be coordinated with the scheme for having townships under a new development programme drawn up by the Planning Commission.

The plan envisages buildings of roads, schools and dispensaries, augmenting of police and revenue staff and provision of other administrative facilities. The total cost of the scheme, i.e. both disafforestation and development, is estimated at Rs. 403 lakhs and the anticipated revenue Rs. 380 lakhs, entailing a net outlay of Rs. 23 lakhs over five years. These figures are exclusive of recoverable advances of Rs. 80 lakhs at the rate of Rs. 2,000 per family. It is expected that the scheme will result in increase of food production by two lakh maunds of rice per year; improvement in local labour supply position and all round increase in general revenues e.g., Customs, Excise etc. etc.

Work on the scheme is expected to start in the near future, as soon as necessary procedural formalities have been complied with.

(4) *Advisory Council*.—The following persons were appointed as members of the Advisory Council for the Andaman Islands to be associated with the Chief Commissioner in the discharge of his administrative functions:—

- (i) Mr. Akbar Ali.
- (ii) Mr. K. S. Govindarajulea.
- (iii) Mr. Venkatagiri.
- (iv) Mr. Narayan Chandra Dutta.
- (v) Mr. Attam Lachman.

Later on Mr. Edwin Monin was appointed as member of the Council upto 31st March 1952, *vice* Mr. Narayana Chandra Dutta who resigned.

The following persons have been nominated to reconstitute the Advisory Council for the Andaman Islands with effect from the first April 1952 for a period of one year:—

- (i) Sri Attam Lachman.
- (ii) Mr. Edwin Monin.
- (iii) Hajee Subhan Ali.
- (iv) Sri Brij Lal.
- (v) Sri Bal Krishna Gupta.

(5) *Special trip to Little Andamans and Nicobar Islands*.—A special trip to Little Andamans and the Nicobar Islands was made in the second half of February 1951, by the Chief Commissioner and certain other officers of the Administration. During their visit large quantities of building material and stores were landed at Nancowry

to complete the construction of a hospital and medical quarters. Some stores and building material were also landed at Great Nicobar for the construction of a Police Outpost, Wireless Station and a Dispensary.

(6) *Documentary film on the Andaman and Nicobar Islands.*—At the request of the Ministry of Home Affairs, the Ministry of Information and Broadcasting sent a Film Unit to the Islands. The Unit produced a Documentary Film, since released for general publicity, depicting life in the Andaman and Nicobar Islands.

(7) *Improvement of Livestock and Reorganisation of Dairy Farm.*—Sardar Datar Singh, vice-Chairman of the Indian Council of Agricultural Research and Dr. Kothavalla, Director of the Dairy Research Institute, Bangalore, paid a visit to the Andamans. As a result of their visit steps are being taken to reorganise the Dairy Farm and improve the livestock position in the Islands.

(8) *Laws and Regulations.*—(i) In order to put a stop to public gambling and to bring the Islands in line with the other States in India a Regulation known as the Andaman and Nicobar Islands Public Gambling Regulation, 1951 (II of 1951) was brought into force on the 17th December 1951. It provides for the punishment of public gambling and the keeping of common gaming houses in the Andaman and Nicobar Islands and for matters connected therewith.

(ii) No tax had been levied on entertainment in the Andaman and Nicobar Islands. It was decided that such a tax should be imposed. For this purpose a Regulation was promulgated with effect from the first of March 1952.

(iii) The Andaman and Nicobar Islands were administered by the Andaman and Nicobar Islands Regulation III of 1876. According to this Regulation the Islands including Andamans, Nancowry and Nicobars, formed one Sessions Division of which the Chief Commissioner was the Sessions Judge and the Deputy Commissioner the Additional Sessions Judge. The functions of the High Court appertaining to the confirmation of death sentences were discharged by the Central Government who passed orders on the recommendations of three Judges of the High Court at Calcutta. The functions of the High Court with regard to reference and revision were discharged in respect of proceedings of the Court of Sessions by the Central Government whereas in respect of proceedings of courts subordinate to the Court of Sessions by the court of Sessions. All other functions of the High Court were discharged by the court of Sessions.

Thus, a prisoner convicted either by the Sessions Judge or Additional Sessions Judge of the Andamans, unlike accused persons in other States had no right of appeal. It was considered desirable

that persons convicted by these courts in the Islands should not be denied the privileges (*i.e.* the right of appeal etc.) which were enjoyed by persons on the mainland. To achieve this, it was decided that the Islands should be brought under the jurisdiction of the Calcutta High Court in respect of all matters *i.e.* the Civil as well as the Criminal.

