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GOVERNMENT OF INDIA

**MINISTRY OF HOME AFFAIRS.**



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**BRIEF STATEMENT OF ACTIVITIES OF THE  
MINISTRY OF HOME AFFAIRS  
DURING THE YEAR 1951-52.**

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# REPORT OF THE MINISTRY OF HOME AFFAIRS

## PART I—PUBLIC SERVICES

1. **Reorganisation of the machinery of Government.**—A detailed account of the action taken in pursuance of Cabinet decisions on the recommendations contained in Shri N. Gopaldaswami Ayyangar's Report on the reorganisation of the machinery of Government was furnished in the reports for the year 1950-51 and 1951-52. The further progress made during the year under review is described in the following paragraphs:—

### SECTION A—ALL-INDIA SERVICES

2. **The Indian Civil Administrative (Central) Cadre Scheme.**—In the last review a reference was made to the steps that had been taken to implement the Scheme. Since then the schedule of duty posts to be included in the Central Cadre has been finalised in consultation with the Central Establishment Board and the Ministries of the Government of India concerned. The selection of personnel for the cadre, which is entrusted to the Chairman of the Union Public Service Commission and Central Establishment Board, is also progressing. The Board have held a few meetings and have considered the cases of a number of eligible officers.

3. **Over-age recruitment to the All-India Services.**—During the year under review 11 over-age recruits from the open-market were appointed to the Indian Police Service. Of these, 10 were earmarked for allotment to Rajasthan and one for West Bengal. With these appointments, the over-age recruitment under the Emergency Recruitment Scheme for Part A States and under the IAS/IPS (Extension to States) Scheme for Part B States can be regarded as having been completed. Further recruitment to these services will be made to the extent of 25 per cent. of the vacancies by promotion of the officers of the State Civil Service and for the remaining 75 per cent vacancies by recruitment from the annual competitive examinations held by the U.P.S.C.

4. **Training.**—The two All-India Service training institutions continued to train recruits to the services during the year under review. As mentioned in the previous report 23 special recruits were admitted to the IAS Training School in January 1952. This batch completed their training at the end of March and were allotted to the various States. In April 1952 the school admitted 38 trainees

recruited on the results of the competitive examination. These recruits are still in the school and are expected to disperse finally at the end of March 1953. In the Central Police Training College 9 special recruits received training from June to December 1952. In addition, 38 probationers appointed on the results of the competitive examination held in 1951 have been receiving training during the year. These probationers are expected to complete their training by the end of July 1953.

**5. Gradation Lists of officers of the I.C.A. and I.P. Cadres.**—The steps taken to prepare and issue the gradation lists were explained in the last review. The I.C.A. gradation lists of all the Part A States have since been finalised and published. Provisional gradation lists in respect of the I.P. have been prepared by the Home Ministry, in consultation with the State Governments concerned, and they have been forwarded to the State Governments for comments. The officers borne on the lists have been given an opportunity to represent, if they so desire, against the positions assigned to them in the Gradation lists. Replies have been received from some of the State Governments but they are not yet complete. After all the replies are received, it is proposed to finalise the lists, after examining the representations if any, in consultation with the State Governments and the U.P.S.C.

As regards Part B States, the I.A.S. and I.P.S. gradation lists of Mysore and the I.A.S. gradation lists of Hyderabad and Travancore-Cochin have since been published. The remaining lists in respect of Part B States still await finalisation after consultation with the State Governments concerned.

**6. All India Services Act, 1951.**—In the report for 1951-52, a reference was made to the passing of the All-India Services Act, 1951, by Parliament. The following Rules were reported to have been sent to the State Governments for comments:

IAS (Recruitment) Rules;

IAS (Cadre) Rules;

IAS (Probation) Rules;

IPS (Recruitment) Rules;

IPS (Cadre) Rules;

IPS (Probation) Rules;

IPS (Uniform) Rules.

The Recruitment and Cadre Rules had to be held up for some time pending settlement of the number and details of the posts that were to be included in the Central Cadre and the manner in which they should be filled. The position has been settled recently, and final drafts prepared in respect of the first three sets of rules. In view of their importance, however, they are being referred again to the State Governments and it is proposed to settle the outstanding points, if any, at a Conference of the Chief Secretaries of the States to be convened later. Immediately thereafter the rules will be published and as required by the Act, placed before the Parliament. Similarly for the I.P.S., the final drafts of the Recruitment, Cadre, Probation and Uniform Rules are being referred to the State Governments.

In addition, the following rules have since been drafted and sent to the State Governments for comments:

I.A. and P.S. (Medical Attendance) Rules

All India Services (Conduct) Rules

I.A.S. (Appointment by promotion and selection) Regulations.

I.P.S. (Appointment by promotion) Regulations.

The drafting of the remaining sets of rules enumerated in the earlier Report is in progress. The Rules which relate to Pay, Leave, Provident Fund, Travelling Allowance and Pension, have a financial bearing and are being drafted in consultation with the Ministry of Finance.

## SECTION B—CENTRAL SERVICES

7. **Central Secretariat Service.**—In the report for 1951-52, a reference was made to the recommendations of the Special Recruitment Board/U.P.S.C., regarding the suitability for appointment to Grades I to III of the Central Secretariat Service as well as the U.P.S.C.'s tests for appointments to Grade IV of the Service. Action to implement these recommendations is now practically complete. With the exception of a few officers who have either declined to join or not yet made up their mind to accept an appointment in the Service for one reason or the other, confirmations in Grades I to III have been made up to the number of vacancies available and the Initial Constitution of the authorised permanent strengths practically completed.

The principles for the preparation of Gradation Lists of officers of Grade I to III have been settled. Draft Gradation Lists have been prepared in accordance with these principles on the basis of details

of service available in the Ministry of Home Affairs and are being circulated to Ministries for scrutiny of factual data. A draft Civil List containing details of the officers appointed at the Initial Constitution is expected to be issued in the first quarter of 1953.

As regards Grade IV (grade of Assistants) it was reported in the last year's review that appointments due to be made on the results of the First Test were in progress. These have now been practically completed. During the year under review, the results of the Second Test were also received and confirmations based on these are nearing completion. The remaining persons will be confirmed up to the number of vacancies available as soon as certain preliminaries, such as medical examination, are completed.

Provisional lists of persons eligible to be confirmed without undergoing any tests which had been circulated earlier have been scrutinised in the light of the comments and objections received; confirmations from this category of persons are also nearly completed. A provisional Seniority List of officers of Grade IV has been prepared and circulated for comments to Ministries who have also been asked to provide material for the preparation of a Civil List.

When the Scheme for Re-organisation of the Central Secretariat Service was sanctioned, it had been hoped that the number of temporary posts would be reduced to a reasonably small figure by the time the implementation of the Scheme was completed. This expectation has not materialized. A review of the structure and size of establishments is now in progress and final decisions can be taken only after this is completed. Till then, it will be necessary to man a number of the posts in the Secretariat and Attached Offices by officers who are not permanent in their respective grades. In order to define the position of such officers and to man these posts on a regular basis and bring the provisions of the Scheme regarding the future maintenance of the Service into force in an orderly manner, it has been decided to constitute Regular Temporary Establishments of Assistant Superintendents and Assistants. The manner in which these should be constituted and maintained was decided at a conference of representatives of all the Ministries and instructions based on the unanimously agreed conclusions reached at the meeting have been issued. The Regular Temporary Establishment of Assistant Superintendents will have a strength of about 360 while that of Assistants will have a strength of 1,200. Action is in progress to draw up lists of officers to be appointed to the Regular Temporary Establishment and to place them in position. This is expected to be completed shortly.

**8. Central Secretariat Stenographers' Service Scheme.**—The main features of the Central Secretariat Stenographers' Service Scheme were explained in paragraph 9 of Part I of the Report for 1951-52.

The permanent strength of Grades II and III of the Service has been fixed at 604. It was reported last year that 67 confirmations were made in Grade III against this number. The work was continued during the year under review and the total number of confirmations now stands at 383. This still leaves a gap of 221 against which confirmations are yet to be made. It is hoped that this gap will be filled and the remaining officers up to the number of permanent vacancies available confirmed within the next two months.

The Scheme contemplates the constitution of Grades I and II only after the completion of the constitution of Grade III. With a view, however, to speed up the Initial Constitution of all the Grades of the Service, action has been initiated to complete simultaneously as many preliminaries as possible in respect of Grades I and II. The lists of persons considered eligible by the Ministries for Grades I and II in accordance with the provisions of the Scheme are being examined in the Ministry of Home Affairs. Instructions for the guidance of the D.P.Cs. for grading the stenographers for Grades I and II have been drafted and are being finalised in consultation with the U.P.S.C.

**9. Central Secretariat Clerical Service (Reorganisation) Scheme.**—This Scheme which was referred to in paragraph 10 of Part I 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 fixation of permanent authorised strength of Grades I and II of the Service. A decision has since been reached in the matter in consultation with the Ministry of Finance. It is expected that the 'Scheme' will be submitted shortly to Government for final approval.

