

**ESTIMATES COMMITTEE  
1960-61**

**HUNDRED AND FORTY-SECOND REPORT  
(SECOND LOK SABHA)**

**MINISTRY OF HOME AFFAIRS**

Action taken by Government on the recommendations contained in the Fifty-eighth Report (Second Lok Sabha) of the Estimates Committee on the Ministry of Home Affairs.

**ADMINISTRATION OF UNION TERRITORIES**



**LOK SABHA SECRETARIAT  
NEW DELHI**

*August, 1961/Saravana, 1883 (Saka)*

*Price : Rs. 1.90 nP.*

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C O R R I G E N D A

to

Hundred and Forty -Third Report of the Estimates Committee on Action Taken on the recommendations contained in the Sixteenth Report (Second Lok Sabha) on the late Ministry of Education and Scientific Research - National Archives of India.

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Title page, subject of Report, line 2; after 'Estimates Committee' insert 'on'

Composition of the Committee, page (iii), omit lines 2 and 3 from the bottom.

Page 13, col.4, line 22, for 'Bomay' read 'Bombay'

Page 18, col.3, line 16, for 'archaological' read 'archaeological'

Page 19, col.4, line 18, for 'loan' read 'lean'.

Page 26, col.4, line 1, omit ', after 'Cultural'

Page 35, col.4, line 14, for 'nuseums' read 'museums'

Page 45, col.4, line 16, for 'equipned' read 'equipped'

Page 49, col.4, line 10, for 'recommndations' read 'recommendation.'

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# ESTIMATES COMMITTEE

1960-61

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Shri K. Ranganadham—*Under Secretary.*

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\*Elected with effect from 25-11-60 *vice* Shri Dinesh Singh resigned.

## INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee, present this Hundred and Forty-Second Report on the action taken by Government on the recommendations contained in the Fifty-Eighth Report (Second Lok Sabha) of the Estimates Committee on the Ministry of Home Affairs—Administration of Union Territories.

2. The Fifty-eighth Report of the Estimates Committee was presented to the Lok Sabha on the 30th April, 1959. The Government furnished their comments on the recommendations contained in this Report between 31st May, 1960 and 30th November, 1960. The Government were requested to furnish further information on their replies to certain recommendations. This was received on the 23rd January, 1961. The replies were examined by the Study Group 'E' of the Estimates Committee on the 30th March, 1961. The draft Report was adopted by the Committee on the 30th April, 1961.

3. The Report has been divided into the following four Chapters:—

I. Report.

II. Recommendations which have been accepted by the Government.

III. Replies of the Government which have been accepted by the Committee.

IV. Replies of the Government which have not been finally accepted by the Committee.

4. An analysis of the action taken by Government on the recommendations contained in the Fifty-eighth Report (Second Lok Sabha) of the Estimates Committee is given in Appendix V. It would be observed therefrom that out of 181 recommendations made in the Report, 126 recommendations i.e. 69·6 per cent have been accepted fully by Government, while 39 recommendations i.e. 21·6 per cent have been accepted partly. Of the rest, replies of Government in respect of 11 recommendations i.e. 6 per cent have been accepted by the Committee while those in respect of 5 recommendations i.e. 2·8 per cent have not been accepted by the Committee.

H. C. DASAPPA,

*Chairman,*

*Estimates Committee.*

NEW DELHI-1.

August 9, 1961/Sravana 18, 1883 (Saka).

## I. REPORT

The Estimates Committee in para 14 of their Fifty-eighth Report (Second Lok Sabha) had observed that the Finance Secretary in the Delhi Administration also functioned as a Deputy Secretary in the Ministry of Finance, Government of India. They considered it to be an unsatisfactory arrangement and suggested that it might be changed early. In reply, the Ministry of Home Affairs have stated that a change in the arrangement would not be conducive either to economy or the expeditious disposal of work. *The Committee are not fully convinced by the reply given. At any rate, they suggest that the officer should not be called upon in his capacity as Deputy Secretary in the Ministry of Finance to deal with matters which he is not empowered to decide as Finance Secretary in Delhi Administration. It would also be desirable that the functions, if any, of scrutiny at the Central Secretariat level, of matters falling within the purview of the Finance Secretary, Delhi State are reviewed independently and not by the authority which was associated earlier in their approval or sanction.*

2. From the statement furnished to them *vide* reply to recommendation No. 35, the Committee observe that out of an allocation of Rs. 260 lakhs for Medical and Public Health in Delhi in the Second Five Year Plan, an amount of Rs. 154 lakhs only is expected to be utilised thus resulting in a heavy shortfall of Rs. 106 lakhs. It has been stated that the delays were due to the fact that they could not find convenient building sites for hospitals etc. and that the difficulty has been overcome and the Chief Commissioner's powers have also been enhanced for sanctioning schemes. *This plea of difficulty of acquisition of sites is a fairly common one put forward to explain shortfalls. The Committee would have liked more energetic steps having been taken to find sites in Delhi. Now, however, that this handicap is no longer there, it is hoped that there will not be any delays in the completion of the works and they can look forward to better performance during the Third Five Year Plan. (para 114).*

3. The Committee further observe that despite the steps taken by the Ministry to ensure full utilisation of the Plan provision for Andaman and Nicobar Islands, there has been a huge shortfall of Rs. 240 lakhs as against a total provision of Rs. 603 lakhs i.e. about 40% (*vide* statement furnished in reply to recommendation No. 35). Similarly, the shortfall in the Plan targets in respect of Laccadive, Minicoy and Amindivi Islands was of the order of 38% (Rs. 28 lakhs as against a total provision of Rs. 73.85 lakhs). *The Ministry may devote closer attention to the progress of the Third Five Year Plan schemes of the Islands so that such shortfalls do not recur. (paras 296 and 339).*

## II. RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Serial No. (as in Appendix to the Report)	Reference to Paragraph No. of the Report	Summary of Recommendation/Conclusion	Reply of the Government
1	2	3	4

1      6      The Committee observe that under the present system the various Ministries deal with matters relating to Union Territories in more or less the same way as they deal with other States. Most of these areas excepting Delhi are backward and it has, therefore, to be borne in mind that their problems are more urgent and require special nursing. The Committee would therefore like the Ministry of Home Affairs to ensure that (i) at the Central level the entire set up remains flexible and responsive to the needs of these areas and cases of delay and bottlenecks are eliminated ; (ii) qualified and experienced staff is posted to the Union Territories so that they get at least the same standard

The Government of India are in agreement with the recommendation made by the Committee. It is fully recognised that the Union Territories are a direct responsibility on the Central Government and should be treated differently from the States. Every effort is being made to ensure that at the Central level the set-up remains flexible and responsive to the needs of these areas and causes of delay and bottlenecks are eliminated. As regards the standard of services the existing set-up in the Union Territories provides them with a sufficiently high standard of services compared to that provided by the State Governments to the districts. Moreover, the administrations of

of service, as is provided by the State Governments to the districts under them and (iii) the policies laid down and recommendations made by the Central Government to the State Governments are implemented expeditiously in the Union Territories.

Territories are in a position to seek, and are in fact seeking and getting in an increasing measure, assistance and guidance from the specialised Departments of the Central Government and their experts. The policies recommended by the Central Government to the State Governments are being implemented in the territories subject to such modifications as are necessary in the light of local conditions.

(Ministry of Home Affairs O. M. No. F. 8/2/59-ACC dated 31st May 1960.)

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The Committee suggest that since the Union Territories are a direct charge of the Central Government, it should be their endeavour to make them models of administrative efficiency expected of a Welfare state. The Committee further suggest that special and sustained efforts should be made by the Central Government to put into practice the Directive Principles of the Constitution in the Union Territories.

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The Government of India are in agreement with the general approach suggested by the Committee. Efforts have been made and will continue to be made to step up the efficiency of the Administrations in the Union Territories. Most of the Union Territories are economically backward and have been placed under the Centre's direct control to enable them to make up the leeway of ages and to accelerate the pace of their development. Consistent with the special conditions prevailing in these areas, sustained efforts will be made to put into practice the Directive Principles of the Constitution which are not already embodied in the laws and policies applicable to the Union Territories.

(Ministry of Home Affairs O. M. No. F. 8/2/59-ACC dated 31st May, 1960.)

The recommendation is accepted. The first Conference of Administrators was held on the 16th and 17th July, 1959.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated the 31st May, 1960.)

In view of the fact that problems like lack of communications, shortage of personnel, lack of educational and health facilities, shortfall in the attainment of planned targets, etc. are common to all or most of the Territories, the Committee suggest that it would be useful to have conferences of Administrators at suitable intervals so that steps to overcome these deficiencies might be chalked out with common consultation and the experiences gained exchanged.

With the transfer of several subjects to the Territorial Councils, the Committee are of the view that there is considerable scope for effecting economies in the Administrations of the Union Territories of Himachal Pradesh, Manipur and Tripura. The Committee, therefore, suggest that the reorganisation proposals for these three Territories should be finalised and implemented early. While finalising these proposals it should be ensured that a rough parity is maintained between the workload left with these administrations after transfer of certain subjects to the Territorial Councils and the staff retained by them. The aim should be not only to effect economies but also to gear up the administrative machinery to the

The recommendation is accepted. The administrative set-up of Himachal Pradesh has been reorganised with effect from the 1st October, 1959. Efforts are being made to finalise and implement the reorganisation proposals for Manipur and Tripura as early as possible. The reorganisation proposals are intended to secure the objectives indicated by the Estimates Committee, namely, that a rough parity should be maintained between the workload and the staff retained by the Administration and that reorganisation should not only effect economy but also improve efficiency and ensure a speedy implementation of the Plan schemes.

tasks involved in the speedy execution of the plans schemes.  
(Further information called for by the Committee)

The progress made in the reorganisation of the Manipur and Tripura Administrations may be indicated. The economies, if any, effected as a result thereof may also be indicated.  
[L.S.O.M. No. 7-ECII/60, dated 4th January, 1961].

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)

As stated in the reply to recommendation No. 126, a scheme for reorganising the Secretariat of the Tripura Administration has been drawn up. It is now being finalised in consultation with the Chief Commissioner and the Ministry of Finance. Proposals for Manipur will be finalised after the proposals in respect of Tripura have been formally sanctioned. As the proposals for the two Territories have yet to be sanctioned, there have been no economies so far as a result of reorganisation.

(Ministry of Home Affairs O.M. No. F.7/5/60-ACC dated 23rd January, 1961.)

12 25 The Committee suggest that the system of having heads of departments as *ex-officio* Secretaries to the Administrator should be accepted as the normal pattern in the Union Territories and implemented to the maximum extent possible. This system can be easily extended to departments like education, medical and public health, public works, forests, co-operation etc.

Apparently the consideration underlying the suggestion is that, to the extent possible, heads of departments in the Union Territories should function directly under the Administrator without the interposition of the Secretariat. This is accepted. In fact, the reorganisation of the Secretariats in Delhi and Himachal Pradesh has been done on this basis and a number of heads of departments have been placed directly under the Administrators and given either *ex-officio* secretariat status or empowered to authenticate orders issued in exercise of the authority delegated to the Administrators. A similar

pattern has been adopted in the Andaman and Nicobar Islands and is intended to be adopted for Tripura and Manipur also.

(Ministry of Home Affairs O. M. No. F. 8/2/59 ACC dated 31st May, 1960.)

The Administrators had already been advised to give all possible help and guidance to the Territorial Councils and to adopt a sympathetic approach towards the functioning of these Councils and they have been doing so. The Administrators have also been holding periodical meetings with the Chairman of the respective Territorial Councils, which have proved helpful in resolving difficulties. As suggested by the Committee, the Administrators have been directed to continue the present practice and need for such discussions has been further emphasised.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)

The general principle adopted in the matter of transferring the staff from the Administrations to the councils was that, where institutions like schools, hospitals, etc. were transferred, the personnel serving in these institutions should also be transferred to the Council. Where this process involved the transfer of certain administrative and executive

As the setting up of Territorial Councils is a new experiment, the Committee suggest that the Administrators should be given a general directive by the Centre to have a more sympathetic approach towards the functioning of these Councils and give them all possible help and guidance to make the experiment a success. It would be useful for the Administrators to hold periodical meetings with the respective Chairman of the Territorial Councils so that their difficulties and problems can be properly appreciated and remedial measures taken.

The Committee suggest that the Ministry should look into the complaints regarding non-transfer of adequate staff, buildings and equipment and see to it that the same are transferred to the Territorial Councils in proportion to the work load transferred to them. The Administrations

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concerned should share with the Territorial Councils the shortages, wherever they exist, to an equal-degree. If an additional transfer of buildings is not possible more accommodation may be secured.

functions to the Councils, the transfer of staff was in proportion to the work-load transferred. The same principle was adopted in regard to the transfer of buildings and equipment.

As observed by the Committee in para 36 of the Report, the Administrations were themselves short of staff, buildings and equipment with the result that in the initial stages these shortages also had to be shared in equal degree by the Councils and the Administrations. Since then the shortages have been made good to a large extent and the difficulties experienced in the initial stages have mostly disappeared. In this matter, the Administrations have given all possible assistance to the Councils and will continue to do so whenever the Councils need such help.

(*Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated the 4th November, 1960.*)

16 38 The Committee understand that in view of the difficult terrain and scattered nature of the population in the three territories (Himachal Pradesh, Manipur and Tripura) the Territorial Councils require some extra personnel and equipment. The Committee suggest that the Ministry should make an assessment of the requirements of each Territorial Council so that these shortages could be met on a phased basis.

The need for relaxing the normal standards for assessing the requirements of staff and equipment because of the difficult terrain and scattered nature of the population in these territories is appreciated and allocation of personnel to the Councils has been made on that basis. It is, therefore, not considered necessary to make any special assessment of the requirements of the Councils from this angle. As stated in the reply to the recommendation No. 15, there were shortages at the

time the Councils were set up and these have since been made good to a large extent.

(*Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated the 4th November, 1960.*)

17 39 The Committee find that in Manipur, no Class I and II officers have been transferred to the Territorial Council from the Administration. The Committee suggest that the matter may be looked into and suitable steps taken to rectify the position.

The matter has been looked into as suggested by the Committee. At the time the Council was set up, the number of Class I and Class II Officers in the transferred departments, namely, Education, Veterinary and Medical and Public Health was very small. There were no Class I officers in the Education and Veterinary Departments and the Medical and Public Health Department had only two Class I Officers. Of these two officers, one was the Director of Health Services and the other the Civil Surgeon, Imphal Hospital, and neither of them could be transferred to the Council. However, the strength of officers under Council has been augmented and on the 1st January, 1960, the Council had two Class I officers and 25 Class II Officers.

(*Ministry of Home Affairs O.M. No. F. 7/59/60/ACC dated the 4th November, 1960.*)

23 44 The Committee are of the view that the implementation of the proposals mentioned in para

The employees of the Territorial Councils consist of two categories, namely, those transferred from

43 would go a long way in removing the apprehensions in the minds of the staff employed by the Territorial Councils and would facilitate recruitment of suitable hands by the latter. The Committee, therefore, suggest that these proposals may be finalised and implemented early.

the Administrations and those recruited direct by the Councils. The employees of the first category have been allowed to retain the pensionary benefits to which they would have been entitled but for their transfer. A proposal to extend similar benefits to the second category of employees other than those appointed on a contract basis has also been accepted by the Government of India and the Councils have been advised to frame necessary regulations for the purpose under section (32)4 of the Territorial Councils Act, 1956. Persons employed by the Councils on a contract basis will be allowed the benefit of the Contributory Provident Fund.

The gazetted medical posts are being gradually filled by officers selected for appointment to the Central Health Service as and when such officers become available.

The Administrations have been directed to draw up schemes for constitution of the joint cadres for the Medical, Public Health and Engineering Departments and finalise the schemes in consultation with the Councils. Some of the Councils have, however, pointed out certain difficulties in implementing the joint cadre schemes ; these are being considered.

(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 30th November, 1960.)

20 47 The Committee suggest that the feasibility of treating the heads of offices of the Territorial Councils in the districts as heads of departments under the General Financial Rules as is the case in regard to heads of departments

The recommendation is accepted. The Territorial Councils Rules, 1957, are being amended to enable the Councils to delegate adequate administrative and financial powers to their officers.

under the Administration should be considered by the Ministry.

22 49 The Committee suggest that the proposal to have a Central Engineering Service should be finalised and implemented expeditiously.

(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 4th November, 1960.)

The Central Engineering Services which are controlled by the Ministries of Works, Housing and Supply and Irrigation and Power are already meeting the requirements of the Union Territories (including the Territorial Councils) in respect of gazetted engineering posts on a deputation basis. The proposal is to include these posts in the Cadres of the Central Services mentioned above in order to place this arrangement on a firm footing. The scheme is under examination but in the meantime the flow of personnel to the territories on a deputation basis is not affected.

(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 4th November, 1960.)

25 57 The Committee suggest that the transfer of centrally sponsored schemes from the Administrations to the Territorial Councils should be considered and implemented except in respect of schemes where International agencies are involved.

The question of transferring the Centrally sponsored schemes from the Administrations to the Territorial Councils has been examined and a number of such schemes have since been transferred. As a result of this review, it has also been possible to transfer some schemes which involve assistance from International Agencies.

(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 4th November, 1960.)

26 58 The Committee also suggest that the Territorial Councils should be allowed an effective say

The recommendation is accepted. To the extent necessary the representatives of the Territorial

in the formulation of the Third Plan in these Territories.

Councils have been associated with the Working Groups set up by the Administrations to prepare development schemes for inclusion in the Third Five Year Plan. The Councils will also be allowed an opportunity to consider the schemes relating to the transferred subjects before they are finalised.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.*)

There appears to have arisen some misunderstanding about the limitations of the Territorial Councils in regard to their control over Panchayats. The Committee suggest that suitable steps may be taken to remove it.

The superintendence and control of panchayats and the making of grants to them is one of the functions of the Territorial Councils specified in section 28 of the Territorial Councils Act, 1956. The extent and the nature of such superintendence and control were required to be prescribed by rules made under section 54(2) thereof. This has been clearly defined in rule 99 of the Territorial Councils Rules, 1957, which reads as follows :—

- (1) The Councils may ask for any information from a panchayat other than a judicial panchayat, which it may consider necessary.
- (2) The Council may obtain a copy of the statement showing the receipt and expenditure of a panchayat in order to ascertain its financial position.
- (3) The Council shall not be competent to give any direction to a panchayat discharging any judicial or quasi-judicial function.
- (4) The Council may ask a panchayat to undertake any function which is a discretionary

function of the panchayat, and to carry out any work or to maintain any institution falling within the purview of a panchayat, if the Council makes the necessary grant to meet the expenditure involved.”

This rule has already been brought to the notice of the Territorial Council.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.*)

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The Committee suggest that the feasibility of introducing the system of proportional representation for the election of the Standing Committees of the Territorial Councils might be examined, either by suitable rules or preferably by the general acceptance of a healthy convention.

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The recommendation is accepted. The Standing Committees are appointed under the Territorial Councils Rules, 1957, and under these Rules, as they stand at present, it is open to the Councils to adopt the system of proportional representation by convention. However, as the Rules are now being amended, the opportunity is being availed of to include a specific provision in the Rules to provide for the system of proportional representation for the election of Standing Committees

(*Ministry of Home Affairs O.M. No. F. 7/59/60-ACC. dated 30th November, 1960.*)

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The Committee consider that in the case of Delhi whose budget is now more or less equal to that of undivided Punjab at one time, there is a case

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The recommendation is accepted. The power of the Chief Commissioner, Delhi, in the matter of according expenditure sanction to schemes has

for further enhancement of powers of the Chief Commissioner. They, therefore, suggest that the powers of Chief Commissioner, Delhi for the expenditure sanction should be suitably enhanced further.

been further enhanced from Rs. 10 lakhs to Rs. 15 lakhs. The power of the Lieutenant Governor, Himachal Pradesh in this respect has also been similarly enhanced.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)

The Committee are further of the view that the powers of the Administrator of the Laccadive, Minicoy and Amindivi Islands may also need some enhancement. This would tend to reduce delays and assist in stepping up the tempo of work in the Territory.

The powers of the Administrator of the Laccadive, Minicoy and Amindivi Islands have been enhanced as follows :—

- (a) The power to accord expenditure sanction to schemes has been raised from Rs. 2 lakhs to Rs. 3 lakhs.
- (b) He has been empowered to accord administrative approval and expenditure sanction to building works, the estimated cost of which does not exceed Rs. 2 lakhs.
- (c) The power to create temporary Class III posts upto 2 years and also permanent and temporary Class IV posts has been delegated.

It is expected that these measures would help considerably in accelerating the tempo of development of work in the Islands.

(Ministry of Home Affairs O.M. No. F8/2/59-ACC dated 31st May, 1960.)

The powers of the Engineering officers of the Union Territories for according technical sanction have been reviewed and suitably enhanced.

(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 4th November, 1960.)

In regard to the proposals to enhance the powers of the engineering officers of the Union Territories for according technical sanction, the Committee suggest that these might be finalised and implemented expeditiously.

The Government of India recognise the need for sustained efforts to develop the internal revenue resources of the Union Territories. However, as observed by the Committee in para 70 of the Report, with the exception of Delhi, these areas are economically backward and the sources of their revenue are still very meagre. It is only by developing and utilising the natural resources of these territories to the fullest extent that their internal revenue resources can be developed. This objective is being fully kept in view in drawing up the Third Five Year Plan. Techno-economic Surveys of the Union Territories of Himachal Pradesh, Manipur and Tripura have been undertaken. The object of the surveys is to determine the extent to which the existing natural resources have been utilised and also to assess the potential available for further development. The surveys will cover various aspects such as agriculture and agricultural raw materials, mineral resources, transport and communications, power supply; development of cottage and others

The Committee are of the view that sustained efforts require to be made to develop the internal resources of revenue of the Union Territories. The Committee are further of the view that proper and intensive utilisation of natural resources, particularly in Himachal Pradesh and Andaman & Nicobar Islands, would go a long way in improving their economic position and any investment in their development would yield good results. There is also considerable scope for development of cottage and small industries in all the Union Territories. The Ministry, should, therefore, take up these questions with the concerned Ministries with a view to see that in the Third Plan the indigenous resources are exploited to the maximum extent possible.

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industries, and will give an integrated picture of the present economy of these territories. The data which would be thrown up by these surveys would indicate the lines on which development best suited to the areas can be proceeded with. The survey reports are expected to become available shortly and the intention is to finalise the Third Five Year Plan in consultation with the Ministries concerned in the light of the data which would become available from these surveys. The question of carrying out a similar survey in the Andaman and Nicobar Islands will be considered after the surveys now in progress have been completed.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.*)

35 74-75 The performance of the Union Territories in the First Plan, judged even from the point of view of fulfilment of monetary targets, was not satisfactory. The figures of shortfall given in para 75 indicate that the position has improved during 1957-58 in respect of Delhi, Himachal Pradesh, Manipur and Tripura. The position in regard to A. & N. Islands and L.M. & A. Islands is unsatisfactory. Vigorous efforts should be made to see that the various schemes provided for in the Second Plan gather momentum so that the planned targets are achieved by the end of the Plan.

The recommendation is accepted and has been brought to the notice of all the Ministries concerned. All efforts will be made to ensure that the Plan targets are achieved by the end of the Plan period.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.*)

A statement showing the required information in respect of Delhi Administration is attached. Similar information regarding other territories is being collected and will follow.\*

(\**Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 23rd January, 1961.*)

(\*Received under Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 21st March, 1961. These

(Further information called for by the Committee).

A comprehensive statement showing the physical and financial targets for the various schemes of the Union Territories in the Second Plan and the achievements (including estimates for the current year) may be furnished.

(L.S.S. O.M. No. 7-ECII/60 dated 4th January, 1961)

41

The Committee would like to make the following suggestions for relieving the shortage of technical personnel in the Union Territories:—

(i) A comprehensive review should be undertaken of the exact requirements of technical and skilled personnel in each Territory in the context of development plans on hand or to be initiated in the near future so that a clear picture is available of the various types of personnel required. Systematic steps should then be taken to overcome the shortages.

(ii) The technical and engineering institutions directly under the control of the Central Govt., should provide adequate reservation to persons coming from Union Territories and their standards suitably relaxed, to the extent considered safe,

statements have not been appended to the Report. Instead, a statement summarising the financial provision for each of the Union Territories and the expenditure anticipated to be incurred till the end of the Plan is given in Appendix T.\*)

The Administrations of the Union territories have been asked to undertake a comprehensive review of manpower requirements during the Third Five Year Plan. The review will also make an assessment of the manpower resources of the Territories. The question of overcoming the shortages in the sectors where the Administrations may not be in a position to meet their requirements from local resources would be examined as soon as the review has been completed.

Apart from the seats reserved for students for the Union Territories in the technical institutions with which the State Governments are concerned, a number of seats have been reserved for them in institutions under the control of the Central Government. For instance, in the engineering field, 33 seats have been reserved in institutions which receive grant-in-aid from the Central Government.

so as to ensure filling up of such reserved seats.

In addition, a number of students from the Union Territories are admitted to higher technological institutes at Kharagpur, Bombay, Madras and Kanpur; the number admitted during the academic year 1960-61 being 56. Similarly, 133 seats were reserved during the same year for students from the Territories in the medical colleges; of these, 89 seats were reserved in institutions with which the Central Government is concerned, namely, the Maulana Azad Medical College, New Delhi, the Lady Hardinge Medical College, New Delhi, and the Pondicherry Medical College. In view of the general backwardness of the Union Territories other than Delhi, the minimum percentage of qualifying marks at the pre-medical and I.Sc. examinations to make the candidates eligible for admission against the reserved seats in some of the medical colleges has been lowered from 50% to 45% with effect from the academic year 1958-59. All candidates belonging to the Union Territories other than Delhi who obtained 45% or higher marks at the Pre-Medical and I.Sc. examinations secured admission to the medical colleges against the reserved seats during the current academic year. In the case of some candidates belonging to Scheduled Castes and Scheduled Tribes even the minimum qualification of 45% marks was relaxed with the concurrence of the college authorities.

There is a College of Nursing in New Delhi which provides for the courses for the B.Sc. (Hons.) and M.Sc. in Nursing as well as post-certificate

courses. Students belonging to the Union Territories are given preference in the matter of admission to this college. The minimum qualification for admission is also relaxed in the case of candidates belonging to the backward territories like Manipur and Tripura.

(*Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 30th November, 1960.*)

42 The Committee suggest that the question of equating the compensatory allowances given to employees of the Himachal Pradesh Administration working in the difficult areas viz., Chini and Pangri to those given by Punjab Government to its employees in areas like Lahaul and Spiti should be sympathetically reviewed, so that these inaccessible areas may attract competent men to man the posts.

