

ESTIMATES COMMITTEE

1960-61

HUNDREDTH REPORT

(SECOND LOK SABHA)

MINISTRY OF FINANCE

(Department of Revenue)

ction taken by Government on the recommendations contained
in the Fifty-fourth Report of the Estimates Committee
(Second Lok Sabha) on the Ministry of Finance—
Narcotics Department.



LOK SABHA SECRETARIAT
NEW DELHI

December, 1960/Agrahayana, 1882 (Saka)

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ESTIMATES COMMITTEE
1960-61

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INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee, present this Hundredth Report of the Estimates Committee of the Second Lok Sabha on Action taken by Government on the recommendations contained in the Fifty-fourth Report of the Estimates Committee of the Second Lok Sabha on the Ministry of Finance—Narcotics Department.

2. The Fifty-fourth Report of the Estimates Committee was presented to the Lok Sabha on the 29th April, 1959. Government furnished their replies indicating action taken on the recommendations contained in this Report between the 12th October, 1959 and the 10th August, 1960. The replies were examined by a Study Group of the Estimates Committee on the 6th September, 1960.

3. The Report has been divided into three Chapters:

I—Report.

II—Recommendations that have been accepted by the Government.

III—Replies of the Government that have been accepted by the Committee.

4. An analysis of the action taken by Government on the recommendations contained in the Fifty-fourth Report (Second Lok Sabha) is given at Appendix I. It would be observed therefrom that out of 40 recommendations in the Report 42.5 per cent. of the recommendations have been fully accepted while 10 per cent. have been accepted partly. Of the rest, the replies of Government in respect of 47.5 per cent. of the recommendations have been accepted by the Committee.

NEW DELHI;

December 19, 1960.
Agrahayana 28, 1882 (Saka).

H. C. DASAPPA,
Chairman,
Estimates Committee.

CHAPTER I

REPORT

Dealing with the policy of gradual prohibition of supplies of opium for non-medical internal consumption with a view to its total prohibition within a period of ten years adumbrated in 1949, the Estimates Committee in para 53 of their Fifty-fourth Report (Second Lok Sabha) had observed that so long as a large number of persons continue to consume opium, the policy of prohibition could not be said to have succeeded. In reply, the Government have stated that even according to the United Nations statistics, the consumption of opium in India is very low. In a country with a population of nearly 400 million, the number of persons who require opium on medical grounds, namely about 4 lakhs, cannot be considered as high. Further with effect from 1st April, 1959, opium is being issued only to registered addicts/patients on medical grounds, and therefore, addiction in the ordinary sense is practically non-existent. The Government, therefore, do not agree with the view of the Committee that the policy of prohibition has not succeeded.

Although the number of persons who consume opium is only a fraction of the population of India, the Committee consider that Government should not feel complacent in the matter. *While the Committee appreciate the various measures taken by Government to reduce the consumption of opium, nevertheless in view of the fact that Prohibition is a State subject, they would emphasise that the Government of India might impress upon the State Governments the necessity to bring down the consumption of opium to the minimum extent possible.*

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Serial No. of recommendation	Ref. to para No. of the Report	Summary of Recommendations/conclusions	Reply of the Government
1	2	3	4

4 14 The Committee recommend that the number of Class IV staff may be reduced in consultation with the S.R.U.

Prima facie the larger proportion of Class IV staff is due to the fact that in the Narcotics Department many of the field functions which in some other Departments such as the Central Excise Department, are performed by Class III officers, are carried out by Class IV staff. The Government have however, no objection to re-examine the staff requirements. Government therefore accept the recommendation in principle. Necessary data have been called for from the Narcotics Commissioner and the matter will be reviewed on receipt of report.

(Ministry of Finance O.M. No. 30/17/59-Opium dated the 12th October, 1959).

The Committee are concerned to note that though it is nine years since financial integration no confirmation has yet been made of the temporary employees taken over from the States. They, therefore, urge that early decision may be taken on the proposed conversion of temporary posts into permanent ones and early action taken to confirm the employees against those posts.

The Madhya Pradesh and Rajasthan Unit of the Narcotics Department, which was taken over by the Central Govt. in 1950 as a result of the Federal Financial Integration, was reorganised in 1954 and it was only in 1954 that the personnel working in this Unit were granted the central scales of pay and allowances. As the posts carrying the central scales of pay and allowances were created only in 1954, they could not be converted into permanent ones before the completion of the prescribed period of 3 years. Meanwhile the Govt. had also to take into account a number of other important factors affecting the future of the Department and which were under various stages of active consideration *vis.*, (i) the contemplated closure of the Neemuch Opium Factory, (ii) the scheme for the total prohibition of the consumption of oral opium and its possible effect on the acreage under poppy cultivation, (iii) the proposal for the amalgamation of the non-gazetted cadres in the Opium Department with the corresponding cadres in the Central Excise Department, and (iv) the reorganisation of the staffing set-up in the Opium Factory at Ghazipur. In fact that whole position regarding the cultivation of opium and the staff employed for the purpose in M.P. & Rajasthan States was in a fluid state and it was rather difficult to proceed with the conversion of a sizable number of temporary posts into permanent ones without having a clear and definite picture of the actual long term requirements. The question was,

however, reviewed at the Narcotics Conference held at Simla in July, 1957 and it was decided that as a first step it would be adequate if only 50% of the temporary posts in the N.C.'s. Office and M.P. & Rajasthan field formations were converted into permanent ones. In pursuance of this decision the Government have since issued orders for the conversion of about 50% of the temporary posts in the Narcotics Commissioner's office, Office of the Assistant N.C., Neemuch and the M.P. & Rajasthan field formations into permanent ones with effect from 1-1-59. The Narcotics Commissioner has already initiated action to confirm the eligible personnel against these posts and all the posts are expected to be filled up in substantive capacity very shortly.

It may be pointed out here that the delay in sanctioning permanent posts has not in any way affected the service rights of the temporary employees taken over from the States as they have been duly declared quasi-permanent on the successful completion of their 3 years service, which places them more or less on equal footing with the permanent employees in the matter of security of service and other service rights.

[Ministry of Finance O.M. No. 7(15)/59-AD.IV dated the 13th November, 1959].

6 The Government have noted with satisfaction that the Estimates Committee have agreed with the view of the Revenue Department that the headquarters of the Narcotics Commissioner should be shifted from Simla. This question is already engaging our attention and a decision will be taken as soon as the permission of the W.H.S. Ministry for the shifting of the Office is obtained and inquiries regarding availability of accommodation in some suitable place in the plains have been completed. The Government therefore, have agreed with the recommendation in principle.

(*Ministry of Finance O. M. No. 30/17/59-Opium dated the 12th October, 1959*).

