

REPORT

VOLUME I

1954-55

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MINISTRY OF HOME AFFAIRS

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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

SECTION A—ALL-INDIA SERVICES

The Indian Civil Administrative (Central) Cadre Scheme.—The selection of personnel for the Central Cadre which has been entrusted to the Central Establishment Board, presided over by the Chairman of the Union Public Service Commission, has not been completed yet. A few meetings were held during the year under review and some further progress has been made.

2. Overage recruitment to the All-India Services.—The overage recruitment to these Services from the open-market was completed during 1952. As a part of the Emergency Recruitment and its extension to the Part 'B' States, however, some officers of the State Services were selected along with the open-market recruits for eventual appointment to the I.A.S. and the I.P.S. The Special Recruitment Board recommended that these cases should be reviewed from time to time and the officers appointed to the respective all-India Services as and when they were considered fit for such appointment. In accordance with this recommendation, three officers of the State Civil Service and one officer of the State Police Service were appointed to the I.A.S. and I.P.S. respectively in the Part 'A' States during 1953. In Part 'B' States, during the same year, 44 such appointments were made to the I.A.S. and three to the I.P.S.

3. Training.—The two all-India Services training institutions continued to train recruits to the Services during the year under review. Thirty eight I.A.S. Probationers who were appointed to the Service on the results of the Combined Competitive Examination held in 1951, and were admitted to the I.A.S. Training School in April 1952, completed their training at the end of March 1953. In April 1953, the School admitted another batch of 32 trainees recruited on the results of the Combined Competitive Examination held in 1952. These recruits are still in the School and are expected to disperse on the completion of their training, towards the end of March 1954. In the Central Police Training College, Abu, thirty eight I.P.S. Probationers recruited on the results of the Competitive Examination held in 1951, were admitted to the College in September 1952, and completed their training, including Military Training for two months, early in December 1953. The College has admitted another batch of 38 trainees recruited on the results of the Combined Competitive

Examination 1952. These are expected to complete their training near about December 1954.

4. **Gradation List of Officers of the I.A.S. and I.P.S. Cadres.**—In the report for 1952-53, it was stated that the I.A.S. Gradation Lists of all the Part 'A' States had been finally published. In respect of the I.P.S. Gradation Lists, the representations received from the officers themselves were considered during the year under review and the final views of the Government of India thereon formulated. These lists, along with the Government's views on the representations referred to, have been forwarded to the Union Public Service Commission for their concurrence. As soon as the Commission's concurrence is obtained, the lists will be finally published.

In respect of Part 'B' States also, considerable progress has been made in finalising the gradation lists for the I.A.S. and the I.P.S. With the following exceptions, the gradation lists have, in fact, been finally published.

(i) I.A.S. Gradation List for P.E.P.S.U.

(ii) I.P.S. Gradation List for P.E.P.S.U., Rajasthan and Travancore-Cochin.

5. **All-India Services Act, 1951.**—The work in connection with the framing of Rules and Regulations under the all-India Services Act continued during 1953. In addition to the draft Rules and Regulations mentioned in the Report for 1952-53, the following sets of Rules and Regulations were framed during the year under review and circulated to the State Governments for their comments:—

Indian Administrative Service (Regulation of Seniority) Rules;

Indian Police Service (Regulation of Seniority) Rules;

All-India Services (Travelling Allowances) Rules;

All-India Services (Leave) Rules;

All-India Services (Provident Fund) Rules;

All-India Services (Discipline and Appeal) Rules;

Indian Administrative Service (Pay) Rules;

Indian Police Service (Pay) Rules;

All-India Services (Conditions of Service-Residuary matters) Rules;

Indian Administrative Service (Appointment by Competitive Examination) Regulations;

Indian Administrative Service (Probationers' Final Examination) Regulations;

Indian Police Service (Probationers' Final Examination) Regulations.

The draft Rules in respect of Retirement Benefits and certain other subsidiary matters are still under the consideration of the Government of India.

A meeting of the Chief Secretaries to the State Governments is proposed to be convened sometime in April this year to obtain the final views of the State Governments on the draft Rules before they are formally promulgated. It is hoped that the Rules will come into force by the middle of this year and will be placed before Parliament as required under the Act thereafter.

6. **Joint Cadres.**—With the concurrence of the State Governments concerned, Joint I.A.S. and I.P.S. Cadres have been formed for Bombay and Saurashtra and for the Punjab and P.E.P.S.U. Final approval of the Government of India has been accorded to the agreements of the State Governments concerned and they have been informed that the respective Services could now be operated on this basis.

SECTION B—CENTRAL SERVICES

7. **Central Secretariat Service—Grades I to III.**—The constitution of Grades I to III of the Central Secretariat Service is now practically complete. The last instalment of the gradings of the departmental officers by the Union Public Service Commission was received in March, 1953. This completed the consideration of all departmental candidates—for the first three Grades of the Central Secretariat Service. The gradings showed that the service as a whole did not require reinforcement from outside. A sufficient number had in fact been recommended for each of the three Grades by the Union Public Service Commission from among the existing officers eligible for these Grades. As a matter of policy, however, it was decided that the women candidates from outside who had been considered suitable by the Union Public Service Commission for the Central Secretariat Service should be offered appointments to this Service. Accordingly, one was offered appointment to Grade I of the Service and twelve to Grade III. The former accepted the offer and was appointed Under Secretary to the Government of India. Of the latter, only four have joined Grade III of the Service as Assistant Superintendents.

In addition to permanent appointments to the three Grades the Regular Temporary Establishment of Grade III referred to in the last year's report has also since been constituted. The names of officers included in this Establishment have with a few exceptions been published. The exceptions are those regarding whom further consultations with the Union Public Service Commission are proceeding.

With the final constitution of the three Grades of the Central Secretariat Service the work of preparing the Gradation Lists has been taken in hand. The Gradation List for officers of Grade I has already been finalised and will be published shortly. The provisional lists for Grades II and III have also been published and they will now be finalised.

The constitution of Grades I to III of the Service having been completed the provisions in the Central Secretariat Service Scheme for the maintenance of the Service now come into operation. In accordance with these provisions a panel has been prepared for promotion from Grade II to Grade I and appointments to the higher Grade are being made from this panel. A panel has also been prepared for the promotion of Grade III officers to Grade II but as these promotions are to be made in consultation with the Union Public Service Commission, the panel has been referred to the Commission for advice. With regard to Grade III, recruitment on the basis of the Combined Competitive Examination has already commenced. The scheme also provides for promotion from Grade IV to Grade III, partly on the results of a departmental competitive test and partly on the basis of seniority subject to fitness. The rules for the departmental test have been finalised and the Union Public Service Commission have been asked to hold a test as early as possible. As regards promotion by seniority subject to fitness, a panel is being prepared by the Selection Board.

Grade IV.—The permanent strength of Grade IV has been fixed at 1800 and of the Regular Temporary Establishment at 1200. 1764 permanent vacancies in Grade IV have so far been filled leaving a small gap of 36 in the authorised permanent strength. This gap has been left for any marginal adjustments that may become necessary hereafter. As regards the Regular Temporary Establishment 1000 names have been published. The names of the remaining 200 Assistants to be included in this Establishment are under consideration.

8. Central Secretariat Stenographers' Service.—During the year under review 138 Stenographers have been confirmed in Grade III of the Service. This brings the total number of persons so far confirmed in Grade III to 521 against the authorised permanent strength of 604. For the remaining 83 vacancies, officers have been earmarked for confirmation and will be so confirmed as soon as the necessary preliminaries are completed.

Lists of persons eligible for Grades I and II of the Service have been scrutinised and finally published. These lists have now been referred to the Union Public Service Commission for grading the

officers according to their suitability. The Commission have already interviewed 141 Stenographers and have recommended 20 for appointment to Grade II of the Central Secretariat Service. Action has been taken on these recommendations. Further recommendations of the Union Public Service Commission are awaited.