On the 1st June 1950 the Andaman and Nicobar Islands (Amendment) Regulation 1950 (II of 1950) was issued prescribing *inter alia* that the functions of the High Court under the Civil and Criminal Procedure Codes in their application to the Andaman and Nicobar Islands, should be discharged by the Calcutta High Court. The jurisdiction of the Calcutta High Court has, in effect, been extended to the Andaman and Nicobar Islands, from the 1st April 1951, by Acts Nos. I and II of 1951 suitably amending the Criminal and Civil Procedure Codes.

(9) *Supply of foodgrains.*—About 2,000 tons of foodgrains were procured through the Ministry of Food and Agriculture and supplied to the Andamans Administration to meet the requirements for 1951.

(10) *Shipping.*—s.s. "Maharaja" and s.s. "Bharatkhand" which were chartered by the Government of India have been regularly plying between Port Blair and Calcutta/Madras during the year under review. The s.s. "Maharaja" is a cargo-*cum*-passenger vessel, which takes 3½ days on the run from Port Blair to Calcutta/Madras and *vice versa*. She makes fortnightly trips to Calcutta and once in two months to Madras. She carries on an average 400 passengers and a cargo of about 1500 tons. The other ship—s.s. "Bharatkhand" is a cargo vessel with a carrying capacity of 1300 tons.

(11) *Visit of Indian Naval vessels to the Islands.*—Indian Naval vessels paid periodic visits to ports in the Andaman and Nicobar Islands. These visits have become a regular feature of the Cruise Programme for the Indian Naval Squadron.

(12) *Lease of North Andamans forests.*—The North Andamans forests have been leased out to Messrs. P. C. Roy & Co. The lessees are reported to be making arrangements to ship labourers, elephants and the necessary equipment to the North Andamans for starting operations in the forests.

(13) *Great Nicobar.*—On 24th February 1952 Shri B. S. Chengappa, Conservator of Forests and four other officers set out from Port Blair for Great Nicobar, with a party of three subordinate Forest Officers and 25 mazdoors, to survey the forest and other wealth of these still unexplored Islands. The party reached Kondul on 26th February 1952. Their report is awaited.

(14) *Anthropological Survey*.—A party of Anthropologists under Dr. B. K. Chatterjee is now working in Little Andamans. Dr. L. Cipriani, Italian Anthropologist, is also a member of the party. Contact has been made with the Onges; it is hoped that in the near future some really useful work will be done by the Anthropologists.

(15) *Public Works*.—The following works were completed during the year 1951:

- (i) Some portion of the residential accommodation required for Police at Port Blair.
- (ii) Residential accommodation for the medical staff at Nancowrie.
- (iii) Hospital building at Nancowrie.
- (iv) Residential quarter for the Chief Conservator of Forests.
- (v) Providing water supply at Haddo.
- (vi) Construction of Police Outpost and Wireless Station at Stewart Sound, North Andamans.
- (vii) Improvement and reconditioning of certain existing buildings.

(16) *Police Wireless Stations*.—A police Outpost and Wireless Station were established in Great Nicobar in February 1951. In April 1951 a Police Wireless Station was established in Table Island. The Police Wireless network extends from Kondal in the South of the Nicobar Islands to Table Island in the extreme north of the Andaman Islands.

(17) *Stand-by set for electric supply scheme*.—A new A.C. Plant has since been installed in the Power House at Port Blair. This plant has often to be closed down for boiler cleaning. A provision of rupees six lakhs has been included in the budget for 1952-53 for purchase of a suitable plant to serve as a stand-by set. At the recommendation of the Central Water and Power Commission, action has since been initiated to secure an electricity generating set, which has become surplus at the Sindri Fertiliser Factory.