**10. Other Services (Organisation) Schemes.**—The description given in the preceding paragraphs relates to Services (Organisation) Schemes which are either in the process of implementation or are ripe for sanction. There are various other schemes which are at present under consideration. Mention may be made of the following schemes:

- (a) Central Forest Service.
- (b) Central Agricultural and Animal Husbandry Service.
- (c) Indian Revenue Service.
- (d) Defence Science Service.
- (e) Indian Engineering Service.

- (f) Central Service for Librarians.
- (g) Industrial Management Service.
- (h) Indian Information Service.
- (i) Central Health Service and
- (j) Service for Statisticians.

It should be mentioned that in all these cases, the Ministries concerned are primarily responsible for framing and implementing the schemes. The Ministry of Home Affairs acts as a coordinating agency and provides them the necessary guidance and advice based on the experience gained from the working of the schemes controlled by it.

**11. Appointments to Central and Railway Services.**—The number of persons appointed or proposed to be appointed to various Services (excluding the I.A.S., I.F.S. and I.P.S.) on the results of the Combined Competitive Examination held in 1951 are as follows:—

<i>Class I</i>	
I. A. & A. S. . . . .	25
I. D. A. S. . . . .	10
I. R. A. S. . . . .	3
I. C. & E. S. . . . .	3
I. T. O. S. . . . .	50
Indian Postal . . . . .	2
T. T. & C. D. . . . .	6
M. L. & C. . . . .	1
Asstt. Works Manager under training (Non-technical) . . . . .	3

<i>Class II</i>	
I. T. O. S. Class II . . . . .	17
C. S. S., Grade III . . . . .	7
Asstt. Supdts. post in the Parliament Secretariat . . . . .	2

Only two candidates belonging to the Scheduled Castes qualified in the examination. These have been allotted to the I.A. and A.S. and, the I.T.Os. Service.

✓ **12. Secretariat Training School.**—This School was started in May 1948 in implementation of the recommendations of the Central Pay Commission for providing planned and systematic training for all categories of staff of the Government of India Secretariat. By the end of January 1953, training had been given to a total number of 6,750 Government servants as follows:—

- 621 in the Refresher Courses for Section Officers;
- 1,695 in the Refresher Courses for Assistants;
- 154 direct recruits in the Assistants' grade;
- 18 direct recruits in the Assistant Superintendents' grade;



2,000 candidates who appeared in the Union Public Service Commission's examinations for confirmation in the grade of Assistant (special evening lectures were arranged for these candidates);

2,262 routine grade Clerks given instructions in type-writing by modern methods.

As in previous years, in addition to the instructions on various subjects specified in the syllabus, and lectures on other subjects given by various officers specially invited for the purpose, a practical bias was given to the training imparted.

For the benefit of intending candidates for the Clerks' grade in the Government of India Offices in Delhi and New Delhi, the School has been conducting, at the request of the Directorate General of Re-settlement and Employment, tests in type-writing and in stenography since August 1952 almost every day in the week. About 2,120 candidates in the aggregate have so far appeared in typewriting tests out of which 350 came out successful, while 216 were declared successful out of a total of 443 candidates who sat for the tests in stenography.

As in the preceding year, the Instructors visited the Sections in a number of Ministries/Offices and submitted detailed reports on the procedural instructions observed in those Sections.

#### SECTION C—ESTABLISHMENT (ORGANISATION) SCHEMES.

**13. Objective review of the organisation and staff requirements of the Ministries of Government of India and their Attached and Subordinate Offices.**—In the review of the activities of the Ministry of Home Affairs for the year 1951-52 a reference was made to the recommendations made by the Estimates Committee of Parliament on matters relating to the organisational set-up of the Ministries and to the decision of Government to undertake an objective examination of the organisation of each Ministry and its Attached and Subordinate Offices by a team of specially qualified officers of the Ministries of Home Affairs and Finance. This team which consists of a Joint Secretary and two Deputy Secretaries started functioning in February 1952 and had during the year under review completed the examination of the organisation, work and staff requirements of the three Ministries of Food & Agriculture, Irrigation & Power and Labour and forty six Attached and Subordinate Offices located at different stations throughout the country. In all 30 reports were submitted. It has been arranged that the Special Reorganisation Unit should receive and deal with the comments and observations of the Ministries concerned on these reports and thereby enable expeditious implementation of the recommendations contained therein.

Accordingly a series of discussions have been held with the officers of the Food and Agriculture Ministry and substantial agreement has been reached on a number of important reports. Necessary action is being taken by the Ministries concerned on the recommendations which have been accepted and further discussions are being continued with a view to reaching decisions on others. The process necessarily takes time, but it is hoped that discussions on the remaining reports would be completed within the next few months, leaving very few, if any, unresolved differences of opinion.

**14. Descriptive Memoirs.**—The Descriptive Memoirs, which give an accurate and concise description of the existing organisation of and the activities undertaken by each Ministry/Department are being regularly brought up-to-date every year since 1949. The contents of the Memoir for each Ministry/Department follow a uniform pattern and furnish the material required for the review of their organisations. The 1951 series of the Memoirs was completed and printed during the year under review. Necessary action is in progress to bring the Memoirs in accord with the position as on 30th June 1952.

#### SECTION D—OTHER MATTERS RELATING TO PUBLIC SERVICES

**15. Check on subversive influences among public servants.**—As stated in the last Review the promulgation of the Civil Services (Safeguarding of National Security) Rules, 1949, and ancillary instructions, to deal with Government servants indulging in or associating with subversive activities have had a salutary effect in checking disloyal activities among them. There has been a further improvement in the position in this regard as the comparative figures given below will show.

	1951	1952
1. Total number of cases referred to the Committee of Advisers	10	1
2. Cases in which termination of service under the Rules was recommended by the Committee	6	1
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	...

The foregoing figures relate to Central Government servants other than Railway employees. There is a separate set of corresponding rules for the Railway employees which are administered by the Ministry of Railways.

### 16. Disciplinary Proceedings against Government servants.—

There have been repeated references in Parliament and in Parliamentary Committees to the delays in the disposal of departmental proceedings against delinquent Government servants and to the few cases in which, on technical and procedural grounds, the accused persons ultimately escape the punishment they deserve. This has given rise to the impression that the relevant rules and the procedure prescribed under them are too elaborate and require to be replaced by something more simple and summary. This matter has been carefully examined by the Ministry. The procedure prescribed in Rule 55 of the C.S. (CCA Rules) is required only in cases in which the charges are so serious as to call for one of the major punishments, i.e., dismissal, removal or reduction in rank. Where the cases are not so serious the only procedure to be followed is to inform the person concerned of the grounds on which the action is being taken against him and to take into account any representation which he may have to make in the matter before orders are passed. This procedure is summary enough. Even the more elaborate procedure prescribed by Rule 55 of the CCA Rules is merely designed to ensure compliance with a salutary principle of justice and public policy which has been incorporated in article 311 of the Constitution, namely, that no man should be condemned and punished without a reasonable opportunity to defend himself. The procedure prescribed by that rule, therefore, requires that the accused officer should be told in the form of written charges exactly what he is alleged to have done and on what evidence—oral or documentary, the allegations are based; that he should have an opportunity to inspect the documentary evidence, to test the oral evidence by cross-examination and to furnish such evidence as he may wish to adduce in his own defence. If as a result of the enquiry, it is decided that the officer should be dismissed, removed or reduced in rank, he has to be given a further opportunity in terms of Article 311 (2) to show cause, if any, against the actual punishment proposed. Anything less than this would amount to a denial of the 'reasonable opportunity' which is guaranteed by article 311. Accordingly, the conclusion reached is that it would not be justifiable to amend the existing rule merely to make the procedure simpler or more summary.

Undue delays in and faulty disposal of departmental enquiries are liable to occur due, *inter alia*, to the inability of the officers entrusted with enquiries to spare enough time for the conduct of the enquiries side by side with their normal day to day duties and to their unfamiliarity with the procedure or inadequate appreciation of the difference between a departmental enquiry and a trial in a criminal court, which may lead to over-elaboration or lack of firmness in

dealing with dilatory tactics. In this connection, it has been considered whether the present practice of entrusting departmental enquiries to the administrative authorities should not be replaced by setting up separate administrative tribunals for enquiring into the more important departmental proceedings. Although such bodies have worked satisfactorily in the States of U.P. and Madras, it is felt that the Central Government's machinery is so vast and so widely scattered that a similar experiment will hardly justify the expenditure incurred. In cases of extreme complexity or importance it will always be open to Government to set up special committees of enquiry or to have recourse to the Public Servants' Enquiries Act, 1956. For all other departmental enquiries, instructions have been issued for avoiding delays caused by excessive pre-occupation or unfamiliarity with the procedure by taking the following measures.