The recommendation is accepted. Orders have since been issued to give effect to the recommendation (Appendix II)\*

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.*)

43 The Committee are doubtful if most of the economies effected in the Union Territories can be taken as real economies. The savings effected in purchase of stationery and other articles in themselves may be real but these are not very significant in all cases. In Andaman and Nicobar Islands no economies have been effected at all. The Committee suggest that the Ministry should look into the question carefully with a view to see that some real

The procedure for reporting economies has been reviewed by the Organisation and Methods Division in consultation with the Ministry of Finance and fresh instructions have been issued in the matter to all authorities including the Administrations of Union Territories. The revised procedure has been so drawn up as to ensure that the economy measures reported represent a realistic and not an exaggerated picture of the steps taken.

economies are effected. As has already been suggested elsewhere, the reorganisation schemes should also bring in substantial economies in administrative expenditure.

The observation that the reorganisation schemes should also bring in specific economies in administrative expenditure is noted and every effort will be made to achieve the maximum results in this direction. It may, however, be mentioned that in anticipation of reorganisation and the possible reduction in establishment, the Administrations have themselves been deferring schemes for augmenting the staff even where they felt the need for extra staff. The savings on account of reorganisation may not, therefore, turn out to be substantial.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.*)

44 93 The Committee further suggest that the economies expected to accrue as a result of the reorganisation proposals may also be indicated in the annual reports of the Ministry along with those effected as a result of the economy drive.

The recommendation is accepted.

(*Ministry of Home Affairs O.M. No. F 8/2/59-ACC dated 31st May, 1960.*)

45 94 It is seen that the number of persons belonging to the Scheduled Castes and Scheduled Tribes employed in the Union Territories is not in proportion to the number of seats allocated to them. The Committee suggest that the Ministry should look into the matter and being directly responsible for this subject in relation to the Union Territories, it should endeavour to recruit the requisite number of people from

Government have been taking necessary steps in this respect. The Administrators have been asked to nominate an officer of sufficient status and seniority in each Administration, to be responsible for ensuring proper compliance with orders regarding reservation of posts for Scheduled Castes and Scheduled Tribes in the services under their control. The intake of candidates of these backward classes will further increase as a result

Scheduled Castes and Scheduled Tribes in these Territories. In this connection, the Committee would reiterate the following recommendations made by them in para 69 of their 48th Report (Second Lok Sabha) on the subject 'Scheduled Castes, Scheduled Tribes and other Backward Classes'.

"The Committee . . . suggest that more concerted efforts should be made to ensure proper implementation of rules and orders issued by the Ministry for increasing the intake of candidates of Scheduled Castes and Scheduled Tribes in the Central Government services and posts so that the prescribed quotas are filled within a reasonable period of time."

48 105

In view of the experience gained in the first plan, the difficulties faced in the implementation of second plan schemes in Delhi should have been foreseen and steps taken to prevent their recurrence. The Committee suggest that these questions should now be attended to expeditiously so that the targets are fully achieved by the end of the Second Plan.

of facilities for education and coaching/training which are being provided on an increasing scale. (Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)

The recommendation is noted and all possible efforts are being made to ensure that the targets are fully achieved by the end of the Second Plan. Delays in the appointment of staff and accordingly sanctions have been eliminated by delegating wider power to the Chief Commissioner and officers subordinate to him. Sites have also been acquired for a number of building projects and the work thereon is expected to proceed expeditiously. There is a country-wide dearth of qualified technical personnel. However,

the effort has been to fill the technical posts as expeditiously as possible either by deputation from the neighbouring States or by direct recruitment.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960).

50 107 In this connection, the Committee invite the attention of the Ministry to the following recommendation made by them in para 104 of their 14th Report (Second Lok Sabha) on the Ministry of Education :—

“... an assessment of the needs of adult education in urban areas may be undertaken early and preferably entrusted to some voluntary bodies in the field so that a clear cut picture is available before the experiment could be extended to wider fields.”

This assessment might be taken up in Delhi so that a planned approach to the problem could be chalked out.

54 115 The Committee suggest that the following deficiencies noticed by a Study Group of the Committee during their visit to the Irwin Hospital during 1958 may be looked into and remedial measures taken to overcome the same on the lines indicated :

(i) There was considerable overcrowding in all out-patient departments and patients were required to wait in verandahs where

Since the main consideration will be given to compulsory primary education, funds provided for social education schemes in the Third Five Year Plan are very limited and it will not be possible to take up Adult Education work on a large scale during the Third Five Year Plan. It will however be borne in mind and will be taken up for implementation when more funds become available for adult education work.

(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 4th November, 1960.)

The remedial measures suggested by the Committee have been considered and the following action has been taken in this regard :

(i) The hours of consultation for out-patients have been extended and facilities provided

there was no sitting space. Till the time the Hospital is in a position to provide additional waiting facilities, the hours of consultation for out-patients might be increased.

(ii) There was acute congestion in all the wards, particularly in the Female Medical Ward, and a large number of beds had been laid on the floor. Some of the patients did not have even mattresses. All the in-patients should invariably be provided with mattresses so long as regular beds are not available.

(iii) Similar conditions prevailed in the Casualty Department with the result that patients had to be prematurely discharged. Till such time as the bed strength of the Hospital improves, some arrangements might be devised so that the prematurely discharged patients might be accommodated in other hospitals and smaller medical institutions in the city which might be in a position to admit them.

for such consultation both in the mornings as well as in the evenings. Steps have also been taken to construct a bigger building for the out-patient department at an approximate cost of Rs. 12 lakhs. The construction of this building has already commenced and it is expected that it would be completed by the end of 1960-61.

(ii) The congestion in the female ward has now been substantially reduced with the opening of an obstetrics Ward with 137 beds. Mattresses have also been supplied to all the in-patients.

(iii) The possibility of accommodating prematurely discharged patients in other hospitals and smaller medical institutions in the city has been explored. It is found that other hospitals and institutions are also equally congested and not in a position to accommodate such prematurely discharged patients.]



(iv) The main function of the Advisory Committee is to bring complaints of patients to the notice of the hospital authorities and to suggest improvements. This covers a wide field. The Advisory Committee of the Hospital has been reconstituted and has been taking active interest in the activities and problems of the hospital.

(v) With the constitution of the Central Health Service Cadre a number of gazetted medical and public health posts under the Delhi Administration have been included in that cadre. The question of revising the pay scales of other medical staff was considered in the light of the report of the Delhi State Medical and Health Reorganisation Committee but in view of the fact that a Pay Commission had been set up to examine the pay structure of Government employees of all grades and services, the consideration of this question was postponed. A decision will be taken in the light of the recommendations of the Pay Commission.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)

(iv) The scope and functions of the Advisory Committee might be sufficiently enlarged so as to enable the members to take an active interest in the activities and problems of the hospital.

(v) The question of the revision of the pay scales of the medical staff might be examined in the light of the report of the Delhi State Medical and Health Reorganisation Committee (1955) and implemented at an early date.

Such of the recommendations contained in Chapter II of the 36th Report of the Estimates Committee as are of general application have been examined by the Ministry of Health with a

The Committee invite attention of the Ministry to certain general recommendations made by them in regard to the improvement of medical services in Chapter II of their 36th

Report on the Ministry of Health and suggest that the same might be implemented in Delhi.

view to implementing them in Delhi. A statement showing the action taken in the matter is attached (Appendix III).\*

*(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 30th November, 1960).*

57 119 The Committee regret to observe that the various housing schemes have not been able to make such progress due to several reasons stated in para 118. In view of the acute housing shortage in the Capital, the question needs to be accorded urgent attention and the matter might be taken up by the Ministry of Home Affairs, on the one hand with the Ministry of Works, Housing and Supply at the highest level and with the Delhi Administration on the other, with a view to see that the difficulties in their execution are removed and the allocations for the purpose utilised as fully as possible during the remaining period of the plan.

The various schemes referred to in para 118 of the Report have been reviewed in consultation with the Ministry of Works, Housing and Supply and the Delhi Administration. A substantial amount out of the 2nd Plan provision of Rs. 72.96 lakhs under the Subsidised Industrial Housing Scheme is expected to be utilised. The actual expenditure under the Low Income Group Housing Scheme is estimated to be of the order of Rs. 134.39 lakhs as against the original 2nd Plan provision of Rs. 117.04 lakhs. A scheme for shifting 12 flood-affected villages has been sanctioned. The Village Housing Scheme is a purely loan scheme for improvement of rural housing conditions and could not make such headway due to poor response from the villagers. Efforts are, however, being made to popularise the scheme in the villages.

The slum clearance schemes in Delhi are now in charge of the Delhi Municipal Corporation. A number of slum clearance and improvement

projects are already under implementation.

In pursuance of a report submitted by a Committee under the chairmanship of the Chief Commissioner, Delhi, to consider the question of removal of unauthorised squatters on Government and public lands, a programme of rehousing about 25,000 squatter families has been approved at an estimated cost of Rs. 3.83 crores. The Delhi Municipal Corporation has been entrusted with the execution of the scheme. The programme is expected to be completed by the 31st March, 1962.

(Ministry of Home Affairs O.M. No. F/7/59/60  
ACC dated 4th November, 1960.)

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58 121 Delhi has undergone considerable industrial expansion during the last few years but there is still scope for further expansion, particularly in small industries. The Committee, therefore, suggest that as a first step, the Administration should make a survey of the extent of idle capacity in various factories and the reasons therefor and then take steps to provide them the resources and materials needed. Further avenues of expansion should also be explored for implementation in the next plan. The Committee are also of the view that future expansion of industries should not be con-

A survey of the extent of idle capacity in the various factories in Delhi has been undertaken and is in progress. The exact position in this regard will be known after the survey is completed and the results tabulated. Necessary measures to assist the existing factories to utilise the idle capacity and for the expansion of industries during the next Plan will be formulated in the light of the data which would become available from the survey. Scarcity of raw materials and non-availability of foreign exchange have, to some extent, prevented the factories from utilising their maximum capacity. To the extent possible,

centrated in already congested urban areas but should be suitably dispersed in the satellite townships.

the factories are being given assistance by the Government to make good these deficiencies.

The Draft Master Plan for Delhi contains specific recommendations for the location of industries on a planned basis. The exact location of the new industries in the territory has to be planned in the light of the recommendations contained in the final Master Plan and the decision of the Government of India thereon.

(*Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 4th November, 1960.*)

59

The Committee further suggest that the Industrial Advisory Board should be entrusted with the task of developing closer contact with the industries round-about Delhi and collecting full data about their requirements. For this purpose, it might be assisted with more staff, if necessary.

122

The recommendation is accepted. The Industrial Advisory Board is already maintaining close contact with the industries of all types located in the Union Territory of Delhi. The Board has been requested to develop closer contact with the industries and collect full data about their requirements.

(*Ministry of Home Affairs O.M. No F. 7/59/60-ACC dated 4th November, 1960.*)

62

The Committee are surprised to know that the minimum milk requirements to be catered to by the dairy should be an uncertain factor.

130

The present milk supply of the capital city is estimated at 7,000 maunds per day. The equipment for the Central Dairy of the Delhi Milk Scheme

The Committee are of the view that for achieving the object behind the scheme it is necessary that the dairy should aim at meeting the major portion of the requirements of milk for greater Delhi.

63

The Committee consider that the removal of all cattle from the city area should be an important ingredient of the milk supply scheme. Suitable legislation for this purpose might be necessary. The Committee are of the view that the scheme should be attractive enough for the local 'gwalas' to participate in it and voluntarily remove their cattle from the congested urban areas. Similarly, the rates of milk supply should be reasonable enough to induce the citizens of Delhi to derive the benefits of the scheme.

131

It has been decided to remove all the milch animals, kept for commercial purposes, to three or four cattle colonies which would be established in different places beyond the urbanisable limits fixed for the city. For this purpose, Government propose to acquire adequate area of land at each place. These areas would be developed by providing road, water, drainage and electricity services and divided into plots of suitable sizes for allotment to city milkmen to build sheds for cattle and quarters for themselves generally according to prescribed standard. Facilities in regard to veterinary aid, artificial insemination and supply of feeds and fodder would also be made available. The milk produced in the colonies would be purchased at an agreed price for the Delhi Milk Scheme.

27

It is hoped that the city milkmen would find the foregoing arrangements attractive and would voluntarily move to the cattle colonies. But if this does not happen, suitable legislation on the pattern of West Bengal Cattle Licensing Act, 1959, will have to be enacted, to ensure orderly cleaning of the City of all cattle stables.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)

132

The Committee invite attention to the following recommendation made by the Public Accounts Committee in para 32 of their 13th Report (Second Lok Sabha):

“ . . . . . this scheme which has been pending for more than 5 years should be started without further delay as considerable expenditure has already been incurred on it.”

The Committee consider the scheme to be one of considerable importance from the point of view of the health of the citizens of the Capital and hence it should be expeditiously implemented. The Committee are further of the view that the experience gained and the techniques employed at the Aarey Milk Colony near Bombay might be usefully utilised in implementing the scheme.

The supply of milk under the Delhi Milk Scheme commenced from the 1st November, 1959. During the first week of February, 1960, about 825 maunds of milk were supplied daily to Government hospitals as well as to the residents of East, West and South Patel Nagar, Old and New Rajinder Nagar, Karol Bagh, Paharganj, Minto Road, Daryaganj, Jama Masjid, Gole Market, North and South Avenue, East, West, South and Main Vinay Nagar, Moti Bagh, Diplomatic Enclave, Lodhi Colony, Jor Bagh, Meena Bagh, Man Nagar, Shaheen Nagar, Pandara Road, Wellesley Road, Kaka Nagar, Medical Institute, North of Medical Enclave, Golf Link, Jangpura and Bengali Market. The number of depots opened by then in New Delhi was 120 and in old Delhi, 100. 110 depots were working in the morning and 110 in the evening. Additional Milk depots will be opened as and when more milk is available.

The Delhi Milk Scheme would be handling about 7,000 maunds of milk per day, which is the present demand of the entire city. This is expected to take about two years.

The experience gained under the Bombay Milk Scheme and the Hariagharta Milk Scheme for Calcutta is being made use of in the implementation of the Delhi Milk Scheme.

(Ministry of Home Affairs O. M. No. F. 8/2/69-ACC dated the 31st May, 1960.)

65

The Committee would suggest that the feasibility of having rural water supply scheme (as in Delhi) in other Union territories might be examined by the Ministry in consultation with the Ministry of Health.

136

As stated in para 133 of the Report, the rural water supply scheme in Delhi envisages the sinking of tube-wells and making a certain number of wells sanitary in the villages. The feasibility of introducing similar schemes in other Union territories has been examined in consultation with the Ministry of Health. It is found that the territories being different from one another in their physical, geological, geographical and climatic conditions, no single pattern of rural water supply could be recommended as suitable for all of them. However, steps have been taken to evolve suitable schemes for the supply of drinking water in the rural areas of the other territories in the light of the local conditions. For instance, in Himachal Pradesh, the water supply is based on mountain springs and, in certain cases, on surface water sources with adequate treatment. In Tripura, ring-wells and tube-wells are the sources of rural water supply. In Manipur, tanks and reservoirs are utilised for providing water to the villages. In the Andaman and Nicobar and the Laccadive, Minicoy and Amin-divi Islands, where the conditions are different from those in Delhi, efforts are being made to maintain the sources of water supply in a hygienic condition.

(Ministry of Home Affairs O. M. No. F. 7/59/60-ACC dated the 4th November, 1960.)

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137

The Committee suggest that a phased programme should be prepared for the electrification of the remaining 237 villages in the Territory of Delhi and that attempts might be made to obtain cheap power from the Bhakra Nangal system for the purpose. Efforts should simultaneously be made to develop small cottage industries with the help of the power provided to the villagers in order to improve their economic condition on a planned basis.

Scheme for the electrification of the remaining villages in the territory of Delhi are being formulated by the Delhi Electric Supply Undertaking of the Municipal Corporation of Delhi and the intention is to execute these schemes during the Third Five Year Plan. The Undertaking is now purchasing 20,000 kw of power from the Bhakra Nangal system and expects to receive an additional supply of 40,000 kw from that system by the beginning of 1961. The Delhi Administration will draw up a programme to develop small cottage industries simultaneously with the provision of electricity to the villages.

(Ministry of Home Affairs O.M. No. F.8/2/59-ACC dated the 31st May, 1960.)

67

139

It is unfortunate that heavy shortfalls should have occurred under the head Irrigation, Navigation etc. continuously during the last three years in Delhi. The Committee suggest that the Administration should now at least ensure that the budget allocation in this regard is utilised fully and that there are no lapses as in previous years.

The reasons for short-falls referred to in para 138 of the Report have been assessed. The budget estimates for the year 1955-56 included a provision of Rs. 89,000 for the work of raising and strengthening the Moghal Bund from the Jamuna Bridge to the Power House. This work could not, however, be taken up during that year as the estimates had to be recast to comply with certain technical requirements and the revised estimates could not be sanctioned before the end of the year. The work was, however, completed during the



year 1956-57 but, being a major work, the expenditure thereon was charged to the Capital Head "68—Capital Outlay on Irrigation, etc., Works."

During the year 1956-57, the expenditure for the first 7 months was met from the Consolidated Fund of the Delhi State and for the remaining 5 months from the Consolidated Fund of India. It appears that the actual expenditure shown in para 138 of the Report for this year does not take into account the expenditure for both these periods. It is found that the total expenditure during the year 1956-57 was Rs. 76,609 as against the budget provision of Rs. 81,000. The saving which is of the order of about Rs. 4,000 was only nominal.

During the year 1957-58 there was a saving of Rs. 42,249. This was mainly due to the delay in setting up the Irrigation Unit to which a reference has been made in para 139 of the Report and also saving on annual repair works, etc. The Administration has been advised to ensure that the amounts provided in the budget do not lapse.

(*Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated the 4th November, 1960.*)

68 140 The Committee find that the progress in respect of the scheme for the welfare of scheduled castes and scheduled tribes in Delhi has not been satisfactory so far. The Committee suggest that the reasons for slow progress

The progress of the Plan schemes relating to the welfare of Scheduled Castes and Scheduled Tribes in Delhi has been carefully reviewed. Up to the end of the 4th year of the Plan, an expenditure of Rs. 11.74 lakhs, representing

should be investigated in detail and remedial measures taken to ensure full utilisation of budgeted amounts under this head.

nearly 75% of the total Plan outlay on these schemes, had been incurred. It is expected that the balance of the plan provision for these schemes would be utilised during the current year.

(*Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated the 4th November, 1960.*)

69

The Committee view the absence of basic civic amenities in the outlying colonies in Delhi and the continuance of this state of affairs with concern and suggest that the Government should see to it that necessary schemes for providing basic amenities in all the colonies in Delhi are executed as early as possible. These schemes should, as far as possible, be incorporated in the proposed master plan for Delhi. The Committee would also like to invite attention to the following recommendation made by them in para 104 of their 37th Report (Second Lok Sabha) on the Ministry of Health:—

“They hope that the draft General Plan will be ready by May, 1959 as expected and that not much time will be spent in finalising the same. The Committee would like to express a definite view that the Master Plan for Greater Delhi should lay greater stress on slum clearance and basic amenities for

As explained in the note contained in Appendix XIII to the Estimates Committee's Report, the provision of amenities like electricity, filtered water supply, drainage, etc., is the responsibility of both the colonisers as well as local body. The Delhi Municipal Corporation is fully seized of this problem and has undertaken a number of measures for improving the basic civic amenities in the outlying colonies. For the development of the rehabilitation colonies which were lacking in civic amenities, the Government of India have agreed to give a grant to the Delhi Municipal Corporation and the latter is taking necessary action to provide the amenities to these areas.

It is expected that all the rehabilitation colonies will be provided with necessary internal services within the next two years. The work on the water supply main which was being laid by the Corporation from the Industrial Reservoir Area to Tilaknagar and the trunk sewer along the Najafgarh Road has been completed. The work

the common man, than on highly expensive grandiose schemes. The Committee also hope that the Master Plan will include a definite promise of eradicating slum conditions by a target date from the Capital of the Republic of India."

of the trunk sewer in the South Delhi area has already started and is expected to be completed by the end of the current financial year.

The Delhi Municipal Corporation has also adopted a programme for regularising the unauthorised colonies by having lay-out plans prepared for them with provision for necessary services and open spaces. While sanctioning the revised lay-out plans for such colonies, the Corporation is imposing a condition that unless the residents themselves combine to carry out the necessary development work, these works would be carried out by the Corporation and the cost recovered either *pro-rata* by realising a contribution from the owners or by the levy of betterment tax, in accordance with section 113(2) of the Delhi Municipal Corporation Act, 1957. The number of unauthorised colonies is, however, large and the work of regularising their layouts and developing them fully is, therefore, bound to be a continuing process for some time to come.

The draft Master Plan for Delhi has since been published by the Delhi Development Authority for public comments. The last date for receiving the comments was the 6th October, 1960. The Delhi Development Authority is finalising the Plan in the light of the comments received and will submit the same to the Government of India.

(Ministry of Home Affairs O.M. No. F.7/59/60-ACC dated the 4th November, 1960.)

The chaotic traffic conditions observed in all parts of the city of Delhi are another pointer to the need for increasing the efficiency of the Delhi Police. The measures adopted by the Police so far seem to be half hearted and lacking in persistency with the result that there is hardly any appreciable improvement in the position. The Committee suggest that a concerted drive should be launched for strict enforcement of traffic rules and the police officials found guilty of dereliction of duty in this regard should be suitably punished.

The Delhi Police have been making concerted efforts to enforce the traffic laws. The following facts and figures give an idea of the results achieved so far:—

As against total fines of Rs. 2.8 lakhs for traffic offences imposed in 1955, fines imposed during the years 1956, 1957, 1958 and 1959 were of the order of Rs. 4.2 lakhs, Rs. 4.4 lakhs, Rs. 8.7 lakhs and Rs. 13.8 lakhs respectively. As against total fines of Rs. 1.8 lakhs imposed on cyclists during the 10 years ending 1957, the amount of fines imposed on cyclists during 1958 and 1959 was about Rs. 75,000 and Rs. 2.14 lakhs respectively. The average number of prosecutions of cyclists in 1957 was 38 per day; the corresponding figures in 1958 and 1959 were 150 and 348 respectively. As a result of the stringent action taken, many more cyclists are now using bells and light by night than before.

The amount of fine imposed on truck drivers has also gone up from Rs. 0.9 lakhs in 1955, to Rs. 1.43 lakhs in 1956, Rs. 2.04 lakhs in 1957 and Rs. 2.14 lakhs in 1958. \* The number of prosecutions launched against drivers of the Delhi Transport Undertaking for infringing traffic

laws has also increased from 27 in 1955 to 60 in 1956, 63 in 1957 and 267 in 1958.

During 1958-59, a Special Accident Investigation Squad was established. A special Inspection Board consisting of representatives of the Transport Department and of the Traffic Police was constituted in the middle of 1958 to check vehicles, specially of the heavy type, with a view to judging their suitability for continued use with due regard to public safety. The Board inspected 166 school buses and 127 heavy transport vehicles in 1958. In 1959 it inspected 2,553 taxies, 1,538 trucks and 364 buses. These measures have yielded good results. In this connection, it may be mentioned that there are some peculiar difficulties which the Delhi Traffic Police have to face. On account of the phenomenal growth of the population of the territory, the number of vehicles, which was 5,000 in 1946, has increased to 23,000. The number of bicycles in the city is about 3.5 lakhs. A large number of the Capital's roads were not designed to handle such a phenomenal increase in the volume of vehicular traffic; at many places, the parking space available is inadequate and the street lighting is yet to be improved. There is great diversity in the modes of transport employed, ranging from fast to very slow moving types in Delhi.

The strength of the Traffic Police in Delhi has recently been augmented and so also has the

enforcement of the traffic rules and laws been made more stringent. Unfortunately the proportion of motorists, cyclists and others prone to commit breaches of the traffic rules is unusually large and it is naturally impossible for any Police of the normal size to coerce a large section of the population into the habit of abiding by the laws of public safety and convenience. In the ultimate analysis, the respect for laws and rules must spring from voluntary obedience thereof by the citizens.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated the 31st May, 1960.*)

72 148 The Committee consider that the special problems in Delhi cited in para 147 have only a limited force because such factors are also prevalent in other bigger cities of the country, viz. Bombay, Madras, etc. though not to the same extent as in Delhi. To the extent they are more marked in Delhi, they point to the necessity of having a more efficient police force here.

73 153 The facts that Delhi is the Capital of the country and a place of growing international importance, point out that there are very strong grounds for taking urgent steps to improve the efficiency of the Delhi Police so that it might

As all these recommendations relate to the reorganisation of the Delhi Police, primarily to meet the growing and peculiar needs of the Capital, they have been taken together.

The question of reorganising and reorienting the Delhi Police to suit the special requirements of the Capital has been receiving Government's close and constant attention. The subordinate Police Services of the territory have been constituted into an independent self-contained cadre. Steps are also in hand to set up a joint cadre of Deputy Superintendents of Police and another of Indian Police Service for Delhi and Himachal Pradesh. These arrangements

discharge the onerous responsibilities peculiar to Delhi. In this connection the Committee have the following suggestions to offer to improve the efficiency of the Delhi Police:

- (a) The premises, often implicitly accepted, that the efficiency of the police force is directly proportional to its numerical strength, should be given up. A compact, properly trained, disciplined and well-knit police force can be more efficient than a large number of badly recruited and improperly trained group without a proper sense of discipline.
- (b) It is understood that some time back a Committee was appointed to go into the question of the reorganisation of Delhi Police Force and that their report is under consideration of the Government. The examination of that Report may be finalised early, in the light of what has been stated in (a) above.
- (c) The question might be examined whether the Police Commissioner's system prevailing

are expected not only to make the Administrations of the territories self-dependent in regard to their requirements of superior Police personnel but will also enable the recruitment and training of the personnel in the light of the peculiar demands of the Capital city.

The Report of the Police Reorganisation Committee has been examined and as a result some additional posts have been sanctioned. The scale of transport provided for the Delhi Police was also reviewed in this connection and additional vehicles and equipment have been sanctioned.

The question, whether the Police Commissioner's system in vogue in Bombay, Calcutta and Madras could be introduced in Delhi with advantage so as to improve the efficiency of the Police, has been carefully considered. The institution of Police Commissioners which exists only in the erstwhile Presidency towns is a matter largely of historical origin. Everywhere else, the system is to place the criminal administration of the district under the general control and direction of the District Magistrate. In the present circumstances obtaining in the country, the general system of placing the criminal administration of the district under the charge of the Magistrate of the district, in preference to an officer belonging to the Police force has its advantages and should continue. The superintendence of criminal administration

in the earstwhile Presidency towns of Bombay, Calcutta and Madras could, with advantage, be introduced in Delhi so as to improve the efficiency of the Delhi Police.

74 154 The Committee suggest that in the interest of increasing the efficiency of Delhi Police the proposal to have an independent cadre of subordinate posts should be sanctioned early.

75 155 The Committee suggest that steps should be taken expeditiously to open some police stations in the outlying colonies of Delhi.

76 156 The emphasis should be shifted from quantity to quality of the police force. Greater care should be taken at the time of recruitment to ensure that right type of persons who have some aptitude for police career are selected. The conditions of recruitment may be carefully reviewed and tightened up, if necessary. Similarly, the training facilities should be carefully reviewed and augmented, wherever necessary, to ensure that proper and intensive

by an officer not belonging to the Police and possessing a judicial outlook, has merit and provides control over purely executive action, while, at the same time, ensuring harmonious relations between the two essential organs charged with the maintenance of law and order, namely, the Magistracy and the Police. The Government of India are, therefore, of the view that no change in the system is called for.