9. **Central Secretariat Clerical Service Scheme.**—This scheme has now been finalised at the departmental level and is awaiting the approval of Government.

10. **Appointment 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. & I.P.S.) on the results of the Combined Competitive Examination held in 1952 is as follows:—

<i>Class I</i>	
I.A. & A.S.	25
I. D. A. S.	2
I. R. A. S.	3
I. C. & E. S.	3
I. T. O. S.	50
T. T. & C. D.	6
Indian Postal	4
M. L. & C. S.	1
Parliament Secretariat	1

<i>Class II</i>	
C. S. S. Grade III	5
I. T. O. S.	19*
Parliament Secretariat	3

*(One more may be appointed shortly).

Only three candidates belonging to the Scheduled Castes qualified in the examination. Two of them who were eligible for appointment to Class I have been allotted to the I.I.T.S. (Class I) and one who was eligible only for appointment to C.S.S.—Grade III (Class II) to that grade of the Service.

✓ **Secretariat Training School.**—The numbers of officers trained in this school from February 1953 to January 1954 both inclusive, are as follows:

Refresher Courses for Section Officers.	208
Direct recruits in the Assistant Superintendents' Grade	10
Routine grade Clerks given instructions in type-writing by modern methods	121
TOTAL	339

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 Resettlement and Employment, tests in typewriting and in stenography since August, 1952, almost every day in the week. About 5,165 candidates in the aggregate have so far appeared in typewriting tests out of whom 1,244 came out successful, while 483 were declared successful out of a total of 1,028 candidates who sat for the tests in stenography.

SECTION C—REFORM OF PUBLIC ADMINISTRATION

12. Organisation and Methods Division and Institute of Public Administration.—During the year under review, the suggestions for the Reform of Public Administration contained in the First Five Year Plan and also in the survey made by Mr. Paul Appleby have been under the consideration of Government. Among the more important decisions taken in this respect are—

- (i) to establish an Organisation and Methods Division, and
- (ii) to sponsor the establishment of an Institute of Public Administration.

The O. & M. Division is expected to commence activities very shortly. As regards the Institute of Public Administration, a draft Memorandum of Association and Rules have already been prepared and circulated to officials and non-officials likely to be interested in the Institute. Enrolment of members is proceeding apace. A meeting to inaugurate the Institute is proposed to be held shortly.

13. Other Services (Organisation) Scheme.—Home Ministry tendered advice during the year in question in respect of organisation of two new Services. They are—

- (i) The Economic and Statistical Advisory Service, and
- (ii) The Central Forest Service.

Schemes in respect of both these Services are expected to be sanctioned by Government shortly.

14. Objective Review of Organisations.—During the year under review, the Special Re-organisation Unit, which has been reinforced, has completed the examination of the organisation, work and staff

requirements of the Ministries of Communications and Commerce and Industry and their Attached and Subordinate Offices. The review of the Office of the U.P.S.C. has also been completed and the review of the Ministry of Transport and its Attached and Subordinate Offices is nearing completion. The objective examination conducted by this Unit has disclosed over-staffing in a number of offices. Defects in office procedure and duplication of efforts have also come to light and suitable remedial measures have been suggested in all such cases. The recommendations of the Unit have been accepted and implemented in a large measure by the Ministries by stages.

Under a directive of the Cabinet, instructions were also issued on the 3rd October, 1953, that persons declared surplus from Central Government Offices as a result of the recommendation of the Special Reorganisation Unit of the Government of India are given an overriding priority in the matter of re-employment under the Central Government and in the matter of employment assistance through Employment Exchanges.

SECTION D—OTHER MATTERS RELATING TO PUBLIC SERVICES

15. **Check on Subversive Influences among Public Servants.**—A reference was made in Part I Section D, paragraph 15 of the last year's Review of the Civil Services (Safeguarding of National Security) Rule, 1949. These rules and the instructions thereunder were reviewed last year in the light of experience and a revised set of rules, and procedural instructions ancillary thereto, have been issued. The main change which the new rule has made is that an order of compulsory retirement can hereafter be passed only by the President and not by Heads of Departments as has been the practice in some cases hitherto.

2. The following table gives the comparative figures of cases relating to action taken under the Security Rules during 1951, 1952 and 1953:—

	1951	1952	1953
1. Total number of cases referred to the Committee of Advisers	10	1	4
2. Cases in which termination of services under the rules was recommended by the Committee	6	1	3
3. Cases in which the Committee recommended dropping of the proceedings but desired that the employees concerned should be given a warning	3	..	1
4. Cases in which on the ground of lack of sufficient evidence the Committee recommended that the proceedings might be dropped	1	..	..

These 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. Age and Fee concessions to displaced persons from Pakistan.—

(a) The concessions admissible to the displaced persons were described in detail in paragraph 17 Section D Part I of the last year's review. It was stated therein that it had been decided that these concessions should remain in force upto the end of December 1953 and thereafter they would apply only to such displaced persons who migrated to India after December 1950. The matter was reviewed recently and it was decided that the concessions should continue to apply till the 31st December 1954 to all displaced persons irrespective of the date of their migration to India. It was felt, however, that the continuance of the concessions for an indefinite period would impinge on competitive recruitment. It would, therefore, not be desirable to continue them indefinitely. The question whether the relaxations should continue beyond December, 1954, will be reviewed accordingly towards the end of this year.

(b) These concessions had so long been admissible only to displaced persons from Pakistan. In order to rehabilitate the displaced persons from the unliberated areas of Kashmir decision has now been taken that such persons will also be eligible to the same age and fee concessions as long as they are admissible to the others.

17. Interim Pension for Displaced Government Servants.—In para. 25 (viii) of the Report for 1951-52, a reference was made to the question of counting for pension the previous service of displaced Government servants who had found employment under the Government of India, pending a settlement of these pensionary dues with the Government of Pakistan. The negotiations with Pakistan have not so far yielded any results in this respect. In the meantime, in order to mitigate hardship to displaced permanent Government servants from Sind and N.W.F.P., it has been decided to make *ex-gratia* provisional pension payments at the time of their retirement from service under the Government of India at 60 per cent. of the full pension admissible to them for their service both in Pakistan and in India. All service in Pakistan qualifying for pension will be taken into account as also all service in India whether permanent or temporary. The Scheme will be reviewed in 1957, or earlier if a settlement with Pakistan on this subject is reached in the meantime.

18. 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 year. All Ministries have been asked to ensure the careful observance of this policy. They have been asked, in particular, not to enter into contracts or firm commitments for the employment of the non-Indians without the prior concurrence of the Ministry of Home Affairs.

During the year, 63 sanctions were accorded to the appointment (including extension of existing appointments) of non-Indian officers on contract to various posts, most of which required specialised and technical qualifications or experience.

19. Re-employment of superannuated persons and grant of extensions of service.—All cases of extension and re-employment, except those of certain specified categories, continue to be scrutinised by the Ministry of Home Affairs whose concurrence is required before issue of orders. The cases referred to in the following paragraph were considered accordingly and agreed to in the public interest either because suitable replacements were not immediately available, or in order to maintain continuity of work.

Sanction has been accorded during the year under review to the re-employment of 327 superannuated officers and to the extension of service of 253 other officers. Of these 580 cases of re-employment and extension, 110 related to earlier years and came up for *ex post facto* sanction during the year in question.

20. Representation of Scheduled Castes, Scheduled Tribes and Anglo-Indians in the Services.—In 1950, Government issued a resolution laying down the policy for the communal representation in Services. Detailed instructions on the subject were issued later indicating the procedure to be followed in filling vacancies reserved for such communities. The need to observe these instructions carefully has been impressed on all Ministries. Returns submitted by Ministries, as prescribed in the Supplementary Instructions, are scrutinised and action taken, wherever necessary, to ensure that the instructions are properly implemented.