59. *Census*.—The first phase of the 1951 Census *viz.*, enumeration, was completed during the year according to plan. Enumeration began on the 9th February, 1951 and ended on the 1st March, 1951. The reference date was the sunrise of the 1st March, 1951 and the enumeration which was carried out during the period 9th to 28th February, 1951, was brought up to the reference date in a final round of check-up between the 1st and 3rd March, 1951. The National Register of Citizens has also been written up in all the States. After enumeration was over the second phase of the Census Operations began *viz.*, tabulation. Fifty-two tabulation offices were

opened in the various States for the processing of data collected at the Census. This work has been completed in all the States except one; and the States Census Tables are under preparation; in one State the State tables have already been prepared and in the others the tables are likely to be completed before the end of this year. The next stage is to prepare Subsidiary Tables designed to compare the results of this census with those of earlier censuses and also with other relevant statistics; and thus to study the significance of the population changes from census to census. Reports are to be written after this study is completed.

(ii) The provisional figures based on the results of first count of the census enumeration slips for the entire country were placed before the Parliament on the 14th April, 1951. These included figures of population—males and females, and also the total displaced persons' population in the various States.

(iii) Shortly after enumeration was over, a Sample Verification of the Census Count was undertaken, in all the States (except West Bengal, Punjab and Travancore-Cochin) through the agency of the State Government officials, most of whom were Magistrates. This verification is a new operation. It is intended to check the accuracy of the total census count at the 1951 Census by inspection and re-enquiring in selected sample households. The verification has been completed. Tabulation of results has also been completed in Assam, Bombay, Madhya Pradesh, Mysore and Orissa.

(iv) The 1951 Census Publications are likely to be printed and published during the course of the financial year 1952-53. They will consist of State Census Reports for each State (or group of States) and all India. Each State Census Report and an India Census Report will be in two parts. The first part will be a report on the results of the Census and the second part will contain the statistical tables. There will also be an all India Census Brochure on each of the following topics:—

- (i) Displaced Persons;
- (ii) Backward Classes;
- (iii) Literacy and Education;
- (iv) Language; and
- (v) Religion.

(v) Arrangements have been made to compile and publish a District Census Handbook for each District separately. The Handbook will contain the prescribed Census Tables for the District by census tracts and also give the population of each village or townward in the district together with the analysis of this population by Livelihood Classes. It will also contain any additional statistics

or information of a general nature which the Superintendent of Census Operations of the State has decided to include in it, with the approval of the State Government.

60. *Commissioner for Scheduled Castes and Scheduled Tribes.*—(1) In order to gain a first-hand knowledge of the problems of the Scheduled Castes, Scheduled Tribes and other Backward Classes and also to investigate into the working of the safeguards provided for them in the Constitution, the Commissioner for Scheduled Castes and Scheduled Tribes has toured through the States of Madhya Bharat, Bhopal, Rajasthan, Ajmer, Orissa, Madhya Pradesh, PEPSU, Punjab, Jajhar and Rohtak tehsils of Rohtak (Punjab), Kutch, Madras, Travancore-Cochin, Assam, Manipur, Vindhya Pradesh, Hyderabad, Bombay and Bihar.

(2) The Commissioner's annual report for the period ending December, 1951, is under submission to the President.

(3) A whole-time Assistant Commissioner for Scheduled Castes and Scheduled Tribes has been appointed at the Head Quarters and a (Regional) Assistant Commissioner for Scheduled Castes and Scheduled Tribes for Assam, West Bengal, Tripura and Manipur has been appointed with his Head Quarters at Shillong.

(4) It is proposed to appoint three more regional Assistant Commissioners for (1) Bihar and Orissa, (2) Madhya Pradesh, Madhya Bharat, Bhopal and Vindhya Pradesh and (3) Ajmer, Rajasthan and Bombay, during the year 1952-53.

61. *Grants-in-Aid to States for Development Schemes under Article 275 of the Constitution.*—In order to meet the expenditure on schemes of welfare for the Scheduled Tribes in various Parts A and B States and on schemes of development for Scheduled Areas therein, grants-in-aid to the extent of Rs. 1,75,00,000 have been sanctioned during the financial year 1951-52 and a provision of Rs. 1,80,00,000 has been made in the estimates for the year 1952-53. A provision of Rs. 15,00,000 has been made in the Budget Estimates for 1952-53 to meet the cost of schemes for promotion of the welfare of the Tribal population in Part 'C' States. The development schemes for 1952-53 from various Part 'A' and Part 'B' States have been received and are being examined.

62. *Institution of suitable awards to civilian citizens for acts of gallantry.*—It has been decided that the gallantry award, namely "The Ashoka Chakra" medal, instituted by Government, will also be awarded for acts of conspicuous gallantry to Civil citizens of either sex in all walks of life, other than members of Police Forces and of recognised Fire Services. The recommendations in this regard will

be examined in the Ministry of Home Affairs and the award of medals will be made as soon as possible after the performance of the act of gallantry etc. for which it is given.