- (i) Each Ministry/Department is to have a specified officer or officers of appropriate rank, nominated or earmarked for the purpose of conducting all departmental enquiries arising within that Ministry/Department.
- (ii) As soon as occasion arises for taking up such an enquiry, the nominated officer is to be relieved of his normal duties to such extent as may be necessary to enable him to devote full and careful attention to the speedy completion of the enquiry and the submission of his report. During this time the work of which the officer is relieved is to be distributed among other officers.
- (iii) The nominated officers are expected to familiarise themselves with the rules and essential procedural requirements and appreciate the difference between departmental enquiries and trials in the criminal courts. They are also expected to keep in close personal contact with the Ministry of Home Affairs as far as possible to seek guidance in regard to any doubts or difficulties which may arise.

It has also been impressed upon all Ministries and Departments that both public interest as well as humanitarian considerations demand that no avoidable delay should occur in the disposal of disciplinary cases and that any failure to give such cases due priority should itself be regarded as a dereliction of duty and will be suitably dealt with.

**17. Age and Fee concessions to displaced persons from Pakistan.—** Certain relaxations of age limits in favour of *bona fide* displaced persons from Pakistan have been allowed since 1948 for employment

under the Central Government. The concessions were initially sanctioned up to the end of December 1950, but were later extended from year to year. The extent of the concessions given is stated below:—

- (a) *Permanent appointments filled by competitive tests held by the U.P.S.C.*—A relaxation of age limits is allowed up to three years in excess of the normal upper age limit.
- (b) *Permanent appointments not covered by (a) above.*—The maximum age limit for entry into Government service as well as for permanent absorption therein is relaxed to 45 years.
- (c) *Displaced persons belonging to Scheduled Castes or Scheduled Tribes.*—The age limits are further relaxed by three years for gazetted and five years for non-gazetted posts.
- (d) *For temporary appointments made through the Employment Exchange.*—No age restrictions apply.

To help such of the displaced persons as are not in a position to pay the application fees prescribed for posts advertised by the U.P.S.C. or for admission to competitive examinations conducted by them it was also decided that the Commission could, at their discretion, remit the prescribed application or examination fees where they were satisfied that the applicant was a *bona fide* displaced person and was not in a position to pay the prescribed fees.

After careful consideration, it has been decided that the concessions enumerated above should remain in force for a further period of one year up to the end of December 1953. Thereafter they will be admissible during 1954 only to such displaced persons as came out to India after the end of December 1950. The position will be reviewed later in 1954 in order to decide whether the concession should be extended beyond December 1954.

18. **Bharat Sevak Samaj.**—During the year under review, the question whether Government servants should be allowed to join the Bharat Sevak Samaj came up for consideration. Having regard to the non-official and non-political character of the organization and to the important role assigned to it for the implementation of the National Development Plan, it was considered necessary to encourage Government servants to join that organization and contribute their mite, as individual citizens, towards the objects with which the Samaj has been organised. Accordingly, Government servants have been accorded general permission to join the Samaj and to participate in its activities. This does not, of course, absolve the Government servants from the due discharge of their official duties or the observance of the prescribed rules and orders relating to their conduct.

**19. Communal representation in the Services.**—With a view to securing increased representation of members of Scheduled Castes and Scheduled Tribes in the Services, the maximum age-limits prescribed for entry into Government service have long since been relaxed by three years in their favour. A proposal to raise the limits by another two years (*i.e.*, five years in all) has been under consideration since the Report for 1951-1952. Orders have now been issued increasing the maximum age-limits by five years in favour of members of Scheduled Castes and Scheduled Tribes in the case of appointments to non-gazetted posts. The question whether this further concession should also be in respect of gazetted posts is under consideration.

**20. Central Civil Services (Temporary Service Rules 1949).**—The procedure for the implementation of the Central Civil Services (Temporary Service) Rules, 1949, has been explained in the Report for 1951-52. *Quasi*-permanency declarations are issued on the 1st July each year commencing from the 1st July 1949.

The cases for the grant of *quasi*-permanency certificates, fall into two categories, *viz.*,

- (i) cases where consultation with the Union Public Service Commission is required; and
- (ii) cases where Ministries themselves are competent to issue the certificates.

According to the information received from the Ministries and Offices of the Government of India, about 20,000 employees have so far been declared as *quasi*-permanent.

**21. Employment of Non-Indians.**—The policy of the Government of India regarding the employment of non-Indians to Services has already been explained in the reviews for the previous years. Consistently with this policy 58 sanctions were accorded to the appointment (including extension of existing appointments) of officers on contract to various posts most of which require specialised and technical qualifications or experience.

**22. Re-employment of superannuated persons and grant of extensions 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 are now required to send such proposals if they have any at least six months in advance. Sanction was given during the year to the re-employment of 328 superannuated officers of whom 106 were technical and 222 non-technical personnel. 100 officers of whom 25 were technical and scientific and 75 non-technical personnel were also granted extensions of service. Among the officers re-employed after superannuation or granted extensions of service 114 were displaced persons.

**23. Rules of Business.**—The preliminary draft of the revised Rules of Business has been examined by a Committee of selected Secretaries. The Committee has decided that there should be two sets of Rules, one relating to the “transaction of business of Government” and the other dealing with “the allocation among Ministers of the said business”. Accordingly, the drafts of the two sets of Rules are in the process of being finalised and will shortly be submitted to Cabinet for approval.

**24. Secretariat Instructions.**—As soon as the revised Rules of Business have been finalised, necessary action will be taken to issue revised Secretariat Instructions, a draft of which has already been prepared.

**25. Manual of Office Procedure.**—The comments of the various Ministries/Departments received on the preliminary draft of the Manual of Office Procedure are under consideration of the Manual Committee, appointed for the purpose. The Committee has been meeting more or less regularly every week since July 1952. In the course of its detailed examination of the comments received from the Ministries, the Committee came across a number of points of detail about which practice has not been uniform. On occasions it found it necessary to put its ideas to test by giving them a trial in selected Ministries. In this manner it has been able to revise eight Chapters. Before these revised chapters are finalised for submission to the Administrative Organisation Committee of the Cabinet for its approval, the Manual Committee considered it essential that some of the new provisions made therein which were important in character should be given a trial by the Ministries for a limited period in the first instance. The revised chapters of the Manual have accordingly been circulated to the Ministries and they have been requested to put the new provisions made therein into use and to report the results, together with their comments and suggestions, to this Ministry within a period of three months.

#### SECTION E.—UNION PUBLIC SERVICE COMMISSION.

26. (1) The Commission consists of a Chairman and six Members. During the year under review two Members of the Commission retired. It was not found possible to fill their places for  $2\frac{1}{2}$  months in one case and nearly 6 months in the other. The Chairman was away in the United Kingdom on deputation for nearly  $3\frac{1}{2}$  months and on leave for a similar period. Thus the Commission remained below strength for a good part of the year.

(2) The volume of work in the Commission's office continued to increase and the Commission and their staff had consequently to work under great pressure.

(3) Figures giving an indication of the volume of work done by the Commission in 1952 will be found in the Appendix.

## PART II.—PUBLIC SECURITY

### SECTION F—POLITICAL

**27. Extension of the life of the Preventive Detention Act, 1950, up to the 31st December, 1954—The Preventive Detention (Second Amendment) Act, 1952.**—The Preventive Detention Act, 1950 (Act IV of 1950), was due to expire on the 30th September 1952. The Government of India in consultation with the State Governments came to the conclusion that it was necessary to extend the life of the Act up to the 31st December 1954. This was done by the Preventive Detention (Second Amendment) Act of 1952, passed by Parliament in August last. In doing so, opportunity was taken to liberalise the provisions of the Act in the following respects:—

- (i) Under the original Act, a subordinate officer who issued an order of detention was required to report the fact to his Government and forward such other particulars as in his opinion had a bearing on the necessity for the order. Under the amended Act, the subordinate officer is required to forward to his Government not only the facts that establish the necessity for the order but also other connected facts—including those which may be favourable to the detenu, or may be in any other way relevant.
- (ii) The amended Act provides that a detention order made by a subordinate officer will automatically expire after 12 days if it is not approved by the State Government in the meantime.
- (iii) A new provision has been introduced which requires that the relevant particulars of each case of detention should be reported to the Government of India.
- (iv) The original Act provided that the grounds of detention should be communicated to the detenu "as soon as may be". It is now provided that this should be done within a maximum period of five days from the date of detention.
- (v) The amended Act requires that the Chairman of each Advisory Board shall be a serving or a retired Judge or a High Court.
- (vi) The period within which a reference has to be made to an Advisory Board has been reduced from six weeks to 30 days.



The amended Act confers on the detenu a *right* of personal appearance before the Advisory Board.

(viii) The Act now provides that the maximum period for which any person may be detained shall not exceed 12 months.

(ix) Provision has now been made that a fresh order of detention shall not be made against a person after he is released from an earlier detention except where the ground for detention is based on facts that have arisen since the previous release.

(2) It is proposed to review the position in regard to the working of the Act and to bring forward before Parliament in October or November, 1953 an appropriate Resolution relating to the further continuance or otherwise of the Act.