Police Stations or Police Posts have already been opened in the following outlying colonies of Delhi:—

*Police Stations Police Posts*

- |                 |                     |
|-----------------|---------------------|
| 1. Patel Nagar  | 1. Moti Bagh        |
| 2. Vinay Nagar  | 2. Chanakya Puri    |
| 3. Moti Nagar   | 3. Kotla Mubarakpur |
| 4. Lodhi Colony | 4. Friends Colony   |
| 5. Gandhi Nagar | 5. Rajauri Gardens  |
| 6. Lajpat Nagar | 6. Naraina Phatak.  |
| 7. Alipore      |                     |
| 8. Tilak Nagar. |                     |

Police Stations or Police Posts will be opened in other growing colonies as and when necessary.

In the matter of recruitment to the Force, a higher standard of education is being insisted upon.



training, suited to the new conditions in the country, is given to the police officials of various categories. Frequent refresher courses should be arranged..

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Police Officials, in dealing with crime, have often to come in contact with lower elements in society. Temptation, therefore, to lead soft and luxurious life, is great. There is, therefore, a greater necessity for a constant high level supervision and guidance in Police Department than in any other department. The senior police officials should, therefore, be encouraged to exercise greater on-the-spot supervision and surprise inspections.

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Between 1947 and 1953, only 20% of the Constables were Matriculates (or better qualified); the percentage rose to 63 in 1958. At present only those who are at least Matriculates are being recruited to the Force, except in the case of Scheduled Castes. Since 1947, only Graduates have been directly recruited as Assistant Sub-Inspectors. Arrangements already exist in the Police Training Establishments of the Punjab Government for imparting to the Delhi Police basic training in police work. In addition, the Delhi Police arranges specialised in-service training in Security, Traffic Control and Accident Investigation; handling of cases relating to explosives, cheating, forgery and embezzlement, etc.

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All the modern devices discovered for the prosecution and detection of crime should be placed at the disposal of the Delhi Police. The Committee understand that the scale of transport provided to the Bombay Police is higher than that provided for the Delhi Police. This may be looked into and additional transport facilities provided to Delhi Police, if considered necessary.

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Supervision of the work of the subordinates by their superiors and Gazetted officers is specially emphasised in the Delhi Police.

In so far as modern devices required for prosecution and detection of crime are concerned, necessary facilities have been afforded to the Delhi Police. There is also a programme for deputing officers of the Delhi Police to the Central Detective Training School for studying modern and scientific methods of detection of crimes.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)

79 161 The Committee consider that it would be desirable if certain definite rules for the conduct of their business are framed by the Public Relations Committee and the Industrial Advisory Board. The Committee believe that these would enable them to function more effectively.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.*)

81 168—170 There was a huge shortfall of the order of Rs. 90.29 lakhs in the first year of the Second Plan in Himachal Pradesh. The Committee are distressed to learn that even in 1957-58 most of the schemes could not be put into operation until half the year was over due to late receipt of sanctions.

They find that the experience gained from the First Plan has not been properly utilised in preventing shortfalls during the first two years of the Second Plan. The Committee suggest that the Ministry should see to it that the tempo of work is accelerated during the remaining period of the plan, so that the targets, both financial and physical, laid down in the Second Plan are achieved.

The recommendation is accepted. Although the pace of implementing the Plan schemes was somewhat slow during the early years of the Plan, measures were taken to accelerate the tempo of work by delegating enhanced financial and administrative powers to the Administration and recruitment of technical personnel. As a result of these measures, the Administration was able to utilise an amount of about Rs. 1138 lakhs or a little over 77% of the entire plan outlay during the first four years of the Plan. For the year 1960-61, the allocation for plan schemes is about Rs. 450 lakhs and in view of the increased tempo of work, it is hoped that the targets set in the Second Plan would be achieved.

(*Ministry of Home Affairs O.M. No. F. 7/ 59/60-ACC dated 4th November, 1960.*)

The Committee would like the causes of short-fall in the expenditure on forests in Himachal Pradesh during the year 1956-57 to be examined and remedial measures taken to avoid their recurrence in future. Of the various schemes for development of the forests, the Committee attach particular importance to the construction of forest roads which is the first requisite for opening up the interior areas and they would, therefore, urge that it should be ensured that the plan target of constructing 556 miles of such roads is attained.

Although there was a short-fall during the first year of the Second Plan under the Head "Forests", this short-fall has already been made good. By the end of the 3rd Year of the Plan, the expenditure under this Head was of the order of Rs. 24 lakhs *i.e.*, roughly 60% of the Plan ceiling. The tempo of work on schemes for development of forests is being maintained and all efforts are being made to ensure that the Plan targets including the target of constructing 556 miles of forest roads, are attained.

(*Ministry of Home Affairs O.M. No. F. 8/2/59*  
*ACC dated 31st May, 1960.*)

Forests play a vital role in the economy of Himachal Pradesh and can generate abundant wealth, if exploited with imagination and boldness. The Committee are of the view that there is scope for an organised development of forest resources in Himachal Pradesh with modern plants for processing and seasoning of timber. The Forest Department should also be reorganised with technically trained men to fulfil the targets laid down in the plan.

The feasibility of developing the forest resources of Himachal Pradesh with modern plants has been carefully examined. Kiln seasoning and Preservative Treatment Plants can only be set up in places where timber is put to end uses. Such use of timber is negligible in Himachal Pradesh and seasoning of timber is, therefore, not practicable within the territory. Modern plants for processing of timber in various forms can be effectively utilised only when the forests are easily accessible through motorable roads capable of taking heavy traffic. Forest roads so far constructed in the territory are mostly in the nature of bridle or inspection paths. Development of these paths into motorable road would take several years and involve

considerable capital outlay. However, a beginning is proposed to be made in this direction, during the Third Five Year Plan. For the present, there is practically no scope for setting up processing plants in the territory.

The Forest Department of Himachal Pradesh is already staffed with technically trained men. The proposals for strengthening and reorganising the Department for the more efficient management of forests in the territory and the implementation of large scale development activities proposed under the Third Five Year Plan are being finalised.

(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 4th November, 1960.)

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The Committee recommend that comprehensive plan for the exploitation of forests in the Territory should be prepared in which stress should be laid on simultaneous regeneration of cleared areas through suitable working plans and development of subsidiary forest resources viz., turpentine, etc. on a large scale.

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The exploitation of forests in Himachal Pradesh is already being conducted on scientific lines. The forests have working plans for exploitation as well as for regeneration of cleared areas. The Forest Department has taken suitable steps to improve and increase the extraction of resin. A Techno-Economic Survey of the territory is in progress and the question of developing other forest resources like bhabar grass and bamboo to the maximum extent possible will be considered in the light of that Survey.

(Ministry of Home Affairs O. M. No. F. 8/2/59-ACC dated 31st May, 1960.)

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The Committee would also like to invite attention to the following recommendation made by the Public Accounts Committee in Para 44 of their Twelfth Report (Second Lok Sabha):

“..... In the interest of conservation of forests, scientific planning and extraction of timber and other materials, the Committee reiterate the recommendation made by the late Himachal Pradesh P.A.C. that the Government of India might usefully examine the desirability for departmental exploitation of these forests”.

Departmental extraction and exploitation of forests has already been successfully started in the territory. The difficulties in getting suitable technical staff required for such work are a limiting factor in expanding departmental exploitation. However, proposals to extend departmental exploitation to other areas on a phased basis are under consideration.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)

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The Committee feel that the Ministry of Home Affairs should, in consultation with the Ministries of Transport and Works, Housing and Supply take necessary measures to overcome the shortage of technical personnel required to execute the road construction schemes in Himachal Pradesh. The interval, when no work can be done due to unfavourable climatic conditions should be utilised for completing necessary formalities viz., obtaining sanction, necessary equipment and staff etc. so that work could start in full swing as soon as the weather permitted.

The question of overcoming the shortage of technical personnel required for executing the road construction schemes in Himachal Pradesh has been receiving the constant attention of the Ministry of Works, Housing and Supply and the Administration. As a result of vigorous measures taken in this direction during the year 1958-59, by July, 1959, the shortage was reduced to only one Electrical Executive Engineer and one Executive Engineer (Irrigation) as against a sanctioned strength of 17 Executive Engineers and 83 Assistant Engineers. In the non-gazetted establishment of Overseers, as against a sanctioned strength of 368, there was a shortage of

200 in May, 1958. This shortage was reduced to 86 by the end of June, 1959. Except for some additional posts recently created the shortages in all the grades have since been made good. The question of filling these posts has also been taken up.

The suggestion that the period during which the climatic conditions are unfavourable for out-door work should be utilised for completing necessary formalities, etc., connected with the works, is already being acted upon and during such period, the personnel is kept busy on pre-para-tion and completion of estimates, obtaining sanctions and arranging for recruitment of staff, etc.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1959.)

88 The Committee suggest that projects for inter-connecting the district towns in Himachal Pradesh with each other may be taken up for execution in the Third Plan. Particular attention should be paid to such remote areas as Chini and Pangl.

180 The district towns in Himachal Pradesh have already been inter-connected by motorable roads. A number of smaller towns and villages have also been connected with the district headquarters by motorable and jeepable roads. In some places, however, the roads are not motorable. The work of improving the existing roads and making them motorable throughout the year is also in progress and will be carried over to the Third Plan where necessary. Road

construction in the Chini and Pangri areas is also in progress and it is expected that by the end of the Second Five Year Plan, the road from Rampur to Chini would be made jeepable. It is also expected that a stretch of 42 miles from Chamba to Tisa will be made motorable and a further section of 20 miles from Tisa to Alwas would be made jeepable by the end of the current plan. Further work on construction of roads in these areas will be proceeded with during the Third Plan.

(Ministry of Home Affairs O.M. No. F.8/2/59-ACC dated 31st May, 1960.)

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The Committee suggest that the Ministry of Health should take early steps to fill up the vacancies of doctors in the hospitals of Himachal Pradesh from the recently constituted Central Health Cadre.

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The Ministry of Health have collected information regarding the vacant gazetted posts of doctors under the various Administrations and Ministries which are intended to be filled by officers of the Central Health Service and propose to resort to bulk recruitment for these posts. So far as posts under the Himachal Pradesh Administration are concerned, a requisition has already been sent to the Union Public Service Commission who have been requested to expedite the recruitment.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)

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The Committee urge that the question of conversion of temporary posts which have been in existence for a period of three years or more into permanent ones should be finalised ex-

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The instructions regarding the conversion of temporary posts into permanent ones were reviewed in the light of the recommendations of the Pay Commission and fresh instructions

peditionusly and the employees who are eligible for confirmation and have put in satisfactory service should be confirmed as early as possible.

were issued in the matter in March, 1960. Under these instructions, 80% of the temporary posts required for work of a permanent nature can be covered into permanent ones provided the posts have been in existence for not less than 3 years. The Himachal Pradesh Administration has been taking action on this basis and conversion of temporary posts into permanent ones to the extent permissible has been completed in a number of departments and is nearing completion in the remaining departments. Action is also being taken to confirm eligible persons against these posts.

(Ministry of Home Affairs O.M. No. F-7/ 59-60-ACC dated 4th November, 1960.)

The Committee have the following suggestions to offer in regard to the Himachal Pradesh Hospital, Simla:

(i) An Advisory Committee of non-officials may be appointed to advise the medical officer in the discharge of his duties.

(ii) Separate record of cost of medicines for out-door and in-door patients should be kept so that the cost of treatment per in-patient and out-patient during a year could be readily worked out.

(i) An Advisory Committee has been constituted for the Hospital with the Lieut. Governor as Chairman and the Chairman, Himachal Pradesh Territorial Council, certain Members of Parliament and some officials as members.

(ii) The cost of treatment on an in-door as well as an out-door patient depends not only on the cost of medicines but on several other factors such as radiological examinations, pathological examinations and other facilities like physiotherapy,



minor operations, etc. Maintenance of separate accounts covering all these heads would require considerable additional staff and even if such information is collected, its utility will not be commensurate with the extra expenditure involved.

(iii) A pamphlet describing the medical facilities available in the hospital, the procedure to be followed to avail of them, the approximate cost involved etc. should be published and made available to the public.

(iii) A pamphlet on the lines recommended has been prepared and is under print.  
(Ministry of Home Affairs O.M. No. F.8.2/59-ACC dated 31st May, 1960.)

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The Committee would like to suggest that the Ministry should see that expeditious steps are taken to implement the recommendations of the team of experts appointed to suggest measures for stepping up food production in Himachal Pradesh and also to explore the possibilities of increasing food production in the remote areas with a view to ensure that the targets in this regard are fully achieved.

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The recommendations made by the experts for stepping up food production in the territory have been examined and will be implemented during the current financial year. These include the setting up of additional seed multiplication farms, progeny orchards, measures for developing fruit production, strengthening of the agricultural marketing organisation, a scheme for the development of ginger cultivation and establishment of a ghee grading laboratory at Chamba. The Report of the Inaccessible Areas Committee has also been received and is under examination; such recommendations as may be found feasible will be implemented as expeditiously as possible.

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(Ministry of Home Affairs O.M. No.F.7/59/60-ACC dated the 4th November, 1960.)

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The Committee suggest that the following steps may be taken by the authorities concerned in regard to the potato problem in Himachal Pradesh:—

(i) A co-operative marketing society, subsidised, if necessary, by the Administration may be set up. This would go a long way in relieving the petty farmers of the difficulties at present faced by them and make them more self-reliant.

(i) A stated in Appendix IX to the Estimates Committee's Report, Himachal Pradesh has a large network of co-operative societies at the State, District, Tehsil and patwar circle level. The Tehsil Unions are being reorganised as co-operative marketing societies and are assisted by the agricultural multi-purpose societies at patwar circle level in collecting the agricultural produce. After reorganisation, the Tehsil Unions are being assisted by Government by way of share capital contribution as well as by subsidy and loan for construction of godowns. These Unions are also given managerial subsidy. The reorganised co-operative marketing societies are linked with District Federations which serve as supply and marketing organisations at the district level. These District Federations have at their apex the Himachal Pradesh Co-operative Development Federation, dealing in supply and marketing of agricultural produce including potatoes. This Federation is also being assisted by Government by way of subsidy and loans for construction of godowns and other allied purposes. The main co-operative structure at

various levels already exists and what is necessary is to gear up the organisation into effective action. To guide and assist the Co-operatives in the marketing of potatoes, the Co-operative Department of the Himachal Pradesh Administration has been strengthened by creation of additional posts of Co-operative Inspectors and Sub-Inspectors for marketing.

- (ii) Special goods trains might be run during the peak season between Simla and Kalka.
- (iii) Warehouses might be constructed at Kalka and Simla for the storage of potato for sale at the proper time and also for storage of seed potato.
- (iv) The feasibility of installing a dehydrating plant may also be examined with a view to prevent waste.
- (v) The various research stations in the Territory should institute extension services for the purpose of improving the yield and quality of the crop.
- (ii) It has been the practice for the last several years to provide extra rail facilities for the export of seed potatoes from Himachal Pradesh. For instance, in 1959, 3,230 wagons were allotted by the Railways for this purpose. This facility will continue to be provided and augmented where necessary.
- (iii) The potato marketing season lasts, at the most, for 3 months—from the beginning of October to the end of December. Moreover, potato being a perishable crop, it is not possible to store the seeds for prolonged periods. Construction of warehouses for storing potatoes at Kalka and Simla is not likely to help the growers appreciably.
- (iv) The suggestion is accepted and the feasibility of installing a dehydrating plant is being examined.
- (v) The Agriculture Department of the Administration has already established eight potato development stations in important potato growing regions of the Territory. The disease-free

nucleus seed grown at these stations is further multiplied on the land of approved and certified growers and the crop thus raised is inspected by the staff located at these stations to ensure the purity of seed and its freedom from disease. The staff attached to the stations also engage themselves in extension work during the potato season in the surrounding areas and give necessary help and advice to the cultivators. The stations also demonstrate various measures conducive to increased production and better quality of seed potato. Extension services as suggested by the Committee are already in existence.

(vi) Road transport facilities may be augmented wherever necessary, and the feasibility of providing airlift by constructing suitable airstrips may be examined.

(vi) A programme of constructing roads in the potato-growing areas is already in hand and has made appreciable progress. Most of the potato-growing areas are now served by motorable roads. The feasibility of constructing airstrips and of providing air-lift for the transportation of potatoes has been examined. It is considered that the construction of airstrips in these areas would not be feasible because of the hilly terrain. Moreover, transport of potatoes by air would be highly uneconomical; the freight will be heavy and the cultivators will not find such an arrangement to be economical.

(Ministry of Home Affairs O.M. No. F.7/59/60-ACC  
dated 4th November, 1960.)

The results of measures adopted to encourage the horticulture industry in Himachal Pradesh should be carefully watched to ensure that the apple industry expands rapidly on scientific lines bringing prosperity to the area. Simultaneously, due attention should be paid to the growth of other fruits of temperate zone also.

The recommendation is accepted. The apple industry in the territory is making very satisfactory progress. The object has been to expand it rapidly on scientific lines. During the year 1958, about 75,000 maunds of apples valued at Rs. 30 lakhs were exported from the territory and in 1959 there was a further increase in the export, the produce exported being 90,000 maunds valued at Rs. 36 lakhs. Apple cultivation is being extended to new areas and during the years 1958-59 and 1959-60 over 3 lakhs of apple plants were distributed to the fruit growers in the territory.

Simultaneously, measures have been taken to encourage the cultivation of temperate fruits and a Regional Fruit Research Station has been set up at Mashobra for intensification of research on such fruits. The Raisin Grape Research Station set up at Chini and the existing Dry Fruits Research Station there have been expanded with a view to developing the cultivation of dry fruits like almonds, pistachionuts, etc. Research is also being conducted at the Fruit Research Station at Dhaula Kuan in Sirmur District on subtropical fruits like mango, litchi, guava, loquat and citrus fruits. Nearly 1,32,000 plants of these varieties were also distributed among the local fruit growers during the years 1958-59 and 1959-60. A pilot fruit canning unit has been set up at Mashobra. A mobile unit is also functioning in the territory for giving training to the local people in fruit preservation.

A fruit Development Board has been constituted in the territory and already over 98 fruit growers have enrolled themselves as members. The fruit growers are also being encouraged to participate in fruit shows held locally in the territory and also on an all-India basis.

There is already a scheme for the grant of loans and provision of technical advice to prospective orchard growers. The amount of loan has recently been increased from Rs. 300 to Rs. 500 per acre. Recovery of the loan is made in 10 annual instalments beginning with the 6th year after the grant of the loan. Short-term loans of Rs. 65 per acre are also being granted for rejuvenation of existing orchards. It may be mentioned that during the first four years of the Second Five Year Plan, about 5,300 acres of land was brought under orchards in this territory. The target for 1960-61 is 2,500 acres.

(*Ministry of Home Affairs O.M. No. F.8/2/59-ACC dated the 31st May, 1960.*)

The Committee recommend that it should be ensured that all the areas in a community development block are effectively and intensively

It has been decided to increase the number of blocks allotted to the territory from 34 to 36. A sub-block has also been allotted to each of the

covered at least by the Gram Sevak so that the benefits of the Community Development Programme should reach uniformly the entire population of a Block.

two existing blocks which happen to be oversized in area. It is hoped that with these adjustments, the benefits of the Community Development Programme would reach the entire population of the Blocks.

(Ministry of Home Affairs O. M. No. F.8/2/59-ACC dated 31st May, 1960.)

99 196 The Committee hope that the necessary plans to set up an Industrial Estate at Solan would be drawn up and executed early, to make up, at least partly, for the time already wasted in fixing up the location.

The land required for the Industrial Estate has already been acquired and the Public Works Department has started construction of the sheds for locating the industries. The sheds are expected to be ready by the middle of 1960. In the meantime, applications were also invited from parties interested in setting up industries in the Estate. In response to this, a number of schemes have already been received by the Administration and are being scrutinised.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)

100 199 A fact which is not properly understood and is worth pointing out is, that the Scheduled Tribes in Himachal Pradesh are Scheduled Tribes on account of geographical reasons only and not on account of any social disability. Inaccessibility of the areas of their abode has kept them cut off from the main currents of civilization and any attempts at the improvement of their living standards have, therefore, to centre round the provision of roads connecting the interior areas with the towns and cities to allow

The need for opening up the areas of Himachal Pradesh inhabited by Scheduled Tribes and making them accessible to rest of the territory is fully recognised. In fact, the current road plan of the territory has been drawn up after giving due consideration to this aspect and provides for the following roads in the Pangi and Bharmaur areas of the Chamba District:—

- (a) Chamba Kilar Road (100 miles).
- (b) Durgethi-Trilokinath Road (52 miles).

for a free flow of ideas and goods. The Committee, therefore, suggest that construction of at least jeepable roads in the areas inhabited by tribals should be given a high priority in Himachal Pradesh (as also in Manipur and Tripura).

- (c) Miyar Valley road (50 miles).
- (d) Lujai Valley road (28 miles).
- (e) Chenab Valley Road (70 miles).

The construction of these roads is in hand and certain stretches are already either motorable or jeepable. The work has been given high priority but, on account of the terrain, the progress is bound to be somewhat slow. These roads are expected to be completed during the Third Plan and will provide a net work of jeepable roads in these areas. So far as Kinnaur District is concerned, the work on the Hindustan-Tibet Road which is a National Highway is making good progress and it is expected that, by the end of the Second Five Year Plan, the road would be jeepable upto Chini. It would be extended further upto the border during the next Plan period and steps will be taken to construct necessary link roads connecting the Highway to the other areas of the District.

Similarly, the road plans of Manipur and Tripura are designed to link up different inaccessible areas by motorable and jeepable roads. Road



construction work in these territories also has received, and continues to receive high priority.

(Ministry of Home Affairs O.M. No. F.7/59/60-ACC dated 4th November, 1960.)

101 204 The Committee feel that large allocations should not be made for schemes which are included in the plans at the far end of their term when it is known that it would not be possible to utilise the amounts provided. The Committee suggest that in respect of such schemes a careful review should be made of the position and the amounts which cannot be spent should be usefully diverted to other schemes which are ripe for execution.

The recommendation is accepted. When new schemes are included in the Plans at the far end of their term, the allocations for such schemes are made with due regard to the implementing capacity of the authority concerned. In cases where it is known that the implementing authority would not be able to utilise the entire anticipated outlay on the scheme, the Plan provision is limited only to the amount which is expected to be spent on the scheme, during the Plan period. It is also the practice, to periodically review the progress of the Plan schemes and wherever shortfalls are anticipated and it is not possible to prevent such shortfalls, to divert the surplus funds to other schemes ripe for execution. Fresh instructions have been issued to the Administrations emphasising the need for a regular and systematic review of the progress of plan schemes and the timely diversion of surplus funds to schemes ripe for execution.

(Ministry of Home Affairs O. M. No. F.7/59/60-ACC dated the 4th November, 1960.)

102 207 The Committee suggest that the Ministry of Home Affairs should ensure that the pace of progress in Manipur is accelerated so that the

The pace of the implementation of the Second Five Year Plan schemes in Manipur has been accelerated. As against a total expenditure of

shortfalls in the previous years might be made good and full targets achieved by the end of the Plan.

Rs. 193.57 Lakhs during the first three years of the plan, the expenditure during 1959-60 amounted to Rs. 158.87 lakhs. The estimated expenditure for the current year is Rs. 253.78 lakhs, and the formulation and execution of additional schemes are being examined with a view to utilising the entire plan outlay.

(Ministry of Home Affairs O. M. No. F.7/59/60-ACC dated the 4th November, 1960.)

103

210 The Committee are sorry to note that there has been considerable delay in the enactment of a land reforms measure for Manipur which should have received the prior attention of the Government as soon as the Territory was taken over by the Centre. They hope that it would be brought on the statute book at an early date.

The Manipur Land Revenue and Land Reforms Bill, 1959, as reported by the Joint Select Committee is now before the Parliament.

(Ministry of Home Affairs O. M. No. F.8/2/59-ACC dated the 31st May, 1960.)

105

213 The Committee would urge that the survey and settlement question should be viewed with a certain amount of urgency and completed earlier, if possible, in view of the delay that has already taken place in undertaking it. In fact, none of the land reforms proposed to be introduced would bear the desired results unless the survey and settlement work is expeditiously completed.

The recommendation is accepted. The survey and settlement operations in Manipur are being given top priority and every effort will be made to complete them even before the target date i.e., end of December, 1966.

(Ministry of Home Affairs O. M. No. F.8/2/59-ACC dated the 31st May, 1960.)

106

216 The Committee recommend that the Central Government should give more attention to the educational problems of the Territory and provide the Administration with necessary funds to improve the existing Government schools (so that people are attracted to such schools) and to acquire as many of the private schools as possible.

The educational problems of the territory are receiving due attention and necessary funds are placed at the disposal of the Administration and the Territorial Council to improve the schools under their administrative control. The Administration and the Council have also been taking as many private schools as possible under their direct control and extending grants-in-aid to more and more private schools. In 1958-59 206 private schools were either brought under the administrative control of the Administration/Council or given grant-in-aid. In 1959-60, 212 private schools were taken over by the Council and in addition, grant-in-aid, was given to 196 schools.

(Ministry of Home Affairs O. M. No. F.8/2/59-ACC dated the 31st May, 1960.)

57

107

217 The Committee suggest that the Administration should make a survey of the accommodation and other facilities available to students in Manipur and take urgent steps to improve them, especially in areas which are not easily accessible.

The recommendation is accepted. The Administration has been directed to carry out a survey of the accommodation and other facilities in consultation with the Territorial Council and take suitable steps to improve them where necessary.

108

218 The Committee suggest that the Ministry of Education should earmark extra funds for frequent educational tours by teams of students

(Ministry of Home Affairs O.M. No. F.8/2/59 ACC dated the 31st May, 1960.)

Under the Youth Welfare Programme of the Central Government there is a scheme for giving grants for tours of students organised by various schools

from the remote areas of Manipur and other Union Territories similarly situated and that students from other parts of the country should also be encouraged to visit these areas.

and colleges in the States and Union Territories. It has been decided that the funds available under this programme should be placed at the disposal of the State Governments for disbursing the grants to eligible recognised educational institutions falling within their respective territorial jurisdictions. So far as Union Territories are concerned the Ministry of Education will continue giving grants direct to eligible educational institutions in consultation with the Administration of the Territory. It is hoped that this will encourage educational tours of the nature suggested by the Committee.

(*Ministry of Home Affairs O. M. No. F.8/2/59-ACC dated the 31st May, 1960.*)

109 219 The Committee would like the Ministry to consider the need of a hostel for tribal girls studying at Imphal sympathetically and provide necessary funds for the same.