The Bhartiya Adimjati Sevak Sangh, Kingsway, Delhi and the institutions affiliated thereto have been recognised as representative of Scheduled Tribes. Some more organisations representing Scheduled Castes have also been recognised and revised lists of all organisations recognised as representative of Scheduled Castes and Tribes have been circulated to all Ministries and State Governments. Under the instructions referred to in the preceding paragraph, these organisations are required to be consulted when vacancies reserved for members of these communities are to be filled.

Instructions have been issued to all Ministries that in cases where candidates belonging to Scheduled Castes and Scheduled Tribes are unable to produce, at the time of their appointment, certificates from District Magistrates or S.D.Os. in respect of their claims to belong to Scheduled Castes/Tribes, they should be appointed provisionally on the basis of such *prima facie* evidence as they are able to produce and such claims checked later through the District Magistrate concerned.

SECTION E—UNION PUBLIC SERVICE COMMISSION

21. (1) During the year under review the Commission was at its full strength of a Chairman and six Members upto October, 1953. One of the members Shri G. C. Chatterji resigned on the 1st of November, 1953. The vacancy has not been filled since.

(2) The volume of work in the Commission's Office continued to increase. The Commission, therefore, requested the Government of India to sanction additional staff. The Government have appointed a Committee to review the work of the Commission and the matter is now under consideration by representatives of the Ministries of Home and Finance and the Union Public Service Commission. Meanwhile some additional temporary staff has been sanctioned for work relating to the recruitment of Income-Tax Officers Grade III Class II and for holding two additional examinations for the recruitment of Special Entry Cadets to the Indian Navy.

(3) Figures giving an indication of the volume of work done by the Commission in 1953 will be found in the Appendix.

PART II—PUBLIC SECURITY

SECTION F—POLITICAL

22. Report on the working of the Preventive Detention Act, 1950.—In the report for 1952-53 it was stated that it was proposed to review the position in regard to the working of the Preventive Detention Act and to bring forward a resolution in Parliament relating to its further continuance or otherwise. For this purpose, very comprehensive and elaborate statistical information was collected from all the State Governments and placed before Parliament in December 1953 in the form of a printed report. After due deliberation, motions were adopted by both Houses of Parliament to the effect that they were of the opinion that there was ample justification for continuing the Act for the remaining period (i.e. till 31st December 1954).

23. Untouchability (Offences) Bill, 1953.—In the review for the year 1949 it was stated that legislation under article 35(a)(ii) read with article 17 of the Constitution prescribing punishment for the offence of the practice of 'untouchability' was under consideration and that a bill in this behalf would be introduced in Parliament as soon as possible. A bill was accordingly drafted and circulated to all State Governments and persons and organisations interested in the matter for the purpose of obtaining their comments. The draft bill was published in the *Gazette of India* for eliciting comments after obtaining the Speaker's approval under rule 67 of the Rules of Procedure and Conduct of Business in the House of the People. Advantage was taken of the comments received from most of the State Governments and the Bill as drafted originally was modified in the light of those comments and published in the *Gazette of India Extraordinary*, dated the 26th December 1953.

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

24. Strength of the Police in Part 'A' States and the States of Ajmer, Coorg, Delhi and Andaman and Nicobar Islands.—There has been a slight decrease in the strength of Police forces of all the States except Assam, Coorg and Delhi. The following Table shows the sanctioned strength of Police in Part 'A' States and also in the States-

of Ajmer, Coorg, Delhi and Andaman and Nicobar Islands as at the end of the years 1951 and 1952:—

State	Sanctioned strength of police					
	As on 31-12-51			As on 31-12-52		
	Armed	Unarmed	Total	Armed	Unarmed	Total
Assam	5338	5456	10794	5687	5535	11222
Bihar	14901	15896	30797	13176	16150	29326
Bombay	26521	38562	65083	25251	38215	63466
Madhya Pradesh	7586	15891	23477	4179	16465	20644
Madras	20283	37561	57844	16826	36705	53531
Orissa	5157	7556	12713	4566	7659	12225
Punjab	21109	781	21890	20609	757	21366
Uttar Pradesh	23888	35788	59676	21990	36530	58520
West Bengal	16986	29912	46898	16784	29075	45859
Ajmer	643	1471	2114	616	957	1573
Coorg	215	..	215	217	..	217
Delhi	2452	5572	8024	2452	5572	8024
Andamans	105	420	525	189	331	520

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

25. **Home Guards and analogous forces.**—The latest figures of the strength of trained Home Guards and analogous forces as on 31st December 1952 are given below:—

1. Bihar	...	3562
2. Madhya Pradesh	...	12121
3. Bombay	...	437789
4. West Bengal	...	11587
5. Uttar Pradesh	...	622791

Punjab has disbanded the organisation. The strength of such forces in the above States has generally remained of the same order, the only noticeable variations being a slight decrease in Bihar and a slight increase in Bombay, West Bengal and Uttar Pradesh.

26. Police in the Delhi State.—The last phases (2nd and 3rd) of the Reorganisation Scheme of the Delhi Police have since been sanctioned.

27. Administration of the Indian Arms Act and Rules.—In the report for 1952-53 it was mentioned that the question of delegation of certain powers of the Central Government under the Indian Arms Act and the Rules made thereunder was under consideration. These powers have since been delegated to Part B State Governments (other than that of Jammu and Kashmir to which the Rules do not extend).

The policy that the establishment and growth of properly constituted rifle clubs should be encouraged continues. The National Rifle Association, Ahmedabad, which is an all-India affiliating body has been generally commended to the State Governments and it has been suggested to them that only properly constituted rifle clubs and associations should be recommended to the Association for affiliation. Further, it has been decided to supply to the rifle clubs, ammunition, when available, manufactured in the Ordnance Factories at the same rates at which it is at present issued to officers of the Defence Services.

The manufacture of arms and ammunition in the Ordnance Factories has since made further progress. Shot guns of 12 bore have been manufactured and duly tested and are proposed to be placed in the market in the very near future. Arrangements for the manufacture of rifles of .315 bore are also well in hand. A pre-pilot model of this rifle has been produced and its general suitability examined. Other details are being finalised. The approximate wholesale price of the weapon is expected to be between Rs. 180 and Rs. 200. The State Governments have been asked to furnish information regarding the approximate requirements of civilians in their territories. It is proposed to supply the manufactured rifles to dealers in the States for sale. Experiments for establishing a suitable propellant for 12 bore cartridges are also proceeding. Samples of two types of experimental propellants which were developed are being modified.

28. Jails and Correctional Work.—As stated in the Report for 1952-53, this Ministry had requisitioned from the United Nations the services of Dr. Walter C. Reckless, an expert in Criminology, to organise a training course for Jail Officers in India at the Tata Institute of Social Sciences, Bombay and to advise the various State Governments on criminology, probation, after-care work, etc. On the termination of his mission, he submitted a report on "Jail Administration in India" to the United Nations. Copies of the Report

(which were obtained from the United Nations) have been circulated to the States. The Ministry of Home Affairs are also considering what action should be taken on the various recommendations made by Dr. Reckless.

Dr. Reckless, at the instance of this Ministry, has also prepared and furnished a "Hand-book of Practical Suggestions for the Treatment of Adult and Juvenile Offenders" which consists of (i) his lectures at the Tata Institute while conducting the training course for Jail Officers, and (ii) guiding principles of Correctional Administration for the use of officers of the Jail Department in this country. The question of printing it and distributing it to the States etc., is under consideration.

