

(Part-I)

12



REPORT

1966-67

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
NEW DELHI

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INTRODUCTION

The Ministry of Home Affairs covers a broad spectrum of administrative activity having an important bearing on the nation's stability and well-being and on the maintenance of a climate which is necessary for the country's sustained growth and rapid forward movement. The preservation of internal security of the country and keeping the society orderly; the manning of a vast number of public posts and the modes of conduct and the conditions under which public servants have to work; the recruitment of all-India services which ensure uniformity of standards in the administration of the country as also their proper training to produce an efficient body of men to perform well and adequately the various tasks devolving on them are matters with which the Ministry is vitally concerned. The Ministry has also to ensure and keep a constant watch and care to see that the administrative system is not vitiated by any falling away of high standards of probity amongst its services. It has also to keep the administrative machinery a faithful and true apparatus for carrying out the national objectives; the Administrative Reforms and Vigilance Organisation of the Ministry are required to keep a close watch over the methods of work and its performance with efficiency and integrity.

Union Territories are directly administered by the Central Government; the Home Ministry as the Ministry in over-all charge of these territories has a special responsibility of co-ordinating and accelerating the process for the development of these areas.

The Constitution lays down the relationship between the States and the Centre; it is an important function of the Home Ministry to maintain contact with the States and coordinate inter-State activities and ensure concerted action when necessary.

The main event of the year was the holding of the Fourth General Elections in the third week of February, 1967. It is

gratifying that barring a few isolated incidents, free and fair elections were held in a peaceful and orderly manner which would bear testimony to the firm faith of the people in their capacity to uphold democratic ideals and processes. The administrative machinery of the States and Central Government proved equal to the tremendous organisational challenge of this vast national operation. That the elections were held in an atmosphere of complete communal amity is a tribute to the people

Reorganisation of the State of Punjab was a major task accomplished during the year under review. The decision to reorganise the State was announced in March, 1966. This was followed by the appointment of a Boundary Commission which submitted its report towards the end of May, 1966. Legislation for the reorganisation was processed thereafter and the Punjab Reorganisation Act was passed by Parliament in September, 1966.

The reorganisation of the State was given effect to from the 1st November, 1966. As a result of this, the State of Haryana and the Union Territory of Chandigarh came into existence, Himachal Pradesh became a compact administrative unit and the rest of Punjab became a predominantly Punjabi speaking State.

An important announcement was made regarding the decision of the Government of India for the reorganisation of the State of Assam on the basis of a federal structure. A Committee is proposed to be set up to work out the details of the scheme.

A Metropolitan Council for Delhi has been set up; an Executive Council was also constituted to assist and advise the Lt. Governor of the Union Territory in the exercise of his functions. These important measures are aimed at association of the representatives of the people of the Union territory with development activities.

A separate High Court for Delhi was established during the year and its jurisdiction was extended to Himachal Pradesh from 1st May, 1967.

During the year the different State border security forces which were taken over to constitute the centralised border security force, were regrouped, reorganised and consolidated into a cohesive and efficient central force. Considerable improvements were effected in its training facilities, communication set-up etc., which resulted in an all-round improvement in the efficiency of the force. With constant vigilance exercised by the force all along the border, it brought about effective control over trans-border crimes and helped to infuse in the border population a sense of security.

An important measure for promoting harmonious relations and for securing the greatest measure of co-operation between the Government and the general body of its employees in matters of common concern was taken during the year when the scheme for Joint Consultative Machinery and Compulsory Arbitration was inaugurated. Almost all the major organisations of employees of the Central Government are participating in the scheme. The employees' organisations and the Government have subscribed to a declaration of joint intent according to the provisions of which both have agreed to give a fair trial to the scheme for a minimum period of five years and have also agreed that during the period of trial, all disputes shall be resolved through the machinery for Joint Consultation and Compulsory Arbitration.

The Administrative Reforms Commission submitted its interim report on the "Problems of the redress of citizens' grievances". The report recommended setting up of the institutions to be designated as Lokpal and Lokayukta. The Government of India have agreed in principle to the Commission's approach on the need for adequate and satisfactory institutional arrangements to deal with problems of corruption in high public offices, whether political or administrative. They expect to finalise their proposals to place them before Parliament at an early date.

On the 18th March, 1967, the Home Minister made an important announcement that it was intended to seek constitutional authority to terminate the state of Emergency with effect from July 1, 1967 in all parts of the country except where abnormal conditions still persist.

CHAPTER I

PUBLIC SERVICES

All-India Services :

1. *New Services*

1. At the conference of Chief Ministers held in August, 1961 to consider questions relating to national integration, the decision to establish new All India Services in (i) Engineering (ii) Forestry and (iii) Medicine and Public health was accepted in principle. In December, 1961, the Rajya Sabha adopted a resolution in that behalf in pursuance of article 312 (1) of the Constitution. The All-India Services Act 1951 was then amended accordingly. All the State Governments have also since agreed to the creation of two more All-India Services, namely, Education and Agriculture. The Rajya Sabha has passed the enabling Resolution, but the Bill to amend the All-India Services Act 1951 which was introduced in the third Lok Sabha has lapsed after its dissolution and will be placed before Parliament again.

2. The Indian Forest Service has been constituted with effect from the 1st July, 1966; initial selections of State Forest Service Officers have been completed for appointment to fifteen State cadres. The selections for the remaining two State cadres are expected to be completed by the end of May 1967. Memorandum indicating the broad outlines of the remaining two Services, viz., Indian Medical and Health Service and Indian Service of Engineers and draft Cadre Rules, Recruitment Rules and Initial Recruitment Regulations have been circulated to all the State Governments. After comments of the State Governments have been received, these Rules/Regulations would be finalised and appointments made to these services at the initial constitution stage. Although, the amendment to the All India Services Act 1951 for the constitution of the Indian Educational Service and the Indian Agricultural Service has yet to be passed by Parliament, since the Rajya Sabha has passed the enabling Resolution, preparatory work is being done. The State Governments have

been requested to send their comments on Indian Agricultural Service Recruitment and Cadre Rules which have been circulated to them.

IAS and IPS

3. It has been decided to form an IAS cadre for Nagaland, and to extend the joint IAS/IPS cadres of Delhi and Himachal Pradesh to all other Union Territories. Consequent to the re-organisation of the State of Punjab, new IAS/IPS cadres have been formed for Punjab and Haryana. The Delhi-Himachal Pradesh cadres have been expanded, as a part of the territory of Punjab has been included in Himachal Pradesh after this re-organisation.

A triennial review of the authorised strengths of IAS and IPS Cadres of the various States was taken up during the year in accordance with the rule 4(2) of the IAS and IPS (Cadre) Rules, 1954. As a result of this review, the cadre strengths before as well as after review and the number of officers in position were as shown in the following table:—

Service (1)	Authorised Cadre Strength		Number of officers in position (4)
	Before Review (2)	After Review (3)	
Indian Administrative Service	2598	2855*	2325
Indian Police Service	1507	1635*	1341

The Cadre strengths in the various States before and after review are shown in Annexure 'A'.

Based on actuarial calculations the rate of annual recruitment from the competitive examinations to the I.A.S. and the I.P.S. was originally determined at 5.42%. The growth of the

*Review of five States shown in Annexure 'A' has yet to be completed. Their strength before review has been taken.

cadre has, however, outstripped the calculations and a review has become necessary to determine the optimum level of annual recruitment over the coming years, care being taken to ensure even intake and reduction of the gap every year. As a result of this review the rate of recruitment has been suitably stepped up. The Department of Administrative Reforms have also undertaken a detailed study of the working of I.A.S. Cadres of five selected States; on the basis of this study further improvements in the management of the cadres will be taken up in consultation with the State Governments.

The number of candidates selected for appointment to the various Services on the results of the combined competitive examination conducted by the U.P.S.C. in 1965, were as follows. The number of Scheduled Caste and Scheduled Tribe candidates selected has also been shown:

Service	Genl.	S. C.	S.T.	Total
I.A.S.	115	17	6	138
I.F.S.	7	2	1	10
I.P.S.	73	11	4	88
Central Services Class I	126	21	9	156
Central Services Class II	12	6	2	20
Delhi-H.P. Civil Service Class II	4	1	1	6
Delhi-H.P. Police Service Class II	6	1	1	8
TOTAL	343	59	24	426

The following important amendments to the IAS/IPS Rules and Regulations were made during the year:

Provision has been made for the recruitment of the Released Emergency Commissioned/Short Service Commissioned Officers of the Defence Services to posts in IAS/IPS reserved for them by holding a special competitive examination.

It has been laid down that a direct recruit to the IAS/IPS shall be initially appointed in the junior time-scale of pay and he will be promoted to a post in the senior time-scale of pay only if, the State Government, having regard to his length of service, experience, and performance in the junior time-scale of pay, is satisfied that he is suitable for appointment to a post in the senior time-scale of pay.

In order that the Select Lists of State Civil/Police Service officers for promotion to the IAS/IPS do not tend to expand beyond reasonable requirements of the State Governments a restriction has been placed since 1965 on their size, but the restrictions can be relaxed for a period of three years to enable the State Governments to overcome practical difficulties if any.

On the recommendations contained in the Ninety-third Report (1965-66) of the Estimates Committee on Public Services, under the IAS/IPS (Appointment by Promotion) Regulations, 1956, a nominee of the Government of India not below the rank of a Joint Secretary is now included in the Selection Committees for the IAS/IPS in respect of five States *viz.*, Bihar, Kerala, Madras, Punjab and Haryana. Action regarding similar amendment in respect of the remaining States is in progress in consultation with them.

The rules have been amended to exclude the officers on the verge of retirement from being considered for appointment to IAS/IPS cadres. The State Civil/Police Service officers who have attained the age of 52 years on the first day of January of the year in which the meeting of the Selection Committee is held, will not be considered for inclusion in the Select List for the IAS/IPS; but if the name of an officer appeared in the existing Select List, his name may be continued in the fresh Select List even if he has in the meanwhile attained the age of 52 years.

The rules have been amended to make it clear that officiation of State Civil Police Service officers in ex-cadre posts shall not count towards probation; on their appointment to the IAS/IPS.

Indian Statistical Service and Indian Economic Service.

4. The Indian Statistical Service and Indian Economic Service Rules provide that a certain percentage of the vacancies in the two Services is to be filled by direct recruitment through the Union Public Service Commission. In accordance with this provision, direct recruitment to Grade III of the two Services was made during the year by filling up one post in the I.S.S. and one post in the I.E.S. Requisitions for direct recruitment to Grades I and II have been sent to the U.P.S.C. The scheme for direct recruitment to Grade IV of the two Services was finalised in consultation with the U.P.S.C. during the year. The first competitive examination for recruitment to Grade IV will be held by the U.P.S.C. in November, 1967.

Posts which existed on 1st November, 1961 and which could not be encadred in the two Services at the initial constitution have now been encadred. Regular incumbents of these posts will be considered for absorption in the Services by a screening committee with a member of the U.P.S.C. as the Chairman.

Industrial Management Pool.

5. With the resignation of one officer, there are at present 107 officers serving in the pool. No new officers were recruited during the period under report. Twelve officers were promoted to the next higher grades during the year. The present composition of the various grades of the Pool is as follows :—

Grade	No. of officers in position
I (Rs. 2750 fixed)	..
II (Rs. 2500 fixed)	7
III (Rs. 2000—2250)	17
IV (Rs. 1600—2000)	30
V (Rs. 1300—1600)	31
VI (Rs. 1100—1400)	15
VII (Rs. 700—1150)	7
Junior Grade (Rs. 420—710)	..
TOTAL	107

Officers of the Industrial Management Pool are also considered for appointment to top posts in the public sector undertakings which are filled through the Bureau of Public Enterprises. For this purpose officers belonging to Grades II, III and IV of the Pool were screened by the I.M.P. Advisory Board, and 29 officers have been recommended for appointment to top posts classified into different schedules, as given below:—

Schedule 'B'

(Rs. 2000—100—3500) 2

Schedule 'C'

(Rs. 2500—100—3000) *2
 *One officer has since resigned from the pool.

Schedule 'D'

(Rs. 2000—100—2500) 25

Central Secretariat Services.

6. Cadre Strength.—The authorised permanent strength of Grade I of the Central Secretariat Service was reviewed as on 1st May, 1965 and retained at 375. The review as on 1st May, 1966 is in progress. The question of review of the authorised permanent strength of the Selection Grade of the Central Secretariat Service is also under consideration.

In regard to the other grades of the Central Secretariat Services, which are decentralised, the respective Ministries/Departments, as the cadre authorities, have been delegated powers to review and refix the authorised permanent strength in the respective cadres as on 1st May, of each year and, for this purpose, guiding principles have been laid down. The need for such review and refixation of the authorised permanent strength being done regularly every year has been impressed on the cadre authorities with a view to ensuring confirmation of officers to the largest extent possible.

Consequent on organisational changes in the set-up of the Ministries and Departments, it has been become necessary to reconstitute certain cadres. Accordingly, separate cadres have been constituted for the Ministries of Education, Petroleum and

Chemicals, Mines and Metals and Iron and Steel and the Department of Communications, Aviation and Tourism and Social Welfare. Formation of separate cadres for the former Ministries of Works, Housing and Urban Development, Supply, Technical Development and Materials Planning and Industry and Commerce as also the Department of Company Affairs has been deferred in view of the impending reorganisation of the Ministries and Departments.

There is at present no separate cadre of Steno-Typists. Lower Division Clerks are given a special pay of Rs. 20 per mensem and Upper Division Clerks of Rs. 30 per mensem for doing stenographic work. In view of the increased demands for Steno-Typists, the question of ensuring a regular supply of qualified men at this level was considered and it has been decided that a new grade, to be called Grade III, may be introduced in the Central Secretariat Stenographers' Service. The details regarding the pay scale, mode of recruitment, promotion prospects, etc., are being finalised.

On the results of the Combined Competitive Examination for IAS and other Allied Services held in 1965, 7 persons were appointed to the Grade of Section Officer in the Central Secretariat Service. The number of candidates selected for appointment to the various other Grades on the results of the examination conducted by the U.P.S.C. in 1965 were as follows:—

Grade	General	Scheduled Castes	Scheduled Tribes	Total
Assistants . . .	74	10	1	85
Stenographers (Grade II) .	163	5	—	168
Clerks . . .	810	146	1	957

In addition to the 168 candidates recruited to Grade II of the Central Secretariat Stenographers Service against available vacancies, 119 were kept on the reserve list for appointment against future vacancies. Out of these, 82 candidates have been appointed against such vacancies. 21 more candidates who had

secured lower ranks in the examination have been appointed as Steno-Typists. The results of the Clerk's Grade examination held in 1966 were also announced on the 20th December, 1966 in which 1,285 candidates (including 230 belonging to the Scheduled Castes and 2 to the Scheduled Tribes) qualified. Of the qualified candidates, 985 (including 156 belonging to the Scheduled Castes and 1 to the Scheduled Tribes) have been nominated to the Central Secretariat Clerical Service and remaining to other services (offices).

A select list of 45 Section Officers approved for promotion to Grade I of the Central Secretariat Service (Under Secretary) and another Select List of 93 Assistants approved for promotion to the grade of Section Officer were issued during the year.

During the year under report, three officers were confirmed in the Selection Grade of the Central Secretariat Service and eleven officers in Grade I of the Central Secretariat Service. Confirmation in the lower grades, which are decentralised, are made by the respective cadre authorities.

With a view to improving the prospect of confirmation of departmental candidates in the grade of Assistants, Rule 13(6) of the C.S.S. Rules, 1962, which provided for enhanced proportion of 50% (against the normal 25 per cent) of the vacancies being reserved for departmental promotees for a period of three years only, has been extended for a further period of three years.

Concessions in recruitment procedures for ex-Defence Services personnel.

7. With a view to rehabilitating them, special concessions have been given to the following ex-Defence Services personnel in the matter of recruitment to Civil posts:—

- (a) Emergency Commissioned and Short Service Commissioned Officers.
- (b) Defence Services personnel of all ranks disabled in operations against the enemy or in disturbed areas.

(c) Ex-Servicemen.

(d) Near relations of members of the Armed Forces who died during service or who were killed or disabled in action leaving the family in indigent circumstances.

Vacancies have been reserved in the All India Services and Central Services Class I and Class II for the Emergency Commissioned and Short Service Commissioned Officer who were recruited during the present emergency and were released from the Armed Forces. For filling up these vacancies a special examination was held in October, 1966. All eligible EC/SSC officers to be released during 1967 were admitted to the Examination.

The Defence Services personnel of all ranks disabled in operations have been given (i) first priority for employment in Class I and Class II posts recruitment to which is normally made through the U.P.S.C. otherwise than on the results of a competitive examination conducted by the Commission and age relaxation upto 45 years (50 years in the case of Scheduled Castes/Scheduled Tribes) and (ii) age relaxation upto 3 years (8 years in the case of Scheduled Castes/Scheduled Tribes) for appointment to Class I, II and III posts, which are filled on the results of Competitive Examinations conducted by the U.P.S.C. For posts filled through Employment Exchange, the disabled personnel have been allowed overriding priority within priority III for appointment to Class III and Class IV posts and age relaxation has been given upto the age of 45 years (50 years in the case of Scheduled Castes/Scheduled Tribes) and also relaxation in the matter of educational qualifications prescribed for Class IV posts of Peons, Jamadars, Daftaries and Record sorters.

In order to rehabilitate ex-Servicemen in civil life, orders have been issued reserving 20 per cent of the permanent vacancies in Class IV posts and 10 per cent of the permanent vacancies in Class III posts at the Centre for a period of 2 years with effect from 1st July 1966 in the first instance. This is,

however, subject to the condition that in any one recruitment year the total number of vacancies reserved for ex-servicemen does not exceed 45 per cent of vacancies to be filled in that year. Age relaxation has been given to the extent that if after deducting the service rendered by the released ex-servicemen in the Defence services, the resultant age does not exceed the maximum age limit for the posts by three years, the ex-Servicemen will be considered eligible for appointment to the reserved vacancies. For reserved vacancies of Peons, Daftries, Jamadars and Record Sorters, the ex-servicemen will be exempted from the prescribed educational qualifications, provided that they have put in three years service before their release from the Defence Services.

Ministries/Departments of the Government of India have also been requested to advice the public sector undertakings under them to make similar reservations for the disabled Defence Service personnel as also ex-Servicemen in the matter of recruitment to posts under them. All State Governments have also been requested to allow similar concessions, in recruitment to the corresponding posts/services under them.

Cases have occurred in which when a member of the Armed Forces dies during service or is killed or disabled in action, his family is left in indigent circumstances and stands in need of immediate assistance. To enable such a family to rehabilitate itself a son/daughter/near relation of such a member is considered for appointment to a civilian post in a Defence Establishment/Defence factory etc. in relaxation of the normal procedure of reference to the Employment Exchange provided he or she fulfils the conditions of age and educational qualifications prescribed for the post. This concession has now also been extended to posts on the civil side under the Government of India provided that the concession is not availed of on the defence side.

Representation of Scheduled Castes and Scheduled Tribes in Service.

8. The number of Scheduled Castes and Scheduled Tribes employees in the services under the Central Government has maintained steady improvement as can be seen from the following

figures for the years 1961 and 1966:—

Class	1961		1966	
	Number	Percentage to total employees	Number	Percentage to total employees
<i>Scheduled Castes</i>				
I	177	1.44	361	1.77
II	569	2.45	974	3.25
III	67,205	7.49	99,017	8.86
IV	1,60,546 (excluding sweepers)	17.19	2,11,073	17.94
<i>Scheduled Tribes</i>				
I	26	0.21	106	0.52
II	157	0.67	80	0.27
III	8,289	0.92	12,356	1.10
IV	29,232 (including Sweepers)	3.13	40,113	3.41

The representation of Scheduled Castes and Scheduled Tribes in the I.A.S. and I.P.S. is also improving. In the ICS/IAS, the number of Scheduled Castes and Scheduled Tribes Officers rose from 96 and 34 on 1st January, 1965 to 114 and 40 on 1st January, 1966. In the IP/IPS also, the number of Scheduled Castes and Scheduled Tribes officers rose from 53 and 17 on 1st January, 1965 to 64 and 18 on 1st January, 1966. All the reserved vacancies reserved for Scheduled Castes and Scheduled Tribes in the IAS/IPS and Central Services of the Combined Competitive Examination, 1965 were filled up.

In 1964, the Ministries concerned were requested to advise the Public Sector Undertakings under them to make reservations for Scheduled Castes and Scheduled Tribes on the lines of the reservations made in the Central Government services, so as to ensure that the members of these communities get a fair share of employment in the Public Sector Undertakings. Up to 31st

March, 1967, out of 169 Public Sector Undertakings and statutory and semi-Government Bodies, 117 had made reservations or had agreed to make reservations for Scheduled Castes and Scheduled Tribes in their services. The matter is being pursued further with the other Undertakings, etc.