The recommendation is accepted. The existing hostel at Imphal which was constructed in 1957-58 by converting a rest camp provides accommodation for 50 tribal girls. Another hostel with accommodation for 150 girls studying at the D.M. College is under construction and is expected to be completed by the end of the current financial year. Suitable hostel accommodation for tribal girls undergoing training in Midwifery and nursing is also proposed to be

constructed along with the new Civil Hospital at Imphal.

(Ministry of Home Affairs O.M. No. F.8:2/59-ACC dated the 31st May, 1960.)

110

The Committee would like to make the following suggestions in regard to medical and health facilities in Manipur :—

224

(i) The administration of medical services in the Territory should be so reorganised that the dispensaries under the Territorial Council should serve as feeders to the main hospital at Imphal without violating the control of the Administration or the Territorial Council over their respective institutions. Given a certain amount of understanding between the two, it should be possible to evolve a system whereby the patients requiring special treatment and attention might automatically stand referred to the main hospital. The doctors serving in the dispensaries should also get an opportunity to work in the main hospital for certain periods so that they might add to their experience while there.

(ii) The question of dearth of qualified doctors in the dispensaries under the Territorial Council should be looked into carefully and some more staff provided to it.

The Administration has been instructed to ensure that the medical institutions transferred to the Territorial Council and those which remain under the Administration function on a co-ordinated basis so that patients referred by the hospital under the Council to the Imphal hospital for specialised treatment may not find any difficulty in obtaining the same. The officers of the Central Health Service holding gazetted medical posts would have an opportunity of serving in various medical institutions in the territory and elsewhere and thereby enriching their experience. So far as doctors holding non-gazetted posts are concerned, the scheme of a joint cadre for the Administration and the Council provides for inter-changeability and would meet the object the Committee have in view.

There is a shortage of qualified doctors in the country as a whole. Consequently, in spite of persistent efforts, it has not been possible to wipe out the shortages experienced by the

(iii) The pay scales of medical staff should be suitably revised and conditions of service regulated under the Central Health Scheme expeditiously.

Territorial Council. The conditions of service of the doctors who belong to the Central Health Service are to be regulated by the rules of that service. So far as other gazetted medical officers are concerned, the question of extending to them the same terms as are applicable to the members of the Central Health Service is under consideration. The feasibility of improving the scales of pay attached to the non-gazetted posts with a view to making these posts more attractive for qualified doctors is also being examined.

(iv) The scheme to set up a Nursing Home at Imphal should be executed early.

Apparently, the reference is to the scheme to set up a "Nurses' Home" at Imphal with a view to removing the shortage of residential accommodation available for this category of employees and to which a reference has been made in para 223(v) of the Report. The scheme for providing such accommodation forms part of the new hospital project for Imphal and will be executed along with that project.

(v) Please see Chapter IV.

(vii) In the tuberculosis clinic attached to the Civil Hospital, Imphal, there should be a full time T. B. Specialist to attend to T. B. patients.

(viii) An Advisory Committee consisting of non-officials should be appointed to assist the Medical Superintendent in the discharge of his duties.

(ix) The Medical Superintendent should be assisted by a non-medical man, for attending to the administrative functions to enable the former to devote major portion of his time and energy to professional work.

(x) The vacancies in the Hospital should be filled up.

(xi) In regard to family planning work, in addition to the distribution of contraceptives and rendering advice, as done at present, proper records should also be maintained to see how far the measures taken are proving successful.

A post of T. B. Specialist has been sanctioned in connection with the anti-T. B. Scheme of the Manipur Administration.

An Advisory Committee for the Civil Hospital consisting of 6 non-officials has been constituted under the Chairmanship of the Director of Medical and Public Health Services to advise on measures likely to lead to increase in the utility and efficiency of the hospital. The Superintendent of the hospital is the Secretary of this Committee.

The recommendation is being considered by the Ministry of Health.

Efforts are being made to fill the vacancies. On account of non-availability of doctors selected for the Central Health Service, a requisition has been sent to the Union Public Service Commission to suggest suitable candidates for these posts.

In a cordance with the procedure laid down, each clinic is required to maintain a case card for each case and also to send a monthly progress card and six monthly and yearly reports. This procedure is being followed by the Family Planning Centres in Manipur.

(Ministry of Home Affairs O.M. No. F. 7/59/60  
ACC dated 30th November, 1960).

227 The Committee suggest that the Ministry should take up the question of shortage of technical personnel in Manipur with the concerned Ministries and ensure that the Administration is provided with all the resources, personnel and equipment required to execute the schemes. Good communications are the main need of Manipur and the question needs to be accorded a very high priority, if other development schemes are to bear fruit. The Committee would, therefore, emphasise once again that vigorous measures should be taken to ensure that full targets are achieved within the Plan period and no shortfalls in financial and physical targets are allowed to occur for any reasons whatsoever.

The need for developing communications in Manipur is fully realised and the programme for construction and improvement of roads in the territory is being given very high priority. The Public Works Department of the Manipur Administration has been strengthened to cope with the increased tempo of work and adequate resources by way of personnel and equipment have been placed at the disposal of the Administration. Efforts are being made to ensure that the financial and physical targets are achieved to the fullest extent.

(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 30th November, 1960.)

228 Of the five sub-divisions in the Territory, two are already connected by road with Imphal and it is proposed to connect the other two within the Second Plan period. The Committee suggest that the question of inter-connecting these sub-divisions with one another may also be investigated and a phased programme should be chalked out and finalised as soon as possible so that the same might be taken up in the Third Plan.

The question of inter-connecting the sub-divisions with one another has been investigated and a phased programme for the purpose will be included in the Third Five Year Plan.

(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 4th November, 1960.)



The Committee suggest the following measures to improve and encourage the cottage industries in the Territory :

(i) The Central Government should take energetic steps to channelise the purchase and disposal of products of cottage industries through co-operatives instead of leaving it to the middlemen who manage to secure most of the profits which should really go to the producers.

The handloom industry is the largest cottage industry in the territory and is already being served by the Manipur State Weavers' Co-operative Society which acts as the agency for the purchase and disposal of handloom products. An officer of the All India Handicrafts Board was deputed to Manipur to advise and assist the Administration in marketing the cottage industries products. With his assistance a Government emporium has been opened at Imphal. The emporium is a procurement-cum-sales depot for handicraft products and handloom goods. It aims at ensuring quality and standardisation of goods and maintaining adequate stocks to promptly meet the demand from outside. So far as handloom goods are concerned it supplements the efforts of the Manipur State Weavers Co-operative Society.

(ii) The introduction of better types of looms to encourage the growth of the handloom industry should receive urgent attention and concrete steps should be taken to modernise the industry.

The Administration is alive to this need and has been supplying to the weavers improved types of handlooms and accessories. In addition the feasibility of setting up a yarn distribution centre and establishment of a mechanical dyeing unit during the Third Plan period is also being explored.

(iii) Other modern methods of processing the yarn and producing varied patterns of cloth may also be popularised.

The local weavers follow their own traditional methods for sizing, printing and bleaching but do not employ processes like winding and double

twisting of yarn. The Administration is, therefore, considering the establishment of a yarn factory during the Third Five Year Plan. This institution would be a demonstration-cum-production centre for imparting practical experience to the weavers in the following processes on modern lines

- (a) Sizing
- (b) Winding
- (c) Doubling and Twisting
- (d) Yarn printing and dyeing
- (e) Yarn bleaching & mercerising.

In order to popularise the attractive local designs and motifs, a designs centre for handicrafts has been opened. This Centre will be concerned with textile designing on the traditional lines, embroidery, Rolled Gold ornaments, dolls and toys and cane and bamboo articles. It will also take steps to popularise the designs among the artisans and craftsmen. The question of opening a research centre for handloom products is also under consideration. The research centre will collect the local designs and motifs and utilise these on an experimental basis. The results of the experiments would then be made available to all the weavers' co-operatives.

(iv) The proposal to set up an emporium at Calcutta should be pursued vigorously.

The feasibility of setting up an emporium at Calcutta for the sale of Manipur cottage industries products has been examined. It is found that on account of the heavy over-heads, the scheme would be too expensive and uneconomical. The handicrafts Board, is, however, considering the question of setting up a Central Emporium in Calcutta under the charge of the Bengal Home Industries Association which will be requested to give special attention to the Manipur products in the emporium when it is set up.

(v) The question of having separate sections for Manipuri products in the various agencies of the All India Handloom Board, All India Handicrafts Board, Khadi and Village Industries Commission and the Government Emporia at different places both inside the country and in foreign countries might be examined.

The recommendation has been examined in consultation with the various agencies mentioned by the Committee and the Ministry of Commerce and Industry. The All India Handloom Board have no agency for marketing of handloom cloth. However, when the Board participates in foreign exhibitions, Manipur products are also included amongst the exhibits and this practice will continue. The All India Handloom Fabrics Marketing Cooperative Society which has Handloom Houses in Bombay, Calcutta and Madras is giving considerable impetus to the sale of Manipur products. During the year 1958-59, the Society had purchased fabrics worth about Rs. 50,000 from the Manipur Co-operative Societies. The Khadi and Village Industries Commission has stated that the products of Khadi and Village Industries in Manipur are very small in quantity and do not justify a separate section in any sales emporium. The State Governments and some important private emporia

have been requested by the Handicrafts Board to popularise Manipur products and the Madras Handicrafts Emporium is already undertaking the sale of Manipur goods. The object the Committee had in mind in suggesting that separate sections for Manipur products may be opened in the various emporia, namely, that the Manipur products should be popularised outside the territory as well as in foreign countries is being served adequately under the existing arrangements.

(*Ministry of Home Affairs O.M. No. F.7/59/60-ACC dated 30th November, 1960.*)

56

116 235 The Committee suggest that the question of the Central Government giving a guarantee to the Reserve Bank for a loan of Rs. 10 lakhs to be given by the latter for meeting the needs of co-operative societies in Manipur should be finalised without delay and the necessary sanction issued. The Committee are of the view that in a State where the two main occupations of the people are agriculture and handloom industry, there is a very great future for the development of co-operative societies, if properly handled. This will not only raise the production but would also augment the internal resources of revenue

The suggestion that special attention should be paid to the development of co-operatives in the territory is accepted. The application from the Manipur State Co-operative Bank for the loan of Rs. 10 lakhs was examined by a Special Officer of the Central Government and, after assessing the actual requirements of the territory, a guarantee in respect of a loan of Rs. 4 lakhs from the Reserve Bank of India for financing of agricultural operations and marketing of crops was issued.

(*Ministry of Home Affairs O.M.No. F. 7/59/60-ACC. dated 4th November, 1960.*)

of the State substantially. The Committee, therefore, suggest that special attention should continue to be paid to the development of co-operatives in the Territory.

117

237 The Committee apprehend that at the present rate of expenditure it may not be possible to utilise the entire amount of Rs. 66.25 lakhs for tribal welfare in the Second Plan. They suggest that Ministry should look into the matter and take suitable steps to accelerate the pace of progress. Under centrally sponsored schemes, an expenditure of Rs. 6.02 lakhs was incurred in 1957-58 while no expenditure was incurred in the previous year. In regard to such schemes, the Ministry have a special responsibility to see that these are fully implemented; otherwise the very purpose of instituting them would be defeated. The Ministry should, therefore, specially look into the working of such schemes.

118

240 The Committee feel that with a budget of about Rs. 2½ lakhs, the Adamjati Technical Institute, Imphal should endeavour to admit more students for training than it is able to do at present.

During the third and fourth years of the Second Plan, there has been considerable improvement in the pace of implementing the schemes relating to tribal welfare in Manipur and this tempo is being maintained. The Plan outlay on Central Sector schemes has already been augmented and now stands at Rs. 50 lakhs. It is expected that, by the end of the Plan period, the whole of this amount would be utilised. The progress of the State Sector Plans relating to tribal welfare has been even better and the original Plan outlay of Rs. 66.25 lakhs may have to be augmented during the current year to the extent of about Rs. 10 lakhs.

(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC. dated 4th November, 1960.)

The recommendation is accepted. The Institute is primarily intended for the tribal students and as a result of special efforts made, the number of students in the Institute during the year 1959-60 rose to 120 as against 76 in the previous year. Similar efforts will continue in future also.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)

119

242 The Committee appreciate the activities undertaken by such non-official bodies as the Adamjati Shiksha Ashram, Imphal for the emotional integration of the tribals with the people in other parts of the country and they would like the Ministry to give encouragement to such organisations. They hope that the Ashram would be able to extend its activities to the remote areas of the Territory.

The recommendation is accepted. As stated in paras 239 and 241 of the Report, the Adamjati Shiksha Ashram has been running the Adamjati Technical Institute and also two hostels at Tadubi and Churachandpur. During the year 1959-60, the Ashram has opened another hostel at Liwachang. For running these three hostels, the Administration has sanctioned a grant of Rs. 30,000 to the Ashram during the year 1959-60. The question of giving further assistance to this organisation would be considered as and when it undertakes new activities.

120

244 The Committee hope that the target date for the setting up of the Industrial Training Institute in Manipur will be adhered to and that the Institute would be able to cater adequately to the needs of the Territory for skilled personnel in various trades.

The Industrial Training Institute is expected to provide training for 152 candidates in 10 trades. Pending the completion of separate buildings, training in 6 trades was started since the 9th March, 1959 in the premises of the Adamjati Technical Institute and the Manipur Motor Transport Workshop. Out of 96 seats available for these trades, only 64 were occupied.

The earlier estimates of Rs. 5.15 lakhs for the buildings were on the basis of semi-permanent structures for the main building, hostel and workshop. Owing to the desirability of having

(Ministry of Home Affairs O.M. No. F. 18/2/59-ACC dated 31st May, 1960.)

permanent structures, the estimates had to be revised. Administrative approval to the construction of the buildings has been accorded and sanction to incur an expenditure of approximately Rs. 6.97 lakhs thereon has also been issued. The detailed drawings have already been prepared and the detailed estimates for technical sanction are under preparation. It is expected that the construction of the building will be taken in hand soon and completed by the end of the financial year 1960-61.

According to present calculations the facilities proposed to be provided are considered adequate to meet the requirements of the territory.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)

245 Considering the strategic importance of the area the Committee suggest that the proposal to increase the strength of Manipur Rifles from 400 to 650 may be examined and finalised early.

The sanctioned strength of the Manipur Rifles has been augmented from time to time having regard to the need for deploying adequate protective force in the territory. The present strength of the force is 625 and it is proposed to increase it further by the addition of two companies. This will increase the strength of the Manipur Rifles to a little over 900.

(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 30th November, 1960.)

122 246

While appreciating the need of a Porter Corps in Manipur in view of the difficult terrain and lack of suitable means of communications, the Committee are of the view that the proposed increase in the strength is very much on the high side and suggest that the scheme should be carefully scrutinised and the proposed number substantially reduced.

The recommendation is accepted. The requirements of the Administration have been carefully scrutinised and it has been decided that the strength of the Porter Corps may be increased from 14 to 75 as against 150 proposed by the Administration.  
(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.*)

123 248

The Committee suggest that the schemes of developing certain beautiful spots and the facilities for the tourists in Manipur should be pursued more vigorously.

The recommendation is accepted. It is proposed to construct four Tourist Homes, one at Imphal and three on the Loktak Lake and also a Tourist Office at Imphal. Construction of some of these buildings is already in progress and the work on others will be taken in hand as soon as possible. Every effort is being made to ensure that the construction of these buildings is completed before the end of the Second Five Year Plan. The Administration is also taking necessary action to provide boats for the use of tourists at the Loktak Lake.

(*Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 4th November, 1960.*)

124 249

The Manipuri dance preserves in its pristine purity the cult of Radhakrishna Bhakti with vigour and liveliness and requires to be specially fostered and popularised as one of the main schools of dance. In this connection the

The recommendation made by the Committee in para 15 of their Fifth Report (Second Lok Sabha) on the Ministry of Education was brought to the notice of the Sangeet Natak Akademi. The Akademi has accepted the suggestion and has since



Committee would like to invite attention to the following recommendation made by them in para 15 of their Fifth Report (Second Lok Sabha) on the Ministry of Education :

“The Committee observe that as the Manipur College of Dance is a national institution for teaching highly advanced courses of Manipur dance, people from outside the town would also come to Manipur and it is, therefore, necessary to have not only suitable accommodation for the college but also some hostel accommodation.”

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253

The Committee suggest that a phased programme should be chalked out for handing over of the institutions run by the Directorate of Relief and Rehabilitation in Tripura to the proper authorities *viz.*, the Administration or the Territorial Council, without any dislocation of work. Pending this, there should be a closer co-ordination between the three authorities so that the public may fully benefit by the Services offered by each. The Committee further suggest that the Ministry of Home Affairs should convene a Conference of the three sets of authorities and the other Central Ministries concerned preferably under the aegis of the Advisory Committee, to thrash out the difficulties and eliminate the duplication of efforts and wasteful expenditure.

decided to construct a suitable hostel along with the building for the Dance College, Manipur.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)

71

The recommendation is accepted. In consultation with the Chief Commissioner, Tripura, the Territorial Council and the Ministry of Rehabilitation, a phased programme for the transfer of various sections of the Relief and Rehabilitation Directorate to the normal departments of the Administration or the Territorial Council was drawn up and the transfer of the following sections has already been effected :—

1. Engineering Division
2. Education Section
3. Medical Section
4. Roads
5. Water Supply
6. Industries Section
7. Development Unit

8. Fishery Schemes

9. Boys home and infirmary

The remaining functions of the Directorate are expected to be transferred during the current year.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.*)

The Committee suggest that the Ministry, while finalising the reorganisation proposals of the Tripura Administration should carefully assess the work load of each department and suggest necessary reduction of staff in the Tripura Secretariat in view of the transfer of good portion of work to the Territorial Council. The Committee are of the view that it should be possible to effect substantial economies in the general administration of the Territory due to the transfer of several functions to the Territorial Council.

A scheme for reorganisation of the Secretariat of the Tripura Administration has been drawn up after assessing the work load of the different departments. It is proposed to implement the scheme from the next financial year.

(*Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 30th November, 1960.*)

126 254

The Committee recommend that the question of allotting some more funds for construction of roads in Tripura (since the plan provision has already been exhausted) should be taken up by the Ministries of Home Affairs and Transport with the Planning Commission, as the Territory is still backward in communications

127 258

The recommendation is accepted. Approval of the Planning Commission was obtained in March, 1959 to the provision for road development in Tripura during the Second Plan period being increased from Rs. 304 lakhs to Rs. 350 lakhs. On the basis of the expenditure on roads during the first 4 years of the Plan, which was

and it is necessary that this deficiency is overcome as early as possible.

estimated at Rs. 280 lakhs, the Planning Commission have approved of a provision of Rs. 75 lakhs for the year 1960-61. The total (estimated) expenditure during the five years of the Second Plan will thus be Rs. 355 lakhs.

(*Ministry of Home Affairs O.M. No. F. 7/59.60-ACC dated 4th November, 1960.*)

128 260 The Committee would like the Ministry of Transport to take up the question of improving the six mile portion of the Agartala-Assam Road within the Territory of Assam with the Government of Assam with a view to see that this portion is also brought to the standard of the rest of the road.

As suggested by the Committee, the question of improving the six-mile portion of the road lying within the territory of Assam has been taken up by the Ministry of Transport and Communications with the Government of Assam. The State Government have been requested to take necessary steps to improve this stretch of road and bring it to the proper standards.

(*Ministry of Home Affairs O.M. No. F.8/2.59-ACC Dated 31st May, 1960.*)

129 261 The Committee further suggest that the feasibility of linking up the Agartala-Assam road with the existing national highway and declaring it as a national highway should be examined so that Tripura may find its place on the national highway map of the country.

The recommendation is accepted. The data necessary for considering the question of taking over the Agartala Assam Road (to be precise, the Shillong-Agartala Road) as a National Highway, is being collected. The feasibility of taking over the road as a National Highway will be considered along with the general question of expansion of the existing National Highway system under the Third Five Year Plan, in the light of the total provision made in that Plan for development of

the existing National Highway System and for New National Highways.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)

130 262 In regard to the question of connecting sub-divisional towns with Agartala, the Committee were informed that of the ten sub-divisions in the Territory, two are already connected and six more will be connected during the current Plan. The Committee suggest that a comprehensive phased plan should be prepared for connecting the remaining two sub-Divisional towns with Agartala and also for inter-connecting the various sub-divisional towns among themselves for inclusion in the Third Plan.

131 263 The Committee are informed that the railway link between Dharmanagar and Patherkandi has been approved by the Planning Commission

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There is already a comprehensive plan for connecting the sub-divisional towns with Agartala and work is proceeding in accordance with this plan. It is expected that by the end of the current plan, all the sub-divisional headquarters will be connected with Agartala except that the road connecting Amarpur will be only a fair weather road and some bridges on certain other roads will remain to be completed. Improvement of the road to Amarpur and the work on the bridges in question will be completed in the Third Five Year Plan period. The question of inter-connecting the sub-divisional headquarters among themselves will be considered and a suitable scheme for this purpose included in the Third Plan.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)

The recommendation is accepted. The final location and traffic surveys for the rail link are in progress and this work is expected to be

and that the survey is being undertaken during the current plan. The Committee recommend that the project should be given a high priority in the Third Plan and attempts made to complete it as early as possible.

132

The Committee suggest that the Ministry should ensure that the survey and settlement work in Tripura is completed within the revised time limit of five years and to that end all the equipment and personnel required by the Administration is provided well in time. The progress made in this work should be reviewed every year and indicated in the annual reports of the Ministry.

265

(*Ministry of Home Affairs O.M. No. F-8/2/59-ACC dated 31st May, 1960.*)

The recommendation is accepted. The progress of the survey and settlement operations would reviewed every year and indicated in the annual Administration reports of the Union Territory.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.*)

133

The Committee suggest that special efforts be made to expedite the enactment of the Tripura Estates Acquisition and Land Reforms Bill.

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The Tripura Land Revenue and Land Reforms Bill 1959, as reported by the Joint Select Committee is now before the Parliament.

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The Committee are of the view that the present arrangements for medical and public health services in the Territory are satisfactory neither to the tax payer nor to the persons requiring medical aid. They suggest that the whole set up should be so organised that it functions as an organic whole regardless of the fact that some medical institutions work under the Administration while others work under the Terri-

271

The various medical institutions which have been transferred to the Territorial Council and those which remain with the Administration were functioning on a coordinated basis before the transfer and this position still continues. The hospitals and dispensaries transferred to the Council have been referring cases to the V. M. Hospital which require specialised treatment there. The Tripura Administration has been asked to ensure that the

torial Council. The specialised facilities available in the main hospital should be freely available to all persons and the dispensaries under the Territorial Council should be authorised to refer deserving cases to the same.

present practice is continued and to inform the Territorial Council that medical institutions under the Council are free to refer deserving cases to the V. M. Hospital for specialised treatment.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.*)

135 272 The Committee note that the decision to have a combined cadre for medical services in the Territory is a step in the right direction. Further, the Committee would suggest that the question of handing over the dispensaries at present being run by the Directorate of Relief and Rehabilitation to the Territorial Council, in due course, may be kept in view and implemented as early as possible without causing any dislocation of work.

Except for one small dispensary at the Women's Home, all dispensaries under the Rehabilitation Department have since been transferred to the Territorial Council.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.*)

136 274 The Committee would like to make the following suggestions in regard to the functioning of the Medical Department and the V.M. Hospital, Agartala :—

(i) A systematic destruction of stray dogs might be carried out in order to check the high incidence of rabic cases. In regard to malaria and gastro-enteritis, sustained efforts should be made by the medical authorities to eradicate these diseases and the

(i) A campaign for the destruction of stray dogs was started in 1956 by the Agartala Municipality. This is being continued and intensified.

As regards malaria, since April, 1958, the Government of India have switched over

Central Ministry of Health as well as the local administration should provide necessary staff and equipment needed for the purpose.

from the National Malaria Control Programme to the National Malaria Eradication Programme. Two units under the Eradication Programme are already working in Tripura and a well chalked out programme for the eradication of malaria for the territory is under implementation.

Supply of pure drinking water in the municipal and rural areas is a pre-requisite for the eradication of gastro-enteritis. A scheme for protected water supply in the Agartala Municipality has been sanctioned and will be taken up for execution shortly. Schemes for the supply of pure drinking water in rural areas are also being implemented by the Territorial Council. Measures for the eradication of Malaria and gastroenteritis are, therefore, already in hand.

(ii) The Medical Superintendent should devote most of his time to professional work. He may be assisted by a non-medical man in the discharge of his routine administrative functions.

(iii) The posts of specialist lying vacant in the hospital should be filled up from the Central Health Cadre as early as possible.

(iv) The Advisory Committee to the Hospital may be revived.

(ii) The suggestion that the Medical Superintendent should be given the assistance of a non-medical man is noted and will be considered along with other proposals relating to the reorganisation of the administrative set up of the territory.

(iii) There are 6 posts of specialists in the V.M. Hospital. Two have already been filled up and the remaining ones are expected to be filled up shortly.

(iv) An Advisory Committee consisting of 3 officials and 3 non-officials has since been constituted for this hospital.

(v) A register may be kept for watching the expenditure on in-patients and out-patients separately. The average cost per in-patient and out-patient separately should be included in the annual reports.

(vi) The question of training more nurses in the Nurses' Training School and providing extra staff needed for the purpose should be examined.

(v) For the reasons stated in reply to recommendation No. 92(ii), it is considered that maintenance of detailed accounts, as suggested by the Committee, would involve extra expenditure which would not be commensurate with the results achieved.

(vi) The question of opening a course in General Nursing and Mid-wifery at the V. M. Hospital, Agartala, is under active consideration. In the meantime, necessary training facilities have been made available to the Administration by reserving 4 seats in the senior nursing course in the medical institutions in West Bengal.

(vii) In order to attract ladies from Scheduled Castes and Scheduled Tribes to the nursing profession, more publicity might be given in tribal languages and personal contacts made with the tribal people. Attempts should be made to impart nurses' training in tribal languages also.

(vii) Every year publicity is given to attract ladies from Scheduled Castes and Scheduled Tribes to the nursing profession. The Sub-divisional officers have instructions to contact tribal people personally in this regard. As the tribal languages do not have any script, it is difficult to impart training in these languages. No difficulty is, however, being experienced by the Administration in imparting training in Bengali by using technical terms in English where necessary.

(Ministry of Home Affairs O.M. No. F.8/2/59-ACC dated 31st May, 1960.)



The Committee suggest that a comprehensive phased scheme may be chalked out to develop the small-scale industries in Tripura through a network of co-operatives by providing technical guidance, financial assistance and marketing facilities to the artisans with a view to modernising and expanding the fields of cottage and small scale industries.

A phased programme for the development of cottage and small scale industries, through cooperatives, has already been included in the Second Five Year Plan for Tripura, and a more comprehensive programme of this nature will be included in the next plan. The Second Five Year Plan provides for setting up of training centres of different descriptions, like carpentry units, training-cum-production centres, blacksmithy unit, etc. Trained artisans are encouraged to form cooperative societies, and already 51 such societies have come into existence. Financial assistance and technical guidance is also being given under the Plan Schemes to such societies. In the matter of marketing, three sales emporia have been opened in the Territory, and one in Calcutta, where products of all cooperative societies, and individual industrial units, are displayed and sold.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC,  
dated 31st May, 1960.)

