

ESTIMATES COMMITTEE **(1973-74)**

(FIFTH LOK SABHA)

FIFTY-SECOND REPORT

MINISTRY OF EDUCATION AND SOCIAL WELFARE

ARCHAEOLOGICAL SURVEY OF INDIA



LOK SABHA SECRETARIAT
NEW DELHI

April, 1974/Chaitra, 1896 (Saka)

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TO

THE FIFTY-SECOND REPORT OF ESTIMATES COMMITTEE
(1973-74) RELATING TO ARCHAEOLOGICAL SURVEY OF
INDIA PRESENTED TO THE LOK SABHA ON 16.4.1974

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CONTENTS

	PAGE
COMPOSITION OF THE COMMITTEE	(iii)
INTRODUCTION	(v)
I. INTRODUCTORY	1
II PLAN PROVISIONS & EXPENDITURE	6
III. EXPLORATION & EXCAVATION.	
(i) Exploration and Excavation	16
(ii) Vikramshila Project	23
(iii) Archaeological Expeditions outside India	24
IV. SURVEY	
(i) Survey plans for centrally protected Monuments	30
(ii) Survey of Antiquities Project	32
(iii) Temple Survey Project	35
V. CONSERVATION AND PRESERVATION	
(i) General	37
(ii) Criteria for selecting monuments of national importance for conservation	40
(iii) Conservation & Preservation of certain non-protected monuments	42
(iv) Chemical Preservation of Monuments	43
(v) Preservation & Copying of Ajanta Paintings	45
(vi) Preservation of selected domestic architecture.	51
(vii) National Trust for preservation of monuments]	52
(viii) Thefts and smuggling	53
VI. EPIGRAPHY	60
VII. DOCUMENTATION, MUSEUMS ETC.	
(i) Documentation	64
(ii) Archaeological Atlas	67
(iii) Museums	69
VIII. PUBLICATION AND LIBRARIES	
(i) Printing and Publication	75
(ii) Libraries	83

	PAGE
IX. COORDINATION WITH DEPARTMENTS OF TOURISM, STATES AND UNIVERSITIES	
(i) Coordination with Tourism	87
(ii) Coordination with States	92
(iii) Coordination with Universities	96
X. ORGANISATION SET UP	
(i) Organisation	100
(ii) Central Board of Archaeology	105
(iii) Wheeler Committee Report	106
(iv) School of Archaeology	108
(v) Departmental Code & Manual	109
XI. CONCLUSION	111
APPENDICES	
I. Statement showing the Fourth Five Year Plan proposals in regard to the development of archaeology	120
II. List of 25 national excavation projects to be carried out during the Fifth Five Year Plan	122
III. Statement showing action taken by Government on the recommendations of the Wheeler Committee Report (1965)	124
IV. Summary of recommendations/conclusions contained in the Report	130
V. Analysis of Recommendations/Conclusions contained in the Report	166

ESTIMATES COMMITTEE

(1973-74)

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INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Fifty-Second Report on the Ministry of Education and Social Welfare—Archaeological Survey of India.

2. The Committee took evidence of the representatives of the Ministry of Education & Social Welfare on the 18th & 19th September, 1973. The Committee wish to express their thanks to the Officers of this Ministry for placing before them the material and information which they desired in connection with the examination of the subject and for giving evidence before the Committee.

3. The Committee also wish to express their thanks to Dr. Moti Chandra, Director, Prince of Wales Museum, Bombay for furnishing Memorandum to the Committee and also for giving evidence and making valuable suggestions.

4. The Committee also wish to express their thanks to all the Associations and individuals who furnished memoranda on the subject to the Committee.

5. The Report was considered and adopted by the Committee on the 21st March, 1974.

6. A summary of recommendations/conclusions contained in the Report is appended to the Report. (Appendix IV).

7. A statement showing the analysis of recommendations/conclusions contained in the Report is also appended to the Report (Appendix V).

NEW DELHI;
April 3, 1974.

Chaitra 13, 1896 (S).

R. K. SINHA,
Chairman,
Estimates Committee.

CHAPTER I

INTRODUCTORY

1.1. Archaeology is a scientific and analytical study of human antiquities undertaken to form an idea of the people who existed at a particular period, their customs and way of life and the stage of civilisation that they had reached. It plays a vital role in unfolding our ancient culture and civilization and in this task it has been greatly helped by the wealth of legends and traditions in which our country abounds.

1.2. The antiquarian wealth of India started attracting the attention of officers of the East India Company from the last quarter of the eighteenth century. In 1784, under the initiative and guidance of Sir William Jones, a Judge of the Supreme Court, the Asiatic Society was started in Calcutta for enquiring into the history, antiquities, arts, science and literatures of Asia. In 1788, a Journal called Asiatic Researches was started and in 1814, a museum was established to house the objects collected by the workers of the Society. From 1829 to 1849, notable work done by Mr. James Fergusson, who conducted an architectural Survey of the country and systematically classified the monuments.

1.3. In 1861, Alexander Cunningham, an army-engineer, impressed upon Lord Canning, the Governor-General, the necessity of undertaking a systematic programme of exploration in the country. Canning accepted the proposal and established the Archaeological Survey of India, with Cunningham himself as the Archaeological Surveyor. The preservation of monuments was however not made the function of the Survey.

1.4. From November 1861 to January 1865, Cunningham covered large parts of north India. He surveyed the enormous number of monuments and remains and fully reported on them with elaborate illustrations. Unfortunately, the Government, for reasons unknown, decided to abolish the Survey in 1865.

1.5. During the next five years, some attention was paid to photographing the monuments and preparation of casts of architectural pieces, but no real work was done. In 1870 Lord Argyll, the Secretary of State, realized that something more substantial, should be undertaken and that could be possible only by a Central department.

As a result, the Archaeological Survey of India once more came into being.

1.6. During the next fourteen years, up to 1885, Cunningham and his Assistants travelled up and down the whole of North and East of India, discovering monuments and remains, revisiting old ones and bringing to light coins, inscriptions, sculptures and other antiquities. In 1873, an Archaeological Survey of West India was constituted under James Burgess, to whose charge was added the Archaeological Survey of South India in 1881.

1.7. In 1873, the Government of India issued instructions to the Provincial Governments to preserve the ancient monuments. In 1878, however, Lord Lytton, the Governor-General, felt that the preservation of monuments should be the responsibility of the Government of India. The outcome of Lord Lytton's ideas was the creation of the post of 'Curator of Ancient Monuments' in 1881 who was to prepare a classified list of the monuments of each province. This post was abolished in 1883 and once again the work of conservation relapsed into the hands of Provincial Governments.

1.8. Cunningham finally retired in 1885, to be succeeded the following year, by James Burgess as Director-General. Burgess retired after three years, whereupon the Government decided to abolish the Archaeological Survey of India as a Central organisation. All archaeological work devolved on the Provincial Governments, with the result that hardly any progress was recorded. This state of affairs continued till 1898, when the Government up to its responsibilities once more and proposed to divide India into five Circles for the purpose of preservation of monuments.

1.9. Soon after his arrival in India in 1899 as Governor-General, Lord Curzon realised the chaotic condition of Indian archaeology. In 1900, he proposed to the British Government the revival of the post of Director-General for the supervision and co-ordination of the work of the Surveyors. He also proposed that the Central Government should give grants-in-aid to the Provincial Governments to the extent of a lakh of rupee per year for archaeological work.

1.10. The British Government having accepted the proposals, John Marshall came to India in 1902 at the age of twenty-six as the first Director-General of the reconstituted Archaeological Survey of India.

1.11. John Marshall succeeded in organizing the archaeological activities of the country in a remarkably short period. Within a

few years of his arrival, important monuments, such as those at Delhi and Agra, were thoroughly overhauled, excavation was undertaken at a few important sites and museums received a fillip. In 1904, the Ancient Monuments Preservation Act was passed 'for the preservation of ancient monuments, for the exercise of control over excavation in certain places, and for the protection and acquisition in certain cases of ancient monuments and of objects of archaeological, historical or artistic interest'.

1.12. The Survey continued its work with greater vigour and confidence. Hundreds of monuments and sites were declared protected and brought under the purview of the Ancient Monuments Preservation Act.

1.13. In 1921, under the Government of India Act, 1919, archaeology was made a Central subject, so that the Survey became entirely a Central organization, the Provinces being left merely with the power of declaring monuments and sites protected under the Ancient Monuments Preservation Act.

1.14. In 1926, an Exploration Branch was created to cope with the increased work.

1.15. Marshall retired from the office of the Director-General in 1928. Three years later, an all-round reduction in expenditure was in the air, as a result of which, in 1932, the Exploration Branch was done away with and funds for the normal work of the Department were drastically curtailed. In 1932, the Ancient Monuments Preservation Act was amended.

1.16. In 1944, Dr. Robert Eric Mortimer Wheeler was appointed Director-General. During the next four years of his stay in India, the Department witnessed all-round progress.

1.17. In 1948, the Archaeological Survey of India was renamed the Department of Archaeology.

1.18. In 1950, the Constitution of India made far-reaching changes in the position of Archaeology. Instead of Archaeology being a completely Central subject, as laid down in the Government of India's Acts 1919 and 1935, the Constitution prescribes as follows:—

- (1) ancient and historical monuments and archaeological sites and remains declared by or under law made by Parliament to be of national importance should be in the charge of the **Central Government**,

- (2) ancient and historical monuments not belonging to the first category should be in the charge of the State Governments, and
- (3) both the Central and State Governments will have jurisdiction over archaeological sites.

1.19. As a result, in 1951, Parliament passed an Act declaring to be of national importance all the monuments and sites which had previously been protected under the Ancient Monuments Preservation Act, 1904, adding to the list a large number of important monuments and sites situated in and consequently falling under the jurisdiction of former Princely States over which the Government of India had no archaeological jurisdiction before.

1.20. Following the disappearance of all Indian States with the Independence of India and the taking over of their important monuments by the Central Government as monuments of national importance, the major parts of the staff of the Departments of archaeology of these States where such Departments had existed, were taken over by the Central Department in 1953.

1.21. In 1959, the Staff and important monuments of Jammu and Kashmir were similarly taken over and the archaeological integration of India was made complete.

1.22. On the 15th October, 1959, the Ancient Monuments and Archaeological Sites and Remains Act, which had been passed by Parliament in the previous year, came into force. Besides adopting the sections of the Ancient Monuments Preservation Act to the present day requirements, it contains some other salutary provisions. The provisions of this Act apply to all the monuments and sites which were declared to be of national importance in 1951. All such monuments and sites are known as protected monuments and sites.

1.23. The present responsibilities of the Archaeological Survey of India are as follows:—

(A) Preservation of monuments and sites

- (i) Watch and Ward Arrangement.
- (ii) Chemical preservation of Monuments.
- (iii) Gardens at monuments and sites.

(B) *Research, Training and Publication*

- (i) Excavation and Exploration.**
- (ii) Prehistory.**
- (iii) Epigraphy.**
- (iv) Temple-survey Projects.**
- (v) Geochronological and chemical studies.**
- (vi) School of Archaeology.**
- (vii) Publications.**

(C) *Museums*

CHAPTER II

PLAN PROVISIONS AND EXPENDITURE

Provisions for the IIIrd Plan

2.1. During the Third Five Year Plan, the Archaeological Survey of India had undertaken the implementation of the following projects at an estimated outlay of Rs. 32.83 lakhs:

- (1) Preparation of Survey Plan of Monuments
- (2) Copying of Ajanta Paintings
- (3) Survey of Antiquities
- (4) Geochronological studies
- (5) Preparation of Archaeological Atlas.

1. *Preparation of Survey Plan for Monuments*

2.2. Initiated in the Second Five Year Plan, this project is meant to prepare survey plans of Centrally protected monuments and sites, based on local revenue maps. The Surveyors first draw the outline plans of the concerned monuments and areas around them and then get these plans vetted by the Revenue Authorities in so far as the protection limits are concerned.

2. *Copying of Ajanta Paintings*

2.3. This scheme was started in 1956-57. The paintings bearing surface is 7,546 sq. ft. of which 2,199 sq. ft. had been copied up to the end of March, 1972.

3. *Survey of Antiquities*

2.4. This project was launched in the Second Five Year Plan with a view to exploring the antiquarian remains in the country. About 67,060 villages were surveyed upto 31st March, 1972.

4. *Geochronological studies*

2.5. Study of Indian Prehistory with the help of modern scientific techniques is a desideratum for the reconstruction of India's past. Studies in geochronology were initiated during the Second Five Year

Plan period and the Chemical Branch of the Survey is being progressively equipped with modern techniques. Exploratory work in different parts of India has been taken up.

5. *Preparation of Archaeological Atlas*

2.6. This project was initiated during the Second Plan period on the recommendations of the Central Advisory Board of Archaeology. The project, however, did not make any marked progress due to lack of competent supervision and has since been discontinued.

2.7. The total expenditure incurred by the Survey during the Third Plan was Rs. 29.95 lakhs.

2.8. The Schemes at Serial Nos. 1, 2, 3 and 5 above have been dealt with in detail in subsequent chapters.

Provisions for the IVth Plan

2.9. The initial allocation for development of Archaeology during the 4th Five Year Plan was Rs. 88.00 lakhs. As a result of subsequent discussions held in the Planning Commission, it was decided by the Planning Commission that with a view to enabling the Archaeological Survey of India to implement the re-organization scheme, to clear the backlog of publications, to adopt scientific technology, to enter into regional co-operation with the neighbouring countries etc. the financial allocations for the Survey be increased to Rs. 120 lakhs. It was also decided that the expenditure on any new posts to be created should first be met from the Plan Budget and that it will become non-plan item after the expiry of the current Five Year Plan. Since it was decided that this expenditure was to be met from within the allocation of Rs. 120 lakhs, revised proposals for the allocation of the above outlay were formulated. The outlay was subsequently reduced to Rs. 115 lakhs. Based on the trend of expenditure and the works proposed to be taken up during the years 1972-73 and 1973-74 it was found necessary to revise allocations for the different schemes, within the overall outlay of Rs. 115 lakhs. Accordingly, the following revised proposals were made for the allocation of Rs. 115 lakhs:—

Name of the Scheme (1)	Amount (Rs. in lakhs) (2)
<i>A. Schemes continuing from Third Plan or earlier</i>	
1. Preparation of Survey Plan of monuments	15.90
2. Copying of Ajanta paintings	2.60

1	2
3. Survey of antiquities	15.50
4. Geochronological studies	2.12
5. Preparation of Archaeological Atlas	1.23
6. Special Repairs to Jama Masjid	1.63
B. New Scheme already included in Fourth Plan	
7. Publications Branch	10.70
8. Construction of Sculpture-sheds	10.70
9. Additional Excavations Branch	6.80
10. Expeditions outside India	5.00
11. Vikramshila Excavation Project	6.60
12. Construction of Museum-buildings and staff quarters	17.12
13. Documentation of Sculptures	8.00
14. Re-organisation of the Archaeological Survey of India	1.70
15. Additional staff for the Survey	9.40
TOTAL	115.00

2.10. Scheme-wise, the expenditure incurred during the first three years of the Plan and the outlay proposed for the remaining two years 1972-73 and 1973-74, as furnished by the Ministry of Education and Cultural Affairs, is given in Appendix I.

2.11. It will be seen that out of the total proposed plan outlay of Rs. 115 lakhs allocated to the Survey during the Fourth Plan, the expenditure during the first four years had been about Rs. 52.00 lakhs as under:

1969—70	Rs. 9.08 lakhs
1970—71	Rs. 8.74 lakhs
1971—72	Rs. 14.62 lakhs
1972—73	Rs. 19.56 lakhs

2.12. Explaining the reasons for low expenditure, the Ministry of Education and Culture, in a note, have stated that:—

“During the earlier three years, the expenditure was low due

to delay in sanction of the following schemes:

(i) *Publications Branch* (Outlay—9.24 lakhs).

(ii) *Additional Excavations Branch* (Outlay—8.72 lakhs)

The Scheme was cleared through Ministry of Finance and the Planning Commission in the year 1971-72. Hence, no expenditure was incurred during the two preceding years.

(iii) *Expeditions outside India* (Outlay—9 lakhs)

The scheme was intended to carry out explorations|excavations in Afghanistan at Begram to begin with. Before initiating the work, an agreement with the Government of Afghanistan has to be executed. Action for the same was accordingly taken in consultation with the Ministry of External Affairs, Ministry of Education etc. The Agreement has been signed on 24th October, 1973. Hence, no expenditure could be incurred on the scheme in the earlier years.

(iv) *Vikramshilla Excavations Project* (Outlay—6.10 lakhs)

The project was cleared through the Planning Commission and the Ministry of Finance in the year 1971-72. Hence, no expenditure was incurred during the preceding years.

(v) *Construction of Museum Buildings and staff quarters* (Outlay—6 lakhs)

The provision for this scheme was required to be made in the budget of the C.P.W.D., who were to execute the works. A budget allotment could be provided in the C.P.W.D.'s budget only after plans and estimates were prepared by the architects of the C.P.W.D. and administrative approval accorded by the Ministry of Education. The above procedure takes a long time.

(vi) *Documentation of Sculptures* (Outlay—8 lakhs)

The scheme was cleared in the year 1971-72.

(vii) *Reorganisation of ASI and Additional Staff for the*

(viii) *Survey* (Outlay—9.17 and 15 lakhs respectively)

The scheme of Re-organisation based on the recommendations of Central Advisory Board of Archaeology was

not accepted by Government and hence no progress could be made in creation of posts. It was decided that the recommendations of the Review Committee should be implemented. Accordingly, proposals for creation of new Circle and necessary additional staff have been made and the matter is under examination of the Ministry of Finance. Hence, expenditure could not be incurred as the decision on re-organisation was taken only last year *viz.*, 1972-73.

During the year 1973-74, an expenditure of Rs. 2 lakhs is expected to be incurred."

2.13. To a question whether it would be possible for the Survey to spend Rs. 63 lakhs (i.e., about 55 per cent of the total outlay) during the last year of the Plan, i.e., 1973-74, the Ministry of Education and Culture have stated:

"Against our demand of Rs. 56 lakhs, a budget grant of Rs. 32 lakhs only was actually sanctioned. Out of the Sanctioned Budget grant also, we have surrendered 10 per cent in compliance with the Government orders for economy in Plan expenditure. We hope it would be possible to utilise the balance of Rs. 29 lakhs during 1973-74."

2.14. It had been brought to the notice of the Committee that the funds allocated for the Archaeological Survey were found inadequate and that in times of economic stress the Survey was subjected to drastic cuts and its activities were brought to a stand still.

2.15. Asked about the factual position in this regard, the Ministry have stated:—

"Yes. Our Budget demands were greatly reduced by the Ministry of Finance while sanctioning the budget allocations. The reduction was made mainly on the basis of expenditure incurred during the preceding years, without taking into consideration the increased activities proposed to be taken up during the ensuing year e.g., special repairs, horticultural activities, improvement of museums etc."

2.16. In this connection the Financial Adviser, Ministry of Finance stated during evidence:

"So far as Non-plan expenditure is concerned, there has been a 5 per cent cut. Normally we go by the performance in

the previous years. If the previous year's performance is good and if they ask for more, certainly we shall consider it. But, where they have not been keeping up spending the funds that have been sanctioned then only they get taxed. In so far as the plan expenditure is concerned, out of Rs. 115 lakhs sanctioned for the entire five years, in four years, the performance is only 45 per cent. The other 55 per cent has got to be spent this year in the normal course. I do not think it is humanly possible to do it. As a result, here also we have to effect a cut."

Provisions for the Fifth Plan

2.17. During the Fifth Five Year Plan, the following nine schemes involving an outlay of Rs. 980 lakhs from the Central Sector and Rs. 415 lakhs from the State Sector have been proposed for implementation covering various aspects of archaeological work:

(Figures in lakhs)

Name of Scheme		Central Sector	State Sector
I	Preservation of cultural heritage of India, including security arrangements	500	125
II	Development of monuments, including improvements to their environments	75	..
III	Research and training (including Cultural Exchange)	100	..
IV	Documentation of monuments, sites, sculptures, photo-negatives and drawings	40	50
V	Publications (including preparation of national catalogue of monuments)	35	40
VI	Setting up of archaeological museums and sculpture-galleries, including reorganizing galleries in the existing museums	85	
VII	Promotion of archaeological studies in Universities and other research institutions	25	
VIII	Implementation machinery including buildings and equipments—Construction of office buildings and staff quarters	100	
IX	Enforcement of legislation on antiquities and art treasures	20	200
		980	415

It has also been stated that the outlay proposed in respect of the schemes listed above is the barest minimum.

2.18. The annual financial targets of these nine schemes, as furnished by the Ministry, are indicated in the Table below:

Year	(Rs. in lakhs)								
	Schemes								
	I	II	III	IV	V	VI	VII	VIII	IX
1974-75	65	20	40	14	6	20	10	35	5
1975-76	70	30	40	18	10	34	10	54	5
1976-77	65	25	40	16	8	33	10	32	5
1977-78	65	25	40	16	8	29	10	32	5
1978-79	60	25	40	16	8	29	10	32	5

2.19. Asked to furnish details of allocation of funds required for excavation, preservation and maintenance of monuments separately during each year of the Fifth Plan, the Ministry have submitted the following information:

“The actual budget allotment against this scheme has so far not been approved by the Planning Commission or the Finance Ministry. However, the following outlay has been shown separately for excavation and preservation of monuments for each year of the Plan period. The outlay for the excavations also covers the national Projects, which will be problem-oriented and will be undertaken in collaboration with different institutions.

Year	(Rs. in lakhs)	
	Conservation & Preservation	Excavation
1974-75	68	19
1975-76	95	27
1976-77	96	27
1977-78	95	26
1978-79	95	26”

2.20. The details of the 9 Schemes which have been proposed for implementation during the Fifth Five Year Plan are as follows:—

Scheme No. I

It is proposed to undertake special repairs of about 185 monuments located in different parts of the country.

Scheme No. II

It envisages extension of horticultural activities of about 87 monuments in the country and to acquisition of sufficient areas around some monuments in order to prevent modern accretion around them.

Scheme No. III

It is proposed to execute 25 national projects relating to excavation in collaboration with Universities and State Departments.

Scheme No. IV

The work on the Survey of Antiquarian Remains will be expedited. The other projects are Documentation in Central Library and preparation of architectural drawings of important monuments.

Scheme No. V

It is proposed to concentrate attention on the printing of publications, site guide-books and brochures and bringing out picture post-cards and photographs. Compilation of National Catalogue of Protected Monuments is also proposed to be taken up.

Scheme No. VI

It is proposed to build 5 museums along with staff quarters, besides constructing sculpture galleries at various places.

Scheme No. VII

This contains proposals to make liberal grants to the Universities for excavation work as well as for publication of their Reports.

Scheme No. VIII

It is proposed to construct buildings for the Headquarters Offices, Circle Offices and Laboratories together with some staff quarters.

Scheme No. IX

It envisages work in connection with enforcement of the Antiquities and Art Treasures Act (1972), which requires registration of antiquities by the owners and licensing of traders dealing in the business.

2.21. The Committee regret to note that though most of the projects undertaken by the Archaeological Survey viz., Preparation of Survey Plan of Monuments, Copying of Ajanta Paintings, Survey of Antiquities etc., were started during the Second Plan period, these have not been completed as yet i.e., by the end of the 4th Plan period and are to be carried forward to the Fifth Plan. Evidently, the progress in the implementation of these important projects has been very slow. This underlines the imperative need of preparing realistic time bound programmes for the completion of the projects undertaken by the Archaeological Survey.

2.22. The Committee further note that during the 4th Five Year Plan, an initial allocation of Rs. 88 lakhs was made by the Archaeological Survey for implementing the various schemes. This allocation was subsequently increased to Rs. 115 lakhs at the instance of the Ministry. Against this allocation, the expenditure during the four years of the 4th Plan has been only Rs. 52 lakhs i.e., about 45 per cent. During the current year, a sum of Rs. 29 lakhs is proposed to be spent. Thus the total expenditure during the whole of the 4th Plan period would be about Rs. 81 lakhs against an allocation of Rs. 115 lakhs i.e. about 70 per cent. From the details of the expenditure on the various schemes during each year of the 4th Plan period, the Committee regret to note that out of the 9 new schemes included in the 4th Plan, no expenditure was incurred on as many as 7 schemes during the first two years of the Plan period and in respect of one of these schemes, there has been no expenditure even during the four years i.e. upto 1972-73. All this indicates that these schemes were included in the 4th Plan without advance planning and preparation by the Archaeological Survey.

2.23. The Committee are not convinced with the argument advanced by the Ministry of Education and Social Welfare that the shortfall in expenditure was due to the fact that most of the schemes were cleared by the Ministry of Finance in 1971-72 or 1972-73, as this may be due to the fact that the detailed schemes were not prepared in advance and were not got cleared from the Ministry of Finance in time. The Committee are constrained to observe that there appears to have been lack of proper coordination between the two Ministries i.e., the Ministry of Education and Social Welfare and the Ministry

of Finance. The Committee feel that such matters should be sorted out at the highest level for expeditious disposal and clearance, if necessary, and should not be allowed to drag on indefinitely.

2.24. It is indeed paradoxical that while on the one hand, the Archaeological Survey pleads inadequacy of funds for carrying out its increasing activities, on the other, funds allocated have not been fully utilised. This situation, in the opinion of the Committee, underlines the necessity for advance planning and phased programming of the proposed schemes well before the commencement of the Plan periods. It is also imperative that expenditure in each year of the Plan period on the various schemes should be realistically assessed and properly spread over each year of the Plan.

2.25. The Committee note that during the 5th Plan period, an outlay of Rs. 980 lakhs has been proposed by the Archaeological Survey for the implementation of the various schemes. Compared to the total 4th Plan expenditure of about Rs. 80 lakhs, the outlay for the 5th Plan is more than 12 times. Considering the performance of the Archaeological Survey, during the 4th Five Year Plan, the Committee would like to impress upon the Archaeological Survey and the Ministry that earnest efforts will have to be made and implementation machinery will have to be properly organised and geared up by them to achieve the objectives aimed at. Immediate action should also be taken by the Ministry and Archaeological Survey to finalise detailed plans for the implementation of the proposed schemes so as to avoid the difficulties experienced in implementation and consequent shortfalls during the 4th Plan period. All this, the Committee feel, needs vigorous, determined and timely planning on the part of the Archaeological Survey of India. The Committee would like Government to ensure that.

CHAPTER III

(i) EXPLORATION AND EXCAVATION

3.1. Exploration and excavation together constitute the backbone of modern archaeology, Exploration comprises the discovery and recording of ancient sites still visible on the surface of the ground. It is often a necessary preliminary both to excavation and to conservation. In a wider field, exploration alone can reveal the full richness of the land in antiquities and monuments of many kinds.

3.2. Major discoveries in relation to the human achievement through the ages depend upon explorations and excavations. Both these are closely complementary activities.

3.3. The Archaeological Survey of India has two Excavation Branches, one located at Nagpur and the other at Delhi. In addition, the Prehistory Branch, at Nagpur, which carries out studies in Stone Age archaeology, also carries out excavations as and when it finds necessary.

3.4. Asked how the Survey selected sites for exploration and excavation, the Additional Secretary, Ministry of Education and Cultural Affairs, stated during evidence:

“Initially the potentiality of any site discovered by exploration is assessed with reference to the size of the mound, the thickness of the habitational deposits and the richness of the finds in respect of any particular problem besides tradition and literary references whenever available. A site that is considered most likely to yield the useful evidence looked for is taken up, first for a small-scale or trial excavation, and, thereafter, if justified, by large scale work.

The exploration or survey of sites is generally, carried out as a continuous process.....Generally an effort is made to cover every region of the country depending upon the manpower resources”.

3.5. During the Fourth Five Year Plan, the allocation for exploration and excavation activities under the scheme, “Additional Excavations Branch” was Rs. 6.80 lakhs, out of which no expenditure was

incurred during 1969-70 and 1970-71 and Rs. 0.84 lakh and 2.96 lakhs were spent during 1971-72 and 1972-73 respectively. The proposed provision for 1973-74 was Rs. 3 lakhs.

3.6. The number of explorations and excavations carried out by the Survey during the years 1969-70, 1970-71 and 1971-72 was 34, 26, and 5 respectively. Pointing out that the excavations conducted during 1971-72 were much less than those in earlier years, the Committee enquired the reasons for the same.

3.7. The Additional Secretary, Ministry of Education, during evidence stated:—

“So far as the Survey is concerned excavation has been carried out by only the two excavation branches, the Vikramsila Excavation project and the Exploration Wing of the Headquarter in keeping with the recommendation of the Archaeology Review Committee leaving the Circle officers free to devote themselves as exclusively as possible to conservation work which is their primary work. This has resulted in a smaller number of excavations conducted by the Survey. The work was also affected by Indo-Pak armed conflict of 1971.”

3.8. To another question, it was stated that no specific target of exploration and excavation could be fixed in advance as the scale of operations depended upon the nature of discoveries.

3.9. In a memorandum submitted to the Committee, it has been brought to their notice by a knowledgeable person that although in recent years some work on pre-history and proto-history had been carried out by the Archaeological Survey, the problems of historical archaeology had not been tackled. Elaborating the statement, he stated during his evidence before the Committee:—

“For instance, we should begin from the Mourya Period upto the Gupta period, for which we have done some perfunctory excavation or some sculptures. But the entire picture is not clear. Archaeology means clearing the picture of those period and I am afraid not much attention has been devoted to that. I will give you one example. In Mourya Period, everything is now delegated to Mourya period. But before Mourya Period, is it zero? What are the problems they were facing? We had not suddenly come to great culture in the Mourya Period. There must be some developments and those developments have not been traced. Those problems should be taken in hand. All the picture should be made more clear”.

The witness continued:

"Somehow or the other, pre-history has occupied more of our space and money. I am for historical archaeology. When we write history, this material is of utmost importance as to how people used to live at that time and so on and so forth. Some people think that these problems have been solved; but, in my opinion, none of these problems have been solved and they could be solved only by horizontal excavation and this is bound to yield better results."

3.10. Asked to what extent, the Survey had been able to bridge the gap of the historical times during the last 25 years, the Director General, Archaeological Survey, during evidence, state:

"In the last 25 years our Department has directed its efforts for the solution of this very problem. It is well known that the Harappa and the Mohanjodaro pushed the date of Indian civilisation to the middle of 3 millennium B.C....."

Is the last 25 years, it is to the credit of Indian Archaeology that both in the North and the South, East and the West, a large number of sites had been brought to light which have thrown light on Indian culture."

3.11. The Archaeological Review Committee have also stated that:

"The Survey has restricted its excavations almost entirely to pre-historic and proto-historic sites, and, in so doing, has immensely lengthened the backward perspective of Indian cultures and civilizations. It has, however, been felt for some time by scholars, and perhaps by others with a more general interest, that something should at least be done to reveal the archaeological setting of a historic period."

3.12. Asked whether any action had been taken to undertake excavation work with a view to solve many problems of Indian history and culture awaiting solution, it was stated during evidence:

"While there has been emphasis on pre-historic and proto-historic work in the past, because of the epoch-making discoveries like Harappa and Mohanjodaro and later a Kalibangan and Lothal, the Survey has not neglected the historical period. In the recent past, we have taken up work at important historical sites, such as Pauni (1969-70)."

(1970-71), Maharashtra, Vikramasila (1971-72 onwards), Bihar, Vidisha (1964-65), Madhya Pradesh, Kaveripunpattinam (1965 onwards), Tamilnadu, and Achichchhatra 1965, Rajgir (Bihar), Dhanyakataka (Andhra Pradesh) to mention the important ones only."

3.13. The Director-General, Archaeological Survey of India, further stated:

"We have got two excavation branches, but the work has to be done by Circles. Whenever a site is threatened, for example, by an irrigation project, we take up work on that site. Otherwise, we go by priorities".

