

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS

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1949 to 1954-55

REVIEW
OF THE
Activities of the
Ministry of Home Affairs
for the Year 1949

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REPORTS OF THE MINISTRY OF HOME AFFAIRS

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INTRODUCTORY

The Ministry of Home Affairs are concerned with two broad groups of subjects, the first relating to Public Security and the second to matters connected with the Public Services. So far as the first group is concerned, responsibility for the maintenance of law and order in Centrally-administered Areas vests directly in the Central Government. In Part A & B States, however, the primary responsibility lies on the States themselves and the Government of India acts in an advisory and co-ordinating capacity; it receives a stream of information from all over the country through numerous sources, puts it together and advises States from time to time on the main developments of All-India interest in problems of Security. Of necessity, the bulk of the work done in the Political Section of the Home Ministry is of a highly secret character, and it would be contrary to public interests to give publicity to the work done in this branch. *Section V* gives a bare recital of some of the major problems that were dealt with in the Political Section during the year under review.

2. In the field of Public Services the Government of India have, of course, no responsibility for purely State Services which are exclusively controlled by State Governments. They are responsible for Central Services, as well as certain All India Services—which are organised and maintained jointly on behalf of the Central and State Governments.

The most important among the All India Services are the Indian Civil Service and Indian Police Service, recruitment to which has now ceased; and the Indian Administrative Service and Indian Police Service which have been organised to take their place in future.

3. There are numerous central services required for manning the very large variety of posts under the different Ministries of the Government of India. The day to day administration of the individual services is vested in the individual Ministry concerned. The Ministry of Home Affairs is responsible for regulating all matters of general applicability to all the Services and maintenance of common standards of recruitment, discipline and conditions of services generally. This is subject, in respect of matters which have a financial bearing, to the responsibility of the Ministry of Finance.

An account of the activities of the Ministry in the Services Division is given in *Sections I—III*.

SECTION I—ALL INDIA SERVICES.

1. Extension of the All-India Services to the States.

The most important development during the year under review in respect of the All-India Services was the extension of I.A.S. and I.P.S. to what were formerly known as the States and Unions of States. The All-India Services, *e.g.*, Indian Civil Service, Indian Police, etc. in the past and the Indian Administrative Service and the Indian Police Service at present had hitherto functioned only in the Provinces, as they were called before the introduction of the new Constitution. The I.A.S. and the I.P.S. were constituted on the basis of an agreement arrived at by the Government of India with the "Provinces" in the Premiers' Conference held in October 1946. In accordance with this agreement first the seven "Provinces" of Bombay, United Provinces, Central Provinces, Madras, Bihar, Orissa and Assam and subsequently the "Provinces" of West Bengal and East Punjab agreed to constitute provincial cadres of the Indian Administrative Service and the Indian Police Service. The States as they were then called did not come into the picture. Later, however, with the amalgamation of the States into Unions, a number of viable States and Unions of States comparable with the former "Provinces" came into existence. It was then decided that a proposal should be made to these States to accept the Schemes of I.A.S. and I.P.S. on the basis accepted by the "Provincial" Governments. A Scheme for the extension of the I.A.S. and the I.P.S. to the "States" was accordingly drawn up and all the States and Unions of States with the exception of Kashmir agreed to participate in the Scheme.

The Scheme provided for the constitution of cadres of I.A.S. and I.P.S. in the States and Unions of States in the same manner in which they had been constituted in the former "Provinces". Recruitment to these cadres, it was agreed, was to be made on the results of the competitive examinations held by the Union Public Service Commission as in the case of the 'Provincial' cadres. A further question which arose, however, was that relating to the initial constitution of these cadres in the States. In the case of "Provinces" all-India service cadres had existed even before the transfer of power and all that was necessary was to fill up the gaps which had been caused as a result of the retirement

and transfer of officers consequent on the political changes. In the case of States however which agreed to participate in the Scheme the position was entirely different. For these States the cadres had to be built up afresh. It was, therefore agreed that the following procedure should be adopted on the analogy of the emergency recruitment undertaken for the "Provinces". The existing officers of the "States" holding posts which are hereafter included in their respective I.A.S. and the I.P.S. cadres would be given an opportunity to be considered for appointment to the I.A.S. and the I.P.S. as the case may be. For this purpose they would be considered and interviewed, if necessary, by the Special Recruitment Board and those who are considered immediately fit for appointment to the All-India Services would be so appointed. The Special Recruitment Board would also prepare a list of officers who, though not immediately suitable for appointment to the All-India Services, are considered to be of sufficient promise to attain the All-India standard within the next five years. Such officers would be kept on the waiting list and if their work continued to be satisfactory would be appointed to the I.A.S. and the I.P.S. as the case may be, within a period of five years. Apart from these two categories of State officers there may be others who though not suitable for appointment immediately or even within the next five years to the All-India Services have already been confirmed in the posts, hereafter included in these Services, or have "accrued rights" to continue in such posts indefinitely. Such officers would be retained in the posts until they are retired without their being appointed to the All-India Services in question. For the remaining vacancies the Special Recruitment Board would consider the applications from open market candidates who satisfy the prescribed conditions. For this purpose the Special Recruitment Board have already issued an advertisement calling for applications from candidates domiciled in the States concerned. The last date for submission of applications is the 15th March 1950. Candidates who apply in response to this advertisement will be considered by the S.R.B. thereafter. After the initial constitution of the State cadres is thus completed, all subsequent appointments to these cadres would be made on the results of the competitive examinations held by the Union Public Service Commission as in the case of other "Provinces".

Progress of emergency recruitment.

The circumstances in which emergency recruitment to the I.A.S. and the I.P.S. was undertaken were referred to in sections I and II of the Review of the Activities of the Ministry of Home Affairs for the year 1948. In the year under review (that is 1949) the work of emergency recruitment was continued and in fact completed as far as the former "Provinces" are concerned. On the recommendations of the Special Recruitment Board, the Government of India appointed 82 candidates to the I.A.S. and 39 to the I.P.S. from among those who had applied directly to the Board. In addition, 85 officers of the Provincial Civil Services and 40 of the Provincial Police Services have been appointed to the I.A.S. and the I.P.S., respectively. The open market recruits (that is, those who had applied directly to the Board as distinct from the officers selected from the Provincial Services) were trained at the I.A.S. Training School, Delhi, and the Central Police Training College, Mount Abu, before being allotted to the "Provinces" concerned. In addition to the above it is proposed shortly to appoint 42 open-market candidates to the I.P.S. and send them to the Central Police Training College for training from the beginning of April.

The work of emergency recruitment as far as the "Provinces" are concerned has been almost completed. A limited number of vacancies in the I.A.S. cadres still exists in the P., Orissa and Madras. As regards the Police cadres the existing gap will be filled with the appointment of the 42 open-market candidates referred to above. The work that now remains for the Special Recruitment Board is that connected with the Scheme for the extension of the All-India Services to the States. When this work is completed, as it is expected to be early in the second half of the year, the Board will cease to exist.

Central Cadre of the Indian Administrative Service.

The emergency recruitment to the I.A.S. was, as already indicated, intended to fill the gaps in the "Provincial" and "States" cadres. It soon became evident, however, that the increased Central Government requirements of senior administrative officers could not be fully met merely by filling the gaps in the States cadres. Formerly the practice had been for the

Central Government to obtain their senior officers on deputation from the "Provinces" and to revert these officers to their parent cadres after a fixed period of tenure at the Centre. This system, however, was based on the fact that the Central Government requirements bore a comparatively small proportion to the total cadre strength of all the "Provinces" which also made it possible for strict rotation of officers between the "Provinces" and the Centre to function smoothly. The requirements of the Central Government having however increased considerably during the last few years, it was found that the number required at the Centre was so high and made such large demands on the "Provincial" cadres that rotation at regular intervals was not possible. The deputation system based on tenure thus broke down, causing increasing difficulty to both the Centre and the "Provinces". To meet this new situation the Ministry of Home Affairs have evolved a scheme to transfer on a "quasi-permanent" basis a certain number of senior officers from the States cadres to the Centre. The lending Government will be free to fill the resultant vacancies in their own cadres on a permanent basis. The scheme envisages, simultaneously, the continuance of the normal deputation system to the maximum possible extent. This will ensure the mutual benefits of contact at the administrative level with the "Provinces" and to ensure the exchange of personnel between them and the Centre. The Scheme proposes in short that a nucleus of quasi-permanent officers should be formed at the Centre which should be manned by the transfer of I.A.S. officers from the "Provinces" and "States" cadres as well as from the Central Services Class I. For the rest of the Centre's requirements, the system of normal deputation from the "Provinces" and "States" would continue.