The Committee would like to suggest the following steps to improve the living conditions of trainees in Abhoynagar Home and Industrial and Vocational Training Centre, Tripura.

- (i) Efforts should be made to bring down the cost of articles produced in the Centre so that they may get a ready market.
- The Training Centre has been set up for imparting training in crafts to the inmates of the Abhoynagar Home. As the articles are not produced at the Centre on a commercial scale, the cost of production is bound to be somewhat high. However, the products are sold in the market

at competitive rates, *i.e.*, by adding only 15% to the price of the raw material and without taking into account the cost of the labour involved. The question of further reducing the sale price of these articles will be examined.

(ii) Apart from vocational training and lessons in social education, the authorities in charge of the Centre should take steps to inculcate among the unattached ladies the qualities of self-reliance and self-help by inviting prominent lady social workers to talk to them by organising cultural programmes such as bhajans, kirtans etc.

(iii) Freeships and scholarships should be given to ladies who want to pursue their studies further.

The authorities in charge of the Centre have been taking steps to inculcate among the trainees the qualities of self-reliance and self-help. Prominent lady social workers visiting Tripura are invited to visit this Centre and give encouragement to the trainees. The inmates of the Home have been supplied with some musical instruments and occasionally cultural programmes like bhajans and kirtans are also arranged in the Home.

Educational facilities are provided to displaced persons desiring to pursue their studies further under the General scheme of the Administration and inmates of the Home can avail of these facilities.

(Ministry of Home Affairs O.M. No. F.8/2/59-ACC, dated 31st May, 1960.)

Steps have been taken to wind up the activities of the Directorate of Relief and Rehabilitation by stages. As a result of this, all the schools under the Directorate with the exception of a night school attached to the Women's Home have been transferred.

The Committee feel that there is no justification for the continuance of three sets of administrative authorities *viz.*, the Administration, the Territorial Council and the Directorate of Relief and Rehabilitation in the educational field in a small territory like Tripura. In the

interest of maintaining efficiency and high educational standards it is imperative that multiplicity of authorities in charge of the subject is avoided. The Committee, therefore, suggest that all schools upto secondary stage run by the Directorate of Relief and Rehabilitation should be gradually transferred to the Territorial Council. Further, there does not appear to be any justification now for the continuance of full-fledged Directorate of Education under the Administration.

As stated in the reply to recommendation No. 93, even after the transfer of educational institutions upto the secondary stage to the Territorial Council, there are a number of functions in the field of education for which the Administrations of the territories continue to be responsible. After the transfer of the primary and secondary educational institutions to the Council, the strength of the Education Directorate was carefully reviewed and was brought down from 188 to 83. The present size of the Directorate is not considered to be excessive and is essential to enable the Administration to discharge the functions entrusted to it.

(Ministry of Home Affairs O.M. No. F.8/2/59-ACC, dated 31st May, 1960.)

The Committee suggest that since Tripura is chiefly a rice growing area, intensive efforts should be made to increase the acreage of paddy cultivation and to popularise the Japanese method of cultivation to increase the yield.

The Administration is already executing schemes for expansion of the acreage of paddy cultivation and popularising the Japanese method of rice cultivation. These schemes are progressing satisfactorily and will be intensified during the remaining period of the Second Five Year Plan. For increasing the yield of paddy, emphasis is also being laid on green manuring, and green manure seed is being raised by the Forest Department in cooperation with the Agriculture Department.

(Ministry of Home Affairs O.M. No. F.8/2/59-ACC, dated 31st May, 1960.)

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Since there are still two years left over in the term of the Second Plan, the Committee are of the view that if energetic steps are taken it should be possible to attain the target of settling 4,000 families in the Andamans. The Committee, therefore, suggest that the Ministry should take up this matter at ministerial level, if necessary, with a view to see that the difficulties in the attainment of this target are expeditiously removed. The Committee consider that the Islands have enough resources to support a bigger population than is envisaged to be settled there in the Second Plan and recommend that a much bolder plan of colonisation than the present one should be chalked out by the Ministry in consultation with other Ministries concerned on the lines of the Dandakaranya Scheme.

The number of families settled under the Colonisation scheme is about 2500 now as against 1,843 families settled till the end of the year 1958. It is expected that another 224 families will be settled before the end of June, 1961. The pace of progress of the scheme depends on the location of flat land with soil conditions suitable for cultivation. An experimental soil survey has recently been carried out in certain areas of the Islands to facilitate the location of additional colonisation areas to complete the programme in hand and some more survey parties are proposed to be sent shortly for the survey of other areas. The result of these surveys will be a major factor in the assessment of the further colonisation potential of the Islands.

A recent survey of the Southern Nicobar group of Islands has revealed the existence of only about 20,000 acres suitable for settlement of agriculturist families. Similarly, the preliminary soil survey of the Andaman Islands does not hold much promise of a large colonisation potential. The scope for settlement of agriculturists on a large scale in the Islands is, therefore, limited.

(Ministry of Home Affairs O.M. No. F.7/59/60-ACC, dated 30th November, 1960.)

The Committee are of the view that indiscriminate deforestation should not be allowed under any circumstances and suitable schemes for regeneration should be followed up in all earnestness. The Committee suggest that as and when the inaccessible areas are opened up, suitable working plans should be drawn up for them also.

Government agree with the view that indiscriminate deforestation should not be allowed under any circumstances. In fact, the practice has been to resort to deforestation in the Islands only for the purposes of colonisation and raising plantations of teak and matchwood in accordance with schemes drawn up for the purpose. This practice will be continued.

*(Ministry of Home Affairs O.M. No. F.8/2/59-ACC, dated 31st May, 1960.)*

The Committee are sorry to record that despite repeated flouting of the clauses of the Agreement by M/s. P.C. Ray and Co. Government have failed in taking energetic steps to make the Company abide by them which may result in huge losses to the public exchequer. The Committee, therefore, recommend that the Ministry should take up the matter urgently with the Ministry of Food and Agriculture for early recovery of all the dues from the Company. In view of the past unsatisfactory record of this Company, the Committee have serious doubts about its ability to fulfil its obligations in terms of the contract in future also. The Committee, therefore, suggest that the question of terminating this contract and executing the project through a statutory Corporation may be given serious consideration.

As the firm had been defaulting in making payments of the amount of royalty when they fell due, the Andamans Administration are taking an advance royalty of Rs. 40/- per ton of timber (recently raised to Rs. 50/- per ton) exported from the Islands. In this way, a part of the royalty is being recovered before export. However, the royalty actually found payable subsequently in terms of the Agreement exceeds the advance royalty and bills were presented by the Andamans Administration to the firm which have not been cleared. In view of this default, the possibility of terminating the contract with the firm in terms of the Agreement is being considered by the Ministry of Food and Agriculture in consultation with the Ministry of Law.

The possibility of setting up a statutory corporation for the exploitation of forests is being examined.

The Inspector General of Forests will be visiting Andaman Islands by the end of this year and will look into this question during his visit.

(*Ministry of Home Affairs O.M. No. F. 7/59/60-ACC,*  
*dated 30th November, 1960.*)

153 313 The Committee suggest that the possibilities of growing richer and popular varieties of timber should be kept in mind when regeneration schemes are executed.

The recommendation is accepted. Even now plantations of valuable species are being raised in the Islands subject to the availability of financial and other resources.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC,*  
*dated 31st May, 1960.*)

154 314 The Committee recommend that at least one creosoting plant might be set up in the A. & N. Islands for treatment of timber. Proper exploitation of the other varieties should receive the urgent attention of the Ministry of Food and Agriculture.

There is already an open tank creosoting plant in the Islands. Creosoted timber has limited use and is not likely to be in demand except for use as Railway Sleepers and transmission poles. The extent to which such timber could be used on the mainland by the Railways is being assessed and as soon as a decision is reached on this point, the question of increasing the capacity of the present creosoting plant in the Islands would be considered.

The non-exploitation of other species of timber appears to be due to lack of publicity and appreciation about the advantages of using seasoned

and treated timber of secondary species. The possibility of arranging for adequate propaganda side by side with the provision of facilities for treating timber of these species is under consideration.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC, dated 31st May, 1960.*)

155 The Committee recommend that the question of supply of adequate fresh water should be attended to immediately as the growth of industries in the Andaman and Nicobar Islands would depend on the solution of this problem. Agriculture itself cannot attract settlers and it is necessary that comprehensive schemes of industrial development of the Islands are drawn up for execution in the Third Plan.

315 The recommendation is accepted. There is provision in the Second Five Year Plan for rural and urban water supply schemes. Work on these schemes is proceeding and efforts are being made to accelerate the pace of progress. Comprehensive schemes for industrial development of the Islands will also be drawn up and, subject to the availability of funds, included for execution in the Third Five Year Plan.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC, dated 31st May, 1960.*)

157 The Committee envisage that the development of tea, coffee and rubber plantations in the A. & N. Islands would yield a good source for earning foreign exchange for the country. The proposals made by the coffee experts and the Rubber Products Commissioner two years ago, are however, still to be implemented which shows that the matter has not been taken up in all seriousness. The Committee would, therefore, urge the Ministry to see that the necessary proposals submitted in this regard by

320 The various suggestions made from time to time by experts have been considered and necessary preliminary field studies taken in hand. A scheme for exploratory trial of coffee cultivation in the Islands was included in the Second Five Year Plan but could not be implemented earlier for want of a suitable expert willing to serve in the Islands. An officer has recently taken over charge of the post and the scheme has been taken in hand.

the experts are pushed through vigorously by the Ministry of Commerce and Industry.

The Tea Board had suggested that although the climatic conditions were not adverse to the growing of tea in the Islands, sufficient data was not available regarding the types of soil. It was considered that such data might be collected and examined before undertaking any large scale scheme of developing tea plantations in these Islands. A soil survey in certain areas of the Islands has since been undertaken and the preliminary report of the survey team is being forwarded to the Tea Board for examination. Schemes for tea plantations in the Islands will be considered after the views of the Tea Board become available.

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The Rubber Production Commissioner had indicated that there were vast areas of forest lands in the Islands suitable for rubber plantations. Subsequently, an actual survey of the Islands for the purpose was made by the Rubber Board. The survey revealed that an area of only about 15,000 acres of land suitable for rubber cultivation was available in the Islands against the previous rough estimate of 2 lakhs of acres. This fact has considerably altered the scope for establishing large scale rubber plantations in the Islands. However, steps are being taken to draw up suitable schemes for the



exploitation of this limited area for rubber cultivation.

(*Ministry of Home Affairs O.M. No. F. 7/59/60-ACC, dated 30th November, 1960.*)

158 321-322 The Committee understand that it has not been found possible to implement the recommendations of the Education Committee for the A.&N. Islands in regard to basic education because of dearth of qualified and trained teachers and want of suitable school buildings. The Committee suggest that the Ministry should take up this matter with the Ministry of Education with a view to see that facilities for basic education are provided early to the Islanders.

The Committee also suggest that the Ministry should keep a watch as to whether the seats reserved for student from the A.&N. Islands for higher studies in technical Institutions on the mainland, are utilised in full so that as many of the islanders as possible are trained in various technical jobs to man services on the Islands where shortage of technical hands is a great handicap.

159 325 It is surprising that it should take two to three years to prepare estimates and get necessary administrative and technical sanctions for the schemes for construction of new hospitals in the A. & N. Islands. Now that the schemes

A beginning has already been made in providing facilities for basic education to the Islanders. At Port Blair, three junior basic schools as against the plan target of four have already been opened. Similarly, in the rural areas, three of the existing primary schools as against a plan target of four have already been converted into basic schools. A separate senior basic school for girls has been opened at Port Blair. Steps are being taken to recruit teachers required for converting an existing middle school into a senior basic school, opening an additional senior basic school and also setting up a junior basic training school for teachers.

As suggested by the Committee, efforts are being made to ensure that the seats reserved for the students from the Islands in higher technical institutions on the mainland are utilised fully.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC, dated 31st May, 1960.*)

The main hospital building at Car Nicobar has been completed and the entire work will be over by the end of the Second Plan. The hospital at Port Blair is likely to be completed during the early years of the Third Plan. The construction of the

have been sanctioned, the Committee suggest that the work should be completed expeditiously.

T. B. Clinic at Port Blair has been started and about one-third of the work is likely to be completed by the end of the Second Plan. This clinic and the hospital at Mayabunder would be ready during the Third Plan period.

This progress was made possible by the sustained efforts of the Andamans Administration in the face of difficulties created by the scarcity of skilled labour and steel and other construction materials in this remote Union Territory. Contractors have not been forthcoming and the bulk of the work had to be undertaken departmentally. There are also transport difficulties due to inadequate means of communication between the mainland and the Islands.

(*Ministry of Home Affairs O.M. No. F. 7/59/60-ACC, dated 30th November, 1960.*)

160 328 The Committee would suggest that in view of the increased economic activity under the Plan and schemes for settlement of displaced persons in the A. & N. Islands, the feasibility of the Indian Airlines Corporation starting a freight-cum-passenger service at least on a weekly basis might be examined and implemented. Even if Government have to subsidise this service, it should not be grudged in the wider

The recommendation is accepted. Arrangements have been made with the Indian Airlines Corporation to start a weekly freight-cum-passenger service between Calcutta and Port Blair on the basis of a subsidy. The service which will operate during the non-monsoon season in the first instance will start as soon as the necessary improvements in the existing airstrip at Port Blair have been completed.

interest of making the Islands readily approach-  
able.

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The Committee would urge the Ministry to take steps sufficiently in advance to get the necessary sanctions from the Ministries concerned for the L.M. & A. Islands so that the delays in sanc-  
tions do not recur again. Also, the necessary legislation should be finalised early and in the meantime, analogous legislation from other States should be extended to the Territory; resonance with its requirements.

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The financial powers of the Administrator have been enhanced and he is now competent to sanction Plan schemes up to Rs. 3 lakhs. This will eliminate a large number of references to the Ministries and enable the execution of the schemes expeditiously. The Ministries have also been requested to deal with references from the Administrator expeditiously and steps have been taken to minimise delays which take place in such cases.

Proposals for the making of a Regulation for the Islands to provide for uniform revenue and judicial administration and the extension of certain Acts have reached an advanced stage and it is hoped to finalise these very soon.

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(*Ministry of Home Affairs O. M. No. F. 7/59/60-ACC, dated 4th November, 1960.*)

164

The Committee would urge that a proper land survey should be undertaken immediately in the L.M. & A. Islands and a rational revenue structure evolved in place of the out-moded system obtaining at present.

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The recommendation is accepted. As a first step towards a proper survey of the Islands, a Regulation known as the Laccadive, Minicoy and Amindivi Islands Survey and Boundaries Regulations, 1959 (Regulation No. 4 of 1959) has been made for these Islands.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC, dated 31st May, 1960.*)

166

341 The Committee are sorry to note that Co-ordination as between the several Ministries in regard to the execution of development schemes in the L. M. & A. Islands has been insufficient so far. The Committee suggest that the Ministry of Home Affairs should see to it that this is ensured to the fullest extent in future.

The need for coordination as between several Ministries in the matter of execution of development schemes is recognised. The Ministry of Home Affairs have been constantly endeavouring to ensure such coordination and in order to ensure that the development schemes are not held up for want of such coordination, a senior officer of Joint Secretary's rank has been appointed in the Ministry to go round the territories and deal with their difficulties on the spot.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC, dated 31st May, 1960.*)

167

344 The Committee suggest that the Ministry should take early steps to provide a regular steamer service between the mainland and the Islands and also ensure that purchase of a second boat for which amount has already been provided to improve inter-island communication, is expedited. The Committee further suggest that if vessels are not readily available for purchase, the services of the smaller shipbuilders on the coast may be enlisted for the purpose.

The recommendation is accepted. Efforts are being made to purchase a ship to provide a regular steamer service between the mainland and the Islands. The second boat for inter-island communications is being acquired and the necessary indent has been placed on the D.G.S.& D. The question of utilising the services of small shipbuilders on the coast will be considered if the efforts now being made to purchase the necessary vessels do not succeed.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC, dated 31st May, 1960.*)

169

347 The Committee suggest that some of the middle schools in the Islands should be converted into secondary schools and the question of imparting

The recommendation is accepted. A Middle School in the Ameni Island has since been converted into a High School. It is also proposed

free education upto the secondary stage may be taken up with the Ministry of Education. This will avoid the necessity of Islanders coming all the way to the mainland for high school education.

to open two more High Schools in these Islands during the Third Plan period.

Education in these Islands is already free at all stages. Besides, children are also given free books, slates, pencils etc., and free mid-day meals.

(Ministry of Home Affairs O.M. No. F.7/59/60-ACC, dated 4th November, 1960.)

171 349 The Committee suggest that a concerted drive in social education should be made in order to wean away the people from their isolated pattern of life, the Administration should endeavour to educate public opinion particularly about the development schemes, through the various audio-visual methods so that they might come forward to co-operate in the execution of the same.

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The Government are seized of the importance of imparting social education to the people of the Islands. Adult Literacy Centres have been in existence since 1956. A Social Education Organizer was appointed in 1959 and has been touring the Islands, acquainting the people with the Five Year Plans. Social Education Centres with reading rooms and libraries have been started in all the major inhabited Islands. A film projector and public speaking apparatus have been placed at the disposal of the Administration. Other audio-visual methods of education have also been introduced in the Islands.

(Ministry of Home Affairs O.M. No. F.7/59/60-ACC, dated 4th November, 1960).

173 351 The Committee suggest that the coir monopoly scheme should be run on a no-profit no-loss basis.

The recommendation is accepted. The coir monopoly scheme is already being run on a no-profit no-loss basis.

(Ministry of Home Affairs O.M. No. F.8/2/59-ACC, dated 31st May, 1960.)

174            352        The Committee suggest that introduction of the proposed measures for developing the coir industry may be expedited.

The intention is to set up co-operative institutions for the production of coir mats and carpets on a large scale. A decision has already been taken to introduce the necessary law for setting up such institutions and a Co-operative Societies Regulation for the Islands has been drafted. As soon as the Regulation is promulgated, the islanders who had received training at the training-cum-production centres will be enabled to form co-operative societies for the production of mats and carpets.

(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC, dated 4th November, 1960.)

175            353        The Committee further suggest that the feasibility of entrusting the responsibility of running the coir depots to co-operative societies to be set up for the purpose may be examined.

The recommendation is accepted. The feasibility of running the coir depots on a co-operative basis will be examined after the Co-operative Societies Regulation for the Islands is promulgated.

(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC, dated 4th November, 1960.)

177            356        The Committee understand that the proposal to set up a sub-division of the C.P.W.D. to take up civil works in the Islands has been sanctioned. The Committee would urge that the officers should take up positions early and the Additional Chief Engineer (Union Territories)

The requirements of the Public Works Department of the Administration have been re-assessed and a Division under an Executive Engineer with 4 Sub-Divisions, each under an Assistant Engineer, has been sanctioned for executing the civil works in the Islands. These officers are already in position.

should see to it that the building programme in the Islands proceeds according to schedule.

The Additional Chief Engineer (Union Territories) is also in close touch with these officers and has been taking necessary steps to ensure that, as far as possible, the building programme proceeds according to schedule in spite of local difficulties like inadequate facilities for inter-Island communication and shortage of contractors.

(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC, dated 4th November, 1960.)

178 357 The Committee also suggest that the Ministry should ensure that the construction of staff quarters is completed by the end of 1959-60 as proposed, so that the required staff are posted in the Islands to speed up the development programmes.

Steps have been taken to speed up the construction of the staff quarters in the Islands. In almost all cases, the building materials have been collected at site and some of the works have already been taken in hand. It has, however, not been possible to complete the construction of the quarters by 1959-60 because of the difficulties in transporting materials to the Islands which could not be overcome earlier in spite of concerted efforts. However, as the building materials have now reached the Islands, it is hoped that the construction of the quarters would be completed expeditiously.

(Ministry of Home Affairs O. M. No. F. 7/59/60-ACC, dated 4th November, 1960.)

179 358 The Committee are sorry to note that no proper plan has been prepared so far for a hydrographic survey of the L.M. & A. Islands, although it is considered very essential in order to make the Islands safe for navigation.

A six-year programme for the hydrographic survey of the Islands is under consideration. In the meantime, the survey of the Minicoy and Androth Islands has been completed and the preliminaries connected with the survey of

The Committee would therefore, urge the Ministry to take up the matter with the Ministry of Defence and see to it that a phased plan is prepared to complete the hydrographic survey of the Islands in a given period of time. In this connection, attention is invited to the following recommendations made by the Committee in paras 181 and 182 of their 51st Report (First Lok Sabha):—

“The Committee regret to note that the Hydrographic survey of the coast-line of India is progressing at snails pace.... The Committee consider this very unsatisfactory and recommend that suitable measures should be taken to complete hydrographic survey of the entire coast-line within a period of ten years.”

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The Committee consider it incongruous that the office of the Administrator should be located on the mainland and suggest that this should be shifted to the Islands as early as possible so that a co-ordinated and continuous watch on the implementation of the various development schemes included in the Five Year Plan can be kept.

the Kiltan and Kalpeni Islands have been taken in hand. The programme envisages the hydrographic survey of 12 important Islands by the end of 1964-65.

(*Ministry of Home Affairs O.M. No. F. 7/59/60-ACC, dated 30th November, 1960.*)

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The Government agree in principle that the Office of the Administrator, Laccadive, Minicoy & Amindivi Islands, should be located in one of the Islands instead of on the mainland as at present.

The Islands are at present completely isolated for five to six months in the year during the monsoons and the communications between the



Islands and the mainland are inadequate even during the fair season. There is no harbour or even anchorage facility for ships visiting the Islands. A regular postal service which is essential to enable the Administration to keep in touch with the Central Government, particularly in connection with the development schemes, is yet to be organised. It is also necessary to strengthen the means of inter-islands communications. As a first step in removing these difficulties, a ship is being acquired for the Administration. This will be available for service within a year or so. For inter-island communications there is only one launch at present which is not adequate for reaching the Mimicoy group. This facility is being augmented by the purchase of another bigger launch. Proposals to construct jetties in some of the islands are also being examined in order to provide anchorage facilities for the vessels. The headquarters of the Administrator will be shifted to one of the centrally situated islands as soon as the initial difficulties have been overcome.

### III. REPLIES OF THE GOVERNMENT WHICH HAVE BEEN ACCEPTED BY THE COMMITTEE

Sl. No. as in Appendix XX to the Report	Reference to para No. of the Report	Summary of recommendation/conclusion	Reply of the Government
2	7	<p>The Committee are of the view that the Ministry of Home Affairs, with its enormous responsibilities, such as, law and order, public services, Zonal Councils, matters relating to High Courts and Supreme Court etc. may not be able to devote the special attention and care that the Union Territories require. In order to ensure this and also to see that the above principles are fully observed, the Committee suggest that it would be desirable to place the subject "Administration of Union Territories" in charge of a separate Minister. With the staff already looking after the work relating to Union Territories and with the assistance of the various specialised Ministries at the Centre, he would be able to devote his entire attention to the speedy development of these areas.</p>	<p>The suggestion made by the Estimates Committee has been considered carefully. The nature of the responsibilities relating to the administration of Union territories is such that these responsibilities have to be shared by the Minister in charge of the territories with the other Central Ministers. Even if a separate Ministry is constituted to deal with the Union Territories it cannot operate to the exclusion of the other concerned Ministries without duplication of expert agencies available to these Ministries. Such duplication will not only be uneconomic but is also not likely to lead to greater efficiency.</p>
			<p>The Ministry of Home Affairs, which is now the Ministry in over-all charge of the Union Territories, performs a two-fold function concerning the administration of Union territories, (a) it controls the major part of the area demand for each territory and (b) it coordinates policies and plans in respect of matters covered by the budget heads which are operated upon by the other</p>

Ministries. The establishment of a new Ministry will not dispense with the need of coordination or reference to and approval of the other appropriate Ministries, nor will that Ministry be able to take over the responsibilities of the Ministry of Home Affairs in respect of important matters, such as, law and order, welfare of Scheduled Castes and Scheduled Tribes, etc. Quite apart from the economy aspect of the matter, it is felt that a new Ministry will neither be able to absorb the functions of the Ministry of Home Affairs nor will it be better placed from the point of view of coordination. It may, in fact, lead to overlapping and duplication with little ultimate improvement in the efficient administration of territories.

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The need however of concerted and special attention being paid to the problems of Union Territories and of providing effective coordination is fully recognised. The work relating to the Union Territories is now being handled in this Ministry at departmental level, an Additional Secretary being in-charge of the Union territories with whom is associated another senior officer whose main responsibility is to assess the needs of the Administrations by on-the-spot examination of their problems. These arrangements should meet in substance the requirements which the Committee had in view in suggesting the appointment of a separate Minister for Union territories.

*(Ministry of Home Affairs O.M. No. F. 8/2/59 ACC,  
dated 31st May, 1960.)*

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The membership of the Advisory Committee for Delhi, Himachal Pradesh, Tripura and Manipur is limited to members of Parliament representing the territory concerned, the Administrator of the territory and heads of important local bodies, the only additional nominations being those of the Vice-Chancellor of the Delhi University on the Delhi Advisory Committee and the General Manager of the Bhakra Board on the Committee for Himachal Pradesh. Advisory Committees have not been set up for the two groups of Islands, because, firstly, on the basis of the approved pattern, the Committees would be too small in size and secondly, there are no quick transport facilities between the Islands and the mainland, particularly in the case of the smaller group of Islands which remains cut off from the mainland for a period of five to six months in a year. However, the matter has been further considered in the light of the recommendation of the Estimates Committee and it has been decided to set up an Advisory Committee for the Andaman and Nicobar Islands. In the case of this group of Islands, the difficulties in respect of transport may be overcome to some extent with the introduction of a weekly fair-weather air service between the Islands and the mainland.

(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC,  
dated 4th November, 1960).

5 The Committee suggest that the question of having uniformity in the designation of the Administrators of the Union Territories might be considered.

Article 239(1) of the Constitution empowers the President to administer a Union Territory through an Administrator appointed by him with such designation as may be specified. Four out of the six existing Administrators are designated as Chief Commissioners. The two departures from the general pattern are the present administrator of Himachal Pradesh who has been designated as Lieutenant Governor, and the Administrator of Laccadive, Minicoy and Amindivi Islands, who has not been designated as Chief Commissioner because the officer selected for administering this group of Islands, is a relatively junior officer. On the whole, the policy is to designate the Administrators as Chief Commissioners.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC, dated 31st May, 1960).

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8 The Committee do not consider that the reduction effected in the number of staff in the Delhi Administration as a result of transfer of certain subjects to the Municipal Corporation and later on with the implementation of reorganisation proposals has been in proportion to the amount of work transferred and they consider that there is still room for further rationalisation. The Committee would, therefore, urge that the review of the working of the offices of the various heads of Departments that is being undertaken by the Chief Commissioner may be expedited and further economies effected. The services of the S.R. Unit of the Ministry of Finance and/or the O.&M. organisation

The Secretariat of the Delhi Administration was reorganised in December, 1958 after a careful and detailed examination of its working by a Senior officer of the Government of India. Another review of the organisation at this stage is not likely to lead to any further rationalisation of work or reduction of staff. However, the S.R. Unit of the Ministry of Finance will undertake a work study of the Secretariat in due course. This unit has now been associated with the reorganisation of the offices of the heads of Departments of the Administration.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC, dated 31st May, 1960).

of the Government of India might be availed of as the Association of some independent agency for such work would be more useful.