#### SECTION G—POLICE ESTABLISHMENT AND CONNECTED MATTERS ADMINISTRATION OF ARMS ACT AND RULES.

28. **Strength of the Police in Part A States and the States of Ajmer, Coorg, Delhi and Andaman and Nicobar Islands.**—The strength of Police forces in the States has generally remained of the same order, the only noticeable variations being a slight decrease in Madras and slight increases in Assam and West Bengal. The following Table shows the sanctioned strength of Police in the Part 'A' States and also in the States of Ajmer, Coorg, Delhi Andaman and Nicobar Islands as at the end of the years 1950 and 1951:—

Sanctioned strength of police

State	As on 31-12-50			As on 31-12-51		
	Armed	Unarmed	Total	Armed	Unarmed	Total
Assam . . .	3821	5117	8938	5338	5456	10794
Bihar . . .	14443	16293	30736	14901	15896	30797
Bombay . . .	26985	38221	65206	26521	38562	65083
Madhya Pradesh .	6889	16735	23624	7586	15891	23477
Madras . . .	20229	39124	59353	20283	37561	57844
Orissa . . .	4611	7615	12226	5157	7556	12713
Punjab . . .	20184	1251	21435	21109	781	21890
Uttar Pradesh *	23457	35434	58891	23888	35788	59676
West Bengal . .	16263	28149	44412	16986	29912	46898
Ajmer . . .	662	1376	2038	643	1471	2114
Coorg . . .	215	...	215	215	...	215
Delhi *	2452	5572	8024	2452	5572	8024
Andmands . . .	104	420	524	105	420	525

As in the previous years, this Ministry assisted State Governments in the procurement of arms and ammunition and wireless equipment for their police.

29. **Home Guards and analogous forces.**—The latest figures of the strength of Home Guards and analogous forces as on 30th June 1952 are given below:—

1. Bihar . . . . .	5716
2. Madhya Pradesh . . . . .	12121
3. Bombay . . . . .	397126
4. Punjab . . . . .	1505
5. West Bengal . . . . *	10053
6. Uttar Pradesh . . . . *	615713

Bihar has stopped further recruitment of Home Guards. There has been an increase in the strength of Home Guards in all the above States.

30. **Police in the Delhi State.**—In this Ministry's report for 1951-52, it was mentioned that the question of implementing the rest of the Scheme for the reorganisation of the Delhi Police was deferred on the advice of the Standing Finance Committee. The matter was further pursued and it has been decided to implement the reminders of the Scheme during the year 1953-54, for this purpose necessary funds have also been provided in the budget estimates for the year 1953-54.

31. **The State Armed Police Forces (Extension of Laws) Act, 1952.**—In the report for 1951-52 mention was made of the Special Armed Police Forces Bill. An Act called the State Armed Police Forces (Extension of Laws) Act, 1952 has now been passed under which units of Special Armed Forces belonging to one State while serving in another State will remain subject to the disciplinary liability imposed upon them by the special acts constituting them.

32. **Administration of the Indian Arms Act and Rules.**—The Indian Arms Rules, 1951, with necessary modifications, have since been extended to Part B States (except Jammu and Kashmir) with effect from the 17th July 1952. The question of the delegation of certain powers of the Central Government under the Rules to those States is under consideration.

With a view to encouraging the formation of rifle clubs, the State Governments have also been advised to consider, as a measure of affording assistance to rifle clubs, the question of subsidising the licence fees payable by the clubs.

As regards the manufacture of arms and ammunition for civilian use in the Ordnance Factories, some further progress has been made in the experimental work and the samples produced are being subjected to proof test. It will, however, be some time before their manufacture on a commercial scale actually starts.

As the supply position improved during the year, it was no longer necessary to control distribution of firearms in the interests of the public. The Government of India, therefore, discontinued the control system with effect from November 1952.

**33. Ex-Criminal Tribes and Habitual Offenders.**—As stated in the Report for 1951-52, with the repeal of the Criminal Tribes Act, 1924 and other corresponding laws in India, this Ministry suggested to the State Governments to take early steps to enact a measure to deal with habitual offenders; they were also informed that Government of India intended to prepare a Model All-India Habitual Offenders Bill. While some States have enacted such a measure, others are taking steps in that direction. The model All-India Habitual Offenders Bill is under consideration in this Ministry in consultation with the Ministry of Law, and is expected to be finalised soon.

**34. Jails and Correctional Work.**—In view of the wide-spread interest in penal reforms in the country, this Ministry requisitioned from the United Nations the services of Dr. Walter C. Reckless, Professor of Criminology and Correctional Administration at the School of Social Administration, Ohio State University (U.S.A.), for the purpose of organising a training course for Jail Officers at the Tata Institute and advising the various State Governments on criminology, probation and after-care work.

On arriving in India Dr. Reckless went on a tour of the important jails in the country to get a first-hand knowledge of the Jail Administration and the difficulties and problems confronting the States in this regard. This also afforded opportunities to the State Governments to consult him with regard to these problems. Thereafter he organised a training course in criminology and correctional administration at the Tata Institute of Social Sciences, Bombay, for Jail Officers in India; and also convened a Conference of Probation Officers of certain States at Bombay to discuss the probation system in India and to make recommendations for its improvement. Advantage was also taken of his presence by convening the Eighth Conference of Inspectors-General of Prisons at Bombay from the 13th to the 15th March, 1952. Before returning to United States of America,

Dr. Reckless met the Prime Minister, Home Minister, the Planning Commission and some officials of the Government of India and discussed matters relating to Prison Administration, Prison Reforms and Probation.

In order to consolidate the results of Dr. Reckless's work in this country, arrangements have been made for securing his assistance, in—

- (a) compilation of his lectures in the training course for Jail Officers at the Tata Institute of Social Sciences, Bombay, and
- (b) preparation of a hand-book containing guiding principles of Correctional Administration for the use of officers of the Jail Department in this country.

Dr. Reckless is attending to these two assignments without leaving the United States of America.

Dr. Reckless's work here was followed up by an Assistant, Dr. Galway, whose services were placed at our disposal by the U.N., initially to assist Dr. Reckless in his training programme, and then to carry on the follow-up work. He also visited the States that required his assistance in the matter of preparing plans for construction and/or development of jails, for setting up and improvement of probation services and after-care programmes and for organising and suggesting improvements in the special institutions intended for juvenile delinquents such as juvenile courts, remand homes and certified schools.

**35. Directorate of Co-ordination (Police Wireless).**—The Inter-State Police Wireless System has since been extended to Lucknow, Bombay, Madras, Rajkot and Port-Blair. Delay in the arrival of equipment ordered from abroad and non-availability of suitable accommodation are holding up the installation of the remaining stations, but it is hoped to complete these by the end of this year.

**36. Intelligence Bureau.**—There are proposals under consideration to establish (a) Central Finger Print Bureau, and (b) Central Forensic Laboratory, on both of which the views of the State Governments have been invited.

The question of making permanent a certain percentage of the temporary posts in the Bureau (both at the headquarters and at outstations) is still under examination.

The re-organisation of the Bureau itself is also under consideration.

37. **Delhi Special Police Establishment.**—(1) The Delhi Special Police Establishment has continued to do useful work as the following comparative figures show:—

	1951	1952
1. No of cases registered . . . . .	274	330
2. No. of cases sent up for trial . . . . .	242	197
Convictions . . . . .	116	82
Pending . . . . .	303	299
Acquittals . . . . .	130	65
Otherwise disposed of in Court. . . . .		1
3. No. of cases reported for departmental action . . . . .	136	72
Punished departmentally . . . . .	66	51
Pending . . . . .	153	139
Exonerated . . . . .	59	34
4. No. of cases under investigation . . . . .	101	258
5. No. of cases ready for prosecution . . . . .	11	1
6. No. of cases pending departmental or Government sanction for prosecution . . . . .	27	18
7. No. of cases dropped . . . . .	135	63
8. No. of cases transferred to local Police . . . . .		6
9. Fines imposed . . . . .	Rs. 2,98,814	Rs. 1,82,897/12/-

(N.B.—The figures at items 2—8 above include cases which were registered prior to 1952).

(2) Comparative strengths of the Delhi Special Police Establishment for the years 1951 and 1952 are shown below:—

Posts	1951	1952
Inspector General . . . . .	1	1
Assistant Inspector General . . . . .	1	1
Administrative Officer . . . . .	1	1
Superintendents of Police . . . . .	6	6
Deputy Superintendents of Police . . . . .	12	13
Legal Adviser . . . . .	1	1
Public Prosecutors . . . . .	5	5
Inspectors . . . . .	41	42
Prosecuting Inspectors . . . . .	10	11
Sub Inspectors . . . . .	54	56
Prosecuting Sub Inspectors . . . . .	9	9
Assistant Sub Inspectors . . . . .	22	24
Head Constables . . . . .	34	34
Foot Constables . . . . .	278	307
Ministerial Staff . . . . .	148	138
	623	649

(3) The cost of the Delhi Special Police Establishment during the financial years 1951-52 and 1952-53 is as given below:—

1951-52	1952-53
Rs. 19,44,325-0-0	Rs. 21,26,924-0-0

(4) The jurisdiction of the Special Police Establishment has been extended to the departments of Part 'C' States and also to statutory and other bodies in which the Government of India have interest.