A scheme prepared on the lines mentioned above and approved by all the Secretaries to the Government of India has been circulated to all the Governments concerned for opinion. When these comments are received it is proposed to adopt the scheme with such modifications as might be necessary in the light of the criticisms offered. It is hoped that a final decision on the Scheme will be taken in the course of this year.

4. Training:

A reference was made in the Review published last year to the Indian Administrative Service Training School which

trains I.A.S. Officers before their allotment to the "Provinces". During the year under review the School trained 82 officers recruited to the I.A.S. under the Emergency Recruitment Scheme. The officers were trained in three batches consisting of 15, 31 and 36 officers, respectively. The last batch left the School on the 31st December 1949 and on the 2nd January 1950 the School admitted for training the officers selected on the results of the competitive examination held by the Union Public Service Commission in 1948-49. Later in the year it is proposed to train the last batch of emergency recruits before taking up the training of the next group of officers successful at the competitive examination held in 1949-50.

During the same period the Central Police Training College at Abu trained in two batches 39 emergency recruits to the Indian Police Service in addition to completing the training of the 39 Probationers of the same Service recruited on the results of the earlier competitive examination. On the 2nd January 1950 the College admitted for training 17 I.P.S. probationers successful at the 1948-49 competitive Examination. In addition, it is proposed in the current year to train at least two more groups of emergency recruits and commence the training of the probationers who may be selected on the results of the last competitive examination.

SECTION II—CENTRAL SERVICES.

1. Union Public Service Commission.

It was explained in Section VI of the Review for the year 1948 that the main functions of the Union Public Service Commission are to serve as an independent and impartial agency (a) for selection of candidates for appointment to the public services by means of examinations, selections by interview and promotion, and (b) for advising Government on disciplinary cases and service matters generally. To cope with the progressive increase of work, it was found necessary during the last few years to increase the strength of the Commission by the appointment of temporary additional Members. The sanctioned strength of the Commission as it stood at the beginning of the year 1949 was four temporary additional Members in addition to three permanent Members and the Chairman. At the close of the year the strength was four permanent and two temporary Members in addition to the Chairman. For the greater part of the year the Chairman and two of the Members of the Commission acted as Chairman and Members respectively of the Special Recruitment Board for emergency recruitment to I.A.S., I.P.S., and C.S.S. They were therefore unable during the year under review to devote full attention to the work of the Commission. Under the provisions of the new Constitution the appointment of temporary Members is now no longer permissible. The tenure of all the temporary additional Members was therefore terminated by the end of the year 1949. On the coming into force of the new Constitution the permanent strength of the Commission has been fixed at six permanent Members in addition to the Chairman, in consideration of the work and responsibilities that will devolve on the Commission in the coming years. This is the strength which was recommended by the Economy Committee.

In order to assist the Commission to improve the speed and quality of its selections, a system of appointing Commission delegates was introduced during the year. The delegates are selected from amongst non-officials or officials of high standing who are specialists in their line. They are co-opted by the Commission *ad hoc* for interview boards for particular selections and are paid only honorarium and travelling and

daily allowances. The system has been of great-help to the Commission in selecting suitable candidates for the various technical and specialists appointments.

Figures indicating the volume of recruitment work dealt with by the Commission during 1949 will be found in Statement II of the Appendix.

2. Central Secretariat Service.

In the report for 1948 a reference was made to the Scheme for the reorganisation of the Central Secretariat Service from the grade of Under Secretary down to the grade of Assistant which had been sanctioned towards the end of 1948. Implementation of the Scheme was taken up soon after it was approved by the Cabinet. In consultation with the Ministries, posts in the Attached Offices involving duties of a Secretariat nature were included and those in the Secretariat itself which required special or technical qualifications were excluded as provided in the Scheme. Duty posts were thus enumerated and the cadre strength of each grade of the Service determined.

The service consists of 4 grades : Under Secretary, Superintendent, Assistant-Superintendent, and Assistant. Relative merits of the persons eligible for appointment to the first three grades have been considered by the Departmental Promotion Committees of the Ministries concerned and their recommendations have now been forwarded to the U.P.S.C. The latter have interviewed about two hundred of the persons recommended for appointment on permanent or temporary basis to the grade of Under Secretary and propose to complete their examination of the cases of the other persons so recommended for this grade (about three hundred more) in March. It is expected that appointments to the grade of Under Secretary will be completed in April and to the grades of Superintendent and Assistant-Superintendent within a few months thereafter.

As regards the grade of Assistant, detailed instructions regarding the manner in which the grade should be constituted have been issued. These instructions provide for the appointment without qualifying tests of permanent displaced Government servants who have put in at least one year of service as Assistant, and of deputationists who are at least matriculates and temporary Assistants who are graduates provided

they have put in at least 5 years' of service in that grade by the 22nd October 1948. Schedule Caste employees recruited before the 31st December 1947, permanent Third and Second Divisions Clerks, and Assistants who qualified in the F.P.S.C's examinations before 1947 will also be eligible for such confirmation if they have completed 3 years' service in the grade of Assistant.

The U.P.S.C. will hold two tests for determining the suitability of the other temporary assistants for confirmation. All temporary Assistants who have put in at least one year of service on the date of notice of the examination will be eligible to sit for the examination provided they are at least matriculates. In the case of displaced persons the condition of one year's service will be waived. Persons who are eligible to be confirmed without qualifying at a test may also sit for the test subject to certain conditions. Both the tests will be competitive, the first being limited to the categories of employees mentioned above and the second including in addition certain other categories.

Vacancies will be allocated between the non-test and test categories in proportion to the number of persons in the two categories and between the First and the Second tests in the proportion of two to one. Out of the vacancies allotted to the non-test category a number of vacancies proportional to their number in the category will be reserved for displaced Government servants. The usual reservation for Schedule Castes will also apply.

It is expected that the first test will be held in April 1950 and the second towards the end of 1950. Confirmations in the grade of Assistants are expected to be completed in 1951.

3. Central Secretariat Clerical Service.

In the previous paragraph an account has been given of the steps taken and proposed to be taken to reorganise the Secretariat in the grades from Assistants to Under Secretaries. Posts lower than the grade of Assistants consist of clerks. There were formerly, two grades of clerks in all the Departments of Government from which promotions were made to the grade of Assistant in a proportion of the vacancies. In 1939, however two important decisions were taken in this respect. First, it was decided that in future there should be only one

grade of clerks and that further recruitment to the then existing higher grade should be discontinued until with the retirement or promotion of the existing incumbents thereof the grade ceased to exist. Secondly, it was decided that promotions from the grade of clerks to that of Assistants should be discontinued except in respect of those who had a service right to such promotions. The outbreak of the war, however, upset the basis of this Scheme and subsequent experience made it necessary to revise these decisions. Clerks have now been made eligible again to be promoted as Assistants.

During the war large numbers of temporary clerks were recruited. Many of them have been promoted and have worked satisfactorily as Assistants though they do not satisfy the minimum educational qualification for the latter grade. They are being given an opportunity to sit for the Assistants grade examination but only a limited number of them are expected to secure confirmation in that grade. The wholesale reversion of the remaining persons as lower division clerks would cause considerable hardship. It has also been found that if clerks are to be employed only on routine work there would be a large increase in the number of Assistants required to do other types of work. The provision of an intermediary grade is therefore considered desirable and it is accordingly proposed that the clerical service of the Secretariat should consist of two grades, Upper Division and Lower Division.

A scheme for the constitution of a clerical Service in two grades has been drawn up and is now under consideration. Recruitment to the higher grade of this service (Upper Division) will, in future, be made partly by direct recruitment of graduates through the U.P.S.C. and partly by promotion, while recruitment to the Lower Division will be made entirely on the results of competitive examinations to be conducted by the Union Public Service Commission. A proportion of vacancies in the Grade of Assistants will be reserved for promotion of Upper Division Clerks.