Union Public Service Commission

9. The strength of the Commission (including the Chairman) at the beginning of the year was 8 as against the sanctioned strength of 9. The Chairman of the Commission retired on February 23, 1967, and another member on March, 16, 1967. Appointments of the Chairman and a new member have been made.

The special measures adopted immediately after the declaration of the Emergency, to speed up recruitment to civil posts connected with the defence efforts were continued during the year.

During the year there has been an increase in the number of applications received for recruitment through examinations. During the year 1966, the Commission received 41,777 applications as against 36,762 during the year 1965. In respect of recruitment by interview and selection, the Commission received 56,110 applications during the year 1966, as against 79,495 during the preceding year. Out of 79,495 applications received during 1965, 30,743 applications were for recruitment to the posts of Income-tax Officers, Class II, by the method of interview aided by written test. The written test in connection with this recruitment was held in December, 1966. Interviews of the candidates who qualify in the written test will be held during 1967.

The Central Health Service Rules, 1963, came into force with effect from May 15, 1963. The appointment of officers to different categories of the Service were considered by the Selection Committee in 1964 and notified with effect from January 1, 1965. Government, however, decided in consultation with the Commission to amend the Central Health Service Rules, 1963, and the amended Rules were notified on September 9, 1966. In accordance with the provisions of the amended rules about 1,800 officers are eligible for appointment to the

revised categories of the service. At the close of the year, their cases were under the consideration of a Selection Committee presided over by a Member of the Commission.

Integration of Services as a result of reorganisation of States (position as on 31st February, 1966.)

10. Out of 23,056 gazetted officers affected by the reorganisation of States, final gradation lists have been published for 14,519 officers, out of 1,98,962 non-gazetted employees, final gradation lists have been published for 1,07,437 employees. Provisional gradation lists have been published for all except 221 gazetted officers and 30,305 non-gazetted employees belonging to Rajasthan and 60 non-gazetted employees belonging to Mysore. Necessary action has been taken to expedite the work in every State affected by the reorganisation of States.

Provisional allocation orders have been issued regarding the State and Subordinate Services personnel affected by the Punjab Reorganisation Act, 1966. The employees have been given the opportunity to submit representations against provisional allocation orders. The representations are to be considered by a Committee of senior officers and the recommendations of the Committee are expected to be received by the end of May, 1967. Final allocation orders would be issued thereafter, under Section 82(2) of the Punjab Reorganisation Act.

Integrity in Public Services

11. During the year under report, the Central Bureau of Investigations intensified its drive against corruption in the Services. Meetings were convened between the Heads of Departments and officers of the Central Bureau of Investigation to ascertain the areas in which there was scope for corruption, to exercise vigilance on transactions and to detect and check corrupt practices among officers. CBI also enquired into the procedures adopted at sensitive points in selected Departments and Public Sectors Undertakings in which scope for corruption was commonly believed to be greater than in others. Sixteen appreciation reports were prepared as a result of the discussions with the various Departments.

By the end of 1966, most of the recommendations of the Committee on Prevention of Corruption had been accepted and implemented. 111 recommendations (including parts of recommendations) have been accepted with or without changes and implemented. 6 recommendations have been accepted wholly or partly and their implementation is under consideration. 8 recommendations have not been accepted. The remaining 12 recommendations are under various stages of consideration.

Secretaries of Ministries and Heads of Departments are primarily responsible for checking corruption in their sphere. In this task the Chief Vigilance Officers and Vigilance Officers function as special assistants to the Secretaries and Heads of Departments and they also provide a vital link between the Ministries and the Central Vigilance Commission. The Commission is assisted in its efforts by the Chief Vigilance Officers and Vigilance Officers in Ministries/Department/Public Undertakings. In accordance with the scheme of the Central Vigilance Commission, Chief Vigilance Officers are to be appointed in consultation with the Commission and vigilance officers are to be appointed in their offices in consultation with the Chief Vigilance Officer. The Commission has also the power to assess the work of Chief Vigilance Officers and Vigilance Officers and such assessment is to be recorded in their character rolls.

The Second Annual report of the Central Vigilance Commission for 1965-66 was presented to the Lok Sabha on the 9th November, 1966 and to the Rajya Sabha on the 18th November, 1966. The First Report of the Commission had already been presented to both Houses of Parliament on the 30th August, 1965 and discussed in the Lok Sabha on the 30th November, 1965. The following statement indicates the work done by the Commission during the first two years of its existence:

<i>Reports of inquiries submitted by Commissioner for Departmental Enquiries.</i>	1964-65	1965-66
Reports submitted by CD.Es.	82	74
Disposed by C.V.C.	78	59
Complaints Received	5920	2302

Disposed of	5543	2277
<i>C.B.I. Reports</i>		
Received	282	356
Disposed of	235	304
<i>Prosecution cases</i>		
Received	19	27
Disposed of	16	22

In 1966, the CBI registered 2,208 cases against public servants and 258 against private persons. In the previous year, the figures were 2,039 and 269 respectively. In accordance with the policy enunciated a few years back of not passively waiting for complaints but actively collecting informations of corruption and misconduct, 68.7% of the cases registered in 1966 arose from informations gathered by C.B.I. personnel. Inclusive of the carry over from 1965, CBI handled 3,805 cases in 1966. Of these 335 were sent to court for trial, 1,775 were reported for departmental action, 129 were dropped and 1566 were under action.

During the year under review, 287 public servants (31 gazetted officers and 256 non-gazetted officers) and 339 private persons were sent up for trial in courts. 2,662 public servants (462 gazetted officers and 2,200 non-gazetted officers) and 340 private persons were reported for departmental action. Cases against 305 public servants were dropped for want of proof.

271 cases were decided in courts in 1966. Of these, 230 resulted in conviction and 41 in acquittal or discharge giving a conviction percentage of 84.9 as compared to 83 in 1965. Among those convicted, 178 were public servants including 10 gazetted officers. The terms of imprisonment awarded ranged from 3 to 5 years in the case of over a dozen public servants. Other noteworthy convictions were those of two international smugglers M/s. Walcott and Donze who were sentenced to 5 years' rigorous imprisonment for entering the country with false passports and of a group of firms of South India for conspiracy and cheating in respect of import licences secured under

an Export Promotion Scheme for zari goods. In this group of cases, 26 persons were convicted and sentenced to imprisonment till the rising of the court and fines aggregating to Rs. 1,60,000.

1102 departmental proceedings concluded in 1966, in which 947 (85.9 per cent.) resulted in punishment and 155 in exoneration. Of these, 8 gazetted officers were dismissed or removed from service, services of 3 gazetted officers terminated, 1 gazetted officer was compulsorily retired.

Service Conditions and Conduct Rules.

12. According to Rules 26 of All India Services (Death-cum-Retirement Benefits) Rules, 1958, and Art. 531-B of the Civil Service Regulations, retired All India Services officers have to obtain the permission of Central Government before accepting commercial employment within two years of their retirement. Orders have been issued that no member of an All India Service should negotiate for commercial employment while still in service, without obtaining the prior permission of the Central Government. Such permission will not be given unless there are special reasons for doing so.

Extension of service or re-employment beyond the age of superannuation, namely 58 years, is permissible only if it is clearly necessary in the public interest. The extension or re-employment beyond that age results in the denial of opportunities to younger men and is bound to cause frustration and affect the morale in the services. Instructions were issued in May, 1966, laying down principles to be followed in granting extensions of service or re-employment beyond the age of 60 years as follows:—

- (i) In posts not requiring scientific or technical qualifications, 60 years of age should ordinarily be treated as the dead line beyond which no officer should be granted extension of service or re-employment. But when the next person in the line of succession is not of comparable merit, an officer of outstanding merit may be allowed to continue upto the age of 62.

- (ii) Extension of service or re-employment should not, as a rule, be granted beyond the age of 62, even in cases of the most outstanding merit, except in the case of scientific and technical personnel. Even in the case of scientific and technical personnel, extension/re-employment beyond the limits mentioned above, should not be granted automatically, though, in such cases, where the officer is of outstanding merit and there is a shortage of officers in the particular field of specialisation, extension/re-employment may be allowed upto a higher age-limit provided there is none ripe enough to take over the job.
- (iii) In the case of honorary appointments, e.g. appointments in Boards of Directors of Public Sectors undertakings, the limit may be 65 years provided that the appointment is really honorary and does not carry a substantial remuneration.

Proposals for grant of extension/re-employment to superannuated officers in Class I and Class II posts beyond age of 60 years are to be referred to the Ministry of Home Affairs for prior approval. Ministries are required to explain the reasons for each proposal in terms of the principles mentioned above, giving specific details of persons in the line of succession, together with their qualifications etc. and the reasons why a superannuated person is considered of outstanding merit and also to furnish the character rolls of the officer proposed to be given extension/re-employment and of atleast the next two or three officers in the line of succession, to enable the Ministry of Home Affairs to scrutinise the proposals carefully.

Instructions were issued in December 1966 drawing attention of Government servants to rule 5 of the Central Civil Services (Conduct) Rules, 1964. This rule, *inter alia*, prohibits Central Government servants from canvassing or otherwise interfering with, or using their influence in connection with or taking part in, an election to any legislature or local authority, subject to the exercise of the right of franchise and assisting in the conduct of an election in the due performance of a duty imposed on them by or under any law for the time being in force

As there appeared to be some misunderstanding about the meaning of 'strike' which is prohibited under rule 7 of the Conduct Rules, a clarification was issued in December, 1966 that 'strike' means refusal to work or stoppage or slowing down of work by a group of employees acting in combination, and includes mass abstention from work without permission, refusal to work overtime where such overtime is necessary in the public interest, and resort to practices or conduct which results, or is likely to result in the cessation or substantial retardation of work in any organisation, including "go-slow", "sit-down", "pendown", "stay-in", "token" "sympathetic" or any other similar strike, and absence from work for participation in a "Bandh" or any similar movements. It was further clarified that Government servants who resort to action of the above kind, would be violating rule 7(ii) of the C.C.S. (Conduct) Rules, 1964 and would render themselves liable to disciplinary action.

Under Conduct Rules, instructions were issued in January 1967, reiterating the earlier instructions, impressing upon Government servants the strict need to abide by the provisions of Article 17 of the Constitution and the Untouchability (Offences) Act, 1955 and also to set an example to others for the complete elimination of the practice of untouchability in any form. The latest instructions stress that Government will take very serious notice of a public servant who is found guilty of the practice of untouchability in any form, and take disciplinary action against him.

Training

13. Besides continuing the training programme at the National Academy of Administration, the Central Police Training College and the Secretariat Training School, training programmes have been finalised for the officers of the Indian Economic Service and the Indian Statistical Service. Arrangements are being made for the training of the officers of the ISS at the Training Unit of Central Statistical Organisation with the assistance of the Indian Statistical Institute, Delhi Branch, and of officers of the IFS at the Institute of Economic Growth, Delhi. The first course of in-service training of existing members of the two services is expected to be held in the year 1967.

It is also proposed to establish a Training Division in the Ministry of Home Affairs for coordinating the training programmes of officers of the Central Government. The help and advice of the Division will also be available to the State Governments. This Division will have the responsibility for training in the administrative field. It will supervise the detailed arrangements for training of all services and cadres under the control of the Ministry of Home Affairs. It will also co-ordinate training programmes of other Departments in the field of administration, to ensure that wherever training is necessary it is being given. The actual training arrangements in fields other than administration will be the responsibility of the Departments concerned. The Division will undertake periodical reviews of the utilisation of trained personnel. An officer on Special Duty has been appointed to work out a scheme for the establishment of the Training Division and devise plans for its implementation.

National Academy of Administration, Mussoorie.

The Academy continued the Foundation Courses for the all-India and Class I Central Services and also professional training courses for IAS probationers. All the probationers are trained to acquire an appreciation of the administrative need of a democratic Welfare State in which they have to function and of their responsibility as members of the higher Civil Services. After the Foundational Course, the IAS probationers undergo their professional training at the Academy.

The Academy conducted the following courses during 1966-67:

- (a) Training Course for 138 IAS probationers, appointed on the results of the combined competitive examination, 1964, was completed.
- (b) 138 probationers appointed on the results of the combined competitive examination, 1965, are undergoing professional training.
- (c) 81 probationers of Central Services Class I appointed on the results of the 1964 examination completed the Foundational Course which commenced in February, 1966.

- (d) 280 probationers of the IAS, IPS and Central Services Class I appointed on the results of the 1965 examination completed the Foundational Course between July and October, 1966.
- (e) 59 probationers of various Central Services Class I appointed on the results of the 1965 examination are receiving training in the Foundational Course which commenced from 27th February, 1967.

An Advisory Council for the National Academy of Administration was set up by the Government of India in July 1965 to advise on the suitability of courses provided in the Academy and on other important matters concerning the arrangements for the training of higher services. The Advisory Council has recently submitted its first report, which is under examination.

Central Police Training College, Abu.

After completing the 4 months' Foundational Course at Mussoorie, the IPS officers continue their professional training at Abu. The training programme during the year has been as follows:—

- (a) 73 IPS probationers appointed on the results, of the combined competitive examination, 1964, and one probationer of a previous examination, were admitted for training. Out of them 9 probationers were taken up in other Services on the results of the combined competitive examination 1965 before they completed their course at the college. The remaining 65 probationers completed the course at the college. In addition, the following Police Officers were given training in the College:
 - (i) 2 officers of the Government of Bhutan;
 - (ii) 1 officer of the Government of Sikkim;
 - (iii) 2 officers of Manipur Government; and
 - (iv) 8 officers of Delhi and Himachal Pradesh Police Service.

- (b) 83 IPS probationers appointed on the results of the 1965 examination have commenced their training at the College in November, 1966.

The Director C.B.I. was asked to review the working of this College and recommend measures for its re-organisation. His report has been examined and most of the recommendations have been accepted and are being implemented.

A number of Police Officers were selected for specialised training in the U.K. and Australia under the Colombo Plan and in the United States under the U.S.A.I. Programme. In addition, participation in international seminars and conference of Interpol by senior police officers was also arranged.

The arrangements made for training of officers and instructors of the newly constituted Border Security Force are mentioned in the chapter on border security, police etc.

Training at Central Emergency Relief Training Institute and National Fire Service College, Nagpur

During the year 1966-67, 1630 persons were trained in CERTI and NFSC, Nagpur. Border States were allotted larger number of seats and special courses were also arranged for the nominees of J & K Government. A seminar of the Principals of Civil Defence Schools of the various States and Centre was held to discuss problems of common interest.

Secretariat Training School

The School provides pre-service training to direct recruits to the grades of Section Officers, Assistants, Stenographers and Lower Division Clerks, including officers of these grades belonging to the Railway Board Secretariat Service and the Indian Foreign Service (B) Branch. In addition, the School conducts refresher courses for Section Officers and Assistants and short training courses for Section Officers in charge of Central Registry and Typing Pools, Administration/Establishment Sections and Cash and Accounts Sections. Training courses are also conducted in Work Study/O & M Study for Section Officers, besides training in cash and accounts matters to Assistants and Upper Division Clerks of the Secretariat and Attached Offices. The School

also imparts training in English and Hindi Shorthand and typewriting and conducts tests in typewriting and shorthand on behalf of the Directorate General of Employment and Training and other Departments of the Central Government.

Improvements in training were made by introducing group discussions, syndicate studies and seminars; preparing case studies; educational films on various subjects; and the latest rhythmic method on the basis of musical records and instructional films for teaching typewriting; and publishing handbooks on various useful subjects.

During 1966 four new books on Work Study dealing with administrative research, method study, work measurement and other associated techniques, and report writing and oral presentation were published. Material for a book called "Hindi Shorthand Prashikshak" has also been prepared after analysing the Hindi Shorthand System devised by different persons.

During the year, a scheme for imparting training to L.D.Cs. and U.D.Cs. in English Stenography was introduced with a view to meeting the rising demand for steno-typists in Government offices. The following two new schemes of training have also been approved and will be started shortly. A course in commercial accountancy of six months duration is being introduced primarily for persons declared surplus in the grade of Assistants in the Secretariat and attached offices so as to equip them better to find alternative employment and to facilitate their absorption in public sector undertakings. An analysts course of six weeks' duration for Work Study/O & M Techniques is being arranged for Assistants employed in the Government of India offices and for employees of State Governments of similar status.

The number of persons who were trained in the Secretariat Training School in various courses during the year 1966 is shown in Annexure 'B' at the end of this chapter.

Machinery for Joint Consultation and Compulsory Arbitration

14. The Scheme for Joint Consultation and Compulsory Arbitration for Central Government employees was inaugurated on 28th October, 1966. The Scheme as finally adopted provides a forum for consultation and negotiation in the joint councils of

officials and staff at the National, Departmental and Regional or Office levels. The scope of the councils extends to all matters relating to conditions of service and work, welfare of the employees, and improvement of efficiency and standards of work, provided, however, that (i) in regard to recruitment, promotion and discipline, consultation will be limited to matters of general principles and (ii) individual cases will not be considered. The Staff side or Official side can on its own initiative seek arbitration if there is a difference of opinion between the two sides in the National or Departmental Joint Councils on any matter relating to pay and allowances, leave and hours of work of a class or grade of employees. The Board of Arbitration will consist of three members, one drawn from a panel of five names submitted by the official side, one from a similar panel submitted by the staff side of the National Council, and a Chairman who will be an independent person. All the organisations of employees participating in the scheme have subscribed to a declaration of joint intent according to the provisions of which both the Official and Staff sides have agreed to give a fair trial to the scheme for a minimum period of five years and have also agreed that during the period of trials all disputes shall be resolved through the machinery for joint consultation and compulsory arbitration. Most of the major Federations/Associations/Unions have joined the scheme and signed the declaration of joint intent.

The National Council set up under the scheme for Joint Consultative Machinery and Compulsory Arbitration, has held two meetings so far. The first meeting was held on 5th December, 1966 in which rules for conduct of business in the National Council were approved. In the second meeting of the National Council held on 30th and 31st January, 1967, twelve items affecting Central Government employees as a whole came up for consideration before the Council. Agreement was reached on four of these items. Amongst the items on which agreement was reached was the question of liberalisation of leave travel concessions. The Council decided that in granting reimbursement under the Leave Travel Concession Scheme to Central Government Employees, the full fare instead of 90% as at present, should be reimbursed beyond the first hundred miles in the case of Class IV staff and the first two hundred and fifty miles

in the case of others. Agreement was also reached on the conditions for claiming House Rent Allowance which have been liberalised in some respects. It was also decided to extend the same facilities regarding the grant of unlimited period of hospital leave, which some categories of Railway employees enjoy at present, to similar categories of employees in all other departments of the Central Government. The Council also decided to refer six items from the agenda to Committees of the National Council composed of representatives from both the Staff Side and Official Side, to further examine and report.

So far Departmental Councils have been set up in the following Ministries/Departments:

- (a) Ministry of Communications.
- (b) Ministry of Tourism and Civil Aviation.
- (c) Ministry of Education.
- (d) Ministry of Irrigation and Power.

Other Ministries/Departmentments have been asked to expedite the setting up of the Departmental Councils.

Central Surplus Staff Cell

15. The Department of Administrative Reforms have been carrying out studies for evolving better methods and procedures of work. Some of the changes made as a result of these studies have led to a reduction of the workload and consequently a reduction of staff needs in Government offices. Some surplus staff has also been identified in course of the studies carried out periodically by the Staff Inspection Unit of the Ministry of Finance. The question was, therefore, examined as to how such surplus staff should be dealt with.

After reviewing the existing arrangements for replacement of surplus personnel, the Government of India decided upon a new scheme for deployment of surplus personnel. A Central (Surplus Staff) Cell was set up in the Ministry of Home Affairs with effect from 25-2-1966 to arrange for the deployment of staff declared surplus. The Scheme drawn up for this purpose visualises the transfer of all personnel identified as surplus to the Central Pool so that their parent organisations are physically

relieved of such surplus staff. On transfer to the Central Pool the surplus personnel would continue to receive the pay and allowances in their previous scales till they are absorbed elsewhere upto a maximum period of six months. Where placements have not been decided upon and some delay is anticipated on this account, the surplus staff will be granted special leave which would be on full pay and allowances and will not be debitable to the normal leave account.