(5) In the Report on the work of the Ministry of Home Affairs for the year 1951-52 mention was made of a Committee of six members of the *interim* Parliament, who were examining the working of the Prevention of Corruption Act, 1947, with a view to suggesting improvement in the law for more effective checking of corruption. On the basis of the recommendations of that Committee the Prevention of Corruption Act and also certain sections of the I.P.C. and Cr.P.C. have been amended. The offering of bribe has been made a substantive offence. To facilitate the procurement of evidence and expeditious disposal of cases, provision has also been made for the grant of pardon to accomplices in certain types of corruption cases and for their trial by Special Judges. The State Governments have appointed Special Judges who will now take cognizance of and try such cases without committal proceedings before magistrates.

(6) *Recruitment Rules for various posts.*—The recruitment rules for the various posts in the S.P.E. mentioned in the previous year's report have since been finalised and will shortly be referred to the Union Public Service Commission for their concurrence.

(7) *Re-organisation of the S.P.E.* is under consideration.

**38. Central Police Training College, Abu.**—This institution continued to do useful work during the year 1952. The strength of the College has remained practically same as before. The question of making permanent the posts which are now on a temporary basis is still under consideration. A proposal for establishing a Central Detective Training School as a wing of the College is under examination.

#### SECTION H—PRESS

**39. Report of the Press Laws Enquiry Committee.**—On the basis partly of the recommendations made by the Press Laws Enquiry Committee which had been set up by the Government of India, and partly of recommendations made by State Governments who had

experienced difficulties in the working of the Press and Registration of Books Act, 1867, it was decided to amend that Act and an amendment Bill was accordingly introduced in the House of the People during the autumn session, 1952. The main amendments which the Bill seeks to make are as follows:

- (i) Temporary changes in the place of printing or publication may merely be notified to the magistrate within 24 hours and if this is done no fresh declaration is necessary so long as the keeper of the press or the publisher continues to be the same.
- (ii) A declaration which is not followed by publication of a newspaper within three months becomes void.
- (iii) When a newspaper ceases publication for a period of twelve months or more the declaration becomes void.
- (iv) The Act applies to all printed, cyclostyled, or lithographed matter including posters.

**40. Working of the Press Laws.**—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, one editor, three printers and publishers, one printer of periodicals, keepers of two printing presses, and one publisher and bookseller were warned, while one editor of a periodical, one printer of a newspaper, two printers and publishers, keepers of two printing presses were finally warned, for publication of objectionable matter and violation of the provisions of the Press and Registration of Books Act, 1867. Keepers of two printing presses, three printers and publishers and one printer were fined for publication of obscene matter and violation of the provisions of the Act of 1867. Editors of two periodicals, the author of an obscene story, the editor and publisher of one periodical, the keeper of a printing press and the person in charge of a Dawakhana were convicted under section 292 I.P.C. for publishing obscene matter. One editor of a periodical expressed regret for the publication of a scurrilous and baseless newsitem.

## SECTION I—FOREIGNERS

**41. Admission of Tibetans.**—Consequent on the Chinese incursion of Tibet it had been decided that the admission into India of Tibetans should be governed by the issue of Permits at the border points. It had also been decided that such permits could be granted freely to any Tibetan having a *bona-fide* purpose of visit to India.

**42. Treatment of Portuguese Indians.**—There are number of Indians domiciled in the Portuguese Establishments in India who also qualify for Portuguese citizenship. An increasing tendency on the part of such persons to travel to India on Portuguese passports has been noticed. Since a person domiciled in any Portuguese Establishment in India proceeding from any such Establishment is exempt from the provisions of the Indian Passport Rules, 1950, and the Registration of Foreigners Rules, 1939, it has been decided that any such person coming to India from Goa on a Portuguese passport should obtain a certificate from the Consul General for India in Goa to the effect that he qualifies for exemption under the above Rules. A person who is not in possession of such a Certificate will be treated as other Portuguese nationals are i.e. he will have to obtain a visa and to register himself on arrival.

**43. Passport cum Visa System for Travel between India and Pakistan.**—With effect from the 15th October 1952, the existing Permit system for travel between India and West Pakistan has been replaced by a system of Passport and Visas for travel between India and all parts of Pakistan. As a result of this necessary amendments have been made to the Indian Passport Rules, 1950.

Steps have also been taken to establish Passport Checking Posts on the Eastern and Western borders on all the agreed routes.

**44. Amendment of the Registration of Foreigners Rules.**—As stated in paragraph 37 of the Report for the year 1951-52 the simplification of the procedure for the registration of Foreign Tourists coming to India has been settled. The proposed amendment of the Registration of Foreigners Rules, 1939, has been examined in detail in consultation with the State Government and final orders are being issued.

**45. Kazaks and Chinese Refugees from Sinkiang.**—A number of Kazaks and Chinese refugees from Sinkiang had been permitted to enter India and stay in this country temporarily till circumstances became favourable for their departure from this country. In the course of the last year a majority of these refugees have left India for settling down in countries of the Middle East—e.g. Turkey.

**46. Number of Registered Foreigners in India.**—70,326 foreigners registered under the Registration of Foreigners Rules, 1939, were reported to be resident in India as on the 1st January 1952. The principal nationalities are—Chinese 23,792; Tibetans 10,715, Afghans 6,244; Americans 5,931; Iranians 4,401 and Burmese 3,122. These figures do not include children below the age of sixteen years, nationals of Commonwealth countries and foreign diplomats and officials etc. who are not subject to registration.



47. **International Conferences.**—During the year under review 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:—

S. No.	Name of Conference etc.	Names of countries which participated
1	W. H. O. Sminar on Rabies, 1952 held at Coonoor (Pastuer Institute of Southern India).	1. Indonesia, 2. Afghanistan, 3. Thailand, 4. Turkey, 5. Lebanon, 6. Egypt, 7. Syria, 8. Israel, 9. Austria, 10. Spain, 11. Greece, 12. Cyprus, 13. China, 14. Philippines, 15. Japan, 16. Malaya, 17. Australia and 18. South Africa.
2	Meeting of the International Cancer Research Commission held in Bombay in December, 1952.	Argentina, Australia, Austria, Belgium, Brazil, Burma, Canada, Chile, China, Czechoslovakia, Denmark, Egypt, Finland, France, Germany, Indonesia, Iran, Iraq, Italy, Japan, Lebanon, Luxemburg, Mexico, New-Zealand, Norway, Netherlands, Philippines, Portugal, Saudi Arabia, Sweden, Switzerland, South Africa, Thailand, Turkey, U. K., U. S. A., Yugoslavia and U. S. S. R.
3	All India Cultural Conference held in Bombay.	U. S. S. R.
4	F. A. O. Regional Meeting for co-ordinating programme of eradication of Rinderpest.	All countries in South East Asia.
5	Indian Science Congress Session Association—40th Session held at Lucknow.	U. K., U. S. A., China, U.S.S.R., Switzerland, Pakistan, Denmark, Sweden and France.
6	Symposium on Tropical Building Construction and Design—held under aspects of UNESCO.	U. K., Australia, U. S. A., Brazil & France.
7(a)	International study Conference on Child Welfare at Bombay.	} Afghanistan, Argentina, Australia, Austria, Belgium, Brazil, British West Indies, Burma, Canada, Ceylon, China, Chile, Denmark, Finland, Egypt, Fiji, France, Germany, Iran, Ireland, Iraq, Italy, Japan, Luxemburg, Nepal, Pakistan, Malaya, Mauritius, Portugal, Philippines, Saudi, Arabia, Sweden, Switzerland, Thailand, Turkey, U. K., U. S. A., Indonesia, U. S. S. R., Vatican, Norway, Yugoslavia, Union of South Africa, British East Africa.
(b)	International Conference of Social Work at Madras.	
8	International Conference of Planned Parenthood at Bombay.	U. S. A., U. K., Japan, Israel, Switzerland, and Germany.

S. No.	Name of Conference etc.	Names of countries which participated
9(a)	World Conference of Chirstian Youth at Kottayam.	} Almost all the countries in the world.
(b)	World Students Christian Federation International Conference at Tambaram.	
(c)	General Committee meeting at Nasrapur and	
(d)	Meeting of the Central Committee of the World Council of Churches at Lucknow.	
10	International Rice Commission of the U. N. Food & Agriculture Organisation.	Burma, Ceylon, Cambodia, Cuba, Dominican Republic, Ecuador, Egypt, France, Indonesia, Italy, Mexico, Netherlands, Pakistan, Paraguay, Philippines, Thailand, U. K., U. S. A., Vietnam and French Sudan and Laos.
11	UNESCO Regional Conference on Free and Compulsory Education in South East Asia.	Afghanistan, Australia, Cambodia, Ceylon, Indonesia, Laos, New Zealand, Pakistan, Philippines, Thailand, Union of Burma, Viet Nam, Nepal, France, Netherlands, U. K., and U. S. A.
12	International Seminar on the "Contribution of Gandhian Outlook and Technique to the Solution of tension between and within nations".	U. K., Brazil, Egypt, Iran, France, U. S. A., Japan and Italy.
13	Asian Students Convention of United Nationals at Delhi.	China, Russia, Nepal, Afghanistan, Iraq, Transjordan, Yemen, Saudi Arabia and Pakistan.