3.14. The Committee enquired whether excavation has ever been done at Ayodhya and its neighbourhood. The Director-General, Archaeological Survey of India, in this connection replied during evidence:

"As regards Ayodhya, only recently the question was raised in the Parliament and my Minister has directed that all the temples at Ayodhya should be examined by the Archaeological Survey of India and we should try and protect all these which really deserve to be called monuments of national importance".

3.15. During the Fifth Five Year Plan, basic techniques of modern scientific excavation finds a place in one of the nine schemes (Building Survey, Research and Training Scheme) which have been proposed for implementation. The actual budget allotment against this scheme has so far not been approved by the Planning Commission or the Finance Ministry. However, the following outlay has been shown separately for excavation purposes for each year of the plan period:

Year	Budget Allocation (Rs. in lakhs)
1974-75	19
1975-76	27
1976-77	27
1977-78	26
1978-79	26
TOTAL 20.	125 lakhs

3.16. In this context it was stated during evidence:

“.....We have thought in terms of this comprehensive planning for the next five years and we have listed 25 schemes to be pursued not only by the Archaeological survey of India but by the Universities and the State Departments also right from the Stone Age to the historical period. We have also worked out 25 national schemes.”

3.17. Elaborating further, the Ministry have stated that a Small Committee consisting of University Professors and representatives of State Governments and officers of the Survey have worked out these 25 national projects in various parts of the country. These were selected keeping the outstanding problems of Indian Archaeology in view. It was further felt that these projects should be carried out in a collaborated manenr by the Universities, other institutions, State Departments of Archaeology and the Survey. A list of these projects, together with the particulars of the executing agency are given at Appendix II

3.18. The Committee regret to note that the number of explorations and excavations undertaken by the Survey during the Fourth Plan period have been declining from year to year. The number declined from 34 in 1969-70 to 26 in 1970-71 and to only 5 in 1971-72. The Committee are not satisfied with the reasons given by the Ministry that the Circle Officers, in keeping with the recommendations of the Archaeology Review Committee, devoted themselves mainly to conservation work as the Review Committee made its creommendations as far back as 1965. Moreover, an additional Excavation Branch was also set up during the Fourth Plan period which in itself should have resulted in increased activities in this regard. In a vast and ancient country like ours, which is full of cultural antiquities, a large number of ancient sites remained to be explored and excavated. As exploration and excavation of ancient sites, throughout the country, is one of the main functions of the Archaeology Survey, the Committee feel that exploration and excavation work should have been undertaken by the Survey on a larger scale. Since a large number of sites still await exploration and excavation, the Committee cannot emphasise too strongly the need for accelerating the work of exploration and excavation by the Survey. The Committee are aware that this gigantic task cannot be fully completed by the Archaeological Survey alone. It is, therefore, necessary that the Survey should elicit the cooperation of the State Departments of Archaeology, Universities and Research Institutes which are also carrying on exploration and

excavation work. A well-thought out and coordinated plan of action and a list of priorities for undertaking this work, is required to be formulated by the Archaeological Survey in consultation and coordination with the State Departments and Universities etc., for carrying out extensive as also intensive archaeological explorations throughout the country.

3.19. The Committee have been informed by knowledgeable persons that in the exploration and excavation activities of the Survey, more emphasis has been laid so far, on pre-historic and proto-historic sites and that due importance has not been given to historical sites. In order that the Archaeological setting of historical period is unfolded in a chronological manner the Committee would like the Survey to devote greater attention to historical sites also. A proper balance should be maintained in so far as exploration and excavation of pre-historic, proto-historic and historical sites are concerned. It is equally important that in selecting sites for exploration and excavation, due regard is paid to various regions of the country.

3.20. The Committee note that during the Fifth Plan period, a sum of about Rs. 125 lakhs is proposed to be allocated for exploration and excavation and that the Survey has already worked out 25 national projects for this purpose in various parts of the country. They are glad to note that these projects would be carried out by the Archaeological Survey in collaboration with the State Departments of Archaeology, Universities and other Research Institutions. The Committee have no doubt that in the light of past experience, the Survey would formulate detailed plans for implementing these schemes in a phased and orderly manner so as to achieve best results.

3.21. The Committee note that excavation work on the "Archaeology of the Ramayana Sites" is to be taken up as one of the 25 national projects proposed to be carried out by the Survey in collaboration with U.P. Government and Jiwaji University. The Committee consider that the exploration and excavation of places of historical and mythological significance like Ayodhya, Ujjain regions etc., are very necessary to link up the loose ends in the Archaeological setting of those periods. The Committee strongly urge that the exploration and excavation work at these sites should be expedited by the Survey. They also recommend that the monument of Rajya Dasrath near Ayodhya be declared as a national Monument.

3.22. In this connection the Committee would also like to emphasise that the Survey should lay down broad guidelines for the

preparation of factual excavation reports so as to ensure a scientific and consistent approach. It should also be ensured that excavation reports are prepared by the authorities concerned simultaneously as prompt and factual reporting is the essence of competent excavation. The Committee would further urge that for maintaining competent standards, the Officers of the Survey should periodically visit every excavation site and should also keep in close touch with the progress in the preparation of excavation reports contemporaneously so as to avoid delays and arrears in this regard.

3.23. Archaeological excavations have added much to our knowledge of India's past. They, inter alia, tell us about the life of the common man in those days. Examples of important excavations, carried out in the country, are the proto-historic civilisation of the Indus Valley, of the Indo-Greek Cities in West Punjab, the great University of Nalanda etc. Had these sites not been dug up, India's past history and art would not have been, what it is today. But much of Indian history and art, still lies as much below the ground as above. It should be brought to light if the full story of old India is to be known. But due to developmental projects being undertaken in the country, the wealth of cultural treasures is being destroyed or threatened in the country. If no timely action is taken, these ancient sites will be lost to archaeology for ever. Each archaeological site lost, is a unique piece of historical jigsaw, gone for ever. There is thus a need for accelerating the pace of excavation and exploration in the country. It is well known that systematic excavations are costly and are also frequently hampered by various other difficulties. What is urgently required, is greater awareness on the part of the Government and the public of the importance of archaeology and measures to prevent the old sites from ravages of destruction.

3.24. The Committee understand that in U.K., an organisation named, "Rescue" which was launched in 1971, spearheaded a campaign by professional and amateur archaeologists to highlight the importance of archaeological sites and areas and to arouse public awareness about them. This organisation has raised funds for urgent excavations, persuaded business concerns to sponsor scholarships for training archaeologists and has publicised important diggings to rouse local support. With the encouragement of this organisation, a growing number of business and industrialist concerns are also recognising the archaeological implications of their activities.

3.25. The "Rescue" insists that all major local authorities should be held responsible for commissioning Archaeological Sur-

vey of their towns and regions under new legislation which would ensure: (i) statutory protection for key sites specified in the Surveys; (ii) consideration of the archaeological potential of any proposed development before planning permission is granted; (iii) access for archaeologists to all building sites with historic deposits; and (iv) time for excavation when required.

3.26. The Committee consider that it is time that due importance is given by Government to Archaeology and effective measures are taken to save the ancient sites from being destroyed in the developmental process. It is also important that not only State Governments but local authorities are also enlightened about the importance of archaeological sites. In this connection the Committee would also like the Government to study the working of this organisation in U.K. and other countries and to examine what measures, statutory or otherwise are necessary in our country to save and preserve the great archaeological treasures that lie buried in the ground.

(ii) VIKRAMSILA PROJECT

3.27. Till recently the excavation at Vikramsila was being carried out by the University of Patna under licence from the Central Government. In view of the importance of the site and the extensive scale on which excavations are required to be taken up, it was decided by the Archaeological Survey to take over this project. This was included as one of the schemes under the Fourth Five Year Plan, with an allocation of Rs. 6.60 lakhs.

3.28. The expenditure on this project during the Fourth Plan was as under:—

Year	Amount (in lakhs of Rs.)
1969-70	Nil
1970-71	Nil
1971-72	0.57
1972-73	2.53
1973-74	3.50 (Provisional figure)

3.29. As regards the progress made in this excavation work, it was stated during evidence:

“The northern gateway, the western wing of the northern side, the entire western wing and a bit of the southern

side have been excavated, bringing to light the monastic cells along the walls, and antiquities, including sculptures and bronze figures contained in them. As the ancient site of Vikramsila housing and instructing several thousands of students cannot be represented by a single monastery containing about 200 rooms, a much larger area has eventually to be brought under excavation. The scope of work which is enormous cannot, therefore, be envisaged in advance though it is felt that at least three more years would be needed to excavate a fairly substantial monastery area thoroughly. The work is likely to continue in the interest of reclaiming as much as possible of the ancient monastic site, which extends to Pathanghat about 2 kms to west and Khalgaon, about 15 km to the south. Exploration and survey of the surrounding areas will also be undertaken."

3.30. The Committee note that Vikramsila project was taken over by the Archaeological Survey from the University of Patna, in view of the archaeological importance attached to the site and the extensive nature of the excavations. It is surprising that although this project was included as one of the schemes in the Fourth Plan, no action in carrying out the excavation was taken by the Survey during the first two years of the Plan period. This again indicates that the work of excavation, even on this important site, was not given the importance that it deserved. The Committee note that though some progress has since been made on the project, owing to the enormous scope of work involved, the excavations are likely to extend beyond three years. The Committee urge that excavation work on this important historical site should be accelerated so as to complete it as early as possible.

(iii) ARCHAEOLOGICAL EXPEDITIONS OUTSIDE INDIA

3.31. The Committee have been informed that in order to have a study of Indian archaeology in its wider context and also to have a first hand knowledge of the excavated finds of comparable periods in the neighbouring countries, it is considered essential to carry out exploration and excavation in the concerned regions of Western Asia.

3.32. During the Fourth Plan period, it was therefore proposed to establish a wing in the Archaeological Survey of India for sending archaeological expeditions outside India. The first such expedition was to be sent to Afghanistan for undertaking excavations at Begram and exploration and excavations at other sites in Farrah regions.

3.33. It is further proposed that, after gaining experience of work in Afghanistan, similar work should be taken up in South-East Asia. Accordingly, a wing dealing with South-East Asia is being started in the concluding year of the Fourth Plan.* The schemes has been sanctioned by the Government. However, the post of Director was filled, only recently. Further, the work depends upon signing of agreements with the concerned Foreign Governments, which is already under action of the Ministry. This project has been allocated Rs. 5.00 lakhs for the Fourth Plan period. The expenditure on this project during the Fourth Plan was:

Year	Amount (Rs. in lakhs)
1969-70 .	Nil
1970-71 .	Nil
1971-72 .	0.04
1972-73 .	0.75
1973-74 .	4.21 (Provisional)

3.34. Regarding excavations conducted in the adjoining countries, the Director-General, Archaeological Survey stated during evidence:

“In the country adjoining India, we have done some work. Nepal is the country which is closely linked with India’s past. We have excavated out a site called Tillarakote, and very important work has been done here. Traditionally Lumbini is the place where Gautama Budha was supposed to have been born. Tilar-kote is one place which is claimed to be Kapilavastu. On the Indian side we have got a place called Piprahawa where we continue our excavations. At this place we have found sealings with the name Kapilavastu. We have been tackling different problems right from the pre-historic times to the modern times—almost the medieval period.

3.35. As regards the expeditions carried out so far outside India, it was stated that efforts were being made to excavate the sites in Afghanistan. Draft cultural agreements with Iraq and Iran also contained proposals for such excavation work; but actual excavation work had not started in any of these countries. The Additional Secretary, Ministry of Education further stated:

*At the stage of factual verification, the Ministry of Education and Social Welfare (Archaeological Survey of India) have stated that a Wing dealing with South East Asia is being started in the concluding year of the Fifth Plan.

"The proposal to carry out (excavations in) archaeology outside India will largely depend on the response of neighbouring countries. In drafting cultural agreements, efforts are being made to include archaeological projects and exchange of scholars on a reciprocal basis. Such agreements have been concluded with Afghanistan and Iran. Phased programme can be prepared only when some headway is made in the implementation of the cultural agreements."

3.36. The Ministry in a note, have also stated:

"After a protracted correspondence, an Agreement has (October 1973) been signed by the two Governments (India and Afghanistan) permitting us to excavate at Begram and to conduct explorations in the Farah region. The field season for undertaking archaeological work in these regions of Afghanistan lasts from May to October."

3.37. Asked whether Government have any proposal to undertake exploration in South East Asian countries such as Malaysia, Thailand and Laos in collaboration with the archaeologists of these countries the Director General, Archaeological Survey of India, stated during evidence:

"We have been trying to establish contacts with archaeologists from these countries and in fact we are training archaeologists from Burma, Indonesia, Thailand and we hope with the increase in cooperation, there will be greater exchange of ideas".

3.38. Asked, whether the Survey could undertake this work with the assistance of UNESCO, the Director-General, Archaeology Survey replied:

"We have no objection. But in what way the UNESCO assistance will be there for excavations to benefit us, I do not know. If any such assistance comes from the UNESCO, we will welcome it."

3.39. To a query whether the Survey had any exchange programme of visiting specialists from foreign countries, the witness replied in the affirmative and further stated:

"During 1972-73 no Indian Archaeologist visited any foreign country under cultural Exchange Programme. No foreign archaeologist visited India during 1971-72 and 1973 under cultural Exchange Programme".

3.40. During the Fifth Five Year Plan, this project has been shown under one of the nine schemes proposed to be implemented. It is proposed to conduct excavations at Begram in Afghanistan. As there is literary evidence relating to the submergence of many ancient cities as also archaeological evidence about the brisk Roman trade with India during the early centuries of Christian era, it is proposed to undertake the work "Underwater Archaeology" in collaboration with a foreign agency.

3.41. The Review Committee, which was appointed in 1965, to assess the work of the Survey, have in its Report, stressed that Indian Archaeology must be studied in the wider context and held the view that neither the spasmodic sending of Indian archaeological missions abroad nor the inviting of lecturers from foreign countries will wholly solve the problem, useful though these measures be. The Review Committee had suggested that India should have her own specialists in the archaeology of the countries *viz.* Egypt, Iraq, Iran, Anatolia, Central Asia and South East Asia so that, with their first-hand knowledge of the subject, they can interpret satisfactorily the broader cultural environment of India in the past.

3.42. The Committee referred to a suggestion made to them that in order to make a thorough study of archaeology of the countries with which India had connections in the past, "a Central Institute of Archaeology" with a number of Departments, each specialising in the archaeology of a given Country, should be set up and enquired whether Government agreed with this view. The Additional Secretary, Ministry of Education stated that formation of a single Institute was not feasible. The Director General, Archaeological Survey of India also stated that it was better to build expertise knowledge in different branches of archaeology in different Universities rather than try to build up something enormous without a foundation. The witness added that at present there was not so much of expertise in India as to justify the establishment of a Central Institute and that it was better that this expertise developed in the Universities with the help of certain scholars. Asked whether it would not be desirable to have specialists in fields like Egyptology, Greek Roman Archaeology, West Asian Archaeology, Sinology, etc., the Additional Secretary, Ministry of Education stated:

"There can be no second opinion on that. India is a vast country and it is one of the important countries in the world. There should be Indian scholars who have knowledge about other countries in the neighbourhood, particularly in the field of archaeology and ancient history. We fully agree with you."

3.43. The Committee note that Government proposed to establish a wing in the Archaeological Survey during the 4th Plan period for sending archaeological expeditions outside India. The first such expedition was to be sent to Afghanistan for undertaking excavations at Begram and other sites in Farrah regions. The Committee regret to note that excavation work in that country could not be started as the cultural agreement between the two countries was signed only in October, 1973. The Committee further note that draft cultural agreements with Iraq and Iran also contain proposals for sending archaeological expeditions to those countries. The Committee hope that with the signing of the cultural agreement with Afghanistan and the proposed cultural agreements with Iran and Iraq, a phased programme would be prepared by the Archaeological Survey for carrying out meaningful excavations in these countries. As the archaeology of these neighbouring countries is intimately connected with that of ours on account of close and intimate contacts in the past, it is very essential to have a better understanding of the archaeology of the countries.

3.44. The Committee understand that a wing dealing with South East Asian countries will be started by the Archaeological Survey in the concluding year of the Fifth Plan. In the opinion of the Committee, such a Wing should have been started much earlier as the culture of the South East Asian countries, for example, Burma, Indonesia, Thailand, Cambodia, Nepal, Sri Lanka etc., is intimately connected with that of India. There is ample evidence of close relationship between the culture of these countries and that of India which is easily discernible in their temples and sculptures etc. The Committee would urge that effective steps should also be taken to conclude cultural agreements with these countries so as to pave the way for sending archaeological expeditions there.

3.45. The Committee have no doubt that the excavations in the neighbouring countries would be conducted in collaboration with the local Archaeologists in those countries so as to derive the maximum benefits from such excavations. They hope that these excavations would further assist in unfolding the links and close relationships that existed in the past with those countries.

3.46. The Committee would suggest that the feasibility of obtaining financial and other assistance from the UNESCO for the mutual exchange of archaeological expeditions with the neighbouring countries may also be explored.

3.47. The Committee consider that in addition to sending Indian Archaeologists abroad and/or inviting Archaeological Specialists

from foreign countries, India should also have her own specialists in the archaeology of other countries, for example West-Asian, Central Asian, South-East Asian regions and African and Latin American countries and more particularly of Egypt, Greece and Rome etc. which have ancient civilisation, so that they may be able to interpret satisfactorily the broad cultural environments of India in the past and their links with the neighbouring and other countries. The Committee note that while Government are not at present agreeable to the creation of a Central Institute of Archaeology, they are fully aware of the need to build expertise in the Archaeology of neighbouring countries in the various Universities. The Committee would like Government to approach the University Grants Commission and the Universities to render help in building up this expertise in the various Universities in the country as early as possible.

CHAPTER IV

SURVEY

(i) Survey Plans for Centrally Protected Monuments

4.1. Under Article 246 of the Constitution (Seventh Schedule) Archaeology is administered as under:—

- (i) Union List—Ancient and historical monuments and records and Archaeological Sites and Remains (declared by or under law made by Parliament) to be of national importance would be in charge of the Central Government.
- (ii) State List—Ancient and historical monuments and records other than those (declared by or under law made by Parliament) to be of national importance, would be in charge of the State Governments.
- (iii) Concurrent List—Archaeological Sites and Remains other than those to be of national importance.

4.2. It will be seen that monuments of national importance are looked after by Central Government and other than those of national importance, by the State Governments. In April 1961, Parliament passed an Act declaring to be of national importance all the monuments and sites which had been previously protected under the Ancient Monuments Preservation Act 1904 together with a large number of those situated in the Princely States over which Government of India had no archaeological jurisdiction.

4.3. At present the Archaeological Survey has on its List about 3500 protected monuments and sites. The Archaeological Survey initiated a project in the Second Five Year Plan, to prepare survey plans of centrally protected monuments and sites, based on local revenue maps. Under this scheme, the surveyors first draw the outline plans of the concerned monuments and areas around them and then get these plans vetted by the revenue authorities in so far as the protection limits are concerned. Ownership of the protected areas has also got to be verified. This basic material about the limits of the protected area at monuments and sites is absolutely necessary in order to save them from encroachment.

4.4. It has been stated that out of the listed number of 3500 monuments, 3210 had been surveyed upto the end of 1971-72 but only 525 plans have been completed in all respects including their verification by the Revenue Authorities. About 500 new plans are further expected to be prepared during the course of the 4th Plan period.

The Committee desired to know the reasons for not completing this work which was taken up as early as the Second Five Year Plan. The Additional Secretary, Ministry of Education, during evidence, stated:—

“The work consists of preparing site plans of monuments, and of verifying it with revenue details, and ownership with a view to determining the protected limits and removing encroachments if any. The work, therefore, depends on the cooperation of the District Collector. Our work is mainly hampered because village officers have multifarious duties, and cannot keep to the agreed dates of joint inspections. We have been continuously seeking the cooperation of the State Governments and Circle Officers have been requested to pursue the matter with revenue officials.”

4.5. Asked when it was proposed to complete this work in respect of all the 3500 monuments and sites, the witness stated:—

“It is hoped that the work will be completed during the next five years.”

4.6. The Committee are concerned at the poor progress made in the project of preparation of survey plans of centrally protected monuments and sites which was taken up as early as Second Five Year Plan period. It is disquieting to note that out of 3500 monuments of national importance, only 525 plans had been completed in all respects by 1971-72 and about 500 new plans are expected to be prepared during the remaining 4th Plan period. The slow progress is stated to be due to the non-availability of State Government officials for joint inspections. The Committee are not convinced by these reasons as they feel that with concerted efforts and follow up action it should have been possible to obtain greater cooperation from the State Governments and make rapid progress in this regard. Considering the progress made so far, the Committee are not sure whether the remaining work would be completed within the next five years as indicated by the representatives of the Ministry during evidence. The Committee consider that preparation of the survey

plans of these monuments is urgently called for as in the absence of these plans there is every likelihood of encroachments on the areas round these monuments and sites. The Committee would therefore urge that effective steps should be taken by Government to ensure that this work is completed at least by the end of 5th Five Year Plan period, as envisaged now by them.

(ii) Survey of Antiquities Project

4.7. The Survey of Antiquities Project was launched in the Second Five Year Plan with a view to exploring the antiquarian remains in the country. Such a survey is expected to bring to light hitherto unknown monuments and sites which shed light on the rich cultural past of this country. It has been stated that the scheme has been a partial success, as it has brought to light a large number of monuments and sites in different parts of the country but it also suffered for lack of proper supervision, for the Superintending Archaeologists, busy as they are with conservation and administrative work, could not devote attention to the scheme. Under the Reorganisation Scheme of the Survey, which is receiving attention of the Government, this Scheme is proposed to be placed directly under the Department of Research and is also conceived as a problem oriented one, whereby, river-valleys and other areas connected with particular problem will be taken up first. About 67060 villages were surveyed upto 31st March, 1972. In the revised scheme, the emphasis will not be so much on the number of villages as on answering a specific problem. All the same, it is hoped that about 5000 villages in different river valleys would be covered during the Plan period.

4.8. Explaining the reasons for the slow progress in the completion of this important project which was launched as early as the Second Five Year Plan, the Director General, Archaeological Survey of India stated:

“The work is very laborious and involves quite specialised knowledge. That is why it had taken time and the new idea has come that universities should join hands with the survey work. There is further modification of the scheme in that first we should select areas which are likely to yield more results, namely Gangetic Plain so that important work is done first.”

4.9. Asked to state whether this work was being attended to, the Director General, Archaeological Survey of India said:

“In the recent past, a new responsibility has come, that is

documentation of sculptures. We have diverted our attention to this more pressing job while village to village job is not neglected. Our difficulty is man-power resources."

4.10. It has been suggested to the Committee that in view of the great changes effected in the country due to various irrigation projects and laying of new railway lines and roads, this work of intensive and extensive exploration throughout the country from village to village had to be given top priority. Asked whether any action had been taken in this direction, the Additional Secretary, Ministry of Education stated:

"While village to village survey as a normal activity must go on, priority will have to be given to quick surveys of the areas affected by the irrigation projects. The Circle Officers keep in touch with the State Governments about such developmental activities affecting the archaeological heritage, and undertake excavation or exploration with the help of universities. In some cases, the State Governments themselves undertake such work including transplantation of monuments, if any."

4.11. To another suggestion whether the cooperation of the people of the villages could be sought in this regard, the Director General, Archaeological Survey of India stated:

"We can do this great task only with the cooperation of the people. Before we launch the work in a particular district, we write to the level of village school master who happens to be knowledgeable and only then we go to the area."

4.12. It was brought to the notice of the Committee that the scheme of having Archaeological Survey of all the revenue villages by the technical assistants has not made much headway mainly due to the lack of proper guidance and supervision by the Circle Superintending Archaeologist. The Additional Secretary, Ministry of Education stated in reply to that:

"The village to village exploration has not flopped. It is true that the Superintending Archaeologists have not been able to pay as much attention to the supervision as would be necessary in view of their preoccupation with the basic work of circles, namely, conservation.

It has been decided that the village-to village survey of sites and antiquities will be carried out by the universities

and a draft programme has been prepared by a Committee consisting of the Director-General of Archaeological Survey of India, Joint Director-General, and some eminent archaeologists working as professors in the universities. The final decision will be taken shortly."

4.13. Asked to state whether any decision had since been taken in the matter, the Ministry of Education in a written note have stated:

"A draft Plan for all India Survey of Antiquarian Remains Project was framed by Prof. H. D. Sankalia, Director, Deccan College and Postgraduate Research Institute, Pune, which was later discussed by a Committee consisting of the Director General, Joint Director General of Archaeology as also the representatives of the following institutions:

- (i) Nagpur University, Nagpur.
- (ii) M. S. University, Baroda.
- (iii) Jiwaji University, Gwalior.
- (iv) Allahabad University.
- (v) Calcutta University, Calcutta.
- (vi) Mysore University, Karnataka.
- (vii) Poona University, Poona.
- (viii) Gujarat Vidyapith, Ahmedabad.

The draft plan did not receive the approval of all the members. Some members felt that the scheme should be taken up on a much bigger scale, while others felt that it should be experimented first by those selected universities which have not trained staff and equipment to take up this sort of a work. Professor H. D. Sankalia was among those who held the latter view. Decision is being taken on this issue and the scheme will be launched from the next financial year in a phased manner."

4.14. The Committee regret to note that although Government realise that the survey of Antiquities Project is expected to shed light on the rich cultural past of the country, the progress of work on this project which was taken up in the Second Plan period, has been very unsatisfactory. Out of over 5½ lakh villages in the country, only 67060 villages were surveyed during a period of about 16 years, upto March 1972. This clearly indicates that serious attention was not paid to this project. The Committee feel that this project is of

natural importance. They urge that Government should take expeditious decision on the draft plan for All-India survey of Antiquarian Remains Project and implement the same in a phased manner with the cooperation of State Govts. and selected Universities. Priorities may be laid down, keeping in view the fact that areas which are expected to yield tangible results are taken up first. The Committee would like to stress that the Ministry should formulate a perspective plan to complete this survey by a specified date. A review of the progress made in the completion of this project should be made periodically in order to effect improvements in the execution of this scheme. The Committee would like to emphasise that this important task can be done only by enlisting cooperation of the local people and by associating elders of the areas concerned whose knowledge of the past, handed over to them from generation to generation, might prove of significant help.

4.15. The Committee further suggest that the progress made in the implementation of this scheme, should be given in the Annual Report of the Archaeological Survey of India which should also contain specific mention of the highlights of the survey work as well as action taken by Government in pursuance thereof.

(iii) Temple Survey Project

4.16. It has been stated that to study the north and south Indian temples, which present a variety of problems, particularly in respect of their origin and development, a project to document and publish detailed studies of these temples has been launched. The project is handled by two Branches known as Temple-survey Project (Northern Region, Headquarters: Bhopal) and Temple-survey Project (Southern Region, Headquarters: Madras).

4.17. The Additional Secretary, Ministry of Education further stated during evidence that this project was started in 1955. As regards the progress made in this survey, it was further stated during evidence:

“The temples of Kajuraho, cave temples of Pallavas, Eastern Chalukyas, Rashtrakutas and some other dynasties of the Deccan, temples of Kerala and Gupta temples all over the Northern India have been studied intensively.”

4.18. When the Committee enquired whether the work done so far on this project had been published, the witness state:

“The work on the cave temples of the Pallavas has been published as a separate book. An extensive study on Khaju-

raho temples has been published in the *Ancient India*. Also a separate book is being made ready for the press. The comprehensive report on the cave temples of the Deccan has been submitted for publication. The detailed report on Kerala temples is under preparation. However, a guide to Kerala monuments based on the survey is in the press."

4.19. Asked when this project was likely to be completed, the witness stated:

"The project will take a long time to be completed, since the architectural wealth is too large to be completed with the limited staff of the Survey. Fortunately, several universities are also taking up studies of regional architecture."

4.20. The Archaeological Review Committee, in its Report submitted in 1965, had stated:

"In the course of the last ten years most of the important groups of temples in Central and South India have already been surveyed. But as a matter of high urgency, the further survey of the temples should be shared with, or supplemented by, a survey which cannot wait. Most of the temples are indeed secured either by continuing usage or by the Survey's protection...."

4.21. The Committee note that the Temple Survey Project which was initiated in 1955 in order to document and publish detailed studies of temples in the country has not yet been completed. So far the temples of Khajuraho, Pallavas, Eastern Chalukyas, Rashtrakutas and some other dynasties of Deccan, temples of Kerala and Gupta temples have been surveyed and studied. In the opinion of the Committee, the progress made in this project is also for from satisfactory. The Committee are surprised to note that Government have no idea about the time by which this project will be completed. The Committee appreciate that the resources of the Archaeological Survey are limited but already a period of about 19 years has elapsed since this work was first taken up. It is, therefore, high time that Government should prepare a detailed programme for the completion of this work for which assistance of Universities and other Research Institutions may also be taken by them.

4.22. The Committee note that the publication of the result of studies of these temples conducted so far is not up-to-date. The Committee have already recommended the simultaneous preparation of survey and excavation reports. They would urge that effective steps should be taken by the Survey for the submission of reports as soon as the studies are completed and to publish the same as early as possible.

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CHAPTER V

CONSERVATION AND PRESERVATION

(i) General

5.1. The primary function of the Archaeological Survey is to preserve the material vestiges of Indian history and prehistory in so far as they consist of, or are related to, buildings and sites. It has been stated that originally the conservation work was carried out through the agency of the P.W.D. and the Archaeological Survey of India did very little directly towards conservation. It was only in 1945 that the Survey took upon itself the task of conserving the monuments and this was followed by taking over of the gardening operation as well.

5.2. Asked why this work, which was mainly an engineering work was taken over from the P.W.D., the Ministry, in a note, have stated:

“Conservation work was being executed till 1945, through the agencies of Provincial Public Works Departments and not the Central Public Works Department. The reason for taking over the works was to exercise greater control over the monuments and to ensure a proper standard of repairs based on the accepted norms of archaeological principles. This aspect was not known to Public Works Engineers. Conservation of monuments being a specialized job, the Executive Staff and officers of the Survey have been and are given special training in the subject.

5.3. The country is divided into ten Circles each under a Superintendent and technical staff for the purpose of Conservation of archaeological monuments. The total number of monuments at present protected by the Survey is about 3,500.

5.4. The Review Committee Report, 1965 have pointed out that:

“The Conservation of India’s great archaeological heritage is the first and foremost function of the Survey. At present it is not adequately fitted for the task. Compared with the vastness of its responsibilities, it at present falls short in the sum-total of its achievement.”

5.5. The Committee asked whether any review had been undertaken to assess the performance of the conservation side of the Survey. The Director-General, Archaeological Survey of India, during evidence, stated:

“In the performance of task of conservation, we ourselves review the position and have come to the conclusion that the Survey is short of conservation staff and the staff recruited for the purpose needs specialized training-courses.”

5.6. Asked whether any remedial action had been taken to remove the deficiencies and to gear up the organisation to undertake its responsibilities, the witness replied:

“We have made proposals for the augmentation of the staff and these proposals are already being examined by the Ministry of Finance. So far as training is concerned, we have adopted the policy of deputing promising engineering and chemical conservators from the Survey for training at the Rome Centre.”

5.7. Referring to the funds provided to the Survey for conservation and preservation purposes, the Director-General, Archaeological Survey of India stated:

“...Our conservation grants (last year) were pitifully low as low as 10 lakhs. Then we have been making progress and we spent Rs. 38 lakhs last year... Insufficient staff and inadequate fund has been our difficulty.”

The witness further stated:

“For the first time we have provided for preservation of monuments in the Fifth Five Year Plan. It was felt if we go by the non-plan grant, country's monuments will disappear.”

5.8. During the Fifth Plan period, it is proposed to undertake special repairs to about 185 monuments located in different parts of

the country. It has been proposed to allocate an outlay of Rs. 500 lakhs during the Fifth Plan to this function—Preservation of cultural heritage of India including security arrangements with an annual plan of Rs. 70 lakhs for the year 1974-75.