63. *National Flag of India*.—Specifications for the National Flag of India made of cotton khadi material have been published by the Indian Standards Institution. The specifications for hand made woollen and silk fabrics are under consideration. Arrangements have been made for the manufacture and supply of National Flags at the Ordnance Clothing Factory, Shahjahanpur; and cotton khadi material for the manufacture of these will be made available by the All India Spinners' Association, Wardha.

64. *Entertainment Fund*.—This fund was constituted to meet expenditure on the entertainment of delegates to internal conferences called by the Government of India generally at its Headquarters. The expenditure is mainly on light refreshments such as tea, biscuits, etc. Prior to the creation of this Fund, entertainment of this nature was undertaken by Ministries responsible for convening the conferences. It was felt that, in the absence of a centralised authority to control entertainments, a certain amount of divergence in regard to the extent of such entertainment was bound to exist as also some waste. The Entertainment Fund was accordingly constituted in 1947 on the analogy of the Hospitality Fund controlled by the Ministry of External Affairs. Funds are at the disposal of the Ministry of Home Affairs and are to be expended in accordance with the rules framed for the purpose with the concurrence of the Ministry of Finance.

65. *Appointment of Parliamentary Secretaries*.—Two Parliamentary Secretaries to the Prime Minister have been appointed. They are attached to the Prime Minister and are concerned mainly with Parliamentary liaison work in respect of matters of outstanding current importance. They are to be paid no salary but are to receive daily and travelling allowances at specially prescribed rates.

66. *Provision of Welfare and Amenities to the Secretariat Staff*.—
(a) As recommended by the Estimates Committee of Parliament steps are being taken to constitute a Secretariat Staff Welfare and Amenities Committee to organise literary, social and recreational activities for the staff of the entire Secretariat so as to promote healthy relations between the various grades of staff.

(b) One of the recommendations of the Committee was the establishment of Departmental Canteens for the supply of wholesome and cheap refreshments to the Secretariat staff. Accordingly two Departmental Canteens have been set up by this Ministry during the year in the South Block of the Central Secretariat in replacement of private contractors' tiffin rooms. They have been

functioning successfully and have been very useful. It is proposed to start another Non-Vegetarian Canteen in the South Block as soon as necessary repairs and alterations are effected by the P.W.D. The General Advisory Committee, which is in supervision of all the canteens in the Secretariat, has been able to guide all the canteens in the matter of general hygiene. It is proposed to introduce gradually a number of improvements in the working of the various Departmental Canteens as well as to standardize the working. On the initiative of the General Advisory Committee, all food stuffs are now exempt from payment of sales tax, the catering establishments paying only a nominal fee on the turnover at 8 annas per Rs. 100.

(c) Government have also under consideration the setting up of a general store for providing all essential articles of daily consumption to Government servants at concessional rates.

APPENDIX

Statement showing the volume of work dealt with by the U.P.S.C. during the year 1951.

1. Open Competitive Examinations.

The Commission conducted 24 different examinations for which 23,000 candidates applied. Details of the names of examinations, the number of candidates who applied for each examination, the number of candidates who qualified in the written examination and were interviewed are given below:

Serial No.	Name of Examination.	Number of candidates.	Number of vacancies.	Number of candidates interviewed.
I.—INDIAN ADMINISTRATIVE, ETC., SERVICES.				
1	Indian Administrative and allied Services Examination, 1950.	...	188	799 (from the 13th November 1950 to the 19th February, 1951)
2	Indian Administrative and allied Services Examination 1951.	4219	196 (provisionally).	115
3	Indian Administrative Services Probationers' Final Examination February, 1951.	35	...	35
4	Indian Police Service Probationers' Final Examination, June, 1951.	37	...	...
5	Indian Police Service Probationers' Supplementary Examination, December, 1951.	1	...	...
6	Indian Administrative Service Probationers' Final Examination December, 1951.	29	...	29
II.—TECHNICAL SERVICES.				
7	Special Class Railway Apprentices Test.	1229	7	180
8	Survey of India Examination November, 1951.	430	5 (expected).	...
9	Engineering Services Examination, December, 1951.	1042	24	...