Opium is a highly controlled and restricted commodity subject to international conventions and controls. Imports/exports are annually scrutinized by the Drug Supervisory Body of the Economic and Social Council and imports are allowed only to meet each country's essential medical and scientific needs and, therefore, scope for export promotion in the ordinary sense is extremely limited. Over-production and high prices go against each other and our past experience has shown that when there was over-production the prices fell sharply. As the world demand has been only slowly rising it is not possible to increase our production and exports beyond certain limits. Further it is necessary to avoid the maximum possible extent a major situation where expansion in one year is followed by a curtailment in the next as such fluctuations in production would affect the economy of the cultivators

16 The Committee suggest that the headquarters office of the Narcotics Commissioner may be shifted to Neemuch or Ghazipur where the opium factories are situated or to a central place in the area where poppy is cultivated at an early date in order that firstly, there may be better control over the field areas by the Narcotics Commissioner and secondly, the expenditure involved in the maintenance of communication between the headquarters and the field areas may be reduced.

20 As opium is a good source of earning foreign exchange the Committee fail to see why advantage is not taken to step up the production of opium for export by increasing suitably the cultivation of poppy for opium. The Committee, therefore, recommend that the desirability of increasing the area under cultivation of poppy may be considered with reference to potential demand for export of opium.

39 The Committee note that while the volume of production of the various products except excise opium indicate a rising trend, it has fluctuated from year to year. The Committee suggest that the reason for the fluctuations may be investigated and as opium is a good source of revenue and foreign exchange, steps may be taken to ensure that a steadily rising rate of production is maintained.

and consequently, the effectiveness of our control. Such fluctuations would also create administrative difficulties. The Government policy therefore, has to be so designed as to secure a steady increase of production so as to capture as much as possible of the international markets in opium. That the policy the Government have followed hitherto has been quite successful, will be evident from the fact that exports have steadily increased from about 200 tons in 1955-56 to over 600 tons in 1959-60. The production is likely to increase substantially in 1959-60. The Government therefore, have agreed with the Committee that the area under cultivation may be increased with reference to potential demand for export of opium, but it is not possible to ensure that a steadily rising rate of production can always be maintained. The fluctuations in the production of the various products are due to fluctuations in demands, but the Government have accepted the suggestion of the Committee that the fluctuations may be investigated.

(Ministry of Finance O.M. No. 30/17/59-Opium dated the 12th October, 1959).

The Committee recommend that so long as cultivation of poppy for poppy heads and poppy seeds is permitted is very limited. It is allowed only in

(Ministry of Finance O.M. No. 30/17/59-Opium dated the 12th October, 1959).

Institute, Dehra Dun so that a virus capable of destroying the plant may be discovered and a scheme worked out to check the wild growth of the plant.

The Committee suggest that the necessity of maintaining the Neemuch factory may be reviewed and if there is adequate justification to continue it, the factory may be reorganised so that it may function efficiently and show profit. Otherwise it may be closed down and the Ghazipur factory suitably strengthened to cope with the additional demand.

A decision was taken some time back to close the factory as at that time our production of opium was gradually dwindling and it was found that it was not necessary to continue the factory. In the last three years, however, there has been considerable increase in the demand for export opium and the Government have substantially increased the production. Last year, owing to increased production and packing, Neemuch factory was partially revived and about 1000 maunds of opium were dried thereat. This year also the factory worked and about 3000 maunds of opium were dried. As it is hoped that the demand for export opium is not likely to come down at least for some years to come, it has become necessary to revive the factory. Details regarding reviving the Neemuch factory on a semi-permanent basis are being worked out.

(Ministry of Finance O.M. No. 30/17/59-Opium dated the 12th October, 1959).

The Committee suggest that while the scientists of the factory may continue their study and experi-

An attempt had been made previously to have research in regard to recovery of morphine under-

ments, the problem of evolving a better process of manufacture of alkaloids may also be referred to the National Research Laboratories for further examination.

taken by the Drug Research Laboratory at Hyderabad, but with little tangible result. The Government have no objection to entrusting this work to the National Research Laboratories and a reference on it has already been made to the Director General of Scientific Research.

(Ministry of Finance O.M. No. 30/17/59-Opium dated the 12th October, 1959).

17

The Committee feel that the reasons offered by the Department of Revenue for not declaring the factories as commercial undertaking are not very convincing. They recommend that early steps may be taken to reorganise the factories as commercial undertakings.

37

Even at present the accounts of the factories are maintained on the lines of commercial undertakings and only slight changes in the system of accounts would be necessary before they could be declared as commercial undertakings. The question of declaring them as commercial undertakings is being examined in consultation with the Director of Commercial Audit. The Government have accepted the recommendation.

(Ministry of Finance O.M. No. 30/17/59-Opium dated the 12th October, 1959).

21

The Committee suggest that the examination of the question of undertaking manufacture of pethidine may be expedited and steps taken to attain self-sufficiency in this respect early.

43

The question of manufacture of synthetic narcotic drugs including pethidine was referred to the Russian Drug Team which visited India at the instance of Ministry of Commerce and Industry. Their final report is awaited. The matter will be further discussed with the Ministry of

Commerce and Industry and the decision taken would be communicated as soon as possible.

(Ministry of Finance O.M. No. 30/17/59-Opium dated the 12th October, 1959).

The report of the U.S.S.R. team has been received but in their scheme the manufacture of pethidine immediately is not contemplated. However, the matter was discussed in an inter-ministerial meeting and it has since been decided that pethidine may be allowed to be manufactured in the private sector.

(Ministry of Finance O.M. No. 30/17/59-Opium, dated the 20th June, 1960).

22 44 The Committee suggest that the variations in cost of production should be reduced to the minimum in future.

The Government have been trying to reduce the cost of production to the minimum. The variations are largely due to variations in the price paid to cultivators for raw opium and in the total out-turn in different years. A further review is being made to ascertain whether the cost of production could be reduced still further.

(Ministry of Finance O.M. No. 30/17/59-Opium dated the 12th October, 1959).

The causes for variation in production cost in Government Opium and Alkaloid Works, Ghazipur were scrutinized by this Ministry. It has been found that the variations are largely due to increase in the cost of Establishment as a result of the workers being brought on to the regular establishment of the factory. It has not been possible to reduce the cost to the extent possible.

(Ministry of Finance O.M. No. 30/17/59-Opium dated the 20th June, 1960).

The Committee do not appreciate why, when the Government has a monopoly in opium within the country and enjoy a state of semi-monopoly without, the net earnings of the factories should vary so largely. The Committee recommend that the reasons for the fluctuations in the financial results of the factories might be investigated. If the investigation were to indicate any defect in the organisation and working of the factories suitable steps may be taken to rectify it.

The net earnings of the factories depend largely on:—

- (i) the price of raw opium paid to the cultivators;
- (ii) the export price of raw opium;
- (iii) the total quantity exported;
- (iv) the total turnover of the factories;
- (v) the quantity held in stock.

There have been considerable variations in these items as would be evident from the tabular statement appended below.

The Government are, however, reviewing the matter and have accepted the recommendation of the Committee that the reasons for the fluctuations in the financial results of the factories should be further investigated.