*(Further information called for by the Committee)*

It may be stated if the SRU of the Ministry of Finance has since undertaken a work study of the Delhi Secretariat and if so, the results thereof.

*(L.S.S. O.M. No. 7-ECII/60 dated 4th January, 1961).*

9           21       The Committee further observe that for such allied subjects as General, Home and Appointments, there are three separate Under Secretaries in the Delhi Administration. Although the number of receipts is only a very rough yardstick of the amount of work disposed of by an officer, the Committee feel that the great disparity in this regard shows the necessity of a proper rationalisation in the distribution of functions allocated to these officers. The Committee suggest that the work-load of these three officers may be carefully assessed over a period to see whether the work handled

The SR unit of the Ministry of Finance would be shortly undertaking a work study of a few sections of the Delhi Secretariat to assess whether there is any further scope for improvement in procedures and reduction in staff.

*(Ministry of Home Affairs O.M. No. 7/59/60-ACC, dated 23rd January, 1961.)*

The work load devolving on the three Under Secretaries has been carefully analysed. It is found that some of the receipts handled by these officers are only of a routine nature. The average number of receipts not of a routine nature handled by these officers daily is indicated below :—

<i>Designation of Officer</i>	<i>No. of receipts</i>
Under Secretary (General)	37
Under Secretary (Home)	51
Under Secretary (Appointments)	56

by them can be distributed among two Under Secretaries by proper rationalisation.

Although the number of receipts other than routine handled by the Under Secretary (General) is slightly smaller, he has to handle other work which is not reflected in terms of receipts such as passing of pay bills, contingent bills, cash and stationery accounts, stores and liveries. The present distribution of work among these officers has been made on a rational basis. The work load is also fairly heavy and keeps each one of them fully engaged. There is therefore hardly any scope for reducing the number of posts of Under Secretaries from three to two.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC, dated 31st May, 1960.)

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22 The Committee would like the following two suggestions to be carefully considered in the interest of economy :

- (i) Superintendent, Medical Services may act as *ex-officio* Under Secretary (Medical); and
- (ii) Director of Industries and Labour may also Act as Director of Employment and Training.

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(i) The Superintendent of Medical Services, Delhi is a senior officer in the scale of Rs. 1300—1600 p.m. whereas an Under Secretary in the Delhi Administration is relatively junior officer. In view of this, it is not considered desirable to appoint the Superintendent, Medical Services, to act as *ex-officio* Under Secretary. The Secretariat work of the Medical Department is being done by the Judicial Secretary assisted by an Under Secretary. The Judicial Secretary is in charge of certain other Departments also. Transferring the secretariat work relating the Medical Department to the Superintendent, Medical Services, would not, therefore, result in any economy.

(ii) The Director of Industries and Labour as well as the Director of Employment and Training have a full day's work. There are over 1,000 registered factories in Delhi and the Director of Industries and Labour has to deal with them with the help of a Deputy Director. In addition, he is the Provident Fund Commissioner and also responsible for arranging supplies of raw materials and distribution of controlled materials like iron, steel, etc., to factories. He is also in charge of the enforcement of the Shops and Commercial Establishments Act and the Orissa Weights and Measures Act as extended to Delhi. He is directly responsible for the administration of the Okhla Industrial Estate and The Industrial Workers Colony as well as the promotion of Cottage Industries in the Community Development areas as well as in urban areas. As Labour Commissioner, he has to supervise the work of two Conciliation Officers and one Labour Officer and to make recommendations to Government regarding the adjudication of disputes of the large number of industrial and other establishments in Delhi.

The Director of Employment and Training is in charge of the following institutions :—

1. Industrial Training Institute Delhi Polytechnic, Delhi.



Industrial Training Institute, Pusa, New Delhi.

3. Industrial Training Institute for Women, Curzon Road, New Delhi.
4. Industrial Training Institute, Sabzi Mandi, Delhi.
5. Industrial Training Institute, Tilak Nagar, New Delhi.
6. Industrial Training Institute, Malviya Nagar, New Delhi.
7. Industrial Training Institute, Arab-ki-sarai, New Delhi.
8. Work-cum-Orientation Centre, Pusa, New Delhi.
9. Evening Classes Scheme.
10. Apprenticeship Training Scheme.

The Directorate of Employment and Training is a growing organisation and in the Second Five Year Plan, it has to arrange for the technical training of 300 additional trainees.

In view of the position explained above, it is not considered feasible to combine the two posts.

(Ministry of Home Affairs O.M. No. F.8/2/59-ACC, dated 31st May, 1960.)

13 The Committee suggest that the feasibility of having Advisory Councils in each of the Union Territories of Himachal Pradesh, Manipur and Tripura might be examined. There would help in bringing to bear upon the Administrations the weight of informed public opinion on various issues arising from time to time.

The feasibility of having Advisory Councils in the Union Territories of Himachal Pradesh, Manipur and Tripura has been carefully examined. All the three territories already have Planning and/or Development Advisory Boards/Committees consisting of Members of Parliament representing the territories, the Chairman and some members of the Territorial Councils and certain other non-officials and officials. These bodies which are presided over by the Administrators hold periodical meetings and advise the Administrations on all matters relating to development schemes. These meetings also provide a useful avenue for keeping the Administrations in touch with informed public opinion on the issues arising from time to time in connection with the development schemes. In addition, there are a number of other Advisory Committees in these territories of which Members of Parliament, members of Territorial Councils and other non-officials are members. These bodies already provide the necessary forum of the kind the Committee have in view and it is considered, therefore, that it is not necessary to have separate Advisory Councils for these territories.

(Ministry of Home Affairs O.M. No. F.7/59/60-ACC,  
dated 4th November, 1960.)

Pensionary benefits have been extended to the employees of the Territorial Councils. The Departments which are not covered by the present proposals regarding joint cadres scheme are the Education and Veterinary Departments. The feasibility of extending the scheme to these two Departments has been considered in consultation with the Territorial Councils but the Councils are not in favour of such extension.

*(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC, dated 4th November, 1960.)*

The number of posts under the Councils carrying an initial salary of Rs. 300 per mensem and above is very small and so far, there have been no instances of delay in filling such posts on account of the heavy pre-occupation of the Union Public Service Commission. The feasibility of adopting the course suggested by the Committee has, however, been examined but it is found that it would not be permissible under the Constitution to entrust recruitment to posts under a Territorial Council of a Union territory to the Public Service Commission of a neighbouring State.

*(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC, dated 31st May, 1960.)*

The Committee further suggest that the feasibility of extending the system of joint cadres to departments other than medical, public health and engineering also might be considered in consultation with the Territorial Councils and the question of making the posts under the Territorial Councils as pensionable posts should also be settled early.

If the delays in appointment of staff (for the Territorial Councils) carrying an initial salary of Rs. 300/- and above are due to the heavy preoccupation of the U.P.S.C., the Committee suggest that the services of the Public Service Commissions of the neighbouring States might be utilised for the purpose.

The Tripura Territorial Council has already opened personal ledger accounts with the sub-

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cheques direct to the sub-treasuries, might be reconsidered and suitable steps taken to overcome the difficulty.

treasuries. The Himachal Pradesh Territorial Council is of the view that the present arrangement under which it operates only on the district treasuries is satisfactory and that the extra work involved in maintaining accounts with each of the sub-treasuries would not be commensurate with the results achieved. There are no sub-treasuries in Manipur.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC, dated 31st May, 1960.*)

24 55 The Committee suggest that the Government should take early decision on the question of the pattern on which grants should be given to the Territorial Councils and also examine whether the grants-in-aid paid to the Territorial Councils can in any way be linked up with the contribution on the net proceeds of taxes payable. The Ministry should, in any case impress upon the Territorial Councils the necessity of augmenting their internal resources of revenue to the fullest extent possible and also of keeping their administrative expenditure to the minimum.

Instructions have been issued regarding the pattern of grants to the Territorial Councils under section 37 of the Territorial Councils Act, 1956 *vide* Ministry of Home Affairs letter No. 26/70/58-SR (R) dated the 25th May, 1959 (Appendix IV).\*

It is not possible to link the grants to the contributions of net proceeds of taxes payable by the Government of India to the Councils under section 36 of the Act, as these contributions do not bear any relation to the grants.

The present arrangements will hold good up to the end of the year 1960-61. The position will be reviewed thereafter.

The necessity of augmenting their internal resources and of keeping down their administrative costs has been impressed upon the Councils.  
(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC, dated 31st May, 1960.*)

The Committee suggest that the Ministry should undertake a comprehensive survey of the revenue yielding sources in the Union Territories. Methods of assessment of land revenue in Manipur and Laccadive, Minicoy and Amindivi Islands are outmoded and it is necessary that the revenue in these areas is properly assessed according to current norms.

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As stated in para 73 of the Report, the resources of the Union territory of Delhi are somewhat flexible and its revenue receipts have been gradually increasing ; during the year 1950-51, the receipts were about Rs. 290 lakhs and the corresponding figure for 1958-59 was Rs. 867 lakhs. So far as Himachal Pradesh, Manipur and Tripura are concerned, as stated by the representatives of the Ministry in the course of their oral evidence before the Committee, an officer was appointed in 1958 to assess the financial requirements of the Territorial Councils and in that connection, he had also gone into the question of augmenting the revenue resources of the Administrations of these territories. Appropriate action has been taken on the recommendations made by him. So far as the Andaman and Nicobar Islands are concerned, the bulk of the revenue comes from the forests and, in the present conditions, there is hardly any scope for augmenting the revenue from other sources. All the four territories have tapped practically all the conventional sources of revenue like land revenue, excise duties, stamps and court-fees, registration fees, taxes on vehicles, etc., and, in the present economic conditions of the local people, there is not much scope for imposing any new taxes. In the circumstances, further review of the revenueyielding

sources of the territories is not likely to be fruitful.

However, with the gradual economic advancement of the people and further exploitation of natural resources like forests, it is expected that the revenue receipts of the territories will gradually go up. Apart from this, steps are also taken from time to time to raise, to the extent possible, the rates of existing taxes to the level obtaining in the adjoining states.

These factors have already contributed to an upward trend in the revenue receipts of some territories. For instance, in Himachal Pradesh and Tripura the increase during the period from 1950-51 to 1958-59 has been of the order of about 60% the actual receipts being Rs. 196.07 lakhs (1950-51) and Rs. 319.50 lakhs (1958-59) in Himachal Pradesh and Rs. 26.82 lakhs (1950-51) and Rs. 43.33 lakhs (1958-59) in Tripura. Similarly, the revenue receipts of Andaman & Nicobar Islands have gone up from Rs. 79.29 lakhs in 1950-51 to Rs. 136.78 lakhs in 1958-59. This represents an increase of about 70%.

The Laccadive, Minicoy and Amindivi Islands became a Union territory only in 1956 and, at present, the sources of revenue are the tree-tax and the poll-tax, the income from which is very

meagre. The question of replacing the tree-tax by a regular system of land revenue will be taken up as and when a regular survey of the Islands is undertaken. In view of the backward nature of the economy of the territory, introduction of new taxes in these Islands will have to be a gradual process.

Survey and settlement operations are already in progress in the Manipur Valley. The revenue rates will be revised as and when the survey is completed in accordance with the usual norms which have been prescribed in section 32 of the Manipur Land Revenue and Land Reforms Act 1960. Nine-tenths of the territory which is inhabited mainly by tribal people is outside the scope of the present survey and settlement operations and, as stated in the reply to recommendation No. 104, it will take some time before such operations can be extended to these areas.

(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 30th November, 1960.)

34 In regard to Delhi whose resources were reported to be quite flexible it should not be very difficult to put it more or less on par with other States in so far as internal resources vis-a-vis Central assistance are concerned.

The revenue receipts of the territory have been gradually increasing. At the same time, on account of the unique position of this territory as the Capital of India as well as the need for ensuring a high standard of service to the people, the expenditure has also been going up. Efforts will, however, continue to be made to bridge the gap between the revenue and expenditure by enhancing the taxes with due

regard to economic conditions by tapping new sources of revenue where possible and by effecting economies in expenditure without affecting the standard of service.

(*Ministry of Home Affairs O. M. No. F. 8/2/59-ACC dated 31st May, 1960.*)

36 76 As all the Union Territories except Delhi are backward, the pace of development in these territories should be stepped up to make up the leeway of ages. For this purpose, the Committee recommend that a comprehensive perspective plan for the Union Territories should be drawn up which should then be suitably phased over several Five Year Plans, according to the availability of resources in men, material and money.

The First and Second Five Year Plans aimed at developing the economy of these territories and this process would be accelerated during the Third Five Year Plan period. Long-term planning is, however, a subject which calls for prolonged studies in several fields of development. As stated by the Planning Commission in their reply to recommendation No. 32 contained in the 21st Report (Second Lok Sabha) of the Estimates Committee, the Commission is already seized of this problem and has worked out projection in certain fields. When more projections of this kind become available, it may be possible to use them as guide lines for drawing up comprehensive long-term or perspective plans for different areas of the country including the Union Territories. It may also be possible to use the information which may become available as a result of the techno-economic surveys of some of the territories in drawing up such plans for those territories. In the meantime, wherever possible, efforts will



be made to draw up long-term plans in selected fields and ultimately to integrate them into the comprehensive perspective plans.

(*Ministry of Home Affairs O. M. No. F. 8/2/59-ACC dated 31st May, 1960.*)

The Ministry of Finance have examined the cost of civil Administration in Delhi and are satisfied that the present expenditure on this account cannot be regarded as excessive and that there is no immediate scope for further reduction on account of the transfer of certain functions to the Corporation. As regards the territories of Himachal Pradesh, Manipur and Tripura, the following specific points are proposed to be examined :—

- (a) Whether the expenditure of Himachal Pradesh Administration on Civil Administration is excessive, having regard to the needs of the territory.
- (b) Whether the decrease in expenditure on Civil Administration in the territories of Himachal Pradesh, Manipur and Tripura has been in proportion to the amount of work and the number of staff transferred to the Territorial Councils.

The Ministry of Finance have agreed to associate themselves with this work and a team consisting

The figures of expenditure on social services and civil administration of Union Territories given in para 77 show that the position in Delhi and Himachal Pradesh is not very satisfactory in so far as civil Administration of these Territories still accounts for as high a percentage of expenditure as 38 and 35 respectively.

The expenditure on civil administration for the territory of Delhi in 1957-58 was Rs. 276.15 lakhs as against that of Rs. 353.52 lakhs on social services. The Committee consider it rather high. The Committee would like the question to be examined by the Ministry of Finance whether the decrease in the expenditure on Civil Administration in the Territories of Delhi, Himachal Pradesh, Manipur and Tripura has been in proportion to the amount of work and the number of staff transferred to the Municipal Corporation/Territorial Councils.

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of two officers of the Finance Ministry (including one from the SR Unit) and an officer of the Home Ministry will be shortly proceeding to these territories to make an on-the spot review.

(*Ministry of Home Affairs O. M. No. F. 8/2/59-ACC dated 31st May, 1960.*)

(*Further information called for by the Committee*)

The progress made in regard to the proposed review and the results thereof may be indicated.

(*L.S.S. O.M. No. 7-ECII/60 dated 4th January 1961.*)

An Officer who has been trained by the S.R.U. of the Ministry of Finance in work study will be shortly visiting the Territories to conduct the necessary review. He will keep closely in touch with a senior officer of the S.R.U. as regards the methods to be employed, the manner of gathering data, etc. The results of his study will be reviewed jointly by senior officers of the Ministries of Home Affairs and Finance who will visit the Territories for the purpose.

(*Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 23rd January, 1961.*)

The Committee do not consider the arrangements whereby the Union Territories of Manipur and Tripura have to depend on officers borrowed from adjoining States as

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The feasibility of establishing joint cadets for Manipur with Assam and for Tripura with West Bengal has been carefully considered. Under the Himachal Pradesh, Manipur and Tripura

satisfactory. They would suggest that the Ministry might take up the question of establishing joint cadres for Manipur with Assam and Tripura with West Bengal with the respective State Governments as this would solve the problem in the long run.

Public Employment (Requirement as to Residence) Rules 1959, recruitment to non-gazetted posts, the minimum pay of which does not exceed Rs. 300/- per mensem, and also to the posts of Tehsildars has to be normally confined to those possessing the prescribed residential qualifications. Setting up of joint-cadres with the neighbouring States in respect of such posts is not, therefore, consistent with the Scheme of these Rules which were issued under the Public Employment (Requirement as to Residence) Act, 1957. So far as the higher posts are concerned, a certain number has been reserved for being filled by officers of the Indian Frontier Administrative Service. Similarly, gazetted engineering posts in these territories are being manned by officers of the Central Public Works Department on deputation, to the extent necessary, and gazetted posts in the Medical and Health Departments are to be manned by the officers of the Central Health Service. The scope for setting up joint cadres with the neighbouring States in the higher posts is, therefore, limited. In view of this, and the general consideration set out in the reply to recommendation No. 40, it has not been found feasible to pursue this matter.

*(Ministry of Home Affairs O. M. No. F. 7/59/60-ACC dated 30th November, 1960.)*

40 86 The Union Territories have, at present, to depend on the adjoining States for their require-

The question of providing the requirements of Union territories for officers of the State Civil

ments of officers of the State Civil Service Grade with the result that difficulties are often experienced in getting officers at the proper time. Also, people are generally unwilling to go on deputation to serve in the remote areas of these Territories. The Committee, therefore, suggest that the question of providing the requirements of Union Territories for officers of the State Civil Service grade by having a joint cadre with the adjoining States may be examined.

Service grade by joint cadres with the adjoining States has been carefully examined. A joint State Civil Service cadre is being set up for Delhi and Himachal Pradesh. In Manipur some of the posts which are normally included in State Civil Service have been encadred in the Indian Frontier Administrative Service and some of the remaining posts have been filled either by promotion or by direct recruitment. In Tripura also a number of such posts have been filled by direct recruitment or promotion. The policy of the Government of India has been that consistent with the essential requirements of efficiency, administrative services in the Union territories should be manned, as far as practicable, by local people. It is in pursuance of this policy that provision was made in the Public Employment (Requirement as to Residence) Act, 1957, to enable the Government of India to prescribe residential qualifications in respect of certain services in Himachal Pradesh, Manipur and Tripura, and rules to which reference has been made in the reply to recommendation No. 39 were issued to give effect to this policy. Local sentiment in the territories is strongly opposed to arrangements under which administrative posts in the territories may be included in a Service cadre in which local interests may not find adequate representation or protection and

which may be controlled by the adjoining State. In the circumstances, it has not been found practicable to have joint State Civil Service cadres. To the extent necessary, however, services of officers from the adjoining States are secured on deputation and as a result of discussions in the Zonal Councils the State Governments concerned have agreed to assist, as far as practicable, the Administrations of Union Territories in this behalf.

So far as the Islands are concerned, the number of posts of the type ordinarily included in the State Civil Service is rather small and it is considered that there will be no particular advantage in including these posts in a joint cadre.

(Ministry of Home Affairs O.M. No. F. 7159/60-ACC dated 30th November, 1960.)

46 95 The Committee further suggest that some special training courses might be arranged for Scheduled Castes and Scheduled Tribes people so as to make them fit for various kinds of jobs. Attention is invited to the following recommendation made by the Committee in para 66 of their 48th Report (Second Lok Sabha) :—

The feasibility of starting pre-examination coaching classes for selected students of Scheduled Castes and Scheduled Tribes who wish to appear for All-India and Central Services examinations is being explored. It would not, however, be practicable to institute similar classes for departmental examinations. Attention is invited to the following reply of the Government to the recommendation contained in para 66 of the Committee's 48th Report (Second Lok Sabha) :—

"The Committee suggest that all the Universities, Departments or institutions con-

"(1) As regards the suggestion that all the Universities may be asked to make arrangements

cerned may be asked to make arrangements to coach these students for the various competitive examinations and that for departmental examinations for promotions, coaching classes should be arranged by the Ministries/Departments for their Scheduled Caste and Scheduled Tribe employees."

to coach Scheduled Caste and Scheduled Tribe students for competitive examinations, it may be mentioned that we have already suggested to the State Governments that they may enquire from the Universities located in their jurisdiction whether they would be willing to provide pre-examination coaching to selected students of Scheduled Castes and Scheduled Tribes to prepare them for All-India and Central Services Examination on the lines of pre-examination training, conducted by the University of Allahabad

(2) It would not be practicable for Ministries/Departments to make arrangements for coaching employees for departmental examination. In 1955-56, grant-in-aid was sanctioned in favour of a non-official organisation for running coaching classes but they could not implement the scheme."

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC  
31st May, 1960.*)

47 97 In view of the special relationship between the Parliament and the Union Territories, the Committee suggest that the annual reports

The Annual Administration Reports of the Union Territories are prepared in respect of each financial year. It will not, therefore, be possible to

furnished by the Administrators of Union Territories to the Ministry of Home Affairs should be published separately and laid before the Houses of Parliament along with the Annual Reports of the Ministry itself instead of giving sketchy description of the developments in the various territories as an Appendix to the annual reports of the Ministry.

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The Committee are of the view that in matters of education, Delhi should set an example to other States. Complete literacy should not be difficult to achieve since a major portion of the population is urban. An intensive effort should be made by the Administration, in collaboration with the Municipal Corporation, to see that the entire population is made literate within a target date to be fixed for the purpose. The Committee further suggest that the Administration should maintain some sort of continuous follow up to see that people once made literate do not relapse into illiteracy. They should, therefore, be kept posted with literature suitable for neoliterates and further, be associated in some manner with the social education drive itself.

circulate these reports to the Members of Parliament during the Budget Session along with the Annual Reports of Ministers. It is proposed to circulate the Annual Reports of the Administrators to the Members of Parliament during the Winter Session.

(Ministry of Home Affairs O. M. No. 7159/60-ACC dated 4th November, 1960.)

As observed by the Committee in para 106 of the Report, the literacy percentage in Delhi is already higher than in some other Union Territories and States. For achieving complete literacy in the territory, it is necessary to introduce a scheme of compulsory primary education and also to intensify the programme of Social Education. The necessary law to provide for compulsion in the matter of primary education in Delhi has been enacted. A phased programme for introducing compulsory education for children in the age group of 6 to 11 years has also been drawn up and it is hoped to cover the entire territory under this programme in a period of 5 years *i.e.*, by the 31st March, 1966.

However, it is not possible to set a target date by which the entire population can be made literate. For the total abolition of illiteracy a double-pronged effort is necessary—compulsory school education and an intensive literacy campaign for adults. While the former is in sight, there is no hope in the near future of a decisive literacy effort for the adults, for the simple reason that the fund\*

provided for social education in the Third Plan may even be smaller than those provided for it in the Second Plan. Further this needs to be viewed against the background of continuous influx of population in Delhi and therefore, presumably, an increasing number of adult illiterates in the territory.

*(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 4th November, 1960.)*

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Basic education does not appear to have made much progress in the urban areas of Delhi. The Committee suggest that the Ministry should take up this matter with the Ministry of Education so that some of the existing primary schools in urban areas could be converted into basic schools.

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In order to ensure the maximum possible uniformity in the standards of education imparted in basic and non-basic schools, an integrated syllabus for both these types of schools in Delhi has been drawn up and introduced in the first, second and fifth classes in the urban as well as rural areas. It will be introduced in the third, fourth, sixth, seventh and eighth classes from the next academic year. This would, in effect, meet the object the Committee had in view while recommending that some of the existing primary schools in urban areas of Delhi should be converted into basic schools.

*(Ministry of Home Affairs O.M. No. 7/59/60-ACC 4th November, 1960.)*



As stated in the reply to recommendation No. 2 the Ministry of Home Affairs being the Ministry in overall charge of the Union Territories is responsible for co-ordinating policies and plans relating to the territories. Otherwise, as explained by the representative of the Ministry of Home Affairs before the Committee, the responsibility for medical services in Delhi in the Central sphere lies with the Ministry of Health. This position has been brought to the notice of the Ministry of Health and the local Administration.

*(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 4th November, 1960.)*

The feasibility of transferring the Maulana Azad Medical College to the Delhi University has been examined. This Medical College is functioning in association with the Irwin Hospital which provides the necessary beds for teaching purposes in accordance with the recommendations of the Medical Council of India. The Irwin Hospital is under the Administrative Control of the Delhi Administration and in the interest of the smooth working of the Medical College it is considered necessary that both the institutions should continue to be under the same authority.

*(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)*

The Committee consider it unfortunate that in regard to medical services in the Territory of Delhi which is itself the seat of the Central Government, there should be a blurring of responsibilities among the Central Ministries. The Committee suggest that the entire responsibility in all matters concerning medical services in Delhi should lie with the Ministry of Health, in the Central sphere.

The Committee suggest that the feasibility of transferring the Maulana Azad Medical College to the Delhi University might be examined.

The Committee suggest that the question of setting up Industrial Estates (as in Delhi) in

Provision has been included in the Second Five Year Plan for setting up an Industrial Estate in each of

some of the other Union Territories wherever conditions are favourable for this purpose, might be examined by the Ministry in consultation with the Ministry of Commerce & Industry.

the territories of Himachal Pradesh and Tripura. Work on these schemes is already in progress and it is expected that the Estates would be set up by the end of the Plan period. The possibility of setting up similar Estates in the other territories, namely, Manipur, Andaman & Nicobar Islands and Laccadive, Minicoy & Amindivi Islands has been explored in consultation with the Administrations and the Ministry of Commerce and Industry. It is found that the conditions in these territories are not favourable for setting up of Industrial Estates immediately.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960*).

The Committee understand that the Delhi Milk Supply Scheme is proposed to be run departmentally at present though ultimately it is proposed to hand over to a statutory board to be constituted for the purpose. The Committee suggest that it might be advisable to have such a Board right from the beginning as departmental execution of such schemes is likely to lead to waste.

It has been decided to operate the Delhi Milk Supply Scheme departmentally for the first year or so to gain experience of its working and also to know what would be the most suitable permanent set-up for operating it. This decision is in conformity with the practice followed in the case of both the Bombay and Calcutta Schemes. These schemes have been operated departmentally for a number of years. The Committee have themselves, in the concluding sentence of para 132 of their Report, suggested that "the experience gained and the techniques employed at the Aarey Milk

Colony near Bombay might be usefully utilised in implementing the scheme." The mode of operating the Delhi Milk supply scheme is not different from that in respect of the Bombay Milk Scheme.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)

The Committee are sorry to note that though there has been a steep rise in expenditure on Delhi Police during the last three years, the crime situation has, on the other hand, become worse in certain aspects. The Committee view this state of affairs with concern and suggest that the Ministry should look into the matter carefully and take remedial measures to tighten up the organisation of the Delhi Police so that the growing incidence of crime in the Capital is effectively checked. The system of night patrolling by Police constables in New Delhi appears to be slack and needs to be tightened up. Similarly the malpractice of unauthorised cutting of trees, which is quite prevalent, needs to be checked.