In addition to these, (i) Russian Food Gift Delegation, (ii) Pakistan Trade Delegation, (iii) Japanese Industrial Mission and (iv) Turkish Journalists Delegation also came to India, during the year under report.

**48. Recoveries from Foreign Governments.**—During the year under review, the Government of Aden have met in full our claim for Rs. 11,363 on account of repatriation of their internees. In addition the Government of the United Kingdom have made a part payment of Rs. 1,98,797 out of a total of Rs. 15,87,688 billed against that Government on account of maintenance and repatriation of their internees, and also the rent due from them in respect of some of their internees. A sum of Rs. 1,03,023 is yet to be recovered from the Governments of Burma, Ceylon and Hongkong on account of the cost of repatriation of their internees. A claim amounting to Rs. 10,74,531 on account of maintenance and repatriation of internees received from Netherlands East Indies was originally presented to the Netherlands Government who have since suggested that it should

properly be a charge on the Indonesian Government. The Indonesian Government with whom the matter has been taken up are now examining the claim. Efforts are being made to realise the outstandings as early as possible.

49. **Disposal of Internment Camp, Dooli.**—The C.P.W.D. have submitted a survey report for the dismantlement and disposal by public auction of the Camp buildings at Deoli and this report is now under examination in consultation with the Ministry of Finance. It is expected that the Camp buildings etc. will be disposed of finally in another six months time.

50. **Indianisation of Staff in Foreign Concerns.—Change of Visa Policy consequent on.**—In pursuance of an assurance given by the Minister for Commerce and Industry on the floor of the House that progressive Indianisation of the staff of all foreign, semi-foreign, etc. concerns in India is the declared policy of the Government of India, applications for entry into and extension of stay in India from all foreign employees are being carefully scrutinised. Except in cases where it is clear that no suitable Indian is available for the job on which the foreign employee is or is to be engaged, or that the admission into or extension of stay in India of the foreigner will be in India's interests, such applications are not accepted.

50. **Indian Citizenship Bill.**—The revised draft of the Indian Citizenship Bill is now being examined and it is hoped to bring it before the House later in the year.

#### SECTION J—CIVIL DEFENCE

52. **Civil Defence.**—The Technical Sub-Committee on Civil Defence is continuing the work of preparing paper plans.

#### SECTION K—JUDICIAL

53. **Extension of the jurisdiction of the Mysore High Court to Coorg.**—Prior to 1948, the judicial needs of Coorg were served by the Court of the Judicial Commissioner, Coorg. In 1948, the Court of the Judicial Commissioner of Coorg was abolished and the jurisdiction of the High Court of Madras was extended to Coorg. The arrangement was not considered convenient to the Coorg litigant public. Bangalore, the seat of the Mysore High Court, being much nearer to Coorg than Madras and official language of Coorg being the same as that of Mysore, the Government of Coorg proposed that the jurisdiction of Mysore High Court should be extended to Coorg. The Mysore High Court (Extension of Jurisdiction to Coorg) Act has accordingly been enacted.

#### 54. Legislation Enacted

(a) During the period under review the following other measures were also passed by Parliament:—

- (1) *The Scheduled Areas (Assimilation of Laws) Bill.*—The object of the Bill is to apply certain laws to the areas excluded from the Tribal areas specified in Part B of the Table appended to paragraph 20 of the Sixth Schedule to the Constitution and merged in the ordinary administration of the State of Assam.
- (2) *The Code of Criminal Procedure (Amendment) Bill.*—Chapter IX of the Code has been amended to enable all branches of the armed forces to aid the Civil Powers in order to quell disturbances in cases which are not serious enough for the declaration of martial law.
- (3) *The Commission of Inquiry Bill.*—This Bill enables Government to appoint an enquiring authority on any matter of public importance and to vest in that authority certain specific powers to summon witnesses, to take evidence on oath, and to compel persons to furnish information for the enquiry.

(b) Legislation pending before Parliament.

- (1) *The High Court Judges (Conditions of Service) Bill, 1952.*—This was introduced in the Parliament during the last session. It is intended to determine the rights in respect of leave of absence and pension and certain other subsidiary conditions of Judges of High Courts Part A States. It is now awaiting consideration in the current session.

(c) Legislation Proposed.

- (1) *The Excluded Areas (Extension of Laws) Bill.*—This Bill provides for the application of certain laws relating to matters in the Union Legislative List to the areas which were formerly known as Excluded and Partially Excluded Areas under the Government of India Act and have not been declared Scheduled Areas under the Constitution but merged in the ordinary administration of the respective States.
- (2) *The Calcutta High Court (Extension of Jurisdiction) Bill.*—This Bill seeks to extend and ratify the jurisdiction of Calcutta High Court to Chandernagore and Andaman and Nicobar Islands.

(3) *The Nowgong and Sibsagar (Assimilation of Laws) Bill.*—

This Bill applies the laws relating to matters in the Union and Concurrent Legislative Lists at present in force in the districts of Nowgong and Sibsagar to the areas excluded from the Mikir Hills Tracts and incorporated in those districts.

55. **Extension of laws to Delhi and Ajmer.**—The following law was extended to the State of Delhi under section 2 of the Part C States (Laws) Act, 1950.

S. No.	Name of the Act	Object of Legislation
1.	The Bombay Essential Commodities and Cattle (Control) Act	to provide for maintaining control over the supply, distribution and prices of certain essential commodities.

### PART III—GENERAL

#### SECTION L—CENTRALLY ADMINISTERED AREAS, CENSUS AND MISCELLANEOUS

##### 56. Andaman and Nicobar Islands.

(1) **Budget.**—A provision of Rs. 1,28,00,000 was made under Grant No. 60-Andaman and Nicobar Islands for the financial year 1952-53. A supplementary grant of Rs. 2,40,000 has been sanctioned to meet arrear, bills thrown forward from 1951-52, in connection with Coal supplies and Stevedoring and other charges of the chartered Vessels consequent largely on the extension of the charter of one of the two Vessels (s.s. 'Bharatkhand') beyond the period originally assumed.

For the financial year 1953-54 a provision of Rs. 1,53,39,300 has been made. The receipts for the year 1953-54 are expected to amount to Rs. 1,36,47,100.

A provision of Rs. 7,17,000 has been made under Grant No. 120-Capital outlay of the Ministry of Home Affairs, as shown below:—

	Rs.
Purchase of Stores for the Standby set for Power House at Port Blair . . . . .	47,000
<i>Supply of consumer and other stores in Andamans—</i>	
Gross expenditure . . . . .	28,00,000
Suspense . . . . .	(—) 30,000
Deduct—recoveries . . . . .	(—) 21,00,000
TOTAL . . . . .	<u>7,17,000</u>

(2) **Colonisation.**—During 1952, 51 families of displaced persons from East Bengal were sent to the Andamans for settlement. A five year scheme for development and colonisation of the Andamans has been sanctioned.

The scheme envisages clearing of 20,000 acres of forest land in the Andamans. The land will be cleared of all three growth and uprooted of stumps i.e. made absolutely clear for cultivation. This cleared land will be made available for paddy cultivation to about 4,000 agriculturist families (20,000 persons) from India during the

next five years or so. In addition to the 20,000 acres of cleared paddy land an equivalent amount of hilly land will be made available to the settlers for being utilised as homestead land, for growing any fruit and vegetables and as pasture for cattle.

Each family, selected for settlement under the scheme, will be granted a *recoverable* loan of Rs. 2,000 so as enable them to meet expenditure on house building, purchase of bullocks, agricultural implements, seeds and manure, maintenance till the first crop is harvested and cost of passage from the mainland to the Andamans. Land revenue will not be recovered during the initial period of the working of the scheme. Thereafter land revenue will be recovered at Rs. 3 per acre.

The scheme also envisages building 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 expected to be Rs. 403 lakhs and the anticipated revenue (from sale of timber) Rs. 380 lakhs, thus entailing a net outlay of Rs. 23 lakhs over five years.

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. The settlement under the scheme will be on co-operative and not on individual basis. The work of clearing forests under the scheme, which began in December 1952, is reported to be progressing satisfactorily.

(3) **Advisory Council.**—The following persons were nominated to reconstitute the Advisory Council for the Andaman Islands with effect from the 1st April 1952 for a period of one year:—

- (1) Shri Attam Lachman
- (2) Mr. Edwin Monin
- (3) Hajee Subhan Ali
- (4) Shri Brij Lal
- (5) Shri Bal Krishna Gupta.