Sl. No.	Name of Examination.	Number of candidates.	Number of vacancies.	Number of candidates interviewed.
III.—DEFENCE SERVICES:				
10	Joint Services Wing Examination, January, 1951.	1972	215	2
11	Military Wing Examination February, 1951.	1672	135	...
12	Indian Air Force Examination April, 1951.	644	75	...
13	Joint Services Wing Examination, July, 1951.	2102	208	...
14	Military Wing Examination, July, 1951.	1820	75	...
15	Indian Air Force Examination July, 1951.	777	59	...
16	Indian Merchant Navy Training Ship, 'Dufferin' Examination, October, 1951.	4	1	...
17	Indian Air Force Examination, November, 1951.	1704	69	...
IV.—MINISTERIAL SERVICES.				
18	Typewriting Test, April, 1951	97	...	...
19	Typewriting Test, July, 1951	186	...	...
20	Special Typewriting Test	269	...	...
21	Quarterly Typewriting Test, October, 1951.	188	...	...
22	Special Typewriting Test, October, 1951.	246	...	...
23	Hindi Reporter Proficiency Test, November, 1951.	2	...	...
24	Urdu Reporter Proficiency Test, November, 1951.	4	...	...
25	Assistant Grade Examination, December, 1951.	4101	200	...

II. Recruitment by interview and selection involving the following steps:—

- (a) Scrutiny of the requisitions received for various posts from the Ministries from the point of view of checking up the prescribed qualifications, the pay offered for the post and the possible availability of candidates. All these

points sometimes require modification in the light of the actual experience of the Commission. Occasionally recourse has to be taken to personal contacts with eminent persons in the field with a view to obtain the names of suitable and distinguished candidates who would not be available through advertisement.

- (b) Recruitment of suitable officers on behalf of foreign Governments. In the year under review the Commission recruited 6 Assistant Surgeons on behalf of Tanganyika Government.
- (c) The consideration, before any posts are advertised, of the names of suitable candidates furnished by the Directorate-General of Resettlement and Employment and the Displaced Government Servants Section of the Home Ministry for selection provided, of course, that they are suitable for the post.
- (d) The co-option in the Selection Committees of expert advisers not connected with the Ministries concerned for helping the Commission in selecting the candidates for highly technical or specialised posts.

Statement of work done in connection with recruitment by interview and selection.

(a) Requisitions pending from 1950	177 (involving 670 posts).
(b) Requisitions received during 1951	339 (involving 664 posts)
TOTAL	516 (involving 1334 posts).
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(c) Requisitions disposed of during 1951	347 (involving 972 posts).
(d) Balance of requisitions pending on the 31st December, 1951.	169 (involving 302 posts).
Number of applications scrutinised	12,477.
Number of candidates interviewed	2,580.
Number of candidates recommended for appointment.	437.
(e) Number of recruitments undertaken for foreign Governments.	One recruitment involving 6 posts.
(f) Number of cases where surplus Central Government servants recommended by the Directorate General of Resettlement and Employment and Displaced Government Servants Section of the Ministry of Home Affairs interviewed without advertisement.	14 cases involving 20 posts. In seven cases involving nine posts candidates were recommended.
(g) Number of advisers called	177 official 67 non-official.
(h) Number of cases where candidates got by personal contracts were interviewed.	16 cases involving 17 posts of which 10 cases involving 11 posts were successful.

III. The Commission tendered advice in the following cases:—

Subject.	Number of cases.	Number of officers involved.
1. Appointment and <i>ad hoc</i> Promotions	412	766
2. Emergency Recruitment to the Indian Administrative Service and Indian Police Service.	49	148
3. Extension of Service	31	31
4. Regularisation of temporary appointments	13	799
5. Quasi-permanency	71	1823
6. Disciplinary cases	56	56
7. Domicile	20	20
8. Recruitment Rules	51	...
9. Extraordinary injury pensions	204	204
10. Miscellaneous cases	266	...

In connection with promotions by selection the Commission deputed their representatives to preside over 62 Departmental Promotion Committees. This entailed 68 sittings of the Committees. In addition the representative of the Commission associated himself with 10 cases where the Departmental Promotion Committee arrived at findings by circulation of papers. In all, the total number of officers considered was 3,842.

The interviews and sittings of the Special Recruitment Board involved the consideration of the cases of 2,260 candidates over a period of 147 working days of the Chairman and one Member of the Commission.