In order to effect speedy redeployment of surplus staff a ban has been imposed on direct recruitment to all ministerial non-gazetted posts under the Central Government. Normally the junior-most persons in a cadre have to be declared surplus and surrendered to the Central Pool when the strength of a cadre in a Ministry or office is reduced as a result of the studies by the Department of Administrative Reforms or the Staff Inspection Unit. There would, however, be no bar to other persons higher up in the seniority ladder opting for placement in the Central Pool in order to avail of the voluntary retirement benefits. Orders have also been issued by the Ministry of Finance on 17-5-66 according to which a weightage of five years' service will be given to surplus personnel who have put in not less than 15 years' service and who wish to avail the voluntary retirement benefits. In order to facilitate deployment of surplus personnel, the Central Cell has organised at the Central Training Schools, training scheme to enable the staff on its rolls to acquire fresh skills like stenography, accountancy, etc.

Foreign Assignments

16. With a view to meeting the requests for experts from the United Nations Organisation and its specialised agencies and also from the developing countries of Asia, Africa and Latin America, panels of experts in various fields who may be willing to go abroad on foreign assignments are maintained in the Ministry of Home Affairs. At present, about 4600 persons are borne on these panels. For attracting better talent and for bringing the panels uptodate, fresh applications were invited through an advertisement in the press. About 3000 applications have been so far received in response to this advertisement and are under scrutiny.

During the year under report the Selection Committee consisting of the representatives of the Ministries of Home Affairs, External Affairs and Finance visited Lucknow and Bangalore and interviewed persons already on the panel for foreign assignments from U.P. and Mysore regions. The Committee has also finalised the selection of persons to be deputed to Afghanistan and Ethiopia by way of aid.

During 1966-67, 398 assignments were reported by the Asian and African countries and 164 by the United Nations Organisation and its specialised agencies. Out of 705 persons sponsored by the Ministry of Home Affairs, 168 have so far been selected for foreign assignments.

Staff welfare

17. The Ministry continued to take an active interest in the promotion of the welfare of Central Government employees all over the country.

The Central Secretariat Sports Control Board, which was set up in April, 1965 as a Central Agency for the promotion of sports, athletics and cultural activities among the Central Government employees, continued to do good work. Regional Sports Boards have also been set up at Bombay, Calcutta, Madras, Nagpur, Hyderabad, Poona, Cochin, Cuttack, Meerut, Ranchi and Bhopal. The Central Board allocates grants to the Regional Boards out of its total allotment of nearly Rs. 1.25 lakhs, for conducting sports activities like the Inter-Ministry Athletic Meet, the Inter-Ministry Tournaments in various games, the All India Civil Services Hockey Tournament, etc. The Board organised the All-India Inter State Secretariat Tournaments in badminton, volley ball, table tennis and football. Among the cultural activities of the Board, mention may be made of the Inter Ministry Music and Dance Competition and Inter Ministry One Act Play Competition.

For the promotion of recreational, social and cultural activities among the Central Government employees grants-in-aid were also given to eighty Recreation Clubs in various Ministries/Departments/Offices and also to eighty-three Residential Welfare Associations in the different Government colonies. These Clubs and Associations provide facilities for indoor games and in

some cases, for outdoor games like badminton. The Residential Associations also arrange social and cultural functions for the benefit of the residents and their families.

Departmental/Cooperative Canteens and Tiffin Rooms have been set up in Central Government offices in Delhi and other parts of the country with the object of supplying wholesome midday meals, snacks, tea, coffee, etc. to the Central Government employees at reasonable rates. During the year thirteen new Canteens were started in Government Offices bringing the total number to 159. Government's assistance in the form of interest-free loans upto a maximum of Rs. 5,000/- towards the initial working capital and purchase of equipment is afforded to the Canteens. Subsidy to meet 50% of the cost of establishment of Canteens and 100% of the cost of establishment of Tiffin Rooms is also provided by Government.

Two new High Power Committees of Heads of Departments/ Offices were set up at Ranchi and Indore during the year, raising the total number of such Committees to 25. These Committees function at different stations outside Delhi and are responsible for the coordination of the welfare activities of various Central Government Offices in their areas. They also attend to the problems of Central Government employees about housing, transport, education of children, medical facilities, etc.

The Central Government Employees Consumer Cooperative Society Limited, New Delhi, which has been set up as a welfare measure, continued to arrange for the supply of essential commodities and articles of daily necessity to the Central Government employees in Delhi at reasonable prices. It has a network of 32 Stores. During the year two uneconomic Stores were closed and two new were opened. Membership of the Society is over 41,000 and the turn-over in the cooperative year 1965-66 was about Rs. 137 lakhs. During the cooperative year 1966-67 the total turn-over is expected to be of the same order.

The Grih Kalyan Kendra, having senior Government officials on its Board, continued its various activities for the benefit of the families of Central Government employees. Training in arts and crafts was imparted to about 1600 women through its 43 centres in Delhi and New Delhi and to about 450 women through

the 11 centres in Bombay, Madras, and Dehradun. Nearly 1000 children of Class III and Class IV employees were given pre-school education at the nursery classes run by the Kendra. Music and dance classes were also conducted during the evening hours for school-going children of low income group employees. 78 women of the non-Hindi-speaking families of Government employees were given coaching for the different grades of Hindi examination with the cooperation of Rashtra Bhasha Prachar Samiti. 187 women/girls, who had received training and practical experience at the Grih Kalyan Kendra for office work, sales and teaching methods, etc., found employment in the Super Bazar, Banks and Government Departments. The Kendra continued to do the work of stitching uniforms for several Government Undertakings, thus providing a scope to hundreds of families of Government employees to supplement their incomes. Besides this, the Kendra knitted about 3000 woollen sweaters for sale during the winter season.

Twenty Community Halls have been constructed by Government in Delhi in different colonies of Government employees. Two additional Community Halls have been constructed under the Expansion Programme—one at Bombay and the other at Nagpur. These Halls are used by the residents of the colonies for in-door-games and for their cultural and social activities.

ANNEXURE 'A'

*Statement showing the authorised strength of the IAS/IPS Cadre in States
as a result of Triennial review*

Sl. No.	Name of the State	Total Authorised Strength			
		I.A.S.		I.P.S.	
		Before review	After review	Before review	After review
1	Andhra Pradesh	189	217	88	91
2	Assam	117	*	67	*
3	Bihar	190	211	94	117
4	Delhi-H.P.	104	116@	68	90@
5	Gujarat	173	155	85	74
6	Haryana	..	97@	—	39@
7	Jammu & Kashmir	51	*	27	*
8	Kerala	85	91	51	53
9	Madhya Pradesh	201	252	163	170
10	Madras	173	184	64	77
11	Maharashtra	201	236	117	143
12	Mysore	145	169	76	85
13	Orissa	170	*	88	*
14	Punjab	170	125@	95	70@
15	Rajasthan	145	*	88	*
16	Uttar Pradesh	314	*	193	*
17	West Bengal	170	205	143	163

*Review yet to be completed.

@Figures for Punjab, Haryana and Delhi & Himachal Pradesh incorporate changes made consequent on the re-organisation of Punjab.

ANNEXURE 'B'

The number of persons who were trained in the various course in the Secretariat Training School during the year 1966 is shown in the table below:

Sl. No.	Name of course	Category of personnel trained	No. of courses held	Total No. of persons trained during the year	Remarks
1	Section Officers (Probationers)	Section Officers	1	9*	*Includes C.S.S. Rly. Board and I.F.S. (B).
2	Assistants (Direct Recruits)	Assistants	3	44	
3	Stenographers (Direct recruits)	Stenographers	2	31	
4	Lower Division Clerks (Direct recruits)	L.D.C.	5	95	
5	Lower Division Clerks (Subordinate Offices).	L.D.C.	5	85%	%Including staff of autonomous bodies.
6	Section Officers (Refresher)	Section Officers	2	61@	@Including Office Superintendents from Autonomous bodies.
7	Assistants (Refreshers)	Assistants	2	65†	†Including stenographers who have already received training.
8	Training in Cash & Accounts matters.	Assistants/ U.D.Cs.	3	83	
9	Work Study/O&M techniques	Officers of the rank of Section Officers and above.	3	86‡	‡Includes nominees of Central, State and Foreign Governments.

1	2	3	4	5	6
10	Training in English Stenography (Advance)	Stenographers	1	72	
11	Training in English Stenography (Beginners)		1	53	
12	English typewriting	Assistants/ U.D.C./ L.DCs.	4	328	
13	Hindi typewriting	Assistants/ Stenographers/ Stenotypists UDCs./ L.DCs.	2	586	
14	Hindi Stenography and typewriting	Stenographers/ Stenotypists/ L.D.Cs. who are already qualified in Hindi typewriting	1	252	

CHAPTER II

ADMINISTRATIVE REFORMS

General

18. Any programme of administrative reforms must, in the normal course, have the provision of management advice services at its core. The term "management advice" covers advice about the formulation of reform measures, their implementation and the evaluation of their efficacy. Apart from this, a few standing items peculiar to the work of the administrative reforms must also figure in the programme. The more important of these are training in work study and techniques of administrative improvement, gathering information about developments in public administration in India and abroad, research and documentation, dissemination of ideas through journals and otherwise, and so on.

19. This was broadly the pattern of activity in the field of administrative reform up to the year 1965-66. With the appointment of the Administrative Reforms Commission in January 1966, a qualitative change took place. Instead of the Department of Administrative Reforms undertaking a programme of management advice through studies of various departments and situations, the Commission became the main channel for management advice work. Furthermore, the scale of operations became altogether different, since the Commission's task was to furnish advice for the reform of public administration as a whole. The work of the Department of Administrative Reforms was geared to the new situation during 1966-67, and much of its capacity in the field of management advice was made available to the Commission. However, some studies to which there was a previous commitment had to be continued by the Department. Also, work in respect of standing items was maintained.

Administrative Reforms Commission.

20. The setting up of the Administrative Reforms Commission added a new dimension to activities in this field. The Commission is required to examine the public administration of the country and to make recommendations for reform, and reorganisation where necessary. It has been asked to consider the need for ensuring the highest standards of efficiency and integrity in the public services, and for making administration a fit instrument for carrying out the social and economic policies of the Government of India. The terms of reference of the Commission are wide, including as they do public administration at the Centre as well as in the states and the important field of Centre-State relationships. Among the sectors of administration particularly mentioned in the terms of reference as requiring to be looked into are the machinery for planning at all levels, financial administration, personnel administration, economic administration, district administration, agricultural administration and problems of redress of citizens' grievances. A comprehensive enquiry of this kind has been undertaken for the first time in India. It may be expected that the Commission's recommendations will make a significant impact on the public administration of the country.

21. The Commission has set up 18 study teams and 3 working groups to examine different sectors of administration allotted to them. Their reports are expected to assist the Commission in arriving at its own conclusions. The members of these teams and working groups are persons with wide experience of various aspects of public administration, and the involvement in this manner of a large number of persons in the process of thinking out measures of administrative reform could be regarded as a gain already achieved. The servicing of three of the study teams has been allotted to the Department of Administrative Reforms; these are the teams examining the machinery of the Government of India and its procedures of work, Centre-State relationships and defence matters.

22. The Commission submitted an interim report on "problems of redress of citizens' grievances" in October 1966. The report recommended the setting up of institutions to be designated "Lokpal" and "Lokayuktas". The Lokpal is

expected to look into grievances and allegations arising out of administrative acts of ministers and secretaries at the Centre and in the states. The Lokayuktas, one to be appointed at the Centre and one each in the states, will look into other grievances and allegations. The Government of India have agreed in principle with the Commission's approach on the need for adequate and satisfactory institutional arrangements to deal with problems of corruption in high public offices, whether political or administrative. They expect to finalise their proposals and place them before Parliament at an early date. Such of the recommendations as concern the state governments have already been referred to them and discussed in a preliminary way at a conference of Chief Ministers held in New Delhi in April 1967.

23. The Commission submitted another interim report on "the machinery for planning" at the end of April 1967; its recommendations are receiving the consideration of the Government. The final report of the Commission is expected to be submitted during the later part of 1967.

Management advice.

24. A number of studies were in hand in the Department of Administrative Reforms when the Administrative Reforms Commission came into being. Some of these were suspended after completing a viable portion of the work. Others of a more important character were continued, a few of them having been concluded during the year under report.

25. Amongst those in which work was not suspended were studies of field organisations in the family of studies launched as an aftermath of the Santhanam Committee report. A study team headed by Shri K. K. Shah, M.P., went into the working of the Textile Commissioner's organisation and submitted an interim report in April 1966. It recommended the removal of several controls, and the simplification of procedures governing others, in the fields of cotton, cotton textiles and textile machinery. A large number of the recommendations was accepted and implemented. The team has nearly completed its labours and its final report is expected to be submitted by May 1967. Another team headed by Shri R. K. Khadilkar, M.P.,

went into the working of the Iron & Steel Controller's organisation. Its two reports submitted in May 1966 and March 1967 contain important recommendations relating to the simplification of the steel distribution system, the strengthening of developmental work through the induction of technical experts, the removal of unnecessary controls and the reorganisation of the department. The reports are under the consideration of the Ministry of Steel, Mines and Metals. Still another team headed by Shri D. N. Tiwary, M.P., examined the working of the Customs Department and completed the first stage of its task in the shape of a report on the handling of cargo submitted in April 1967. The focus of the report is on the streamlining of procedures in this important sphere of Customs work.

26. There were, then, studies of the Secretariat Offices of some ministries. Studies in the erstwhile Ministry of Works, Housing and Urban Development were continued and reorganisation reports prepared for the Estates and Printing Divisions of that ministry. A similar report was also prepared for the Plantations Division of the Ministry of Commerce. The emphasis in these studies has been on the elimination of unnecessary work and consequent restructuring of these divisions as also the prescribing of simpler methods of work.

27. At the request of the Damodar Valley Corporation, a study was undertaken of the secretariat of the corporation and a reorganisation report drawn up with recommendations for a new staffing pattern, delegation of powers and simplification of procedures for handling work. The study was to extend to the personnel and finance departments of the corporation, but had to be suspended because of the higher priority given to the work of the Administrative Reforms Commission. The work will be resumed as soon as possible.

Standing items.

28. During 1966-67, 3 appreciation courses in techniques of administrative improvement were organised with the cooperation and courtesy of the Indian School of Public Administration. Three work study courses were also run in the Secretariat Training School. In all, 147 officers, including 54 from the

state governments, went through these two types of courses. This brings the total so far trained to 325, of which 128 were from the states. These courses aim to spread awareness of the value of administrative analysis as a means of improvement, and also to develop a pool of personnel out of which staff can be selected for the work of administrative reform and O. & M. A recent feature has been the extension of these courses to officers from public sector undertakings and also officers from the technical cadres of both Central and state governments. Four officers of the Ceylon Government have also been trained under the Colombo Plan. Steps are being taken to evaluate both the courses through expert committees.

29. The Administrative Intelligence Unit of the Department gathered further materials relevant to the work of administrative reform. It has successfully brought out a fortnightly compilation of digest of important publications in the form of a journal "Glimpses in Administration".

30. Liaison was maintained with O. & M. units in the different ministries and also with the state governments. Periodical meetings with O. & M. officers were organised at which subjects discussed included delegation of powers, working of the suggestions scheme, utilisation of trained personnel in O. & M. units, and so on.

Reorganisation of the Department of Administrative Reforms.

31. Towards the end of the year, a special study was organised of the structure, manning and methods of work of the Department. It was felt that such a review was timely, not only because three years of the Department's existence had highlighted requirements and weak points, but also in order to gear up the Department to undertake the important work of follow-up of the report of the Administrative Reforms Commission during the coming year. Broadly, the special study has recommended two things: measures for induction of expertise; and temporary expansion of the Department to meet the workload of the follow-up of the Commission's report.

Future programme.

32. During 1967-68, the pattern in regard to administrative reforms activities will continue to be the same as in the year under report until the Administrative Reforms Commission finishes its labours, i.e. until the later part of 1967. Thereafter, it will undergo a substantial change. Work relating to the follow-up of the Commission's report will then have to be given the foremost priority. But management advice work of a continuing character will also need to be given due importance, as all possible problems are not likely to be covered in the Commission's report and organisations will continue to ask for help of the nature of management advice. Work relating to standing items will also continue.

CHAPTER III

POLICE AND PUBLIC SECURITY

Section A

Introductory

33. Though the responsibility for the maintenance of law and order rests primarily with State Governments the Ministry of Home Affairs have also a vital role to perform in this sphere. They give guidance and advice in important matters and provide assistance by arranging for deputation of extra forces either from the Central Reserves or from other States. The Home Ministry also help in securing arms, ammunition, wireless equipment and vehicles for the State Police forces.

In the field of prevention and detection of crime the services of the Central Bureau of Investigation of the Home Ministry are available to the States as and when required. The Bureau maintains statistics and records relating to crimes and criminals on an all-India basis which are available to the State Police. The C.B.I. also undertake investigation of important cases having inter-state or international ramifications.

Through the Directorate of Coordination, Police Wireless the Home Ministry coordinate the work of the vast net-work of police wireless stations throughout the country. They also assist in the training of police wireless operators/technicians.

The Intelligence Bureau of the Ministry of Home Affairs functions as the "eyes and ears" of the Government of India in matters of internal and external security.

The Home Ministry are also directly responsible for the maintenance and administration of the Border Security Force, the Central Reserve Police Force and police forces in the Union Territories.

Border Security Force.

34. Prior to December 1965, the responsibility for policing the Indo-Pakistan border rested with the concerned State Governments. Experience showed the necessity of a unified command for the border police. Accordingly, after consulting the State Governments the Government of India established, with effect from the 1st December, 1965, the Border Security Force under a Director General. For the time being this force is governed by the Central Reserve Police Force Act, 1955. In order that the force may ultimately function under legal sanction appropriate to its organisation, duties and responsibilities, it is proposed to introduce in Parliament the Border Security Force Bill.

The role of the B.S.F. is to police and patrol the India-Pakistan Border. It is expected to give a sense of security to the people living in the border area by providing protection to person and property against depredation from across the border, to deal with minor intrusions and infiltration and to deal with smuggling etc. The establishment of a unified Border Security Force has had a good effect on the incidence of trans-border crime and has helped to strengthen the morale of the border population.

For the purpose of standardising the training and ensuring overall improvement in efficiency, a central training institution, known as the BSF Academy has been established near Gwalior. A second centre is being established at Hazaribagh. Ancillary specialized training centres at Indore and Jodhpur have been taken over from the State Governments and strengthened. These centres will train, among others, directly recruited officers of the rank of deputy superintendents of police and platoon commanders. Instructor training has also been arranged in the Academy.

The headquarters of the Force has been organised, the scales of rations have been introduced, a BSF Benevolent Fund has been created with an initial grant of Rs. 10 lakhs for the purpose of granting relief to the families of the border police personnel and an outline of a scheme has been prepared for providing residential accommodation for the men. A scheme to

reorganise the Force and streamline its set-up has been worked out in the light of experience gathered, and, when implemented, it is expected further to improve its efficiency.

In the maintenance of law and order during the General Elections, units of BSF were deployed along with the State Forces in certain States and did commendable work.

On other occasions also, BSF units have been temporarily made available to State Governments, at their request, to augment the resources of the State Police for maintaining law and order.

For ensuring effective co-ordination between the State Governments, the Border Security Force, the Army and State Police Forces, a Co-ordination Committee has been set up in every border State under the Chairmanship of the State Chief Secretary. The Committee keeps under review the border situation and from time to time offers advice on measures necessary for peace-keeping on the border.

BSF maintains contact with the Armed Forces of the country. They have helped in a large measure in training and in other ways.

Constant liaison is being maintained between the Indian and Pakistani border officials with a view to keeping the border free of trans-border crime and improving mutual relationship.

Central Reserve Police.

35. The Central Reserve Police formerly known as the Crown Representative's Police was first raised in 1939 with a strength of one thousand men for the purpose of assisting the former Indian States in the maintenance of law and order. The force has come a long way since 1939. Before the formation of the BSF, the CRP provided a number of battalions in different border areas from Nagaland to Ladakh. It does so even now, though this part of its role may diminish in the coming years. CRP units have been rushed in aid of the State police whenever there was a requisition from the State Govern-

ments concerned. Officers and men of the Force, under the Inspector General of Police of CRP, have given a good account of themselves in all their work.

With a view to facilitate speedy movement of units of the Cental Reserve Police force to different parts of the country where their services might be required by the State Governments, the C.R.P. is establishing regional centres. A programme for construction of barracks and residential accommodation for the Force at its various centres is under consideration.

Assam Rifles.

36. The Assam Rifles were raised in 1835 as "Cachar Levy" for maintaining law and order in the Lushai Hills. It gradually expanded in strength and range of activities and assumed its present name in 1917. The force is now constituted under the Assam Rifles Act 1941 (Act V of 1941). It was under the administrative control of the Ministry of External Affairs till August, 1965. Thereafter, its control was transferred to the Ministry of Home Affairs. The Central Government have vested the Superintendence and control of this force in the Governor of Assam and Nagaland under the provisions of section 3 of the Assam Rifles Act, 1941.