STATEMENT

Year	Price paid to cultivators per seer at 70° consistence	Export price per unit of morphine per kilo	Total quantity exported (Tons)	Total turnover of factories ending 30th September (Tons)	Quantity held in stock as on 30th September (Tons)
I	2	3	4	5	6
		Rs.			
1953-54	33/-	\$1.30	177	314	481
1954-55	33/-	\$1.26	245	257	457
1955-56	33/-	\$1.24	205	282	434
1956-57	32/-	\$1.20 to \$1.32	310	352	409
1957-58	33/-	\$1.31 to \$1.36	402	464	384
1958-59	35/-	\$1.36 to \$1.45	399		

The Committee suggest that an early decision may be taken with regard to the feasibility and advisability of adopting the Hungarian process before large scale expenditure is incurred on replacement of the existing plant and machinery so that the necessity of replacing the plant and machinery once again when the new process is adopted might be avoided.

The Government have no intention of replacing the existing plant and machinery at Ghazipur on a large scale until a decision with regard to the feasibility and advisability of adopting the Hungarian process is taken and as stated in reply to recommendations No. 9 and 19, the question of adopting the Hungarian process is under active consideration.

(*Ministry of Finance O.M. No. 30/17/59-Opium dated the 12th October, 1959*).

As holding of large quantities of stores in stock would involve locking up of public funds unnecessarily and the interest charges thereon would go to add to the cost of production of the factories, the Committee suggest that the stock position may be reviewed and the possibility of reducing it may be considered.

Opium is the most important store held in stocks.

As the opium year extends from October to September next following, and as the opium crop is harvested in May-June, which moves into the factories in June/July it is inevitable that the stocks at the end of the opium year, namely 30th September, is large. At present although the Government are selling opium several months forward of the crop gathered in two months, manufacture and shipments have to be spread over the whole year. Although it might be desirable to keep a small quantity as reserve stock, the demand in the recent past has been so high that in fact there is absolutely no unsold stock with the factory at present; on the contrary certain quantities out of the next crop have also been

allotted to intending purchasers. The Government agree in principle that unsold stocks should continue to be kept at as low a level as possible.

(*Ministry of Finance O.M. No. 30/17/59-Opium dated the 12th October, 1959*).

27 50 The Committee recommend that the feasibility of upgrading some of those workers who have put in long years of devoted service to higher grades and giving effect to the reorganised pattern of the establishment may be considered and that steps may be taken to provide opportunity to the workers to realise their natural aspirations. In this connection, the Committee further recommend that in order to equip the workers better for rising to higher grades the desirability of giving them some training as is being done elsewhere in the modern factories set up in the public sector may also be considered.

At present there is not much scope for giving training to the workers to enable them to rise to higher grades, as much of the work is done manually and the difference between skilled, semi-skilled and unskilled workers is not appreciable. However, the matter is being reviewed and the Government accept the suggestion in principle.

(*Ministry of Finance O.M. No. 30/17/59-Opium dated the 12th October, 1959*).

29 54 The Committee urge that the Department may take immediate steps to ensure that the arrangements to issue permits to deserving cases is completed quickly.

The responsibility for issue of permits rests with the State Governments. In most States addicts have already been registered and in a large number of cases, also medically examined. Steps have been taken by the State Governments to issue permits and the present position is being ascertained from them.

(Ministry of Finance O.M. No. 30/17/59-Opium dated the 12th October, 1959).

According to reports received from the State Governments registration of opium addicts has been completed in all the States.

(Ministry of Finance O. M. No. 30/17/59-Opium dated the 20th June, 1960.)

33 The Committee recommend that the Government of India may initiate suitable steps to secure the co-operation of the public in the States other than Assam also for the success of the opium prohibition policy.

60 The Ministry have devised some posters showing the evil effects of narcotics and sent them to State Governments for giving publicity. The publicity given in connection with the All-India Narcotics Conference held in March, 1959, including the relay of the speech of the Minister and the broadcast by the Chairman are measures intended to secure public co-operation. The Government have requested the State Governments to ask the District Prohibition Committees to give thought to this subject as and when they are formed. The Ministry have also written to the Ministry of Information and Broadcasting asking for suggestions for achieving greater public co-operation.

(Ministry of Finance O. M. No. 30/17/59-Opium dated the 12th October, 1959)

38 The Committee recommend that a measure of publicity may be given to the need for control of

67 The Government have accepted the recommendation. The question of giving publicity to the need for

illicit traffic creating public opinion against it and encouraging the people who have knowledge of such traffic to pass on the relevant information to the department.

control of illicit traffic, creating public opinion against it and encouraging the people who have knowledge of such traffic to pass on the relevant information to the Department, is being considered in consultation with the Ministry of Information and Broadcasting.

(*Ministry of Finance O. M. No. 30/17/59-Opium dated the 12th October, 1959*).

39 68 The Committee feel that it is the essence of the recommendation of the All India Opium Conference, 1956 that there would be uniformity among the various sets of rules, and they regret that adequate attention has not been given to the implementation of the recommendation. They suggest that the Narcotics Department might take the initiative in that respect, examine the rules framed by the State Governments, suggest changes necessary for making them uniform and take suitable steps to ensure that such changes are carried out.

The All India Narcotics Conference 1956 recommended that uniform rules should be framed by State Governments. In pursuance of this recommendation most of the States have already framed rules on uniform lines. The Narcotics Commissioner has, however, been asked to examine whether the rules in all the States are uniform and, if not, what are the major variations. If there are variations, the States will be requested again to modify their rules for making them uniform.

(*Ministry of Finance O. M. No. 30/17/59-Opium dated the 12th October, 1959*).

CHAPTER III

REPLIES OF THE GOVERNMENT THAT HAVE BEEN ACCEPTED BY THE COMMITTEE

S. No. of Recommendation	Reference to para No. of the Report	Summary of Recommendations/Conclusions	Reply of the Government
1	2	3	4
1	8	<p>The basic purpose of the administration of the monopoly is no longer the collection of revenue but the social object of prevention of opium addiction combined with the production of opium and alkaloids such as morphine for therapeutic purposes. In the circumstances, the Committee doubt if there is adequate justification for the Narcotics Department continuing to be part of the Department of Revenue.</p>	<p>S. Nos. 1, 2 and 20.</p> <p>As pointed out by the Estimates Committee the revenue aspect of the Department is not important at present, but the control aspect is more important than the commercial aspect emphasised by the Committee. Opium is a "dangerous drug" subject to several international conventions and the country is committed to the United Nations to take every possible step to prevent illicit traffic in it. It is also the policy of the Government to prohibit the consumption of this drug for other than medical purposes and therefore, whichever Ministry administers the Department, it is highly essential that effective control should be exercised over the production and distribution of this drug.</p>
2	11	<p>The Committee feel that it will be more advantageous if the Narcotics Department is transferred to the Ministry of Commerce and Industry which deals with the development of industries and promotion of exports. They, therefore, suggest that the feasibility of transferring the Department</p>	

For this purpose, the Ministry of Finance which has considerable experience in combating smuggling and which has the requisite field staff appears to be in a better position than the Ministry of Commerce and Industry. The officers of the Narcotics Department are drawn from the cadre of Central Excise officers and, therefore, it is possible to find suitable personnel for the Department from the Central Excise Department and to rotate them periodically. Secondly, the commercial aspect is not important as opium is a highly controlled commodity not only under the national laws of different countries but also under the international regulations and, therefore, there is not much scope for export promotion. The normal sales promotion and industrial development objectives are *ipso facto* not applicable to a highly controlled and restricted commodity like opium. The requirements of opium of each country are closely scrutinised by an international organisation (Drug Supervisory Body) and are strictly limited to their medical and scientific needs and therefore, the world requirements and scope for increasing exports are limited. In spite of such limitation our efforts at export promotion have yielded substantial results. During the last few years we have been able to increase the exports of opium from about 200 tons worth Rs. 1.36 crores in 1955-56

to the Ministry of Commerce and Industry may be considered.