For the initial constitution of the Service due consideration will be given *inter alia* to the claims of displaced Government servants and scheduled castes for whom separate quotas of vacancies will be reserved. The names of eligible candidates

will be arranged in order of seniority based on the length of service in the grade or an equivalent grade and confirmations will be made in that order subject to the prescribed reservations. Persons eligible for confirmation as Upper Division Clerks will be (i) quasi-permanent Assistants who fail to secure confirmation in the Central Secretariat Service (ii) quasi-permanent Upper Division Clerks, (iii) permanent or quasi-permanent clerks and deputationists who have officiated as Assistants or Upper Division clerks for at least one year and (iv) other Assistants and Second Division clerks who have officiated in those grades for three years. Persons eligible for confirmation in the Lower Division will be those who are eligible for the Upper Division but are not confirmed therein and quasi-permanent Lower Division clerks. It will not be necessary for these persons to appear at any qualifying tests except that as at present they will have to pass a typing test before confirmation.

The Clerical Service Scheme, the main features of which have been described above, has been circulated to all the Ministries for comments. It is proposed to re-examine the Scheme in the light of the criticisms offered before taking a final decision thereon. It is hoped, however, that the Scheme will be finally approved before the middle of this year and implementation thereof commenced very soon thereafter.

4. Service of Secretariat Stenographers.

A scheme for the constitution of a service of stenographers employed in the various Ministries and Attached Offices of the Government of India is under consideration. The scheme aims at constituting a service which would not only provide adequate opportunity to the members thereof for advancement within the Service but also afford sufficient opportunity to them to be absorbed in the Central Secretariat Service.

In addition to posts of stenographers the service will include all posts at present designated as Private Secretary to Secretary, Additional or Joint Secretary and Personnel Assistants to Hon'ble Ministers, Secretaries and Additional or Joint Secretaries. Posts of Private Secretary to Secretary, Additional or Joint Secretary and First Personal Assistant

to H.M. will form Grade A or the Senior Selection Grade. Other posts carrying special pay will form Grade B or the Junior Selection Grade and the posts carrying no special pay will form Grade C or the Standard Grade of the service. Posts of stenographers in Attached offices which carry the same scale of pay as in the Secretariat can be included in the service. The strength of the service will be based on the number of permanent posts and half the number of posts which are likely to last for over three years.

The initial constitution of the service will be made in consultation with the U.P.S.C. from among persons who are holding posts included in each grade. Stenographers with 8 years service as such can be considered for Grade A and those with 4 years service for grade B even though they have not held posts in those grades. Future recruitment as well as confirmation of officiating stenographers in the service will, however, be restricted to those who pass the qualifying stenographers' test held by the U.P.S.C.

The Senior Selection Grade will carry the same scale of pay as Assistant-Superintendents of the Central Secretariat Service. A certain number of stenographers in this grade will be employed as Assistant-Superintendents and after they have acquired sufficient experience and passed a qualifying test will be absorbed permanently in an appropriate grade in the Central Secretariat Service. After such absorption they will be treated in all respects as members of the Central Secretariat Service and will be eligible for promotion to higher grades in the Secretariat.

Details of the Scheme are under examination in consultation with Ministries and final orders are expected to be issued by the middle of 1950.

5. Revision of Communal Reservation Orders.

A general resume of the orders regarding communal representation in the services, which were in force after the 15th August, 1947, is contained in the report for 1948. With the coming into force of the New Constitution equality of opportunity in the matter of employment in the services of the Union is guaranteed to all citizens irrespective of their community, race or religion. This Fundamental Right is, however, subject to the power of the State to make suitable provision for reservation of appointments or posts in favour of

backward classes. In pursuance of Articles 335 and 336, certain reservations have to be made in respect of members of the Scheduled Castes and the Scheduled Tribes, and of the Anglo-Indian community. The extent to which the orders which were in force on the 25th January 1950 should be modified, in the light of these provisions of the Constitution is under consideration. It is proposed to have a simple reservation in favour of the Scheduled Castes and the Scheduled Tribes in respect of services under the Union. The reservation for the Anglo-Indian community in certain services guaranteed by Article 336 will of course continue.

6. Temporary Employees.

The existence of a large number of temporary employees in the different grades and the problems arising therefrom were commented upon in the report for 1948. The main grievances of temporary employees are the uncertainty regarding the period of their employment, disabilities in respect of leave terms and the absence of retirement benefits. With a view to removing these grievances, without exceeding the requirements of Government in respect of permanent staff, the Central Civil Services (Temporary Service) Rules were issued in 1949. These provide for the grant of "quasi-permanent" status to persons who have at least three years' service in a grade and are otherwise qualified and suitable for continued retention in that grade. The grant of quasi-permanent certificates is subject to the concurrence of the U.P.S.C. where consultation with that body is necessary in respect of direct recruitment to the grade.

The rules approximate the conditions of service of quasi-permanent employees to those of permanent employees by enabling them to obtain the same treatment in the matter of security of tenure, allowances, leave and procedural safeguard in disciplinary matters as is admissible to permanent Government servants. Provision is also made for reserving a certain proportion of permanent vacancies in future for the absorption of quasi-permanent employees. On such absorption the whole of the quasi-permanent service and half of the preceding continuous temporary service will count for pension or other retirement benefits. Quasi-permanent employees are entitled to be retained in service in preference to

purely temporary employees when there is a reduction in establishments. In the event of its becoming necessary to discharge them in spite of this preferential treatment a gratuity is payable to them.

Special provision has been made to safeguard the interests of displaced Government servants and war service candidates who have been employed on a temporary basis by allowing service in Pakistan and war service to be counted for determining a person's eligibility for quasi-permanent certificates.

The rules also provide a clear definition of the tenure of purely temporary employees so as to obviate the need for a cumbrous procedure in securing the termination of service of those among them who may be unfit or undesirable.

Detailed instructions for determining the suitability of persons for the grant of quasi-permanent certificates and the issue of such certificates have been framed. These provide for a complete record of all temporary employees being kept and for the consideration of such employees for quasi-permanent certificates. It is expected that the issue of the first batch of the quasi-permanent certificates will be completed shortly.

In order to ensure that the claims of persons who will now become quasi-permanent for permanent appointments are not over-looked. Instructions were issued in May 1949 stopping all further recruitment on a permanent basis except on the results of competitive examinations held by the U. P.S.C. Promotions to the various grades were also limited to 50 per cent. of the posts normally filled by such promotions. It was also decided that posts held by permanent displaced Government servants or persons likely to qualify for the issue of quasi-permanent certificates should not be reported to the U.P.S.C. for recruitment.

7. Instructions regarding Retrenchment.

With the end of the war some of the establishments under Government which had been expanded mainly to meet war-time requirements had to be readjusted. This involved retrenchment of staff and the question which came up for consideration was the order in which the temporary employees of the establishments concerned should actually be retrenched. Orders have been issued from time to time prescribing the manner in which retrenchment should be effected but the

position has been further complicated by the influx, on the one hand, of displaced Government servants and the need, on the other, for further retrenchment on grounds of economy. Various factors have had to be considered by Government in prescribing the order in which the temporary staff should be retrenched. One basic consideration was that the war time temporary appointments of persons educationally unqualified for the posts to which they were recruited, should not continue. As against this, however, from the point of efficiency itself, it was urged that employees whether educationally qualified for their posts or not, who had acquired some experience of the duties which they were called upon to perform, were more useful than raw recruits with higher educational qualifications. Another factor which had to be taken into consideration was that discharge of temporary employees who had put in several years of service, and of displaced Government servants in particular, would result in serious distress particularly at a time when the cost of living was high and opportunities of employment outside the Government were scarce.

Government have taken these conflicting factors into consideration and have now evolved a set of instructions which while not ignoring the need for basic educational qualifications give due recognition to merit shown by the employees in question and afford due protection to displaced Government servants and other employees whose discharge would involve serious hardship. Attention has also been given to the need to encourage the employment of Scheduled Castes under Government and special protection has been accorded to them. The Scheduled Caste candidates are accorded a preference for recruitment under the Government of India up to $12\frac{1}{2}$ per cent. of the vacancies therein. While this reservation holds good for initial recruitment, no special consideration was given to them until recently in the matter of retrenchment. It has now been decided that educationally qualified Scheduled Caste employees who are (a) outstanding and (b) not outstanding but fit for permanent retention in Government service should be retained in preference to persons of other communities up to the limit of the quota of $12\frac{1}{2}$ per cent. among the direct recruits.