The rise in the expenditure on the Delhi Police from 27.64 lakhs in 1945-46 to Rs. 179.89 lakhs in 1958-59 was mainly due to the following factors :

- (a) increase in the size of the Police Force from the prepartition strength of about 3,500 to about 11,000 in 1958-59; and
- (b) revision in scales of pay and allowance in 1947-48 on the recommendations of the first Pay Commission, which had the effect of more than doubling the emoluments of the Police personnel particularly in the lower grades.

As stated in para 143 of the Estimates Committee's Report the population of Delhi rose from about 9 lakhs in 1941 to about 23 lakhs in 1958. The bulk of this increase was registered after independence and occurred in the urban areas. It need hardly be stressed that the strength of the Police required for urban areas is much larger than that for rural areas. For instance, during pre-independence days, only 300 Police personnel

were<sup>1</sup> deployed in the rural areas of Delhi, which had a population of about 4 lakhs and the rest of the Police Force numbering nearly 3,200 was utilised in the urban area which had a population of 5 lakhs. It is estimated that, by the middle of 1958, the urban population of Delhi had increased to about 3 1/2 times the population in 1945-46.

However, the strength of the Police in force 1958-59 was only 3 times the strength in 1945-46. On a rough estimate, nearly 2,000 police personnel are deployed on various special assignments which have devolved on the Delhi Police since Independence on account of the national and international importance acquired by the city. The rest of the Police Force comprising about 9,000 personnel is not excessive having regard to the normal requirements of law and order and traffic problems of the city ; nor can the present expenditure on the Police Force be considered disproportionately high for its present size. ■■

So far as the crime situation is concerned, in the case of a growing city like Delhi, a mere comparison between the figures for the various years will not yield the correct picture. For the proper appraisal of the situation it is necessary to take into account the rapid increase in population, which has been taking place year after year. If

this fact is taken into account, it would be clear that the crime position in Delhi has not shown any sign of deterioration in recent years. For example there were 6 dacoities in the years 1956, 1957 and 1958—an average of 2 per year and none in 1959. The annual average of dacoities during the period 1945-55 was 9. If the increase in population is taken into account, the incidence of dacoity during the period of 1956-1957 would only be about 1/8th of what it was during the period 1945-55. Similarly, the average rate of murders during 1956-59 was 2.9 per lakh of population. With the exception of 1955, the rate was much higher during the period 1945-55. The average number of thefts per lakh of population during the period 1956-58 was 231. During the year 1959 it was even lower namely 224 per lakh of population. This was slightly higher than the average of 211 for the years 1952-55 but was much lower than the figures for the years 1945-51. Moreover, the percentage of recoveries of stolen property has risen steadily from 14.1 in 1951 to 36 in 1959. Also, the number of thefts showed a decline during 1959—the number being 5,604 as against 5,993 during 1958.

While taking the above figures into account, note has to be taken of the fact that with the provision of additional facilities, such as Flying Squads, the reporting and registration of crimes has shown a considerable increase. As against 3,573 calls in 1957, 7,971 calls were made on the Flying

Squads in 1958 and 8,762 calls during 1959. Apart from this, the growth of new colonies and the presence of a substantial population of a floating nature, such as labourers employed on construction works, tend to aggravate the crime situation.

In spite of these difficulties, the overall crime figures have shown a distinct improvement in recent times. While efforts must always be made to improve the position further, the present performance of the Delhi Police compares favourably with that of the Police elsewhere.

In the New Delhi area, there is adequate patrolling by the Police not only by night but in many places even by day. The Delhi Police follow the well-tried out system known as the 'Dis System' throughout the territory, which ensures systematic patrolling and supervision.

So far as unauthorised cutting of trees is concerned, normally, nowhere are the Police expected to take cognizance of such acts on their own. The trees belong to local bodies or private individuals and the occasion for the Police to take action arises only in the event of a complaint being made to them. However, cases of this nature reported to

the Police are investigated. For instance, in 1958, 8 such cases were reported; one of these was found to be false and out of the remaining 7, 3 ended in conviction.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.*)

80 162 ✓  
The Committee suggest that the question of combining the Public Relations Committee and the Industrial Advisory Board into one Committee with two sections, if necessary, under one Chairman with a view to effecting economy and improving efficiency, may be examined.

The recommendation has been carefully considered. As explained in Appendix XV of the Estimates Committee's Report, the functions of the Public Relations Committee and the Industrial Advisory Board are entirely dis-similar. It is, therefore, necessary that these two bodies should function as separate entities.

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The feasibility of having a common Chairman for these two bodies has also been examined. The Chairman of the Public Relations Committee is also the Chairman or member of a number of other committees e.g. the Rural Development Committee, Development Advisory Board, Prohibition Committee, Labour Advisory Board, Harijan Welfare Board, National Savings Advisory Committee, etc. In addition he advises the Chief Commissioner on matters relating to publicity, publications, newspapers and periodicals agriculture, veterinary, fisheries, community projects, loans under the Community Development/National Extension Service Programme, etc. The Chairman of the Industrial Advisory Board

is also concerned with a large number of committees such as Cottage Industries and Handicrafts Committee, Khadi and Village Industries Committee, Handloom Committee, State aid to Small Scale and Cottage Industries Advisory Board, Jail Advisory Committee, Political Sufferers' Relief Committee, Co-operative Council etc. He also advises the Chief Commissioner on matters relating to re-settlement and employment, industries, boilers and factories, food products, trade employees, Low Cost Housing scheme and cooperative societies.

Both the Chairmen are empowered to accord administrative approval to schemes relating to subjects with which they are concerned and costing Rs. 25,000 or less. These functions keep both of them fully occupied and, in the interest of efficiency, their continuance is considered necessary.

*(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 4th November, 1960.)*

The Committee find that although the expenditure on road construction in the First Plan

The matter has been carefully investigated. It is found that the Plan target in respect of the First



period was 96% of the ceiling, the physical progress was very poor as only 790 miles of roads were either constructed or improved out of a target of 1,500 miles. The Committee were given to understand that this was due to higher cost on construction and improvement than what was originally visualised. The Committee do not consider this satisfactory and suggest that the matter should be investigated to find out whether apart from the hilly terrain of the region, there were other causes leading to the abnormal rise in the cost of road construction and improvement in the First Plan and to that end comparison should be made of the cost of road construction in other hilly regions, with the cost incurred in Himachal Pradesh.

Five Year Plan and the actual achievements during the period of the Plan were as follows :-

Nature of Roads	Plan target (In miles)	Achievements (In miles)
Construction of motorable roads	239	185
Improvement of existing motorable roads	273	180
Construction of jeepable roads		425
Construction of roads below the standard of jeepable roads	926	710
TOTAL	1,438	1,500

It will be seen that although the mileage of motorable roads constructed and improved was only 365 miles as against the Plan target of 512 miles, 425 miles of jeepable roads also have been constructed. Thus the total mileage of roads for vehicular traffic constructed or improved was 790 miles as against the Plan target of 512 miles. The physical progress has, therefore, been quite satisfactory. The cost of construction has also been

looked into in consultation with the Ministry of Transport and not found to be excessive in view of the difficult terrain of the territory.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.*)

89 183 The Committee would like the Ministry of Health to arrange for an early survey of the exact incidence of venereal diseases, T. B. and leprosy in Himachal Pradesh and prepare necessary schemes for their eradication on a planned basis.

Extensive V. D. surveys have been conducted in Himachal Pradesh since 1949 and these form the basis of the work since being carried on by the V. D. Organisation of the Administration. Under the scheme now under implementation, a number of V. D. Clinics have been set up in the Districts. Moreover, an intensive V. D. Control and Eradication Programme is being implemented in the highly infected District of Mahasu. The entire work is proceeding on a planned basis under a full-time Venereologist. In view of this, it is not considered necessary to have at this stage any further survey regarding the incidence of the disease or any additional scheme for its eradication.

A comprehensive Tuberculosis Survey on a sampling basis would not be practicable in Himachal Pradesh because of the hilly terrain and paucity of good roads which make most population groups inaccessible to a Mobile X-Ray Unit. However, the data of tuberculin positivity obtained from the

Mass B.C.G. Campaign could be useful. Based on a comparison of tuberculin positivity figure in Himachal Pradesh with that of areas where a survey has been possible, 1 to 2 percent of the population of the territory is estimated to be suffering from "active" or "probably active" disease. The Administration have already taken a number of steps for the control and treatment of the disease. A number of B. C. G. teams have been organised and are carrying out vaccination throughout the territory. A T.B. Sanatorium has been set up at Mandhodhar and provision has been made for 10 bedded isolation wards for the treatment of T.B. cases in 3 district hospitals. T. B. Clinics have also been set up at district hospitals and a scheme for T. B. Survey and Domiciliary Care has already been in operation in the territory. The steps taken so far by the Administration to control tuberculosis are in line with the National T. B. Programme. It is necessary to intensify these measures and the position is being reviewed from time to time with this object in view. This matter will receive further consideration in the preparation of the Third Five Year Plan.

So far as leprosy is concerned, sample surveys have been conducted in the territory by the Gandhi Foundation, Wardha. These surveys revealed that the incidence of the disease varied from 0.05 to 1.5%. Under the Leprosy Control Programme leprosy clinics have already been established in all the district headquarters and a number of sub-centres have been opened in the Mahasu, Mandi

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and Sirmur Districts. Sub-centres have also been opened in the Chini and Pangri areas under the Welfare Programme for Scheduled Tribes. It is proposed to intensify the Leprosy Control Programme further in the Third Five Year Plan.

*(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)*

93 The Committee are of the view that there is no justification for a full-fledged Directorate of Education to continue in Himachal Pradesh since education upto the secondary stage has been transferred to the Territorial Council. Considerable economies are possible and should be effected at the time of reorganising the administrative set up.

189 Consequent on the transfer of educational institutions upto secondary stage to the Territorial Council, the posts of Deputy Director and Assistant Director of Education have been abolished. The staff of the Directorate has also been reduced by 50%. It is, however, not possible to do away with the post of Director of Education without detriment to the cause of education, as the Administration is still in charge of university education, training institutions, libraries, Audio-Visual education, primary schools in tribal areas, etc. Apart from this, the Directorate has to handle various other items of the work like award and payment of scholarships and stipends for university and technical education, organisation of seminars and refresher courses for teachers, recognition of private schools, administration of N.C.C. and P.C.C, issuing of directions to the Territorial Council

in the matter of curriculum text books, standards of assessment, standards of teaching, etc. The strength of the Directorate has already been reduced to the minimum and in view of the fact that there are no Deputy Director and Assistant Directors in this Directorate, the organisation is no longer a full-fledged one.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)

94                      190                      The Committee recommend that a target date should be fixed for extending free and compulsory education to all children upto the age of fourteen in Himachal Pradesh. The feasibility of fixing suitable target dates for other Union territories also may be examined by the Ministry of Home Affairs in consultation with the Ministry of Education.

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The facility of free education is now available to all children in the Union territories upto the 8th class (corresponding to the age of 14 years) except in the urban areas of Delhi where it is available to children upto the 5th class (corresponding to the age of 11 years). The question of extending free education to children upto the 8th class in the urban areas of Delhi, to the extent possible within the available financial resources, is being examined \*

The feasibility of introducing compulsory education for children upto the age of 14 years in the Union territories has been examined. It is found that, with the exception of Delhi where compulsory education is proposed to be extended to all children upto the age of 11 years by the

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\* Government have since announced that education will be free upto Class VIII in Government and Government-aided schools in the Union Territory of Delhi with effect from the next school session commencing on May 1, 1961.

31st March, 1966, the conditions in the other territories are still not ripe for introduction of compulsion. Efforts are, however, being made to enlarge the educational facilities for children in the lower age group in these territories as quickly as possible. The question of introducing compulsion upto the age of 14 years and fixing a target date for this purpose can be considered only after the existing educational facilities have been adequately expanded and compulsory education is introduced effectively for children in the age group of 6 to 11 in the first instance.

(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 4th November, 1960.)

104 211 The Committee suggest that as and when people in an area are persuaded to settle down and give up Jhumming cultivation, the survey and settlement operations should also be completed simultaneously.

The survey and settlement operations which are now being carried on in Manipur will be confined to the valley portion which is about 700 sq. miles and will take about six years to complete. The Jhumias are, however, being settled not in the valley but in the hill areas. It will take some time before the present survey and settlement operations are extended to the hill areas.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1960.)

229 The Committee recommend that the feasibility of establishing a rail link between Imphal and Dimapur should be examined by the Ministry of Home Affairs in consultation with the Ministry of Railways with a view to see whether the project can be taken up for execution in the Third Plan. In the meantime the existing road link between Imphal and Dimapur should be suitably strengthened so that the route remains open throughout the year.

The feasibility of establishing a rail link between Imphal and Dimapur has been examined in consultation with the Ministry of Railways. It is estimated that the construction of the rail link would entail a large number of tunnels, some of them very long and the cost of construction of the line would be very high. On a rough estimate, it would amount to nearly Rs. 30 crores for a 150 mile route. The maintenance of such a line would also be very expensive. The railway line will be restrictive in transport capacity. On the whole, this will be a very uneconomic project and it would be difficult to take it up during the third Plan.

The question of suitably strengthening the existing road link between Imphal and Dimapur has been engaging the attention of the Government of India. In certain sections the road has to pass through hilly areas and the nature of the soil and geological formation of some of these areas is such that the whole hill-face becomes soft during the monsoon and starts sliding down. Efforts to find satisfactory diversions in order to avoid unstable hill sections have been made in consultation with the Geological Survey of India but it has not been possible to find a suitable alternative alignment. Occasional interruptions of traffic on this road cannot, therefore, be avoided altogether and the best that can be done is to minimise the duration of the hold-ups by expeditious repairs.

(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC. dated 31st May, 1960.)

114            230            The Committee recommend that on account of the weather conditions in the area, the safety and security of the people travelling by the Calcutta-Imphal service should be given greater attention particularly in regard to the type of aircraft in operation. The question of providing subsidised services on this route for students and tourists should also be re-examined by the Ministry of Transport and Communications. Further, the Committee understand that some private companies are prepared to operate on this route. They, therefore, suggest that the question of allowing the private companies to do so might be carefully considered, if the Govt. is not in a position to increase the existing facilities.

The recommendation has been carefully considered in consultation with the Ministry of Transport and Communications. Dakota aircraft have been in use on the Calcutta-Imphal route for a long time and this type of aircraft cannot be considered as unsuitable from the point of view of safety and security of the passengers. Any other type of aircraft will also be subject to adverse weather conditions which prevail on this route. It may, however, be stated that the Indian Airlines Corporation have plans to introduce a Skymaster service on the Calcutta-Gauhati route as soon as the runway at Gauhati has been suitably lengthened and strengthened. This work is in progress and is likely to be completed by the middle of 1960. In January 1960 the IAC have, with the approval of the Central Govt., placed an order for five Fokker Friendship aircraft, which are expected to be received by the middle of 1961. The Corporation propose to utilize these twin-engined turbo-prop aircraft, with pressurized cabins and fitted with Stormwarning Radars also in the Eastern Region ; but it is too early to specify the particular routes for the new aircraft. Steps are also being taken to improve weather forecasting facilities in the Assam area. A radar has been installed at Gauhati. It is proposed



to link Gauhati, Mohanbari, Agartala, Bagdogra and Imphal so that circles of radar studies cover the entire Assam and NEFA region. On account of the hilly terrain of the area, the possibility of securing special 'vertical' type radars for installation in these stations is also under investigation.

As regards the question of providing subsidised services on the Calcutta-Imphal route for students and tourists, it may be mentioned that the fares charged by the Indian Airlines Corporation are already low and there is no scope for further reduction in the present level of fares. During the year 1957-58, the Indian Airlines Corporation incurred an overall loss of Rs. 31.92 lakhs in operating the passenger services in the Assam-Manipur-Tripura area. As the corporation has to be run on business lines, the management cannot reasonably be expected to increase the losses by reducing the fares which are already low. Consequently, it would not be possible to offer concessional fares either to students or to tourists beyond the normal concessions permissible to students between their home and the place of study.

Under the Industrial Policy Resolution of Govt., the air transport industry is in the public sector and under section 18 of the Air Corporation Act, 1953, the operation of scheduled Air Services within India is reserved for the nationalised corporation. In the circumstances, the suggestion that air services in any sector which are

operated at a loss should be handed over to independent operators will not be in keeping with Government policy on nationalised air transport. It may be mentioned that the Calcutta-Imphal route is not the only sector which is operating at a loss.

(*Ministry of Home Affairs O.M. No. F. 8/2/59-ACC, dated 31st May, 1960.*)

140 The music of Tripura has an appeal and charm which is unrivalled. The Sangeet Natak Akademi might consider as to how further encouragement could be given to this art.

282 The recommendation has been brought to the notice of the Sangeet Natak Akademi.

(*Ministry of Home Affairs O.M. No. F.8/2/59-ACC, dated 31st May, 1960.*)

141 The Committee suggest that the proposed legislation for setting up of Gram Panchayats in Tripura should be finalised early and that Town Area Committees should also be set up in small towns as early as possible.

283 The U.P. Panchayat Raj Act has since been extended to the Union Territory of Tripura. It is proposed to extend the Bengal Municipal Act, 1932, to this territory. As the Bengal Act contains provisions for setting up of municipalities with powers similar to those of small Town/Notified Area Committees, it is not considered necessary to extend a separate Town Area Committees Act. The object in view will be served with the extension of the Bengal Municipal Act, 1932.

(*Ministry of Home Affairs O.M. No. F. 7/59/60-ACC, dated 4th November, 1960.*)

143 The Committee consider the progress in the colonisation and settlement of Jhumias as not very satisfactory and suggest that a phased programme should be laid down for colonisation and settlement of the entire Jhumia population during the course of the Third Plan period.

285 A phased programme for settlement of Jhumias in Tripura already exists. According to the 1951 census, it was estimated that there were about 21,000 Jhumia families in the territory who were accustomed to practising shifting cultivation. During the First Five Year Plan, 2,342 families were settled; during the first 4 years of the Second Five Year Plan, 9,198 families were settled and it is expected that another 1,992 families would be settled during the current year. Provision is proposed to be made in the Third Five Year Plan for the settlement of the remaining Jhumia families.

(*Ministry of Home Affairs O.M. No. F. 7/59/60-ACC, dated 4th November, 1960.*)

144 The Committee feel that the progress of the low income group housing scheme in Tripura has been very slow and suggest that better attention be paid to this problem and that more houses be constructed at a cheaper cost by utilising mostly the materials locally available.

286 The progress of the Low Income Group Housing Scheme in Tripura has been satisfactory. As against their original second plan provision of Rs. 3.40 lakhs, the Administration had incurred an expenditure of Rs. 3.07 lakhs during the first three years of the Plan. In view of the considerable demand for loans under the scheme, it was decided to increase the plan provision and it is expected that, by the end of the Plan period, the Administration would be incurring an expenditure of Rs. 5.53 lakhs on this scheme.

The Tripura Administration have intimated that the Estimates Committee's recommendation, namely, that the borrowers should be persua-

ded to utilise, as far as practicable, locally available material is being kept in view.

(*Ministry of Home Affairs O.M. No. F-7/59/60-ACC, dated, 4th November, 1960.*)

The question of mechanising road construction work in the Islands has been considered in consultation with the Ministry of Transport and Communications. Two bulldozers have already been acquired and are being despatched to the Islands. Efforts are being made to acquire two more bulldozers for the Islands.

At the beginning of the year 1959-60, the Public Works Department of the Islands comprised only two divisions each under an Executive Engineer. Since then, two more divisions have been sanctioned and the Department has been placed under a Principal Engineering Officer of the status of Superintending Engineer. It is hoped that these measures would go a long way in accelerating the tempo of road construction work in the Islands.

As regards the observation contained in para 38 of the 59th Report (1st Lok Sabha) of the Committee, attention is invited to reply given by the Ministry of Transport and Communications

289 The Committee regret to note that steps were not taken in time to overcome the difficulties in road construction schemes in Andaman and Nicobar Islands and that a major portion of the allocations made for road schemes in the First Plan has to be surrendered. The Committee suggest that the Ministry should take up the question of mechanisation of road construction work with the Ministry of Transport and Communications so that proper plans are drawn up in this regard and the necessary equipment, machinery and staff is provided to the Administration for accelerating the tempo of work.

In this connection, the Committee would like to draw attention to para 38 of their 59th Report (First Lok Sabha) which reads as follows:

“The Committee regret to observe that lack of an overall survey of the islands, has been responsible for slow progress of

road construction work there. They feel that a detailed and overall geographical survey of the islands is a prerequisite and, therefore, recommend that the Government should carry out this job very expeditiously before any major plans of colonisation and settlement can be given practical shape. The Committee hope that once this is done, the islands will be well served with good roads and will attract settlers."

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308 The Committee suggest that attempts should be made to set up forest co-operative societies in a few villages in the A. & N. Islands for taking up the extraction of logs from forests and export thereof so as to ameliorate the economic conditions of the people through their joint efforts. These might be of a multi-purpose character so as to cater to the other needs of the people also. The technical advice of the Bombay Government which has developed forest co-operatives successfully may be obtained.

from which it will be seen that the Survey of India have already undertaken the survey of the Islands and the work is in progress.

(Ministry of Home Affairs O.M. No. F.8/2/59-ACC, dated 31st May, 1960.)

The feasibility of setting up forest co-operative societies in the Islands has been carefully examined in the light of the steps taken in this direction in the former State of Bombay. At present, the bulk of the forest labourers employed in the Islands are recruited from the mainland on a yearly basis. Unlike the forest labourers in the Bombay State, who have the advantage of being able to work continuously in the same forest area, the labourers working in the Islands are not in a position to organise their work on co-operative lines because of the temporary nature of their stay in the Islands. Hence, there is little scope for setting up forest co-operative societies in the Islands so long as the recruitment of labourers continues on the present pattern.

(Ministry of Home Affairs O.M. No. F.7/59/60-ACC, dated 4th November 1960.)

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312 The Committee are of the view that the A. & N. Islands are capable of providing substantial portion of the Railway's requirements for sleepers. They have already recommended in para 75 of their 21st Report (first Lok Sabha) that "it is highly desirable that the forests (in Andaman and Nicobar Islands) are all primarily reserved for the Railways". The Committee, therefore suggest that it would be useful for the I.G. (Forests) to pay a visit to the Islands along with Railway experts to see how the supply of timber to the Railways could be improved.

The supply of sleepers for the Indian Railways from the Andaman Islands is subject to a number of limiting factors. Firstly, the supplies have to be found from the timber extracted by the Forest Department which, during the recent years, has been ranging between 45 to 50 thousand tons per annum. Out of this, the timber suitable for the plywood and match industries is required to be exported to the mainland to maintain supplies essential for the continuance of these industries. Of the balance, only a portion is available for conversion into sleepers. Secondly, the Railways would like to take sleepers subjected to preservative treatment. However, the main difficulty which was standing in the way of making firm arrangements with the Railways was the question of price. The high freight on timber from the Islands has been a deterrent factor in finding competitive markets for such timber on the mainland. The Railways are a commercial organisation and are able to meet their requirements of track sleepers without resorting to imports. They were accordingly unwilling to pay higher prices for supplies of sleepers from the Islands. On the other hand, the Forest Department could not also afford to incur losses by lowering the prices below the economic level. The Railway Board have since agreed in principle

making 2,000 tons of treated sleepers (32,000 B.G. equivalents) per annum from the Andamans Forest Department and the basis for price fixation has been agreed to between the Railway Board and the Ministry of Food and Agriculture. The actual price will be determined after verification of the costing data and an examination by the Inspector General of Forests of the possibility of reducing the charges for creosote treatment. The Inspector General of Forests will be visiting the Islands shortly. The Timber Adviser to the Railway Board who was previously the Inspector General of Forests is already familiar with the local conditions in the Islands. It is, therefore, not considered necessary for the Railway expert to visit the Islands at present.

(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 30th November, 1960.)

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In order to attract workers and businessmen, the Committee recommend that the feasibility of establishing a Development Corporation for the A. & N. Islands may be examined so that concentrated attention for the development of industries in the Islands could be ensured.

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The feasibility of establishing a Development Corporation to foster the development of industries in the Islands has been examined. Development of industries is dependent on several factors like the availability of raw materials, man-power and electricity, and also cheap transport from the production centres to the consuming areas. These requirements are lacking in the Islands and it will take time to develop them. There is thus little scope at present for the industrialisation of the Islands on a scale large enough for the establishment of a Development Corporation. The feasibility of setting

up a statutory body for developing the forests and the forest-based industries in the Islands is, however, being considered by the Ministry of Food and Agriculture.

*(Ministry of Home Affairs O.M. No. F.7/59/60-ACC dated 30th November, 1960.)*

161 329 The Committee further suggest that a full-fledged aerodrome might be constructed at Port Blair and for the time being the existing air-strip suitably repaired.

Estimates amounting to Rs. 8.84 lakhs for repairs to the existing runway at Port Blair and for the improvement of the existing drainage system have been approved by the Ministry of Transport and Communications. The work of improving the shorter North-South Runway has started and it is expected that it would soon be ready for aircraft operations by the I.A.C. All other works relating to the improvement of the longer runway and drainage are likely to be completed within a year.

The construction of a full-fledged aerodrome at the present site according to the International Civil Aviation Organisation standards would cost about a crore of rupees and would not be feasible for some time to come.

*(Ministry of Home Affairs O.M. No. F.7/59/60-ACC dated 4th November, 1960.)*



The progress in regard to low income housing scheme in the A. & N. Islands seems to be very poor when compared to the provision of Rs. 16 lakhs made for it in the Second Plan. The Committee, would therefore, suggest that the matter might be taken up by the Ministry with the Ministry of Works, Housing and Supply so that ways and means could be devised to expedite the progress of work in this direction, specially in view of the acute housing shortage in the Islands. If a close examination of the question in consultation with the Ministry of Works, Housing and Supply, shows that it would not be possible to spend the entire provision during the Plan period it should be suitably reduced and the excess amount diverted to other schemes which are ripe for execution. In this connection, the Committee suggest that the question of forming a cooperative housing society or a suitably constituted Housing Board, to give a fillip to the progress of the low income housing scheme may be considered.

The allocation under the Second Five Year Plan for the Low Income Group Housing Scheme in the Andaman and Nicobar Islands has been fixed at Rs. 9 lakhs. For the first two years of the Second Plan period, no progress in the implementation of the scheme could be made mainly due to lack of skilled workers and shortage of building materials. These difficulties have been substantially overcome and the expenditure on the schemes has been satisfactorily progressing during the years 1958-59 and 1959-60. A bigger programme for the year 1960-61 has been prepared and the Administration is making vigorous efforts to carry out the programme. It is expected that the Plan allocation would be substantially utilised by the end of the Second Plan period.

It is felt that, having regard to the existing local conditions, the constitution of a Housing Board for the Islands is not feasible. The Administration has been directed to give all possible assistance to the cooperative societies in the Islands to enable them to benefit from the scheme.