The Committee recommend that fresh efforts may be made to explore export markets for Indian alkaloids and the feasibility of increasing the production of finished alkaloids or semi-refined drugs for export in preference to opium may be re-examined. The Committee also feel that export promotion is an art by itself and it may be better if promotion of export of opium derivatives were to be entrusted to Directorate of Export Promotion in the Ministry of Commerce and Industry.*

to about 600 tons worth about Rs. 4.09 crores in 1959-60. The estimated exports in 1960-61 are about 675 tons worth about Rs. 5.42 crores. The profits of the opium factory have also increased from Rs. 32.6 lakhs in 1955-56 to Rs. 81.6 lakhs in 1958-59 and is likely to increase further in 1959-60.

2. The recommendation of the Estimates Committee was also considered by the Ministry of Commerce and Industry. They have agreed that the most important aspect in dealing with opium is the fulfilment of various international commitments to prevent illicit traffic and that the transfer of this subject to that Ministry is not really necessary to promote its export further or for industrial development for the production of alkaloids. Under the circumstances, it is regretted that it is not possible to accept the recommendations.

(Ministry of Finance O. M. No. 30/17/59-Opium dated the 10th June, 1960.)

*FOOTNOTE.—Interim reply of Government to Serial No. 20 *vide* Ministry of Finance O.M. No. 30/17/59-Opium dated 12-10-1959.

Opium and opium alkaloids are highly restricted and controlled commodities subject to several international controls and that being so there is little scope for export promotion in the ordinary sense. The requirements of each country are carefully verified by the Drug Supervisory Body of the United Nations and only that amount of alkaloids that are essential for the requirements of each country are allowed to be manufactured or imported. Therefore, mere increase in the production of alkaloids would not achieve the object of increasing our exports. Any attempt to sell alkaloids instead of raw opium may on the other hand induce the foreign manufacturers to turn to Turkey or other potential sources for raw opium or to the manufacture of alkaloids from poppy straw or of synthetic narcotic drugs, in which case we would stand to lose the present foreign exchange earnings and profits from the sale of opium. Some of the vested interests involved are likely to be supported by their own Governments, in their resistance, to India's changing over from an exporter of opium to an exporter of its alkaloids. Any such move would require a very careful and cautious approach and would also be linked with negotiations in connection with the expansion of alkaloids production capacity. It is proposed to discuss these matters with the Ministry of Commerce and Industry at an inter-Ministerial meeting and the nature of decision taken would be communicated as soon as possible.

- 2 The Committee recommend that the necessity of maintaining the post of the Chief Accounts Officer may be reviewed.
- 13 The Government have accepted the recommendation. The Directorate of Inspection (Customs & Central Excise) have been asked to make a review of the necessity of maintaining this post and appropriate action will be taken on receipt of their report.

(*Ministry of Finance O. M. No. 30/17/59-Opium dated 12th October, 1959*).

The question of continuance of the post of Chief Accounts Officer in the Narcotics Department was reviewed by the Government in the light of the recommendation by the Estimates Committee in this regard. The Government consider that although the functions of the Narcotics Department are very much different from those of Central Excise Department, there is a convincing case for providing a whole time Assistant of the grade of Chief Accounts Officer who could deal with and dispose of the correspondence during the absence of the Narcotics Commissioner on tour. The existing C.A.O. functions as the Head of Office and an Assistant to the Narcotics Commissioner at the Headquarters. At present he handles not only the accounts work but also

the general administrative functions relating to the Establishment of the Department, and these functions cannot effectively be handled by an officer lower in status than that of a Chief Accounts Officer. It is felt that it will be more economical and desirable to retain the post of Chief Accounts Officer rather than replace it by some other. In view of the recent expansion in the activities of the Opium Department consequent on the increase in the acreage under Opium cultivation, the situation has considerably changed and the duties and responsibilities devolved on the Narcotics Commissioner as well as the Chief Accounts Officer have also increased very considerably. The Narcotics Commissioner is responsible for operating and accounting for a budget grant of nearly five crores of rupees per annum and his Chief Accounts Officer has also to ensure the proper accounting of disbursements to the opium cultivators and other transactions handled by the Department. The withdrawal of the post of Chief Accounts Officer will weaken the system and be a retrograde step.

The Government is fully satisfied that the post of Chief Accounts Officer is an absolute necessity for the Narcotics Commissioner's Office in the interests of administrative efficiency.

(Ministry of Finance O.M. No. 30/17/59-Opium
dated 28th April, 1960).

While the Government agree that there is need for continued efforts to suppress illicit traffic, it is difficult to accept the conclusion that the control is not effective enough. The Government are not complacent in this matter and various steps for the suppression of illicit traffic within the limitation of resources of money and man-power are being continuously taken. As in the case of other crimes in spite of all reasonable efforts at prevention it is not possible completely to eliminate all smuggling. The Government can, however, with some confidence claim that the system of control has been basically effective. This will be borne out by the fact that while the average yield of opium in India per hectare in kilograms during the last few years has risen from 18.03 in 1950-51 and 20.50 in 1954-55 to 25.45 in 1958-59, the yield in other countries is still substantially lower, the highest being that of the U.S.S.R., namely 21 kilograms per hectare. Secondly, on the basis of the International Criminal Police Organisation report for 1958, only in respect of 0.04% of the total quantity of raw opium seized abroad, the origin-provenance was known to be Indian while further 0.9% was "presumed" to be Indian. This figure compares very favourably with the figures for Burma (Yunan) 1.82% and 68.22%, Pakistan 4.48% and 1.54% and Turkey 6.17%

The Committee feel that though in terms of percentage of total production the volume of opium which enters illicit trade may appear to be small, by itself it is large. They, therefore, urge that effective steps may be taken to stop the leakage.

The Committee note that the number of cases of smuggling detected is generally steady and the volume and value of drugs involved therein are also large. It seems to suggest that the rate of smuggling is unabated and the existing machinery for control of the traffic is not effective enough. The Committee apprehend that with the total stoppage of issue of opium for oral consumption with effect from 1-4-59 and the scheduled prohibition of consumption of ganja and bhanga by 1961, the incidence of smuggling is likely to increase. They, therefore, consider that more vigorous and concerted efforts should be made to control the illicit traffic.

and 0.17% respectively. The United Nations Narcotics Commission have more than once congratulated the Government of India on the effective measures taken for the suppression of illicit traffic, and the method of control of cultivation adopted in India has been taken as a model for the 1953 protocol relating to narcotics.