In view of the wide-spread and increasing interest in the Probation System in the country, the question of enacting legislation on an All-India basis to provide for the introduction of a regular system of probation of offenders in the States of India is under consideration. This Ministry have accordingly circulated a draft Bill to the States for their comments. After receipt of their views, the Bill will be finalised.

29. Ex-Criminal Tribes.—As stated last year, in pursuance of the recommendations of the Criminal Tribes Enquiry Committee some States have enacted Habitual Offenders Acts to replace the Criminal Tribes Act, 1924 or corresponding laws. Some more States are taking action in this direction. The drafting of the Model All-India Habitual Offenders Bill has almost been finalised and it will be circulated shortly to the various States for their comments.

30. Directorate of Co-ordination (Police Wireless).—The Inter-State Police Wireless system has still to be extended to Travancore-Cochin, Imphal and Chandigarh. This has been held over in the last two places for lack of proper accommodation in the State Capitals. The State Governments have been requested to provide the same expeditiously. In Travancore-Cochin there is now no Intra-State Police Wireless Station. Necessary equipment has been purchased by the State Government and the station will be set up very shortly. As soon as this has been done, steps will be taken to link the system with the Inter-State Police Wireless system.

31. Intelligence Bureau.—Mention was made in the Review for the year 1952-53 about the establishment of the Central Finger Print Bureau. The views of the State Governments who were consulted in the matter have been received. It has now been decided to establish a Central Finger Print Bureau and steps have been taken

to find suitable accommodation therefor. The question of establishment of the Central Forensic Laboratory is still under consideration.

As regards making permanent a portion of the temporary posts in the Intelligence Bureau (both at the headquarters and at out-stations), the exact number in each category of posts which would be converted into permanent ones has not yet been finally decided. The staff of the Intelligence Bureau was excluded from the operation of the Central Secretariat Service Re-organisation Scheme on security grounds. A portion of its staff, e.g., Superintendents, Assistant Superintendents, etc., has however, now been reorganised in the matter of pay scales, recruitment, promotion, etc., almost on the lines of the Secretariat Scheme. The re-organisation of other posts in the Intelligence Bureau is still under consideration.

32. Delhi Special Police Establishment.—The Delhi Special Police Establishment has continued to do useful work as the following comparative figures show:—

	1952	1953
1. No. of cases registered	330	376
2. No. of cases sent up for trial	197	176
(i) Convictions	82	82
(ii) Acquittals	65	79
(iii) Otherwise disposed of in Court	1	9
(iv) Pending trial	299	305
3. No. of cases reported for Departmental action	72	76
(i) Punished departmentally	51	39
(ii) Exonerated	34	27
(iii) Pending departmental action	106	116
4. No. of cases under investigation	258	273
5. No. of cases ready for prosecution	1	13
6. No. of cases pending departmental or Government sanction for prosecution	18	45
7. No. of cases dropped	63	53
8. No. of cases transferred to local police	6	17
9. Fines imposed	1,82,897	65,810

N.B.—The figures at items 2-8 above include cases which were registered prior to 1953.

(2) Comparative strengths of the Delhi Special Police Establishment for the year 1952 and 1953 are shown below:—

Posts	1952	1953
Inspector General	1	1
Assistant Inspector General	1	1
Administrative Officer	1	1
Superintendents of Police	6	6
Deputy Superintendents of Police	13	13
Legal Adviser	1	1
Public Prosecutors	5	6
Inspectors	42	45
Prosecuting Inspectors	11	11
Sub-Inspectors	56	64
Prosecuting Sub-Inspectors	9	11
Assistant Sub-Inspectors	24	35
Head constables	34	48
Foot Constables	307	386
Ministerial staff	138	144
	649	773

(3) The Central Recovery Organisation which was originally under the administrative control of the Ministry of External Affairs, has been brought under the administrative control of the Ministry of Home Affairs and made a part of the Special Police Establishment. Also the Central Enforcement Directorate which was under the control of the Ministry of the Commerce and Industry has been brought under the control of the Ministry of Home Affairs and has formed a part of the S.P.E.

(4) The following staff was sanctioned for the Enforcement and Central Recovery Organisation wings of the Special Police Establishment.

	Enforcement	C.R.O.
Superintendent of Police	1	1
Officer on Special Duty at Patiala	..	1
Dy. Supdts. of Police	3	2
Inspectors of Police	8	2
Sub-Inspectors	1	6
Foot Constables	..	13
Senior clerks and accountants (UDC)	7	1
Junior clerks	8	..
Senior clerks Steno	4	..
	32	26

(5) The Enforcement Wing of the Special Police Establishment did work as per statement below (till 8th November 1953):—

No. of cases registered	157
Convictions	8
Acquitted or discharged	2
Dropped	12
Transferred	3
Under trial	40
Under investigation	67
Pending with Public Prosecutor	5
Ripe for prosecution	6
Departmental action	14

Cases in which preliminary enquiries were held by the Enforcement Wing of S.P.E. (till 8th November 1953)

Total preliminary enquiries	68
Convicted in Criminal Courts	7
Departmental action	13
Dropped	12
Transferred	1
Pending Enquiry	35

(6) The cost of the Delhi Special Police Establishment during the financial years 1952-53 and 1953-54 is given below:—

1952-53	1953-54
Rs.	Rs.
21,26,924	23,33,436

(7) The recruitment rules for the various posts in the Special Police Establishment are still under consideration.

33. **Central Police Training College, Abu.**—This institution continued to do useful work during the year 1953. The strength of the College has remained practically the 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 also under active consideration.

SECTION H—PRESS

34. **Working of the Press Laws.**—In Delhi, during the period under review, 28 printers and publishers, 2 keepers of printing presses and one publisher of a periodical were warned for violation of the provisions of the Press and Registration of Books Act, 1867. The editor, printer and publisher of two periodicals and two printers and publishers of periodicals were warned for the publication of obscene matter. The keeper of a printing press was warned by the Sessions Judge, Delhi, for violation of section 4 of the Press (Objectionable Matter) Act, 1951. The editor, printer and publisher of a

newspaper were convicted, while the printer of a periodical was fined for violation of the provisions of the Act of 1867. Two printers and publishers were convicted and fined under section 15 of the Act of 1867. The printer and publisher of a newspaper, and the keeper of a printing press at which the paper was printed who were prosecuted under sections 4 and 7 of the Press (Objectionable Matter) Act, 1951, were ordered to deposit a security of Rs. 2,000 each.

35. The Press (Objectionable Matter) Act, 1951.—The Press (Objectionable Matter) Act, 1951, which came into operation on the 1st February 1952 was due to expire on the 31st January 1954. Since there was no other law containing the provisions of this Act and it was necessary to fill the vacuum to be created when this Act was to lapse on that date, a Bill entitled the Press (Objectionable Matter) Amendment Bill, 1953, extending the life of the Act for a further period of two years and also making certain amendments of a non-controversial nature, was introduced in the House of the People on the 15th December 1953. Owing to pressure of other business, however, that Bill could not be discussed in the last session of the House which concluded on the 24th December. This necessitated the promulgation of an Ordinance on the lines of the aforesaid amending Bill. The Ordinance will come up before Parliament during the session commencing in February next.

SECTION I—FOREIGNERS

36. Amendment of the Registration of Foreigners Rules.—The amendments to the Registration of Foreigners Rules, 1939, referred to in para. 44 of the Report for the year 1952-53 have issued. The effect of the amendments is as follows:—

- (a) A new form (form D) for the registration of foreign tourists coming to India has been introduced. The provisions of the "residential permit" have been incorporated in this form and it has been made simpler than form 'A';
- (b) The Schedules of passengers arriving in, and departing from, India, which were required to be furnished by Shipping/Air companies have been replaced by the Embarkation and Disembarkation cards in conformity with the recommendations of the International Civil Aviation Organization; and
- (c) Forms 'A' and 'D' have been arranged in a manner as will admit of their completion by carbon process.