During the term of the Council Shri Brij Lal died and was replaced by Shri Rama Krishna for the remaining term *i.e.* upto the 31st March 1953.

The term of the existing Council will expire on the 31st March 1953. The Council will be reconstituted for another year with effect from 1st April 1953.

(4) **Improvement of Livestock and Re-organisation of Dairy Farm.**—On the recommendations of Sardar Datar Singh, Vice-Chairman of the Indian Council of Agricultural Research and Dr. Kothavalla, Director of the Dairy Research Institute, Bangalore, the Dairy Farm at Port Blair has been reorganised and put under the charge of a Live Stock Officer.

(5) **Special trip to Nicobar Islands and Little Andamans.**—The Chief Commissioner and senior officers of this Administration went in s.s. "Maharaja" on a special cruise to the Nicobar Islands and Little Andamans between the 16th and the 25th March 1952.

(6) **Laws and Regulations.**—The provisions of the Indian Ports Act, 1908 (XV of 1908) have been extended to the following ports:—

- (1) Port Blair
- (2) Camorta
- (3) Car Nicobar
- (4) Elphinstone Harbour
- (5) Maya Bander (formerly known as Port Bonigton).

The limits of each such port for the purpose of the said Act have also been defined. Moreover, certain officers of the Andamans Administration have been appointed as Conservator of Port or Ports for receiving all dues, fees and other charges authorised to be taken at such port or ports by or under the said Act and subject to the control of the Central Government to expend the receipts on any of the objects authorised by the said Act.

(7) **Shipping.**—The charter of s.s. "Maharaja" which is a cargo-cum-passenger vessel of 2894.66 gross tonnage and with a capacity to carry on an average 400 passengers and cargo of about 1500 tons was renewed for 3½ years from November 1952 at the hire rate of Rs. 36 per ton per month against the previous rate of Rs. 29 per ton. The charter of the other vessel s.s. "Bharatkhand" which is a cargo vessel of 4380 D/W tons with a carrying capacity of about 1300 tons was also renewed in June 1952 for one year at a hire rate of Rs. 19/8/- per Dead Weight Ton per month against the previous rate of Rs. 15/8/- per ton. To meet the additional expenditure due to the increased charter hire rates, the Passenger Fares and Freight rates had to be increased from 1st August 1952 by 15 per cent. except in the case of food-grains including sugar which continued to be charged at old rates and coconut and copra charged at five per cent. above the old rates. In the case of freight rate for logs, the rate had previously been increased with effect from 1st April 1952 by 15 per cent. as a



of the increase, in freight rates on the coastal and the Indo-Bur service.

The above steamers continuously plied between the Andamans and the mainland as usual, except for the period after the 28th November 1952 when s.s. "Maharaja" was delivered to the owners for survey etc. A substitute ship s.s. "Akbar" of 4047 gross tons was chartered for about two months at the rate of Rs. 23/8/- per gross ton per month.

(8) **Exploration of Islands in the Nicobar Group.**—Shri B. S. Chengapa, Conservator of Forests Andamans, and his party explored Great Nicobar Islands, Little Nicobar Island, Katchall Island, Nancowry and Camorta Islands for nearly about two months. Their report is receiving the attention of officers in the Andamans.

(9) **Supply of Food Grains.**—About 2,000 tons of food grains were procured through the Ministry of Food and Agriculture and supplied to the Andamans Administration to meet the requirements for the period from January to December 1952.

(10) **Meteorology.**—Meteorological Stations have been set up on Table Island, Mayabandar, Long Island, Car Nicobar, Nancowry and Kondul. The establishment of a similar station in Little Andamans is under consideration. These stations supply information to Poona and it is of great value in forecasting weather in the Bay of Bengal and the whole of eastern Coast of India.

(11) **Anthropological Survey.**—The work of winning over the hostile aboriginal tribes has now been taken up. Dr. L. Cipriani, an Italian Anthropologist has already done valuable work in the Andamans. He has been appointed as Anthropologist in charge of the sub-station of the Department of Anthropology at Port Blair. For the first time officers of the Anthropological Department traversed the Little Andaman Island from the East to the West Coast and contact was established with the tribes which till very lately were reported to be quite hostile.

A party of officers belonging to the Andamans Forest Department established cordial relations with the Chompein a wild tribe living in the interior of Great Nicobar.

(12) **Public Works.**—The following works were completed during the year 1952-53.

(1) Construction of 'A' type quarter for C.C.F. at Delaney-pur.

- (2) Construction of 10 'G' residential married type qurs. at Port Blair (6 at Port Blair and 4 at Mayabunder).
- (3) Construction of residential accommodation for medical staff at Noncowry.
- (4) Construction of hospital building at Nancowry.
- (5) Construction of Fisheries Research Station at Port Blair.
- (6) Improvement and reconditioning of certain existing buildings.
- (7) Improvement to bunds and sluices at Port Blair.

### 57. 1951—CENSUS.

(i) **General.**—The preparation of all prescribed tables, according to the 1951 Census Tabulation Plan, has been completed in all the States. All District Census handbooks have also been prepared in manuscript. Subsidiary tables which are derived from the main tables in a form suitable for comparing the results of this Census with those of the earlier censuses and also with other relevant statistics have also been prepared for all States. The State Census Superintendents have completed their study of the main tables and Subsidiary tables and are engaged in drafting their reports. In some States (e.g. Madras and Madhya Pradesh) the reports have been drafted and are in print. Compilation of every All India table has to follow the checking and finalisation of the corresponding table of all States without any exception. Preparation of Subsidiary tables for India has to follow the completion of the main All India tables. This work is in progress.

(ii) **District Census Handbooks.**—These handbooks are not Government of India publications. They are printed and published at the instance of and on the authority of State Government. Out of 308 districts where the 1951 Census was taken, District Census Handbooks for 66 districts have been published as shown below:—

Name of State	Number of Districts	
	Total	For which handbooks have been published
Assam . . . . .	15	4
Bihar . . . . .	18	1
Bombay . . . . .	28	16
Madhya Pradesh . . . . .	22	10
Orissa . . . . .	13	13
Punjab . . . . .	13	13
West Bengal . . . . .	15	1
Travancore Cochin . . . . .	4	4
Bilaspur . . . . .	1	1
Vindhya Pradesh . . . . .	8	3

Copies of these handbooks have been placed in the Library of the House. Other States are experiencing delay because State Government Presses are heavily engaged not only on the printing of State Census tables, but also on work relating to State Legislatures.

(iii) **State Census Tables & Reports.**—There are altogether twenty nine parts of the State Census Tables. As States vary considerably in size and population, some have only one part, while others have more than one part. All the 29 parts are in the printing stage. Three parts, one in Madhya Pradesh and two in Uttar Pradesh have already been printed, and published. Copies of these have already been placed in the Library of the House. Printing of 6 other parts has been completed (3 in Madhya Pradesh, 2 in Madras and 1 in Uttar Pradesh). They will also be published very soon. All the other parts are expected to be published during the first quarter of 1953-54. In addition to tables printed in 29 parts, there will be 15 State Census reports. All of them will be ready for delivery to the Press during this period. Many of them are also expected to be published during this period.

(iv) **Brochures.**—A Brochure on Final Population totals of the 1951 Census was issued in May 1952. Another brochure on Population Zones, Natural Regions, Sub-Regions and Divisions was issued in November, 1952. A copy of each of these Brochures was supplied to all members of Parliament.

Brochures on the following topics are ready and are in the Press. They will be published as soon as the printing is completed:—

- (a) Sample verification of the 1951 Census count.
- (b) Religion.
- (c) Special groups (i.e. Scheduled Castes and Scheduled Tribes).
- (d) Maternity data.
- (e) Displaced persons.
- (f) Age Tables.

Brochures on "Languages", "Literacy and Educational Standards", "Life Tables" etc. will be ready for the Press before the end of March, 1953.

(v) **All India Tables.**—The tables are in process of construction. They are expected to be delivered to the Press before the end of 1952-53. There is heavy pressure on printing facilities at the Centre also, in connection with the work of Parliament and it

is hoped, nevertheless, that publication may be arranged during the first quarter of 1953-54.

(vi) **All-India Report.**—This has to be drafted on the basis of a study of the main tables and Subsidiary tables of which the compilation is in progress. It is expected that this study will be completed and the report drafted and submitted to Government during the first quarter of 1953-54.

**58. Improvement of Population Data.**—In March 1952 the Government of India requested all State Governments to try out during 1952-53 certain proposals framed by Government which are designed to improve the existing system of Registration of births and deaths and provide improved population data. All State Governments except West Bengal, Orissa and Hyderabad have accepted these proposals. Reports on the results of action taken during the first year are expected to be received during 1953-54.

**59. Grants-in-aid to States for Development Schemes under Article 275 of the Constitution.**—In order to assist the various Part A and Part B States in the implementation of schemes for the Welfare of Scheduled Tribes and development of Scheduled Areas, grants-in-aid to the extent of Rs. 1,79,65,000 have been sanctioned during the current financial year. A sum of Rs. 14,55,500 has also been sanctioned for Tribal Welfare Schemes in various Part C States. A provision of Rs. 2,25,00,000 in respect of Part A and Part B States and Rs. 30,00,000 for Part C States has been made in the Budget Estimates for the year 1953-54.