The question of tightening up the control is being reviewed periodically. Both in the 1956 and in the 1959 All India Narcotics Conference, these measures were discussed in detail with the representatives of the State Governments and various measures have been recommended. They are also being reviewed in the periodical zonal meetings of the enforcement officers of the Police, Excise, Customs and Narcotics Departments. The Government are examining separately the question of extraction of opium from poppy straw, and if this scheme materialises it may be possible to avoid lancing of poppy capsules for the extraction of opium which would go a long way to prevent leakage.

While vigorous steps have been and will continue to be taken for the prevention of leakage of opium for the reasons explained above, it is difficult to accept the criticism that the control is ineffective at present.

(Ministry of Finance O.M. No. 30/17/59-Opium dated the 12th October, 1959.)

9 24 The Committee understand that under the Hungarian process the chances of leakage of opium are much less than under the present Indian system and that the economics of the process is under examination and if it is found economical it would be introduced. The Committee suggest that the examination of the process may be expedited.

19 40 As the ultimate use of opium permitted under international conventions lies only in the production of alkaloids and the opium exported to other countries is also intended for the same purpose the Committee are surprised that the production of alkaloids in the country which is the major source of opium of the world is still so low.

The question of adoption of the Hungarian process is under active consideration of the Government. The matter was discussed with the Hungarian authorities when Shri B. N. Banerji, Joint Secretary, visited Budapest in June last, and it was agreed that they should send to the Ministry a note indicating the broad economics of the process and thereafter the Ministry should supply them with a consignment of lanced poppy capsules so that the process can be tried on such capsules on an experimental scale, and the costing and other relevant factors worked out in detail. The Government are, however, deliberately proceeding cautiously as any expansion in the production of alkaloids without a ready external market would serve little purpose. At present the Government do not have a total monopoly in raw opium. Opium and opium alkaloids are highly restricted and controlled commodities subject to several international controls and that being so, there is little scope for export promotion in the ordinary sense. The requirements of each country are carefully verified by the Drug Supervisory Body of the United Nations and only that amount of alkaloids that are essential for the requirements of each country are allowed to be manufactured or imported. Therefore, mere increase in the production of alkaloids would not achieve the

objective of increasing our exports. Any attempt to sell alkaloids instead of raw opium may, on the other hand, induce the foreign manufacturers to turn to Turkey or other potential sources for raw opium or to the manufacture of alkaloids from poppy straw or of synthetic narcotic drugs, in which case we would stand to lose the present foreign exchange earnings and profits from the sale of opium. Some of the vested interests involved are likely to be supported by their own Governments, in their resistance, to India's changing over from an exporter of opium to an exporter of its alkaloids. Any such move would, therefore, require a very careful and cautious approach and would also probably have to be linked with negotiations in connection with the setting up of plants for the expansion of alkaloid production.

If the negotiations with the Hungarians succeed, we propose to use lanced capsules in the first instance for the production of about 10,000 lbs. of alkaloids and continue the export of raw opium. This would enable us to use these alkaloids for internal consumption and release further raw opium for export. It would also benefit the grower in as much as he would be able to get some money for the lanced capsules which are now of no use. Once it is established that the Hungarian method could be used to produce alkaloids economically, we could then consider various steps for promoting the exports of alkaloids including the feasibility of subsidising export of alkaloids from the profits from

raw opium with a view to inducing the foreign manufacturers to accept alkaloids in lieu of raw opium.

The Government have accepted the recommendation that the examination of the Hungarian process may be expedited. As regards increase in production of alkaloids, while the Government accept the recommendation in principle and the Government's ultimate object is the same as that mentioned by the Committee, the Government have to move cautiously so that in the Government's bid to export alkaloids the Government do not lose the markets for raw opium.

(*Ministry of Finance O. M. No. 30/17/59—Opium dated the 12th October, 1959*).

10 25 The Committee suggest that Government may devise a system by which Government might take over the whole produce of poppy from the farmers leaving no scope for illicit trade. In this connection, they suggest that instead of the present arrangement of the farmers lancing the poppy and selling raw opium to Government the feasibility of Government taking over the poppy crop itself at harvest time and undertaking the lancing operation may be considered. In this event the poppy cultivated in various fields may

The poppy capsules are lanced while they are still attached to the plant and each capsule is lanced three or four times after the interval of a day each. This system of collection takes advantage of the biological process by which the juice bearing opium flows up into the capsule and is collected after each lancing; if the capsule is cut from the plant there would be no such flow. A capsule cut from the plant and lanced thereafter will not yield any opium. Therefore, the suggestion of the Committee is not practi-

be collected at a few specific points and opium may be extracted under guard.

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As, however, the national policy of prohibition includes prohibition of consumption of *ganja*, *bhang* and *charas*, the Committee consider that it would be desirable for the Central Government to evolve a uniform national policy with regard to cultivation of the plant.

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(Ministry of Finance O.M. No. 30/17/59—Opium dated the 12th October, 1959).

Cultivation and production of *ganja*, *bhang* and *charas* is a State subject and as the conditions regarding cultivation and consumption of these drugs, the existence of wild growth of the hemp plant, the financial ability of the State Government concerned to bear the loss of revenue resulting from the prohibition and other administrative considerations vary from State to State, it has not been feasible to enforce the prohibition of *ganja* and *bhang* in all the States in the Indian Union from the same date. The All India Opium Conference 1949, recommended that the prohibition of *ganja*, *bhang* and *charas* should be enforced by 31st March, 1959, but it did not lay down any phased programme. The All India Narcotics Conference 1956 recommended that the prohibition of *ganja* should be achieved by 31st March, 1959, and of *bhang* by 31st March, 1961, but it has not been possible for some States to adhere to the target date recommended in respect of *ganja*. The production and consumption of *charas* has already been banned in all the States. Prohibition of *ganja* has been enforced in all States except West Bengal, Orissa, Bihar and Madhya Pradesh and of *bhang* in all States except four namely, Bihar, Punjab, Uttar Pradesh and Madhya Pradesh. While the need for uniformity cannot be denied questions like geographical situa-

tion (e.g., nearness to Nepal), suitability of territory for cultivation, the existence of wild growth and financial aspect of the prohibition are factors which need also to be taken into account before any final decision is taken. The following are some of the considerations which do not permit all the State Governments to introduce prohibition of these drugs immediately :—

(i) The Governments of West Bengal, Orissa and Bihar have reported that it would be difficult for them to forego the revenue that would result from the prohibition of these drugs. Though financial consideration should not stand in the way of introduction of prohibition, still the States should be able to find an alternative source of revenue before the prohibition is introduced.