37. Amendment of the Foreigners Order.—The new "Certificate of Registration (Tourist)" will serve the purpose of "residential permit" also. Necessary amendment to the Foreigners Order has been made to bring this into effect.

38. Permit System for Travel between Indian Territory and the French Indian Settlements.—In April 1949 a permit system was introduced, on the termination of the Customs Union Agreement, for travel between India and Pondicherry and Karaikal. This system was however abolished in October 1950 since it was found that it was not serving any useful purpose. The question of its re-introduction in a modified form so as to make it fully effective is under consideration.

39. Number of Foreigners Granted Visas for India.—During the year under review, 15,335 foreigners were granted visas for India. The principal nationalities are—Americans 5404; Germans 1081; Afghans 1068; French 939; Burmese 919 and Japanese 806.

40. Number of Registered Foreigners in India.—82,381 foreigners registered under the Registration of Foreigners Rules, 1939, were reported to be resident in India as on the 1st January 1953. The principal nationalities are—Chinese 23,548; Tibetans 19,961; Afghans 9,721; Americans 6,251; Iranians 4,472 and Burmese 3,768. 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, are also not included.

41. 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:—

Serial No.	Name of Conference etc.	Names of countries which participated
1	International Bahais Conference at Delhi.	Australia, New Zealand, Central and South America, United States, Canada, U. K., South Africa, Iran, Iraq, Israel, Germany, Italy, Lebanon and Fiji Islands.
2	International Legal Conference at Delhi.	Australia, Burma, Ceylon, Japan, Indonesia, Iraq, Israel, Pakistan, Nepal, Syria, Belgium, Denmark, Germany, Netherlands, Norway, United Kingdom, Sweden, Finland, Switzerland, Italy, United States, U. S. S. R. and China.
3	Asian Socialist Conference at Hyderabad.	Japan, Indonesia, Malaya, Burma, Pakistan, United Kingdom and Yugoslavia.
4	41st Session of the Indian Science Congress Association at Hyderabad.	United Kingdom, United States, U.S.S.R. Japan, Pakistan, Switzerland and Denmark.
5	1st Conference of the Indian National Commission for U. N. E. S. C. O. at Delhi.	Afghanistan, Ceylon, Egypt, Iran, Japan, Turkey, Indonesia and Iraq.
6	Meeting of the Commonwealth Advisory Committee on Defence Science at Delhi.	United Kingdom, Australia, New Zealand, Canada, South Africa, Pakistan, U. S. A., and Ceylon.

In addition to these, (i) Indonesian Trade Delegation, (ii) Chinese Goodwill Mission and (iii) Burmese Buddhist Goodwill mission also visited India during the year under report.

42. Recoveries from Foreign Governments.—During the year under review, the Government of the United Kingdom have made a part payment of Rs. 3,93,546 out of a total amount of Rs. 13,31,697 billed against them for the maintenance in; and repatriation from, India of their internees during the last war. A sum of Rs. 10,74,531 on account of the maintenance and repatriation of internees received from the Netherlands Government is still due from them. As the Indonesian Government to whom a reference was made at the instance of the Netherlands Government were not agreeable to reimburse the amount in question, the matter has again been taken up with the Netherlands Government.

43. Permanent settlement of Pakistani nationals in India.—With effect from the 15th October 1952, the Permit system of travel between India and West Pakistan was replaced by the Passport and Visa system, and the entry of Pakistani nationals into India came to be governed by the Indian Passport Act, 1920 and Indian Passport Rules 1950.

Under this system Pakistani nationals desirous of returning to India for indefinite stay, are required to enter India on what are called long-term visas. The grant of such visas by the Indian High Commission in Pakistan is authorised by the Central Government in consultation with the State Government concerned.

After the Indo-Pakistan Conference, 1953, it was also decided to grant permission freely to facilitate the re-union of divided families, i.e.

- (i) Where the head of the family is in one country and his wife and/or minor children are in the other; and
- (ii) the head of the family is dead or a divorce has taken place and the wife and/or minor children have no person to support them in that country.

44. Repatriation of Pakistani Nationals.—In accordance with the decisions reached at the Indo-Pakistan Passport Conference, 1953, the practice of sending across the border by force of nationals of one country to the other, convicted of offences connected with Passport regulations or otherwise, was discontinued. Cases of such released prisoners of Pakistani nationality are now taken up with the Pakistan High Commissioner in India for securing their eventual repatriation to Pakistan. In a few such cases repatriation has actually been effected.

SECTION J—JUDICIAL

45. **Extension of the jurisdiction of the Calcutta High Court to Chandernagore and the Andaman and Nicobar Islands.**—The Calcutta High Court had been the High Court for Chandernagore for purpose of certain laws which were extended to the area after its *de facto* transfer to India by an Order made by the Central Government under the Foreign Jurisdiction Act, 1947. After the *de jure* transfer of the area to India, the jurisdiction of the Calcutta High Court had to be extended to that area for all purposes by an Act of Parliament as contemplated in Article 230 of the Constitution. The Calcutta High Court had also been the High Court for the Andaman and Nicobar Islands for the purpose of a limited number of laws including the Codes of Civil and Criminal Procedure. The Calcutta High Court (Extension of Jurisdiction) Act, 1953, has accordingly been enacted to confer on the Calcutta High Court jurisdiction for all purposes.

46. **Legislation enacted.**—During the period under review the following other measures were passed by Parliament:—

(1) *The Scheduled Areas (Assimilation of Laws) Bill.*—The object of this Bill is to apply the laws relating to matters in the Union and Concurrent Lists at present in force in the districts of Nowgong and Sibsagar to the areas excluded from the Mikir Hills Trants and incorporated in those districts.

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

(2) **The Absorbed Areas (Laws) Bill, 1953.**—This Bill was introduced in Parliament during the last session. It provides for the application of certain laws relating to matters in the Union List to the areas which were formally known as Excluded and Partially Excluded Areas under the Government of India Act, and which have not been declared Scheduled Areas under the Constitution but were merged in the settled districts. It is now awaiting consideration in the current session.

(3) **The Prisoners (Attendance in Courts) Bill, 1953.**—This Bill was introduced in Parliament during the last session. It is intended to provide for the attendance of prisoners in Courts and for obtaining their evidence therein. Part IX of the prisoners Act, 1900, deals with

the attendance of prisoners and obtaining their evidence in courts. Some of the provisions in this act for securing the attendance of a prisoner in court to give evidence or to stand his trial, are cumbersome, and result in avoidable delay in the trial of criminal cases, and in needless detention of prisoners who are already under trial. The Bill seeks to simplify the procedure and is now awaiting consideration in the current session.

48. **Legislation proposed.—The Shillong (Rifle Range and Umlong) Cantonments Assimilation of Laws Bill, 1954.**—This Bill provides for assimilation of certain laws relating to matters in the Union and Concurrent Lists, in force in the Scheduled areas to the laws in force in the Khasi and Jaintia Hills District.

49. **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.

Serial No.	Name of the Act.	Object of legislation.
1	The East Punjab Ayurvedic and Unani Practitioners (Amendment) Act, 1952.	To provide for the extension of the East Punjab Ayurvedic and Unani Practitioners Act, 1949, as extended to Delhi, for another year.

50. **Judicial Reforms in India.**—A comprehensive Bill to amend the Criminal Procedure Code has already been published as a Gazette of India Extraordinary under Rule 67 of the Rules of Procedure and Conduct of Business in the House of the People. The Bill has been widely circulated for eliciting public opinion. It is proposed that the bill, revised if necessary, in the light of the public opinion received, should be referred to a Joint Select Committee in the ensuing session of Parliament and passed by the end of that session, if possible.