5.9. The Committee note that the conservation work of archaeological monuments was taken over by the Survey in 1945 from the Provincial Public Works Departments in order to exercise greater control over the monuments and to ensure proper standard of repairs. According to the Director General, the Survey is short of trained conservation staff for the performance of this task. The Committee need hardly emphasise that conservation and preservation of monuments which are the country's great archaeological heritage, is the foremost function of the Survey and should be given the utmost attention. It is not right to leave the ancient sites uncared for after excavating them. The Committee desire that detailed plans should be prepared for conservation and preservation of the monuments which should be well executed and properly supervised.

5.10. The Committee understand that some proposals for augmentation of the staff are under consideration of the Ministry of Finance. The Committee urge that necessary staff should be made available to the Survey after proper scrutiny as to the requirements. The Survey should also undertake a programme of training of technical staff in the specialist job of conservation.

5.11. The Committee note that another factor which is stated to stand in the way of proper conservation is inadequacy of funds. The Committee are informed that it is proposed to allocate Rs. 500 lakhs for the conservation etc., of monuments during the Fifth Plan. The Committee see no reason why the Survey should not bring about marked improvements in the preservation of the ancient monuments at least during the ensuing Fifth Plan period.

(ii) Criteria for selecting monuments of national importance for conservation.

5.12. In a memorandum submitted to the Committee, it has been stated:

“The Government of India has started the policy of classifying

monuments as of National and non-national importance. The criteria for making this kind of distinction are vague and cannot be properly applied to the suitability of all concerned."

Asked what were the criteria in classifying the monuments of national importance, the Additional Secretary, Ministry of Education stated:

"The basis of determining a monument as of national importance is its archaeological, historical and architectural importance."

5.13. The Committee desired to know at what level it was decided to declare a monument of national importance or transferring a monument of national importance to non-national one or vice versa. The witness stated:

"Under the provisions of section 4(1) of the Ancient Monuments and Archaeological Sites and Remains Act, 1958, monuments considered to be of national importance can be so declared. The decision to declare a monument to be of national importance is taken at the level of the Director General, Archaeological Survey of India, with the approval of the Education Minister. The monuments of national importance are not transferred to the State Government. With the formation of the Departments of Archaeology in different States, a review of the monuments which were protected from 1904 onwards was made in 1967, and some of the monuments were de-protected with the approval of the Central Advisory Board of Archaeology. According to a recent decision, no monument is to be deprotected save in exceptional cases where the Education Minister's approval has to be obtained."

5.14. It has also been brought to the notice of the Committee that:

"Several years back the Archaeological Department made

over several monuments of minor importance to the States for preservation. The result has been their neglect. All States do not realise the importance of these monuments and neglect them."

5.15. The Committee enquired whether any steps were taken by the Survey for the preservation of archaeological monuments under the jurisdiction of State Archaeological Departments. The Additional Secretary, Ministry of Education, during evidence stated:

"No specific instance of deliberate neglect of monuments taken over by the State Governments has come to the notice of the Survey. The process of preservation needs time and funds and these may be the reasons why some of these monuments may be in indifferent state of preservation."

5.16. The Committee note that the archaeological monuments are classified as of national importance on the basis of their archaeological, historical and architectural importance and that the decision to declare a monument as of national importance is take at the level of the Director-General, Archaeological Survey of India with the approval of the Education Minister. The Committee further note that as a result of a review in 1967, some monuments of national importance were deprotected with the approval of the Central Advisory Board of Archaeology. The Committee need hardly point out that since the archaeological monuments are the sign posts of the progress of Indian culture through several centuries and are a national heritage, their conservation and maintenance are of prime importance and should be attended to properly. It is to be recognised that the State Directorates which have recently been set up, are not fully equipped with the necessary funds and expertise for the preservation and conservation of important protected monuments. The Committee feel that the 3500 national monuments which are under the charge of the Archaeological Survey, are not a large number considering the size of the country, its ancient history and its wealth in monuments and sites. They feel that utmost care should be exercised in deprotecting a monument by the Survey and that too should be done in consultation with the concerned State Department. The Committee are glad to note that according to a recent decision no national monument is to be deprotected save in exceptional circumstances and that too with the approval of the Education Minister.

5.17. The Committee feel that the preservation of the ancient monuments whether in the jurisdiction of the Central Government or State Government is of utmost importance. They would, therefore, urge that the Archaeological Survey should maintain close co-ordination with the State Departments of Archaeology in the matter of preservation of monuments within their jurisdiction and should render them all help and advice so as to ensure that they are properly maintained. Periodical meetings may also be held with the State Directorates of Archaeology to keep them informed of the latest developments in the techniques of preservation.

(iii) Conservation and preservation of certain non-protected monuments.

5.18. The Committee have been informed that in view of the Historical and architectural importance of the Jama Masjid at Delhi, an expert committee was appointed in 1953 which recommended various measures of repairs for its proper preservation. Although the Jama Masjid is not a protected monument, the Government have made an exception in this case and entrusted the work of its repairs to the Survey which was commenced in 1968-69. During the Fourth Plan, a sum of Rs. 1.63 lakhs is proposed to be spent by the Survey as special repairs to Jama Masjid.

5.19. The Committee desired to know which of the non-protected monuments other than Jama Masjid, Delhi had been taken up for preservation by the Survey. The Additional Secretary, Ministry of Education, during evidence stated that the Alamigri Masjid, Ajmer was also taken up for repairs.

5.20. Asked about the criteria for selection of non-protected monuments for repairs, the witness stated that no specific criteria had been laid down and that the outstanding cultural importance of the building was a factor determining such selection.

5.21. In this connection, the Director General, Archaeological Survey of India, stated:

“The monuments which are not protected by the Centre, are usually protected by the States. But, there are certain monuments which are not protected either by the Centre or by the States, because of certain insuperable difficulties. In respect of monuments which are in active religious use, in such cases, if we feel that they cannot be protected under law, and yet they deserve to be preserved for posterity, we move in and take up works of repair and conservation.”

5.22. Referring to the Jagannath Temple which is non-protected monument, the witness further stated:

“9About Jagannath Temple also, the position is that the monument is not protected yet. But, the Minister had given an undertaking that this monument will be repaired. Ultimately, the question of protection will depend on the arrangements that we are able to evolve in consultation and agreement with the trustees of the temples. For example, in the case of temples, certain things are done with regard to renovation etc., which affect the essential importance of the monuments. In such cases, where the monuments are of outstanding historical and archaeological importance, we do want to step in and see that they are structurally preserved. Without saying that we are going to protect the Jagannath Temple, we say that we are going to step in and repair the temple. It is quite likely that if people come to terms, we may also protect it. But, there are certain insuperable difficulties in regard to protection. But, if the monuments should be preserved in the national interest, we give grants for such purpose.”

5.23. The Committee are glad to note that the Archaeological Survey has been rendering help in undertaking repairs to the Jama Masjid in Delhi, though it is not a protected monument. There are a number of places of worship which have, apart from religious significance, historic and architectural importance. The Committee realise that, being in religious use, there may be legal difficulties in treating them as protected monuments. The Committee would urge that in view of their historical, cultural and tourist importance, the Archaeological Survey should make an inspection of all important historical places of worship, in cooperation and coordination with the State Governments and the management of these religious places and should render all technical and other assistance so as to ensure that these places are well preserved for posterity. The Committee would like the Survey to take initiative in this matter and not wait indefinitely lest these monuments suffer for want of timely attention.

(iv) Chemical preservation of monuments

5.24. The sites and monuments are affected by the elements and, therefore, require chemical treatment. To deal with the situation, the survey has a Chemistry Branch (headquarters: Dehra Dun) which has two Regional (headquarters: Dehra Dun and Hyderabad)

and Four Zonal (Dehra Dun, Bhubaneswar, Madras and Aurangabad) offices so as to cover the entire country.

5.25. The Committee enquired about the procedure for rendering assistance to the States in the Chemical preservation of monuments. The Additional Secretary, Ministry of Education, stated that "Whenever advice is sought by the State Department of Archaeology it is freely given. If needed, inspections of monuments and archaeological objects are carried out and recommendations for their preservation are made. For instance, the Darbar Hall in Patiala and the museum-collection and paintings under the charge of the Department of Archaeological Museums, Government of Punjab, were inspected and detailed recommendations made for their preservation."

5.26. Asked whether the regional Chemistry Branch of the Archaeological Survey rendered help to smaller museums in the preservation of archaeological objects, the Ministry have stated:

"Whenever assistance is sought, it is given by the regional offices of the Chemistry Branch. However, each State should be well advised to have its own unit of chemical conservation to look to the needs of the smaller museums in the State. Some State Governments do have their units for this purpose."

5.27. Asked whether the present set up of the Chemistry Branch was adequately equipped to look after the Chemical treatment of national monuments throughout the country, the witness replied that it was not and added:

"The technical staff available for chemical treatment of national monuments throughout the country is inadequate and additional technical staff is urgently required for executing preservation work on national monuments. Similarly, scientific equipments are required for examination and study of problems of preservation. Proposals for augmentation of the staff are being formulated."

5.28. To a query whether any proposal had been made in the Fifth Plan for augmentation of staff, the witness stated:

"Yes, Sir. In the Fifth Plan, actually, we have suggested a separate Department of conservation not only for the Archaeological Department, but, other conservation problems like preservation of museums and "archives, etc."

5.29. The Archaeological Review Committee (1965) in its Report, had also suggested that the Chemistry Branch of the Survey may be known as Archaeological Science Laboratory, and its Chief Officer should be known as Scientific Director of the Survey. According to this Committee, the importance of scientific aids to archaeology increases year by year and hence the setting up of this laboratory will go a long way in meeting the increasing needs of modern archaeological research. As regards the action to be taken by Government on this recommendation, it has been stated that the expansion and reorganisation of the Science Laboratory attached to the office of the Chief Archaeological Chemist at Dehradun is contemplated during the Fifth Plan and necessary provision therefor has been proposed therein.

5.30. The Committee regret to note that the technical staff available with the Archaeological Survey for chemical treatment of monuments is inadequate. They are surprised that in spite of the recommendations made by the Archaeological Review Committee in 1965 to augment and reorganise the Chemistry Branch to shoulder its multifarious responsibilities, no concrete action appears to have been taken in that direction. In addition to providing chemical treatment to the ancient monuments and sites against ravages of nature it is also necessary that the Chemistry Branch is fully equipped to provide scientific aids to archaeology for which it has to evolve new methods and has to be in touch with the latest techniques. The Committee note that the expansion and reorganisation of Science Laboratory, attached to the Office of the Chief Archaeological Chemist at Dehra Dun, is being proposed during the Fifth Plan period. The Committee recommend that detailed plans should be prepared for the reorganisation and expansion of the Science laboratory in consultation with leading Indian scientists. The feasibility of establishing units for chemical treatment in circles wherever possible may also be considered. The Committee further recommend that effective action should be taken to implement these plans in a phased and planned manner from the beginning of the Fifth Plan itself.

5.31. The Committee would further urge that the Chemistry Branch of the Archaeological Survey should provide technical guidance and assistance to the State Departments of Archaeology in the chemical treatment and preservation of the monuments and sites under their charge so that they are preserved in a scientific manner.

(v)(a) Preservation and Copying of Ajanta Cave Paintings

5.32. An Expert Committee has been appointed to suggest ways and means to preserve the rock-cut caves and their paintings. One

of the major recommendations made in the first meeting of the Committee was to explore the possibility and desirability of air-conditioning the caves containing paintings. Scientific investigations are under way to determine the presence and quantum of moisture inside the caves. In the meantime, the cracks in the roofs, through which water was percolating, have been sealed up. The decayed and damaged portions of the shrines have also been repaired. In order to minimize the effect of dust on paintings, the rock-cut floors of caves bearing paintings have been covered with rubber-matting.

5.33. Asked to state the main recommendations of this Expert Committee, the Additional Secretary, Ministry of Education and Culture informed during evidence:

“The Ajanta Expert Committee met twice once in October 1971 and again in March 1973, and made recommendations for experimental work with selected chemicals for cleaning the frescoes and for eradication of insects, for determination of relative humidity, temperature inside some selected caves and the moisture contents of the painted plaster and the rock behind it. Relative humidity and temperature data are being collected and determination of moisture contents of the paster and the rock are in progress. Final recommendations are yet to be made by the Ajanta Expert Committee”.

To another query, it was further stated:

“So far as the cleaning of the frescoes is concerned, there will not be any difficulty if the work is taken up as soon as the final recommendations of the Ajanta Expert Committee become available. It is likely that these final recommendations may become available when the Ajanta Expert Committee meets next time in November, 1973”.

When the Committee drew attention of the witness to the fact that this Committee could have met more than once in view of the important work of the preservation of world famous Ajanta paintings, the Director General, Archaeological Survey of India stated that the Expert Committee was appointed in 1971 and added:

“When the Committee met in 1971, it made certain recommendations for collecting humidity and other data. The Committee was dealing with a very complicated problem, whether or not to air-condition the caves and to understand the problem they wanted to determine what is the standard humidity and what is the standard temperature which should be allowed in a monument so that the frescoes are

preserved. There was also another problem—structural stability of the monument. Some water was percolating. The Expert Committee made recommendations for rectifying the structural defects. We repaired the monument. But, unfortunately, because of the last year's drought there were no rains in that area and we were not able to make sure whether our efforts to preserve the monumental structure have really been successful or not. Fortunately this year there have been sufficient rains, and observations are being made about the relative humidity. We are waiting for the monsoon to be over and the data to be collected. Tests are being made and the data is being collected so that the Committee has the full data before making its final recommendations."

5.34. Pointing out that one of the major recommendations made in the first meeting of the Expert Committee was to explore the possibility and desirability of air-conditioning the caves containing the paintings, the Committee desired to know whether the work had been taken up in right earnest. The Ministry, in a note, have replied:—

"The work of air-conditioning the Ajanta Caves has not yet been taken up. When the final recommendations of the Expert Committee become available necessary action will be taken to implement them within the Fifth Five Year Plan period."

5.35. Asked to state the results of the scientific investigations which were under way to determine the presence of moisture inside Ajanta Caves, the Ministry, in a note, intimated:

"Determination of moisture contents inside the Ajanta Caves are in progress and the result of the investigation will be available after the present rainy season is over. These results will be considered by the Ajanta Expert Committee for making recommendations for the preservation of the frescoes."

5.36. Subsequently in a note furnished to the Committee the Ministry have stated:

"Since the rainfall in Maharashtra was below average, the Committee at its last meeting felt that the humidity test will not show correct data. It, therefore, recommended that the test should be carried out for another year. The

Committee is holding its 3rd meeting in the first week of January 1974, when the entire position is proposed to be reviewed."

5.37. The Committee note that an Expert Committee was appointed by Government in 1971 to suggest ways and means to preserve the rock-cut Ajanta caves and their paintings. They regret to note that this Committee has only met twice so far once in October, 1971 and again in March 1973 and that one of the major recommendations made by this Committee at their first meeting in 1971, regarding the desirability of air-conditioning the caves, has not yet been implemented. As the Ajanta caves are world famous and attract a large number of tourists, both domestic and foreign, the Committee cannot stress too strongly the need to solve the problem of cleaning and preserving these caves and their frescoes, expeditiously, as any further delay in this regard may make the solution of this problem more difficult. The Committee would therefore urge that the Expert Committee should be activated and all the requisite data supplied to them quickly so that it completes its work expeditiously and submit recommendations for action by the Department for proper preservation and prolongation of the life of the famous Ajanta caves and their priceless frescoes.

(b) Copying of Ajanta Cave Paintings

5.38. In the Fourth Five Year Plan proposals in regard to the development of Archaeology, it has been stated by the Ministry that one of the Schemes continuing from Third Plan or earlier, was the copying of Ajanta Cave Paintings. It was further stated that when this scheme was started in 1956-57, it was stated that the world-famous paintings of Ajanta required copying by expert artists, apart from their photographs. It appears from the aforesaid objective that a complete documentation of the paintings was intended. The painting bearing surface is 7,546 sq. ft, of which 2199 sq. ft had been copied up to the end of March, 1972.

5.39. When asked about the reasons for the slow progress made by the scheme, the Ministry have, in a note, explained that:

"The Scheme of copying of paintings by competent artists has not made the optimum progress for the reasons that the work has to be done in very difficult conditions. The artists have first of all to trace the paintings, transfer the tracing on the canvas and then work close to the original paintings. The supply of electricity is very erratic in the area and there are constant failures. All this has been

taken into consideration and it has been decided that instead of copying every detail, all the principal paintings will be completed at the end of the Fifth Five Year Plan. All unimportant fragmentary paintings will be covered by Photo-documentation. All necessary arrangements have been made to complete the copying of all important paintings by the end of the Fifth Five Year Plan."

5.40. Asked whether the supply of electricity was erratic as early as 1956-57, the Ministry, in a note, have replied in the affirmative and added:

"It is largely due to the fact that the generators which supply electricity to the caves are very old ones and as such become out of order oftener. In the beginning of the project as also during its operation supply position of stationary including paper, etc., was also not be sufficient."

5.41. As regards the details of the artists employed for this purpose, the Ministry stated:

Name of the Artist	Date of appointment
1. Shri 'A'	. 28-3-1957
2. Shri 'B'	. 25-3-1957
3. Shri 'C'	. 22-3-1957
4. Shri 'D'	. 27-7-1961

5.42. To a question whether the above mentioned artists were competent to take up this work, the witness stated during evidence:

"They are very competent artists. Each one of them is a first rate student. Their paintings are exhibited in the National Museum here. They are first class creation."

5.43. As regards the expenditure incurred and the work so far completed on this project, the Ministry have, in a note informed:

(Rs. in lakhs)

“Expenditure

Upto March 1961 (1956-57 to 1960-61)	1.07
1961-62	29,000
1962-63	28,000
1963-64	30,000
1964-65	36,000
1965-66	34,000
<i>Budget Provision</i>	
1969-70	50,000
1970-71	55,000
1971-72	36,000
1972-73	38,000
1973-74	60,000
<i>Work completed</i>	<i>Tracing (Sq. ft.)</i>
Second Plan .	1,617
Third Plan	334
Fourth Plan .	12**

5.44. The Committee note that the scheme-“Copying of Ajanta Paintings” was started by the Survey in 1956-57 and that out of the paintings covering a surface of 7546 sq. ft., 2563 sq. feet only has been traced so far i.e., about 34 per cent. Four artists are employed on this Scheme and during the 17 years, an expenditure of over Rs. 5 lakhs has been incurred thereon. The Committee deplore the leisurely manner in which this important work is being progressed. They are not convinced by the reasons advanced by the Ministry that the slow progress was due to the erratic power supply and the inadequacy of stationery and paper as these shortcomings could have been remedied in time. It appears that no watch was kept on the progress of work done by the four artists as is evident from the fact that while during the Second Five Year Plan, 1617 sq. ft. of surface was copied by them, which came down to 334 sq. ft. during the Third Plan period and to 612 sq. ft. during the Fourth Plan period.

5.45. The Committee note that with a view to expedite this work, it has now been decided by Government that instead of copying all details, all the principal paintings will be copied by the end of the Fifth Five Year Plan and unimportant fragmented paintings would be covered by photo documentation. The Committee consider that had the progress of this work been kept under constant review, it would have been possible to reach this decision much earlier. The Committee hope that effect measures will now at least be taken by Government to complete this work expeditiously and that continuous watch will be kept on the progress of work done by the artists so that there is no further delay in the completion of this work.

(vi) Preservation of selected domestic architecture

5.46. The Archaeological Review Committee Report (1965) have stated:

“.....the highest possible priority attaches today, in India as in many other countries, to a record of selected domestic architecture. The ancient houses of India, often wholly or partly of timber, and often displaying the superb craftsmanship for which India is known throughout the world, are disappearing daily. It is fair to prophecy that in ten years it will be too late to record some of the finest examples, whether singly or in groups. The face of India is changing at an unprecedented pace. Let us at least preserve some worthy record of it. These houses of the 16th, 17th, 18th and 19th centuries cannot, or will not wait. Here there is a very proper and a very, very urgent task for the Survey. Let it enlarge its Temple Survey into a Building Survey, and get to work without delay upon the record of carefully chose demestic buildings, typical of their various environments.”

5.47. Asked whether any action had been taken on the aforementioned recommendation, the Additional Secretary, Ministry of Education and Cultural Affairs, replied:

“The survey on domestic architecture has not yet been taken up as the existing Temple Survey Officers are busy in surveying ancient temples. Proposals to take up the survey on a regional basis will be formulated. The task would need the cooperation of the State Governments, Universities and schools of architecture.”

5.48. It is indeed regrettable that in spite of a recommendation made by the Archaeological Review Committee in 1965, for a survey of the fast vanishing ancient domestic architecture in the country, Government have not taken it up as yet. The Committee feel that such a survey would be very useful for keeping a record of the selected domestic architecture typical of the various regions and environments in the country. The Committee would, therefore, urge that a survey of selected domestic architecture should be taken up by the Survey in cooperation with the State Departments of Archaeology and Universities at an early date and steps taken to preserve the selected ones.

(vii) National Trust for preservation of Monuments

5.49. A suggestion has been brought to the notice of the Committee that enlightened citizens should come forward and set up a National Trust, which could take over national and historical monuments that did not presently come under the Survey. Asked whether any attempt to set up such a Trust was made, it was stated during evidence:

“The Survey heartily supports the proposal for the formation of a National Trust. This proposal is under the active consideration of the Government. It will not be desirable that private persons should be entrusted with the preservation of historical monuments. We have, however, received intimation of the willingness of private citizens to constitute Committees and to raise contributions for repairs to temples, one in Gujarat and one in Mysore. The matter as to how best such funds raised by public bodies can be handled within the existing financial rules, is being sorted out in consultation with the Ministry of Finance.”

5.50. To a query as to when the proposed Trust was likely to be formed, the Ministry, in a note, have stated:

“The scheme envisages to cover up monuments which are less than 100 years old and as such cannot be covered by the Archaeological Monuments and Archaeological Sites and Remains Act, 1958, but at the same time are of national importance because of their historical association. The time schedule for the constitution of National Trust has so far not been framed.”

5.51. The Committee are glad to note that proposal to constitute a National Trust which would receive contribution from private

citizens and would cover monuments which are less than 100 years old, is under examination of the Government. The Committee would like government to expedite decision on the constitution of the Trust. The Committee need hardly stress that effective watch and check should be exercised to see that the objectives for which the Trust is to be set up are realised.

(viii) Thefts and Smuggling

5.52. It has been stated that there have been recently many cases of thefts of sculptures from ancient monuments. This, together with the surreptitious export of the antiquities is a matter of great concern to the country. Parliament as well as public are rightly agitated over this issue. In order to protect India's cultural heritage, it is proposed to remove loose sculptures lying in and around ancient monuments to a place of safety, where adequate arrangements could be made for their proper preservation. It is, therefore, proposed to construct sculpture-sheds at various places.

5.53. It has been represented to the Committee that as the archaeological finds were spread over in different corners of the country, it would be desirable to have sculpture galleries at suitable places where in the neighbourhood, large number of sculptures were found. In this context, the Additional Secretary, Ministry of Education and Cultural Affairs stated during evidence:

"We have set up sculpture sheds at monuments wherever there is a large collection of sculptures so that they may be protected *in situ* and not torn out of context. They are usually under the charge of caretakers or conservation assistants. It would be ideal to place them under properly trained archaeologists and proper watch and ward arrangements made."

5.54. The witness further stated that the existing arrangements were not satisfactory. The Director General, Archaeological Survey of India added:—

"You have rightly observed that the present arrangement of putting them under the charge of caretakers and conservation assistants is not an ideal arrangement. We would like that proper archaeologists who can understand the sculptures and explain them to the visitors would be better persons and they will have more interest in it. We are examining the pros and cons of such sheds having properly qualified men with watch and ward arrangements. We are doing that."

The construction of sculpture sheds was included as one of the schemes in the Fourth Plan, with an outlay of Rs. 10.70 lakhs. The expenditure incurred on this scheme during the Plan period is as follows:—

(Rs. in lakhs)				
1969-70	1970-71	1971-72	1972-73 Rev. Est.	1973-74 Provisional
0.64	0.96	1.10	4.00	4.00

5.55. A regards the progress made in the construction of these sheds, the Ministry, in a note submitted as follows:—

“During the present Plan period five sheds have been constructed at Gyaspur and Badoh, District Vidisha (M.P.); Deogarh, District Jhansi (U.P.) Budhi Chanderi, District Guna (M.P.) and Amber-Nath, District Thana (Maharashtra). Five more sheds are under construction at Aihole, Badami and Patadkal, District Bijapur (Mysore), Lakkundi, District Dharwar (Mysore) and Velapur, District Sholapur (Maharashtra).

All sculptures in the sculpture sheds are being documented, and to prevent their pilferage round the clock vigil is always being maintained.”

5.56. Asked whether any other steps had been taken to prevent theft and smuggling out of the antiquities and art objects, the Ministry have stated:

“The Ministry of Education have been doing their best within the means at their disposal to check this growing menace and for the preservation of the art of this country by taking various measures for protection and safeguarding ancient monuments and sites. These are naturally not enough in view of the limitations of staff etc. In spite of it they have been exhorting their staff in-charge of the monuments to be alert and exercise stricter vigilance and enforce supervision. The sculptures lying around the monuments are being collected and stored in a central place for better watch and ward. The State Governments have been addressed by the Ministry of Education requesting them to exercise greater vigilance and Control over the State protected monuments.”

5.57. The Committee enquired whether a catalogue of the monuments and sculptures of India, could be prepared by the Survey,

as one of the preventive measures. The Director General, Archaeological Survey of India, during evidence, stated:

“We have got a scheme for photo documentation of all the sculptures and we are trying to implement that. We have got a large number of photo archaeologists. Removal of sculptures from monuments has risen to an alarming proportion in the last ten years..... There are 3500 monuments and each monument has large number of sculptures. So far we were satisfied with taking photographs of monuments, now we are photographing every bit of sculptures.”

5.58. Asked whether the flood lighting arrangements at various monuments without adequate police protection, did not indirectly assist the idols being stolen from the sites, the witness replied:

“There are two aspects of the question. If there is light, Chowkidars on duty can really look after the monuments better. If there is no light, it is darkness, anything might happen. The State Governments and the general public have been wanting that the monuments should be lighted and we are doing it with the best of experts, so that the monuments could also be viewed during night by foreigners and Indian tourists who visit the place. I accept the criticism that we must ensure that proper watch and ward arrangement should be there. We would see that when the monuments are lighted, there are people round the clock to look after the monuments.”

Continuing further, the witness stated:

“It is not even possible to provide chowkidar even for the smallest monument. In fact, Government has agreed to the proposal and appointed an Officer on Special Duty to look into the security aspect of these monuments. We have got a retired Army Officer as the O.S.D. and he is going round to look into the aspect of the type of training required to be imparted to the chowkidars.”

5.59. To a query whether the report has been submitted by the Officer, the Ministry have forwarded the following written information:

“The Officer on Special Duty for going into the question of security of archaeological monuments and museums has

been appointed since 12th September, 1973. There are over 3500 centrally protected monuments besides, 17 Archaeological Museums looked after by the Archaeological Survey of India. The Officer on Special Duty will visit and, examine the more important monuments and museums. With this end he is making tours of these places. Towards this objective he has divided the monuments and museums in certain groups region-wise. It is hoped that he will be able to finish before March 1974."

5.60. It has been represented to the Committee that:

"There is nothing wrong with the statutes relating to the protection of monuments under Archaeological Survey of India or State but it appears to be desirable at this State of democratic temper that the local people be somehow associated with the protection of monuments in their neighbourhood and more control is effectively exercised on the role of the monument attendants. The monument attendants who are really very low paid are not ideal persons to prevent theft of sculptures from the protected monuments, specially when they are engineered by rich people, even foreigners. Therefore, the inspection of monuments should be more stringent and regular and the responsibility should be fixed on someone for any loss or damage of the National Heritage. The Panchayat or the Panchayat Samitis at the Block level may be associated with this responsibility."

5.61. In this connection, it was stated during evidence that the proposal to enlist the help of the Panchayat Samitis on block level would be examined in the light of the report to be submitted by the O.S.D.

5.62. In order to provide for the prevention of smuggling of antiquities and to regulate the export trade in antiquities and art treasures, Parliament have passed the Antiquities and Art Treasures Act, 1972. The Act also enjoins upon individuals owning such objects to register them with the concerned authorities.

5.63. For the implementation of this Act, a budget provision of Rs. 15 lakhs has been made for reimbursement of expenditure incurred by the State Governments on account of registration of antiquities in accordance with the provisions of the Act. The amount represents an 'ad-hoc' provision for the time being.

5.64. In their memoranda submitted to the Committee, two experts had suggested that in order to stop smuggling out of antiquities their sale should be prohibited. In this connection, it was stated during evidence:

“The Antiquities and Art Treasures Act, 1972, provides for the taking over of the internal trade in antiquities, by the Government. But the system of regulating the internal trade in antiquities through licensed dealers has to be given a trial before a decision is taken to introduce Government dealing in antiquities. It is not so much the sale of antiquities that results in smuggling. The checking of smuggling by the Customs authorities has therefore to be effective.”

5.65. Asked whether the Antiquities and Art Treasures Act, 1972 was effective in checking thefts and smuggling of antiquities in the country, the Director General, Archaeological Survey, replied:

“The Act has yet to be implemented. Rules under the Act have been framed. After the rules are notified sometime has to elapse to implement the Act. The machinery for implementation is both Central and State. The States have to undertake the work of registration. The registering officers have to be in position in all the States. It is a task which requires some time. We have also to give funds to State Governments. Short of implementation we are taking all possible steps.”

5.66. As regards the issue of regulations for implementing the provisions of the Act, the following information has been furnished by the Ministry:

“The rules intended to regulate the Act have been gazetted and published on the 15th September 1973. The delay arose as a result of the time taken in the framing the rules and getting them approved of by the Ministry of Law and Justice.

At the Centre a Section called the Antiquity Section headed by a Director has been set up. Two Licensing Officers, meant for the Delhi and Bombay regions, respectively, have been appointed.

Eight posts of Deputy Superintending Archaeologists to assist the Superintending Archaeologists in the licensing of Dealers in antiquities are yet to be recruited by the

U.P.S.C. and put into position. Two Deputy Superintending Archaeologists have been posted to Bombay, one to Delhi and one to Calcutta, respectively, to assist the Customs authorities to check the consignments of antiquarian or art objects.

At the State level, Registering Officers at each district or a group of 2 or 3 districts, according to the size and potentiality of antiquarian remains have been proposed. They would be appointed as soon as Government of India's approval to the proposal is communicated to the State Governments. The matter is in hand."

5.67. During the Fifth Plan period a scheme called "Enforcement of legislation on Antiquities and Art Treasures" has been included with a proposed Plan provision of Rs. 20 lakhs.

5.68. The Committee note that the Rules under the Antiquities and Art Treasures Act, 1972 have been gazetted and published in September, 1973. While the Committee deprecate the delay in the framing of the Rules, they would urge that now that the rules have been published, Government should take concrete steps to organise effective implementation machinery both at the Centre and the States at the earliest so that theft of antiques and sculptures from the monuments and their smuggling from the country is effectively checked. In fact the Committee would have liked Government to be ready with detailed plan of action so that it could be implemented in the field as soon as the legislation was added to the statute book.

5.69. The Committee are concerned to note that a large number of priceless sculptures and art objectives are being stolen and smuggled out of the country. To protect loose sculptures lying in and around ancient monuments to a place of safety, Government proposed to construct sculpture sheds at various places during the Fourth Plan period at an estimated cost of Rs. 10.70 lakhs. The Committee are disappointed at the progress made in the construction of the sculpture sheds, as only five sheds were constructed during the first three years of the Plan period (i.e. by March 1972) and an expenditure of Rs. 2.70 lakhs only was incurred. The tardy progress in the implementation of this scheme is yet another instance of the lack of proper planning and implementation on the part of Survey to execute even important schemes. The Committee would urge the Survey to take up this work in right earnest so as to make adequate arrangements for the safe custody of loose sculptures and antiquities etc.