So far as posts of Assistant and Clerk in the Secretariat are concerned Scheduled-Caste employees who are educationally qualified and have put in three years have been and are

being confirmed if they are fit for confirmation. If they have not yet put in three years but the Ministry concerned considers that they are likely to be fit for confirmation on completing three years' service they are being retained in preference to non-Scheduled Caste candidates.

8. Re-employment of superannuated personnel and grant of extension of Service.

Based on the need for economy and for creating more openings for employment of displaced persons and others within the normal age limits Government's general policy is to require officers to retire at the age of superannuation and not to grant them extensions of service or re-employ them except when it is necessary to do so in the public interest. In order to maintain a uniform standard in dealing with such proposals they are scrutinised in the Ministry of Home Affairs. It has also been decided that extensions of service for more than 6 months should require the concurrence of the U.P.S.C. in the case of Class I and Class II Officers. Where retention in service of an officer beyond the age of superannuation is found necessary due to shortage of trained and experienced personnel or other public grounds the usual practice is to retire the officer concerned and offer him re-employment for a limited period. Proposals for the grant of extensions of service are entertained only where the expedient of re-employment after retirement is, for some exceptional and unavoidable reasons, not found practicable. In October 1949 Government directed that in view of the economic situation a very strict standard should be applied in scrutinising proposals for extension of service or re-employment and that such proposals should be accepted only in very special circumstances. Exceptions from the rule are however permitted in the case of (a) displaced officers who are physically fit and who by virtue of their previous experience are useful officers, and (b) scientific and technical personnel whom it is desirable to retain in service on account of their special experience. In these cases the Ministry of Home Affairs have been authorised to relax the normal rules liberally.

9. Secretariat Training School.

The Secretariat Training School which was started in May 1948 in pursuance of the recommendations of the Central Pay Commission (who had emphasised the need for providing systematic training for all entrants into Government service) has continued to do useful work. Besides giving training to

persons recruited direct to the grade of Assistants in the Ministries and Attached Offices on the results of the U.P.S.C. Examination, the School has also undertaken to give training to the serving staff in these offices (including Superintendents/ Assistants-in-Charge). The need for such training had long been felt, especially because of the unsystematic recruitment during war. The training comprises of instructions on office procedure and management, functions of the various offices, explanations of the Civil and Financial rules etc. The general opinion of the Ministries is that the training imparted has proved very useful and improved the efficiency of the staff of the Secretariat.

By the end of February, 1950 the School will have trained a total number of 2,473 Government servants as follows:—

600 in the refresher courses for Supdts./Assistants-in-Charge.

686 in the refresher courses for Assistants.

154 direct recruits in the Assistants' grade.

1033 routine grade clerks given instructions in type-writing by modern methods.

A large number still remains to be trained.

The School has also prepared a useful compilation of "Instructions on office Procedure, Noting, Drafting etc. etc." which has been made available to members of the staff of the various offices at a nominal price of annas eight.

10. Concessions to Political Sufferers.

In the Review for 1948 a reference was made to the concessions granted to political sufferers. It was mentioned therein that it had been decided to grant or restore, as the case may be, pensions to Government servants who had been deprived of such pensions on account of their political activities. It was also stated that political sufferers who had been prevented on account of their pre-occupation with the national movement from appearing at examinations were given the special opportunity to do so now. In addition to these concessions it has further been decided now that persons who were removed, discharged or dismissed from service on account of their participation in national movements designed to secure the independence of the country or who resigned their appointments for the purpose, should be regarded as eligible for

re-employment under Government. They will be re-employed as far as possible in the same post or grades in which they were previously employed or in equivalent or higher posts and, if they are eligible for employment in all other respects, the age limit will be relaxed in their cases. On re-employment the actual previous service rendered by them will be treated as qualifying service for the purpose of pension and seniority. They will also be given the benefit of such previous service for the purpose of fixation of pay.

Persons who held temporary appointments which were terminated on account of participation in national movements and were not given any gratuity or other terminal benefits in respect of their service will, if they are not re-employed, be granted gratuity at the rate of half a month's pay for each completed year of service.

11. Subversive Influences.

It was reported in the Review for the year 1943 that the question of further tightening up of the procedure so as to prevent the spread of subversive influences among public servants was under consideration. The Civil Services (safeguarding of National Security) Rules and ancillary instructions were accordingly promulgated in this behalf in March and April 1949. The main features and advantages of these rules are that the elaborate enquiry prescribed by rule 55 of the Civil Services (Classification, Control and Appeal) Rules as also the reference to the U.P.S.C. have been dispensed with in respect of termination of service of employees who are reasonably suspected to be engaged in or associated with subversive activities. Such employees can be compulsorily retired on a proportionate pension after compliance with a simpler procedure which nonetheless gives them reasonable opportunity to show cause against such action and affords them full opportunity of defence. The rules are intended to be used only against employees connected with certain listed organisations which on information available are known to be engaged in subversive activities, *e.g.* the Communist party of India. Action under the rules has not been taken yet in any concrete case but their existence has strengthened the hands of the Government in dealing with subversive elements in public services. The promulgation of those rules, and firm action taken in

cases of employees who were found taking part in R.S.S. activities while that organization was under a ban, on the lines of the policy already explained in the last Review, have had a salutary effect in checking disloyal activities among them. The promulgation in March last year of the Central Civil Services (Temporary Services) Rules, referred to earlier in this Section which confer certain benefits on temporary employees, has also helped in this process, and in promoting a sense of greater security among them.

12. Returns of movable and immovable property.

The question of prescribing periodical returns of both movable and immovable property held or acquired by Government servants and members of their families reported in the Review for the last year has been under examination in the light of opinions received from Provincial Governments and other authorities who were consulted in the matter. The majority of opinion is not in favour of the proposal on account of the practical difficulties involved. An effective procedure which will take due note of the practical difficulties and the tremendous amount of labour which the collection of such returns will undoubtedly involve in all offices has not been found easy to devise. The possibility of devising a simpler procedure which will be equally effective for achieving the object in view, but avoid difficulties which are inherent in the scheme, is under examination.

13. Consultative Organisations.

A reference was made in the last year's Review to a suggestion which was made by the Central Pay Commission for the establishment of a type of organisation known as Staff Councils or Whitley Councils for certain classes of employees to enable grievances arising in the day to day administration being settled as far as possible by mutual discussion. Further examination of this and certain other suggestions will be made after decisions have been reached by Government on the proposals which have been under consideration separately for the reorganisation of the machinery of Government.

14. Maintenance by the U.P.S.C. of a register of candidates with technical or specialist qualifications.

A scheme has been prepared with the object of meeting the demand for men with professional technical or specialist qualifications in connection with development schemes and improving the methods of recruitment to such posts in Government Services so that full advantage of the services of all competent and trained Indians whether resident in India or abroad may be secured to Government. The essential features of the scheme are that the U.P.S.C. will draw up a list of the various categories of technical posts for which they are frequently called upon to conduct recruitment; and give the widest publicity to the list inviting potential candidates desiring employment under Government to register their names for consideration on a specially devised form. All applications on receipt will be scrutinised and card indexed on the Hollerith electric tabulating equipment. When a Ministry want a man they will fill in a detailed requisition form as now and send it to the Commission who will through the device of the machine pick out from the card index the right type of candidates required for the particular post whose names have been registered as suitable after full scrutiny, interview them and finally select the candidates required from time to time. The lists will be reviewed annually when names of candidates who do not desire any longer to be considered for appointment will be deleted while any additions or modifications which may have become necessary will be noted in the application forms of others or new names included in the card. The Commission have been asked to take early steps for the implementation of the scheme. They have also been asked to take assistance from an advisory body of selected scientists of established reputation in scrutinising applications in making selections for registration and in the implementation of the scheme generally. This list when ready will considerably simplify and expedite the procedure of selections for scientific and technical posts, and save potential candidates the trouble of having to send in applications for different posts whenever they are advertised from time to time.

SECTION III—DISPLACED PERSONNEL.