It is also contemplated to revise the Indian Penal Code and the Indian Evidence Act and it may be possible to introduce necessary legislation before the end of this year.

PART III—GENERAL

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

51. **Andaman and Nicobar Islands.—(i) Budget.**—A provision of Rs. 1,75,95,000 was made under Grant No. 58—Andaman and Nicobar Islands for the financial year 1953-54. For the financial year 1954-55 a provision of Rs. 1,96,94,000 has been included in the budget estimates. The receipts for the year 1954-55 are expected to amount to Rs. 1,50,21,700.

A provision of Rs. 22,97,000 has been proposed for the year 1954-55 under Grant No. 127—Capital Outlay of the Ministry of Home Affairs, as per detailed below:

	Rs.
(i) Miscellaneous items of expenditure for the existing electricity generating set and the proposed stand-by set for the Power House at Port Blair ...	1,77,000
(ii) Supply of consumer and other stores in Andamans ...	20,000
Suspense ...	21,00,000
Total ...	22,97,000

The recoveries from the scheme for Supply of Consumer and other stores in the Andamans are expected to amount to Rs. 21,29,000.

The following provision has been included in the budget estimates for the year 1954-55 under Grant No. 122—Loans and Advances by the Central Government:—

	Rs.
(i) Advances to settlers under the five-year scheme for development and colonisation of the Andamans ...	12,00,000
(ii) Loan to District Co-operative Bank ...	10,000
(iii) Loan to Co-operative Societies ...	10,000
(iv) Advances to cultivators ...	70,000
Total ...	12,90,000

(ii) Colonisation.—The colonisation of the Andamans started from the neighbourhood of Port Blair in the South Andaman. The first batch of displaced families from East Bengal reached Port Blair on the 17th March 1949. By the end of 1952, some 350 displaced families from East Bengal (comprising about 1,500 persons) were settled in the South Andaman. Twelve families of Indian evacuees from Burma, comprising 65 persons, were also settled there.

In 1952, a five-year scheme for development and colonisation of the Andamans was sanctioned. This scheme envisages clearing of about 20,000 acres of forest lands in the Andamans and settlement thereon of some 4,000 agriculturist families (20,000 persons). Each family, selected for settlement under this scheme, is allotted 5 acres of cleared land for paddy cultivation and 5 acres of hilly land for horticultural operations etc. Each family is also granted a recoverable loan of Rs 2,000.

The work of clearing forests under the five-year colonisation scheme started in the Middle Andaman in December 1952. During 1953, ninety-seven families of displaced agriculturists from East Bengal, comprising 356 persons, were settled in the Middle Andaman under the above scheme. The Chief Commissioner, Andaman and Nicobar Islands, reported that these settlers were doing well. They had harvested some early growing varieties of paddy and were looking forward to a bumper crop of winter paddy. They were so elated that in their very first year they performed the Durga Puja.

The five-year colonisation scheme is getting into its stride and it is hoped that before the coming monsoon some 400 agriculturist families (i.e. about 2,000 persons) will be settled in the Islands.

(iii) Advisory Council.—The following gentlemen were nominated to reconstitute the Advisory Council for the Andaman Islands with effect from the 1st April 1953 for a period of one year:

1. Shri Subhan Ali
2. Shri Bal Krishna Gupta
3. Shri Rama Krishna
4. Shri Uma Pershad
5. Shri Lachman Singh.

The term of the existing Council will expire on the 31st March 1954. The Council will be reconstituted for another year with effect from the 1st April 1954.

(iv) Medical.—In the middle of May 1953 a dispensary was opened in Rangat (Middle Andaman) to cater for the settlers there. Due to expansion of activities in the North Andaman, sanction has been

accorded to the conversion of the dispensary at Mayabander into a ten-bedded hospital. The conversion of the front of the Cellular Jail (South Andaman) into a part of the General Hospital was completed at a cost of Rs. 70,000 and the surgical ward moved in there. A new hospital started functioning at Nancowry.

(v) Supply.—The necessary stocks of rice and atta were regularly supplied to the Andamans from the mainland.

Foodgrain controls are being gradually relaxed in the Andamans. Procurement by Government agents of locally produced paddy has ceased. As a result of this, hidden stocks of rice became available in the open market. From the 1st July 1953, ration shops became fair price shops, where ration card holders could obtain the same quantity of imported rice as before. Wheat and wheat products were taken off the ration as it was found that the consumers were not purchasing the full quantity to which they were entitled.

(vi) General Administration.—Shri S. N. Maitra, I.C.S., took over charge as Chief Commissioner, Andaman and Nicobar Islands, from Shri A. K. Ghosh, I.C.S., on the 20th July 1953.

On the 15th January 1953 Shri M. McFarland, Superintendent of Police, Andamans, made over charge to Shri N. F. Suntook, I.P.S., who had been selected to succeed him.

(vii) Cottage Industries.—The Andamans forests are rich in minor forest produce, such as canes, bamboos, coconut fibres, palm leaves etc., which can help to develop cottage industries. A Society called the Andamans Minor Forest Industries Society has been formed in order to:

- (a) develop the Minor Forest Products of Andamans on a Cottage Industry basis;
- (b) wean the old and disabled men from the Government Sawmill, Chatham and other Forest Camps and offer them an alternative occupation;
- (c) train refugee families in Minor Forest Industries;
- (d) meet the needs of the local population; and
- (e) manufacture souvenirs for visitors to Port Blair.

Minor forest produce and labour are supplied by the Andamans Administration to the Society at concessional rates, subject to certain limits.

(viii) Roads.—A programme for improvement and reconstruction of the existing roads in the Port Blair area has been sanctioned at an estimated cost of Rs. 6,23,800/-, exclusive of departmental charges. A programme for construction of about 76 miles of new roads is being finalised. A road Planning Sub-Division has been created under the Andamans Public Works Department.

(ix) Forests.—The plywood industry in India failed to take delivery of its allotted quota of logs and large quantities of timber accumulated in the Government depot at Calcutta. With the help of the High Commissioner for India in London the Chief Conservator of Forests was able to arrange for sale of Andamans timber in the United Kingdom.

Last year the forest wealth of the Nicobar Islands was explored by a party of officers led by Shri B. S. Chengapa, Conservator of Forests, Andamans. This officer recommended that a beginning should be made to exploit the forest wealth of the Nicobars. The Andamans Administration propose to implement this suggestion by starting extraction of timber in Nancowry Island of the Nicobar Group.

A small portable sawmill started functioning at Yaratta (Rangat area) since the end of November 1953 and is producing 3 tons of sawn timber daily which is being used for the construction of refugee huts.

(x) Community work—Car Nicobar.—A 120 ft. wooden bridge has been built by villagers of Car Nicobar by their own voluntary effort and without any Government assistance. This bridge has supplied a missing link, to an important road. The building of Passa Bridge is a fine piece of community work.

(xi) Public Works.—The following works are nearing completion in the Andamans:

- (i) Construction of a Wireless Outpost with barrack accommodation at Mayabander.
- (ii) Construction of 4 'E' type quarters for Police and Wireless staff at Mayabander.
- (iii) Construction of 10 additional 'G' type quarters.
- (iv) Construction of Operation Theatre with accommodation for Doctors, Sisters and other medical staff at Atlanta Point.
- (v) Providing of earthen dam to the Tank, at Aberdeen village, for storage of water.

(vi) Restoration and reconditioning of the buildings on Ross Island.

(vii) Improvement to sea walls at Chatham.

In about 1935, a set of eight residential quarters were constructed by the Police in the Andamans out of the accumulation in their Battalion Fund (a private fund). On reoccupation the buildings were taken over by the Andamans Administration. Sanction to the purchase of these buildings, at a cost of Rs. 14,000/-, has now been accorded.