Its functions are:—

- (a) security of part of the international border where it is deployed;
- (b) maintenance of law and order in Tribal Areas of Assam;
- (c) internal security of the other areas of Assam in an emergency in which the police needs its help.

India Reserve.

37. In October 1962, in view of the sudden Chinese attack on India, the State Governments, at the instance of the Government of India, sent a number of their armed police units for relieving the Army from their internal security duties. Under this arrangement, the State Governments were allowed to raise their own replacement units in respect of which the Government of India agreed to bear

certain elements of expenditure. Besides this, the State Governments also raised at the instance of the Government of India and at their cost a number of battalions. These two types of battalions, both known as India Reserves, have played a very useful role not only in keeping vigil on the international border but in maintaining law and order and looking after internal security in different parts of the country. Some of the seasoned units are gradually being incorporated in the Central Reserve Police.

Union Territories Police,

38. The working of the Police in the Union Territories was reviewed by senior police officers specially deputed for this purpose. Government have appointed a Commission of Enquiry to look into the conditions of service, work and living of the non-gazetted members of the Police Force of the Union Territory of Delhi and to recommend measures necessary to promote their efficiency and welfare.

During the year under review, Government sanctioned a crash programme for constructing residential accommodation for the non-gazetted police of Delhi at an estimated cost of Rs. 50 lakhs.

Government has also approved supply of Food and payment of cash in lieu thereof to policemen of Delhi who are required to be on continuous duty exceeding nine hours on any day.

A sum of Rs. 50,000 per annum has been placed at the disposal of the Inspector-General of Police Delhi for making payments to the non-gazetted policemen and their families in case of distress or severe illness.

Issue of additional items of woollen clothing, rain coats and mosquito nets to the Force was also approved.

Scientific Methods in Police Investigation.

39. Application of scientific methods in the investigation of crime and training of police officers in these methods are of great importance in improving the efficiency of police investigation. Government of India have set up a number of Central Institutions for this purpose, such as the Office of the Government Examiner of Questioned Documents, the Central Finger

Print Bureau, the Central Detective Training School and the Central Forensic Science Laboratory. The need for more such institutions at regional levels was also recognised. Therefore, in addition to the Forensic Science Laboratory at Calcutta which has been functioning for several years, another Forensic Science Laboratory is being set up at Hyderabad. It is expected to start work during the year 1967-68.

Similarly, the third Regional office of the Examiner of Questioned Documents has been sanctioned during the year, and will be coming up at Hyderabad shortly. There are already two such offices working at Simla and Calcutta.

A resume of the work done in the existing institutions is given below:—

(i) Government Examiner of Questioned Documents
Simla and Calcutta.

The Government Examiner of Questioned Documents, Simla, who caters to the needs of northern and western States, undertakes scientific examination of questioned documents, involving comparison of handwriting, detection of forgery, examination of typing, seals, papers and inks referred to him from the departments of the Government of India and various States. During the year, 696 (537)* cases were referred to the Simla office and the Examiners of this office gave evidence in 167 (152) cases. A nominee of the Punjab Government was trained in this institution during the year. He then took over as Examiner of Questioned Documents, Punjab. The Calcutta office caters to the requirements of the eastern and southern States. 438 (417)* cases were received by this office during the year.

(Figures in brackets are for the previous year i.e. 1965).

(ii) Central Finger Print Bureau, Calcutta.

Finger Print slips continue to come from all States and the total number of slips on record at the end of the year under review was, 11,44,193 (10,23,138). The Bureau received and disposed of 20,483 (18,204) search slips during the year.

The Modus Operandi Bureau dealing with international criminals operating in India in connection with smuggling of

gold, narcotics etc. was expanded during the year. The total number of history sheets on record is 5,666. (5099).

(Figures in brackets are for the previous year, *i.e.* 1965).

(iii) Central Detective Training School Calcutta/Hyderabad.

The School provides advanced training to officers of the rank of Inspector and Sub-inspector in the field of crime detection. During the year, the school at Calcutta trained 3 more batches of officers bringing the total number of officers trained till the end of 1966 to 705. Two officers from Bhutan and two from Ceylon also received training during the year. The School has set up a good library and a medico-legal museum. 8 more films were added to the Central Films Library maintained by the School. A number of these films were circulated to various police training institutions for exhibition. As a result of requests from State Governments to set up more such institutions, a new school was set up in 1964 at Hyderabad mainly to serve the Southern States. During the year, the School trained 112 officers, the total number of trainees turned out since this school started functioning is 208.

(iv) Central Forensic Science Laboratory, Calcutta.

The Laboratory received a total number of 5,272 exhibits during the year, as compared to 2,800 received during the year 1965.

All the four divisions of the Laboratory—Physics, Chemistry, Ballistics and Biology—continued their research on a number of subjects of interest to forensic science. Papers were also published by the scientists of the laboratory in India and foreign journals. The Director of the Forensic Science Laboratory Orissa and Assistant Directors of Laboratories of Madhya Pradesh and Jammu and Kashmir, received training in the Central Forensic Science Laboratory.

At the invitation of the Indian Academy of Forensic Sciences, Professor R. E. Jervis, Professor of Chemical Engineering and Applied Chemistry in the University of Toronto, who is a pioneer research worker in the field of nuclear activation analysis as applied to forensic science, visited the laboratory and discussed various problems with the officers of the laboratory.

The Director of the Laboratory also attended the first International Conference on nuclear activation analysis at Santiago, USA in September, 1966. A proposal to set up a cell for nuclear activation analysis is under consideration.

Directorate of Coordination (Police Wireless)

40. The Directorate of Coordination (Police Wireless) continues to assist the State Police Wireless organisation in procuring equipment, training of technical personnel etc. Two instalments of free foreign exchange of Rs. 10 lakhs each were released during 1965-66 and 1966-67 to be placed at the disposal of M/s. BEL for the manufacture of 1,052 HM 30 sets to meet the urgent requirements of the Police. About Rs. 40 lakhs of foreign exchange has also been released for importing wireless sets and other ancillary equipment.

The Directorate of Coordination (Police Wireless) conducted both initial and upgradation courses for Wireless Operators and Radio Technicians of the State Police.

Two repair workshops, one in the Eastern Region and another in the Northern region are being set up to provide immediate repair facilities for the Police Wireless sets.

Tear Smoke

41. The problem of handling riotous mobs or unlawful assemblies with the minimum of force has been engaging the attention of the Government of India for quite some time. It has now been possible to place in the hands of the Police a new type of tear gas which is more effective but harmless. Till recently tear gas material was being imported entirely from abroad through a private agency. Considerable saving of foreign exchange has been effected by undertaking departmental imports. The Government of India have also finalised plans to manufacture the bulk of the requirements within the country, thus effecting further saving of foreign exchange.

C.B.I.

42. Apart from the Investigation Division and the Legal & Policy and Technical Divisions which aid the former, C.B.I.

have extended their activities in other spheres also. In the Crime Records Division, a uniform system for maintenance of records in the C.B.I. in State and in Union Territories was drawn up and incorporated in a Manual. This Manual has been circulated to States and Union Territories for adoption in reporting cases of inter-State nature. A Counterfeit Currency Section was set up for gathering statistics of counterfeit currency and for indexing counterfeit Rs. 100 denomination notes according to their series and group classification by the India Security Press.

The Interpol Division which was recently added to the C.B.I. handles all work relating to crime having international ramifications. So far this Division has dealt with 400 notices of international criminals and brought on record of 800 such criminals.

The Statistical Division brought out an annual publication "Crime in India". The Research Division plans to assess and examine problems relating to Police organisation, methods, techniques and procedures and to conduct research in the field of criminology. Two important research projects, one relating to security arrangements in Banks and the Second relating to Chit Funds were completed. Three fresh projects, viz., "Murders in Delhi", "Police Equipment" and "Dacoity—a regional feature" have been taken up for study during 1966. A pamphlet brought out by the Division entitled 'Suicides in India' also aroused considerable interest in research and academic circles. A Police Research Advisory Council has also been set up in the C.B.I. to aid and guide police research both at the Centre and in the States. Besides Police officers from the C.B.I. and the States, this Council consists of a few University Professors and criminologists as its members.

Central Bureau of Investigation also collected information regarding food offences and passed it on to the State/Union Territories for action and investigated into cases referred to them by State Governments.

Introduction of Criminology and Forensic Sciences in Indian Universities.

43. At the instance of Inspectors General of Police and Deputy Inspectors General of Police of the States, six universities

have introduced criminology/forensic science in degree/diploma and post-graduate courses. Six more universities have also decided in principle to introduce such courses.

Police Medals

44. During the year under review 20 Presidents' Police and Fire Services Medal and 240 Police Medals were awarded as against 47 and 211 awarded during the last year.

8,282 Police (Special Duty) Medals were awarded this year as against 8,912 of last year.

12 Policemen were awarded Prime Minister's medal for life saving.

Police Housing

45. Recognising the need for providing proper living conditions to policemen, the Government of India launched a scheme in 1957 for giving loans to the State Governments for construction of quarters for the non-gazetted Police staff. A sum of Rs. 30.20 crores has been distributed so far. The response from the State Governments has also been very encouraging, who out of their own resources have spent a sum of Rs. 17 crores. Every effort is being made to expand this programme in the coming years.

The Indian Police Journal

46. The Journal entered its 13th year of publication and 4 issues were brought out during the year under review. The number of subscribers per issue during 1964-65 increased from 9,700 of the previous year to 9,800 in this year. The Journal has proved useful and popular.

Police Meets

47. The 15th All India Police Games and 12th All India Police Meet were organised at Ahmedabad under the aegis of the I.B. during the year. The All India Police Welfare Exhibition and Seminar were also held along with the meet.

Home Guards

48. The present raised strength of Home Guards in the country is 4.51 lakhs against the target of 6.82 lakhs. State Governments/U.T. Administrations have been asked to make the Home Guards Organisation permanent.

Proposals for strengthening the organisation have been finalised and the State Government/U.T. Administrations have been asked to implement them as quickly as possible. These proposals will involve an annual expenditure of Rs. 3.27 crores and the liability of the Centre will be Rs. 1.80 crores per annum.

The Central Government continued to render financial assistance to the State Governments in raising Home Guards. A sum of Rs. 1,43,44,221 has been paid to the States as Central Government's share of the expenditure during the year 1966-67.

Civil Defence

49. Civil Defence Services were kept in good trim in the selected places and in other important places Home Guards were given intensive training to provide ready nucleus for C.D. work.

Instructions were issued to put part of the Civil Defence Organisation on a permanent footing. Proposals for the strengthening of C.D. Services have been finalised and instructions issued to State Governments/U.T. Administrations for their implementation. These proposals will involve an annual expenditure of Rs. 65.12 lakhs recurring and Rs. 215.10 lakhs non-recurring and the liability of the Centre will be Rs. 32.56 lakhs recurring and 101.05 lakhs non-recurring per annum.

The Central Government continued to render financial assistance to the States for the adoption of Civil Defence measures and procurement of equipment. A sum of Rs. 5,85,822.08 has been paid to the States as Central Government's share of the expenditure during the year 1966-67.

Mobile Civil Emergency Force

50. MCEF Delhi & Calcutta rendered some valuable assistance to the Police force in their respective areas in rescue work.

Civil Rifle Training Scheme

51. The Civilian Rifle Training Scheme introduced in 1963 made significant headway during the year under review. State Governments were given arms and ammunition in adequate quantities for the implementation of the scheme. A programme of training the instructors was also launched by the Central Citizens Council with the active cooperation of the National Rifle Association of India.

SECTION B

State of Emergency and D.I.R.

52. In keeping with the present policy regarding the restricted use of emergency powers as enunciated in the statements made by the Union Home Minister in Parliament, steps have been taken to ensure that emergency powers are used only in the border States of Assam, (including NEFA), Manipur, Tripura, Nagaland and Jammu & Kashmir.

The Central Government have amended the Defence of India Rules, 1962 by the addition of rule 3-A and have issued statutory orders under that rule so as to require the State Governments, other than the exempted border States, to take prior sanction of the Central Government for resorting to the use of powers under certain rules of the Defence of India Rules relating to preventive detention, action against the press etc.

The Home Minister made a statement in Parliament in March, 1967 announcing the intention of the Government to seek necessary Constitutional authority to lift the state of emergency with effect from the 1st July, 1967, in all parts of the country except where abnormal conditions continue to persist.

Continuance of the Preventive Detention Act

53. The life of the Preventive Detention Act, 1950 which was due to expire on the 31st December, 1966 was extended for a further period of three years upto 31st December, 1969.

Law and Order Situation during General Elections

54. A great event of the year was the Fourth General Election. Barring some incidents in isolated pockets, the election were conducted in a smooth and peaceful manner, testifying to the deep commitment of the Indian people to democracy as well as to the strength of the administrative machinery, throughout the length and breadth of the country, in coping with a truly gigantic organisational work.

The Home Minister convened a meeting of the leaders of political parties on the 7th January, 1967 in order to consider the positive steps that could be taken to ensure peaceful and free poll. The meeting was attended by representatives of the P.S.P., the Jan Sangh, and an independent M.P. A code of conduct to be followed by the political parties was evolved at this meeting. The Home Minister also wrote to the Chief Ministers requesting them to consider convening a meeting of groups and parties represented in the State legislature. He added that it may be a good idea for the District Magistrates to have meetings with the political leaders in the districts and seek their cooperation in the observance of the code of conduct.

A meeting of the Chief Secretaries of all States and Union Territories was also convened on the 23rd January, 1967, in New Delhi. The general problems of maintaining law and order during the elections and police requirements of the various State Administrations for the purpose were considered at this meeting. The requirements of additional police force of the various State Governments were met in full by the Central Government, while equipment for increasing the mobility of the force, particularly wireless sets, was supplied to the extent possible.

Communal Situation

55. The Central as well as State Governments continued to keep a close watch on the communal situation. The attention of State Governments was drawn towards the necessity of taking due precautions to maintain communal harmony.

133 Communal incidents have been reported during 1966 as against 173 in 1965. There has been a consistent downward trend in the number of communal clashes since the ugly incidents of 1964, and it is hoped that the situation would improve further in the current year.

Agitation for a Total Ban on Cow Slaughter

56. Although there have been demands made since Independence for a total ban on cow slaughter, the year 1966 witnessed a renewed agitation on this issue. The agitation was spearheaded by Sarvadaliya Gow Raksha Maha Abhiyan Samiti. A demonstration was staged before the Parliament on 7th November, 1966 which resulted in large scale violence and arson, and necessitated firing by the police. Some leaders of the movement, including Jagatgura Shankaracharya of Puri and Prabhudutt Brahmachari undertook fasts to press the demand for a total ban on cow slaughter.

A majority of the States have banned the slaughter of cows by legislation. Ministry of Food and Agriculture are appointing a committee consisting of representatives of the Central and State Governments and the Sarvadaliya Goraksha Mahabhiyan Samiti and experts, to consider the matter in all its aspects. The committee will be competent to suggest ways and means for effective implementation of the provisions of article 48 and also competent to give full consideration to the suggestion that the Constitution may be amended to bring about a total ban on the slaughter of cow and its progeny. The committee will also recommend practical steps for the protection of cow, calves, bulls and bullocks.

Students Agitation

57. The problem posed by the participation of students in demonstrations which lead to violence presents certain special features. There are a variety of reasons for the unrest in the academic world, which came into prominence following a series of students agitations and disturbances in several parts of the country during July to October, 1966. There are many factors, like grievances over purely academic issues, which lie outside the purview of this Ministry. Our main concern has been to

coordinate policy to be followed in regard to the agitations that have a distinctly law and order aspect. A Conference of the Inspectors General of Police was convened in October, 1966 to consider this limited aspect of the problem so that there could be a clearer understanding of the functions of the law enforcing agencies in law and order situations presented by student agitations.

CHAPTER IV

POLITICAL

Reorganisation of Punjab

58. In pursuance of the decision of the Government to accept in principle the reorganisation of the State of Punjab on linguistic basis, a Boundary Commission, consisting of Justice J. C. Shah, Judge of the Supreme Court as Chairman and Sarvashri S. Dutt and M. M. Philip as Members, was appointed in April 1966. The Commission was to recommend adjustments, if any, necessary in the boundary of Punjabi and Hindi regions of Punjab to secure the linguistic homogeneity of the States of Punjab and Haryana and to indicate the boundaries of the hill areas of Punjab having cultural and linguistic affinity with the Union territory of Himachal Pradesh. The Commission submitted its report on the 31st May 1966. The Government accepted all the unanimous recommendations of the Commission. There was no unanimity regarding the Kharar Tehsil which included the Chandigarh Capital Project area. It was decided that the Capital Project area with a few surrounding villages should be constituted into a Union Territory so that it could serve as the Capital of both the States of Punjab and Haryana. The rest of the Kharar Tehsil was divided along with regional boundary and was allotted to the States of Punjab and Haryana. The Punjab Reorganisation Act, was passed by Parliament in September 1966 and the reorganisation scheme embodied in it came into force on 1st November, 1966. Under this scheme the State of Haryana, the seventeenth State of the Union and Chandigarh, the tenth Union territory, came into existence, and certain hilly areas of Punjab were transferred to the Union territory of Himachal Pradesh.

A section of the political opinion in the State of Punjab led by Sant Fateh Singh expressed dis-satisfaction with certain features of the reorganisation and Sant Fateh Singh resorted to a

fast on the 17th December, 1966. He terminated the fast on the 26th December, 1966, on being apprised of the Government's acceptance of the proposal of the Chief Ministers of Punjab and Haryana that the Prime Minister should arbitrate on questions of Chandigarh and Bhakra Project. It is also proposed that a committee may be appointed with the concurrence of the Chief Ministers of Punjab, Haryana and Himachal Pradesh to go into other claims and counter-claims for territorial adjustments with a view to assisting the Prime Minister in giving an award.

In a statement made in the Rajya Sabha on the 8th December, 1966, the Union Home Minister had announced that if either of the State Governments recommended the establishment of separate High Courts or appointment of separate Governors, action would be taken accordingly. The Chief Ministers of Punjab and Haryana thereafter announced their intention to approach the Central Government to appoint separate Governors and to constitute separate High Courts as soon as these could be arranged.

As a result of reorganisation, a number of corporate bodies like the State Electricity Board, State Warehousing Corporation, functioning in the undivided State of Punjab became Inter-State Corporations. Under the reorganisation law, these bodies are continuing to function in the areas in which they were functioning prior to reorganisation. Orders have been issued at the request of the State Governments to give representation to the concerned Governments on some of the Inter-State Corporations. A scheme for reconstituting the Punjab State Financial Corporation and for having separate Financial Corporations for Haryana, Himachal Pradesh and another such corporation for Delhi and Chandigarh from the 1st April, 1967, has been sanctioned. The work relating to reorganisation of the other Inter-State Corporations and division of their assets and liabilities among the successor Corporations is under way.

Administrative set up of the Hill Areas of Assam

59. On the 13th January, 1967, the Government of India announced their intention to reorganise the State of Assam. The reorganisation will be on the basis of a federal structure composed of federating units having equal status, not subordinate to

one another. A limited number of essential subjects of common interest, would be assigned to the regional federation, leaving the rest of the State functions to the federating units, which will have their own legislative Assemblies, Council of Ministers, etc. Details of the scheme including the subjects to be allocated to the regional federation, are to be worked out within six months by a committee on which all concerned interests would be represented. It was indicated that at a later stage, other administrative units in the eastern region may also join this regional federation.

Boundary dispute between Maharashtra, Mysore and Mysore-Kerala

60. In October, 1966, the Government of India appointed a Commission, consisting of Shri Mehr Chand Mahajan, former Chief Justice of India, to hear the concerned parties and make its recommendations regarding the existing boundary disputes between the States of Maharashtra and Mysore and Mysore and Kerala. The Commission may be able to submit its report by the end of August, 1967.

President's Rule in Kerala, Punjab and Rajasthan

Kerala

61. The Proclamation dated 24th March, 1965 under article 356(1) of the Constitution in relation to Kerala was extended twice during the year 1966 by resolutions passed by both the Houses of Parliament. The last resolution for extension was passed in November, 1966.

During the period 1st April, 1966 till the proclamation was revoked the Consultative Committee on Kerala Legislation held 3 meetings and approved the following legislative measures for enactment as President's Act:

- (i) The Pattazhi Devaswom Lands (Vesting and Enfrenchisement) Amendment Act 1966.
- (ii) The Kerala Buildings (Lease & Rent Control) Amendment Act, 1966.
- (iii) The Kerala Land Relinquishment (Amendment) Act, 1966.