5.70. The Committee would further like to stress that apart from construction of sculpture sheds, the Survey should maintain close liaison with the State Directorates and local authorities such as Panchayat Samitis etc., in this matter as the active support and cooperation of the local people is very necessary to prevent theft and smuggling of antiquities and sculptures.

5.71. The Committee understand that an Officer on Special Duty was appointed by the Survey in September, 1973 to go into the whole question of security of archaeological monuments and museums and that he would complete his report by March, 1974. The Committee need hardly stress that effective action in implementation of the recommendations for ensuring that sculptures are neither pilfered nor smuggled away, is taken.

CHAPTER VI

EPIGRAPHY

6.1. There are two Epigraphy Branches in the Survey, each headed by a Superintending Epigraphist, to deal with the immense inscriptional material available in the country. One Branch is located at Mysore and is devoted to Sanskrit and Dravidian inscription, while the other is at Nagpur and deals with Arabic and Persian inscriptions.

6.2. In a memorandum submitted to the Committee it was stated:—

“There are large number of hero-stones, scattered mostly in South India and they have to be preserved. I do not know whether the Archaeological Survey has undertaken a photographic survey of such monuments but if they have not done, work should be undertaken immediately.”

6.3. Asked whether any photographic survey of such monuments had been taken the Additional Secretary, Ministry of Education stated during evidence:—

“The important hero-stones (Virkala) have already been protected. Many others have been photographed. Those bearing inscriptions have also been studied by the Epigraphy Branch.

A comprehensive documentation of the hero-stones should be undertaken by the Archaeological Survey of India and the State Governments.”

6.4. It has been represented to the Committee by a non-official that:—

“India has got the largest number of inscriptions in Sanskrit, Tamil, Telugu and various other Indian languages ranging from the 3rd Century B.C. to the 18th Century A.D. Actually a very few-one in thousand—is being published in Epigraphia INDIC. Numerous others are simply going unnoticed.”

6.5. Asked to state the factual position in this regard, the Additional Secretary, Ministry of Education and Cultural Affairs stated during evidence:—

“It is not correct to state that the unpublished inscriptions are being unnoticed. In fact, all inscriptions discovered are

briefly mentioned in the annual report on epigraphy. The scholars who are desirous of using the materials can approach the Chief Epigraphist at Mysore and they can even offer to edit the inscriptions for Epigraphia Indica. Eminent scholars in the field are also entrusted with the editing of volumes in the series called Corpus Inscriptionum Indicarum which has Prof. Mirashi who has already edited a volume each on Vakata inscriptions and Kalachuri inscriptions. He has made ready another volume of Silahara inscriptions and this is being printed by the Archaeological Survey of India. Estampages are made available to all interested scholars in India."

6.6. The Director General, Archaeological Survey added:—

"There is definitely a case for augmenting our own staff so that we are able to publish more rather than give away the work done by scholars."

6.7. To a question whether any difficulty was experienced by the Survey in the recruitment of epigraphists, the Additional Secretary, Ministry of Education and Social Welfare stated during evidence:—

"We had consultations with the Director General. It was agreed that we should continue to attract talented persons in the same way as universities attract them. Today the pay scale of our class-I Junior is the same as that of a lecturer. But the qualifications, promotion opportunities are also to be considered."

6.8. Continuing further, the witness stated:—

"We have listed out the qualifications. We have worked it out among ourselves. There has been a meeting between the Education Secretary, myself and Director General on this and in the course of at the most a month we should be able to suggest what changes are necessary in our recruitment rules."

6.9. In this connection, it was stated by an expert during evidence:—

"The Department does not lay any emphasis on the study of languages. Most of the archaeologists in this country do not know Sanskrit or any derivative language. In foreign countries, it is most necessary if you are excavating. In

Japan you must know Arabic and its derivative languages. These things have to be done with the active co-operation of all the Universities."

6.10. Asked whether steps were taken to ensure that epigraphists with knowledge of ancient and modern languages were available in the Survey, the Director General, Archaeological Survey, stated:—

"By and large, a knowledge of Sanskrit is naturally useful. A strict standard of knowledge in Sanskrit which was once insisted is not now insisted for epigraphy. For reading it may be possible but when they are written in Sanskrit or Arabic, though they may be able to read them, they may not be able to interpret the inscriptions. So, a knowledge of Sanskrit and other classical languages like Pali, Prakrit, Persian and Arabic in the Universities should be perhaps taken into account."

6.11. In reply to a question, the Committee were informed that the Survey had separate cadres for museums and epigraphy and that for want of promotional avenues and in consideration of the need for all-round knowledge among officers at the higher level, merging of both these cadres into one was under consideration. The witness, however, agreed that intensive training in museology and epigraphy should be imparted to those who were academically equipped and according to needs.

6.12. The Committee note that a large number of hero stones are lying scattered mostly in South India. Many of the important hero stones are stated to have been protected and many others have been photographed by the Survey. The Committee consider that since the hero stones and the inscriptions on them throw an interesting light on our country's history and bridge the gulf in knowledge, adequate steps should be taken to study the inscriptions on all these hero stones and to protect them. A photographic survey of all such monuments would also be desirable. The Committee would like the Survey to seek the cooperation and coordination with the concerned State Departments of Archaeology to avoid duplication and over-lapping in this regard.

6.13. The Committee note that many inscriptions which are being deciphered by the Epigraphic Branches of the Survey, are not published in full but only a brief mention is made in the *Epigraphia Indica*. They note that eminent scholars in the field are also entrusted with the editing of the volumes in the series called *Corpus Inscriptionum Indicarum*. As the old inscriptions are the back-bone

of our country's ancient history and bridge the gaps in our knowledge, the Committee consider that effective steps should be taken by Government to suitably publicise the inscriptions discovered or unearthed so that the information contained therein is available to the scholars and research workers quickly.

6.14. The Committee further note that knowledge of Sanskrit and other classical languages is not insisted upon by the Survey for the recruitment of Epigraphists. The Committee consider that it is necessary to attract talented persons with suitable qualifications to man these posts in the Survey. They understand that the whole question of qualifications, promotion prospects etc., is under consideration of the Government. The Committee would urge that early action should be taken to finalise the qualifications and Recruitment Rules for the post of Epigraphists in the Survey so that suitable persons are available to fill these posts. They would also like to emphasise that it would be advantageous if, for the post of Epigraphist, knowledge of one or more ancient Indian languages is insisted upon as it would widen their field of knowledge and would enable them to readily decipher the old inscriptions in various scripts.

CHAPTER VII

DOCUMENTATION, MUSEUMS ETC.

(i) Documentation

7.1. It has been stated by Government that there has been increasing incidence of thefts of sculptures from ancient monuments. It was, therefore, considered absolutely necessary to launch a scheme of documentation whereby all loose sculptures at centrally protected monuments are photographed and listed. The scheme was approved by the Government to be implemented during the Fourth Plan. The proposed outlay for this project during the Fourth Plan was Rs. 8 lakhs, out of which no expenditure (and as such no documentation work was undertaken) was incurred during 1969-70 and 1970-71, Rs. 1.54 lakhs was spent during 1971-72 and the revised estimate for 1972-73 was Rs. 2 lakhs. It is envisaged that Rs. 4.46 lakhs would be spent on this work during 1973-74.

7.2. The Archaeological Review Committee (1965) had recommended that a "Documentation Wing" which is an essential feature of every comprehensive archaeological library, should be set up.

7.3. As regards the setting up of the Wing, the Additional Secretary, Ministry of Education and Cultural Affairs, stated during evidence:—

"A Documentation wing at the Centre was set up in the year 1970. The sites mentioned in the Indian Archaeological Review published annually since 1953-54 have been documented for the purpose of publishing an index of explored and excavated sites in India. As regards documentation of sculptures and works of art the work has been taken up as a special project by circle offices and the museums under the Survey and the Central Antiquity Section at New Delhi. The enormous task involved is in progress."

7.4. Asked whether there was any scheme to accelerate documentation work so as to bring it upto date, the witness replies in the affirmative and added:—

"The scheme is to give out photographic documentation of works of art either affixed to or lying loose in the premises of centrally protected monuments as well as in the

Survey's Museums and the Central Antiquity Section. It is under the overall charge of Director, Exploration who watches the progress periodically."

7.5. Drawing attention of the witness to a press report which stated that the Survey was formulating a phased programme to obtain complete documentation of sculptures at the Centrally protected monuments so as to check smuggling of art treasures out of the country, the Committee desired to know the salient features of the programme. The Director-General, Archaeological Survey of India, in reply, stated:

"The task is very very enormous. We have to take individual photographs and preserve those which are within easy reach of vandals. This work has started. We should take up monuments which are more vulnerable. We are concentrating in areas which are more vulnerable like Rajasthan, Madhya Pradesh, South India, Bihar and other places, where there is greater danger to those objects. All this work is going on. Monuments after monuments are being covered."

To a query about the progress made in this regard, the Ministry, in a note furnished to the Committee, stated:

"Due to bottleneck in the filling up of the posts sanctioned as also non-availability/short supply of photo material for documentation under the Scheme, the Scheme has not yet been taken up in right earnestness. However, some Circles have already started documentation of sculptures at important monuments."

7.6. It has been stated by an expert during evidence:

"Documentation work in this country is very poor. It means great training and we have no training facilities as such. Documentation does not mean cataloguing. What we do, we confuse between documentation and cataloguing. Documentation is, if you go through it, you can identify the object immediately. Then there is lack of material about documentation. Today you will be surprised to know that no coloured photographic material is available in this country. And if it is available, it is so expensive that our museums in the present state cannot afford it. The technical material for ordinary photographing—papers and other things are beyond our reach. Before you start

the Department of Documentation, first the staff has to be trained for the various aspects of documentation. Then you must have a photographic record. Then comes the question of preservation of negatives. In our country, it is another great difficulty. If you do not look after your negatives, in two or three years they have finished because of the climatic conditions.

All these things require some financial outlay, but a beginning could be made. I do not think, it has begun very seriously."

The witness continued:

"In the beginning, we have to find this staff from the Department of Archaeology and our museums as also from the Universities. I would first begin with the museums. That has to be taken first. Then we go to monuments. It is a very big work. Then we can see, how we can increase our staff. This work of documentation of objects will take several years."

7.7. During the Fifth Plan, the Scheme "Documentation of monuments sites, sculptures, photo negatives and drawings" has been included for implementation and a Plan provision of Rs. 40 lakhs has been proposed, with the provisional expenditure for 1974-75 as Rs. 5 lakhs. Under this scheme, it is proposed to properly document and store, valuable photo negatives and line drawings lying in various regional offices of the Survey, besides preparing architectural drawings of important monuments and classified indices of photo negatives with a view to bringing them within reach of scholars.

7.8. The Committee regret to observe that although the Archaeological Review Committee, had underlined the importance of documentation wing in 1965 and had urged Government to set up such a wing, no action appears to have been taken in this regard till 1970. They note that the scheme—"Documentation of Sculptures" was included as one of the schemes for implementation during the Fourth Plan period and a plan outlay of Rs. 8 lakhs was also provided therefor but no progress was made in the implementation of this scheme during the first two years of the Plan period. It was only since 1971-72 that expenditure on this scheme has been incurred. This indicates the casual manner in which this important scheme is being implemented by the Survey.

7.9. The Committee are not also convinced by the reasons advanced by the Ministry for not taking up the work of documen-

tation in right earnest on account of non-filling up of the sanctioned posts and non-availability of short supply of photographic material. The Committee consider that in view of the importance of this scheme, Government should have taken timely action to fill the posts required for undertaking this work, as also to make available the necessary photographic material. It is unfortunate that this was not done. The Committee consider that this scheme of documentation which includes taking photographs of the monuments and maintaining their records, should have been given high priority as the incidence of thefts of sculptures of ancient monuments in the country is increasing for the detection of which it would provide a very valuable help.

7.10. The Committee note that a plan outlay of Rs. 40 lakhs has been proposed for this scheme in the Fifth Plan Period. They hope that in the light of the difficulties experienced in executing this scheme during the Fourth Plan, the Survey would take effective remedial measures to implement and execute this important scheme during the Fifth Plan period so that speedy progress is made in this important task.

7.11. The Committee would also urge that the staff for the documentation wing should be properly trained for undertaking the various activities connected with documentation work and the maintenance and preservation of records in a meaningful manner. It has to be realised that documentation work is of great value not only to the Survey itself but to scholars and research workers also. It should be ensured that in addition to properly document photographs through card index, the documentation wing should also prepare an overall card catalogue of photographs and of plans to facilitate the work of the scholars and research workers.

(ii) Preparation of Archaeological Atlas

7.12. It has been stated by Government that the preparation of a comprehensive series of maps illustrating the distribution of principal archaeological industries and cultures from pre-historic times to the Middle Ages was the main purpose in taking up of this project, which was initiated during the Second Plan period on the recommendations of the Central Advisory Board of Archaeology. The project, however, did not make any marked progress due to lack of competent supervision. The Scheme as such has been discontinued. A sum of Rs. 1.23 lakhs was incurred on this project during the first two years of the Fourth Plan.

7.13. As regards the total expenditure incurred on this project, the Ministry, in a note, have stated:

“The total expenditure on this project, which was initiated in the year 1958 and commenced in 1961, has been Rs. 7.5 lakhs. However, from 1967 to 1969-70, the staff was reduced and the remaining staff was usefully employed for work in the Pre-history Branch where under the Deputy Superintending Archaeologist research on raised sea-beaches in South India had been undertaken. Thus, expenditure on the work of the Atlas Branch proper up to March, 1967, was to the tune of Rs. 5.66 lakhs.”

7.14. Asked whether this expenditure had become infructuous, the following written information has been submitted by the Ministry:

“The expenditure cannot be considered infructuous because very valuable and basic work was done by the Branch in collecting factual information relating to every aspect of Indian archaeology from pre-historic times to the Middle Ages from published sources with suitable annotations, illustrations and charts. Thus very exhaustive documentation and collection of data on archaeological sites and remains from original publications and research papers was collected and recorded on site-cards.”

7.15. In view of the decision of the Survey to discontinue this project, the Committee desired to know whether the preparation of archaeological atlas was not considered necessary. In reply, the Ministry, in a note have stated:

“The preparation of Archaeological Atlas is a necessity, but it is felt that it would be appropriate to do it after the antiquarian potential of the whole country is assessed as contemplated in the villages to village Survey to be undertaken with the help of the Indian Universities.”

7.16. The Committee note that the Archaeological Review Committee in its Report made in 1965 had made the following observations in regard to this Project:

“In 1956 a project was launched to prepare a comprehensive series of maps illustrating the distribution of the principal archaeological industries, cultures or phases of India from pre-historic times to the Middle ages. An Assistant Superintendent who had been an excellent draftsman, was detailed to carry out the task.

The project was inadequately worked out. In the grouping of his material preparatory to mapping, the officer accepted attributions of varying date and authority, with the result that some of the groups have no scientific validity. Moreover, a majority of the maps are on far too small a scale for accurate location on some of them a single symbol might cover 50 miles of country! Nor was any clear decision made as to the nature of the maps to be used, whether political, orographical or Physiographical. Briefly, the scheme was basically unscientific, and none of the maps can be published.....”

7.17. The Committee note that though the project of “Preparation of Archaeological Atlas” was initiated by the Survey in the year 1958, it was actually commenced in 1967 i.e., three years after it was initiated. It is distressing to note that this project which was continued till 1970-71, has been discontinued after about 13 years and incurring an expenditure of Rs. 7.5 lakhs, including an expenditure of Rs. 1.23 lakhs during 1969-70 and 1970-71. It is thus evident that this scheme was not properly planned in the very beginning. It is all the more surprising that even though the Archaeological Review Committee had, in 1965, adversely commented on the implementation of this Scheme and had characterised it as ‘basically unscientific’ and ‘inadequately worked out’ project, it was continued till 1970-71. It was at least expected that a critical review of this project was undertaken and corrective measures taken in 1965 itself if the scheme was to be continued. It is regrettable that this was not done and this scheme was included in the Fourth Plan Schemes and continued till 1971. The Committee would like Government to learn a lesson from these past mistakes and to ensure that a critical examination of all the schemes is undertaken before they are included in the plan schemes so as to avoid infructuous expenditure of this nature in future.

(iii) Archaeological Museums

7.18. The importance of archaeological antiquities and their proper study came to be realised with the formation of the Archaeological Survey of Northern India by Lord Canning and the appointment of General Cunningham as the Archaeological Surveyor in 1862. It was not until the time of Sir John Marshal, however, that a beginning in the establishment of the archaeological museums was made. The first archaeological museum to be set up was at Sarnath in 1904, followed in 1909 by a museum at the Red Fort, Delhi and in 1917 at Nalanda. In the twenties and thirties of the

present century, the epoch-making excavations at Mohenjo-Daro, Harappa and Taxila resulted in the establishment of museums at these sites. Later on a museum was set up at Nagarjunakonda.

At present, there are eighteen museums under the Survey and to administer them, there is a museums branch with Headquarters at Calcutta and headed by a Superintending Archaeologist with four zones covering the country, each under an Assistant Superintending Archaeologist. Out of these eighteen, three museums *viz.*, at Amara-vati, Vaishali and Lothal are not operating at present. In regard to the system of acquisition of antiquities and art objects, the Ministry, in a note, have stated:—

“Government have constituted an Advisory Body for the compulsory acquisition of antiquities, and for this purpose funds have been provided in the budget of the National Museum. The acquisition would be for the purpose of display and preservation in a public place. The process has not yet been implemented as the Antiquities and Art Treasures Act, 1972 is yet to be implemented.

Normally acquisitions are made by the National Museum, the Indian Museum and the Salarjang Museum on the recommendations of the Art Purchase Committee, which calls for antiquities by inserting advertisements from dealers or prospective sellers. These objects are examined by the Members of the Art Purchase Committee and their antiquarian and monetary values are assessed, and acquisition takes place by negotiation thereafter with the parties.

The Art Purchase Committees have eminent art connoisseurs on its membership list.”

7.19. The Committee desired to know the policy of Government regarding the setting up of site museums at important excavation sites. It was stated by the Additional Secretary, Ministry of Education and Cultural Affairs during evidence:

“If the site is rich in objects and structural remains and if the funds are sufficient in number, and the discovery itself is of outstanding interest, a site museum is justified.”

7.20. It had been represented that Lothal was excavated nearly 15 years ago but no action was taken to set up a museum at that place. Asked as to why there was delay in setting up the museum, the Director General, Archaeological Survey of India Stated:

“The position in regard to Lothal is this. We have now built a museum building; the State Government has also built canteens and restaurants there. As I said, it is about 50 miles from Ahemdabad. There are no other villages around. If we have to set up a museum, the buliding for which was only completed last year, we have to establish the staff quarters. Unless the staff quarters are built we cannot start a museum. To build up a museum and also restaurants and so on, also took enormously a long time, because no contractor came forward to build in that difficult area. The area gets waterlogged and it is away from the main centres. In spite of the fact that repeated tenders have been invited by the CPWD, they were able to put up the building only a couple of years ago and we are now after them to construct staff quarters so that we can start the establishment of the museum.”

The witness added that the museum would be constructed soon.

7.21. Asked in how many museums admission tickets were levied, the Ministry stated that admission tickets were available both at the monuments and the museums located at seven of these museums. It was also added that there was no proposal at present to levy admission fee in the remaining museums.

7.22. Drawing attention to a suggestion that in order to popularise archaeology and to educate the masses in our cultural heritage, periodical exhibitions of photographs of monuments, sculptures and also excavated material might be arranged in different regions, the Committee enquired whether any exhibitions were held by the Survey, periodically. The Additional Secretary, Ministry of Education & Social Welfare during evidence, informed: “Exhibitions of archaeological material are held generally on the occasion of the meetings of the Central Advisory Board of Archaeology. The Survey also participates in exhibitions organised by the States. The Department of Culture in the Ministry of Education has put into operation a scheme for popularising art and archaeology among students. Under the scheme sets of copies of sculptures, slides, projector and tape-recorder are distributed to schools where lectures and slide-shows are conducted under the guidance of trained teachers.”

7.23. The Committee desired to know the number of exhibitions of archaeological objects held by the Survey during the last five

years. In the following note, the Ministry of Education & Social Welfare have stated:—

“During the period under review only one exhibition was organised by the Archaeological Survey of India to display recent archaeological findings in the country. This exhibition was organised to coincide with the Twenty-third meeting of the Central Advisory Board of Archaeology at Mysore in January, 1973.”

7.24. It has been stated that the museums in a way supplement what one sees at a monument or a site and greatly help in the study of regional art traditions and archaeology. For effective security of the museum, it is necessary to construct residential quarters for the staff near the museums.

7.25. A scheme for the construction of museum buildings and staff quarters was included in the Fourth Plan with a plan outlay of Rs. 17.12 lakhs. It has been noted that till March, 1973, no expenditure was incurred on this scheme. The entire amount has been shown against proposed provision for 1973-74 and it has been stated that it would be provided in the budget of the C.P.W.D.

7.26. In a representation made to the Committee, it had been stated:

“Many old buildings, which are themselves pieces of archaeological interest are being used for museums and for circle or branch offices. Utilisation of such buildings may be restricted to as minimum as possible. New buildings may be constructed for museums by the side of the old buildings so that new and modern methods of display etc, may be taken up for educational purposes.”

7.27. In this connection, the Additional Secretary, Ministry of Education & Cultural Affairs, stated during evidence:

“The Survey is not in favour of setting up museums in old buildings or museums as a rule. Sometimes, however, it would be necessary to use old buildings as much for its maintenance by use as for displaying the objects in their proper setting. The Survey has used five such buildings so far, namely, the old Exchange Building in Fort St. George, Madras, for the Fort Museum; the Tippu Sultan's palace at Seringapatam, Nagarkhana of Gold Gumbaz at Bijapur, Mumtaz Mahal and Red Fort at Delhi; and a part of the St. Assisi Church at Goa.”

7.28. During the Fifth Plan, a scheme for "setting up of archaeological museums and sculpture galleries" has been included for implementation with a proposed outlay of Rs. 85 lakhs. Under this scheme, it is proposed to build 5 Archaeological Museums along with staff quarters. It is also proposed to reorganise some of existing museums.

7.29. The Committee are concerned at the delay in the construction of the museum building at Lothal which was excavated about 15 years ago and in starting the museum. The Committee understand that although the building for the museum has been constructed about a couple of years ago, the museum could not be started due to non-construction of staff quarters for which action is being taken. It is surprising that the Survey did not plan for the construction of the museum and the staff quarters in an integrated manner as they were well aware that the museum is in a remote place and that the provision of staff quarters is very essential for starting the museum. This again is a case of unsatisfactory planning on the part of the Survey; the least that the Committee expect is that such lapses should not recur and that the museum starts functioning without delay.

7.30. The Committee note that admission tickets are levied at 7 out of 18 museums administered by the Survey. The Committee consider that admission tickets on a nominal scale, should be levied for all museums to regulate the admission of persons.

7.31. The Committee consider that with a view to popularise archaeology and educate the masses in regard to our cultural heritage as also a measure of national integration, there should be a section in State museums which should house photographs of monuments, sculptures and other excavated material from all over the country so that people from one part of the country may learn about the ancient culture of the people from other parts.

7.32. The Committee are unhappy to note that during the last five years, only one exhibition was organised by the Survey to display recent archaeological finding in the country. They consider that holding of exhibitions at frequent intervals is one of the important methods of creating public interest and giving them a feeling of participation in the discovery of our cultural heritage. The Committee desire that such exhibitions should be held more frequently at different places in the country in conjunction with Museum/Universities which are known for their interest in archaeology.

7.33. The Committee regret to note that although a sum of Rs. 17.12 lakhs had been earmarked for the construction of museum buildings during the 4th Plan period, no expenditure was incurred on this scheme till 1972-73 and that the entire amount has been provided in the budget of CPWD to be spent during the year 1973-74. The Committee are unable to appreciate why advance action was not taken by the Survey for the construction of museum buildings for which need was felt. They are doubtful whether the CPWD would be able to spend this amount usefully during the current year.

7.34. The Committee are given to understand that Government have made a provision of Rs. 85 lakhs for setting up of Archaeological and Sculpture galleries etc., in the Fifth Plan. The Committee feel that there should be a perspective plan for the setting up of museums, keeping in view the need to avoid any duplication of effort as also for conserving resources and for putting them to the maximum use. Each new museum should be an advance on what has been achieved already so that they subserve not only the purpose of housing the antiquities and other archaeological articles but also constitute a significant step forward in the matter of display so as to catch public imagination and sustain their interest.

CHAPTER VIII

PUBLICATION & LIBRARIES

(i) Printing and Publication

8.1. The Archaeological Survey of India publishes research journals, excavation reports, memoirs and other scholarly monographs besides guides to monuments and sites and picture postcards. As regards the setting up of a Publications Branch in the Headquarters Office at New Delhi, it has been stated that several excavation reports are lying unedited and many more are under preparation, which will have to be edited and seen through the press. With the augmentation of research programme vide various schemes under the Fourth Five Year Plan, the work-load is going to increase more and more. A full-fledged Publications Branch has since been sanctioned to undertake the publication programme which will also include publication of a large number of guide books, picture postcards etc. It is expected that the work of this Branch, besides expediting the publications, will greatly contribute to the dissemination of knowledge and projection of Indian culture abroad. The sale proceeds of the publications will also earn necessary foreign exchange.

8.2. The break up of the amount of the Fourth Plan allocation of Rs. 10.70 lakhs year-wise is as follows:—

1969-70	Rs. 1.14 lakhs
1970-71	—
1971-72	Rs. 2.79 lakhs
1972-73	Rs. 3.13 lakhs
1973-74	Rs. 3.64 lakhs
	<hr/>
	Rs. 10.70 lakhs

8.3. The Archaeological Review Committee, in its Report submitted in 1965, had, while commenting that the publications were seriously and admittedly in arrears, strongly recommended that:—

“In the Committee’s view, it is essential and urgent that a Publications Branch be set up under an officer of the grade of Deputy Director General, with suitable though not extravagant staff.”

8.4. The Director General, Archaeological Survey of India also stated during evidence:—

“The Publications Branch has been constituted only now. In the past hundred years, there was no publication branch in the Archaeological Survey of India about which we are very sore. What has been sanctioned to us, we feel, is not quite adequate. We have been making our efforts all these years to see that this work is complete. With the multifarious duties such as editing and so on, we feel that this is a very difficult task.”

8.5. Asked whether the backlog in the publication work of the Survey was due to lack of resources and staff, the Additional Secretary, Ministry of Education and Cultural Affairs informed:—

“All we can say is that the funds available upto the Fourth Plan were not enough and the publication suffered from lack of staff. Some effort has been made this year. Even that has not been completed. Posts have not been filled up. We are trying to fill up the posts. In Fifth Plan substantial proposals have been made for improving the financial side and the staff side.”

Continuing, the witness further stated:—

“The staff sanctioned for Publication Branch—all the posts have been filled up except that of a Director. But the number of posts sanctioned are very few compared to the arrears of work in hand.”

8.6. As regards the details pertaining to the profiting of the publications of the Survey which were being regularly published, the Ministry have furnished the information in the following table:

Sl. No.	Name of Publication	Periodicity	Latest Volume number publication	Year of Publication	Remarks
1	2	3	4	5	6
1	Ancient India	Annual	No. 22 (1968)	1973	Ancient India No. 22 has been printed off. The manuscript for the subsequent issue is under preparation. The Printing of this Journal has been in arrears be-

1	2	3	4	5	6
					cause of delay in approval of the fresh rates of the printers by the Chief Controller of Printing and Stationery. This matter was taken up in 1969 and could be finalised only in 1972. Now the work has been entrusted to a private Press and it is hoped that arrears will be cleared by 1974-75.
2	Indian Archaeology—A Review	Annual	1969-70 1965-66	1972 1973	Issue for the year 1966-67, 1970-71 and onwards which are in arrears are likely to be cleared by 1974-75. The journal was previously printed at the Government of India Presses which took sufficient time to execute their printing. To avoid this, the Survey approached the office of the Chief Controller of Printing and Stationery to allow its printing at the private presses. The printing work has now been entrusted to a private press.
3	Epigraphia Indica	Bi-Annual	XXXVIII (6-8 parts in a vol.) 1969-70	1972	The printing of the journal is undertaken by the Government of India Press, Calcutta. They are being repeatedly asked to expedite the work. In case the Government Press is not in a position to clear the arrears, the question of printing the journey at the private presses will have to be considered.
4	Epigraphia India (Arabic and Persian Supplement)	Annual	1968	1972	Issue for 1969 is likely to be released soon. Manuscripts for the year, 1970 are with Press. Material for year 1971 is being edited.
5	Annual Report on Indian Epigraphy.	Annual	1966-67	1972	Annual report for the year from 1967-68 to 1971-72 have been sent for printing to Government Press, Calcutta. The Press is being pursued to do the work early.
6	Corpus Inscriptionum Indicarum	Occasional	—	—	Printing of the Volume on Silhara inscriptions has recently been entrusted to a private press. Printing of other volumes will also be taken up after the completion of the above work.
7	South Indian Inscriptions	—Do—	Vol. XVII	—	Printing of this Publication involves the use of diacritical marks and South Indian scripts e.g. Kannada, Tamil, Telugu etc. The work was refused by Govern-

1	2	3	4	5	6
					ment Press, Tamil Nadu. Therefore the same is now being got done from the private Presses. There are very few presses in India which are capable of doing this work. However, possibilities of getting this work done at other presses are also being explored.
8	Memoirs of Archaeological Survey of India	Do.	—	—	Printing of Excavation report on Nagarjunakonda, has been taken up under the series.
9	Excavation reports.	Occasional	—	—	Printing of excavation report on Lothal (in two volumes) has already been entrusted to a private press. Printing of other reports will also be started after completion of work already taken up.
10	Guide Books.	Do.	—	—	The work is in progress.
11	Picture Post-cards.	Do.	—	—	The work is in progress.

8.7. It had been represented to the Committee that "it is a pity that some works like Bhandarkar's Corpus Vol. III could not be published so far though more than 25 years back, its manuscript was handed over to the Department by the late Professor". Asked to state the reasons for the delay in the publishing this volume, it was stated during evidence that:—

"The Publication of the volume has been delayed because a large number of important inscriptions of the Guptas have been found after the submission of the manuscript by Dr. Bhandarkar. The job of bringing the volume up-to-date has been entrusted to Dr. _____, former Government Epigraphist, before it is published."

8.8. The Director-General, Archaeological Survey, during evidence, informed that Dr.—had promised to give it within a year.

8.9. In another representation, it had been brought to the notice of the Committee that:—

"The very purpose of the excavation conducted at Nagarjunakonda at such a heavy cost had been lost to the world for the simple reason that the excavators' report is yet to see the light of the day."

In this connection, the witness stated:—

"One thing is the report and the other thing is the site. Before the site went under water, at a tremendous cost transfer-

red very important monuments bodily and placed them on the island museum. The auditorium also has been placed in a different place. The only drawback has been that the results have not been published."

8.10. Subsequently, the Ministry have submitted the following further written information in this regard:—

"The report on Nagarjunakonda Excavations is to be published in two parts. Part-I dealing with Prehistory and Part-II with the Historical Archaeology of the site. The manuscript for Part-I, after being revised, was submitted in March, 1973. After checking up all the details it was sent to the Press in July, 1973. The first proof in respect of this has already been received from the Press and with this progress it is hoped that the first part will be printed off before March, 1974*. Meanwhile, the manuscript for Part-II is being made press-ready including re-compilation by the excavators. It has so far been not submitted for printing."