1. Transfer Bureau.

1. Transfer Bureau.—An account of the activities of the Transfer Bureau for the year 1948 appeared in Section IV of

the Review of the Ministry of Home Affairs published last year. It was stated therein that the responsibility for placing in employment certain categories of Provincial Government servants, *e.g.* non-matriculataes employed in village administration and non-matriculate clerks for whom the Central Government had no suitable jobs, had been transferred to the Employment Exchanges. On the other hand, the Transfer Bureau had accepted responsibility for employees retrenched from the Government offices and also for certain highly qualified non-official displaced persons recommended by the Employment Co-ordination Committee. In the year under review (that is 1949) the Transfer Bureau continued to find employment for these categories of employment-seekers, *viz.* the displaced Government servants from Sind, Baluchistan and N.W.F.P., retrenched employees of the Government of India and certain displaced non-Government servants recommended by the Employment Co-ordination Committee. The Economy Committee which submitted their report during the year under review recommended, however, that in the interests of economy the work undertaken by the Transfer Bureau should be combined with the work done by the Employment Exchanges in the Directorate-General of Resettlement and Employment. They accordingly suggested that the Transfer Bureau should be wound up and the remaining work transferred to the D.G.R.E. Since most of the displaced persons who could be absorbed under the Government of India had already been placed in employment by the Transfer Bureau, the residual work left with the Bureau was not of the same order of urgency. The Bureau was left almost entirely with employment-seekers possessing comparatively poor qualifications. The absorption of these would necessarily be a long drawn out process. In the circumstances, the Government of India agreed that the residual work of the Transfer Bureau with certain exceptions should be transferred to the Employment Exchanges. As a first step, fresh registration with the Transfer Bureau was discontinued with effect from the 15th April 1949.

The exceptions referred to related to items of work in which the Transfer Bureau and the Ministry of Home Affairs continued to be vitally interested. One such item was the relaxation of the educational qualifications for purposes of employment in respect of displaced Government servants, who,

on grounds of their past experience, were *prima facie* suitable for higher posts. The Government of India felt that a rigid application of the rules regarding educational qualifications in the cases of persons who had acquired experience in comparable posts under the Provincial Governments in Pakistan was not only unnecessary but would result in shutting out a large number of displaced Government servants from suitable posts. It was accordingly decided that a Committee consisting of Joint Secretary, Ministry of Home Affairs, the Deputy Secretary in charge of Services and an officer of the Transfer Bureau should review the cases of displaced Government servants and agree to suitable relaxations of educational qualifications in deserving cases. On such relaxations being agreed to, the displaced Government servant concerned was to be placed in suitable employment by the Home Ministry. Another item of work in which the Home Ministry was interested was that with regard to reshuffling. It was appreciated that to meet the rush of displaced persons which took place first immediately after the partition and then again from Sind in the first half of 1948, some of the displaced persons had been placed in employment for which they turned out later to be unsuitable. In the earlier days some displaced persons had been placed in posts immediately available without due regard to their previous status. This had resulted in "underplacement" in some cases and "overplacement" in others. With a view to rectify these anomalies, so far as possible, all the Ministries under whom the displaced Government servants had been placed in employment were asked to report to the Home Ministry cases of unsuitability as well as those of underplacement and overplacement. An opportunity was also accorded to the displaced Government servants themselves to bring to the notice of the Home Ministry such cases of maladjustments. The intention was that the cases reported should be scrutinised, and in deserving cases, effort should be made to reappoint the displaced Government servants concerned in more suitable employment with due regard to their previous experience and status.

Except in regard to the items of work referred to above, which it was felt should continue to be dealt with in the Ministry of Home Affairs, it was decided that the work done by the Transfer Bureau should be transferred to the D.G.R.F. Accordingly, the Transfer Bureau was formally closed down at

the end of September 1949 and the employment seekers who still remained on their rolls were referred to the Employment Exchanges. The work in connection with the relaxation of educational qualifications and reshuffling was taken over by a small Section of the Home Ministry called the Displaced Government Servants Section. This Section also dealt with all matters of policy relating to displaced Government servants, *e.g.*, the principles of fixation of their pay, the pensionary and leave benefits admissible to them, etc.

Detailed figures of the work done by the Transfer Bureau appear in the Appendix to the Report. These statements relate to the entire period for which the Transfer Bureau was in existence and not merely to the work done during the period under review. To summarise these statements, it may be stated that the total number of persons registered with the Transfer Bureau during the entire period of its existence was 12,561 (including 212 non-officials recommended by the Employment Co-ordination Committee). Of these some cases were transferred to other Ministries, and some registrations cancelled for good reasons. The Ministry of Finance, for instance, undertook the responsibility for placing in employment, the surplus staff of the Military Accounts Department, the Works, Mines and Power Ministry similarly undertook the work of providing employment for persons with engineering qualifications and Agriculture Ministry for persons with qualifications in Agriculture and Forestry. Besides, some non-matriculates, as referred to already, were transferred to the D.G.R.E. Altogether the number of persons taken off the rolls of the Transfer Bureau for various reasons was 2,297. Thus the number of effective registrations for employment assistance with Transfer Bureau was 10,264. Out of these the Transfer Bureau nominated to various posts 9,173 persons. Of the latter figure, however, reports are in hand to show that 6,998 have actually been provided with posts to which they were nominated. Similar reports are not available in 2,175 cases but in the absence of any representation from the persons concerned it is presumed that a large majority of these must have been actually absorbed. The remaining 1,091 cases were circulated to the various Ministries in case they could find suitable employment for them. These were, however, not absorbed and formed the residual number when the Transfer Bureau closed down.

2. Displaced Government Servants Section.

Reshuffling.—The work of reshuffling referred to above has been the main concern of the Displaced Government Servants Section of the Ministry of Home Affairs. Altogether about 1,500 cases were received by the Ministry either from other Ministries or from the displaced Government servants concerned—most of these have already been scrutinised and some have been reposted to suitable posts. Progress of the work of reposting, has necessarily been slow. In view of the imperative need for economy posts when they are rendered vacant are not filled except where it is absolutely necessary to do so. Very few vacancies are therefore available for use in reshuffling.

3. Seniority and retention of displaced Govt. Servants.

With a view to giving the displaced Government servants due credit for their past service and to protect their interests in the matter of promotion as well as retention in service it has been decided that their seniority should be determined on the basis of continuous length of service in the present grade or in an equivalent grade, *i.e.*, service in any post whether under the Central Government or under a Provincial Government which carried pay above the minimum of the grade to which it is considered to be equivalent. Procedure has also been prescribed determining the order of retrenchment of temporary employees. It has been decided that displaced Government servants even if they are educationally unqualified for the posts they hold should not on that account be retrenched before others who are educationally qualified. In other words, for purposes of retrenchment displaced Government servants are regarded as educationally qualified for the posts they hold irrespective of their actual qualifications. In addition, it has been provided that no permanent displaced Government servant should be retrenched without the prior concurrence of the Ministry of Home Affairs.

4. Employment Co-ordination Committee.

The Employment Co-ordination Committee was set up under the Ministry of Home Affairs in March 1948 for the purpose of co-ordinating employment facilities offered by the Transfer Bureau, the Special Employment Bureau, and the D.G.R.E. In addition to this work of co-ordination, the E.C.C. later also undertook the work of placing candidates in employment

and for this purpose contacting important employers, particularly the State Governments and large industrial organisations. On the 25th September 1949, however, this latter item of work was taken over by the Special Employment Bureau which was transferred to the D.G.R.E. In the year under review the Economy Committee recommended that the Employment Co-ordination Committee should close down. Accordingly the staff employed by this Committee was disbanded and the Committee continued to function without any staff in a purely advisory capacity. Since the Employment Co-ordination Committee was set up, 222 highly qualified persons have been placed in employment as a result of its initiative; details are given in statement V of the Appendix.

5. Rehabilitation assistance to displaced Government Servants.

In order to facilitate the rehabilitation of displaced Government servants from N.W.F.P., Baluchistan and Sind the Government of India have from time to time issued special orders extending the concessions enumerated below to such of them as were re-employed under the Government. The problem of re-employing and rehabilitating the displaced Government servants from the other Pakistan provinces were left to be dealt with by the corresponding Provinces in India.