- (iv) The Kerala Court Fees & Suits Valuation (Amendment) Act, 1966.
- (v) The Kerala Prevention of Eviction Act, 1966.
- (vi) The Kerala Essential Article Control (Temporary Powers) Amendment Act, 1967.
- (vii) The Kerala University (Amendment) Amendment Act, 1967.
- (viii) The Kerala Court of Wards Act, 1967.
- (ix) The Kerala Prevention & Control of Animal Disease Act, 1967.
- (x) The Kerala General Sales Tax (Amendment) Act, 1967.

In addition to the legislative measures, the Consultative Committee on Kerala Legislation discussed also various non-legislative matters and made recommendations in important cases. The Committee had also two informal meetings during the year 1966 in which the Advisers to the Governor met the local members of the Committee and discussed important problems then facing Kerala.

At the time of extending the Proclamation in November, 1966 it was mentioned that the question of revoking it before the expiry of six months-would be considered after the General Election. The General election was held in Kerala in February, 1967. It was reported that the Governor was satisfied that the United Front consisting of (i) Communist Party of India (M), (ii) Communist Party of India, (iii) S.S.P., (iv) Muslim League, (v) R.S.P., (vi) K.T.P. and (vii) K.S.P. commanded majority and their leader Shri E.M.S. Namboodiripad had been invited to form the Ministry. Accordingly the Proclamation in relation to the State of Kerala was revoked on 6th March 1967.

Punjab

On 22nd June, 1966, the Punjab Chief Minister submitted his resignation. On 28th June, the Governor in a report to the President stated that there was no alternative except for the Government of the State being taken over by the President.

A Proclamation under article 356 of the Constitution was issued by the President on the 5th July, 1966 in respect of the State of Punjab. The Punjab Reorganisation Act came into force on the 1st November, 1966, the Proclamation was revoked on that day.

During the period of President's rule the following laws were adopted as President's Acts:

- (i) The Punjab Motor Spirit (Taxation of Sales) Amendment Act, 1966, and
- (ii) The Punjab State Faculty of Ayurvedic and Unani Systems of Medicine (Amendment) Act, 1966.

Rajasthan

As a result of the last General Election to the Legislative Assembly of Rajasthan the Congress Party secured 89 seats out of 184. One of the members of the Congress Party had been elected from two constituencies and therefore the Party had 88 members in a total of 183 elected members.

On 4th March, 1967 the Governor invited Shri Mohanlal Sukhadia as the leader of the largest single Party to form the Ministry. Shri Sukhadia also claimed to have the support of at least 3 independent members and one member elected on the Swatantra ticket. As a protest against the decision of the Governor there was violent agitation in Jaipur. Subsequently, Shri Sukhadia expressed his unwillingness to form a Ministry and the Governor sent a report to the President giving his assessment of the situation and recommending the assumption of all functions of the Government by the President. A Proclamation was issued on 13th March, 1967 under article 356 of the Constitution. The Legislative Assembly was not dissolved. The Proclamation was revoked on the 26th April, 1967 and on the same day Shri Sukhadia was sworn in as the Chief Minister.

Zonal Councils

62. The Eastern Zonal Council met at Ranchi on the 16th July, 1966, under the Presidentship of the then Union Home Minister (Shri G. L. Nanda). Some of the important matters

that came up before the Council related to provision of assistance to Nagaland in the matter of technical training and technical personnel, development of forest-based industries, control of shifting cultivation and land development, implementation of compulsory liability scheme, removal of domiciliary restrictions on employment and review of progress of implementation of safeguards for linguistic minorities in the Eastern Zone and prevention of smuggling of ganja from Nepal into India.

Chief Ministers' Conference, July, 1966.

63. A conference of Chief Ministers was held at New Delhi on the 19th July, 1966, to discuss the problems relating to economy in expenditure, food, prices and law and order. There was a complete identity of views on the necessity of maintaining law and order in a firm and effective manner.

Recognition of Successions

64. (i) In pursuance of clause (22) of Article 366 of the Constitution of India, the President has recognised the successions of the following Rulers of Indian states:—

1. Desai Shri Bindu Prasad Deviprasad, Bhagdar of Vasavad, Vasavad (Gujarat).
2. Desai Shri Sudhir Deviprasad, Bhagdar of Vasavad, Vasavad (Gujarat).
3. His Highness Maharaja Shri Shatrushalyasinhji, Maharaja Jam Saheb of Nawanagar, Jamnagar (Gujarat).
4. Captain His Highness Nawab Syed Murtaza Ali Khan Nawab of Rampur, Rampur (Uttar Pradesh).
5. Thakore Shri K. S. Bhupendrasinhji, Chief of Lathi, Lathi (Gujarat).
6. Maharaja Madaneshwar Saran Singh Deo, Maharaja of Surguja, Ambikapur, District Surguja (Madhya Pradesh).
7. Raja Rana Yogendra Chandra, Raja of Jubbal, Jubbal (Himachal Pradesh).

8. His highness Maharaja Rana Shri Indrajit Bahadur, Maharaj Rana of Jhalawar, Jhalawar (Rajasthan).
9. His Exalted Highness Nawab Mir Barkat Ali Khan Bahadur, Nizam of Hyderabad, Hyderabad (Andhra Pradesh).

(ii) The successions in the following cases are under consideration:—

1. Thakur Pratap Singh, Thakur of Delath, Delath (Himachal Pradesh)—Died on 29th July, 1966.
2. Rao Harendra Kumar Singh, Rao of Kushalgarh, Kushalgarh (Rajasthan).—Died on 21st February, 1967.

(iii) The Rulership of Sirmur (Himachal Pradesh) has lapsed.

CHAPTER V

FOREIGNERS

Indian Citizenship

65. Upto the 31st March, 1967, 4,96,681 persons of Indian origin have been granted Indian citizenship. Besides these, 212 foreigners settled in India and 1,070 alien women married to Indian citizens have also been granted Indian citizenship.

Simplification of Formalities

66. Unaccompanied children of foreigners above 12 and below 16 years of age will not now be required to fill in Embarkation/Disembarkation Cards.

In pursuance of the recommendations made by the United Nations Conference on Consular Relations it has been decided that non-diplomatic personnel of foreign Diplomatic Missions/Consulates in India and their wives and children should be exempted from the provisions of the Registration of Foreigners Rules, 1939, on the basis of reciprocity.

International Tourist Year

67. During the year 1967, which has been declared as International Tourist Year, foreign tourists arriving in India in direct transit without visas will be allowed to enter and stay in India for a period of seven days on Temporary Landing Permits.

International Conferences

68. During the year under review there were a number of International Conferences to which delegates came from several countries. The following were the more important amongst these conferences; almost all the major countries participated in them:—

1. 22nd Annual Session of ECAFE.
2. 5th World Congress of Cardiology.
3. International Press Institute Conference.
4. 3rd World Conference on Medical Education.

5. International Conference against War Danger.
6. International Conference on Family Planning.
7. 23rd International Foundry Congress.
8. 54th Session of Indian Science Congress.
9. Symposium on "Recent Advances in Tropical Ecology".
10. International Symposium on Conformation of Biopolymers.
11. International Conference on Spectroscopy.

Visit of Foreign Delegations

69. The following delegations visited India during the year under review.

- (i) Trade Delegations from Bulgaria, Ceylon, Czechoslovakia, German Democratic Republic Hungary, Iraq, Italy, Jordan, Nepal, Poland, Rumania, Sudan, Tanzania, UAR, USSR and Yugoslavia;
- (ii) Cultural and Goodwill Delegations from Afghanistan, Australia, Czechoslovakia, Indonesia, Japan and Yugoslavia;
- (iii) Defence Delegation from Malayasia, and
- (iv) Parliamentary Delegation from Japan.

Number of Registered Foreigners in India

70. 57,317 foreigners registered under the Registration of Foreigners Act, 1939, and the rules made thereunder were reported to be resident in India on the 1st November, 1966 as against 64,837 on the 1st November, 1965. The principal nationalities in order of their significance were Tibetan 22,075; Chinese 7,965; Iranian 4,307; American 3,908; Russian 2,870; Afghan 2,256; German 1,936; Burmese 1,911; French 1,255; Czech 983; Thai 978; Japanese 766 and Italian 637. These figures do not include children below the age of sixteen years, and nationals of Commonwealth countries.

Number of Foreigners Granted Visas for India

71. 65,837 foreigners were granted visas for entry into India during the year 1966, as against 66,221, in 1965.

Pakistani Nationals

72. As mentioned in the last year's report, 9 special tribunals were set up in Assam under the Foreigners (Tribunals), Order, 1964, for the disposal of cases of Pakistani infiltrants. At the end of August, 1965, 1702 cases were pending with those tribunals. During the period from Sept. 1965, till the end of December 1966, 6206 more cases were referred to the Tribunals. In 2345 cases the persons concerned were held to be Pakistani infiltrants while in 1008 cases the persons were not found to be infiltrants. The remaining 4555 cases were pending with the Tribunals.

At the outbreak of hostilities with Pakistan in September, 1965, certain restrictions were imposed on the movements in, and departure from, India of Pakistani nationals. These restrictions were withdrawn in August, 1966.

Foreigners (Restricted Areas) Order, 1963.

73. The Foreigners (Restricted Areas) Order, 1963 has been amended so as to include Andaman and Nicobar Islands in the list of 'Restricted Areas'. As in the case of other 'Restricted Area' persons other than Indian Citizens will now require special permits to enter these Islands also.

Restriction on Entry and Stay in Rewalsar

74. A special order has been issued to provide that no person, other than an Indian citizen shall stay in Rewalsar, in the Mandi District of the Union Territory of Himachal Pradesh, for more than seven days, unless he has obtained a written permit from the competent authority.

Registration of Foreigners (Exemption) Order 1957

75. The exemption enjoyed by citizens of Commonwealth countries and certain other categories of foreigners from furnishing information for the completion of Hotel Arrival Reports has been withdrawn.

Necessary amendments have been made to the Registration of Foreigners (Exemption) Order, 1957.

Commonwealth Missionaries

76. It has been decided that missionaries from Commonwealth countries should be treated in the same manner as missionaries from other foreign countries. 'Special Endorsements' for entry into India will now be granted to them by Indian Missions abroad for specified periods of stay in India after prior reference to the Government of India. They will also be subject to the requirements of registration of residential permits. Necessary amendments have been made in the relevant regulations.

CHAPTER VI

UNION TERRITORIES AND THE NORTH EAST FRONTIER AGENCY

77. Central Government have a direct responsibility for the Administration, development and welfare of the Union Territories which are in various phases of development in the social and economic scale. While Delhi which is the metropolis of the country is high up in matters of development, and Chandigarh which became a Union Territory recently under special circumstances is a modern city, other territories are yet not as advanced as the rest of the country. Delhi has however difficult problems peculiar to its status as the Capital city which demand constant and continuous attention. Goa, Daman and Diu and Pondicherry were under foreign rule and so their development was retarded. The Island territories of Andaman, Nicobar and Laccadives have problems peculiar to their locations. The territories of Himachal Pradesh, Manipur and Tripura and the North East Frontier Agency are border areas with difficult terrain and backward economy. Naturally therefore, a good deal of effort and attention has had to be directed and large Plan investments made in these areas to enable them to contend with their knotty problems and rapidly to acquire increasing levels of development.

Statement given below giving the *per capita* expenditure during the Second and Third Five Year Plans and *per capita* outlay for the Fourth Five Year Plan compared to the all India average will show the large investments made in the territories for their development in various Plans.

Name of the Union Territory along with North East Frontier Agency	Per Capita Expenditure during Second Five Year Plan	Per Capita Expenditure during Third Plan	Per Capita Outlay during Fourth Plan
Delhi	57.8	350.2	585.5
Himachal Pradesh	118.6	250.5	624.5

1	2	3	4
Manipur	76.5	164.3	311.1
Tripura	78.1	136.1	269.8
Andaman Nicobar Islands	547.2	971.4	1730.9
Laccadive, Minicoy and Amindivi Islands	167.1	450.1	939.1
Goa, Daman and Diu	Liberated in December, 1961.	243.1	632.6
Pondicherry	91.9	169.2	331.9
Dadra and Nagar Haveli	No ceiling assigned	No ceiling assigned	414.8
Chandigarh	Constituted on the 1st November, 1966.		
North East Frontier Agency	105.9	217.5	375.9
All States taken together excluding Union Territories	47.1	94.2	160.0

The following highlights of development in the Union Territories will give a brief indication of the results achieved and some forward planning contemplated.

78. During the three Plans, the territory has made considerable progress in various fields. The *per capita* income rose from Rs. 611 in 1951 to Rs. 872 in 1961 and power increased by 115 per cent in 15 years. The number of hospital beds per lakh of population increased from 161 in 1956 to 263 in 1966. A Seed Multiplication Farm of 161 acres has been set up during the year at Nangloi. 4183 metric tonnes of nitrogenous fertiliser and 4724 metric tonnes of chemical fertilisers have been distributed. Nearly 25,000 acres have been covered by the crash programme of vegetable production. Against the target of 2 Hospitals, one Mental Hospital at Shahdara has started functioning with a bed strength of 116 and the second hospital under the Municipal Corporation is under construction.

3 dispensaries have also been started by the Municipal Corporation. 406 406 and 232 houses have been completed under the Low Income and Middle Income Group Housing Schemes respectively. Under the Slum Clearance and Jhuggi Jhompri Schemes the work was in progress on 4,000 tenements and development of 3,000 plots. The Delhi Municipal Corporation was given Rs. 10.5 lakhs as loan and Rs. 27.5 lakhs as subsidy for executing various projects related to slum clearance schemes. Two additional projects for construction of 1268 two-roomed and multi-storeyed tenements at Ranjit Nagar, Kham Pur and Sarai Rohilla were also sanctioned. 364 tenements for sweepers and scavenger employees of the Corporation are nearing completion. A sum of Rs. 426.79 lakhs was released as grants-in-aid to the Delhi Municipal Corporation for expenditure mainly on education and the Fourth Five Year Plan Schemes. The Delhi Transport Undertaking was given loan assistance for the purchase of 160 new buses. 22,240 acres of land have been acquired under the Scheme of Large-Scale Acquisition, Development and Disposal of Land; 14,165 acres were allotted to various authorities for development purposes. The Delhi Development Authority has developed 6,626 plots. 2478 plots have been disposed of by auction; 1,123 allotted to individuals in the Low Income Group; 41 to those whose lands have been acquired and 562 to industrialists who are required to shift their industries from non-conforming areas. Besides construction of major roads, 21 residential plots, 16 industrial schemes and 8 schemes for Community and Shopping Centres are under execution by the Delhi Development Authority. For systematic implementation of the Family Planning Programme, a Directorate of Family Planning was created with 3 Divisions.

Himachal Pradesh

79. During the three plan periods much has been achieved in opening up the interior by the construction of new roads and provision of transport facilities. *Per Capita* income increased by more than 50 per cent, agricultural production increased by about 35 per cent and the number of villages electrified increased a hundredfold. The percentage of literacy also increased by more than 100 per cent. During the Fourth Plan, the construction of roads, power schemes, agricultural programmes will receive special emphasis. A Geological Cell has been set

up. The Himachal Pradesh Government has embarked upon a huge power generation programme of harnessing the Giri, Siul, Sutlej, Ravi and Pabar rivers and of constructing two major hydro-electric projects. The total generation potential of the Giri Project in all the three stages is estimated at 2.01 lakh kw. while the power potential of the Siul Hydel Project, Stage-I is estimated at 72,000 kw. and that of Stage-II at 1,15,000 kw. The Upper Sutlej Dam Project envisages a series of six dams on the Sutlej above Bhakra. The Giribata Multi-purpose Project has been approved and work on it has started.

26,020 Hectares of land were brought under new orchards. Likewise, the production of fruits also increased from 10,000 tonnes during the Second Plan to about 33,000 tonnes by the end of 1965-66. An additional production of about 12,634 tonnes of seed potatoes and 1010 tonnes of ginger was achieved during the Plan periods. Special attention is continuing to be paid to the problem of the silting up of the Gobind Sagar Lake.

Manipur

80. During the three Plan periods, the *per capita* agricultural production has increased by 20 per cent. The length of roads has almost been doubled. The installed capacity of electric power has increased nearly six-fold. *Per capita* income rose by about 18 per cent during the last decade. There has been appreciable increase in the number of schools.

The most important project in the Union Territory is the Loktak Project. This is a multi-purpose project. This project is being examined by the Central Water and Power Commission. Manipur has no railways and the land communication between the territory and the rest of India is Imphal-Dimapur Road. Even this road suffers from land-slides during the monsoons. The construction of a second motorable road to link Manipur with the rest of India has been taken up. All sub-divisional headquarters in hills have been connected with Imphal by all-weather motorable roads. The Imphal Water Supply Scheme has been completed.

A Khadi Board has been established.

Tripura

81. The territory has made rapid progress in the last three Five Year Plans. There has been a steady increase in the *per capita* agricultural production. The installed capacity of electric power has increased more than 4 times. The number of primary schools, per lakh of population increased from 94 to 127. The scheme of power supply from Assam under the Bulk Supply Scheme has been accorded very high priority. Works so far done in this respect are :—

- (1) 260 kw generating capacity has been installed;
- (2) 2 kw-HT line has been erected;
- (3) 25 kw-LT line has been erected;
- (4) 2 sub-stations have been installed, and 10 new areas were electrified.

Pondicherry

82. Steady progress has been evidenced in the Third Plan outlay in which the *per capita* agricultural production has increased by about 16 per cent. Under rural electrification, there has been perceptible progress as is borne out by the fact that all villages in the Union Territory are electrified. The number of hospital beds has registered an increase of 15.4 per cent. The Intensive Cultivation Scheme, now in operation for rice, has been extended to Rabi and Bajra crops. A whole sale Consumer's Store was started with a view to supplying all the essential requirements of the people at fair prices. The Sornavur Project, with an irrigation potential of 5,000 acres, which is being executed by the Madras Government has made good progress and is expected to be completed in the next year. The work of laying a 110 KV transmission line from Panrutti to Villianur and establishment of a sub-station at Villianur with three 10 MVA power transformers is in progress.

Goa Daman and Diu

83. The main emphasis of the Plan was to develop power resources and communications and to raise the level of the economy. During 1966-67, the area of cultivation has been extended. The area under various horticultural crops has also substantially increased. In the cooperative sector, more than 50 per

cent of the rural population has been covered. The transmission line from Dandeli to Ponda has been energised with the completion of a temporary sub-station at the latter place. 10,500 Kws of power have been made available to the Administration from the Jog Project of Mysore and with the completion of this Scheme, Goa has ushered in the era of industrialisation. Power has also been supplied to the Pelletisation Plant which is the first of its kind in Asia. A Government College of Arts and Science, the first Government College in the Union Territory, has been set up at Daman in this year. The preliminary arrangements for the establishment of an Engineering College at Ponda have also been made. With installation of new pumps which are being imported at Opa, the capacity of water supply will be doubled. The sewerage scheme started at Panaji during the Third Plan is also nearing completion. There has been an increase of about 9 per cent in the *per capita* income at the end of the Third Five Year Plan. The percentage increase in power (installed capacity) has been about 87. The percentage of increase in roads and in Primary Schools has been 80 and 550 respectively. The number of hospital beds per lakh of population rose from 199 in 1961 to 274 in 1966-67.

Dadra and Nagar Haveli

84. As compared to 1961, the *per capita* income has increased by about 25 per cent, while the length of roads has registered an increase of 108 per cent in 1966. Electric power (installed capacity) has increased five-fold and the number of primary schools registered an increase of over 31 per cent during this period. The work of electrification of 3 villages, viz., Silvassa, Dadra and Naroli has been completed. The work of extension of H.T. and L.T. lines to Keneval and Khavadpada and some more villages is being undertaken.

Andaman and Nicobar Islands

85. One of the foremost problems confronting this territory relates to transport. The chief mode of communication between the islands and the mainland is by sea-going vessels, though a weekly air-service also operates during the fair season, i.e., October/November to April/May. Till recently there were two

vessels, viz., MV ANDAMANS AND MV NICOBAR plying on the Calcutta-Port Blair-Madras route. A second-hand vessel has since been purchased and it is expected to be commissioned shortly on this route. Government have also approved the construction of 5 new ships. As regards the inter-island communications, there are a few old vessels and a new vessel T.S.S. YEREWAWA acquired for the purpose. Two of the 5 ships that have been authorised for construction will be for inter-island use. The weekly Dakota air service via Rangoon has been replaced by a direct Skymaster service after the improvement in the Port Blair airfield.