8.11. As regards the reports on the explorations and excavations which have not been published so far, it was stated by the Ministry, in a note:—

"The number of sites of which reports have not been published since 1947 is 12. Brief but adequate reports on most of the sites excavated so far have been published in Indian Archaeology—A review and Ancient India. The printing of the reports on the excavation at Lothal and Nagarjunakonda is in progress. The reports on Surkotada, Nagda, Ujjain are being made press-ready. The work on the excavation reports on Kalibangan and Purana Qila is in progress.

The principal reason for the officers not being able to complete the reports on excavations is that with the taking over of conservation work by the Survey, the work-load on the Circle Officers increased to a great extent. This work was formerly done by the State P.W.D. but now it is being done departmentally. Added to this is the fact that the Officers were transferred from one Circle to another and therefore could not take up completion of the reports

*At the stage of factual verification, the Ministry of Education & Social Welfare (Archaeological Survey of India) have stated that the first part will be printed off before June, 1974.

on the work done by them in the different Circles. The oldest date of the excavation, of which report has remained unpublished is 1955.”

8.12. When pointed out that if the reports on new excavations were not immediately published then not only the money spent thereon became infructuous but the things excavated were likely to be lost or misplaced, the Director General, Archaeological Survey of India stated:—

“The objects are housed in museums or in circle offices. The utility of the material is certainly impaired if the circumstances in which they are found are not properly explained in the report. The report is absolutely necessary.”

8.13. When the Committee drew attention of the witness to the fact that the universal complaint by eminent people was that there was abnormal delay in publishing the reports, the Director General, Archaeological Survey stated:—

“I accept the criticism. There had been no publication department in the Archaeological Survey of India; work had to be done by the Director General of Archaeology, in spite of his increasing work. We took it up with the Government and we have now been allowed to have a small publication department and we are speeding up our publication. We have now some machinery; we would like a recommendation from you for publication machinery. We feel that bottleneck can be removed by adequate personnel in the publication department.”

8.14. As regards the agencies through which the printing work of the Survey was undertaken at present, it was stated during evidence that:—

“.....The printing of the Archaeological Survey of India publications is undertaken at Government Presses as well as private presses. It is normally found that the work at the Government presses is enormously delayed and it becomes difficult to observe the time schedule. As already explained, most of our publications on epigraphy are in arrears because of these reasons.”

8.15. It was further stated that the presses were being repeatedly requested to expedite the work.

8.16. According to the Archaeological Review Committee, there have been an irrational expansion in the number of the Survey's publications on epigraphy viz. (i) Epigraphia Indica, (ii) Epigraphia Indica (Arabic and Persian Supplements), (iii) Annual Report on Indian Epigraphy, (iv) Corpus Inscriptionum Indicarum and (v) South Indian Inscriptions (Text) Series.

8.17. In order to have easy reference and also for reasons of economy, the Review Committee had suggested a drastic reduction in these publications as follows:—

- (i) Epigraphia Indica, amalgamating the collections of inscriptions in Arabic and Persian and also European epigraphs.
- (ii) Corpus Inscriptionum Indicarum consisting of South Indian Inscriptions (Text) Series and also Persian Arabic and European inscriptions.

8.18. When the Committee drew attention to a statement made in the Review Committee Report that "printing must, at all cost, be removed from unspecialised hands and placed directly under its own hands" the Ministry, in a note stated:—

"The printing of Archaeological Survey of India publications is a specialised work, involving use of diacritical marks, etc., which are not available in most of the printing presses. Therefore, the work is being entrusted to those presses only which have the requisite equipment to carry out the work satisfactorily. The Director General is now empowered to choose a press of his choice within the norms laid down in the Rules; the quality of printing will thus be ensured."

8.19. During the Fifth Plan, a separate scheme, "Publications" has been included for implementation with a proposed outlay of Rs. 35 lakhs. Under this scheme it is proposed to considerably improve the position of printing of publications which are in arrears. Similar attention is also to be given to the bringing out of monographs on excavation, architectural Survey, attractive picture post cards and albums containing photographs.

8.20. Besides the above, it is proposed to compile a National Catalogue of Protected Monuments for sale to public.

8.21. The Committee are deeply concerned at the heavy arrears in the printing of publications by the Survey. From the information

furnished to them, the Committee find that the latest published volumes of almost all the publications brought out by the Survey, pertain to the year 1968 or 1969 and in some cases even to earlier years. The number of outstanding excavation reports awaiting publication with the Survey, is stated to be 12—the oldest pertains to the year 1955. The Committee are distressed to note that even though the Archaeological Review Committee had, in 1955, observed that “the publications of the Survey are seriously and admittedly in arrears” and had recommended the urgent need to set up a Publication Branch, no concrete action appears to have been taken thereon till recently. During the Fourth Five Year Plan, although a fullfledged Publication Branch was sanctioned as one of the Plan Schemes, with an outlay of Rs. 10.17 lakhs, the Publication Branch was not actually set up till recently. It is regrettable that even now, the post of the Director of Publications, though sanctioned, remains unfilled. This, again, indicates lack of planning in the implementation of important schemes by the Survey. The Committee are unable to understand why such a sorry state of affairs has been allowed to prevail in the Archaeological Survey for so long.

8.22. The Committee regret to note that Dr. Bhandarkar's Corpus Vol. II which was handed over to the Archaeological Survey about 25 years back, has not yet been published. The delay has been attributed to the discovery of the large number of important inscriptions of the Gupta period after submission of the manuscript by late Dr. Bhandarkar. The Volume is now being brought up-to-date. The Committee are not convinced by the above explanation for the inordinate delay in this case. They hope that this work will now be completed urgently and the volume would be published within a year as promised by the Director General, Archaeological Survey.

8.23. Among other important reports which remain unpublished, are the excavation reports of the famous Nagarjunakonda Project and the excavation reports on Lothal. It is a matter of regret that the reports on both these projects which were excavated long ago, are yet to be printed. The Committee understand that the first part of the report on Nagarjunakonda Project is expected to be published before June, 1974, Part-II of this report as well as both the parts of the report on Lothal, are stated to be under print. The Committee would urge the Survey to make determined efforts to get these reports published expeditiously so that they are available to the scholars and others without further delay.

8.24. The Committee understand that one of the reasons for the accumulation of arrears in printing was the procedural delays in the office of the Chief Controller of Printing and Stationery. Now that

the Survey has been allowed to get the printing done in private presses, the Committee hope that the backlog of arrears in printing will be cleared at the earliest and the printing of publications will be brought up-to-date by the Survey.

8.25. It is to be recognised that publication of the Survey are an essential instrument for the dissemination of knowledge about our cultural heritage not only in the country but abroad. No effort should therefore be spared to clear the printing arrears and bring out the various publications in time. The Committee trust that the Publication Branch will now be suitably organised and equipped to fulfil the functions entrusted to it.

8.26. The Committee are glad to note that an outlay of Rs. 35 lakhs has been proposed for "Publications" during the Fifth Plan period. The Committee trust that with the availability of adequate funds, the Survey would not only ensure the timely printing of its publications but would also bring about the much needed improvement in the quality and the get-up of its scientific publications which have a world wide circulation.

8.27. The Committee note that at present five publications, viz., (i) Epigraphia Indica, (ii) Epigraphia Indica (Arabic and Persian Supplement), (iii) Annual Report on Indian Epigraphy, (iv) Corpus Inscriptionum Indicarum and (v) South Indian Inscriptions, are published by the Survey. The note that the Archaeological Review Committee, in 1965, had suggested a rationalisation and simplification of these publications and had recommended the combining of these five publications into two viz., Epigraphia Indica and Corpus Inscriptionum Indicarum. The Committee recommend that the matter may be reviewed and early decision taken for the simplification and rationalisation of the publications brought out by the Survey, to make them more useful for the users.

(ii) Libraries

8.28. It was stated during evidence that 15 libraries were maintained by the Survey, viz., the Central Library, New Delhi, 10 Circle Libraries and one each at Nagpur, Mysore, Museum Branch, Calcutta and at Dehradun. While the Central Library was looked after by a Librarian, the Circle Libraries were managed by Assistant Librarian. The Librarian of the Central Archaeological Library periodically inspects the libraries and makes recommendations for improvement.

8.29. The Committee were informed during evidence that there were about 70,000 volumes in the Central Library at New Delhi. The Ministry in a note, have intimated that during the last three years, nearly 2,000 publications were added to the Central Library.

8.30. Asked whether the books were classified in a proper manner, the Director-General, Archaeological Survey of India replied in the affirmative and added:—

“Every book that comes to us is classified so that it is readily found. The different types of publications that we have are mainly on subjects, like, archaeology, Indology in general. That means a lot of Sanskrit literature, Persian and Arabic also. We also try to get publications from other countries in exchange and also buy publications on archaeology.”

8.31. The Committee drew attention of the witness to some of the observations made by the Archaeological Review Committee, one of which was regarding lack of proper facilities for readers in the Central Archaeological Library. The witness, in reply stated:—

“We ourselves were very much aware of it as the number of books is increasing every year and the space is limited. We have established a two-tier system this is a new shelving system. We have stacked books right from the ground to the top; there in an inter floor. Even after doing this, we find that the space for readers is not quite adequate. We have tried to remedy this to the extent possible, but the time has come when we must think in terms of a new and proper building for the library; perhaps facilities for air-conditioning should also be there. Our library contains very very valuable books. It was established even earlier are also there. Some of them are very rare.”

8.32. Asked whether the rare books were properly protected, the witness stated:—

“Yes, Sir. We have arrangement with National Archives which protects the manuscripts, and whenever we find that very old books are there which are getting fragile, we have them bound with flexible, transparent papers under the expert care of the National Archives. All books which are precious, of which copies cannot be had, we do take proper care of them. When I say this, I am not complacent. The library needs better space, better facilities

and more staff. I absolutely agree that the staff is inadequate. But we must have a good building so that we can make better use of the library and make it useful to others also."

8.33. As regards stock taking of books in the Library, the Ministry, in a note, have stated that it was being done. To another question it was stated that no periodicity has been laid down for stock-taking in the Central Library and that the last stock-taking in which about 200 books were declared missing, was done in 1967.

8.34. It is noticed that proposals for proper staffing and for effecting other improvements in the Central Archaeological Library, have been included as one of the schemes to be implemented during the Fifth Plan. A lumpsum provision of Rs. 40 lakhs has been proposed under this scheme.

8.35. The Committee note that the Central Archaeological Library which was established in 1902, contains 70,000 books, consisting of publications mainly on Archaeology and Indology. Some of the books are very rare and very valuable. The Committee are concerned to note that in the last stock taking done in 1967, 200 books were found missing from the Library. Since the books in this library are very old and rare the Committee would like the whole matter to be investigated to find out the reasons for the loss of 200 valuable books from the Library.

8.36. The Committee observe that no stock taking of books has been done in the Central Archaeological Library since 1967 and that no periodicity has been laid down for this purpose. The Committee recommend that stock-taking of books in the Library should be done at least every alternate year so as to keep a close watch on stock holdings particularly, as the books are rare and irreplaceable.

8.37. The Committee would also stress that effective measures should be taken by the Central Archaeological Library for the preservation and proper maintenance of their books. The Committee urge that the assistance of National Archives may be taken in the matter of proper maintenance and preservation of books in the Library.

8.38. The Committee would further recommend that in addition to taking the usual precautions for the preservation of rare books viz., fumigation etc., the feasibility of "microfilming" of such books may also be examined.

8.39. It is well known that of late science, ranging from chemistry to nuclear physics has been increasingly used in archaeological work. This underlines the need for a well-equipped library covering the subject of intimate interest to all those engaged actively in the field of archaeology either in excavation, preservation or research. The Committee hope that books having a bearing on the archaeological work, would be acquired by this library.

8.40. The Committee would also like to point out that the purpose of a well-equipped library is its use by scholars, research people and the persons in the field. It should therefore be ensured by the library that adequate facilities are provided in the library for the users of the books and publications maintained by it.

CHAPTER IX

COORDINATION WITH DEPARTMENTS OF TOURISM, STATES AND UNIVERSITIES

(i) Coordination with Department of Tourism

9.1. It has been stated that to sort out problems relating to the development of monuments of tourist interest, a Central Coordinating Committee had been formed under the Chairmanship of the Minister of Tourism and Civil Aviation. During evidence, the Committee were informed that this Committee was set up on 18-4-1972 and that it had met four times. As regards the important recommendations, made by the Coordinating Committee, the witness stated as follows:

- “(i) All round development of the protected monuments of tourist interest at Elephanta, Ajanta, Ellora, Badami, Hampi, Goa etc.
- (ii) Drafting of a Model Bill for legislation to preserve the natural setting and environment.
- (iii) Preparation of Master plans for safeguarding the environment and natural setting of the monuments of tourist interest.
- (iv) Formation of a National Trust in respect of the buildings in Jaipur and Jaisalmer.
- (v) Formation of a Committee suggesting measures for production and sale of attractive souvenirs at important monuments.
- (vi) Construction of cafeterias at important monuments; improvements to the roads to certain monuments; setting up of Committees for the purpose of enlisting local cooperation towards beautification of monuments and for the preservation of encroachments into the area around monuments.”

9.2. In connection with the progress made in the implementation of some of the above recommendations, the Ministry, in a note, have stated:

- (a) The drafting of the Bill is yet to be completed by the Town and Country Planning Organization which has been reminded in the matter;
- (b) The Chief Secretaries of some States have been addressed for the formation of committees in respect of selected monuments. The States have yet to set up such committees.

9.3. The Committee drew attention to the Review Committee Report, 1965, which had recommended that:

- (i) Guide lecturers should be available at stated hours at all outstanding monuments.
- (ii) Printed guides should be bilingual or trilingual, should be accurate and scholarly but in simple and attractive form;
- (iii) Post cards should be attractive; and
- (iv) Sale of guides and post cards should be run by the Survey and not by contractors.

9.4. Asked whether any action had been taken on the above recommendations the Ministry, in a note, have submitted the following information:

- (i) There are nine guide-lecturers who are available at fixed hours at important monuments. More guide-lecturers will be appointed considering such demand on other monuments.
- (ii) There are bilingual guides on Khajuraho, Saravasti, Sanchi, Rajgir, Ajanta, Nalanda, Kushinagar and Bhubaneswar. We also intend to bring out guides in other Indian languages. The emphasis on accuracy is being strictly maintained in the guide-book of the Survey.
- (iii) Efforts are being made to improve the picture postcards and more colour cards are also being prepared.
- (iv) The sale of guides and picture postcards is being done by the Survey.

Picture postcards and guide-books are available in respect of almost all the important monuments and we are progressively taking steps to cover other monuments.

9.5. Asked whether the archaeological monuments in the country were provided with all facilities so as to attract tourists, the Additional Secretary, Ministry of Education and Social Welfare, replied:—

“We have certain responsibilities, mainly in regard to the places which are visited. The monuments themselves are being maintained in an attractive manner by us in addition to the maintenance of the environment and the garden. Where certain problems are faced by the tourists which are to be solved by providing accommodation within our monuments for, say, souvenir stalls, toilets etc., we also provide them. If the tourists want to stay over-night near the monuments, the Tourism Department has to encourage the establishment of hotels either in the private or the public sectors. The State Government comes in, in matters like roads or providing cheaper accommodation like dharmasalas, tourist bungalows etc. We also provide convenient boards where tourists can read information about the monuments.”

9.6. To a query whether approach roads have been constructed at all protected monuments, the Ministry, in a note, have stated:

“The responsibility of providing approach roads to all protected monuments rest with the State Governments. Almost all important monuments in the country are provided with fairly good roads. The Tourist Department and the Archaeological Survey of India have been seeking the cooperation of the State Governments in providing approach roads to monuments. The Tourist Department also finances constructional projects in the case of outstanding monuments.”

9.7. Asked whether cheap and clean hotels are available at the Archaeological sites for the convenience of tourists of modest means, the Director General, Archaeological Survey of India, replied in the negative and added:

“The Survey has drawn the attention of the Department of Tourism in the matter in course of discussions in the meetings of the Central Coordinating Committee that the common man’s interest should also be safeguarded while building accommodation for the tourists.”

9.8. In reply to another question regarding preparation of casts of antiquities in metal and plaster for sale, it was stated during evidence that:

“The Survey has already put on sale small casts (Plaster of Paris) at a few important centres, such as Sanchi, Nagarjunakonda and Konarak. There is a fair response. No casts of antiquities in metal have so far been taken.”

9.9. When pointed out to a news reports that Mahabalipuram (near Madras) was being vulgarised into something like a holiday resort, the Director General, Archaeological Survey of India, informed:

“Nothing has been done to vulgarise Mahabalipuram so far. But as a result of unplanned development, shops and business premises have come in close proximity and then disturb the solitude as well as environments. This could easily be controlled by careful planning in coordination among the State Governments, the Department of Tourism, the Archaeological Survey of India and the local civil and administrative authorities.....The State Government has already prepared a Master Plan for the development of the area and it is hoped that the area would be developed further accordingly to a well-thought out plan.”

9.10. It had been represented to the Committee that:

“The Survey, gradually, should develop into a conservation-cum-Tourist department. The needs of tourism and archaeological conservation at times are quite incompatible. It should be the duty of the Survey to reconcile these conflicting interests. to develop the monuments for tourism without impairing their pristine beauty and significance. Such synthesis can be brought about better if the experts of the Survey work under the Ministry of Tourism. The Research Wing can be transferred to the Science and Technology or the Education Ministry. Such a re-organisation will be advantageous, both for the Survey’s growth and also for tourism.”

9.11. Asked whether the above suggestion was feasible, the Additional Secretary, Ministry of Education and Social Welfare during evidence, stated:

“We feel that Tourism Department is one of the agencies

which merely take the benefit of archaeological monuments being there. Their primary consideration is not the archaeological part of it. They are interested in window-dressing and presentation of a few monuments which are of outstanding importance. As regards the archaeologist on the other hand, the research in archaeology is the very breath of his life. If such an arrangement is proposed to be made, then the Department will be affected adversely. To an archaeologist even an insignificant monument in an out of the way place is important whereas the Tourism Department is not, concerned with it. We feel that although tourism may benefit because of the existence of archaeological monuments, archaeology as such will suffer if the Tourism Department is to look after it. They are not interested in scholarly side of it."

9.12. There are a large number of archaeological monuments in the country which are world famous and which attract tourists, both foreign and domestic. It is therefore of utmost importance that such monuments are not only well maintained but their natural setting and environments are properly preserved. The Committee are glad to learn that a Central Coordination Committee has been formed under the Chairmanship of Minister of Tourism and Civil Aviation to sort out problems relating to development of monuments of tourist' interest and that it has made a number of recommendations in this regard. The Committee however regret to note the delay in the completion of the drafting of Model Bill for legislation to preserve the natural setting and environments of the ancient monuments in the country. The Committee would stress that the drafting and passing of this Model Bill should be expedited and action taken to implement its provisions.

9.13. The Committee are distressed to learn that due to the unplanned development of shops and business premises in close proximity of Mahabalipuram, the environments of the monuments have been affected. The Committee would urge the Archaeological Survey to maintain close coordination and cooperation with the Department of Tourism and the State Governments so that the original environments of these important monuments are preserved and a well thought out plan for the development of the area near the monuments, is drawn up so as to maintain the beauty and the serenity of these monuments. The Committee would like Government to ensure that remedial measures are taken to restore the environments not only at Mahabalipuram but at all other monuments where they may have been disturbed on account of unplanned development of the areas in their vicinity.

9.14. The Committee would like to make the following other suggestions for the development of monuments of tourists' interest and to attract tourists to them:

- (i) Steps should be taken in conjunction with the State Governments and the local bodies to provide good approach roads to all the monuments of tourists' interest, where these do not exist at present.**
- (ii) The environments of the monuments should be kept neat and clean and free from encroachment.**
- (iii) Arrangements should be made to provide wholesome food and cheap accommodation near the monuments wherever necessary, so as to attract the tourists of modest means to these places. . .**
- (iv) Attractive picture post cards giving the background history of the monuments should be made available at reasonable prices.**
- (v) Production and sale of attractive souvenirs including mould casts of important sculptures should also be prepared and sold to the tourists at the monument site itself.**

(ii) Coordination with States

9.15. Under the Constitution, the Union retained full responsibility for ancient and historical monuments and archaeological sites and remains declared by Parliament to be of national importance; whilst the States could assume responsibility for ancient and historical monuments, other than those declared by Parliament to be of national importance. Archaeological sites and remains, other than those declared by Parliament to be of national importance, being on the concurrent list, can be looked after by the States subject to any law framed by Parliament.

9.16. Asked whether the Survey had any plan for coordination with the State Governments and the Universities in respect of archaeological work, the Director-General, Archaeological Survey of India stated that according to legislation, these agencies submitted their proposals to the Survey and then these were placed before the Standing Committee of the Central Board of Archaeology which

functioned as a Coordinating body. It was further stated that after examining about the availability of resources, competent technical personnel etc., the issues were decided by this Committee.

9.17. The Committee enquired as to know many States had set up their own Departments of Achaeology. The Additional Secretary, Ministry of Education and Social Welfare stated:

“Sixteen States have already set up their Departments to look after the monuments. These States are, Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Jammu and Kashmir, Kerala, Madhya Pradesh, Maharashtra, Mysore, Orissa, Punjab, Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal. The staff in some of these departments. however, does not seem to be adequate.”

Continuing, the witness stated:

“Five States namely, Himachal Pradesh, Manipur, Meghalaya, Nagaland and Tripura are yet to form their departments of Archaeology. These newly formed States would require some time to set up their organisations. None of the Union Territories except Goa, has its Department of Archaeology.”

9.18. The Archaeological Review Committee have, in its Report, stated:—

“State Governments have on occasions taken up grants for excavation but they have shown little active interest in conservation. With rare exceptions, the State Governments have shown little understanding of their archaeological functions and again with rare exceptions, their archaeological staffs are inadequately trained and competent; either a monument protected by a State Government is neglected.....or its conservation may be undertaken without skill, knowledge or taste.”

9.19. It has been represented to the Committee:

“The State Directorates have neither the necessary trained personnel nor the necessary funds for preservation and conservation of the earlier protected monuments. They also have to protect and conseve new monuments which are excavated or explored by the State Directorates or Universities. In my opinion, the preservation and conservation of monuments is such a highly technical and expensive

business that it should be left to the care of Government of India.”

9.20. Asked in what way the Survey helped the States' Departments of Archaeology in overcoming their difficulties and deficiencies, the Additional Secretary, Ministry of Education and Social Welfare, during evidence stated:

“Besides extending facilities for training of the nominees of the State Governments in all branches of archaeology in the School organised by the Survey, the State Governments are given such technical advice as sought for by individual States in the matter of archaeological exploration, excavation, conservation of monuments etc. The Survey also arranges for the training of the staff of the State Governments in surveying, photography, drawing etc., when required. Elaborating the arrangement for the training of staff of State Departments in the School organised by the Survey, the Director General, Archaeological Survey stated: “Whenever they want a particular person to be trained say in archaeological photography, they send their man to us and we take him to the field and the Photo Instructor trains him. Similarly, the archaeological techniques are also taught to the people. We also invite applications every year, by setting apart three seats for the representatives of the States in the School of Archaeology. Whenever they send students, we straightway take them into the School of Archaeology, without asking any questions.” Continuing further the witness stated: “To start with, they were sending their own men. Now, most of the States have their own competent staff to train people, e.g., Rajasthan and Gujarat. Now they feel that they themselves are competent to do this training. But whenever new Departments are set up in States they send the persons and we train them”.

Asked how the activities of different States were coordinated, the witness replied: “In regard to archaeology, their activities are well defined, in a general way. In regard to conservation, the fields are absolutely separate, in the sense that their responsibility is defined by the Constitution. But whenever they seek our advice, we certainly give it to them.”

9.21. It had been represented to the Committee that “there does not seem to be much coordination between the Central and State

Governments in excavation and maintenance, of finds." Asked whether efforts had been made by the Survey to improve matters in this direction, the Ministry, in a note, have stated:

"No one is permitted to conduct an excavation unless he has acquired dependable experience of the work through training and participation in excavation works. The maintenance of records has been standardized and the standard system is being followed. The Archaeological Survey has full rights to inspect the excavation works in progress and offer critical advice, if necessary, and powers to suspend the works if the correct methods are not being followed. A representative of the Survey does usually visit the excavations by the States and takes part in discussions with the excavators.

The excavators have to retain charge of the objects for the purpose of preparing the reports on the excavations.

The Director General is supplied with a list of antiquities recovered from the sites for record so that he may be able to decide if any objects are of enough importance of justify retention by the Survey and to pass orders accordingly. The control can, however, be strengthened."

9.22. The Committee note that while sixteen States have set up Departments of Archaeology, five States and all the Union Territories except Goa, have not yet done so. Since archaeological monuments and sites exist in all areas and regions of our ancient country and their maintenance and preservation is of utmost importance, the Committee consider that there is need to set up Departments of Archaeology in all States including Union Territories. They would therefore, like the Government to approach the States and Union Territories which have not yet set up the Departments of Archaeology, to have such departments so that the conservation and preservation of the monuments and ancient sites in their areas are not neglected. The Committee have no doubt that the State Governments and Union Territories would respond favourably in this regard.

9.23. The Committee are glad to learn that most of the State Governments which have set up the Departments of Archaeology, have got their staff trained and that they are now competent to maintain and preserve the monuments under their charge. The Committee would like the Survey to extend all help and training facilities

to the officers and staff of the State Governments/Union Territories which may now set up their Departments of Archaeology so that they become proficient in the conservation and preservation of the manuments under their charge.

9.24. The Committee further desire that the officers of Survey should keep close contacts and meet frequently their counterparts in the State Departments of Archaeology and share with them their knowledge and experience in the mutual interest of conserving and preserving the ancient monuments of the country.

(iii) Coordination with Universities

9.25. During evidence it was stated that there were 24 universities which had set up Departments of Archaeology. Asked whether any financial assistance was given to these institutions, the Additional Secretary, Ministry of Education replied:

“We do not give any grant in aid to the universities for the running of those departments. There have been some grants given to universities for some specific purpose, small amounts for particular excavations but not for running of the Archaeological Department.”

9.26. Elaborating, further, the Director General, Archaeological Survey of India stated:

“Sometimes the universities get money from the UGC and sometimes they ask us to give the money. We have also given certain funds to the universities for this purpose. We are also giving them technical assistance whenever they need it.”

9.27. Asked whether any principles were laid down for the purpose of giving grants, the witness replied:

“Actually, most of the universities do have their own funds for this purpose. It is only when a big and joint project is undertaken that they require additional resources. When they require additional resources, we tell them that these are our limitations and we will give you so much or if we are not in a position to do it, because of financial stringency, the work can wait for the next year.”

9.28. The Committee enquired whether grants were refused at any time to the universities for carrying out explorations and excavations. In reply the Ministry have stated:

“In view of inadequate funds it has not been possible to give grants-in-aid to all the Universities carrying out explora-

tions and excavations. However, from the budget allotment of the Survey some universities have been given token grants-in-aid to meet part of their expenditure on excavation."

9.29. As regards the distribution of grants-in-aid by the Ministry of Education to the Universities, the Ministry of Education have furnished the following table:

Year	University	Grant (Rs.)
1964-65 . .	Allahabad	9000
	Deccan College, Poona.	8000
	Banaras	7500
	Sagar	2500
	Baroda	4000
	Sanskrit Viswavidyala	2500
	Aligarh	4000
	Patna	4000
1965-66 . .	Allahabad	500
	Banaras	500
	Aligarh	500
1966-67 . .	Aligarh	1000
1967-68 . .	Nil	
1968-69 . .	Nil	
1969-70 . .	Allahabad	2500
	Banaras	2500
1971-72 . .	Nil	
1972-73 . .	Baroda	6000
	Burdwan	6000
	Allahabad	6000

9.30. The Committee desired to know whether the Reports on the work done by these universities/institutions were submitted regularly. It was stated that the M. S. University, having started their work in 1972-73, had yet to complete their work while the reports on the work of Burdwan and Allahabad University were

under preparation. It was further stated that unless these universities submitted their reports, the Survey would not give them further grants.

9.31. The Committee desired to know the number of cases, where the reports on the work done by the universities/institutions were submitted regularly. The Ministry have stated:

“A brief resume is furnished to the Survey for its inclusion in its annual publication called Indian Archaeology—A Review. Since the preparation of a full report takes time, the reports of the excavations undertaken during the last ten years are under preparation.”

9.32. Asked to state the number of institutions/universities that have not submitted their reports, the Ministry, have, in a note, stated:

“The preparation of reports on the excavations conducted by the Universities/Institutions is almost complete except in the few cases where the work is continuing.”

9.33. Asked whether any review of the procedure for giving grants to universities had been undertaken, the Ministry have furnished the following note:

“In the Budget allocations of the Survey there is no separate head for giving grants to universities. The grants are given out of the Survey's allotment under ‘Explorations and Excavations’. This allotment has been very much inadequate to meet all requirements of all the universities, with the result that we were not able to formulate a policy for giving grants to the universities on a standard pattern. In case, in the Fifth Five Year Plan we have more funds, we would like to formulate a policy and thus, review the procedure for giving grants to universities.”

9.34. Asked about the existing arrangements for coordination and liaison between the Survey and the Universities which had Departments of Archaeology, it was stated during evidence that the universities were represented on the Central Advisory Board of Archaeology. They had not sought the help and advice of the Survey to work out their course contents. For more coordination with the Universities the witness stated that it was imperative that students in the Universities should be asked to take up a paper in Archaeology and that they should be given an opportunity to see the work of the sites for some time.

9.35. During the Fifth Plan a project involving research work in collaboration work with universities and State Departments of Archaeology has been proposed and has been included in a scheme (with a proposed total plan outlay of Rs. 100 lakhs) to be implemented. A small Committee consisting of university Professors and representatives of the State Governments and Officers of the Survey have worked out this scheme, which include 25 national projects in various parts of the country. These were selected keeping the outstanding problem of Indian Archaeology in view.

9.36. The Committee note that the Survey has given grants-in-aid to the various universities for carrying out explorations and excavations. They are distressed to learn that the reports of excavations and explorations undertaken by the universities during the last ten years are still under preparation. The Committee have already emphasised the need for prompt and factual preparation of exploration and excavation reports as the delay in publishing these reports loses the significance of excavations and detracts from their utility for scholars and researches. It is surprising that grant-in-aid have been given to some of the universities year after year, without insisting on the submission of reports of excavation and exploration done by them in respect of the earlier grants-in-aid. The Committee would urge the Survey to impress upon the universities concerned to expedite the submission of the reports which are in arrears.

9.37. The Committee note that during the Fifth Five Year Plan, 25 national projects in the various parts of the country are being undertaken in cooperation and coordination with the various universities. The Committee urge that a detailed procedure regarding the submission of reports in respect of the new projects simultaneously, should be worked out by the Survey in consultation with the universities concerned and should be strictly implemented so that no arrears occur in these cases.

CHAPTER X

ORGANISATION SET UP

(i) Organisation

10.1. It has been stated that in 1861, a Governmental Organisation called the Archaeological Survey of India came into being. In the course of time, monuments and sites began to come to light and the job of looking after the monuments was entrusted to local governments. Subsequently, the Centre took over the responsibilities of preserving the monuments. The conservation work was carried out through the agency of the P.W.D. till 1945 when the Survey took upon itself the task of conserving the monuments.

10.2. Since 1947, there has been a tremendous increase in the activities of the Survey and the present responsibilities of the Survey are stated to be—

(A) *Preservation of monuments and sites*

(i) *Watch and Ward arrangement at and structural preservation of monuments and sites*

10.3. The Survey has under its charge nearly 3,500 monuments. Their upkeep involves, amongst other things, watch and ward arrangements and annual and special repairs according to the needs of each individual monument. For this purpose the Survey has ten Circles covering the entire country. Each Circle headed by a Superintending Archaeologist who is assisted by a Deputy Superintending Archaeologist and an Assistant Archaeologist Engineer in addition to other subordinate technical and ministerial staff.