(Ministry of Home Affairs O.M. No. F. 7/59/60-ACC dated 4th November, 1960.)

The Committee would further urge that loans should be given liberally to the 'odam' owners for fitting diesel oil engines to their 'odams' requests for which have been received already by the Administration. In this connection

The recommendation has been examined in consultation with the Ministry of Transport and Communications. It has been found that the Odams belonging to the Laccadive and the Amindivi groups of Island are not sturdy enough to be mechanised. The Mimicoy Odams are

attention is invited to the recommendations made by the Committee in paras 153 and 161 of their 62nd Report (First Lok Sabha).

“.....the feasibility of giving financial assistance for mechanising the sailing vessels, without waiting for the enactment of the proposed legislation should be examined by the Ministry. The Committee feel that it should be possible to do so by departmental action.”

“The Committee suggest that the sailing vessels industry may be regarded as a sort of cottage or village industry and all the necessary assistance and facilities may be given for its preservation and development.”

stronger in build and the Ministry of Transport and Communications has been requested to depute a Technical Officer to examine the feasibility of mechanising them. That Ministry will take up the question of the grant of loans to the Minicoy Odams in the light of the report of the Technical Officer.

(*Ministry of Home Affairs. O.M. No. F-7/59/60-ACC dated the 30th November, 1960.*)

The Committee suggest that the proposal to set apart a section for girls in the boys hostels at Elathur may be examined and implemented early till provision for higher secondary education is made in the Islands.

As stated in the reply to recommendation No. 169 a High School has been set up in the Ameni Island. As a result of this, no girl students are likely to come to the mainland hereafter for high school education. The provision of hostel facilities on the mainland for girls from the Islands is no longer a necessity. The proposal to set apart a section for girls in the boys' hostel at Elathur has, therefore, been dropped.

(Ministry of Home Affairs O.M. No. F-7/59/60-  
ACC dated 4th November, 1960.)

A survey of the incidence of filariasis in the Laccadive, Minicoy and Amindivi Islands conducted in 1958 under the direction of the Assistant Director, National Filaria Control Programme, revealed that the disease was endemic in nine out of the 10 inhabited islands. The control measures suggested in the survey report are being implemented and would be intensified during the third Five Year Plan period. Already nine Health Inspectors have been appointed to attend to the anti-filarial measures and the necessary equipment and stores have been made available to the Administration. It may, however, be mentioned that with the present knowledge of the epidemiology of filariasis and the methods available for its control, the eradication of the disease within a specified time as is technically not possible. However, the control measures now undertaken should prevent spread of the infection.

Leprosy is prevalent in most of the Islands. Leper colonies exist in Minicoy and Androth. There is also a leper colony in Kadamat Island which is now being run by the people themselves. A proposal to take it over under Government control is under consideration. It has been decided to

The Committee are surprised to be informed by the Ministry that it is not possible to indicate the period within which filariasis and leprosy are to be eradicated completely from the L. M. and A. Islands. The Committee suggest that concerted efforts should be made to eradicate these diseases by having first in accurate survey of the prevalence of each disease and of the staff and equipment required and thereafter necessary provisions should be made for their eradication, within a target date according to a phased programme. Feasibility of establishing a full-fledged hospital at Minicoy or Androth which are the two most populous Islands may also be examined by the Ministry of Health.

depute the Assistant-Director General of Health Services (Public Health) to advise the Islands Administration about drawing up a detailed programme for the eradication of the disease.

The feasibility of establishing a full-fledged hospital in one of the Islands has been examined and the dispensary at Minicoy has been upgraded to a 20-bedded hospital.

(Ministry of Home Affairs O.M. No. F.7/59/60-ACC dated 4th November, 1960.)

176 354 As development of fisheries is one of the schemes for the Islands with a large scope for revenue, besides economic development of the people the Committee suggest that :—

(i) Subsidised sale of pablo boats and fishing requisites should be stepped up.

It is recognised that development of fisheries would, in the long run, strengthen the economy of the islanders and suitable schemes for the purpose would be included in the Third Five Year Plan. The suggestions made by the Committee have been carefully considered and the position in regard to these is as follow:—

(i) To begin with, it is proposed to operate 4 pablo boats departmentally in order to test the suitability of these vessels for the Laccadive waters. If the trials prove successful, such boats will be issued to the fishermen with suitable subsidies under the Third Plan schemes.

(ii) Regular training should be given to the Islanders in modern fishing methods.

(iii) The fishermen should be encouraged to form Fishermen's Co-operative Societies for undertaking large scale catching of fish on a commercial scale.

(iv) The feasibility of providing a fish trawler to the Islanders may be examined.

(ii) Twelve Islanders have already been trained and more will be trained in the coming years at the Mechanised Fishing Centre operated at Beypore, Kerala State.

(iii) A scheme for the formation of the co-operatives of fishermen is being worked out and will be implemented as soon as a Cooperative Societies Act is extended to the Islands.

(iv) Owing to the inadequacy of harbour and other facilities in the Islands, it is not feasible to provide a fishing trawler to the Islanders at present. As a first step, exploratory fishing in the waters around the Islands will be arranged through fishing vessels based at Cochin.

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(Ministry of Home Affairs O.M. No. F. 8/2/59-ACC dated 31st May, 1959).

180 359

For an independent appraisal of the welfare scheme undertaken for the Islanders, the Committee consider it desirable to extend the jurisdiction of the Assistant Commissioner for Scheduled Castes and Scheduled Tribes, Kerala to this group of Islands.

All the inhabitants of these Islands are treated as Scheduled Tribes. Thus the entire Administration of this Union Territory is for the welfare of the Scheduled Tribes. It, therefore, does not seem necessary to extend the jurisdiction of the Assistant Commissioner for Scheduled Castes and Scheduled Tribes Kerala to this Union Territory.

(Ministry of Home Affairs O.M. No. F.8/2/59-ACC dated 31st May, 1960.)

IV. REPLIES OF GOVERNMENT WHICH HAVE NOT BEEN FINALLY ACCEPTED BY THE  
COMMITTEE

Serial No. as per Appendix XX to the Report	Reference to para No. of the Report	Summary of recommendation/ conclusion	Government's reply	Comments of the Committee
1	2	3	4	5
7	14	<p>The Committee understand that one officer in the Delhi Administration functions in a dual capacity as a Finance Secretary in the Delhi Administration and also as a Deputy Secretary in the Ministry of Finance. The Committee consider this as an unsatisfactory arrangement and suggest that it may be changed early.</p>	<p>The feasibility of bifurcating the functions of the Finance Secretary has been carefully examined and the considered view of the Government is that such a change would not be conducive either to economy or the expeditious disposal of work.</p>	<p>Please see para 1 of Chapter I.</p>

(Ministry of Home Affairs  
O.M. No. F.8/2/59-ACC  
dated 31st May, 1960.)

Please see para 2 of Chapter I.

53 The Committee further suggest that the reasons of the slow progress of schemes relating to medical services should be carefully investigated and energetic steps taken to increase the tempo of work with a view to see that the plan allocations are fully utilised.

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The causes for the slow progress of schemes relating to medical services have been investigated and it is found that it was mainly due to the fact that suitable sites for the construction of hospitals and other buildings were not easily available. This difficulty has now been overcome to a large extent and the tempo of work has been stepped up.

It may be added that the powers of the Chief Commissioner in the matter of according expenditure sanctions to Plan schemes have been enhanced to Rs. 15 lakhs and his powers to accord administrative approval to building works to Rs. 5 lakhs.

(Ministry of Home Affairs O.M.  
No. F.7/59/60-ACC dated  
4th November, 1960.)

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224(v) A proper house-to-house survey should be undertaken as a first requisite for ascertaining the exact incidence of tuberculosis, leprosy and V.D. in the Territory.

Two leprosy subsidiary centres, one at Bishanpur and the other at Thoubal, have been established in the Territory. The main function of these Centres is to survey the popula-

The Committee reiterate the suggestion regarding a house-to-house survey of the incidence of T.B., leprosy and V.D. in the Territory even though such a survey for the

country as a whole may not be sanctioned in the near future.

tion in order to detect early cases of leprosy and to carry out mass treatment with sulphonamide. These centres had surveyed a population of 2,08,630 upto the end of September, 1959. As regards the incidence of V.D. and T.B. in case a scheme for survey is sanctioned for the country as a whole, the Territory will also be covered by it.

*(Ministry of Home Affairs O.M. No. F.7/59/60-ACC dated 30th November, 1960.)*

Please see para 3 of Chapter I.

The Committee regret to note that the progress of expenditure in the first two years of the Second Plan in Andaman and Nicobar Islands has not been at all satisfactory. The Committee suggest that the Ministry should maintain a constant watch on the implementation of the schemes so as to ensure that the planned

146 296



expenditure is usefully spent without any shortfalls. The proposals for augmenting the transport services should be implemented expeditiously.

151 311

The Committee consider it unfortunate that there should have been a drop in 1957-58 in the despatch of timber to mainland where there is considerable demand. They are of the view that there is considerable scope for stepping up the quantity of timber for despatch to the mainland. They, therefore, suggest that suitable measures should be adopted, including the strengthening of the Forest Department of the Administration, if necessary, to ensure that the forest resources of the Islands are properly tapped to meet its increasing demands on the mainland.

the transport services as suggested by the Committee. (Ministry of Home Affairs O.M. No. F.8/2/59-ACC dated 31st May, 1960.)

The recommendation is accepted. The working of the Forest Department of the Administration was reviewed by a Special Officer and by the Inspector General of Forests. As a result of this review, steps have been taken to strengthen the Department by the creation of additional posts. In addition, the following measures have been taken to improve the export of timber from the Islands.

(i) Lesser known secondary species previously unsaleable *i.e.*, thitpok, yamne, etc. have been successfully introduced in the mainland markets by popularising them through the Depot Officers, Calcutta/Madras;

(ii) Samples of Andamans timbers are supplied free on request to timber merchants;

The Committee observe that the despatch of timber from the Islands in the earlier years was as below :

Year	Qty. (Tons)
1955-56	47416
1956-57	48365
1957-58	39153

The quantity of timber despatched in 1958-59 had shown an improvement to 44,369 tons but has dropped again in 1959-60 to 40,447 tons. In Section 7 of the Annexure to the Annual Report 1960-61 of the Ministry of Home Affairs it is stated that 19,868 tons of timber had been exported during the year upto the end of October, 1960

(iii) All-out efforts are being made to meet the requirements of the Indian Railways ; and

(iv) The Andamans Forest Department has started supplying timber to the Defence Organisation through D.G.S.&D.

(Ministry of Home Affairs O.M. No. F.7/59/60-ACC dated 4th November, 1960.)

*Further information called for by the Committee.*

The amount of timber despatched from the Andaman and Nicobar Islands to the mainland in 1958-59 and 1959-60 may be indicated.

(L.S.S. O.M. No. 7-EC.11/60 dated the 4th January, 1961.)

The required information is given below:—

Year	Timber despatched by Forest Department (A. & N. Islands)	Timber despatched by M/s. P. C. Ray and Co.

and that another 11,500 tons were expected to be despatched during the year, making in all, 31,368 tons. But the total quantity of timber despatched promises to be poorer since the exports by M/s P. C. Ray & Co. are shown as about 1,518 tons only. The Committee stress the need for investigating the reasons for the drop in the total exports of timber to the mainland and for taking action to improve the position.

	(Tons)	(Tons)
1958-59	28,819	15,550
1959-60	28,227	12,220

(Ministry of Home Affairs O.M.  
No. F.7/59/60-ACC dated  
23rd January, 1961.)

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It is seen that only about 3 1/2 years were left in the term of the Second Plan when the Plan for the Islands was approved. It is understood that there were further delays in starting the schemes due to non-receipt of sanctions from various Ministries concerned in time. The Committee suggest that the Ministry should see to it that the progress of schemes sanctioned, belated as they are, is not held up in future.

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The recommendation is accepted. The powers of the Administrator to sanction schemes were enhanced to Rs. 2 lakhs in March, 1959. The position has been further reviewed in the light of the recommendation of the Estimates Committee and the powers have now been enhanced to Rs. 3 lakhs. A Public Works Department Division has also been set up in the Islands and the Executive Engineer in charge of the Division has been delegated powers to accord technical sanction to works costing up to Rs. 50,000. The local officers have thus adequate powers to sanction a majority of the schemes in these Islands and it is hoped that the schemes will make sufficient

Please see para 3 of Chapter I.

1	2	3	4	5
<p>headway during the rest of the Plan period.</p> <p>(Ministry of Home Affairs O.M. No. F.8/2/59-ACC dated 31st May, 1960).</p>				

NEW DELHI;  
August 9, 1961/Sravana 18, 1883 (Saka).

H. C. DASAPPA,  
*Chairman,*  
*Estimates Committee.*

## APPENDIX I

(Vide S. No. 35 in Chapter I)

Statement showing the progress of the Second Plan schemes of the Union Territories

Territory	Financial Target	Expenditure to the end of March, 1960	Anticipated expenditure in 1960-61	Total Expenditure	(Rs. in lakhs).	
					Excess (+)	short (-)
Delhi . . . . .	16,97.35*	11,22.02	656.27	17,78.29	+80.94	
Himachal Pradesh . . . . .	15,78.97**	11,93.02@	540.30@	16,43.32	+64.45	
Tripura . . . . .	9,25.74	6,40.58	2,67.85	9,08.43	-17.31	
Manipur . . . . .	6,25.11	3,52.44	2,61.71	6,14.15	-10.6	
A & N Islands . . . . .	6,03.13	2,66.67	95.50	3,62.17	-240.96	
L M & A Islands . . . . .	73.85	23.49	21.41	44.90	-28.95	

\*Excludes Rs. 0.50 lakh from Central Sector for schemes relating to ex-criminal tribes.

\*\*Includes Rs. 106.34 lakhs for roads not included in the Plan.

@Includes expenditure of Rs. 48.26 lakhs for the entire Second Plan period on account of roads not included in the Plan.

## APPENDIX II

(Vide S. No. 42 in Chapter II)

Copy of letter No. 13/7/58-Him dated 22nd May, 1959 from Ministry of Home Affairs to the Himachal Pradesh Administration.

SUBJECT :—Grant of Compensatory allowances to the employees of the Himachal Pradesh Administration for service in Chini and Pangri areas

I am directed to say that the President is pleased to sanction in partial modification of the Government of India, Ministry of States letter No. F. 11(36)-S/53, dated the 5th June, 1953 the following rates of compensatory allowances to employees of the Himachal Pradesh Administration (including officers appointed to Class I posts) for service in the Chini and Pangri areas of Himachal Pradesh :—

(i) Outsiders i.e., Government servants who do not belong either to Chini area or Pangri area. 100% of their pay *plus* dearness allowance subject to a maximum of Rs. 200 (Rupees Two hundred) per month.

(ii) Govt. servants belonging to Chini area working in Pangri area and *vice versa*. 75% of their pay *plus* dearness allowance, subject to a maximum of Rs. 125 (Rs. one hundred and twentyfive) per month.

(iii) Govt. servants belonging to Chini area and working in that area and Govt. servants belonging to Pangri area and working in that area. 50% of their pay *plus* dearness allowance, subject to a maximum of Rs. 85 (Rs. eighty-five) per month.

2. For the purposes of para 1 above, "Chini area" shall comprise of Chini Tehsil, Parganas of Sarahan, Atherabis and Pandrabis of Rampur Tehsil and Dodra Kwar of Rohra Tehsil, and "Pangri area" shall comprise of Pangri sub-Tehsil.

3. These orders shall have effect from the 1st May, 1959.

## APPENDIX III

(Vide S. No. 56 in Chapter II)

Statement showing action taken to implement in Delhi certain recommendations contained in Chapter II of the 36th Report of the Estimates Committee on the Ministry of Health

Serial Number	Para No.	Summary of recommendation	Action taken
1	2	3	4
16	23	<p>The Committee suggest that the procedure of reviewing of the cases of deaths occurring in Government hospitals may be examined and a standard procedure evolved which may include <i>inter alia</i> a detailed investigation of the causes of every death by a small Committee consisting of the medical experts, proper recording of the proceedings of the meetings of the Investigation Committee and remedial measures for future guidance.</p>	<p>The recommendation has been accepted and Committees of Experts have been set up in the following hospitals under the administrative control of the Health Ministry :—</p> <ol style="list-style-type: none"> <li>1. Willingdon Hospital &amp; Nursing Home, New Delhi.</li> <li>2. Safdarjang Hospital, New Delhi.</li> <li>3. Lady Hardinge Medical College Hospital, New Delhi.</li> <li>4. Kalawati Saran Children's Hospital, New Delhi</li> </ol>

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The Delhi administration and the Delhi Municipal Corporation have been asked to take steps to implement this recommendation in the hospitals under their control.

17

24(i) The Committee consider it necessary to impress upon Class IV staff, employed in hospitals, the importance of their functions and responsibilities which may not only enhance their efficiency and utility but also assure better services to the patients.

(ii)

The Committee suggest that Class IV staff immediately on their appointment in big hospitals, should receive a short course of training in hygiene, specially, in respect of technique of sweeping the floor, cleaning the bed pans, etc., keeping the bed sheets and other linen clean, cleaning the furniture and other articles and observing proper bedside manners. Importance of prompt and willing attention to the calls of patients should also be stressed during this training.

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30 The Committee recommend that small brochures, containing information about the nature of facilities available in each hospital, the procedure to be followed to avail of them

The recommendation has been accepted and necessary instructions have been issued in the matter. Steps are being taken by the Delhi Administration and the Municipal Corporation of Delhi to implement the recommendation in the hospitals under their administrative control.

The recommendation has been accepted and the Medical Superintendents of the Willingdon & Safdarjang Hospitals have been asked to take necessary action in the matter. The Delhi



Administration and the Delhi Municipal Corporation have been asked to take steps to implement this recommendation in all hospitals under their control.

The Delhi Administration and the Delhi Municipal Corporation have been asked to implement the recommendation in the hospitals under their control as far as practicable.

The recommendation has been accepted and necessary instructions to include in future the requisite statistics in the Annual Report have been issued. The Delhi Administration and the Delhi Municipal Corporation have also been asked to take action accordingly.

and the approximate cost involved, should be published and made available to members of the public.

31(i) The Committee feel that the chief criteria of financial efficiency of a hospital can be judged only if costing statistics are standardised and compiled on a scientific basis and published from time to time. This alone would make it possible to make valid comparisons between the costs prevailing in different hospitals.

(ii) The Committee recommend that costing statistics should be standardised and introduced in Government hospitals.

25 32(i) With a view to have some reliable tests of efficiency which may provide valuable evidence of the work load and the index of efficiency or inefficiency of a hospital, the Committee recommend that factors such as bed occupancy, bed interval, length of stay of patients etc. may be standardised and compiled in a scientific manner in Government hospitals.

(ii) The Committee also recommend that the above statistics should be included in the Annual Report of the Ministry of Health in so far as the hospitals under its control are concerned.

## APPENDIX IV

(Vide S. No. 24 in Chapter III)

No. 26/70/58-SR(R)

GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIRS

From

Shri A.V. Venkatasubban,  
Deputy Secretary to the Government of India.

To

The Chief Commissioner, Tripura, Agartala.  
The Chief Commissioner, Manipur, Imphal.  
The Chief Secretary, Himachal Pradesh, Simla.

New Delhi-11, the 25th May 1959.  
4th Jaistha 1881.

SUBJECT :—*Financial assistance to Territorial Councils.*

Sir,

I am directed to state that the Government of India, have carefully considered the recommendations made in Shri Mathew's report on the financial position of the three territorial councils and have arrived at the conclusion that the pattern of the grant to the Councils under Section 37 of the Territorial Councils Act should in future be as follows.

2. The Government of India accept the principle that in the existing circumstances, financial assistance to the Councils has to be predominantly in the form of grants. They also agree that for the time being at any rate the grants will have to be fixed at such amounts as may be necessary, in order to wipe out the gap between the receipts and disbursements of the Councils, after ensuring that sources of revenue which have been placed at the disposal of the Councils themselves are being maintained or increased to the extent to which this may be possible.

3. As regards the procedure for determining the gap, the Government of India have decided that the time-table for the preparation of the budget of the Councils should be as indicated below :

Not later than the end of September every year. (i) Presentation of preliminary estimates of receipts and disbursements by the Chief Executive Officers of the Councils to the Finance Committees appointed under Rule 23 of the Territorial Councils Rules.

- 15th October every year . (ii) Submission by the Councils of the preliminary estimates of receipts and disbursements referred to above, after consideration and approval by the Councils, to the Administrators concerned.
- Not later than the 15th of February every year. (iii) Intimation by the Administrators of the grants likely to be made available under Section 37 of the Territorial Councils Act 1957, and of preliminary comments, if any, on the tentative estimates as submitted by the Councils.
- 7th March every year. . (iv) Preparation of formal budgets and consideration and submission thereof by the Finance Committees, *vide* Rule 34 of the Territorial Councils Rules.
- 20th March every year. . (v) Consideration and submission of formal budgets by the Councils to the Administrators *vide* Rule 35(i) *ibid.*
- 25th March every year. . (vi) Approval or amendment of the budgets as submitted by the Councils to the Administrators *vide* Rule 35(2) *ibid.*
- 31st March every year. . (vii) Finalisation of the budget estimates by the Councils *vide* Rule 35(3) *ibid.*

4. The procedure indicated at (i) to (iii) above has not been statutorily prescribed ; the preliminary estimates which may be prepared or approved by the Councils, *vide* items (i) and (ii) or the grants which may be indicated by the Administrators as likely to be available should, therefore, be treated as being tentative and provisional. The object of preparing these preliminary estimates is to enable the Administrators and the Central Government to ensure that (i) the formal budget estimates will, so far as they are based on assistance proposed to be provided by the Central Government, be related to the funds which the Central Government is likely to allocate for this purpose; and (ii) that inescapable or inevitable expenditure will, as far as possible, be met, while claims, which the Central Government may not be able to meet, will not be made or pursued by the Councils.

5. In order to ensure that these objects will be served, the Councils, should, while forwarding the preliminary estimates to the Administrators, indicate separately, under each head of account appearing in their budgets :

- (i) expenditure on proposals for the continuance of the existing services and for meeting firm commitments (*e.g.* permanent establishment and other standing charges);

- (ii) expenditure on schemes already included in the five-year plan or proposed to be included in the plan and to be incurred in the budget year; and
- (iii) expenditure on new items other than on standing charges and five-year plan schemes, which are considered inevitable or inescapable.

6. The estimates under each of the three categories should be supported by suitable details and explanatory notes, on lines prescribed by the Government of India for budget proposals of the Union Territories. A similar procedure should also be adopted in the framing of supplementary estimates.

7. The grants indicated by the Administrators as likely to be available, will be based on a detailed scrutiny of the revenue estimates and the expenditure proposed to be incurred under the various heads. The grants which are actually payable by the Central Government under Section 37 of the Territorial Councils Act will for the present be based on the actuals of the receipts or disbursements under the heads shown in the budgets of the Councils, in respect of the years 1957-58 to 1960-61 inclusive.

- (i) They will be initially fixed so as to cover the annual deficits on revenue account, as shown in the budgets of each of three Councils ; and
- (ii) The annual expenditure, if any, on account of projects included in the Second Five Year Plan and transferred to each of the three Councils under section 28 of the Territorial Councils Act and provided in the budgets outside the revenue account. The actual payment will be limited to the realised deficit under (i) and the actual outlay under (ii) subject to the ceiling of the provision for the grant.

8. The deficits which are not covered by the payments referred to above will have to be met by the councils from within their own resources. The councils will also have to make independent arrangements in regard to ways and means.

9. The conditions imposed in the Ministry of Home Affairs Order No. 26/28/58-SR(R) dated the 22nd March, 1958 will continue to be applicable in respect of the grants which are paid to the councils.

10. It will not be necessary for the statutory auditor, or the Accountant General concerned if he is different from the statutory auditor, to insist on a certificate regarding the fulfilment of these conditions, before the grant for any year is finally paid or adjusted. But the extent to which these conditions are observed will be examined in the course of audit, and the infringement, if any, of any of these conditions will be reported to the Government of India.

11. The sums already paid to a territorial council by way of provisional grants under Section 37 will be adjusted, if necessary, against the payments due in terms of this letter.

12. As regards the future, provisional or on account payments may be made to the Councils if necessary against the grants which may be due under para 7 above, in accordance with the procedure indicated below.

13. As soon as possible after the 1st April, the 1st July, the 1st October, and the 1st January of every year, provisional payments may be authorised on the basis of orders issued by the Ministry of Home Affairs after taking into account the estimates of the grants which may be due on the basis of the formula mentioned in para 7 above and having regard to the progress of expenditure upto date.

14. The provisional payments made in accordance with these arrangements will be adjusted by recovery and/or by short payment in the next succeeding quarter, after the accounts referred to in Rule 64 of the Territorial Councils Rules have been laid before the Councils, a final sanction regularising or adjusting the provisional payments being issued with reference to these accounts.

15. These arrangements will be operative upto the end of the year 1960-61. They will be reviewed thereafter, in order to determine the feasibility of paying lumpsum annual grants to the councils, instead of varying grants as mentioned in this latter.

Yours faithfully,

Sd/- A. V. VENKATASUBBAN,  
*Deputy Secretary to the Government of India.*

No. F. 26/70/58-SR(R)

*Dated the 25th May, 1959.  
4th Jaistha, 1881.*

Copy together with 12 spare copies forwarded to the Ministry of Finance, Department of Expenditure (HLL Dn) for communication to audit with reference to their U.O. No. 4671-HLL/59 dated the 18th May, 1959.

Sd/- A. V. VENKATASUBBAN,  
*Deputy Secretary to the Government of India.*

## APPENDIX V

*Analysis of the action taken by Government on the recommendations contained in the 58th Report of the Estimates Committee (Second Lok Sabha)*

1.	Total number of recommendations made . . . . .	181
2.	Recommendations accepted fully by Government ( <i>vide</i> recommendations referred to in Chapter II)	
	Number . . . . .	126
	Percentage of total . . . . .	69·6%
3.	Recommendations accepted by the Government partly or with modifications ( <i>vide</i> recommendations No. 4, 5, 8, 19, 23, 24, 33, 34, 36-38, 40, 46, 47, 49, 51, 52, 60, 61, 70, 86, 89, 93, 94, 104, 113, 114, 140, 141, 143—145, 152, 156, 161, 168, 170, 172 and 176 referred to in Chapter III)	
	Number . . . . .	39
	Percentage of total . . . . .	21·6%
4.	Recommendations not accepted by Government but replies to which have been accepted by the Committee <i>vide</i> recommendations, No. 2, 9, 10, 13, 21, 39, 55, 80, 150, 162 and 180 referred to in Chapter III).	
	Number . . . . .	11
	Percentage of total . . . . .	6·0%
5.	Recommendations replies to which have not been accepted by the Committee ( <i>vide</i> recommendations referred to in Chapter IV)	
	Number . . . . .	5
	Percentage of total . . . . .	2·8%