The accelerated development programme by the Ministry of Labour, Employment and Rehabilitation visualizes the doubling of the present population of about 75,000 by the end of 1971 and its further increase by one lakh by 1976, land reclamation of about 1.25 lakhs acres during the next 10 to 15 years and its utilisation for agriculture and plantation crops, development of fisheries aimed as raising the present catch of 200 to 2,000 tonnes per annum, and setting up of a number of wood-based industries in addition to an export-oriented sugar mill. The development programmes recommended have sufficient employment potential to absorb the additional population. The benefits of additional employment opportunities will be shared by migrants from East Pakistan, repatriates from Burma and Ceylon, and others from the mainland answering the specific occupational needs of the projects and also the local people. During the Plan periods there has been increase of about 18 per cent in the *per capita* agricultural production; 40.8 per cent in power (installed capacity) 156 per cent in roads, 33.9 per cent in literacy and 16.7 per cent in primary schools.

Laccadive, Minicoy and Amindivi Islands

86. Lack of dependable and regular means of transport to the mainland was a major problem faced by these islands. The only means of conveyance available was country boats, travel in which was extremely risky and hazardous. Traffic in country boats was possible only during the fair season. A beginning was made in 1958 to tackle the problem when a ship was chartered for service during the fair season. From 1963 onwards, two

chartered ships were plying between the islands and the mainland. On account of the complete lack of harbour and navigational facilities in the islands, the service has to be interrupted during the monsoon season. A new ship has now been acquired and put into service with effect from December, 1966. A vessel for inter-island communication is under construction. For improving the harbour and navigational facilities, an elaborate scheme has been drawn up which is estimated to cost about Rs. 1.3 crores.

Except for a lone wireless station at Minicoy, there were no means of communication between the islands and the mainland prior to 1957. Now there is a network of 10 wireless stations which serve both the public and the P & T Department.

Traditionally, the trade between the islands and the mainland used to be in the hands of a few middlemen on the mainland and the landlords and boats-owners in the islands. The islands produce copra, coir, jaggery, vinegar and fish. Trade in coir is a monopoly of the Administration and is being carried on as a welfare measure on a no-profit-no-loss basis, by bartering rice for coir. To prevent exploitation of the islanders, the Administration entrusted in 1962 the entire trade in island produce to co-operative societies which were formed in all the nine major islands. The islanders are now assured a steady supply of consumer articles throughout the year at reasonable prices. They also get competitive prices for their produce.

Four mechanical fishing boats were commissioned in April, 1966. An Apex Marketing Society, a Labour Contractor Cooperative Society and Fishermen Cooperative Society have started working. Building work for the decorticating plant is in progress. The construction of the new colony for leprosy patients at Kadmat has been completed. There has been an increase of 118.7 per cent in the number of primary school and 29.4 per cent in literacy. Percentage of increase in the number of hospital beds is 150.

Chandigarh

87. 580 acres of land were acquired and about Rs. 8,11,000 paid as compensation. Details of different categories of plots.

created, demarcated and sold upto 15th March 1967 are as follows:—

Category	Plots created	Plots sold	Buildings		Plans approved
			Constructed	Under construction	
Residential	10,709	10,649	5,423	905	9,288
Commercial	2,336	1,745	1,429	28	1,378
Industrial	358	202	115	35	145
Religious, Cultural and Educational	44	42	21	8	34
TOTAL	13,447	12,638	6,988	976	10,845

A sum of Rs. 18,20,000/- has been disbursed as House Building Loan during 1966-67, as under :—

House Building Loan Schemes.	Rs. 18,00,000/-
Low Income Group Housing Scheme.	Rs. 20,000/-

A separate Sector has been earmarked for being allotted to members of the Defence Services at concessional rates. The last date for submission of application was the 15th March, 1967. Allotment is under way. Another separate Sector has been earmarked for the establishment of various industries. A number of major industries have started functioning. In the existing industrial area, 129 parties have recently been allotted plots. Another industrial area of 250 acres is being planned, the preliminary survey of this area has been completed.

North East Frontier Agency

88. During Plan periods the length of roads has increased more than ten-fold, while the number of schools has moved up by more than five times. Similarly, there has been nearly a ten-fold increase in hospital beds. The *per capita* agricultural production has increased by about 15 per cent during the last decade. The number of electrified villages has gone up from 1 to 19 during

the Third Plan itself. A number of villages were in the process of electrification during the year. The work on the Bomdila Hydel Project is continuing. Investigations are also being carried out on certain Micro-Hydel Schemes.

II. Area and Population

89. On the 1st November, 1966, the Union Territory of Chandigarh was constituted and a sizeable area was transferred to the Union Territory of Himachal Pradesh, under the provisions of the Punjab Reorganisation Act, 1966. The area and population of the Union Territories and of North East Frontier Agency are given below:—

Sl. No.	Name of the Union Territory including North East Frontier Agency	Area (in Sq. Kilometers)	Population (According to 1961 Census)
1	Delhi	1,484	26,58,612
2	Himachal Pradesh	58,232 (Approximate)	28,11,739 (Approximate)
3	Manipur	22,347	7,80,037
4	Tripura	10,451	11,42,005
5	Pondicherry	479	3,69,079
6	Goa, Daman and Diu	3,693	6,34,584
7	Dadra and Nagar Haveli	480	57,963
8	Andaman & Nicobar Islands	8,327	63,548
9	Laccadive, Minicoy and Amindivi Islands	29	24,108
10	Chandigarh	115 (Approximate)	1,19,881 (Approximate)
11	North East Frontier Agency	81,424	3,38,558

III. Administrative set-up

90. In order to enable a larger measure of association of the representatives of the people of the Union Territory of Delhi

with developmental activities, Parliament enacted the Delhi Administration Act, 1966. In pursuance of the provisions of this Act, an Interim Executive Council to assist and advise the Administrator in the exercise of his functions, and an interim Metropolitan Council, with powers to discuss and make recommendations on all Legislative proposals, etc., relating to Delhi, in respect of any of the matters enumerated in the State List of Concurrent List in the Seventh Schedule to the Constitution, were set up in September, 1966. After the general elections in February, 1967, the Metropolitan Council was set up with 56 elected and 5 nominated members and the Executive Council comprising the Chief Executive Councillor, Shri V. K. Malhotra, and 3 other Executive Councillors was formed in March, 1967. Dr. A. N. Jha took the oath of office as the first Lt. Governor of the Union Territory of Delhi on the 7th September, 1966. Important powers of the Central Government under the Delhi Municipal Corporation Act, 1957, have been delegated to the Lt. Governor of Delhi. These powers include power to make rules, nomination of members of the Statutory Committees, approval to appointments to important posts in the Corporation, payment of net proceeds of certain taxes, approval to varying the rates of Terminal Taxes, settlement of disputes between the Municipal Corporation of Delhi and the New Delhi Municipal Committee and issue of directions to the Corporation.

An integrated scheme providing for changes in the Administrative set-up of the Union territory of Delhi and also in the organisational set-up of the municipal administration was announced in Parliament in August, 1966, when it was also stated that the legislation to give effect to the scheme will be brought before it as soon as the Bills were ready. The Delhi Administration, Act gave effect to a part of the scheme in so far as it related to the set-up of the administration. In pursuance of the above statement, the following six Bills seeking to give effect to the rest of the scheme and also a proposal to set up a statutory board for processing of water, its bulk supply to local bodies and disposal of sewage in the Corporation and New Delhi Areas were introduced in the Lok Sabha in August/September, 1966—

- (i) The Electricity (Supply) Amendment Bill, 1966;
- (ii) The Road Transport Corporations (Amendment) Bill, 1966;

- (iii) The Delhi Water Supply and Sewage Disposal Bill, 1966;
- (iv) The Delhi Municipal Corporation (Amendment) Bill, 1966;
- (v) The Delhi Panchayat Samitis and Nyaya Panchayats Bill, 1966;
- (vi) The Punjab Municipal (Delhi Amendment) Bill, 1966.

The Delhi Advisory Committee had been consulted regarding these matters at the appropriate stage. With the dissolution of the Third Lok Sabha, these Bills have been sent to the Lt. Governor, Delhi, for the recommendations of the Metropolitan Council as required under Section 22(1) of the Delhi Administration Act.

In Delhi local sales tax was imposed on a few commodities which were previously exempted from such tax, and the rates of sales tax were increased on some others, with a view to raising additional resources and achieving a greater measure of uniformity in the rates of sales tax in force in this territory and the neighbouring States. In view of the predominantly distributive character of the trade in Delhi, Central sales tax is levied in Delhi at a concessional rate of 1 per cent as against the normal rate of 3 per cent on certain commodities imported into Delhi on payment of Central sales tax and exported from the territory, provided certain conditions are satisfied. With effect from 1st March 1967, this concession was extended to commodities which are liable to local sales tax in the States from which they are brought into Delhi and are exported from Delhi by registered dealers who brought them into Delhi.

16. The following legislation was enacted by Parliament for Delhi during 1966-67:—

- (1) The Delhi Land Reforms (Amendment) Act, 1966 (1 of 1966).
- (2) The Delhi Administration Act, 1966 (19 of 1966).
- (3) The Delhi High Court Act, 1966 (26 of 1966).

- (4) The Delhi Municipal Corporation (Validation of Electricity Tax) Act, 1966 (35 of 1966).

Under the Government of Union Territories Act, 1963; the Union territories of (i) Himachal Pradesh, (ii), Manipur, (iii) Tripura, (iv) Pondicherry and (v) Goa, Daman and Diu have their own Legislatures with powers to make laws for the Union territory concerned or any part thereof with respect to any matters in the State or Concurrent List of the Constitution in so far as any such matter is applicable to the Union territories. All Bills passed by the Legislative Assembly of a Union territory have to be reserved by the Administrator thereof for consideration of the President and can become law only on the assent of the President. 39 Bills passed by the Legislative Assemblies of the Union territories received the assent of the President during this year. Titles of these Bills are given below:—

(a) *Goa, Daman and Diu*

- (1) The Goa, Daman and Diu (Extension of Indian Majority Act) Bill, 1966.
2. The Court-fees (Goa, Daman and Diu Amendment) Bill, 1966.
3. The Indian Partnership (Goa, Daman and Diu Amendment) Bill, 1966.
4. The Goa, Daman and Diu (Judicial Commissioner's Court) Regulation (Amendment) Bill, 1966.
5. The Goa, Daman and Diu Agricultural Tenancy (Amendment) Bill, 1966.
6. The Goa, Daman and Diu Excise Duty (Amendment) Bill, 1966.
7. The Goa, Daman and Diu Mamlatdar's Court Bill, 1966.

(b) *Himachal Pradesh*

1. The Himachal Pradesh Consolidation of Holdings (Amendment) Bill, 1966.

2. The Himachal Pradesh Abolition of Tax Mutarfa Bill, 1966.
3. The Himachal Pradesh Autonomy Bill, 1966.
4. The Himachal Pradesh Khadi and Village Industries Board Bill, 1966.
5. The Himachal Pradesh Passenger and Goods Taxation (Amendment) Bill, 1966.
6. The Salaries and Allowances of the Members of the Legislative Assembly (Himachal Pradesh) Amendment) Bill, 1966.

(c) *Manipur*

1. The Manipur General Clauses Bill, 1966.
2. The Manipur Khadi and Village Industries Board Bill, 1966.
3. The Manipur Plant Diseases and Pests Bill, 1966.
4. The Manipur Homeguards Bill, 1966.
5. The Union Territories (Laws) Manipur (Amendment) Bill, 1966.
6. The Manipur Hill Areas (House Tax) Bill, 1966.
7. The Manipur Private Educational Institutions (Regulation and Control) Bill, 1966.

(d) *Pondicherry*

1. The Pondicherry Municipal Councils (Election) Bill, 1965.
2. The Pondicherry Alcoholic Liquors (Consumption) Duty Amendment Bill, 1965.
3. The Pondicherry Municipal Decree (Amendment) Bill, 1965.
4. The Karikal Pannaiyal Protection Bill, 1965.
5. The Pondicherry Motor Vehicles Taxation Bill, 1965.
6. The Police (Pondicherry Amendment) Bill, 1965.
7. The Pondicherry Usury Laws (Amendment) Bill, 1966.

8. The Pondicherry Pawnbrokers Bill, 1966.
9. The Pondicherry Civil Courts Bill, 1966.
10. The Pondicherry General Sales Tax (Amendment) Bill, 1966.
11. The Mahe Stay of Eviction Proceedings (Amendment) Bill, 1966.
12. The Motor Vehicles (Pondicherry Amendment) Bill, 1966.
13. The Pondicherry Chamber of Commerce Constitution (Amendment) Bill, 1966.
14. The Salaries and Allowances of Ministers (Pondicherry (Amendment) Bill, 1966.
15. The Salaries and Allowances of the Speaker and Deputy Speaker of the Legislative Assembly (Pondicherry (Amendment) Bill, 1966.
16. The Pondicherry Chit Funds Bill, 1966.

(e) *Tripura*

1. The Tripura Tribal Inhabitants (House Tax) Bill, 1965.
 2. The Tripura Khadi and Village Industries Board Bill, 1966.
 3. The Tripura General Clauses Bill, 1966.
17. The Legislative Assembly of Himachal Pradesh consists of 60 elected members; elections to this Assembly have been completed in 55 constituencies. There are six representatives of this territory to the Lok Sabha; elections in four Lok Sabha constituencies have been completed.

Each of the Legislative Assemblies in Manipur and Tripura consists of 30 elected members. Elections have been completed in both the territories. There are two representatives of each of these two territories in the Lok Sabha.

In accordance with the provisions of the Goa, Daman and Diu (Opinion Poll) Act, 1966, which was enacted by Parliament in December, 1966, an opinion poll was held on 16-1-1967

for the purpose of ascertaining the wishes of electors of Goa/Daman and Diu as to whether Goa/Daman and Diu should merge in the State of Maharashtra/Gujarat or should continue to be a Union territory. In both Goa and Daman and Diu, the opinion poll was in favour of the continuance of the territory as Union territory. In view of this verdict, Government decided that Goa, Daman and Diu should continue as a Union territory. Elections to the 30 member Legislative Assembly of the Union territory of Goa, Daman and Diu took place on 28-3-1967, after the opinion poll. This Union territory has two representatives to the Lok Sabha. Under a special enactment passed by the Parliament, *viz.*, Goa, Daman and Diu (Absorbed employees) Act, 1965, and the Rules framed thereunder and enforced from 1st February, 1966 all the preliberated posts have been equated with posts carrying Central scales of pay. It has been ensured that the preliberated employees do not suffer a reduction in their previous emoluments. Necessary provision has also been made in the rules allowing the absorbed employees to elect between the Portuguese Pension Rules and the Central Government Liberalised Pension Rules. They have also been given an option to elect the family allowance as admissible under the Portuguese Rules or the allowances, like dearness allowance, Goa Compensatory Allowances, reimbursement of tuition fees and Childrens' Education Allowance admissible under the Central Government Rules. Most of the pre-liberated posts have also been equated with posts carrying Central scales of pay. Under the Goa, Daman and Diu (Absorbed Employees Conditions of Service) Rules, 1965, all the Central Rules governing the conditions of service of the employees of the Central Government have been extended to the absorbed employees. Recruitment rules for various posts were finalised. The District Organisation has undergone a complete change and Goa has been declared as one District with a District Magistrate and two sub-Divisions—Panji and Marmagao—and 11 Talukas. Daman and Diu have no sub-Divisions and are administered by a Collector and a Civil Administrator. The Collector of Daman is the same as that of Dadra and Nagar Haveli.

The Union Territory of Dadra and Nagar Haveli is administered under the Dadra and Nagar Haveli Act, 1961. The

Lt. Governor, Goa, Daman and Diu is also the Administrator of this territory. The Varist Panchayat assists the Administrator in an advisory capacity.

For the first time, elections for one representative for Lok Sabha were held in the Union Territory of Andaman and Nicobar Islands in pursuance of the Union Territories (Direct elections to the House of People) Act, 1965.

The Laccadive, Minicoy and Amindivi Islands were part of the State of Madras until the reorganisation of States in 1956. From the 1st November, 1956, they were constituted into a separate Union territory. The islands were relatively undeveloped and had remained backward on account of their inaccessibility from the mainland. They were declared as "backward tracts" under the Government of India Act, 1919, and as "excluded areas" under the Government of India Act, 1935. On the commencement of the Constitution they were declared as "scheduled areas" and administered under the Fifth Schedule to the Constitution. They were then administered under the Laccadive Islands and Minicoy Regulation, 1912, which provided for a rudimentary framework of administration including the procedure for civil and criminal cases.

With the Islands being made into a Union territory the need for modernising the administrative set-up including the judicial set up was realised and two regulations called the Laccadive, Minicoy and Amindivi Islands (Laws) Regulation and the Laccadive, Minicoy and Amindivi Islands (Civil Court) Regulation were promulgated for the Islands towards the end of 1965. These Regulations are in the process of being implemented.

In these Islands also, for the first time, one representative for the Lok Sabha has been elected.

The Union Territory of Chandigarh is administered by the Chief Commissioner. This Union Territory has one representative in the Lok Sabha. The Chief Commissioner, Chandigarh has been vested with powers of the State Government in respect of laws in force in the Union Territory of Chandigarh and with

financial powers analogous to those exercised by the other Administrators of Union Territories. Facilities in the following institutions, indicated in the Sixteenth Schedule of the Punjab Re-organisation Act, 1966, continue to be provided to the States of Haryana and Punjab under Section 77 of that Act:—

- (1) Wireless Training Centre, Chandigarh.
- (2) Forensic Science Laboratory, Chandigarh.
- (3) Government Press, Chandigarh.
- (4) Post Graduate Institute of Medical Education and Research Chandigarh.
- (5) Punjab Engineering College, Chandigarh.
- (6) College of Architecture, Chandigarh.
- (7) General Hospital, Chandigarh.
- (8) Government College for Women, Chandigarh.
- (9) Government College for Men, Chandigarh.
- (10) Home Science College, Chandigarh.

Essential staff were appointed in addition to the staff holding posts transferred from the Government of Punjab. The posts created include the posts of Home Secretary, Finance Secretary, Deputy Commissioner, Senior Superintendent of Police and the Legal Remembrancer.

The recommendations in respect of the North East Frontier Agency of the Committee constituted by the Governor of Assam to consider the development and expansion of the Local Self Government in NEFA have been accepted. The committee has recommended the formation of various organisations of democratic decentralisation at the village, circle and district levels. At the Agency level, the committee has recommended the setting up of the Advisory Council. A Regulation giving effect to these recommendations is being finalised.

18. The Central Government is empowered to extend, by notification, to the Union territories (except Andaman and Nicobar and Laccadive, Minicoy and Amindivi Islands) any law in

force in a State. During the year under review, the following 14 Acts were extended by notification to Union territories:—

(a) *Chandigarh*: The United Provinces Requisition of Motor Vehicles (Emergency Powers) Act, 1947 (U.P. Act XXVII of 1947).

(b) *Dadra and Nagar Haveli*:

1. The Bombay Homeguard Act, 1947 (Bombay Act 3 of 1947), as in force in the State of Maharashtra.
2. The Bombay Animal Preservation Act, 1954 (Bombay Act 72 of 1954), as in force in the State of Gujarat.

(c) *Delhi*: The Uttar Pradesh Prevention of Cow Slaughter Act, 1955 (U.P. Act 1 of 1956).

(d) *Goa, Daman and Diu*:

1. The Preventive Detention Act, 1950 (4 of 1950).
2. The Criminal Law Amendment Act, 1932 (23 of 1932).
3. The Indian Standards Institution Certification (Marks) Act, 1952 (36 of 1952).
4. The Criminal Law Amendment Act, 1952 (46 of 1952).
5. The Public Premises (Eviction of Unauthorised Occupants) Act, 1958 (32 of 1958).
6. The Requisitioning and Acquisition of Immovable Property Act, 1952 (30 of 1952).
7. The Indian Carriage by Air Act, 1934 (20 of 1934).
8. The Madhya Pradesh Control of Music and Noises Act, Samvat 2008 (Madhya Bharat Act 14 of 1951).

(e) *Pondicherry*:

1. The Criminal Law Amendment Act, 1932 (23 of 1932).
2. The Public Servants (Inquiries) Act, 1850 (37 of 1850).

Under article 240 of the Constitution, the President is empowered to make regulations in respect of the Union territory of Andaman and Nicobar Islands, Regulations made during the year 1966-67 are given below:—

1. The Andaman and Nicobar Islands (Regulation of Traffic and Preservation of Order in Public Places) Regulations 1966 (1 of 1966).
2. The Andaman and Nicobar Islands Land Revenue and Land Reforms Regulation, 1966 (2 of 1966).