(a) The Transfer Bureau which had been set up originally to deal with the re-employment of Central Government employees who had opted for India, was directed in September 1947 to register and place in employment displaced Government servants from the three Provinces referred to above. A directive was also issued to all the Ministries that all vacancies which were not filled by displaced Central Government optees belonging to the Ministry concerned or by promotion of permanent departmental officers should be reported to the Transfer Bureau for nomination of displaced Government servants registered by them. Such posts including those which could only be filled on long term basis on the recommendation of the U.P.S.C. were accordingly reported to the Transfer Bureau and as indicated in the earlier portion of this section were filled by nominees of the Bureau.

(b) The displaced Government servants who were thus re-employed under the Government of India were accorded certain concessions in respect of their initial pay, T.A. for the

journey to India and their seniority. All displaced Government servants on employment in India were allowed transfer T.A. from the place of their last employment in Pakistan to the station in which they were employed in India. Their initial pay in India was also fixed on due consideration of the pay last drawn by them in Pakistan. In the case of permanent displaced Government servants their substantive pay in Pakistan was protected provided the substantive pay did not exceed the maximum of the scale of the post to which they were employed in India. Displaced Government servants who were either temporary in Pakistan, or being permanent were officiating in higher posts, were allowed the benefit of their officiating pay for the purpose of fixation of initial pay in India provided the scale of pay of the post to which they were appointed in India was comparable to that in which they were serving in Pakistan. The concept of comparability, it has recently been decided, should be interpreted liberally and variations of 40 per cent. in certain cases and $33\frac{1}{3}$ per cent. in others allowed. In spite of the margin thus allowed if a displaced Government servant is appointed to a post in India lower than that in which he was officiating in Pakistan he is still allowed the benefit of the number of years of service in the Pakistan post for the purpose of fixation of his initial pay in the time scale of the post in India. Finally, in respect of seniority, displaced Government servants have been allowed to count that portion of their service in Pakistan during which they drew pay exceeding the minimum of the time scale of the grade to which they are appointed in India.

(c) The Government of India have recently framed rules as referred to in paragraph 6 of Section II of the Review to approximate the conditions of service of temporary employees to those of permanent Government servants. These rules provide that temporary employees who have put in at least three years of service and are otherwise qualified for the posts they hold should be declared quasi-permanent and given a number of benefits which have hitherto been admissible only to permanent employees of Government. In calculating this required period of three years, service under State Government is normally not recognised. In the case of displaced Government servants, however, it has been provided that their previous service, whether permanent or temporary, in Pakistan would be taken into account for the purpose.

(d) The appointments made on the recommendations of the Transfer Bureau were temporary in character, irrespective of whether the displaced Government servants concerned were or were not permanent in their former employment in Pakistan. In fact, for reasons mentioned below it was not possible for Government of India to appoint them initially on a permanent basis: (i) most of the posts to which they were appointed were temporary and could not, therefore, be filled permanently, (ii) others which were permanent, could be filled permanently only with the concurrence of the U.P.S.C. It was not possible to appoint displaced Government servants permanently to these posts without consulting the Commission; (iii) there were large numbers of purely temporary employees of the Government of India who had served for periods extending to 10 years whose claims to confirmation in permanent posts had to be considered along with the claims of displaced Government servants; (iv) the suitability of the displaced Government servants for the posts in question had to be adjudged. In fact, in the circumstances in which the displaced Government servants migrated to India, it was not possible for them to produce documentary evidence either in respect of their educational qualifications or with regard to the nature of posts held by them in Pakistan. These facts had to be accepted on the statements of the displaced Government servants themselves supported by such collateral evidence as they could produce. In most cases, no evidence at all was available about the merit shown by the displaced Government servants in their previous posts. In others where confidential reports were produced they were not of much help because the posts to which they were allotted were in many cases substantially different in nature to the posts to which they were appointed in India.

In the circumstances the Government of India decided that confirmation of displaced Government servants in India should follow a certain period of approved service in the new posts, but that if their work proved satisfactory they should be afforded the maximum facility possible in the circumstances for confirmation in posts to which they had been appointed temporarily. Accordingly, instructions have issued that in respect of posts held temporarily by displaced Government servants the normal procedure for permanent appointment on recommendation of the U.P.S.C. after due advertisement

should be waived and that the Commission should be asked to consider with reference to the nature of service rendered by them whether they were suitable for confirmation in the posts in question. If the Commission agreed to such confirmations the displaced Government servants would be so confirmed without their having to compete with outsiders who might otherwise have been eligible for permanent appointment to these posts.

For displaced Government servants appointed to the Central Secretariat, the Central Secretariat Service Reorganisation Scheme provides such facilities for their confirmation in the appropriate grade of the service. All permanent displaced Government servants nominated to the posts of Assistants who have put in at least one year as such are placed in a non-test category and are eligible to be confirmed in a quota of vacancies specially reserved for the displaced Government servants on the basis of their seniority. They have also been allowed to compete with other temporary Assistants in the tests to be conducted by the U.P.S.C. for confirmation in the grade of Assistants irrespective whether they satisfy the age or educational qualifications. For displaced Government servants who were not permanent in Pakistan, a provision has been made allowing them to compete in the tests irrespective of the length of service in India while a minimum period of one year as Assistant has been prescribed for other temporary Assistants. For the supervisory and higher posts in the Central Secretariat Service, all Ministries of the Government of India have been requested to take into consideration the cases of displaced Government servants and recommend them for confirmation in higher grades as hard cases even if they do not fully satisfy the qualifications prescribed for such cases. Similar provisions are proposed for confirmation in the grade of clerks in a Scheme which is at present under consideration.

(e) The Government of India have also accorded special protection to displaced Government servants in the matter of retrenchment. First, all permanent displaced Government servants nominated by the Transfer Bureau are deemed to be fully qualified for the posts they hold; irrespective of whether or not they actually possess the educational qualifications prescribed. Secondly, in allowing Ministries to use their

discretion in certain cases to retain educationally unqualified employees in preference to those who are so qualified, it has been definitely prescribed that no educationally unqualified person should be retained in service in preference to a displaced Government servant. Finally, orders have issued that no permanent displaced Government servant should be retrenched by any authority under the Government of India without the prior concurrence of the Ministry of Home Affairs. The Ministry of Home Affairs before according such concurrence ensure that the instructions issued by them in the interests of the displaced Government servants are, in fact, strictly complied with.

6. Displaced employees from Baluchistan.

Employees of the Chief Commissioner's Province of Baluchistan like those of other Chief Commissioner's provinces were, under the orders of the Partition Council, not accorded the right to opt for India or Pakistan. Later, however, the non-Muslim employees of Baluchistan migrated to India on account of the disturbed conditions in that province. On migration they were initially treated as displaced Provincial Government employees like those from Sind and N.W.F.P. Recently, however, it has been decided that the former employees of Baluchistan who have in fact migrated to India should be treated as Central Government employees who opted for India. This decision was mainly based on the consideration that the employees of the Resident and Agent to the Governor General were indistinguishable from the employees of the Chief Commissioner, Baluchistan and that the former were in fact Central Government servants.

SECTION IV—FOREIGNERS

1. Relaxation of visa regulations.

To encourage tourist traffic particularly from "hard currency" areas, Indian Representatives in these countries have been granted discretion to grant visas for three months stay in India to tourists and businessmen without prior reference to the Government of India.

2. Travel Permits for entry into India from the French Settlements of Pondicherry and Karaikal.

Consequent on the termination of the Customs Union Agreement with the French Settlements in India from April

1949, it was decided on security grounds to withdraw the exemption from the Indian Passport Rules, 1921, enjoyed by persons domiciled in India and in foreign possessions in India proceeding to India from Pondicherry and Karaikal. Such persons are now required to obtain an identity certificate in lieu of a regular passport.

3. Registration of unregistered Iranian Nationals.

Iranian nationals who entered India before the 1st May, 1943, and had continued to remain in India were not originally subject to registration, under the Registration of Foreigners Act, 1939. For administrative reasons it was decided in June 1949 to subject to registration this class of Iranian nationals also.