52. (i) **Census, 1951.**—The first phase of the 1951 Census viz. enumeration ended during the first three days in March 1951. The second phase of the Census Operations, viz., Sorting Compilation and Tabulation was completed in most of the States by the end of 1952. This also included preparation of 'Subsidiary tables' designed to compare the results of this census with those of earlier censuses and also with other relevant statistics with a view to study the significance of the population changes from census to census. The final phase consisted of studying the data collected and embodying the results of the study in a narrative report. This work was completed in nearly all the States by the end of 1953. The printing of the data and the descriptive reports involves colossal work but the major part of it also has been completed by the end of January and it is hoped that within a few months the whole printing will be complete.

(ii) **The 1951-Census Reports.**—The Reports on the 1951 Census are issued in 17 volumes, which are divided into 63 parts. The first of these volumes contains the All-India Census Report. It is divided into five parts entitled:

Part I-A—Report.

Part I-B—Appendices to the Report.

Part II-A—Demographic Tables.

Part II-B—Economic Tables (General Population).

Part II C—Economic Tables (Rural and Urban Population).

The other 16 volumes which are divided into 58 parts, contain the following State Census Reports which are prepared by the Superintendents of Census Operations in the respective States.

(iii) State Census Reports.—

State	Volume Number	Number of Parts
Uttar Pradesh	II	5
Madras and Coorg	III	3
Bombay, Saurashtra and Kutch	IV	3
Bihar	V	3
West Bengal and Sikkim	VI	6
Madhya Pradesh	VII	6
Punjab, PEPSU, Delhi, Himachal Pradesh and Bilaspur	VIII	4
Hyderabad	IX	4
Rajaasthan & Ajmer	X	5
Orissa	XI	3
Assam, Manipur and Tripura	XII	4
Travancore-Cochin	XIII	3
Mysore	XIV	2
Madhya Bharat & Bhopal	XV	4
Vindhya Pradesh	XVI	2
A. & N. Islands	XVII	1
		58

Of the above reports all except the following have been published:

West Bengal	Parts III & IV	Calcutta Report and Tables
Hyderabad	Part I—A	Report
	Part I—B	Subsidiary Tables
Bihar	Part I	Report & Subsidiary Tables
Rajasthan	Part I—B	Subsidiary Tables
Assam	Part I—A	Report
Madhya Bharat	Part I—A	Report
	Part I—B	Subsidiary Tables
Vindhya Pradesh	Part II—A & II—B	Tables
	Part I	Report & Subsidiary Tables
A. & N. Islands	Part II	Tables
	.....	Report & Tables.

These volumes give a detailed analysis of the Statistics furnished by the Census, an exposition of the significant changes during the past decades and interpretation of statistics wherever possible. A noteworthy feature of these reports is that they differ from the reports of 1931 and censuses previous to that year in a substantial way in so far as the tabulation of the data collected through the census questionnaire was carried out not on the basis of religion or religious

group but on the basis of livelihood classes. Apart from an introduction and some appendices the subject matter of these reports has been arranged mainly under these six chapters: General Population, Rural Population, Urban Population, Agricultural Classes, Non-Agricultural Classes, and Families, Sexes and Principal Age Groups. Each chapter has been divided into a number of sections and at the end there are a set of subsidiary tables which form the basis of the narrative review and exposition.

(iv) All-India census publications.—(a) **All India Census Report and Tables.**—The All-India Report, as already mentioned in para. 2, is divided into five parts. Three of these parts, namely, Part II-A, Part II-B and Part II-C consist of statistical tables, accompanied by introductory notes which explain the manner in which the data were secured and the tables were compiled. Part I-A is the narrative report proper and Part I-B consists of the Appendices.

The narrative Report (Part I-A) was released on the 12th November, 1953, at a Press Conference held at Madras by Shri R. A. Gopalaswami, I.C.S., the Census Commissioner for the 1951 Census. The Report was prominently noticed in the Press and has aroused a deep interest in the population problem throughout the country.

The All-India Tables are ready and are in the Press. They are expected to be published by the end of April, 1954.

(b) All India Brochures.—The Statistical information contained in the All-India Census Report is limited to demographic and economic data relating to the country as a whole. Other types of data are published separately in a series of brochures. These are self-contained papers which present the relevant statistics with the minimum of introductory information required for their proper understanding and use.

The following brochures have been published by the end of 1953:

No.	Topic
Paper No. 1	1952 Final Population Totals.
Paper No. 2	1952 Population Zones; Natural Regions, Sub-Regions and Divisions.
Paper No. 1	1953 Sample verification of the 1951 Census Count.
Paper No. 2	1953 Religion—1951 Census.
Paper No. 3	1953 Summary of Demographic and Economic Data—1951 Census.
Paper No. 4	1953 Special Groups—1951 Census.

The following brochures are in the Press:—

- (i) Maternity Data;
- (ii) Languages;
- (iii) Displaced Persons;
- (iv) Age Tables;
- (v) Life Tables;
- (vi) Literacy & Educational Standards;
- (vii) Subsidiary Tables.

(v) District Census Handbooks.—In addition to All-India Report and the State Census Reports, 307 District Census Handbooks have been compiled at the instance of and on the authority of the State Governments. Each handbook relates to one district separately and contains all the 1951 Census statistics relating to different local areas within the districts as well as the basic totals of population (by eight livelihood classes) for every village and every ward of every town in the district. These handbooks also include other items of information relating to the districts which are useful for purpose of reference. Of these, 170 District Census Handbooks have been published already and the others are in the Press.

(iv) Cost.—It is reckoned that the Government will have spent 149 lakhs of rupees in all on the 1951 Census. This works out to a sum of Rs. 41/12/- per 1,000 persons enumerated. The corresponding rate for the 1931 Census (the last Census for which full tabulation was undertaken) was Rs. 15/8/-. The rise in the unit cost is smaller than the increase which has occurred in the general level of prices, wages and salaries since 1931.

(vii) Improvement of Population Data.—In May 1949, the Government of India decided that they should initiate steps for developing and improving the systematic collection of statistics bearing upon the size and growth of population and created the post of Registrar General and *ex-officio* Census Commissioner for the work connected with the improvement of Registration of Births and Deaths, integration of such data with census data and the continual analysis and study of such data. Shri M. W. M. Yeatts was appointed as the Registrar General and Census Commissioner of India and was succeeded by Shri R. A. Gopaldaswami. Shri R. A. Gopaldaswami examined the subject of "Improvement of Population Data" and made detailed proposals to secure their improvement.

In pursuance of his recommendations the Government of India requested in March, 1952, all State Governments to try out on an experimental basis 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 accepted these proposals. The data collected is now under scrutiny. It has been decided to continue the work of "Improvement of Population Data" and to permanently maintain the office of the Registrar General.

(viii) **Special Statistics.**—During the year 1953-54 special statistics required for the Backward Classes Commission were compiled and supplied to the Commission. Compilation of special statistics were also undertaken for the use of the Commission on the re-organisation of States.

(ix) **World Population Conference.**—India has agreed to participate in the World Population Conference to be held during September, 1954, at Rome.

53. **Appointment of Parliamentary Secretaries.**—Five more Parliamentary Secretaries were appointed during the year, raising the total to 9. They have been attached to the Ministries of Production, Education, Information and Broadcasting and to the Prime Minister.

54. **Awards.**—1. Two awards designated "Bharat Ratna" and "Padma Vibhushan" (three classes), which are essentially civil awards and will be awarded for exceptional service towards the advancement of art, literature and science and for distinguished public services in any field, have been instituted. These awards are in the form of medals and are not to be regarded as titles in terms of Article 18(1) of the Constitution.

2. The award of Ashoka Chakra, Class III, has been conferred upon two civilians during the year 1953-54 for acts of conspicuous gallantry.