(ii) Of late there has been considerable smuggling of *ganja* from Nepal and unless this smuggling is prevented, prohibition cannot usefully be introduced in the States bordering Nepal. The question of holding a high level conference with the Nepal authorities with a view to devising ways and means of preventing such traffic is under consideration in consultation with the Government of Nepal.

- (iii) In certain States, there is considerable wild growth of hemp near habitable areas and though the State Governments are taking steps to have the wild growth near habitable areas destroyed to the maximum extent possible, this aspect, too, has to be taken into consideration in taking a decision regarding total prohibition.
- (iv) The Commission on Narcotic Drugs of the United Nations have recommended that all countries should try to eliminate non-medical consumption of cannabis within a reasonable time, but no time-limit has been fixed and we are not committed to the United Nations to any particular target date.
- (v) Certain countries wish to explore the possibility of use of cannabis for the production of useful medicinal drugs, especially antibiotics, and this question is likely to come up in connection with the Single Convention which is to replace all the existing international treaties on narcotics.

In view of these considerations it would appear that the Government should appropriately await the final result of the consideration of the draft Single Convention by a plenipotentiary conference which is likely to be held in the next calendar year or till the administrative difficulties

mentioned in para 1 above are overcome, before a final decision as to the target date for total prohibition is taken.

(*Ministry of Finance O.M. No. 30/17/59—Opium dated the 12th October, 1959.*)

23 46 The Committee recommend that the method of fixing the sale price of opium might be examined.

The price payable to the cultivator is fixed by the Government every year and in doing so, the profits derived by the cultivators from alternative winter crops, such as wheat, sugarcane, potatoes and tobacco is taken into account. The export price of opium is also an important factor in fixing the price payable to the cultivator. Export prices are fixed every six months or so in the light of various factors such as the estimated demand/supply situation, the price obtained by competitors such as Turkey, the potential threat from substitutes like alkaloids from poppy straw or other synthetic substances. It may be added that the export prices have been stepped up by gradual stages from 1 Dollar 20 Cents in 1956 to 1 Dollar 48 Cents in 1959 and the increase in the volume of exports during the last few years would indicate that the policy followed has been successful. Internal prices have also been raised during the same period from Rs. 32 to Rs. 35 per seer. There are however obvious limitations beyond which the export prices and consequently the internal prices of raw opium,

cannot be raised. Export prices are always sought to be fixed on Government's estimate of what the market could bear.

That being so, any re-examination of the system of price fixation appears unnecessary.

(*Ministry of Finance O.M. No. 30/17/59—Opium dated the 12th October, 1959.*)

The Committee's view that the policy of prohibition cannot be said to have succeeded, does not seem to be correct. Even according to the United Nations statistics, the consumption of opium in India is very low. In a country with a population of nearly 400 million the number of persons who require opium on medical grounds, namely about 4 lakhs, cannot be considered as high. With effect from the 1st April, 1959 opium is being issued only to registered addicts/patients on medical grounds, and, therefore, addiction in the ordinary sense is practically non-existent. The Government do not agree with the view of the Committee that the policy of prohibition has not succeeded.

(*Ministry of Finance O.M. No. 30/17/59—Opium dated 12-10-59.*)

The Committee consider that so long as a large number of persons continue to consume opium the policy of prohibition cannot be said to have succeeded.

The Committee consider it regrettable that though the policy of prohibition is enforced for the last ten years and it was recognised from the beginning that hospital treatment would be necessary

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in some cases before total prohibition could be introduced, little effort was made in that direction. They urge that immediate steps may now be taken to provide full facilities for treatment of the addicts and to wean them from their habit soon so that the issue of opium on medical permits may also be discontinued at an early date.

to the Questionnaire of the Estimates Committee. There is already close cooperation between the Ministry of Health and the Revenue Department in this respect. The responsibility so far as it devolves on the Central Government in this matter rests with the Ministry of Health and that Ministry are aware of the position. The State Governments are taking necessary measures for the treatment of addicts within the available resources, and that there is close co-operation between the Revenue Department and the Ministry of Health in this respect.

(*Ministry of Finance O.M. No. 30/17/59—Opium dated 12-10-59*).

31 58 The Committee recommend that the feasibility of entrusting the responsibility in connection with providing medical facilities to opium addicts to the Ministry of Health, may be considered. At any rate, they urge that there may be close co-ordination between the Department of Revenue and Ministry of Health in this respect so that the care of the opium addicts is not neglected due to any blurring of responsibility.

In the majority of States some arrangement has been made for the treatment of opium addicts. The Ministry of Health, who are concerned with this part of the recommendation have already taken up the question of treatment of opium addicts with the Indian Council of Medical Research and the final recommendation of the Council is awaited.

(*Ministry of Finance O.M. No. 30/17/59—Opium dated 20-6-1960*).

In regard to treatment of addicts, the final report of the Indian Council of Medical Research is still awaited.

(Ministry of Finance O.M. No. 30/17/59—Opium dated 10-8-1960).

32 59 The Committee feel that Government of India should assume greater responsibility and take suitable steps to render maximum assistance to the State Governments in enforcing the prohibition of narcotic drugs without much hardship to the affected persons.

The feasibility of providing financial assistance to the States specifically for the prohibition of narcotic drugs and suppression of illicit traffic in those articles has been taken up for examination. The formulation of any detailed scheme and provision of adequate financial assistance is likely to take some time as it would require consultation with the Planning Commission and the various Ministries of the Government of India as well as the State Governments concerned. The final views of the Government would be communicated to the Parliament Secretariat after such examination is completed.

(Ministry of Finance O.M. No. 30/17/59—Opium dated 12-10-59).

Some of the State Governments have been asking for financial assistance for the enforcement of prohibition and hence reference to financial assistance was made in the interim reply. The matter is under consideration and a further communication would follow.

(Ministry of Finance O.M. No. 30/17/59—Opium dated 20-6-60).

The question of giving assistance to State Governments in enforcing prohibition is still under consideration of the Government.

(Ministry of Finance O.M. No. 30/17/59—Opium dated 10-8-60).

35 The Committee feel that if narcotic intelligence were to be made a part of the bigger revenue intelligence system it is likely to yield better results. They recommend that in order to avoid unnecessary expenditure involved in the duplication among the various agencies collecting information with regard to smuggling the feasibility of amalgamating the N.I. Bureau with the Directorate of Revenue Intelligence may be considered.

It is true that the Directorate of Revenue Intelligence are concerned with collection of information with regard to smuggling, but their work is mainly confined to smuggling across the International frontiers of India. The Narcotics Intelligence Bureau, on the other hand, are concerned, with the internal as well as international traffic in narcotics. Owing to Government of India's policy of total internal prohibition, internal smuggling is fast becoming more important than international smuggling from India's point of view. In this sphere, there is no duplication of work in any case, as between the Directorate of Revenue Intelligence and Narcotics Intelligence Bureau.