IV. *Service Cadres in Union Territories*

91. The administrative agencies of the Union territories are also being strengthened by constitution of regular cadres and by recruitment of better qualified personnel. In the first instances, a joint cadre for the Indian Administrative Service and the Indian Police Service and State level Civil and Police services were constituted for Himachal Pradesh and Delhi. It is now proposed to form a Union Territories cadre of the Indian Administrative Service and Indian Police Service which will serve all the Union territories and also the North East Frontier Agency. When these cadres are constituted and manned, the Union territories will be able to have officers of the same calibre and qualification as are available in the rest of the country. Similarly, the Union Territories cadre for the Indian Forest Service is also being constituted and selections are proposed to be held soon. The question of having similar All India Service cadres for these territories in Education, Engineering, Health, and Agriculture, is also under consideration along with the question of constitution of these cadres for the rest of the country. At the State level, the Delhi-Himachal Civil and Police Service cadres have been extended to the Andaman and Nicobar Islands. Manipur has also constituted a separate Police and Civil service cadre and initial recruitment to the cadres has

already been made. Similar Civil Service cadres for the territories of Tripura, Goa and Pondicherry have also been constituted and selections are likely to be made in due course. The Delhi Administration has also constituted a Subordinate Ministerial and Executive services cadre. The idea is that there should be a better personnel even for the subordinate cadres from where officers will be promoted to the higher cadres.

V. Relief Measures

Delhi

92. During the Monsoon season, some parts of the Union territory of Delhi were flooded from the river Yamuna. A pilot Section with bed width 52-40' in the outfall channel from Dhasa Bund to Najafgarh Jheel along a length of about 4 miles was completed to improve the natural discharge of flood waters into the Najafgarh Jheel. Similarly, a pilot Section with 30' bed-width along a length of 8 miles was also completed from Chawla Bridge to Kakraula preventing large areas in the Najafgarh Block from being flooded and confining the flood waters to the Najafgarh Jheel. A temporary bridge at Raota Road crossing on the Dhasa outfall channel was completed. Also, three Road Bridges at Trinagar, Ashram and G.T. Road were also completed and opened to traffic. In the Alipur Block, the Tikhri Khurd and Hamidpur Link Drains of Drain No. 6 were completed. Besides, surveys and investigations for the extension of sewage effluent irrigation from Okhla Treatment Plant to about 1800 acres of land in five villages were completed.

A sum of Rs. 9 lakhs was distributed as loans for minor irrigation works such as masonry wells, boring of wells, tube-wells, pumping sets, persian wheels, etc. Remissions to the extent of Rs. 2,74,934 were granted to cultivators on account of natural calamities such as floods and water-logging. An expenditure of Rs. 1.5 lakhs was incurred on flood relief measures including *ex-gratia* grants.

Tripura

93. The territory was hit first by drought and later by floods. Government of India despatched 14,700 tonnes of rice and 8,500

tonnes of wheat upto the end of September, 1966. 2,000 tonnes of rice were further allocated to the territory in September, 1966.

Extensive floods in the Northern Sub-divisions in June-July, 1966 caused extensive damage to public and private properties including standing crops. The Administration sanctioned a sum of Rs. 10 lakhs for test relief works and gratuitous relief. The total expenditure on these items was Rs. 8,04,000 and Rs. 1,64,693.

Pondicherry

94. Two cyclones hit Pondicherry severely, the first one on the night of April 30, 1966 and the second on November 3, 1966. The second cyclone was more devastating in its effect. There was, however, no loss of life. Monetary relief upto a maximum of Rs. 40 per family was given by way of rehabilitation. Damaged roads and bridges were repaired on a priority basis to restore normalcy.

Sainik School Scholarships for Boys Belonging to Union Territories.

95. The Sainik Schools Scholarships Scheme for boys belonging to the Union territories provides for grant of 150 scholarships. During the year 1965-66, 57 fresh scholarships were sanctioned, besides continuing 68 scholarships. For the 1967-68 session, the number of applicants from Union territories for scholarships increased enormously. The number of scholarships has been temporarily increased to 265 to cover all those from the Union territories who are eligible.

CHAPTER VII

JAMMU AND KASHMIR

96. Jammu and Kashmir has been subjected to the stress and strain of the continuous threat of external aggression and of actual hostilities. Even so, it has made great strides in the developmental field. To expedite this process further, on the basis of a comprehensive review by the State Government in February, 1966, it was decided that special attention should be paid to the needs of the State. Communications within the State and of the State with the rest of the country are being further improved, tourism which is an important industry for the State has reached a new high, hydel power development and the industrialisation of the State are being given more vigorous attention, and the programmes of agricultural and horticultural development are being reviewed with a view to better performance. To meet the great demand for technical and post-graduate education which is not fully met by the State's own institutions, additional seats were found for pupils from the State in technical and professional institutions and post-graduate classes elsewhere in the country. In all these matters the respective Ministries of the Government of India on whom the State Government indent for assistance have been keen to help. The Home Ministry continues to attend to the constitutional and security aspects and has also been entrusted with the function of getting the needs of the State attended to at the Centre and of co-ordination and liaison in various matters whether it is civil supplies, allocation of materials, finding administrative and technical personnel or priority of administrative attention, etc.

97. Direct elections to the Lok Sabha—As was indicated in the Jammu and Kashmir Constituent Assembly in March, 1952, a temporary departure was made then in the method of selecting representatives from Jammu and Kashmir for Parliament on account of the abnormal conditions to which the State was subjected as a result of Pakistani aggression. By a Presidential

Order under article 370 of the Constitution issued on 29th June, 1966, articles 81, 325, 326, 327 and 329 were applied to the State with necessary modifications. As a result, in the fourth general elections, representatives to the Lok Sabha from Jammu and Kashmir have been elected directly from territorial constituencies as in other States.

A second Order of the President under Article 370 issued on 13th February, 1967, applied to the State the Constitution (Nineteenth Amendment) Act, 1966. By this amendment election petitions go before the High Court and not before an Election Tribunal appointed by the Election Commission. While this applies to Lok Sabha elections in Jammu and Kashmir also, for its extension to the Jammu and Kashmir Assembly elections, an amendment to the J & K Constitution would be necessary. As there was no time enough for this, the Governor of Jammu and Kashmir issued an Ordinance amending the Jammu and Kashmir law relating to elections so as to authorise the Election Commission to appoint on the Election Tribunal a retired Judge from any High Court in the country.

98. Systematic arrangements have been made for dealing with attempts at sabotage and subversion in the State of Jammu and Kashmir by foreign agents. The aims of these elements appeared to be to assassinate V.I.Ps., disrupt communications, inflict casualties on police and security forces and generally to create a sense of insecurity in the minds of public. Strict vigilance exercised by the State Government has resulted in the capture of a number of such foreign agents, unearthing of a large quantity of arms and ammunition and bringing to light plans for subversion and violence. The Government of India and the State Government have taken all necessary steps to strengthen the security apparatus in the State.

CHAPTER VIII

DEVELOPMENT OF BORDER AREAS

99. It was decided to continue in 1966-67 the programme initiated by the Government of India in 1960-61 of giving special assistance for intensifying development and consolidating the administration in certain areas adjoining Tibet. The following outlays were approved for 1966-67 :—

Ladakh District Rs. 53.293 lakhs.

Lahaul and Spiti Districts Rs. 27.530 lakhs.

Kinnaur District Rs. 67.641 lakhs.

Uttarakhand Division Rs. 398.725 lakhs.

A brief resume of the physical targets achieved in important spheres of development under this programme in the different areas during this year is given below.

(i) Ladakh District

Ladakh is mostly a cold 'desert'. The land has no cover of vegetation which is very sparse on account of extreme cold. Firewood is a problem. The people burn dung which could otherwise have been useful as a manure and diesel and kerosene which are expensive on account of long haulage. The population is concentrated in the valleys of the Indus river and its tributaries. Sustained research and practical trials would be necessary to establish what the land can grow in Ladakh and how to grow it.

Over 30 acres of additional land has been brought under afforestation scheme. 2,000 maunds of firewood have been extracted from natural forests.

18. Miles length of irrigation channels and 27 miles of irrigation canals have been constructed. Twenty-six storage tanks have been deepened and widened.

Varietal manurial row and seed rate trial on wheat, barley, potatoes, pulses and grasses has been conducted in all departmental farms and valuable results obtained. Budding and grafting of nearly 12,000 plants have been done and 67 demonstration plots, seven fertiliser and six seed rate trials have been introduced in the field of farmers. 3,000 budded and un-budded fruit plants and 600 maunds of improved type potato seed tubers have been distributed among farmers. 1,300 fruit plants have been sprayed against insects and pests.

Ten livestock Development Centres and two veterinary sub-units have been established to help upgrade the local livestock. Fifteen Russian Merino Sheep (8 rams and 7 ewes) have been kept in the Matho Farm and two donkey stallions of improved breed have been stocked in the Chanspa Farm. 48,000 animals have been treated against contagious diseases and 9,000 have been dosed against liver-fluke disease. The poultry development farm has been set up at Nobra with 220 poultry birds brought from the Kashmir Valley.

The construction of 30 miles of jeepable roads has been completed and 9 miles of roads have been upgraded. The construction of 28 miles of jeepable roads has been in progress. Twenty-seven miles of bridle roads have been constructed under the Community Development Programme.

Nurla, a village in Leh tehsil, has been electrified under the rural electrification programme.

Five units of semi-automatic spinning machines have been purchased. 150 charkhas have been distributed among village artisans on hire purchase system. Ten peripatetic instructors have been detailed to villages for imparting training to artisans in various crafts. Shawls, Chogtuls, Carpets and knitting-ware worth about Rs. 25,000 have been manufactured at various centres and sold to the people.

A new co-operative society has been established at Zanskar, bringing the total number of co-operative societies to 31 by the end of March, 1967. Vegetables and fruits worth about Rs. 3.15 lakhs have been purchased and sold by these societies.

The Government of India awarded scholarships at the rate of Rs. 90 per month each to 14 Ladakhi students studying in the Buddhist institutions at Sarnath in Uttar Pradesh.

Two lower high schools and six basic schools have been converted into high schools and senior basic schools, respectively. Four primary schools have been opened. Ten additional teachers have been appointed and Rs. 35,000 have been spent on the scholarships awarded to 200 students under the Border Area Scholarship Scheme. A sum of Rs. 12,000 has been spent on 157 merit-cum-poverty scholarships. Forty teachers have been trained and 80 have been given re-orientation courses.

One dispensary in Kargil tehsil has been converted into a hospital. One V. D. clinic and one T. B. clinic have been set up and two first-aid centres have been converted into dispensaries.

An Information Centre has been set up at Nobra. Projectors, films, etc., worth about Rs. 32,000 have been purchased for equipping existing three Information Centres in the district.

(ii) Lahaul and Spiti District

The district has, with effect from 1st November, 1966, been merged in Himachal Pradesh and the accelerated development of the district is now the responsibility of the Government of Himachal Pradesh, as in the case of Kinnaur District.

Prizes for produce competition and exhibition have been awarded and willow cuttings for Kohkhsar Panchayat have been supplied. Mexican wheat has been supplied to the areas. Repairs to Chokkanf and Kutch Bahali Kuhls and construction of irrigation tanks have been completed.

School buildings at Peukar and Sunod have been constructed and a Gram Sahayak Training Camp has been organised and a kisan mela held.

Inter-village paths have been constructed and repaired.

(iii) Kinnaur District

Works relating to extension of forestry, including farm factory, economic plantations, raising of quick growing species, rehabilitation of degraded forests, etc., have been in progress.

The construction works relating to eight fish rearing pools and two cemented tanks have been completed.

A total mileage of 7 miles of roads of jeepable standard has been under construction.

Drinking water supply schemes numbering 18 covering 27 villages and seven minor irrigation schemes covering an area of 6,205 acres have been in progress.

Four new primary schools, one each at Maling, Kalpa, Tangling and Tapri, have been opened. Two primary schools at Rupi and Kilba have been upgraded into middle schools. Midday meals have been provided to over 860 students of primary classes. Work on school buildings at Sangla, Gramming, Natpa, Karaba, Punag, Pooh, Sapri, Leo, Chagaon, Nichar, Katgaon and Chamgaon has been in progress.

(iv) Uttarakhand Division

An area of 80,091 acres has been brought under a scheme for the development of local manurial resources, namely, composting of trash and dry leaves. A seed Multiplication Farm has been set up in Uttarkashi which produced 21.63 quintals of nucleous seed. 36 sets of horticulture tools and 69,191 plants have been distributed on a no-profit-no-loss basis. 36 Malies have been trained and 9 inter-State/inter-District educational tours for local orchardists organised. A few sub-centres have been opened under the existing Plant Protection Mobile Teams and these sub-centres have carried out plant protection measures in 415 acres. A scheme for Apiary has been introduced.

A sum of over Rs. 6.00 lakhs has been spent till December, 1966, on minor irrigation.

Survey of forest resources has been completed over an area of 11,500 hectares and trees of economic value have been planted over an area of 660 hectares. 2 kilometers of roads and telephone lines over a distance of 45 kilometers have been laid in forest areas. 18,462 quintals of resin, which is used in the manufacture of turpentine, have been extracted.

One Poultry Extension Centre set up during the Third Plan has been converted into a full-fledged poultry farm and a few centres have been provided with additional staff, birds and equipment. Subsidy has been given to local people for poultry development on 50:50 basis. Six new fodder nurseries have been set up.

A branch of the Central Co-operative Bank has been opened. 3,471 agriculturist families have been covered by village primary co-operative societies, Rs. 1.10 lakhs have been contributed by members as share capital and deposits held amounted to Rs. 1.70 lakhs. Short-term and medium-term loans to the extent of Rs. 11.736 lakhs and Rs. 8.475 lakhs, respectively, have been given.

Three Raw Material-cum-Equipment Depots have been set up. Under the Sericulture Programme, plantation work in 13 hectares of land has been completed and 8,200 plants have been distributed. 45 persons have been given stipend for technical training in trades.

170 miles on bridle roads and 101 miles of motor roads have been reconstructed and improved. 114 miles of bridle roads and 515 miles of motor roads have been newly constructed.

Work on the power schemes in Chamoli, Uttarkashi, Joshimath, Guptakashi, Badrinath, Bhatwari and Koti is in progress.

A sum of Rs. 34.47 lakhs has been spent on drinking water supply, drainage and sanitation schemes till December, 1966.

14 Eye Relief Camps have been organised and one Eye Hospital maintained at Pithoragarh. Sanitary arrangements have been made along the pilgrim routes and to other places.

In the 60 primary schools, 9 junior high schools, 5 high schools and 6 intermediate colleges opened in 1965-66, classes which remained to be started have since been opened. A new Degree College with Physics, Chemistry and Mathematics in B.Sc. Classes has been started at Gopeshwar in Chamoli District. B.Sc. Classes have also been opened in the existing Government Degree College at Pithoragarh. 8 Junior Division N.C.C. Units have been raised.

CHAPTER IX

MANPOWER

General :

100. The Directorate of Manpower was established in the Ministry of Home Affairs in 1956. Its functions are to coordinate all work in the manpower field carried out by various Ministries and Agencies, to secure the implementation of decisions of the Cabinet on manpower planning and organisation and to formulate in consultation with the Ministries concerned and the Planning Commission, basic policies and programmes in matters relating to manpower and employment.

The success of planned economic development is dependent in a very large measure upon a sufficient and timely supply of scientific, technical, professional administrative and management personnel. Considerable time, however, is involved in the training of skilled manpower. It is, therefore, essential in this field to undertake planning, with the help of such information as is available, 10 to 15 years ahead.

During the year the Directorate has assisted other Ministries and agencies concerned in developing techniques and methodology for manpower studies and surveys. The form and content of the 1961 census have been under examination with a view to proposing improvements in the 1971 census operations. A scheme for linking occupations with educational qualifications is being worked out for use in future occupational censuses. Work is also being done on determining the manner in which information relating to occupation, education, investment and technology may be integrated at the level of the firm and for each industry so as to yield ratios which may be used in manpower forecasting.

101. Current Manpower Situation.—In the matter of engineering manpower we have at present reached a stage where there is broad numerical parity between the demand for and supply of engineers of various categories. However, there are shortages in certain specialised fields and of experienced personnel. There are also regional shortages due to lack of adequate mobility. At the same time there are some indications of surpluses having developed in certain regions and in certain specialities. Medical manpower, doctors, nurses and other para-medical personnel are in short supply and it will be many years before the country is able to attain a satisfactory ratio of population to medical personnel. As regards other types of skilled personnel, the position is not unsatisfactory in terms of numbers but there is an urgent need to improve and reorient training courses and facilities so as to meet the specific requirements of the developing economy.

102. Manpower Planning for the Fourth Plan.—During the year the Manpower Directorate was concerned with the finalisation of the broad estimates of the requirements of engineering, medical, agricultural and other qualified personnel for the Fourth and Fifth Five Year Plan periods and of the expansion in educational and training facilities that would be required. The Directorate drafted the Chapter on manpower requirements and training programmes for the draft Fourth Five Year Plan Memorandum. Further revision of the estimates in the light of information that became subsequently available and the views expressed in Parliament and in the press on the draft Fourth Plan memorandum is in hand.

As regards engineers, it is felt that there need be no significant expansion in facilities at the graduate level during the Fourth Plan Period to meet the requirements of the Fifth Plan. At the diploma level facilities will need to be expanded to provide an additional 18,000 seats during the fourth Plan period. This expansion will also lead to an improved ratio of diploma holders to graduates, the objective being to attain a ratio of 3:1 by 1986. The experience of other countries suggests that engineering manpower would be more effectively utilised by such a distribution than the present ratio of 1.4:1.

The intake capacity in medical colleges is proposed to be increased by approximately 9,000 seats during the Fourth Plan

period, which will enable a doctor—population ratio of 1:3500 to be attained by 1976 as against the present ratio of 1:3800. There will also be expansion of facilities for training nurses and other para-medical personnel.

Additional facilities will be provided for various courses in agriculture and cooperation. There will also be an increase in the proportion of students in the age-group 17 to 23 enrolled in science classes which is the source of personnel for science based professional and technical courses.

103. State Manpower Units.—A sum of Rs. 50 lakhs has been provided in the draft Fourth Plan for the establishment of Manpower Units in the States. Organisational details and a programme of work are being finalised and it is expected that the Manpower Units should be set up during the course of 1967-68. These units will coordinate work relating to manpower in various departments of Government and other agencies concerned, and will provide the initiative and guidance for undertaking various measures and studies to improve manpower utilisation and preparedness.

104. Civil Engineers:—A Committee was set up by the Ministry of Home Affairs and the Planning Commission to examine in detail the employment prospects for civil engineering personnel and to make recommendations regarding the measures which would be necessary to ensure continuity of employment for civil engineering personnel and to maximise the utilisation of experienced engineers. It is expected that the Committee will report shortly. The Manpower Directorate is the secretariat for this Committee.

105. Pool of Indian Scientists and Technologists:

The Pool of Indian Scientists and Technologists created in 1958 with an initial strength of 100, continued to provide temporary placement to well-qualified Indian Scientists and Technologists returning from abroad. The present strength of the Pool is 500, but Government have decided that no competent persons returning from abroad should be kept out of the pool because of the ceiling on its strength. Upto the end of

February, 1967, 4905 persons were selected for appointment to the Pool. The number of scientists/Technologists working in the Pool as on 28th February, 1967 was 510 including 26 with Indian qualifications.

All approved Scientific institutions under the Government and public sector undertakings were authorised to create supernumerary posts to absorb scientists working or studying abroad with a view to facilitating their return to the country. Appointments made to these supernumerary posts from among scientists in the Pool are excluded from the purview of the Union Public Service Commission on the condition that such appointments would not ordinarily last for more than two years.

During the last 8 years of the working of the Pool about 2104 scientists joined the Pool. Of these about 1415 were able to secure employment in the country. The vast majority of them were able to do so within a period of two years.

106. Steering Group on Manpower:

A meeting of the Steering Group on Manpower was held in August, 1966 in two sessions under the Chairmanship of Member (AE&IT) of the Planning Commission and Secretary (Services) in the Ministry of Home Affairs. The Group stressed the need to (a) improve the coverage of data on employment and manpower utilisation, (b) improve the arrangements for collecting information about employment generated in the public sector (c) define, examine and identify various training of educational programmes needed for an adequate supply of managerial personnel, (d) review measures taken to meet the requirements of teachers in engineering colleges and polytechnics, (e) facilitate collaboration between educational institutions and industry (f) attempt an Annual Manpower Review and (g) implement measures to improve the doctor-population ratio in general and medical facilities in rural areas in particular.

The necessary follow up action in respect of various measures outlined above are in progress.