55. **Grants-in-aid to States for Development Schemes under Article 275 of the Constitution.**—In the First Five Year Plan a sum of Rs. 15 crores has been ear-marked for the welfare of Scheduled Tribes and development of Scheduled Areas. Out of this, a sum of Rs. 3,78,65,000 has already been paid to Part A and Part B States and Rs. 14,55,500 to Part C States during the three years 1950-51, 1951-52 and 1952-53. During 1953-54 grants to the extent of Rs. 2,47,02,000 have been sanctioned for Part A and Part B States and Rs. 27,03,000 for Part C States. A provision of 356 lakhs in respect of Part A and Part B States and of Rs. 33.5 lakhs for Part C States has been made in the Budget Estimates for the year 1954-55.

56. Welfare of Scheduled Castes, ex-Criminal Tribes and other Backward Classes.—A sum of Rs. 4 crores has been earmarked in the First Five Year Plan for the amelioration of the conditions of Backward Classes other than Scheduled Tribes. A provision of Rs. one crore was made in the current year's (1953-54) budget for schemes relating to the welfare of:

1. Scheduled Castes	50 lakhs
2. Ex-Criminal Tribes	30 lakhs
3 Other Backward Classes	20 lakhs
	100 lakhs

Out of one crore, grants to the extent of Rs. 66,00,000 have been made to various State Governments and a few non-official organisations of all India reputation e.g., Harijan Sevak Sangh, Adamjati Sevak Sangh etc. A provision of Rs. 125 lakhs has been made in the Budget Estimates for 1954-55 for the welfare schemes for Backward Classes other than Scheduled Tribes.

57. 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.

58. Backward Classes Commission.—The Backward Classes Commission who have so far visited 12 States for the collection of necessary data, by taking written or oral evidence and by investigating on the spot the conditions of socially and educationally backward classes, expect to finish their work by the end of this year.

59. Formation of Andhra State.—A separate Andhra State was formed on the 1st October, 1953, in pursuance of the Andhra State Act, 1953. It is now working as a full-fledged Part A State with a popular Ministry.

60. Commission for the Re-organisation of States in India.—The Government of India have appointed a Commission consisting of Shri Saiyid Fazl Ali, formerly Governor of Orissa, Shri Hriday Nath Kunzru, Member of the Council of States, and Shri Kavalam Madhva Panikkar, formerly Ambassador of India in Egypt, to examine the whole question of the re-organisation of the States of Indian Union. Shri Saiyid Fazl Ali is the Chairman of the Commission.

APPENDIX

STATEMENT SHOWING THE VOLUME OF WORK DEALT WITH BY THE U. P. S. C.
DURING THE YEAR 1953.

1. Examinations.

The Commission conducted 30 different examinations for which 21,191 candidates applied. Details of the names of examinations, the number of candidates who applied for each examination and the number of candidates who qualified at the written examinations and were interviewed are given below:—

Serial No.	Name of Examination	No. of candidates who applied	No. of vacancies	No. of candidates interviewed
I. INDIAN ADMINISTRATIVE SERVICE ETC.				
1	Indian Administrative Services etc., Examination, September, 1952	...	180	688
2	Indian Administrative Services Probationers, Final Examination, March, 1953	39	...	39
3	Indian Administrative Services Probationers, re-examination, June, 1953	1	...	...
4	Indian Police Services Probationers, Final Examination, August, 1953	39	...	...
5	Indian Administrative Services etc., Examination, September, 1953	5063	157	100@
6	Indian Administrative Services Probationers, re-examination, September, 1953	2	...	...
<p>@The interview of the rest of the candidates for this examination is being conducted in 1954.</p>				
II. TECHNICAL SERVICES.				
7	Engineering Services Examination, January, 1953.	680	43	177*
8	Mechanical Engineering and Transportation (Power) Examination, February, 1953.	146	4	*This includes figures for M.E.T (P) examination also.
9	Special Class Railway Apprentices Selection, August, 1953	1244	6	126
10	Survey of India (Class I & II) Examination, December, 1953	277	9	...
11	Engineering Services Examination, December, 1953	858	59	...

1	2	3	4	5
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III. DEFENCE SERVICES

12	Joint Services Wing Examination, January, 1953	2030	221	...
13	Military Wing Examination, January, 1953	1163	22	...
14	Indian Air Force Examination, April, 1953	1649	47	...
15	Joint Services Wing Examination, June, 1953	2365	221	...
16	Military Wing Examination, July, 1953	1460	46	...
17	Indian Air Force Examination, July, 1953	1871	30	...
18	Indian Navy Special Entry Cadets Examination, July, 1953	494	11	...
19	Training Ship "Dufferin" Examination, December, 1953	6	...	...

IV MINISTERIAL SERVICES

20	Typewriting Test for Civil Secretariat Staff, January, 1953	112	...	Nil.
21	Typewriting Test for Armed Forces Headquarters Staff, January, 1953	203	...	Nil.
22	Reporters' Test, January, 1953	197	17	17
23	Typewriting Test for Armed Forces Headquarters Staff, April, 1953	374	...	Nil.
24	Typewriting Test for Civil Secretariat Staff, April, 1953	185	...	Nil.
25	Stenographers' Test for Defence Accounts Department, June, 1953	9	9	Nil.
26	Typewriting Test for Civil Secretariat Staff, July, 1953	144	...	Nil.
27	Typewriting Test for Armed Forces Headquarters Staff, July, 1953	198	...	Nil.
28	Typewriting Test for Civil Secretariat and Parliament Secretariat Staff, October, 1953	172	...	Nil.
29	Typewriting Test for Armed Forces Headquarters Staff, October, 1953	205	...	Nil.
30	Proficiency Test for the Hindi Reporters in the Parliament Secretariat and Council of States Secretariat, October, 1953	5	...	Nil.

TOTAL

21191	1082	1147
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II (a) Recruitment by interview and selection

(a) Requisitions pending from 1952	384 (involving 1007 posts).
(b) Requisitions received during 1953	525 (involving 954 posts).
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TOTAL	909 (involving 1961 posts).
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(c) Requisitions disposed of during 1953, <i>i.e.</i> , for which advertisements issued.	786 (involving 1752 posts).
(d) Balance of requisitions pending on 31-12-1953	123 (involving 209 posts).
No. of applications received	29,600
No. of candidates interviewed	4,796
No. of candidates recommended for appointment	849
(e) No. of cases where surplus Central Government servants recommended by the Directorate General of Resettlement and Employment and Displaced Government servants Section of the Home Ministry interviewed without advertisements.	5 cases involving recruitment to 11 posts of which in 1 case involving 1 post the candidate was recommended.
(f) Number of advisers	(i) Official 429 (ii) non-official 195
(g) No. of cases where candidates got by personal contacts were interviewed	46 cases involving 53 posts of which 16 cases involving 21 posts have been successful. 30 cases involving 32 posts are under consideration.

III Advice tendered by the Commission

Serial No.	Subject	No. of officers involved
1	Temporary appointment (other than Departmental Promotion Committee cases)	1065
2	Confirmation & <i>ad-hoc</i> promotions	200
3	Indian Administrative Service/Indian Police Service cases	539
4	Extension of service	35
5	Quasi-permanency	3178
6	Disciplinary cases	63
7	Domicile	11
8	Extra-ordinary pensions	134
9	Ministerial cases	168
10	Seniority cases	380
11	Legal reimbursement cases	36
12	Extension of service return cases	284
13	Miscellaneous cases	258

In addition, the Commission was associated with the Departmental Promotion Committees of different Ministries and Offices of the Government of India. The representatives of the Commission presided over 81 sittings of such Committees. In 11 other cases their views were sought on paper. The total number of officers considered for promotion by both these procedures was 5,040.