Moreover, functions of the Narcotics Intelligence Bureau are two-fold namely, one statistical and the other Intelligence. Both are closely inter-related and it is not desirable immediately to separate the one from the other. Further, under the 1936 Convention, each contracting party is required to set up a Central Office for supervision and co-ordination of the activities to prevent offences in respect of narcotic drugs. The Narcotics Intelligence Bureau functions as the central agency under this Convention. Even if the Narcotics Intelligence Bureau is merged with the Directorate of Revenue Intelligence there would be no real saving in staff as the

existing staff of Directorate of Revenue Intelligence are fully employed on revenue work and an additional staff almost equal to the present strength of the Narcotics Intelligence Bureau would be necessary. Lastly, the Directorate of Revenue Intelligence was set up only a couple of years back and it has yet to establish itself on a sound footing before it can be entrusted with additional functions. It would therefore be premature to amalgamate the Narcotics Intelligence Bureau with the Directorate of Revenue Intelligence.

(*Ministry of Finance O.M. No. 30/17/59—Opium dated the 12th October, 1959.*)

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The Committee consider that as the nature of work performed in the Bureau is somewhat akin to the work of the Central Intelligence Department, it might be desirable for achieving better results, to employ for the work of Bureau, persons trained in the Intelligence Department. They recommend that recruitment to the N.I. Bureau should be made through the U.P.S.C. and qualifications prescribed for the candidates should be the same as are prescribed for similar posts in the Central Intelligence Department.

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The Government are not aware whether recruitment to the Intelligence Bureau of the Ministry of Home Affairs is made only through the U.P.S.C. A reference has been made to them and on receipt of the reply the matter will be considered further.

(*Ministry of Finance O.M. No. 30/17/59—Opium dated 12-10-59.*)

In the Narcotics Intelligence Bureau there are only four Intelligence Officers of whom one is a class I officer and rest, Class II Officers. They are borne in the Cadre of the Superintendent of Central Excise. For the Narcotics Intelligence Bureau, officers who have an aptitude for the kind of work expected of them are drawn from

the Central Excise Department. By this arrangement it is possible to rotate the men periodically and secure suitable personnel and this has worked satisfactorily. Direct recruitment to the posts does not seem to be called for and even at present, appointments to Class I posts are made in consultation with the Union Public Service Commission. The nature of work is more akin to the work of similar officers in the Customs and Central Excise Departments.

The Ministry of Home Affairs (Intelligence Bureau) who were consulted have stated that recruitment to the Central Intelligence Bureau is made largely by drawing officers from the Indian Police/Indian Police Service, State Police and the Defence Services on deputation basis. Recruitment is not made through the Union Public Service Commission. The question whether the Narcotics Intelligence Bureau officers could be trained in the Central Intelligence Bureau was also examined. The Intelligence Bureau have stated that they have no facilities for imparting the type of training required for the officers of the Narcotics Intelligence Bureau. Under the circumstances it is regretted that it is not possible to accept the recommendation.

66 The Committee do not see why the number of Informers is limited to those registered with the department only.

There are a class of informers who regularly supply information to the N.I.B. or to the field officers. These informers are registered and allotted Code numbers and they generally keep in touch with the officers either by personal contact or by correspondence. There are also others who supply a specific piece of information and then stop mainly because they have no further information to give. These persons are not registered until it is found that they continue to give useful information, but the information received from any person whether registered with the Department as a regular informer or not, is always recorded and acted upon by the officers.

(*Ministry of Finance O.M. No. 30/17/59—Opium dated the 12th October, 1959.*)

69 The Committee cannot help drawing the conclusion that there are several lacunae in the narcotics administration e.g., the supervision exercised over the cultivation of poppy is inadequate, the process of extraction of opium and the techniques of manufacture of opium alkaloids are out-moded; the organisation and management of the opium factories need to be streamlined, the enforcement of prohibition of and control of illicit traffic in the narcotic drugs need to be tightened and suitable steps taken to alleviate hardship caused to the addicts by enforcement of the policy of prohibition. All these aspects call for a comprehensive examination and careful planning of an integrated programme of action in the Centre as well as State spheres. The Committee suggest that the Department of

The observations contained in this paragraph are mainly in the nature of a summary recapitulation of the recommendations made in the earlier paragraphs of the Estimates Committee's Report. The recommendations made in these earlier paragraphs have been dealt with individually.

(*Ministry of Finance O.M. No. 30/17/59—Opium dated 12-10-1959.*)

As regards the recommendation for a comprehensive examination and careful planning of an integrated programme of action, it may be mentioned that an All-India Narcotics Conference was held at Hyderabad in 1959 with this object in view. It was attended by the repre-

Revenue may undertake such an examination and planning. They hope that the various suggestions and recommendations made in the course of this report will be useful to the Department in that endeavour.

sentatives of all the State Governments and the Central Government. The agenda of the conference included the measures for control over illicit traffic, steps to be taken for de-addiction and hospitalisation of opium addicts and other ameliorative measures. Furthermore, the Department of Revenue regularly conducts an overall examination and planning, particularly of production, export and price policies, as visualised by the Committee, at an annual meeting of the representatives of the Ministry and the Narcotics Department. The last review was conducted at a meeting held under the Chairmanship of Minister for Revenue and Civil Expenditure at Gwalior in July, 1960.

(*Extracts taken from Ministry of Finance Letter No. 30/17/59—Opium dated the 15th December, 1960.*)

NEW DELHI;

December 19, 1960.

Agrahayana 28, 1882 (Saka).

H. C. DASAPPA,

Chairman,

Estimates Committee.

APPENDIX

Analysis of the action taken by Government on the recommendations contained in the Fifty-fourth Report of the Estimates Committee (Second Lok Sabha)

1. Total number of recommendations	40
2. Recommendations accepted fully by Government	17
Percentage of Total	42.5%
3. Recommendations accepted by the Government partly or with some modifications	
No.	4
Percentage of total	10%
4. Recommendations not accepted by the Government but replies in respect of which have been accepted by the Committee	
No.	19
Percentage of total	47.5%

LIST OF AUTHORISED AGENTS FOR THE SALE OF PARLIAMENTARY PUBLICATIONS OF THE LOK SABHA SECRETARIAT, NEW DELHI-I.