4. Passport control on persons entering India from Ceylon.

Under the provisions of the new Immigrants and Emigrants Act of Ceylon all persons entering Ceylon are required to be in possession of passport and visas or permanent or temporary residence permits and those leaving Ceylon are required to be in possession of a passport. In view of this, the exemption from the provisions of the Indian Passport Rules, 1921, enjoyed by persons domiciled in India and Ceylon proceeding from Ceylon has been withdrawn, so as to require such persons to be in possession of passports for entering India. It has, however, been decided that Ceylonese nationals, need not, for the present, be required to obtain visas for entering India or residence permits for stay in this country.

5. Amendment of the Registration of Foreigners Rules, 1939.

In order to provide for greater freedom of movement to foreigners in India, the Registration of Foreigners Rules, 1939, have been amended on the following lines :—

(a) a foreigner will be required to make a report of absence only if he proposes to be absent from his registered address for a continuous period of two weeks instead of one week as hitherto;

(b) a foreigner will be required to report his presence in a district other than the one in which he is registered, if he stays there for one week or more, instead of three days, as hitherto; and

(c) a foreigner will be required to report change of his permanent address within forty-eight hours instead of twenty-four hours as hitherto.

6. Extension of Acts to Acceding States.

The Indian Passport Act, 1920, and the Registration of Foreigners Act, 1939, were made applicable to all Acceding States in April 1949, by amending these Acts.

7. Return visas for foreigners proceeding to neighbouring countries.

In order to facilitate the return to India of foreigners proceeding on short visits of not exceeding two weeks duration to Pakistan, Ceylon and Goa, with the intention of coming back to India, the passport issuing authorities in India have been authorized to grant return visas for India to such persons.

8. Delegation of powers to civil authorities to grant extensions of stay in India to foreigners.

Powers to grant extensions of stay in India to foreigners, have been delegated to the civil authorities, in order to simplify the procedure in this respect. Subject to satisfactory conduct and assured financial status, civil authorities can now grant extension of stay on application to individual foreigners :—

- (i) who have been in India for more than five years;
- (ii) who have been granted extensions of stay previously by the Government of India;
- (iii) whose continued stay in India is in the national interests; and
- (iv) who have come for medical treatment.

9. Treatment of Eire Citizens.

Although Eire has seceded from the Commonwealth, it has been decided that Eire citizens should continue to be accorded the same treatment as heretofore, *i.e.*, treated as British subjects for purposes of admission into and registration in India.

10. Chinese Officials from Sinkiang.

Chinese officials from Sinkiang, proceeding to Formosa as a result of the capture of Sinkiang by Communists, have been allowed to come to India in transit, subject to the condition that they leave India within a period of two months.

11. Change in the status of Nationals of Austria.

On the official termination of the state of war between India and Austria with effect from the 16th February, 1949, the nationals of Austria ceased to be "enemy foreigners" within the meaning of the Enemy Foreigners Order, 1939. Restrictions imposed on their movement in and departure from India under the provisions of that Order were, therefore, withdrawn.

12. Position of Indians in United Kingdom and Colonies and Dominions and of British subjects in India.

Under the India (Consequential Provisions) Act, 1949, recently passed in the U.K., persons who have become citizens of India under the Constitution of India will, for purposes of law in force in the U.K. and Colonies, be treated in all respects as if they were British subjects; while in the Dominions which have enacted their own Citizenship Acts, citizens of India will be treated as Commonwealth subjects. The question of enacting legislation to regulate the citizenship of persons not covered by Part II of the Constitution is under consideration. In the meantime, citizens of U.K., Colonies and other Commonwealth countries are being treated as British subjects.

13. Registration of persons as citizens of India under new Constitution.

Articles 5—9 of the Constitution regarding citizenship came into force on 26th November, 1949—the day on which the Constitution was authenticated by the President. Under the provisions of Articles 6 and 7, certain categories of persons, who had migrated to India from Pakistan and who had been ordinarily staying in India for more than 6 months before the commencement of the Constitution were eligible for registration as citizens of India. Necessary arrangements were, therefore, made to effect the registration of such persons.

14. Recoveries from foreign Governments.

During the last war a number of enemy nationals were received from certain Middle and Far East countries for internment in India on behalf of the foreign Governments concerned. Upto the end of December 1949, bills amounting to Rs. 3,00,70,747 (3 crores 70 thousand seven hundred and forty-seven) in respect of the cost of maintenance of internees received from abroad were presented to the foreign Governments concerned for payment. Of this amount, recoveries amounting to Rs. 1,69,31,447 have been effected. Steps are being taken to recover the balance, and also Rs. 13,12,400 due on account of repatriation charges of the internees.

15. Disposal of buildings, furniture etc. of internment camps.

The furniture etc. of the various Internment Camps has been disposed of and arrangements for the disposal of the buildings are well in hand.

16. Geneva convention relating to the treatment of prisoners of war—convention regarding the protection of civilians in time of war.

A diplomatic conference was held at Geneva from the 21st April to 12th August, 1949, with a view to drawing up new conventions for the protection of victims of war. India participated in the said conference. The conference drew up, *inter alia*, the following convention—

“The convention relative to the protection of civilian persons in time of war.”

After a detailed examination of this Convention it was decided to accept it.

17. Amendment of the Indian Passport Rules, 1921.

(a) British subjects domiciled in Burma are at present exempt from the provisions of the Indian Passport Rules, 1921. In view of the conditions prevailing in Burma, it is proposed to subject these persons also to the Passport Rules with effect from the 1st April, 1950.

(b) As a result of the developments in China, it is proposed that some control should be imposed on the entry into India of Tibetans who are at present exempt from the provisions of the Indian Passport Rules, 1921.

18. Delegation of powers under the Indian Passport Act and Rules and the Registration of Foreigners Rules to States in Parts B and C.

Certain powers under the Indian Passport Act and Rules and the Registration of Foreigners Rules have been delegated to the States in Part A and the old Chief Commissioner's Provinces. Since these Acts have been made applicable to all States the delegation of similar powers to the Governments of the States in Parts B and C is under consideration.

19. Recommendations regarding facilitation of Air Transport by the International Civil Aviation Organisation.

India is a signatory to the I.C.A.O. Convention. It has been decided to accept their recommendations for the facilitation of international air transport in so far as they do not conflict with our regulations. It is also proposed to give effect to the recommendation that through air passengers should not be required to be in possession of transit visas provided they do not leave the precincts of the aerodrome. In the case of those breaking journey in India landing permits, which have been specially prescribed for this purpose, will have to be obtained.

20. Visas for India to Jewish refugees.

A number of Jewish refugees from neighbouring countries are proceeding to Palestine. Their cases are being sponsored by the Palestine Office, Bombay, who guarantee their maintenance in India and onward transport to Palestine. It has been decided that such persons may be allowed to come to India in transit on their way to Palestine.

21. Enemy Foreigners Order, 1939—Amendment of—

In view of the liberalisation of the visa policy, the number of Germans coming into India on short term visas have considerably increased. The question of doing away with the

system of 'exit permits' which they are still required to obtain at the time of departure has therefore been taken up.

22. Indian Citizenship Law.

The draft of the Bill providing for acquisition and termination of citizenship and all other matters regarding citizenship in India has been prepared. It is proposed to introduce the Bill in the autumn session of Parliament.

SECTION V—POLITICAL

1. Withdrawal of the ban on Rashtriya Swayam Sewak Sangh.

In October 1948, Mr. Golwalkar, the leader of the R.S.S.S. Organisation was told that the Government of India would have no objection to the functioning of this organization provided that it adopted a written and published constitution, restricted its activities to the cultural sphere, adjured violence and secrecy, professing loyalty to the Constitution of India and the National Flag and provided for a democratic organization. After some discussion with his advisers, Mr. Golwalkar forwarded to the Government of India in March 1949 a draft constitution of the Sangh. After examining the draft in consultation with the State Governments, the Government of India conveyed their reactions to him and asked for a clarification of certain points. The clarifications furnished by him indicated that the points made by the Government of India were substantially met. The ban on the Sangh was accordingly withdrawn on the 12th July 1949 in the centrally administered areas and instructions were issued for the release of all R.S.S.S. detenus and convicts. The State Governments were also requested to take similar action in their areas.

2. The Transfer of Detained Persons Act, 1949.

An Ordinance, entitled "Transfer of Detained Persons Ordinance, 1949", which extended to all Provinces and Acceding States and empowered the Government of a Province or an Acceding State to transfer a detenu to another Province or State with the consent of the Provincial or State Government concerned, was promulgated on the 19th July 1949.