(ii) *Chemical Preservation of monuments*

10.4. The sites and monuments are affected by the elements and, therefore, require chemical treatment. To deal with the situation, the Survey has a Chemistry Branch (Headquarters Dehra Dun) which has two Regional (Headquarters: Dehra Dun and Hyderabad) and four Zonal (Dehra Dun, Bhubaneshwar, Madras and Aurangabad) offices so as to cover the entire country.

(iii) *Gardens at monuments and sites*

10.5. Some of the monuments had, in their original lay-out, gardens around them. In other cases, it has been found desirable to provide them with lawns, gardens, etc. so as to improve the setting. The Survey, therefore, has a Gardens Branch (Headquarters: Agra) with three Zonal offices (Headquarters: Agra, Delhi and Mysore) to cover the entire country.

(B) *Research, training and publication*(i) & (ii) *Excavation and Exploration*

10.6. The Survey has two Excavations Branches, one located at Nagpur and the other at Purana Quila, Delhi. In addition, the Pre-history Branch also carries out excavations as and when it finds them necessary.

(iii) *Prehistory*

10.7. Prehistoric studies necessitated to the creation of a separate Branch (Headquarters: Nagpur) with two offices which carries out studies in Stone Age Archaeology and which also involve exploration and excavation.

(iv) *Epigraphy—I*

10.8. The country has immense inscriptional material. Thus, to cope with it, there is a separate Epigraphy Branch headed by the Chief Epigraphist; under whom are two sub-divisions, each headed by a Superintending Epigraphist; this Branch is devoted to Sanskrit and Dravidian inscriptions (Headquarters: Mysore).

(v) *Epigraphy—II*

10.9. There is still another Epigraphy Branch dealing with Arabic and Persian inscriptions and headed by a Superintending Epigraphist (Headquarters: Nagpur). The Superintending Epigraphist in charge of this Branch also deals with numismatic material relating to this period.

(vi) *Temple-Survey Projects (Northern and Southern Regions)*

10.10. To study the north and south Indian temples, which present a variety of problems, particularly in respect of their origin and development, a project to document and publish detailed studies of these temples has been launched. The Project is handled by two

Branches known as Temple-Survey Project (Northern Region, Headquarters: Bhopal) and Temple-Survey Project (Southern Region, Headquarters: Madras).

(vii) *Geochronological and Chemical studies*

10.11. Excavations and Explorations, particularly of Stone Age and proto-historic sites, require a lot of environmental studies. For this, there is a special division in the Chemistry Branch (Headquarters: Dehra Dun). This Branch also carries out investigations on the composition of antiquities, their methods of manufacture, etc., besides chemically preserving them.

(viii) *School of Archaeology*

10.12. With a view to training post-graduate students in various branches of archaeology, the Survey runs a School headed by a Director (Headquarters: Delhi). The syllabus covers almost all the branches of archaeology and includes practical training in conservation of monuments, etc. The duration of the course is 12 months and a post-graduate Diploma in Archaeology is awarded to successful candidates after completion of the training.

(ix) *Publications*

10.13. The Survey publishes research journals, excavation reports, memoirs and other scholarly monographs besides guides to monuments and sites and picture postcards. There is a Publication Unit in the Headquarters Office (Delhi) headed by a Director of Publications.

(C) *Museums*

10.14. At monuments and excavated sites where the material permits, there are site-museums. Thus at present there are eighteen site-museums under the Survey and to administer them there is a Museums Branch (Headquarters: Calcutta) headed by a Superintending Archaeologist assisted by a Deputy Superintending Archaeologist with four Zone covering the country, each under an Assistant Superintending Archaeologist.

(D) *Organisational set up in the Ministry to look after and coordinate the working and functions of Directorate General of Archaeological Survey of India*

10.15. Since December, 1971, the Director General Archaeological Survey of India, has been given the status of *ex-officio* Joint Secre-

tary to the Government of India and hence the Headquarters Office of the Archaeological Survey of India has become a part and parcel of the Ministry in addition to its status of an Attached Office. The Director General submits cases directly to the Additional Secretary/Secretary/Education Minister.

10.16. It had been represented to the Committee that in order to step up the research activities in the Survey, it was necessary to bifurcate the set up and form two wings, one for conservation and the other for research. In this connection, the Director General, Archaeological Survey of India replied: "This has been examined by the Central Advisory Board of Archaeology and also touched upon by the Review Committee. We have decided we should implement the recommendation of the Wheeler Committee which does not suggest such a thing.... I feel that the work at present being done in this manner can be improved upon, but division into water-tight compartments may lead to isolated functioning whereas if it is in one set up, the whole thing works as if it is one unit"....

10.17. To another question, the witness admitted that the Circle Officers were heavily burdened with administrative duties and added: "... we should try to reduce his administrative work, we need not necessarily go in for a clearcut bifurcation".

10.18. It has been stated that, of late, there has been a lot of criticism of the Archaeological Survey of India. In the first place, it has been stated that the Survey has not been able to keep up its research work and secondly, there has been severe criticism of the upkeep of monuments, specially in respect of their structural and chemical preservation, of lack of civic amenities, threat and of frequent thefts of sculptures from many of them. It was, therefore, high time that a self-analysis was made, the ills and their causes spotted and remedial measures taken. A note was accordingly prepared by the Survey and submitted to the Ministry of Education in March, 1968. The standing committee of the Central Advisory Board of Archaeology also submitted a scheme for the reorganisation of the Archaeological Survey of India in October, 1968. This scheme was forwarded to the Ministry in December, 1968.

10.19. The Planning Commission has felt that the proposed reorganisation of the Survey into the two Departments under the Director General, Archaeological Survey of India, would be conducive to its efficient working and the cost of its implementation would be nominal. The Planning Commission have also suggested that there was need for some additional staff at the proposed Headquarters office consisting of a Senior Archaeologist and a Senior Conservationist and

a Superintending Conservator. The cost of the reorganisation is expected to be Rs. 1.70 lakhs during the year 1973-74.

10.20. The proposals are stated to be already with the Ministry. It has been noticed that the "Reorganisation of the Survey" was included as a New Scheme in the Fourth Plan, with an initial outlay of Rs. 9.17 lakhs which was subsequently reduced to Rs. 1.70 lakhs.

10.21. Subsequently the Ministry, in a note, intimated that the proposals of the Central Advisory Board of Archaeology envisaged under the Director-General two Departments, each headed by a Director-in-Chief, and in charge of Research and Monuments respectively, while the Wheeler Committee Report did not contemplate such a bifurcatory division. It was further stated that decision had been taken to implement the Wheeler Committee Report with such modifications as may be called for in the context of present need and adjustments.

10.22. The Archaeological Review Committee (1965) had recommended that in order to enable Circle Superintendents to concentrate more effectively upon the primary functions of the Survey, it was essential that every Circle Officer should have an Administrative Officer. The Ministry have furnished a statement (Appendix III) showing action taken on the recommendations contained in the said Report. It is seen that four posts of Administrative Officers have initially been created in the four major Circle Offices in the Survey, and that the posts will be filled as soon as recruitment Rules for these posts are finalised.

10.23. The Committee note that the Archaeological Review Committee (1965) had made various recommendations relating to the reorganisation of the Archaeological Survey of India including staff matters. They note that a scheme for the reorganisation of Archaeological Survey of India with an initial outlay of Rs. 9.17 lakhs, was included in the Fourth Five Year Plan. It is regrettable that no progress in the implementation of this scheme was made during the Fourth Plan period. Even the reduced outlay of Rs. 1.70 lakhs, has not yet been spent, due to lack of firm decision on the reorganisation of the Survey. Further, the four posts of administrative officers, sanctioned for the four major Circles, to relieve the Circle Superintendents from administrative work and to enable them to concentrate on conservation and preservation work within their Circles, as recommended by the Review Committee in 1965, have also not been filled up due to non-finalisation of Recruitment Rules. The Committee consider that this delay in taking decision and finalisation of recruitment rules, is affecting the efficiency and work of the Survey

adversely. The Committee urge that effective measures should be taken by Government to implement the decision regarding reorganisation of the Survey and to fill the posts of administrative officers expeditiously.

(ii) Central Advisory Board of Archaeology and its Standing Committee

10.24. There is a Central Advisory Board of Archaeology "with a view to promoting closer contacts between the Archaeological Survey of India and the Indian Universities conducting archaeological and other related studies and training future archaeologists, to providing for closer association of learned societies in India and of the State Governments with the activities of the Archaeological Survey of India. The proposals from the State Governments and other institutions in respect of exploration and excavation at sites not included in the Union List are placed before the Standing Committee of the Central Advisory Board of Archaeology for consideration. The recommendations of the Standing Committee are thereafter placed before the Central Advisory Board of Archaeology for approval.

10.25. As regards the composition of the Central Advisory Board, it consists of 45 members with the Minister of Education as its Chairman. Asked about the periodicity of its meetings, the Ministry, in a note, have stated:

"The Board is ordinarily supposed to meet once in two years. As such a meeting should have been held before the close of 1970, but due to the preoccupation of the former Education Minister, with pressing jobs necessitating urgent attention, it was not possible for him to held the meeting in 1970. In 1971, the happenings in Bangladesh did not permit us to convene the meeting. Meanwhile, the term of the Board came to an end and a new Board had to be constituted, with new representatives elected by Parliament. The present Board came into being with effect from the 1st May, 1972.

10.26. It was further stated that the first and the only meeting of the present Board was held at Mysore on 13th January, 1973.

10.27. It had been represented to the Committee that the Standing Committee of the Central Advisory Board of Archaeology should be of more representative in character and that no university or region might be excluded from this body. Further, the same elected members of the Standing Committee should not continue to be on the Committee for more than two consecutive years. During evidence,

the Director General, Archaeological Survey of India, stated in this connection: "The composition of the Central Advisory Board of Archaeology is quite representative of all interests. It has representatives from each State, but not from all the universities. Representatives of the universities are chosen with due regard to the work done by each university in the domain of archaeology. Besides, five persons are also nominated in their individual capacity, of whom two are from institutions actually engaged in archaeological field work. Sometimes, members of the Standing Committee are also elected again and they continue for more than two consecutive years. It would not be proper to debar members from being elected to the Standing Committee because they have been members in the past."

10.28. The Committee note that the Central Advisory Board which is appointed for a period of four years, is required to meet ordinarily once in two years. The Committee are distressed to note that while the new Board which was constituted in April, 1972, has met once in January, 1973, the earlier Board could not hold any meeting either in 1970 or 1971 due to various reasons. Since the Central Advisory Board is an important body not only for promoting closer contacts between the Archaeological Survey, the State Archaeological Departments, the Universities and other institutions in the field, but also for advising the Government on matters relating to development of archaeology in the country, the Committee consider that its meetings should be held frequently. The Committee therefore recommend that the meetings of the Board should be held at least once a year, so that the Board can keep a watch on the various developments relating to archaeological matters in the country and provide the necessary advice and guidance.

(iii) Wheeler Committee Report

10.29. In 1965, the Government of India appointed a Review Committee consisting of the following persons:—

- | | |
|--------------------------|------------|
| (1) Sir Mortimer Wheeler | — Chairman |
| (2) Dr. Niharranjan Ray | — Member |
| (3) Prof. H. D. Sankalia | — Member |
| (4) Prof. S. Nurul Hasan | — Member |

10.30. The terms of reference of the Committee were to assess the work of the Archaeological Survey of India, to make recommendations about the lines on which it should work during the next five years, and to make suggestions for closer co-operation with the States and the Universities. The Committee submitted its report in June, 1965.

10.31. At the instance of the Committee, the Ministry have furnished a statement (Appendix III) showing action taken on the recommendations contained in the Report of the Archaeology Review Committee (1965). It is observed therefrom that out of the total 21 recommendations made by that Committee, action has been taken on only 9 recommendations while action on 5 of the recommendations is under consideration of Government and action on the remaining 7 recommendations is proposed to be taken during the Fifth Five Year Plan period.

As regards their present position, the Additional Secretary, Ministry of Education and Social Welfare stated during evidence: "...when the recommendations came before Government, at that time, the Government did not take a decision. There was a tentative decision taken but that was not implemented. Then, in 1968 it was decided to refer the recommendations to the Central Advisory Board". The Ministry of Education and Social Welfare, subsequently, furnished the following information in this regard:

"The Review Committee's recommendations were examined, at the instance of the then Education Minister by the Central Advisory Board of Archaeology at its meeting held at Bhubaneswar in 1969. The report was referred to the Standing Committee which formulated a modified proposal for the reorganisation of the Survey. This proposal was examined and it was decided first to implement the Wheeler Committee's recommendations, which have met with Government's approval.

10.32. The recommendations envisage creation of many new posts and as such a creation of new posts is banned, the matter has progressed only to a limited extent.

10.33. A note for Cabinet for the creation of an additional Circle and for sanction to the necessary staff has been prepared and is under examination by the Ministry of Finance. In regard to other recommendations where creation of new posts is involved, proposals are being formulated.

10.34. The recommendations of the Review Committee are proposed to be implemented during the Fifth Five Year Plan".

10.35. The Committee regret to note that although the Archaeological Review Committee report was submitted to Government in 1965, action on 12 out of 21 of its recommendations has not yet been

taken by Government even after a lapse of over 8 years. The Committee deprecate the long time taken in taking decisions on the recommendations of the Review Committee and implementing them. It is surprising that the report of that Committee was referred by Government to the Central Advisory Board in 1968 i.e., after a lapse of three years, which, again, referred it to its Standing Committee. In the opinion of the Committee, Government should lay down time limits for the consideration of the reports of Committees of Experts, like the Archaeological Review Committee so that the recommendations which are accepted by Government, are implemented expeditiously and the shortcomings pointed out in such reports, are not allowed to be continued for long periods without adequate remedial measures. The Committee would like Government to take decisions on the remaining recommendations of the Review Committee within six months and to take concerted measures to implement them without further delay.

(iv) School of Archaeology

10.36. With a view to training post-graduate students in various branches of archaeology, a school of archaeology was opened in 1959 at Delhi headed by a Director. The duration of the course is 12 months. There are only 10 seats in the school and usually 10 students have been trained in every batch. It was further stated that 105 students have been trained in the school so far.

10.37. Asked whether there were any arrangements to provide training and guidance to the officers of the State Departments of Archaeology, the Additional Secretary, Ministry of Education and Social Welfare replied during evidence:

“The Survey was conducting conservation (classes) for inservice personnel but to abnormal condition and due to acute financial stringency prevailing in the country since 1965 the said programme has not been conducted separately.” The witness continued:the problem was about the inadequacy of the non-plan budget provision for travelling allowance and other such expenses without which they could not depute their people for inservice training.”

10.38. Asked whether the funds allocated to the Survey were not specifically earmarked for different works, the witness informed: “The Plan funds are not inadequate. They are given for specific schemes. There may be reallocation between one scheme and another. The shortage of funds was there of the non-plan side”. The

witness also added: "If the Plan scheme had been prepared for in-service training, then, that would have gone into the Plan". Continuing further, the witness stated: "We are very keen to start this refresher course for our staff also. We are intending to revive this course in the Fifth Plan. Further more, proposals to strengthen the teaching staff of the school on the engineering side have been submitted to Government for consideration. The improvement of promotional avenues within the framework of the Survey has also been taken up."

10.39. Referring to the training of technical assistants and engineers in the Survey, the Director General, Archaeological Survey of India stated: "Every year, at least three people are picked up from the technical assistants cadre, and trained in the school of Archaeology which imparts training to them in different branches of archaeology, including conservation. Further, in the services also, when the Engineering personnel are recruited, they are not given the job straightway. They are put under experienced people and we try to bring them upto the required standards. Of course, refresher courses are necessary and I would certainly submit that we would like to start them, so that, the knowledge of the people is kept up-to-date".

10.40. The Committee note that there are ten seats in the School of Archaeology for imparting training to the students in the various branches of Archaeology. Considering that within a period of 14 years since 1959 when the School was started, only 105 students have been trained so far, it appears that the capacity of this School is not being fully utilised. The Committee would urge Government to ensure full utilisation of the capacity of this School by allowing its training facilities not only to employees of State Departments of Archaeology but to students from, universities etc. The Committee would also like Government to start refresher courses for the benefit of the existing employees both of the State Departments and the Archaeological Survey of India, to keep them abreast of the latest developments in the field.

(v) Departmental Cadre & Manual

10.41. It had been represented to the Committee that the Survey had no Archaeological Departmental Code or Manual nor it had a uniform policy of the Department prescribed anywhere else. In this connection, the Director General, Archaeological Survey of India, stated during evidence:

"The Archaeological Works Code has been revised incorporating therein several new provisions as per requirements. The revised version is being scrutinised. The Manual has not been revised. The old Manual which Shri John Marshall had prepared is really a very sound document. It lays down on what principles conservation should be done."

The witness further stated that it was also proposed to revise the conservation Manual so that it might be of help to Indian conservators.

10.42. Asked to state the present position of the revision work of the Code and the Manual, the Ministry, in a note, have stated:

"The decision to revise the Conservation Manual and the Archaeological Works Code was taken up respectively in 1965-66. The work on the Archaeological Works Code is nearing completion while that on the Conservation Manual is still under compilation".

10.43. The Committee regret to note that the work regarding the revision of Conservation Manual and Archaeological Works Code was taken up by the Survey in 1965-66 but the same has not yet been completed in spite of a lapse of about 8 years. Since the Conservation Manual and the Works Code provide guidelines to the officers and staff of the Archaeological Survey in their work, the Committee urge that determined efforts should be made to revise both the Manual and the Code within a specified period by keeping a continuous watch on the progress made in this behalf.

CHAPTER XI

CONCLUSION

11.1. Indian archaeology has made a remarkable progress during the course of the past century and has bridged the gulf in our knowledge regarding the dark period of our country's history. By the identification of the Indus Valley Civilisation in 1924 and more recently by a greatly extended knowledge of it in Gujarat, Rajasthan and the environs of Delhi itself, archaeological excavations have established India as the home of one of the three earliest civilisations in the world. Today, Archaeological Survey of India looks after over 3,500 monuments and sites and not a very different number would be under the care of the various State Governments, put together. To preserve this great heritage is a big enough job and in doing so, the number alone is not the problem. It is the varying climate from snowclad Kashmir to sun-burnt South and from the dry desert of Rajasthan to rain-soaked Assam—that makes the problem difficult. It is therefore necessary that the Central and State Governments engage themselves on this important task with great determination, technical skill, and all the financial resources that they can muster.

11.2. Most of the Projects undertaken by the Archaeological Survey viz., Preparation of Survey Plan of Monuments, Copying of Ajanta Paintings, Survey of Antiquities etc. were started during the Second Plan period but these have not been completed even by the end of the Fourth Plan period and are to be carried forward to the Fifth Plan. The Committee, therefore, feel that the progress in the implementation of these important projects has been very slow. This underlines the imperative need of preparing realistic time bound programme for the completion of the projects undertaken by the Survey.

11.3. The Committee understand that against the allocation of Rs. 115 lakhs during the Fourth Plan the expenditure during the four years of the Plan has been only Rs. 52 lakhs, i.e. about 45 per cent and that during the current year a sum of Rs. 29 lakhs is proposed to be spent. Thus the total expenditure during the whole of

the Fourth Plan period would be about Rs. 81 lakhs against an allocation of Rs. 115 lakhs i.e. about 70 per cent. Out of the 9 new schemes included in the Fourth Plan, the Committee have found that no expenditure was incurred on as many as 7 schemes during the first two years of the Plan and in respect of one of these schemes, there has been no expenditure even during the 4 years upto 1972-73. All this indicates that these schemes were included in the Fourth Plan without advance planning and preparation by the Archaeological Survey.

11.4. It is indeed paradoxical that while on the one hand the Archaeological Survey pleads inadequacy of funds for carrying out its increasing activities, on the other, funds allocated have not been fully utilised. Expenditure in each year of the plan period on the various schemes should be realistically assessed and properly spread over each year of the Plan.

11.5. During the Fifth Plan period an outlay of Rs. 980 lakhs has been proposed by the Archaeological Survey for the implementation of the various schemes. Considering the performance of the Survey, during the Fourth Plan period, earnest efforts should be made and the implementation machinery should be properly organised and geared up to achieve the objectives aimed at. The Survey should also take immediate action to finalise detailed plans for the implementation of the proposed schemes so as to avoid the difficulties experienced in the implementation and consequent short-fall during the Fourth Plan period.

11.6. The Committee have noted that the number of explorations and excavations undertaken by the Survey during the Fourth Plan declined from 34 in 1969-70 and 26 in 1970-71 to only 5 in 1971-72. An additional Excavation Branch was also set up during the Fourth Plan period which in itself should have resulted in increased activities in this regard. Since a large number of sites still await exploration and excavation, the Archaeological Survey should accelerate this work. As this gigantic task cannot be fully completed by the Archaeological Survey alone, it is necessary that the Survey should elicit the cooperation of the State Departments of Archaeology, Universities and Research Institutes which are also carrying on exploration and excavation work, after preparing a well thought out and coordinated plan of action.

11.7. In order that Archaeological setting of historical period is unfolded in a chronological manner, the Committee would like the Survey to devote greater attention to historical sites also. A proper balance should be maintained in so far as exploration and excavation of pre-historic, proto-historic and historical sites are concerned.

11.8. During the Fifth Plan period a sum of about Rs. 125 lakhs is proposed to be allocated for exploration and excavation and the survey had already worked out 25 national projects for this purpose in various parts of the country. The Survey should formulate detailed plans for implementing these schemes in a phased and orderly manner in collaboration with the State Departments, Universities and other Research Institutions, so as to achieve best results.

11.9. The Committee consider that the exploration and excavation of places of historical and mythological significance like Ayodhya, Ujjain regions etc. are very necessary to link the loose ends in the archaeological setting of those periods and would like that the work at these sites should be expedited by the Survey. The monument of Raja Dashrath near Ayodhya should be declared as a National monument.

11.10. Important Archaeological excavations carried out in the country viz., proto-historic civilisation of the Indus Valley, of the Indo-Greek cities in West Punjab, the great University of Nalanda etc. have enriched our knowledge of India's past. Nevertheless, much of Indian history and art still lies below the ground. It is being destroyed or threatened due to developmental projects being undertaken in the country. Immediate and timely action should, therefore, be taken to prevent the old sites from the ravages of destruction by accelerating the pace of excavation and exploration in the country.

11.11. In U.K. an Organisation called "Rescue" founded in 1971, spear-headed a campaign to highlight the importance of ancient sites there and to arouse public awareness about them. The "Rescue" insists that all major local authorities should be held responsible for commissioning Archaeological Survey of their towns and regions under new legislation which would ensure: (i) statutory protection for key sites specified in the Surveys; (ii) consideration of the archaeological potential of any proposed development before planning permission is granted; (iii) access for archaeologists to all building sites with historic deposits; and (iv) time for excavation when required.

11.12. It is time that due importance is given by Government to Archaeology and effective measures are taken to save the ancient sites from being destroyed in the developmental process. Government should study the working of this organisation in U.K. and other countries and should examine what measures, statutory or otherwise are necessary in our country to save and preserve the great archaeological treasures that lie buried in the ground.

11.13. The Committee understand that a wing dealing with South East Asian countries will be started by the Survey in the concluding year of the Fifth Plan. As there is ample evidence of close relationship between the culture of South East Asian countries viz., Burma, Indonesia, Thailand, Cambodia, Nepal, Sri Lanka etc., and that of India, effective steps should be taken to conclude cultural agreements with these countries so as to pave the way for sending Archaeological Expeditions to these countries also.

11.14. In addition to sending Indian archaeologists abroad and/or inviting archaeological specialists from foreign countries, India should also have her own specialists in the Archaeology of other countries e.g., West Asian, Central Asian, South-East Asian regions. African and Latin American countries and more particularly of Egypt, Greece and Rome etc., which have ancient civilization, so that they may be able to interpret satisfactorily the broad cultural environments of India in the past and their links with the neighbouring and other countries. Government may approach the University Grants Commission and the Universities to render help in building up this expertise in the various Universities in the country as early as possible.

11.15. The preparation of the Survey Plans of Centrally Protected Monuments of Sites is urgently called for, as in the absence of these plans, there is every likelihood of encroachment on the areas around these monuments and sites. Government should take effective steps to ensure that this work is completed by the end of Fifth Plan period.

11.16. Government should take expeditious decision on the draft plan for All India Survey of Antiquarian Remains Project and implement the same in a phased manner with the cooperation of State Governments and selected Universities. Priorities may be laid down, keeping in view the fact that areas which are expected to yield tangible results are taken up first and a perspective plan is formulated to complete this Survey by a specified date. A review of the progress made in the completion of this project should be made

periodically in order to effect improvements in the execution of this scheme. This important task can be done only with the cooperation of the local people and by associating elders of the areas concerned. The progress made in the implementation of this scheme should be given in the Annual Report of the Archaeological Survey of India which should also contain specific mention of the highlights of the survey work as well as action taken by Government in pursuance thereof.

11.17. The Temple Survey Project which was initiated in 1955 in order to document and publish detailed studies of temples in the country, has not yet been completed. It is surprising that Government have no idea about the time by which this project will be completed. Government should prepare a detailed programme for the completion of this work for which, assistance of universities and other research institutes may also be taken.

11.18. The Scheme "documentation of sculptures" was included for implementation during the Fourth Plan period but no progress was made in the implementation of this scheme during the first two years of the plan period. The Committee find that a plan outlay of Rs. 40 lakhs has been proposed for this scheme in the Fifth Plan period. They hope that the Survey would take effective remedial measures to implement and execute this important scheme during the Fifth Plan.

11.19. As conservation and preservation of monuments which are the country's great archaeological heritage, is the foremost function of the Survey and should be given the utmost attention, Government should prepare detailed plans for conservation and preservation of the monuments which should be well executed and properly supervised. As it is proposed to allocate Rs. 500 lakhs for the conservation etc., of monuments during the Fifth Plan, the Survey should bring about marked improvements in the preservation of the ancient monuments at least during the ensuing Fifth Plan period.

11.20. In view of the fact that the preservation of the ancient monuments, whether in the jurisdiction of the Central Government or State Government, is of utmost importance, the Archaeological Survey should maintain close coordination with the State Departments of Archaeology in the matter of preservation of monuments within their jurisdiction and should render them all help and advice so as to ensure that they are properly maintained.

11.21. The Archaeological Survey should maintain close coordination and cooperation with the Department of Tourism and the State Governments so that the original environment of the important

monuments are preserved and a well thought out plan for the development of the area near the monuments is drawn up so as to maintain the beauty and the serenity of these monuments.

11.22. An Expert Committee was appointed by Government in 1971 to suggest ways and means to preserve rock-cut Ajanta caves and their paintings. Surprisingly, it has met only twice so far. This Committee should be activated and all the requisite data supplied to them quickly so that it completes its work expeditiously and submits recommendations for action by the Department for proper preservation and prolongation of the life of the famous Ajanta caves and their priceless frescoes.

11.23. The progress made by the Survey in the copying of Ajanta paintings has been very slow. Although this work was started in 195-57, only 34 per cent of the surface has been traced so far. It appears that no watch was kept on the progress of work done by the artists. With a view to expedite this work, it has now been decided by Government that instead of copying all details, all the principal paintings will be copied by the end of Fifth Plan. The Committee trust that effective measures will now atleast be taken by Government to complete this work expeditiously.

11.24. With the publication of rules under the Antiquities and Art Treasures Act, 1972 in September, 1973, Government should take concrete steps to organise effective implementation machinery both at the Centre and States at the earliest so that theft of antiquities and sculptures from the monuments and their smuggling from the country is effectively checked.

11.25. While a large number of priceless sculptures and art objects are being stolen and smuggled out of the country, the progress made in the construction of sculpture sheds at various places during the Fourth Plan period has been very poor. Only 5 sheds were constructed during the first 3 years of the plan period. The Survey should take up this work in right earnest so as to make adequate arrangements for the safe custody of loose sculpture and antiquities.

11.26. The staff for the documentation wing should be properly trained for undertaking the various activities connected with documentation work. It should be ensured that in addition to properly documenting photographs through card-index, the documentation wing should also prepare an overall card catalogue of photographs and of plan to facilitate the work of the scholars and research workers.

11.27. As one of the important methods of creating public interest and giving them a feeling of participation in the discovery of our cultural heritage, exhibitions, which should display recent archaeological findings in the country should be held frequently at different places in the country in conjunction with museums/universities.

11.28. The Committee are distressed to note that even though the Archaeological Review Committee had, in 1965, observed that "the publications of the Survey are seriously and admittedly in arrears" and had recommended the urgent need to set up a publication Branch, no concrete action appears to have been taken thereon till recently. It is regrettable that even now the post of the Director of Publications, though sanctioned, remains unfilled. This is indicative of lack of planning in the implementation of important schemes by the Survey.

11.29. Among the important Reports which remain unpublished, are the excavation Report of the famous Nagarjunakonda Project, and the excavation Report on Lothal. The Survey should make determined efforts to get these Reports published expeditiously so that they are available to scholars and others without further delay.

11.30. The Central Archaeological Library contains 70,000 books and some of the books are very rare and valuable. In the last stock taking done in 1967, 200 books were found missing from the Library. Since the books in this Library are very old and rare, the whole matter should be investigated to find out the reasons for the loss of 200 valuable books from the Library.

11.31. Since 1967, no stock taking of books has been done in the Central Archaeological Library. Stock taking of books in the Library should be done at least every alternate year so as to keep a close watch on stock holdings, particularly as the books are rare and irreplaceable.

11.32. While 16 States have set up Departments of Archaeology, 5 States and all the Union Territories, except Goa have not yet done so. Government should approach the States and Union Territories which have not set up such Departments to have them set up so that the conservation and preservation of the monuments in their areas are not neglected. The Survey should also extend help and training facilities to the officers and staff of the State Government/Union Territories which may now set up their Departments of Archaeology so that they become proficient in the conservation and preservation of the monuments under their charge.

11.33. Government should ensure full utilisation of the capacity of the School of Archaeology by allowing its training facilities not only to the employees of State Governments but to students from Universities etc. Refresher courses for the benefit of existing employees both of the States and the Survey should also be started to keep them abreast of the latest development in the field.

11.34. The Survey has given grants-in-aid to the various universities for carrying out exploration and excavation but the Reports of excavation and exploration undertaken by them during the last 10 years are still under preparation. It is surprising that grants-in-aid have been given to some of the universities year after year, without insisting on the submission of Reports of excavation and exploration done by them in respect of their earlier grants-in-aid. They Survey should impress upon the universities concerned to expedite the submission of the Report which are in arrears.

11.35. The Committee find that the Archaeological Review Committee (1965) had made various recommendations relating to the reorganisation of the Archaeological Survey of India including staff matters. A scheme for the reorganisation of Archaeological Survey of India with an initial outlay of Rs. 9.17 lakhs, as included in the Fourth Five Year Plan. It is regrettable that no progress in the implementation of this scheme was made during the Fourth Plan period. Even the reduced outlay of Rs. 1.70 lakhs, has not yet been spent, due to lack of firm decision on the reorganisation of the Survey. Further, the four posts of administrative officers, sanctioned for the four major Circles, to relieve the Circle Superintendents from administrative work and to enable them to concentrate on a conservation and preservation work within their Circles, as recommended by the Review Committee in 1965, have also not been filled up due to non-finalisation of Recruitment Rules. Effective measures should be taken by Government to implement the decision regarding reorganisation of the Survey and to fill the posts of administrative officer expeditiously.

11.36. The Central Advisory Board of Archaeology, is required to meet ordinarily once in two years. Since the Board is an important body for promoting closer contacts between the Survey, the State Departments, Universities and other institutions in the field, the meetings of the Board should be held atleast once a year, so that the Board can keep a watch on the various developments relating to archaeological matters in the country.