Agency No.	Name and address of the Agent	Agency No.	Name and address of the Agent	Agency No.	Name and address of the Agent
1	Jain Book Agency, Connaught Place, New Delhi.	21	Rama Krishna & Sons, 16-B, Connaught Place, New Delhi.	39	E. M. Gopal Krishna (Shri Gopal Mahal), North Chitral Street, Madura.
2	Kitabistan, 17-A, Kamla Nehru Road, Allahabad.	22	International Book House Private Ltd., 9, Ash Lane, Bombay.	40	Friends Book House, M.U., Aligarh.
3	British Book Depot, 84, Hazaratganj, Lucknow.	23	Lakshmi Book Store, 42, M.M. Queensway, New Delhi.	41	Modern Book House, 286, Jawahar Road, Jabalpur.
4	Imperial Book Depot, 268, Main Street, Poona Camp.	24	The Kalpana Publishers, Trichinopoly-3.	42	M.C. Sarkar & Sons (P) Ltd., 14, Bankim Chatterji Street, Calcutta-12.
5	The Popular Book Depot (Regd.), Lamington Road, Bombay-7.	25	S.K. Brothers, 15A/65, W.E.A., Karol Bagh, New Delhi-5.	43	People's Book House, B-2-829/1, Nizam Shahi Road, Hyderabad Dn.
6	H. Venkataramiah & Sons, Vidyanidhi Book Depot, New Statue Circle, Mysore.	26	The International Book Service, Deccan Gymkhana, Poona-4.	44	W. Newman & Co. Ltd., 3, Old Court House Street, Calcutta.
7	International Book House, Main Road, Trivandrum.	27	Bahri Brothers, 188, Lajpat Rai Market, Delhi-6.	45	Thacker Spink & Co. (1938) Private Ltd., 3, Esplanade East, Calcutta-1.
8	The Presidency Book Supplies, 8 C. Pycrofts Road, Triplicane, Madras-5.	28	City Book-sellers, Sohanganj Street, Delhi.	46	Hindustan Diary Publishers, Market Street, Secunderabad.
9	Atma Ram & Sons, Kashmir Gate, Delhi-6.	29	The National Law House, near Indore General Library, Indore.	47	Laxmi Narain Agarwal, Hospital Road, Agra.
10	Book Centre, Opp. Patna College, Patna.	30	Charles Lambert & Co., 101, Mahatma Gandhi Road, Opp. Clock Tower, Fort, Bombay.	48	Law Book Co., Sardar Patel Marg, Allahabad.
11	J.M. Jaina & Brothers, Mori Gate, Delhi-6.	31	A. H. Wheeler & Co. (P) (Ltd.), 15, Elgin Road, Allahabad.	49	D.B. Taraporevala & Sons Co. Private Ltd., 210, Dr. Naoroji Road, Bombay-1.
12	The Cuttack Law Times Office, Cuttack-2.	32	M.S.R. Murthy & Co, Visakhapatnam.	50	Chanderkant Chiman Lal Vora, Gandhi Road, Ahmedabad.
13	The New Book Depot, Connaught Place, New Delhi.	33	The Loyal Book Depot, Chhipi Tank, Meerut.	51	S. Krishnawamy & Co., P.O. Teppakulam, Tiruchirapalli-1.
14	The New Book Depot, 79, The Mall, Simla.	34	The Good Companions, Baroda.	52	Hyderabad Book Depot, Abid Road (Gun Foundry), Hyderabad.
15	The Central News Agency, 23/90, Connaught Circus, New Delhi.	35	University Publishers, Railway Road, Jullundur City.	53(R)	M. Gulab Singh & Sons (P) Ltd., Press Area, Mathura Road, New Delhi.
16	Lok Milap, District Court Road, Bhavnagar.	36	Students Stores, Raghunath Bazar, Jammu-Tawi.	54(R)	C.V. Venkitachala Iyer Near Railway Station, Chalakudi.
17	Reeves & Co., 29, Park Street, Calcutta-16.	37	Amar Kitab Ghar, Diagonal Road, Jamsheedpur-1.	55(R)	The Chindambaram Provision Stores, Chindambaram.
18	The New Book Depot, Modi No. 3, Nagpur.	38	Allied Traders, Motia Park, Bhopal.		
19	The Kashmir Book Shop, Residency Road, Srinagar, Kashmir.				
20	The English Book Store, 7-L, Connaught Circus, New Delhi.				

Agency No.	Name and address of the Agent	Agency No.	Name and address of the Agent	Agency No.	Name and address of the Agent
56(R)	K. M. Agarwal & Sons, Railway Book Stall, Udaipur (Rajasthan).	68	Oxford Book & Stationery Co., Scindia House, Connaught Place, New Delhi.	82	Firma K.L. Mukhopadhyay, 6/1A, Banchharam Akur Lane, Calcutta-12.
57(R)	The Swadesamitran Ltd. Mount Road, Madras-2.	69	Makkala Pustaka Press, Balamandira, Gandhinagar, Bangalore-9.	83	Freeland Publications (P) Ltd., 11-A/16, Lajpat Nagar, New Delhi.
58	The Imperial Publishing Co., 3, Faiz Bazar, Daryaganj, Delhi-6.	70	Gandhi Samriti Trust, Bhavnagar.	84	Goel Traders, 100-C, New Mandi, Muzaffar Nagar (U.P.).
59	The High Commission of India, Establishment Department, Aldwych, London, W.C. 2.	71	People's Book House, Opposite Jaganmohan Palace, Mysore-1.	85	Mehra Brothers, 50-G, Kalkaji, New Delhi-19.
60	Current Book Stores, Maruti Lane, Raghunath Dadaji Street, Bombay-1.	72	'JAGRITI', Bhagalpur-2, Bihar.	86	The Krishna Book Depot, Publishers, Booksellers: Stationers & News Agents, Main Bazar, Pathankot (E.P.).
61	International Consultant Corporation, 48-C, Marredpally (East), Secunderabad-3 (A.P.).	73	The New Book Company (P) Ltd., Kitab Mahal, 188-90, Dr. Dadabhai Naoroji Road, Bombay.	87	Dhanwantra Medical & Law Book House, 1522-Lajpat Rai Market, Delhi-6.
62	K.G. Aseervandam & Sons, Cloughpet, P.O. Ongole, Guntur Distt, (Andhra).	74	The English Book Depot, 78, Jhoke Road, Ferozepore Cant.	88	The United Book Agency, 48, Amritkaur Market, Paharganj, New Delhi.
63	The New Order Book Co., Ellis Bridge, Ahmedabad:	75	Minerva Book Shop, 9, Jor Bagh Market, New Delhi-3.	89	Pervaje's Book House, Booksellers & News Agents, Koppikar Road, Hubli.
64	The Triveni Publishers, Masulipatnam.	76	People's Publishing House, Rani Jhansi Road, New Delhi-1.	90	B.S. Jain & Co., 71, Abupura, Muzaffar Nagar (M.P.).
65	Deccan Book Stall, Ferguson College Road, Poona-4.	77	Shri N. Chaoba Singh, Newspaper Agent, Ramlal Paul High School Annex, Imphal, Manipur.	91	Swadeshi Vastu Bhandar Booksellers, Jamnagar.
66	Jayana Book Depot, Chapparwala Karol Bagh, Delhi-5.	78	Minerva Book Shop, The Mall, Simla-1.	92	Bhogilal L. Fanna Bookstall Contractor, Railway Junction, Rajkot.
67	Bookland, 663, Gac, Ajmer (Rajasthan).	79	Universal Book Company, 20, Mahatma Gandhi Marg, Allahabad.	93	Sikh Publishing House (P) Ltd., 7-C, Connaught Place, New Delhi.
		80	Madhya Pradesh Book Centre, 41, Ahilya Pura, Indore City (M.P.).		
		81	Mittal & Co., 85-C, New Mandi, Muzaffar Nagar (U.P.).		