107. Research Studies :

At the request of the Manpower Directorate, the Research Programme Sub-Committee of the Planning Commission has entrusted to the National Council of Applied Economic Research studies relating to (a) the construction of Occupation-Industry Matrices 1961-71, India, States and (b) Methods of estimating State requirements of technical and professional manpower. The study in respect of Occupation-Industry Matrices is in progress.

108. Coordination of University Education with Manpower requirements :

A paper on the role of universities in the task of co-ordinating education with manpower requirements which outlines the fields wherein the universities could play an effective role in the field of manpower planning was submitted for the consideration of the Committee on Coordination set up by the University Grants Commission in January 1967 and is receiving consideration.

109. Institute of Applied Manpower Research:

Shri R. A. Gopaldaswamy relinquished charge of the post of Director on the 15th April, 1966. Shri P. K. Das, an officer of the Industrial Management Pool took over as Director in August, 1966. During the year the Institute brought out the following important publications :—

- (1) Manpower Group Survey (Health and Medical); Stock Taking of Dentists in India.
- (2) Manpower Group Survey (Health and Medical); Development of Nursing Education in India.
- (3) Manpower Group Survey (Engineering)—Final Report on Engineering Manpower Survey.
- (4) Manpower Group Survey (Health and Medical); Development of Modern Medical Education in India.
- (5) Manpower Group Survey (Health and Medical); Stock of Doctors of Indigenous Medicine.

- (6) Area Manpower Survey: Fact Book on Manpower Meerut District.
Part III—Employment and Unemployment.
- (7) Manpower Group Survey—Health and Medical: Student wastage and stagnation in Medical Colleges.
- (8) Manpower Survey—Health and Medical: Stock of Allopathic Doctors in India.
- (9) Stock of Nursing Personnel in India.

During the year the Institute took up on a suggestion by the Manpower Directorate a pilot study of Agricultural Manpower in the States of Uttar Pradesh and Maharashtra. On the conclusion of these pilot studies and in the light of the experience gained, further studies will be taken up in other States. The Institute has also initiated a study in the field of Managerial Manpower and the manpower requirements for Health and Medical programmes.

Shri R. A. Gopalswamy, then Director of the IAMR, was a member of the Education Commission set up by the Ministry of Education which submitted its report in June 1966. The Institute conducted a series of studies on the manpower aspects of educational development culminating in the report 'Manpower Planned Development and Reform of Higher Education'. This report has been included as a minute of supplementation in the Commission's report.

The Institute publishes a quarterly journal, "Manpower".

Defence

110. The Directorate of Manpower continued to maintain liaison with the Ministry of Defence in regard to the requirements of the defence forces.

CHAPTER X

LEGISLATIVE AND JUDICIAL

State Bills and Regulations assented to by the President and Ordinances for which President's instructions under Article 213(1) of the Constitution were given.

111. The assent of the President was accorded to 115 Bills passed by State Legislatures and 2 Regulations made by the Governors. Instructions of the President under the proviso to Article 213 (i) of the Constitution were also given for the promulgation of 35 Ordinances by the Governors.

The Supreme Court and High Courts

112. A separate High Court for the Union Territory of Delhi has been established with effect from 31st October, 1966. The sanctioned strength of the High Court of Delhi has been fixed as ten permanent Judges (including the Chief Justice) and one Additional Judge. The jurisdiction of the Delhi High Court has been extended to Himachal Pradesh with effect from 1st May, 1967. A permanent Bench of the High Court has been located at Simla.

Three posts of permanent Judges in the Bombay High Court, two posts of Additional Judges each in the Andhra Pradesh High Court, Gujarat High Court, Madras High Court, Patna High Court and Kerala High Court and one post of Additional Judge in the Madhya Pradesh High Court have been created.

Mercy Petitions

113. 142 petitions for mercy were received from convicts under sentence of death from 1st January, 1966, to 31st March, 1967. The President was pleased to commute the death sentence of 97 prisoners to one of imprisonment for life and the remaining 45 petitions were rejected.

The Constitution (Twentieth Amendment) Act, 1966

114. Appointments of district judges in Uttar Pradesh and a few other States had been rendered invalid by a judgment of the Supreme Court on the ground that such appointments were not made in accordance with the provisions of article 233 of the Constitution. In another judgment, the Supreme Court held that the power of posting of a district judge under article 233 did not include the power of transfer of such a judge from one station to another and that the power of transfer was vested in the High Court under article 235 of the Constitution. As a result of these judgments, a serious situation arose because doubts had been raised as to the validity of the judgments, decrees, orders passed and sentences awarded by the district judges and a number of writ petitions and other cases were filed challenging their validity. The Constitution (Twentieth Amendment) Act, 1966, was enacted to validate the judgment, decrees, orders passed and sentences awarded by the district Judges and also to validate their appointment, posting, promotion and transfer. The State Governments were advised to revise their rules and procedures to bring them in conformity with the provisions of the Constitution as interpreted by the Supreme Court.

The Notaries Act, 1952

115. At present, there are 299 Notaries practising in India against 301 Notaries last year.

CHAPTER XI OTHER MATTERS

SECTION A

Union Official Language :

116. Art. 343 of the Constitution provides that the Official Language of the Union shall be Hindi, that for fifteen years i.e. till 26th January 1965 English shall continue to be used for all official purposes of the Union and that Parliament may by law provide for the use of English after fifteen years also for such official purposes as may be specified in the law. Section 3 of the Official Languages Act, 1963 continues the use of English, in addition to Hindi, for (a) all the official purposes of the Union for which it was being used immediately before that day, and (b) for the transaction of business in Parliament.

Late Prime Minister Shri Jawaharlal Nehru gave in the Parliament assurances to the non-Hindi speaking people that (i) English could be used by any State in communications addressed to the Central Government and in correspondence between one State and another, and that (ii) English would continue as an associate official language at the Centre as long as non-Hindi speaking people required it. In his broadcast to the nation in February 1965 these assurances were reiterated by the then Prime Minister late Shri Lal Bahadur Shastri.

Government decided in 1965 to give statutory shape to these assurances. A Bill to amend the Official Languages Act, 1963. was prepared which would have been introduced in Parliament during the monsoon session of 1965, but then the conflict with Pakistan occupied the nation's attention. It is now proposed to introduce this Bill in Parliament as soon as possible.

Progress for Facilitating the Progressive use of Hindi.

117. The progress made in the implementation of measures for facilitating the use of Hindi is reviewed from time to time on

the basis of half-yearly reports received from the Ministries concerned. On the basis of this review advice is given to the Ministries; but the pace is to be so regulated as not to cause any inconvenience to employees who do not have adequate knowledge of Hindi.

The following measures were taken for promoting the progressive use of Hindi in the Union Administration:—

- (1) Existing instructions have been reiterated that:—
 - (i) all resolutions, notifications and administrative reports are issued in English and Hindi simultaneously;
 - (ii) all reports placed before Parliament are issued invariably in Hindi also;
 - (iii) all important Government circulars are issued in Hindi also;
 - (iv) non-statutory rules which have been translated by the Central Hindi Directorate of the Ministry of Education are got printed bilingually without delay; and
 - (v) delay in the translation of statutory rules into Hindi and their publication is avoided;

(2) (i) Hindi also is to be used for purposes of press communiques, advertisements and other public notices issued by the Government of India offices located in the Hindi-speaking areas;

(ii) the Hindi-speaking States were informed in May, 1966, that they need not send English translations of their Hindi communications addressed to the Central Government. Necessary arrangements for their translation exist in the Ministries and will be supplemented if necessary. Where a letter from a Hindi-speaking State is received in Hindi, a reply is to be sent either in Hindi or when a reply is sent in the English language it should be accompanied by a translation in Hindi; and

(iii) Hindi name plates of officers/offices are to be used in addition to the existing ones in English.

Hindi Teaching Scheme for Central Government Employees

118. The bilingual arrangement introduced by the Official Languages Act would function smoothly only if in course of time every employee of the Central Government knows both Hindi and English. He might not be equally proficient in both the languages and might choose one or other for official work. If provision of large scale translation facilities, which would involve both expenditure and delay in transaction of Government work, is to be avoided, every Government servant should have enough knowledge of the other language to be able to understand fully a note or letter in the other language.

A scheme to teach Hindi to Central Government employees was started some time in 1955. Following the report of the Committee of Parliament on Official Language, the Presidential Order dated 27th April, 1960 made training in Hindi obligatory for all non-industrial employees belonging to Class III and above. However, no penalties are attached to failure to pass these examinations. These classes are held during office hours.

During the year, 43,063 Central Government employees were enrolled for receiving training in Hindi medium, Hindi typewriting and Hindi Stenography. In the first session 13,316 candidates appeared at the Prabodh, Praveen and Pragya examinations and 8,872 candidates passed the said examination. Similarly 845 candidates appeared at the Hindi typewriting and Hindi Stenography examinations and 553 passed. The results of the second session in which 20,033 candidates were enrolled, have not been declared yet.

In the examinations held in June/July 1965 and December 1965/January 1966, 24,240 employees passed the various Hindi examinations (23,001 in Hindi examination, 1,038 in Hindi Typewriting and 201 in Hindi Stenography).

The scheme of incentives which is in force since 1964 was liberalized with the issue of orders in July 1966 providing that steno-typists and stenographers whose mother tongue is not Hindi, will be granted personal pay, equal in amount to two increments, on passing Hindi Stenography examination. Those:

Government servants who are employed on operational duties and therefore cannot attend Hindi teaching classes during office hours can now learn Hindi on their own for which an additional incentive is paid to cover their expenses. This benefit is also applicable to employees posted at places where no centre is being run under the Home Ministry's scheme and therefore learn Hindi Stenography and typewriting on their own.

Central Hindi Directorate propose to run correspondence courses for teaching Hindi to Central Government employees who are either employed on operational duties or are posted at places where Hindi teaching classes are not being held.

Hindi Salahkar Samiti :

119. Two meetings of the Hindi Salahkar Samiti were held on the 16th May, 1966 and again on 29th/30th July, 1966. The Sub-Committees of the Samiti met a number of times during the year. The Sub-Committee concerned with the progressive use of Hindi in Hindi-speaking States visited all the Hindi-speaking States during the year. Necessary action has been taken on the recommendations made by the Samiti and its Sub-Committees.

It is proposed to restrict the functions of the Hindi Salahkar Samiti attached to the Home Ministry to advising the Ministry in respect of. (i) use of Hindi for Union Official purposes, (ii) use of Hindi for official purposes in Hindi-speaking States, and (iii) teaching of Hindi to Central Government employees. Reconstitution of the Salahkar Samiti and constitution of its sub-committees for these purposes is under consideration.

To achieve coordination in the work relating to Hindi being done in different Ministries, a proposal is under consideration to set up a high level Coordination Committee which would have as its members representatives from the Hindi Salahkar Samiti and from the Hindi advisory committees attached to the Ministries of Education, Law and Information and Broadcasting.

Medium of U.P.S.C. Examination :

120. With the gradual switch over to the use of regional languages as media of instruction/examinations at the university

level, it was considered appropriate that candidates from different linguistic regions who appear at the All India and higher Central Services examination should be tested for intellectual ability through the languages which were their respective educational media at the university stage. Government had therefore decided some time back that all the languages mentioned in the Eighth Schedule to the Constitution, in addition to English, should be introduced as alternative media for the All India and higher Central Services examination. The Commission were informed of the decision and were requested to prepare a suitable scheme of examination as also advise as to when these additional media might be introduced. It was clarified that all these languages would have to be introduced as alternative media simultaneously even though some of them might not have yet become media of instruction/examination at the university stage. There was however no objection to these alternative media being allowed in the beginning for certain subjects, covering more subjects gradually. The Commission have intimated that it would be necessary for them to undertake with reference to all these languages, elaborate measures similar to those they had undertaken earlier in connection with the decisions to introduce Hindi alone as the alternative medium. Additional staff had been sanctioned for this purpose. Once the necessary measures have been completed by the Commissions steps would be taken to give effect to the decision.

Amendment of the Eighth Schedule to the Constitution :

121. The Constitution (Twentyfirst Amendment) Bill, 1967, for the inclusion of Sindhi in the Eighth Schedule was introduced in the Rajya Sabha on 21st March, 1967. The Bill has been passed by both Houses of Parliament.

Sixth and Seventh Reports of the Commissioner for Linguistic Minorities :

122. These two reports which were laid on the Table to both Houses of Parliament in 1965 were discussed by the Rajya Sabha at its sittings held on 30th November, and 1st December, 1966. As usual, copies of these reports were sent to the State Governments requesting them that appropriate action may be

taken for implementing the recommendations made by the Commissioner in his reports. Copies of the debates of the proceedings of the Rajya Sabha held on these reports have also been sent to the State Governments for appropriate action.

Section B

Prohibition :

123. The State Governments' views on the recommendations of the Study Team on Prohibition for better implementation of the programme in States where prohibition is in force were placed before the Central Prohibition Committee at the third meeting. The Committee generally endorsed the recommendations of the Study Team for the prevention of the misuse of medicinal and toilet preparations for portable purposes and the flow of molasses to the illicit distiller. It also suggested that an expert committee should be constituted to suggest the modifications required to the Drugs and Cosmetics Act and the Medicinal and Toilet Preparations (Excise Duties) Act to give effect to the recommendations of the Study Team. This expert committee has since been constituted. The Committee felt that the recommendations for modification of laws, both procedural and substantive, should be examined further in consultation with the Ministry of law and the proposals should be submitted for its views at its next meeting.

The recommendations of the Study Team for extension of prohibition to wet areas in a phased programme spread over 12 years raises financial and administrative problems. Some of the States have not agreed to the phased programme as suggested by the Team but have suggested a longer period. All have claimed full reimbursement of the loss of excise revenue as a condition precedent to the extension of prohibition in their States.

The recommendation of the Study Team that propaganda for prohibition should be stepped up and that the All India Prohibition Council should be pressed into service and assisted in their work, has been accepted. The All-India Prohibition

Council has been recognised as the Central Coordinating body for non-official organisations working in the field of prohibition. In 1966-67 a grant-in-aid of Rs. 1 lakh was paid to it to meet the expenditure on schemes approved by the Government of India.

For educational work on prohibition 44 Nashabandi Lok Karya Kshetras are functioning in the States and Union Territories. This is a pilot project. Expenditure on each kshetra is restricted to Rs. 5,000/- and is shared between the Centre and the States in the proportion of 60:40.

Section C

Public Grievances :

124. In April 1965 Government decided to appoint a Complaints Officer in each Ministry/Department to deal with the grievances of the public. It was also decided that there should be an officer in the Ministry of Home Affairs to be designated as Commissioner for Public Grievances, whose functions would broadly be to coordinate and keep under review the work of the Complaints Officers in the various Ministries/Departments and offices under them.

During 1966 the total number of complaints as reported by the various Ministries/Departments offices on under them was 68,440. Of these 45% alleged delay. Similarly of the representations received direct by the Commissioner for public Grievances, 48% complained of delay. To these figures must be added 10 to 15 per cent more, for most complaints classified under other heads, like wrong decision, non-payment of compensation, pension, provident fund, gratuity, are in fact complaints of delay. Delay would thus appear to be the greatest single source of citizens' grievances against administration.

Up to the end of March 1967 the Commissioner for Public Grievances had received 1420 complaints. Of these 1040 had been dealt with. The rest were at various stages of correspondence/discussion with the Ministries/Departments concerned.

The machinery for redress of public grievances will now have to be considered in the broader context of the recommendations in the interim report of the Administrative Reforms Commission on the subject.

Section D

1961 Census :

125. The total publications contemplated in the 1961 census publication programme exceed the entire corpus of census publications of all the previous censuses of India put together. Out of 1,500 publications programmed, 850 have been printed. The main Census Table Volumes, and a large number of District Census Handbooks have already been published. The Table Volumes also bear several distinguishing characteristics such as separate Household Economic Tables and Special Tables for Scheduled Castes and Scheduled Tribes, Special Linguistic Tables and Special Tables and Reports on housing which have all been attempted for the first time on a uniform basis.

The 1961 Census Programme also encompassed new ancillary surveys like Village surveys, crafts surveys, fairs and festivals etc. Several of these monographs have been acclaimed by Indian and foreign scholars. Out of the 402 survey reports from the States, 331 have been examined. 56 more Village Survey reports have been published during this year.

105 reports on Handicrafts have been received out of which 104 have been examined. 9 more Handicraft Survey reports have been published.

359 Ethnographic Notes have been received from the States out of which 189 have been reviewed. 8 Reports in two volumes have been published.

Four Special Survey Reports on Fairs and Festivals received from the State Census Superintendents have been reviewed and published.

Atlas Project :

126. As a part of the 1961 Census programme, an all India Atlas Volume at the State and National levels is under preparation. More than half of the work has been completed and the balance is expected to be completed by the middle of 1967.

Mechanical Tabulation

127. In the Mechanical Tabulation Unit, data processing by machines in respect of the work relating to Special Tabulation of cities with a population of one million and over. Migration Tables of Calcutta Industrial Region, and of Consanguineous Marriages, is in progress. Coding and punching of selected public undertakings has been done and compilation is expected to be completed shortly. The work on Agro-Economic Survey and the processing of the Post Census Fertility Survey has also been completed.

Specimen tables of the Census of Kabul City were processed in this Unit and sent to the Afghan Government. Experts were also deputed to assist that Government to take the Census of Kabul City.

The Census Organisation has been working so far with the conventional system of data processing. An important step has been taken in the process of modernisation of data processing procedure with the installation of an Electronic Computer in October, 1966.

Language Surveys

128. The Language Unit collected considerable data on various languages for more detailed survey and analysis. An attempt is being made to rationalise the large number of language returned at the Census by a scientific survey of some of the less known languages. Fairly comprehensive language reports on Pahari languages of Himchal Pradesh and Punjab, Kuki language of Manipur, Tripura and Nagaland, Manipuri languages of Manipur and Assam and Kokani languages of Kerala and Maharashtra would be presented in the form of individual monographs for publication. The first volume of the grammars

of some of the major languages of India namely Sanskrit, Hindi, Bengali, Assamese, Gujarati, Punjabi and Marathi is under print. Grammars of seven other major languages of India are also under preparation.

Studies of earlier inquiries into the history of spoken languages of India from Vedic times to the Census of India, 1901, have been completed and are ready for publication in the form of a monograph.

Tehsilwise information on languages of India continued to be collected from all States and Union Territories and results are being tabulated for drawing up Language maps of the States and Union Territories. During the language investigations in various parts of the country, tape recording of language specimens also done, with a view to building up gradually a language specimen library of all important languages of India.

Pre-Census Population Estimates :

129. Work on the estimation of the Pre-Census Population of India from 1870 is in progress. The first volume (out of a series of ten) has been published.

Training Programme :

130. A programme of training officers with a view to equipping the Census Organisation with a hard core of highly trained officers has been initiated. Two officers have been sent to the United States of America for intensive training under the auspices of the National Centre for Health Statistics, Washington DC, USA. Some others are being trained in the various training centres in India like the Demographic Research and Training Centre, Bombay, Indian Statistical Institute, Calcutta, and Central Statistical Organisation, New Delhi.

Vital Statistics :

131. In order to effect improvement in the registration of vital events, the organisations in the States have been strengthened. Mechanical tabulation equipment and transport facilities for intensive touring to increase supervision are also proposed to be provided.

Arrangements are being made for the training of Registrars and supervisory personnel. A State Training Officer is in position in many of the States.

A survey to estimate the extent of under-registration of births and deaths was conducted on a small scale in Madras and West Bengal and this survey is now being extended to other States as well.

Sample Registration on a pilot scale was completed in 7 States and started in 7 more States. Steps have been taken to extend the Scheme to Haryana and the Union Territories of Delhi, Himachal Pradesh, Manipur and Tripura.

The preliminaries for Sample Census 1966 have been completed. The main objective is to frame reliable estimates of current population, birth rate, death rate and migration.

Preparations for the 1971 Census :

132. Preparatory work on the 1971 Census has been initiated by inviting comments and suggestions from the various users of Census data, eminent demographers, State Governments, Ministries of the Government of India etc. It is proposed to hold a Conference for financing the 1971 Census questionnaire, concepts and format.

Miscellaneous :

133. The Additional Registrar General and Deputy Registrar General (Vital Statistics), visited the United States of America and other countries during June—August 1966 to study Vital Statistics and Census Methodology in these countries.

Three officers of the Afghan Government were imparted training in Census Methods under the auspices of the Colombo Plan for a period of three months. The Director General of Census of the Afghan Government also visited India for orientation study in Census Methodology.

Census Exhibition:

134. With a view to popularising the Census concepts and making citizens familiar with the Census methodology and the material contained in the census publications, two Census Exhibitions were held in Delhi in October and December, 1966. These exhibitions proved useful and popular. Essay competitions were held on the occasion and prizes were awarded for the best essays.