11.37. Although the Archaeological Review Committee Report was submitted to Government in 1965, action on 12 out of 21 of its recommendations has not yet been taken up by Government even after a lapse of over 8 years. Government should lay down time limits for the consideration of the Reports of the Committees of Experts so that the recommendations which are accepted by Government are implemented expeditiously and the shortcomings pointed out such Reports, are not allowed to be continued for long periods without adequate remedial measures. Government should take decision on the remaining recommendations of the Review Committee within six months and take concerted measures to implement them without further delay.

R. K. SINHA,
Chairman,
Estimates Committee.

NEW DELHI;

March 3, 1974/Chaitra 13, 1985 (S).

APPENDIX I

[Vide Para 2.10 of the Report]

Statement showing the Fourth five Year Plan proposals in regard to the development of Archaeology

(In Lakhs of Rupees)

Scheme/Programme	(In Lakhs of Rupees)										Remarks
	Existing Outlay (1969-74)	Proposed outlay (1969-74)	1970-71 (Actual expenditure)	1971-72 (Actual expenditure)	1972-73 R.E. Allotment	1973-74 Proposed provision	Total (4+5+6+8+9)				
I	2	3	4	5	6	7	8	9	10	II	
A—Schemes continuing from Third Plan or earlier											
1. Preparation of Survey Plan of Monuments	14.00	15.90	2.80	3.08	3.30	3.10	3.35	3.37	15.90		
2. Copying of Ajanta Paintings	2.75	2.60	0.50	0.55	0.36	0.60	0.60	0.59	2.60		
3. Survey of Antiquities	14.60	15.50	2.60	2.96	3.25	3.10	3.34	3.35	15.50		
4. Geochronological Studies	2.12	2.12	0.36	0.35	0.40	0.50	0.50	0.51	2.12		
5. Preparation of Archil. Atlas	1.23	1.23	0.62	0.61	..	..	..	..	1.23	Scheme since discontinued	
6. Special Repairs to Jama Masjid	1.63	1.63	0.42	0.23	0.19	0.40	0.40	0.39	1.63		
B.—New Schemes already included in the Fourth Plan											
7. Publication Branch	9.24	10.70	1.14	..	2.79	2.60	3.13	3.64	10.70		
8. Construction of Sculpture Sheds	7.44	10.70	0.64	0.96	1.10	2.00	4.00	4.00	10.70		
9. Additional Excavation Branch	8.72	6.80	..	..	0.84	2.00	2.96	3.00	6.80		

10. Expedition outside India	9.00	5.00	0.04	2.75	0.75	4.21	5.00
11. Vikramshila Excavation Project	6.10	6.60	0.57	2.00	2.53	3.50	6.60
12. Construction of Museum Buildings and Staff Quarters.	6.00*	17.12*				17.12*	17.12*
							*To be provided in the budget of C.P.W.D.
13. Documentation of Sculptures	8.00	8.00	1.54	4.00	2.00	4.46	8.00
14. Re-organisation of Archl. Survey of India	9.17	1.70	..	1.70	..	1.70	1.70
15. Additional staff for the Survey	15.00	9.40	..	5.00	3.00	6.16	9.40
TOTAL	115.00	115.00	8.74	29.75	26.56	56.00	115.00

APPENDIX II

[Vide Para 3·17 of the Report]

List of 25 National Excavation Projects to be carried out during the Fifth Five Year Plan

I. OLD STONE AGE

<i>Project</i>	<i>Executive Agency</i>
(1) Correlation of the glaciation in the terraces in Kangra and Jammu & Kashmir.	Archaeological Survey of India, Jiwaji University, Deccan College and University of Punjab.
(2) Search for the remains of Early Man in Kurnool, Billa Surgam caves. Since the area is of limestone there are greater chances of bones being preserved.	Archaeological Survey of India, Deccan College, and Andhra University. Laboratory, Ahmedabad.
(3) Correlation of the terraces and the problems of searaised beaches in the Eastern Coasts, continuation of work at Gudiyam caves and initiation of work in Orissa coast.	Archaeological Survey of India, Deccan College, Physical Research Laboratory, Ahmedabad.
(4) Stratigraphy of the river Belan	Allahabad University, Calcutta University and Geological Survey.
(5) Work in the Sarai Nahar Rai area where- from skeletons dated to 9th Millennium B. C. have been recovered.	Allahabad University, Birbal Sahni Institute of Palaeobotany, and Geological Survey.
(6) Work in the Rock Shelters around Bhimbetka.	Deccan College, Vikram University and the representatives of the Basel University, Switzerland.

II. NEOLITHIC AGE

(7) Investigations in the beginnings of Food Production in Raichur, Bellary and Shevroy Hills.	Government of Mysore and the Archaeological Survey of India.
(8) Neolithic Cultures of Bihar—Work around Chirand	Government of Bihar and Patna University.

III. BRONZE AND COPPER AGE

(9) Pre-Harappan Settlement pattern and its possible contribution to the making in Indus Civilization.	Archaeological Survey of India, Kurukshetra University, and Government of Rajasthan.
(10) Full details about the Kayatha Culture of Central India.	Vikram University and Deccan College.
(11) Inter-relationship of the Ahar, Malwa and Ganga and investigation of Cultures of the Chambal Valley.	Jiwaji University and Government of Rajasthan.
(12) Integration of the various manifestations of the Indus Culture in Gujarat.	Archaeological Survey of India and Government of Gujarat.

IV. HISTORICAL PERIOD

- (13) Investigation of the Copper Hoard Culture. Aligarh Muslim University, Jiwaji University and Archaeological Survey of India.
- (14) Regional Typology of the Magalithic Monuments in the Peninsula and a fuller understanding of the culture through the study of burials as well as habitation sites. Archaeological Survey of India, Nagpur University, Dharwar University, Government of Tamil Nadu and Andhra Pradesh.
- (15) Archaeology of the Ramayana sites. Archaeological Survey of India, Government of Uttar Pradesh, and Jiwaji University.
- (16) Excavations at Mathura. Archaeological Survey of India, Banaras Hindu University, Allahabad and Jiwaji Universities and Government of Uttar Pradesh.
- (17) Excavations at Thanesar. Archaeological Survey of India and Kurukshetra University.
- (18) Excavations at Kondapur. Archaeological Survey of India and Government of Andhra Pradesh.
- (19) Excavations at Kaveripattinam. Government of Tamil Nadu.
- 20) Excavations at Kausambi. Allahabad University and Archaeological Survey of India.

V. MEDIEVAL PERIOD

- 21) Excavations at Fetehpur Sikri. Archaeological Survey of India and Aligarh Muslim University.
- (22) Excavations at Chapaner. M. S. University, Baroda
- (23) Excavations at Hampi. Archaeological Survey of India and Government of Mysore.
- (24) Excavations at Golkonda. Archaeological Survey of India.
- (25) Chalcolithic Cultures of Eastern India and its relationship with the Succeeding Cults. Bihar and West Bengal Governments of Archaeology and Universities.

APPENDIX III

[Vide Paras 10·22 and 10·31 of the Report]

Statement showing Action taken on the Recommendations contained in the Report of the Archaeology Review Committee (1965)

Serial No.	Recommendation of the Committee	Action taken	Remarks
1	<p>2</p> <p><i>Conservation</i> : to equalize more nearly the responsibilities of the Circles and generally to facilitate their administration, a re-shaping of some of them and the addition of a new Circle are necessary, making 11 in all. Also, the Delhi Circle should be reconstituted, in view of its metropolitan importance. (Paragraphs 14—16).</p>	3	4
2	<p><i>Conservation</i> : to enable Circle Superintendents to concentrate more effectively upon the primary functions of the Survey—the preservation of India's archaeological heritage—extraneous activities, notably exploration and excavation, must be removed from their function, and special steps must be taken to attract qualified Engineers and suitable Conservation Assistants. Further, it is essential that every Circle shall have an Administrative Officer Grade II. (Paragraphs 17 and 19—22).</p>	<p>(i) Excavations activity has been reduced to the minimum in the Circles and it is permitted only when sites are liable to be permitted destroyed by irrigation projects or where the work is to understand the potentialities of the site for eventual protection.</p> <p>(ii) Proposals for sanctioning of more posts to provide qualified Engineers in the Survey are under consideration of the Government.</p> <p>(iii) Proposals for providing a unified scale of pay for the posts of Conservation Assistants Grade I and Conservation Assistants Grade II are under consideration of the Government.</p> <p>(iv) Four posts of Administrative Officers in the scale of pay of Rs. 400—900 have initially been created in the four major Circle Offices in the Survey. The posts will be filled as soon as recruitment rules for these posts are finalized.</p>	

3 *Exploration* : the Deputy Director General of Archaeology (Exploration and Excavation) shall in future be responsible for the important village-to-village survey, previously under the over-worked Circle Superintendents. (Paragraph 35)

4 *Excavation* : the tendency of the Survey to operate an excessive number of excavations at the expense of other activities, including the preparation of reports, must be controlled. The plea for the constitution of a Second Excavations Branch, in view of the fact that in the whole of India the Survey is, and will probably remain, the only body equipped for sustained large-scale excavation, is accepted ; but only when the existing Excavations Branch has cleared up its arrears, *i. e.*, in something more than a year's time. For this purpose, and for general efficiency in its complex task, the Branch requires an Assistant Superintendent in addition to its Superintendent. It should also have an Administrative Officer Grade II. (Paragraphs 47 and 50).

5 *Excavation* : meanwhile, as a special project requiring less elaborate provision than a normal Excavations Branch operation, it is recommended that sufficient work be done at Fatehpur Sikri at least to recover the street plan of Akbar's city. This would be a complete innovation in Indian Archaeology and would encourage a whole range of medieval and later studies which have in the past been neglected by Indian archaeologists. (Paragraphs 51—55)

6 *Printing and Publication* : the printing and publication of the Survey's reports and other works are gravely in arrears, and the printing has been of inadequate or even deplorable quality. It is absolutely essential that within its budget allocations, the Survey, as a technical department, be given complete freedom in its choice of, and dealings with, its printers. (Paragraphs 65—70)

A Scheme for undertaking village-to-village survey of monuments and antiquities by the Universities is under consideration. The recommendation of the Committee will be implemented to fit in with the Village-to-Village Survey Scheme.

The reports are now being prepared immediately after an excavation is over. A second Excavations Branch with requisite staff has started functioning. It has, however, not yet been possible to provide an Assistant Superintending Archaeologist and an Administrative Officer to the Branch.

Necessary provision for this project is being made in the Fifth Five-Year Plan.

The survey has been permitted to get its publications printed through private presses on payment.

- 7 *Printing and Publication* : the constitution of a Printing and Publications Branch under a Deputy Director General is an essential and urgent provision. (Paragraphs 61—63).
- 8 *Archaeological Science Laboratory* : the immense international developments in the application of Science to archaeological problems during the past fifteen years are not reflected in the present organisation of the Survey's Chemistry Branch. An immediate, mode of widening of the scope of this Branch, under the more comprehensive name here suggested is essential for the Credit of India's reputation, both in the Scientific and in the humanistic field. (Paragraphs 74-75).
- 9 *Training* : the scope of the excellent Survey's School of Archaeology should be widened to take more cognizance of the Cultural environment of India. Also, regular (annual) training-courses in archaeological conservation must be organised to ensure adequate and uniform standards throughout the Survey. (Paragraphs 83—84 and 91).
- 10 *Indian Schools of Archaeology abroad* : permit schools or institutes in appropriate countries, where Indian scholars can work under conditions similar to those of their American, British, German and other conferees, are a necessary development as soon as economic conditions permit. (Paragraphs 94—96).
- 11 *The Universities* : the widening of several of the Indian universities to the width of archaeology is reflected in an appreciable total of grants from the survey towards the cost of university excavations. This promising trend is apparent in its early stages, but can usefully
- A separate Publications Branch, with the requisite staff has started functioning. A post of Director (Publications) has been sanctioned.
- The expansion and reorganisation of the Science Laboratory attached to the office of the Chief Archaeological Chemist at Dehra Dun is contemplated during the Fifth Five-Year Plan and necessary provision therefor has been proposed therein.
- The School curriculum lays emphasis on study of Archaeology of adjacent countries. The school also runs conservation courses and efforts will be made to impart training in conservation to the new recruits.
- The recommendation has been accepted. Proposals to make a beginning with Afghanistan are under consideration in consultation with the Government of Afghanistan.
- In the proposals for the Fifth Five-Year Plan, national projects of excavation involving cooperative action by the Survey, the Universities and the State Governments have been formulated. This will ensure greater cooperation between the Survey and the universities

be developed by close cooperation between the survey and the Universities in the choice of problems and in insurance of sound standards in the field and in prompt reporting. Certain difficulties are discussed. (Paragraphs 99—101).

12. *The States and Archaeology* : with exceptions, the States have not yet taken up archaeology in a suitably scientific spirit, and the position will have to be watched particularly in respect of conservation. The Centre which has only some 3,500 monuments under its control— an astonishingly small number having regard to the number and high importance of ancient buildings and sites in India—should hesitate before deprotecting monuments and sites and surrendering them to State control. Very few States are at present equipped to assume this responsibility. (Paragraphs 108—13).

13. *The Survey's Libraries* : whilst the Central Archaeological Library is of first-class value, some of the Branch and Circle Libraries are considerably below standard. A great measure of centralised control within a reorganised Library Service is recommended. A Documentation Centre should be included in the Central Archaeological Library. (Paragraphs 120 and 144-6).

14. *The Survey's Museums* : a similar procedure is recommended for the Survey's 14 (proposed 22) museums. (Paragraphs 126-7). ■

Even at present, the Survey has been giving financial assistance and providing and making available technical know-how to the Universities.

The States have been urged to take up more interest in conservation. The Archaeological Survey of India has supported their requirements in the Fifth Five Year Plan. So far as the Survey is concerned, it has been decided not to deprotect monuments but to add to its list new monuments as and when they come to notice and are considered to be of national importance.

The proposals for the proper staffing of the Headquarters Library were processed, but due to financial stringency, they were not accepted. The matter has again been examined with the help of the Director, Central Secretariat Library and it is hoped that the proposals will be implemented in Fifth Five Year Plan. The recommendation in so far as centralised control in the Library service was concerned has been accepted. A Documentation Wing has been set up in the Headquarters and will be attached to the Library when a Class I Librarian is appointed.

The posts of Superintending Archaeologists and Deputy Superintending Archaeologist, Museums Branch, have reverted back to the Survey. However, the Headquarters of the Branch continues to be at Calcutta. The proposal to shift the Headquarters of the Branch to New Delhi has been kept in abeyance. The reorganisation of the Branch is envisaged during the Fifth Five Year Plan.

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15. *The Gardens Branch* : this is thoroughly efficient, but requires certain minor adjustments, which are particularised. (Paragraph 133).
- The post of Superintending Horticulturist has been re-designated as Chief Horticulturist and a special pay of Rs. 100/- p.m. is attached to the post. Proposals for augmentation and upgradation of the staff and for the establishment and upgradation of the fourth Zone are under consideration. The creation of the fourth Zone is found necessary as many new gardens are proposed to be developed for which some additional staff has already been sanctioned.
16. *Epigraphy* : this is in the main satisfactory, though its remoteness at Ootacamund is inconvenient, and the isolation of its Superintendent for Arabic and Persian Inscriptions at Nagpur should be remedied. He should have an Assistant Superintendent. (Paragraphs 136-8).
- The office of the Chief Epigraphist has been shifted from Ootacamund to Mysore, as the Mysore University has given sufficient accommodation on a nominal rent and made over 12 acres of land for eventual construction of a building by Survey for locating its epigraphy office. The Superintending Epigraphist for Arabic and Persian Inscriptions continues at Nagpur. The shifting of that office to Mysore is not considered advisable as Mysore has no library facilities in Arabic and Persian. Its shifting to a more suitable place is under consideration.
17. *Archaeological Atlas* : This Scheme will be discontinued save for certain features of it which will be of value as the nucleus of a Documentation Centre, to be set up at the Central Archaeological Library (Paragraphs 142-6).
- As recommended, a nucleus documentation centre has been set up at the Headquarters. A post of Deputy Superintendent Archaeologist has been sanctioned to look after the work of Documentation.
18. *Temple Survey Project* : this project, already in an advanced stage, should be continued but should be shared with, or supplemented by, an urgent architectural survey of selected Indian domestic buildings, which are rapidly disappearing without record. (Paragraphs 147-150).
- Temple Survey Projects are working, one in North and the other in the South. Their work will be enlarged so as to take up architectural survey of selected Indian domestic buildings, subject to availability of requisite funds and staff.

19. *Accommodation* : the present temporary headquarters of the Survey should be replaced by a suitable building designed for the purpose. It is essential that this headquarters should be at Delhi, preferably in the vicinity of the new University site. Moreover, a uniform building should be designed for the various Circle headquarters, which are often inadequate and shabbily housed.
20. *Salaries of technical grades* : great difficulty is experienced in recruiting and retaining several of the technical grades, for which there are increasing openings in commerce and industry. The salary-scales of all these grades have been carefully reviewed by the Committee with a view to providing a sufficiently attractive career in a service which is otherwise liable to be regarded as a "dead-end". (Paragraphs 160—6 and Appendix B.)
21. Finally the Committee has carefully reviewed the salaries and status of the Senior-staff. It most urgently asks that the Director General, whose salary equates with that of a Joint Secretary of the Government of India, should not be *ex-officio* a joint Secretary, with direct access to the Secretary, and if necessary, the Minister. (Paragraphs 167—9).
- The proposal to have a suitable building for the Headquarters of the survey at New Delhi is under consideration and the requisite funds have been proposed in the Fifth Five Year Plan. Suitable buildings for locating Circle and Branch offices will be taken up subject to availability of funds.
- This could not be implemented due to ban of the Cabinet on the upgradation of scales of pay of posts under the Central Government and the setting up of the Third Pay Commission. The Third Pay Commission has made its recommendations on the revision of scales of pay, which are under consideration of the Government.
- The Director General, Archaeological Survey of India has been given the status of *ex-officio*-joint Secretary as recommended by the Committee.

APPENDIX IV

Summary of recommendations/Conclusions contained in the Report

S.No.	Reference to Para No. of the Report	Recommendation/Conclusion
(1)	(2)	(3)
1	2.21	The Committee regret to note that though most of the projects undertaken by the Archaeological Survey viz., Preparation of Survey Plan of Monuments, Copying of Ajanta Paintings, Survey of Antiquities etc., were started during the Second Plan period, these have not been completed as yet i.e., by the end of the 4th Plan period and are to be carried forward to the Fifth Plan. Evidently, the progress in the implementation of these important projects has been very slow. This underlines the imperative need of preparing realistic time bound programmes for the completion of the projects undertaken by the Archaeological Survey.
2	2.22	The Committee further note that during the 4th Five Year Plan, an initial allocation of Rs. 88 lakhs was made by the Archaeological Survey for implementing the various schemes. This allocation was subsequently increased to Rs. 115 lakhs at the instance of the Ministry. Against this allocation, the expenditure during the four years of the Fourth Plan has been only Rs. 52 lakhs i.e., about 45 per cent. During the current year, a sum of Rs. 29 lakhs is proposed to be spent. Thus the total expenditure during the whole of the Fourth Plan period would be about Rs. 81 lakhs against an allocation of Rs. 115 lakhs i.e. about 70 per cent. From the details of the

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expenditure on the various schemes during each year of the Fourth Plan period, the Committee regret to note that out of the 9 new schemes included in the 4th Plan, no expenditure was incurred on as many as 7 schemes during the first two years of the Plan period and in respect of one of these schemes, there has been no expenditure even during the four years i.e., upto 1972-73. All this indicates that these schemes were included in the Fourth Plan without advance planning and preparation by the Archaeological Survey.

3	2.23	<p>The Committee are not convinced with the argument advanced by the Ministry of Education and Social Welfare that the shortfall in expenditure was due to the fact that most of the schemes were cleared by the Ministry of Finance in 1971-72 or 1972-73, as this may be due to the fact that the detailed schemes were not prepared in advance and were not got cleared from the Ministry of Finance in time. The Committee are constrained to observe that there appears to have been lack of proper coordination between the two Ministries i.e., the Ministry of Education and Social Welfare and the Ministry of Finance. The Committee feel that such matters should be sorted out at the highest level for expeditious disposal and clearance, if necessary, and should not be allowed to drag on indefinitely.</p>
4	2.24	<p>It is indeed paradoxical that while on the one hand, the Archaeological Survey pleads inadequacy of funds for carrying out its increasing activities, on the other, funds allocated have not been fully utilised. This situation, in the opinion of the Committee, underlines the necessity for advance planning and phased programming of the proposed schemes well before the commencement of the Plan periods. It is also imperative that expenditure in each year of the</p>

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Plan period on the various schemes should be realistically assessed and properly spread over each year of the Plan.

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The Committee note that during the 5th Plan period, an outlay of Rs. 980 lakhs has been proposed by the Archaeological Survey for the implementation of the various schemes. Compared to the total 4th Plan expenditure of about Rs. 80 lakhs, the outlay for the 5th Plan is more than 12 times. Considering the performance of the Archaeological Survey, during the 4th Five Year Plan, the Committee would like to impress upon the Archaeological Survey and the Ministry that earnest efforts will have to be made and implementation machinery will have to be properly organised and geared up by them to achieve the objectives aimed at. Immediate action should also be taken by the Ministry and Archaeological Survey to finalise detailed plans for the implementation of the proposed schemes so as to avoid the difficulties experienced in implementation and consequent shortfalls during the 4th Plan period. All this, the Committee feel, needs vigorous determined and timely planning on the part of the Archaeological Survey of India. The Committee would like Government to ensure that.

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3.18

The Committee regret to note that the number of explorations and excavations undertaken by the Survey during the Fourth Plan period have been declining from year to year. The number declined from 34 in 1969-70 to 26 in 1970-71 and to only 5 in 1971-72. The Committee are not satisfied with the reasons given by the Ministry that the Circle Officers, in keeping with the recommendations of the Archaeology Review Committee, devoted themselves mainly to conservation work as the Review Committee made its recommendations as far back as 1965. Moreover, an additional Excavation

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Branch was also set up during the Fourth Plan period which in itself should have resulted in increased activities in this regard. In a vast and ancient country like ours, which is full of cultural antiquities, a large number of ancient sites remained to be explored and excavated. As exploration and excavation of ancient sites, throughout the country, is one of the main functions of the Archaeological Survey, the Committee feel that exploration and excavation work should have been undertaken by the Survey on a larger scale. Since a large number of sites still await exploration and excavation, the Committee cannot emphasise too strongly the need for accelerating the work of exploration and excavation by the Survey.

The Committee are aware that this gigantic task cannot be fully completed by the Archaeological Survey alone. It is, therefore, necessary that the Survey should elicit the cooperation of the State Departments of Archaeology, Universities and Research Institutes which are also carrying on exploration and excavation work. A well-thought out and coordinated plan of action and a list of priorities for undertaking this work, is required to be formulated by the Archaeological Survey in consultation and coordination with the State Departments and Universities etc., for carrying out extensive as also intensive archaeological explorations throughout the country.

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3.19

The Committee have been informed by knowledgeable persons that in the exploration and excavation activities of the Survey, more emphasis has been laid so far, on pre-historic and proto-historic sites and that due importance has not been given to historical sites. In order that the Archaeological setting of historical period is unfolded in a chronological manner, the Committee would like the Survey to devote greater

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attention to historical sites also. A proper balance should be maintained in so far as exploration and excavation of pre-historic, proto-historic and historical sites are concerned. It is equally important that in selecting sites for exploration and excavation, due regard is paid to various regions of the country.

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The Committee note that during the Fifth Plan period, a sum of about Rs. 125 lakhs is proposed to be allocated for exploration and excavation and that the Survey has already worked out 25 national projects for this purpose in various parts of the country. They are glad to note that these projects would be carried out by the Archaeological Survey in collaboration with the State Departments of Archaeology, Universities and other Research Institutions. The Committee have no doubt that in the light of past experience the Survey would formulate detailed plans for implementing these schemes in a phased and orderly manner so as to achieve best results.

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3.21

The Committee note that excavation work on the "Archaeology of the Ramayana Sites" is to be taken up as one of the 25 national projects proposed to be carried out by the Survey in collaboration with U.P. Government and Jiwaji University. The Committee consider that the exploration and excavation of places of historical and mythological significance like Ayodhya, Ujjain regions are very necessary to link up the loose ends in the Archaeological setting of those periods. The Committee strongly urge that the exploration and excavation work at these sites should be expedited by the Survey. They also recommend that the monument of Raja Dashrath near Ayodhya be declared as a National monument.

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10	3.22	<p>In this connection the Committee would also like to emphasise that the Survey should lay down broad guidelines for the preparation of factual excavation reports so as to ensure a scientific and consistent approach. It should also be ensured that excavation reports are prepared by the authorities concerned simultaneously as prompt and factual reporting is the essence of competent excavation. The Committee would further urge that for maintaining competent standards, the Officers of the Survey should periodically visit every excavation site and should also keep in close touch with the progress in the preparation of excavation reports contemporaneously so as to avoid delays and arrears in this regard.</p>
11	3.23	<p>Archaeological excavations have added much to our knowledge of India's past. They, <i>inter alia</i>, tell us about the life of the common man in those days. Examples of important excavations carried out in the country, are the proto-historic civilisation of the Indus Valley, of the Indo-Greek Cities in West Punjab, the great University of Nalanda etc. Had these sites not been dug up, India's past history and art would not have been, what it is today. But much of Indian history and art, still lies as much below the ground as above. It should be brought to light if the full story of old India is to be known. But due to the developmental projects being undertaken in the country, the wealth of cultural treasures is being destroyed or threatened in the country. If no timely action is taken, these ancient sites will be lost to archaeology for ever. Each archaeological site lost, is a unique piece of historical jigsaw, gone for ever. There is thus a need for accelerating the pace of excavation and exploration in the country. It is well known that systematic excavations are costly and are also frequently hampered by various</p>

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		other difficulties. What is urgently required, is greater awareness on the part of the Government and the public of the importance of archaeology and measures to prevent the old sites from ravages of destruction.
12	3.24	The Committee understand that in U.K., an organisation named, "Rescue" which was launched in 1971, spearheaded a campaign by professional and amateur archaeologists to highlight the importance of archaeological sites and areas and to arouse public awareness about them. This organisation has raised funds for urgent excavations, persuaded business concerns to sponsor scholarships for training archaeologists and has publicised important diggings to rouse local support. With the encouragement of this organisation, a growing number of business and industrial concerns are also recognising the archaeological implications of their activities.
	3.25	The "Rescue" insists that all major local authorities should be held responsible for commissioning Archaeological Survey of their towns and regions under new legislation which would ensure: (i) statutory protection for key sites specified in the Surveys; (ii) consideration of the archaeological potential of any proposed development before planning permission is granted; (iii) access for archaeologists to all building sites with historic deposits; and (iv) time for excavation when required.
	3.26	The Committee consider that it is time that due importance is given by Government to Archaeology and effective measures are taken to save the ancient sites from being destroyed in the developmental process. It is also important that not only State Governments but local authorities are also enlightened about the importance of archaeological sites. In this connection the Committee would also like the Government to study the working of this organisation in U.K.

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and other countries and to examine what measures, statutory or otherwise are necessary in our country to save and preserve the great archaeological treasures that lie buried in the ground.

13 3.30 The Committee note that Vikramsila project was taken over by the Archaeological Survey from the University of Patna in view of the archaeological importance attached to the site and the extensive nature of the excavations. It is surprising that although this project was included as one of the schemes in the Fourth Plan, no action in carrying out the excavation was taken by the Survey during the first two years of the Plan period. This again indicates that the work of excavation, even on this important site, was not given the importance that it deserved. The Committee, note that though some progress has since been made on the project, owing to the enormous scope of work involved, the excavations are likely to extend beyond three years. The Committee urge that excavation work on this important historical site should be accelerated so as to complete it as early as possible.

14 3.43 The Committee note that Government proposed to establish a wing in the Archaeological Survey during the 4th Plan period for sending archaeological expeditions outside India. The first such expedition was to be sent to Afghanistan for undertaking excavations at Begram and other sites in Farrah regions. The Committee regret to note that excavation work in that country could not be started as the cultural agreement between the two countries was signed only in October, 1973. The Committee further note that draft cultural agreements with Iraq and Iran also contain proposals for sending archaeological expeditions to those countries.

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The Committee hope that with the signing of the cultural agreement with Afghanistan and the proposed cultural agreements with Iran and Iraq, a phased programme would be prepared by the Archaeological Survey for carrying out meaningful excavations in these countries. As the archaeology of these neighbouring countries is intimately connected with that of ours on account of close and intimate contacts in the past, it is very essential to have a better understanding of the archaeology of the countries.

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The Committee understand that a wing dealing with South East Asian Countries will be started by the Archaeological Survey in the concluding year of the Fifth Plan. In the opinion of the Committee, such a Wing should have been started much earlier as the culture of the South East Asian countries, for example, Burma, Indonesia, Thailand, Cambodia, Nepal, Sri Lanka etc., is intimately connected with that of India. There is ample evidence of close relationship between the culture of these countries and that of India which is easily discernible in their temples and sculptures etc. The Committee would urge that effective steps should also be taken to conclude cultural agreements with these countries so as to pave the way for sending archaeological expeditions there.

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3.45

The Committee have no doubt that the excavations in the neighbouring countries would be conducted in collaboration with the local Archaeologists in those countries so as to derive the maximum benefits from such excavations. They hope that these excavations would further assist in unfolding the links and close relationships that existed in the past with those countries.

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The Committee would suggest that the feasibility of obtaining financial and other assistance

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from the UNESCO for the mutual exchange of archaeological expeditions with the neighbouring countries may also be explored.

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3.47

The Committee consider that in addition to sending Indian Archaeologists abroad and or inviting Archaeological Specialists from foreign countries, India should also have her own specialists in the archaeology of other countries, for example West-Asian, Central Asian, South-East Asian regions and African and Latin American countries and more particularly of Egypt, Greece and Rome etc. which have ancient civilisation, so that they may be able to interpret satisfactorily the broad cultural environments of India in the past and their links with the neighbouring and other countries. The Committee note that while Government are not at present agreeable to the creation of a Central Institute of Archaeology, they are fully aware of the need to build expertise in the Archaeology of neighbouring countries in the various Universities. The Committee would like Government to approach the University Grants Commission and the Universities to render help in building up this expertise in the various Universities in the country as early as possible.

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4.6

The Committee are concerned at the poor progress made in the project of preparation of survey plans of centrally protected monuments and sites which was taken up as early as Second Five Year Plan period. It is disquieting to note that out of 3,500 monuments of national importance, only 525 plans had been completed in all respects by 1971-72 and about 500 new plans are expected to be prepared during the remaining 4th Plan period. The slow progress is stated to be due to the non-availability of State Government officials for joint inspections. The Committee are not convinced by these reasons as they feel that with concerted efforts and follow

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up action it should have been possible to obtain greater co-operation from the State Governments and make rapid progress in this regard. Considering the progress made so far, the Committee are not sure whether the remaining work would be completed within the next five years as indicated by the representatives of the Ministry during evidence. The Committee consider that preparation of the survey plans of these monuments is urgently called for as in the absence of these plans there is every likelihood of encroachments on the areas round these monuments and sites. The Committee would therefore urge that effective steps should be taken by Government to ensure that this work is completed at least by the end of 5th Five Year Plan period, as envisaged now by them.