**60. Scheduled Castes and Scheduled Tribes.**—The problems relating to Scheduled Castes, Scheduled Tribes and other Backward Classes will be dealt with in detail in the annual report of the Commissioner for Scheduled Castes and Scheduled Tribes which will be laid before each House of Parliament in due course. No reference to these problems has therefore been included in this report.

**61. Backward Classes Commission under Article 340 of the Constitution.**—A Backward Classes Commission consisting of 11 members with Kakasaheb Kalelkar, M.P., as the Chairman, has been appointed under Article 340 of the Constitution to investigate the conditions of socially and educationally backward classes and the difficulties under which they labour and to make recommendations as to the steps that should be taken by the Centre and the States to remove such difficulties and to improve their condition.

2. The Commission will—

- (1) determine the criteria on the basis of which any particular class or section of people can be described as “socially or educationally backward”;
- (2) prepare a list of such backward classes for the whole of India; and
- (3) examine the conditions and difficulties of such classes and make specific recommendations as to the steps which the Central Government or State Governments should take to remove those difficulties and to improve the condition of the backward classes. Its recommendations may, among other things, include some indication of the financial assistance in the form of grants to be given by the Centre and the States.

The Commission is expected to submit its report by January 31, 1954.

3. In order to ensure that the special difficulties and conditions of particular areas will be fully represented and considered, the Commission or any of its Sub-Committees when visiting or working in a particular State will co-opt as additional members two persons who belong to the backward classes in that State; one of these shall always be a woman.

4. The Commission has been authorised to obtain any information which it thinks is necessary or relevant, in any manner it thinks most appropriate. This will enable the Commission, if it thinks fit, to issue one or more questionnaires, to receive written memoranda and also to hear representations of organisations or individuals who have special knowledge and experience of the conditions of backward classes.

The State Governments and all officers have been requested to extend all possible assistance to the Commission.

**62. Salaries and Allowances of Ministers.**—The Salaries and Allowances of Ministers Act, 1952, received the assent of the President on the 12th August, 1952, and the Salaries of the Ministers Act, 1947 was repealed. Under the new Act, each Minister is entitled to a salary of Rs. 2,250 p.m. and each Deputy Minister to a salary of Rs. 1,750 p.m. Ministers and Deputy Ministers are also entitled to free furnished houses.

Rules have been framed under this Act regulating:—

- (i) T.A. in respect of journeys undertaken at the time of assumption and demission of office and in respect of tours.
- (ii) Medical treatment and accommodation in hospitals.
- (iii) Grant of advance for the purchase of motor cars.
- (iv) Grant of sumptuary allowance.

**63. Appointment of Parliamentary Secretaries.**—In addition to the Parliamentary Secretaries to the Prime Minister, Parliamentary Secretaries for certain other Ministers have also been sanctioned. The total number of Parliamentary Secretaries at present is 4. The concession of rent free furnished residence to which Parliamentary Secretaries were entitled has been withdrawn from the 1st November, 1952.

**64. 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 more Departmental Canteen has been set up in the South Block.

(c) A sum of Rs. 45,600 has been placed at the disposal of the Ministry of Home Affairs for providing amenities to the Secretariat Staff. The details of schemes for utilizing this grant are being worked out.

**65. Formation of an Andhra State.**—Mr. Justice K. N. Wanchoo, Chief Justice, Rajasthan High Court, who was appointed to consider and report on the financial and other implications involved in the formation of an Andhra State consisting of the Telegu speaking areas of the present Madras State (excluding the city of Madras) has submitted his report. This is under consideration.

**66. Awards to Civilian Citizens for Acts of Gallantry—“Ashoka Chakra”.**—One Ashoka Chakra Class II was conferred upon a civilian during 1951-52 for act of conspicuous gallantry.

## APPENDIX

### STATEMENT SHOWING THE VOLUME OF WORK DEALT WITH BY THE U.P.S.C. DURING THE YEAR 1951

#### I. *Open competitive examination.*

The Commission conducted 25 different examinations for which 17512 candidates applied. Details are given below:—

S. No.	Name of Examination	No. of candidates	No. of vacancies	No. of candidates interviewed
<i>I. Indian Administrative, etc. Services.</i>				
1	Indian Administrative Services, etc. Examination, 51.	...	196	*610 *In addition to the candidates interviewed during 1951.
2	Indian Administrative Services etc. Examination, 52.	4427	186† 84†	Interviews (Provisionally) continued in 1952.
3	Indian Police Services Probationers' Final Examination, March, 1952.	34	...	...
<i>II. Technical Services.</i>				
4	Special Class Railway Apprentices Test July/August, 1952.	1267	6	136
5	Survey of India (Class II) Examination, December, 1952.	364	6	...
6	Engineering Services Examination, 1951.	...	142	229‡ No. revised by Govt. from 24— as given in last year's review— to 42.
7	Mechanical Engineering & Transportation (Power) Examination, 1952.	240	4	Interviews were held jointly with those of candidates for Engg. Services Exam., 1951.
<i>III. Defence Services.</i>				
8	Joint Services Wing Examination, January, 1952.	1705	207	...
9	Military Wing Examination, January, 1952.	1446	83	...
10	Indian Air Force, Examination, February, 1952.	546	56	...
11	Joint Services Wing Examination, May, 1952.	1667	219	...
12	Indian Air Force Examination, May, 1952.	1100	46	...

S. No.	Name of Examination	No. of candidates	No. of vacancies	No. of candidates interviewed
13	Military Wing Examination, June, 1952.	839	24	...
14	Indian Air Force Examination, August, 1952.	1,622	40	...
15	Indian, Merchant Navy Training Ship 'Dufferin' Examination, 1952.	3	3	...
<i>IV. Ministerial Services.</i>				
16	Typewriting Test, Jan., 1952	58	...	...
17	Typewriting Test, Feb., 1952 (Sp.)	145	...	...
18	Typewriting Test, April, 1952.	158	...	...
19	Reporters' Test, April, 1952.	133	8	...
20	Special Typewriting Test, May, 1952.	218	...	...
21	Supplementary Typewriting Test, May, 1952.	19	...	...
22	Typewriting Test, July, 1952.	102	...	...
23	Reporters' Proficiency Test, Aug., 1952.	4	...	...
24	Typewriting Test, Oct., 1952.	162	(for Civil Sectt. staff)	
25	do.	306	(for A. F. H. Q. staff)	
TOTAL		16,565	1,126	1,059

## II. Recruitment by interview and Selection.

This involves scrutiny of the requisitions received for various posts from the Ministries in respect of 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.

The Commission also co-opt in their Selection Committees expert advisers not connected with the Ministries concerned for helping the Commission in selecting candidates for highly technical or specialised posts. 202 official and 93 non-official advisers were thus available to assist the Commission at interviews.



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

(a) Requisitions pending from 1951	169 (involving 302 posts)
(b) Requisitions received during 1952	506 (involving 1,258 posts)
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TOTAL	675 (involving 1,560 posts)
(c) Requisitions disposed of during 1952.	291 (involving 553 posts)
(d) Balance of requisitions pending on 31/12/1952.	384 (involving 1,007 posts)
No. of applications received.	21,249
No. of candidates interviewed	2,896
No. of candidates recommended for appointment.	502
(e) Number of recruitments undertaken for foreign Governments.	The Commission interviewed one candidate for the post of Roads Engineer, Ceylon Govt. but did not find him suitable for appointment.
(f) Number of cases where surplus Central Govt. servants recommended by the Directorate General of Resettlement and Employment and Displaced Govt. servants Section of the Ministry of Home Affairs interviewed without advertisements.	16 cases involving recruitment to 38 posts of which in 6 cases involving 16 posts candidates were recommended.
(g) Number of cases where candidates got by personal contacts were interviewed.	18 cases involving 22 posts of which 6 cases involving 10 posts have been successful. 5 cases involving 5 posts are under consideration. 7 posts have been unsuccessful.

III. The Commission tendered advice in the following cases:

S. No.	Subject	No. of cases	No. of officers involved
1	Temporary appointments (other than Departmental Promotion Committee cases).	372	1,105
2	Confirmations and <i>Ad-hoc</i> promotions	82	161
3	Indian Administrative Service/Indian Police Service cases.	88	711
4	Regularisation of Temporary appointments	11	157
5	Extension of service	38	38
6	Quasi-permanency	109	3,218
7	Disciplinary cases	72	72
8	Domicile	8	11
9	Extra-ordinary Pensions	150	150
10	Miscellaneous cases	361	..

In connection with promotions by selection the Commission deputed their representatives to preside over 40 Departmental Promotion Committees. This entailed 60 sittings of the Committees. In addition the representative of the Commission associated himself with 16 cases where the Departmental Promotion Committee arrived at findings by circulation of papers. In all the total number of officers considered was 3424.