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4.14

The Committee regret to note that although Government realise that the survey of Antiquities Project is expected to shed light on the rich cultural past of the country, the progress of work on this project which was taken up in the Second Plan period, has been very unsatisfactory. Out of over 5½ lakh villages in the country, only 67,060 villages were surveyed during a period of about 16 years, upto March 1972. This clearly indicates that serious attention was not paid to this project. The Committee feel that this project is of natural importance. They urge that Government should take expeditious decision on the draft plan for All-India survey of Antiquarian Remains Project and implement the same in a phased manner with the cooperation of State Governments and selected Universities. Priorities may be laid down, keeping in view the fact that areas which are expected to yield tangible results are taken up first. The Committee would like to stress that the Ministry should formulate a perspective plan to complete this survey by a specified date. A review

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		of the progress made in the completion of this project should be made periodically in order to effect improvements in the execution of this scheme. The Committee would like to emphasise that this important task can be done only by enlisting cooperation of the local people and by associating elders of the areas concerned whose knowledge of the past, handed over to them from generation to generation, might prove of significant help.
21	4.15	The Committee further suggest that the progress made in the implementation of this scheme, should be given in the Annual Report of the Archaeological Survey of India which should also contain specific mention of the highlights of the survey work as well as action taken by Government in pursuance thereof.
22	4.21	The Committee note that the Temple Survey Project which was initiated in 1955 in order to document and publish detailed studies of temples in the country has not yet been completed. So far the temples of Khajuraho, Pallavas, Eastern Chalukyas, Rashtrakutas and some other dynasties of Deccan, temples of Kerala and Gupta temples have been surveyed and studied. In the opinion of the Committee, the progress made in this project is also far from satisfactory. The Committee are surprised to note that Government have no idea about the time by which this project will be completed. The Committee appreciate that the resources of the Archaeological Survey are limited but already a period of about 19 years has elapsed since this work was first taken up. It is, therefore, high time that Government should prepare a detailed programme for the completion of this work for which assistance of Universities and other Research Institutes may also be taken by them.

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23	4.22	The Committee note that the publication of the result of studies of these temples conducted so far is not up-to-date. The Committee have already recommended the simultaneous preparation of survey and excavation reports. They would urge that effective steps should be taken by the Survey for the submission of reports as soon as the studies are completed and to publish the same as early as possible.
24	5.9	The Committee note that the conservation work of archaeological monuments was taken over by the Survey in 1945 from the Provincial Public Works Departments in order to exercise greater control over the monuments and to ensure proper standard of repairs. According to the Director General the Survey is short of trained conservation staff for the performance of this task. The Committee need hardly emphasise that conservation and preservation of monuments which are the country's great archaeological heritage is the foremost function of the Survey and should be given the utmost attention. It is not right to leave the ancient sites uncared for after excavating them. The Committee desire that detailed plans should be prepared for conservation and preservation of the monuments which should be well executed and properly supervised.
25	5.10	The Committee understand that some proposals for augmentation of the staff are under consideration of the Ministry of Finance. The Committee urge that necessary staff should be made available to the Survey after proper scrutiny as to the requirements. The Survey should also undertake a programme of training of technical staff in the specialist job of conservation.
26	5.11	The Committee note that another factor which is stated to stand in the way of proper conservation is inadequacy of funds. The Committee are

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informed that it is proposed to allocate Rs. 500 lakhs for the conservation etc., of monuments during the Fifth Plan. The Committee see no reason why the Survey should not bring about marked improvements in the preservation of the ancient monuments at least during the ensuing Fifth Plan period.

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5.46

The Committee note that the archaeological monuments are classified as of national importance on the basis of their archaeological, historical and architectural importance and that the decision to declare a monument as of national importance is taken at the level of the Director-General, Archaeological Survey of India with the approval of the Education Minister. The Committee further note that as a result of a reievew in 1967, some monuments of national importance were deprotected with the approval of the Central Advisory Board of Archaeology. The Committee need hardly point out that since the archaeological monuments are the sign posts of the progress of Indlan culture through several centuries and are a national heritage, their conservation and maintenance are of prime importance and should be attended to properly. It is to be recognised that the State Directorates which have recently been set up, are not fully equipped with the necessary funds and expertise for the preservation and conservation of important protected monuments. The Committee feel that the 3500 national monuments which are under the charge of the Archaeological Survey, are not a large number considering the size of the country, its ancient history and its wealth in monuments and sites. They feel that utmost care should be exercised in deprotecting a monument by the Survey and that too should be done in consultation with the concerned State Department. The Committee are glad to note that according to a recent decision no national monument is to be

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deprotected save in exceptional circumstances and that too with the approval of the Education Minister.

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The Committee feel that the preservation of the ancient monuments, whether in the jurisdiction of the Central Government or State Government is of utmost importance. They would, therefore, urge that the Archaeological Survey should maintain close coordination with the State Departments of Archaeology in the matter of preservation of monuments within their jurisdiction and should render them all help and advice so as to ensure that they are properly maintained. Periodical meetings may also be held with the State Directorates of Archaeology to keep them informed of the latest developments in the techniques of preservation.

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5.23

The Committee are glad to note that the Archaeological Survey has been rendering help in undertaking repairs to the Jama Masjid in Delhi, though it is not protected monument. There are a number of places of worship which have, apart from religious significance, historic and architectural importance. The Committee realise that, being in religious use, there may be legal difficulties in treating them as protected monuments. The Committee would urge that in view of their historical, cultural and tourist importance, the Archaeological Survey should make an inspection of all important historical places of worship, in cooperation and coordination with the State Governments and the management of these religious places and should render all technical and other assistance so as to ensure that these places are well preserved for posterity. The Committee would like the Survey to take initiative in this matter and not wait indefinitely lest these monuments suffer for want of timely attention.

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30	5.30	<p>The Committee regret to note that the technical staff available with the Archaeological Survey for chemical treatment of monuments is inadequate. They are surprised that in spite of the recommendations made by the Archaeological Review Committee in 1965 to augment and reorganise the Chemistry Branch to shoulder its multifarious responsibilities, no concrete action appears to have been taken in that direction. In addition to providing chemical treatment to the ancient monuments and sites against ravages of nature it is also necessary that the Chemistry Branch is fully equipped to provide scientific aids to archaeology for which it has to evolve new methods and has to be in touch with the latest techniques. The Committee note that the expansion and reorganisation of Science Laboratory, attached to the Office of the Chief Archaeological Chemist at Dehra Dun, is being proposed during the Fifth Plan period. The Committee recommend that detailed plans should be prepared for the reorganisation and expansion of the Science laboratory in consultation with leading Indian scientists. The feasibility of establishing units for chemical treatment in Circles wherever possible may also be considered. The Committee further recommend that effective action should be taken to implement these plans in a phased and planned manner from the beginning of the Fifth Plan itself.</p>
31	5.31	<p>The Committee would further urge that the Chemistry Branch of the Archaeological Survey should provide technical guidance and assistance to the State Departments of Archaeology in the chemical treatment and preservation of the monuments and sites under their charge so that they are preserved in a scientific manner.</p>
32	5.37	<p>The Committee note that an Expert Committee was appointed by Government in 1971 to</p>

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suggest ways and means to preserve the rock-cut Ajanta caves and their paintings. They regret to note that this Committee has only met twice so far once in October, 1971 and again in March, 1973 and that one of the major recommendations made by this Committee at their first meeting in 1971, regarding the desirability of air-conditioning the caves, has not yet been implemented. As the Ajanta caves are world famous and attract a large number of tourists, both domestic and foreign, the Committee cannot stress too strongly the need to solve the problem of cleaning and preserving these caves and their frescoes, expeditiously, as any further delay in this regard may make the solution of this problem more difficult. The Committee would therefore urge that the Expert Committee should be activated and all the requisite data supplied to them quickly so that it completes its work expeditiously and submit recommendations for action by the Department for proper preservation and prolongation of the life of the famous Ajanta caves and their priceless frescoes.

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5.44

The Committee note that the scheme "Copying of Ajanta Paintings" was started by the Survey in 1956-57 and that out of the paintings covering a surface of 7546 sq. ft., 2563 sq. feet only has been traced so far i.e., about 34 per cent. Four artists are employed on this Scheme and during the 17 years, an expenditure of over Rs. 5 lakhs has been incurred thereon. The Committee deplore the leisurely manner in which this important work is being progressed. They are not convinced by the reasons advanced by the Ministry that the slow progress was due to the erratic power supply and the inadequacy of stationery and paper as these shortcomings could have been remedied in time. It appears that no watch was kept on the progress of work done by the four artists as is evident from the fact that while

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during the Second Five Year Plan, 1617 sq. ft. of surface was copied by them, which came down to 334 sq. ft. during the Third Plan period and to 612 sq. ft. during the Fourth Plan period.

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The Committee note that with a view to expedite this work, it has now been decided by Government that instead of copying all details, all the principal paintings will be copied by the end of the Fifth Five Year Plan and unimportant fragmented paintings would be covered by photo documentation. The Committee consider that had the progress of this work been kept under constant review, it would have been possible to reach this decision much earlier. The Committee hope that effective measures will now at least be taken by Government to complete this work expeditiously and that continuous watch will be kept on the progress of work done by the artists so that there is no further delay in the completion of this work.

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5.48

It is indeed regrettable that in spite of a recommendation made by the Archaeological Review Committee in 1965, for a survey of the fast vanishing ancient domestic architecture in the country, Government have not taken it up as yet. The Committee feel that such a survey would be very useful for keeping a record of the selected domestic architecture typical of the various regions and environments in the country. The Committee would, therefore, urge that a survey of selected domestic architecture should be taken up by the Survey in cooperation with the State Departments of Archaeology and Universities at an early date and steps taken to preserve the selected ones.

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The Committee are glad to note that a proposal to constitute a National Trust which would receive contribution from private citizens and

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would cover monuments which are less than 100 years old, is under examination of the Government. The Committee would like government to expedite decision on the constitution of the Trust. The Committee need hardly stress that effective watch and check should be exercised to see that the objectives for which the Trust is to be set up are realised.

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5.68

The Committee note that the Rules under the Antiquities and Art Treasures Act, 1972 have been gazetted and published in September, 1973. While the Committee deprecate the delay in the framing of the Rules, they would urge that now that the rules have been published, Government should take concrete steps to organise effective implementation machinery both at the Centre and the States at the earliest so that theft of antiques and sculptures from the monuments and their smuggling from the country is effectively checked. In fact the Committee would have liked Government to be ready with detailed plan of action so that it could be implemented in the field as soon as the legislation was added to the statute book.

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5.69

The Committee are concerned to note that a large number of priceless sculptures and art objectives are being stolen and smuggled out of the country. To protect loose sculptures lying in and around ancient monuments to a place of safety, Government proposed to construct sculpture sheds at various places during the Fourth Plan period at an estimated cost of Rs. 10.70 lakhs. The Committee are disappointed at the progress made in the construction of the sculpture sheds, as only five sheds were constructed during the first three years of the Plan period (i.e. by March 1972) and an expenditure of Rs. 2.70 lakhs only was incurred. The tardy progress in the implementation of this scheme is yet another instance of the lack of proper planning and implementation on the part of Survey to

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		execute even important schemes. The Committee would urge the Survey to take up this work in right earnest so as to make adequate arrangements for the safe custody of loose sculptures and antiquities etc.
38	5.70	The Committee would further like to stress that, apart from construction of sculpture sheds, the Survey should maintain close liaison with the State Directorates and local authorities such as Panchayat Samities etc., in this matter as the active support and cooperation of the local people is very necessary to prevent theft and smuggling of antiquities and sculptures.
39	5.71	The Committee understand that an Officer on Special Duty was appointed by the Survey in September 1973 to go into the whole question of security of archaeological monuments and museums and that he would complete his report by March, 1974. The Committee need hardly stress that effective action in implementation of the recommendations for ensuring that sculptures are neither pilfered nor smuggled away, is taken.
40	6.12	The Committee note that a large number of hero stones are lying scattered mostly in South India. Many of the important hero stones are stated to have been protected and many others have been photographed by the Survey. The Committee consider that since the hero stones and the inscriptions on them throw an interesting light of our country's history and bridge the gulf in knowledge, adequate steps should be taken to study the inscriptions on all these hero stones and to protect them. A photographic survey of all such monuments would also be desirable. The Committee would like the Survey to seek the cooperation and coordination with the concerned State Departments of Archaeology to avoid duplication and overlapping in this regard.

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41	6.13	<p>The Committee note that many inscriptions which are being deciphered by the Epigraphic Branches of the Survey, are not published in full but only a brief mention is made in the Epigraphia Indica. They note that eminent scholars in the field are also entrusted with the editing of the volumes in the series called Corpus Inscriptionum Indicarum. As the old inscriptions are the back-bone of our country's ancient history and bridge the gaps in our knowledge, the Committee consider that effective steps should be taken by Government, to suitably publicise the inscriptions discovered or unearthed so that the information contained therein is available to the scholars and research workers quickly.</p>
42	6.14	<p>The Committee further note that knowledge of Sanskrit and other classical languages is not insisted upon by the Survey for the recruitment of Epigraphists. The Committee consider that it is necessary to attract talented persons with suitable qualifications to man these posts in the Survey. They understand that the whole question of qualifications, promotion prospects etc., is under consideration of the Government. The Committee would urge that early action should be taken to finalise the qualifications and Recruitment Rules for the post of Epigraphists in the Survey so that suitable persons are available to fill these posts. They would also like to emphasise that it would be advantageous if, for the post of Epigraphist, knowledge of one or more ancient Indian languages is insisted upon as it would widen their field of knowledge and would enable them to readily decipher the old inscriptions in various scripts..</p>
43	7.8	<p>The Committee regret to observe that although the Archaeological Review Committee, had underlined the importance of documentation wing in 1965 and had urged Government to set up such a wing, no action appears to have been</p>

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taken in this regard till 1970. They note that the scheme—"Documentation of Sculptures" was included as one of the schemes for implementation during the Fourth Plan period and a plan outlay of Rs. 8 lakhs was also provided therefor but no progress was made in the implementation of this scheme during the first two years of the Plan period. It was only since 1971-72 that expenditure on this scheme has been incurred. This indicates the casual manner in which this important scheme is being implemented by the Survey.

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The Committee are not also convinced by the reasons advanced by the Ministry for not taking up the work of documentation in right earnest on account of non-filling up of the sanctioned posts and non-availability of/short supply of photographic material. The Committee consider that in view of the importance of this scheme, Government should have taken timely action to fill the posts required for undertaking this work, as also to make available the necessary photographic material. It is unfortunate that this was not done. The Committee consider that this scheme of documentation which includes taking photographs of the monuments and maintaining their records, should have been given high priority as the incidence of thefts of sculptures of ancient monuments in the country is increasing for the detection of which it would provide a very valuable help.

7.10

The Committee note that a plan outlay of Rs. 40 lakhs has been proposed for this scheme in the Fifth Plan period. They hope that in the light of the difficulties experienced in executing this scheme during the Fourth Plan, the Survey would take effective remedial measures to implement and execute this important scheme during the Fifth Plan period so that speedy progress is made in this important task.

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44	7.11	<p>The Committee would also urge that the staff for the documentation wing should be properly trained for undertaking the various activities connected with documentation work and the maintenance and preservation of records in a meaningful manner. It has to be realised that documentation work is of great value not only to the Survey itself but to scholars and research workers also. It should be ensured that in addition to properly document photographs through card index, the documentation wing should also prepare an overall card catalogue of photographs and of plans to facilitate the work of the scholars and research workers.</p>
45	7.17	<p>The Committee note that though the project of "Preparation of Archaeological Atlas" was initiated by the Survey in the year 1958, it was actually commenced in 1961 i.e., three years after it was initiated. It is distressing to note that this project which was continued till 1970-71, has been discontinued after about 13 years and incurring an expenditure of Rs. 7.5 lakhs, including an expenditure of Rs. 1.23 lakhs during 1969-70 and 1970-71. It is thus evident that this scheme was not properly planned in the very beginning. It is all the more surprising that even though the Archaeological Review Committee had, in 1965, adversely commented on the implementation of this Scheme and had characterised it as 'basically unscientific' and 'inadequately worked out' project, it was continued till 1970-71. It was at least expected that a critical review of this project was undertaken and corrective measures taken in 1965 itself if the scheme was to be continued. It is regrettable that this was not done and this scheme was included in the Fourth Plan Schemes and continued till 1971. The Committee would like Government to learn a lesson from these past mistakes and to ensure that a critical examination of all the schemes is undertaken before they are included in the Plan</p>

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		schemes so as to avoid infructuous expenditure of this nature in future.
46	7.29	The Committee are concerned at the delay in the construction of the museum building at Lothal which was excavated about 15 years ago and in starting the museum. The Committee understand that although the building for the museum has been constructed about a couple of years ago, the museum could not be started due to non-construction of staff quarters for which action is being taken. It is surprising that the Survey did not plan for the construction of the museum and the staff quarters in an integrated manner as they were well aware that the museum is in a remote place and that the provision of staff quarters is very essential for starting the museum. This again is a case of unsatisfactory planning on the part of the Survey; the least that the Committee expect is that such lapses should not recur and that the museum starts functioning without delay.
47	7.30	The Committee note that admission tickets are levied at 7 out of 18 museums administered by the Survey. The Committee consider that admission tickets on a nominal scale, should be levied for all museums to regulate the admission of persons.
48	7.31	The Committee consider that with a view to popularise archaeology and educate the masses in regard to our cultural heritage as also a measure of national integration there should be a section in State museums which should house photographs of monuments, sculptures and other excavated material from all over the country so that people from one part of the country may learn about the ancient culture of the people from other parts.

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49	7.32	<p>The Committee are unhappy to note that during the last five years, only one exhibition was organised by the Survey to display recent archaeological findings in the country. They consider that holding of exhibitions at frequent intervals is one of the important methods of creating public interest and giving them a feeling of participation in the discovery of our cultural heritage. The Committee desire that such exhibitions should be held more frequently at different places in the country in conjunction with Museum/Universities which are known for their interest in archaeology.</p>
50	7.83	<p>The Committee regret to note that although a sum of Rs. 17.12 lakhs had been earmarked for the construction of museum buildings during the 4th Plan period, no expenditure was incurred on this scheme till 1972-73 and that the entire amount has been provided in the budget of CPWD to be spent during the year 1973-74. The Committee are unable to appreciate why advance action was not taken by the Survey for the construction of museum buildings for which need was felt. They are doubtful whether the CPWD would be able to spend this amount usefully during the current year.</p>
51	7.34	<p>The Committee are given to understand that Government have made a provision of Rs. 85 lakhs for setting up of Archaeological and Sculpture galleries etc., in the Fifth Plan. The Committee feel that there should be a perspective plan for the setting up of museums, keeping in view the need to avoid any duplication of effort as also for conserving resources and for putting them to the maximum use. Each new museum should be an advance on what has been achieved already so that they subserve not only the purpose of housing the antiquities and other archaeological articles but also constitute a significant</p>

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step forward in the matter of display so as to catch public imagination and sustain their interest.

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8.21

The Committee are deeply concerned at the heavy arrears in the printing of publications by the Survey. From the information furnished to them, the Committee find that the latest published volumes of almost all the publications brought out by the Survey, pertain to the year 1968 or 1969 and in some cases even to earlier years. The number of outstanding excavation reports awaiting publication with the Survey, is stated to be 12-the oldest pertains to the year 1955. The Committee are distressed to note that even though the Archaeological Review Committee had in 1955, observed that "the publication of the Survey are seriously and admittedly in arrears" and had recommended the urgent need to set up a Publication Branch, no concrete action appears to have been taken thereon till recently. During the Fourth Five Year Plan, although a fulfilled Publication Branch was sanctioned as one of the Plan Schemes, with an outlay of Rs. 10.17 lakhs, the Publication Branch was not actually set up till recently. It is regrettable that even now, the post of the Director of Publications, though sanctioned, remains unfilled. This, again, indicates lack of planning in the implementation of important schemes by the Survey. The Committee are unable to understand why, such a sorry state of affairs has been allowed to prevail in the Archaeological Survey for so long.

8.22

The Committee regret to note that Dr. Bhandarkar's Corpus Vol. II which was handed over to the Archaeological Survey about 25 years back, has not yet been published. The delay has been attributed to the discovery of a large number of important inscriptions of the Gupta

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		<p>period after submission of the manuscript by late Dr Bhandarkar. The Volume is now being brought up-to-date. The Committee are not convinced by the above explanation for the inordinate delay in this case. They hope that this work will now be completed urgently and the volume would be published within a year as promised by the Director General, Archaeological Survey.</p>
53	8.23	<p>Among other important reports which remain unpublished, are the excavation reports of the famous Nagarjunakonda Project and the excavation reports on Lothal. It is a matter of regret that the reports on both these projects which were excavated long ago, are yet to be printed. The Committee understand that the first part of the report on Nagarjunakonda Project is expected to be published before June, 1974. Part-II of this report as well as both the parts of the report on Lothal, are stated to be under print. The Committee would urge the Survey to make determined efforts to get these reports published expeditiously so that they are available to the scholars and others without further delay.</p>
54	8.24	<p>The Committee understand that one of the reasons for the accumulation of arrears in printing was the procedural delays in the office of the Chief Controller of Printing and Stationery. Now that the Survey has been allowed to get the printing done in private presses, the Committee hope that the backlog of arrears in printing will be cleared at the earliest and the printing of publications will be brought up-to-date by the Survey.</p>
55	8.25	<p>It is to be recognised that publication of the Survey are an essential instrument for the dissemination of knowledge about our cultural heritage not only in the country but abroad. No</p>

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		<p>effort should therefore be spared to clear the printing arrears and bring out the various publications in time. The Committee trust that the publication Branch will now be suitably organised and equipped to fulfil the functions entrusted to it.</p>
56	8.26	<p>The Committee are glad to note that an outlay of Rs. 24 lakhs has been proposed for "publications" during the Fifth Plan period. The Committee trust that with the availability of adequate funds, the Survey would not only ensure the timely printing of its publications but would also bring about the much needed improvement in the quality and the get-up of its scientific publications which have a world-wide circulation.</p>
57	8.27	<p>The Committee note that a pre-est five publications viz., (i) Epigraphia Indica, (ii) Epigraphia Indica (Arabic and Persian Supplement), (iii) Annual Report on Indian Epigraphy, (iv) Corpus Inscriptionum Indicarum and (v) South Indian Inscriptions are published by the Survey. The note that the Archaeological Review Committee, in 1965, had suggested a rationalisation and simplification of these publications and had recommended the combining of these five publications into two viz., Epigraphia Indica and Corpus Inscriptionum Indicarum. The Committee recommend that the matter may be reviewed and early decision taken for the simplification and rationalisation) of the publications brought out by the Survey to make them more useful for the users.</p>
58	8.35	<p>The Committee note that the Central Archaeological Library which was established in 1902 contains 70,000 books, consisting of publications mainly on Archaeology and Indology. Some of the books are very rare and very valuable. The Committee are concerned to note that</p>

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		in the last stock taking done in 1967, 200 books were found missing from the Library. Since the books in the library are very old and rare, the Committee would like the whole matter to be investigated to find out the reasons for the loss of 200 valuable books from the Library.
59	8.36	The Committee observe that no stock taking of books has been done in the Central Archaeological Library since 1967 and that no periodicity has been laid down for this purpose. The Committee recommend that stock-taking of books in the Library should be done at least every alternate year so as to keep a close watch on stock holdings, particularly, as the books are rare and irreplaceable.
60	8.37	The Committee would also stress that effective measures should be taken by the Central Archaeological Library for the preservation and proper maintenance of their books. The Committee urge that the assistance of National Archives may be taken in the matter of proper maintenance and preservation of books in the Library.
61	8.38	The Committee would further recommend that in addition to taking the usual precautions for the preservation of rare books viz., fumigation etc., the feasibility of "microfilming" of such books may also be examined.
62	8.39	It is well known that of late science, ranging from chemistry to nuclear physics has been increasingly used in archaeological work. This underlines the need for a well-equipped library covering the subject of intimate interest to all those engaged actively in the field of archaeology either in excavation, preservation or research. The Committee hope that books having a bearing on the archaeological work, would be acquired by this library.

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63	8.40	The Committee would also like to point out that the purpose of a well-equipped library is its use by scholars, research people and the persons in the field. It should therefore be ensured by the library that adequate facilities are provided in the library for the users of the books and publications maintained by it.
64	9.12	There are a large number of archaeological monuments in the country which are world famous and which attract tourists, both foreign and domestic. It is therefore of utmost importance that such monuments are, not only well maintained but their natural setting and environments are properly reserved. The Committee are glad to learn that a Central Coordination Committee has been formed under the Chairmanship of Minister of Tourism and Civil Aviation to sort out problems relating to development of monuments of tourists' interest and that it has made a number of recommendations in this regard. The Committee however regret to note the delay in the completion of the drafting of Model Bill for legislation to preserve the natural setting and environments of the ancient monuments in the country. The Committee would stress that the drafting and passing of this Model Bill should be expedited and action taken to implement its provisions.
65	9.13	The Committee are distressed to learn that due to the unplanned development of shops and business premises in close proximity of Mahabalipuram, the environments of the monuments have been affected. The Committee would urge the Archaeological Survey to maintain close coordination and cooperation with the Department of Tourism and the State Governments so that the original environments of these important monuments are preserved and a well

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thought out plan for the development of the area near the monuments, is drawn up so as to maintain the beauty and the serenity of these monuments. The Committee would like Government to ensure that remedial measures are taken to restore the environments not only at Mahabalipuram but at all other monuments where they may have been disturbed on account of unplanned development of the areas in their vicinity.

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9.14

The Committee would like to make the following other suggestions for the development of monuments or tourists' interest and to attract tourists to them:

- (i) Steps should be taken in conjunction with the State Governments and the local bodies to provide good approach roads to all the monuments of tourists' interest where these do not exist at present.
- (ii) The environments of the monuments should be kept neat and clean and free from encroachment.
- (iii) Arrangements should be made to provide wholesome food and cheap accommodation near the monuments wherever necessary, so as to attract the tourists of modest means to these places.
- (iv) Attractive picture post cards giving the background history of the monuments should be made available at reasonable prices.
- (v) Production and sale of attractive souvenirs including mould casts of important sculptures should also be prepared and sold to the tourists at the monument site itself.

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67	9.22	<p>The Committee note that while sixteen States have set up Departments of Archaeology, five States and all the Union Territories except Goa, have not yet done so. Since archaeological monuments and sites exist in all areas and regions of our ancient country and their maintenance and preservation is of utmost importance, the Committee consider that there is need to set up Departments of Archaeology in all States including Union Territories. They would therefore, like the Government to approach the States and Union Territories which have not yet set up the Departments of Archaeology, to have such departments so that the conservation and preservation of the monuments and ancient sites in their areas are not neglected. The Committee have no doubt that the State Governments and Union Territories would respond favourably in this regard.</p>
68	9.23	<p>The Committee are glad to learn that most of the State Governments which have set up the Departments of Archaeology, have got their staff trained and that they are now competent to maintain and preserve the monuments under their charge. The Committee would like the Survey to extend all help and training facilities to the officers and staff of the State Governments/Union Territories which may now set up their Departments of Archaeology so that they become proficient in the conservation and preservation of the monuments under their charge.</p>
69	9.24	<p>The Committee further desire that the officers of Survey should keep close contacts and meets frequently their counterparts in the State Departments of Archaeology and share with them their knowledge and experience in the mutual interest of conserving and preserving the ancient monuments of the country.</p>

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70	9.36	<p>The Committee note that the Survey has given grants-in-aid to the various universities for carrying out explorations and excavations. They are distressed to learn that the reports of excavations and explorations undertaken by the universities during the last ten years are still under preparation. The Committee have already emphasised the need for prompt and factual preparation of exploration and excavation reports as the delay in publishing these reports loses the significance of excavations and detracts from their utility for scholars and researchers. It is surprising that grants-in-aid have been given to some of the universities year after year, without insisting on the submission of reports of excavation and exploration done by them in respect of the earlier grants-in-aid. The Committee would urge the Survey to impress upon the universities concerned to expedite the submission of the reports which are in arrears.</p>
71	9.37	<p>The Committee note that during the Fifth Five Year Plan, 25 national projects in the various parts of the country are being undertaken in cooperation and coordination with the various universities. The Committee urge that a detailed procedure regarding the submission of reports in respect of the new projects simultaneously, should be worked out by the Survey in consultation with the universities concerned and should be strictly implemented so that no arrears occur in these cases.</p>
72	10.23	<p>The Committee note that the Archaeological Review Committee (1965) had made various recommendations relating to the reorganisation of the Archaeological Survey of India including staff matters. They note that a scheme for the reorganisation of Archaeological Survey of India with an initial outlay of Rs. 9.17 lakhs, was included in the Fourth Five Year Plan. It</p>

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is regrettable that no progress in the implementation of this scheme was made during the Fourth Plan period. Even the reduced outlay of Rs. 1.70 lakhs, has not yet been spent, due to lack of firm decision on the reorganisation of the Survey. Further, the four posts of administrative officers, sanctioned for the four major Circles, to relieve the Circle Superintendents from administrative work and to enable them to concentrate on conservation and preservation work within their Circles, as recommended by the Review Committee in 1965, have also not been filled up due to non-finalisation of Recruitment Rules. The Committee consider that this delay in taking decision and finalisation of recruitment rules, is affecting the efficiency and work of the Survey adversely. The Committee urge that effective measures should be taken by Government to implement the decision regarding reorganisation of the Survey and to fill the posts of administrative officers expeditiously.

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10.28

The Committee note that the Central Advisory Board which is appointed for a period of four years, is required to meet ordinarily once in two years. The Committee are distressed to note that while the new Board which was constituted in April 1972, has met once in January, 1973, the earlier Board could not hold any meeting either in 1970 or 1971 due to various reasons. Since the Central Advisory Board is an important body not only for promoting closer contacts between the Archaeological Survey, the State Archaeological Departments, the Universities and other institutions in the field, but also for advising the Government on matters relating to development of archaeology in the country, the Committee consider that its meetings should be held frequently. The Committee therefore recommend that the meetings of the Board should be held at least once a year, so

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that the Board can keep a watch on the various developments relating to archaeological matters in the country and provide the necessary advice and guidance.

74 10.35 The Committee regret to note that although the Archaeological Review Committee report was submitted to Government in 1965, action on 12 out of 21 of its recommendations has not yet been taken by Government even after a lapse of over 8 years. The Committee deprecate the long time taken in taking decisions on the recommendations of the Review Committee and implementing them. It is surprising that the report of that Committee was referred by Government to the Central Advisory Board in 1968 i.e. after a lapse of three years, which, again, referred it to its Standing Committee. In the opinion of the Committee, Government should lay down time limits for the consideration of the reports of Committees of Experts, like the Archaeological Review Committee so that the recommendations which are accepted by Government, are implemented expeditiously and the shortcomings pointed out in such reports, are not allowed to be continued for long periods without adequate remedial measures. The Committee would like Government to take decisions on the remaining recommendations of the Review Committee within six months and to take concerted measures to implement them without further delay.

75 10.40 The Committee note that there are ten seats in the School of Archaeology for imparting training to the students in the various branches of Archaeology. Considering that within a period of 14 years since 1959 when the Schools was started, only 105 students have been trained so far, it appears that the capacity of this School is not being fully utilised. The Committee

(1)

(2)

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would urge Government to ensure full utilisation of the capacity of this School by allowing its training facilities not only to employees of State Departments of Archaeology but to students from, universities, etc. The Committee would also like Government to start refresher courses for the benefit of the existing employees both of the State Departments and the Archaeological Survey of India, to keep them abreast of the latest developments in the field.

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10.43

The Committee regret to note that the work regarding the revision of Conservation Manual and Archaeological Works Code was taken up by the Survey in 1965-66 but the same has not yet been completed in spite of a lapse of about 8 years. Since the Conservation Manual and the Works Code provide guidelines to the officers and staff of Archaeological Survey in their work, the Committee urge that determined efforts should be made to revise both the Manual and the Code within a specified period by keeping a continuous watch on the progress made in this behalf.

APPENDIX V
(*Vide*—Introduction)

Analysis of Recommendations|Conclusions contained in the Report

1. CLASSIFICATION OF RECOMMENDATION

A. Recommendations for improving the organisation and working:—

S. Nos. 1, 3—11, 14—44, 47, 49-50, 52-53 and 55—78.

B. Miscellaneous Recommendations:—

S. Nos. 2, 12, 13, 45-46, 48, 51 and 54.