Previously, there was no legal power to effect the transfer of a person detained under a Provincial Public Safety Act, and the promulgation of this self-contained Ordinance became necessary as the power could not be taken by an amendment of any existing Act. It was considered necessary to keep the provisions of the Ordinance alive for so long as the Provincial Public Safety Acts continued to remain in force. As the Ordinance would have ceased to be effective after the expiry of six months from the date of its promulgation, it became necessary to convert it into an Act. A Bill for this purpose was therefore introduced in the autumn session of the Constituent Assembly (Legislative) and it was passed into an Act entitled the "Transfer of Detained Persons Act, 1949". It received the assent of the Governor-General on the 8th December, 1949.

3. Pamphlet entitled "Communist Violence in India".

In September 1949, a booklet entitled "Communist Violence in India" was published in order to bring together and give publicity to the lines on which the Communist Party of India had decided to work and was actually working in certain parts of the country. This publication was considered necessary as isolated accounts in the Press failed to present a comprehensive picture of the strategy and tactics of the Communist party. The aim of the booklet was to demonstrate that individual instances of violence (of which a far from comprehensive list was given at the end) are linked together by an over-all plan. Extracts from Party documents—secret as well as publicly circulated—were given, and the justification for such preventive action as the different Governments in India have been compelled to take from time to time was abundantly established. The booklet evoked very great interest within the country and abroad, and received world-wide publicity.

4. Report of the Press Laws Enquiry Committee.

During the year under review, the Ministry of Home Affairs, in consultation with State Governments and other Ministries concerned, completed the examination of 9 out of

11 recommendations made by the Press Laws Enquiry Committee and decisions were taken thereon. The remaining two recommendations are still under consideration and a decision on these recommendations is expected to be reached in the near future. Thereafter, further action will be taken to implement such of the recommendations of the Committee as are finally accepted by Government. Most of these recommendations require parliamentary legislation.

5. Removal of ban on the entry into India of four Pakistan papers.

In view of the false and malicious anti-Indian propaganda of certain papers published in Pakistan and circulated in India, it was decided in 1948 to impose a ban on the entry into India of 10 Urdu papers of Pakistan. The position has since been under review and as a result the ban was removed in the case of four newspapers.

6. Legislation relating to Preventive Detention.

Article 22 of the Constitution prescribes the conditions under which a person may be detained as a preventive measure. This necessitated a review of the existing Public Safety Acts and analogous measures providing for preventive detention that are in force in different parts of the country. As a result of a recent judgment of the Patna High Court declaring the Bihar Maintenance of Public Order Act as invalid, doubts were raised regarding the validity of similar laws in force in other States also. Thus it became imperative to enact urgently Central legislation on the subject to avoid the risk of wholesale release of dangerous detenus in the various States. A Bill entitled the Preventive Detention Bill, 1950, was accordingly introduced in Parliament on the 25th February 1950 and was passed into law and received the assent of the President on the same date. This law now takes the place of all provisions relating to preventive detention that occur in existing State Acts. It is to remain in force until the first day of April 1951.

7. Legislation for the prescription of punishment for the offence of untouchability.

Under Article 17 of the Constitution, 'Untouchability' has been abolished and its practice in any form forbidden.

That Article also provides that the enforcement of any disability arising out of untouchability shall be an offence punishable in accordance with the law. Under Article 35(ii) of the Constitution, legislation prescribing punishment for the offences referred to in Article 17 has to be undertaken by the Central Government as under clause (a) of Article 35 only, Parliament, and not a State Legislature, has the power to enact such legislation. The question of introducing the required legislation is accordingly under consideration and a Bill in this behalf will be introduced in Parliament as soon as possible during 1950.

8. Detenus Rules for the centrally administered areas.

Up to now the different Centrally Administered Areas with which the Ministry of Home Affairs are concerned have had different rules for the treatment of detenus. These rules are now under examination with a view to laying down a common set of rules for all such areas.

9. Working of the Press Laws.

The Press Advisory system came into being during the War following a "gentleman's agreement" with the All India Newspapers Editors' Conference. The position was reviewed at the end of the War and the Provinces were asked to continue the Press Advisory machinery on the same lines as during the War. The Provincial Governments were asked to give all reasonable facilities for the smooth working of the Press Advisory Committees and set up Committees where these had ceased to exist.

Action against the Press is generally taken in consultation with the Press Advisory Committees and where prior consultation is not possible for any reasons the matter is placed before them as soon as possible after the orders are passed.

In the centrally administered areas, Press Advisory Committees are functioning in Delhi and Ajmer. In Ajmer it has been recently formed at the instance of the Government of India. In Delhi, during the period under review, 53 newspapers and periodicals were warned for publishing objectionable matter: security was demanded from four

R. M. Sharma Authors 9-3-50 ment 231 M. of HA. —s& printing presses, and the security deposited by one paper was forfeited. The keeper of a printing press was also warned. The editors of two papers were prosecuted for publishing obscene advertisements. Three newspapers were subjected to precensorship. The publication of 5 newspapers was banned in Delhi for limited periods. The name of one paper was deleted from the list of newspapers considered suitable for Government advertisements but was later restored to the list. In Delhi 7 books were forfeited which contained objectionable matter. In Ajmer the publication of one paper was banned for a period of three months, and 4 books were prescribed.

SECTION VI—POLICE ESTABLISHMENTS AND CONNECTED MATTERS: ADMINISTRATION OF ARMS ACT AND RULES.

1. Strength of the Police in Part A States and States of Delhi, Ajmer, Coorg and Andamans.

In the Review for the year 1948 it was stated that in view of the unsettled conditions prevailing in the latter half of the year 1947 this Ministry advised Part A States to reinforce their police and equip them with modern arms and ammunition. The actual extent of the re-inforcement of police effected in those States up to the middle of 1948 was also indicated in that Review. During the year under review, with the establishment of more or less stable conditions there has been no significant change in the Police strength. The following Table gives a comparative statement of the nine Part A States and also of Delhi, Ajmer, Coorg and Andamans as they are available.

State	Sanctioned Strength of Police			
	Armed		Unarmed	
	30-6-48	30-6-49	30-6-48	30-6-49
Assam	3,345	3,362	3,616	4,615
Bihar	14,451	14,184	15,468	15,745
Bombay	22,902	24,921	28,534	33,707
Madhya Pradesh	7,020	5,079	16,713	16,619
Madras	19,317	19,282	35,505	35,822
Orissa	4,471	4,681	6,796	7,595
Punjab	15,820	20,708	5,834	1,278
Uttar Pradesh	28,369	23,862	35,003	35,013
*West Bengal	10,908	12,168	21,818	23,795
*Ajmer	756	752	917	1,368
Coorg	215	215	Nil	Nil
Delhi	2,086	2,086	3,669	3,549
Andamans	106	106	454	454

*As on 31-12-48.

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

2. Home Guards and Prantiya Rakshak Dal.

In addition to the police, the State Governments referred to above have organised Police forces known variously as Home Guards, Prantiya Rakshak Dal, Volunteer Forces etc. The latest available figures of their strength are given below:—

	Strength as on 30-6-49
*Assam	2,511
*Bihar	3,417
*Bombay	7,27,693
*Madhya Pradesh	13,031
Madras	10,650
Orissa	Not raised.
Punjab	3,289
Uttar Pradesh	5,85,031
West Bengal	Figures not yet received.

* Figures as on 30-9-49

This Ministry have assisted the State Governments in the procurement of arms and ammunition etc. for these forces too. It was proposed to organise the Prantiya Rakshak Dal in the States of Delhi and Ajmer, but in view of the acute financial stringency the proposal has been deferred for the time being.

3. Police in the States of Delhi and Ajmer.

The proposals regarding the re-organisation of the Delhi Police have been finalised by the local administration. These proposals have also been approved by the Standing Advisory Committee attached to this Ministry, and are now being placed before the Standing Finance Committee for approval. In view of the present financial stringency it is proposed to implement the scheme in convenient stages and to spread it over a period of years. The scheme envisages the strengthening of both the armed and unarmed branches of the Police, laying particular stress on the strengthening of the C.I.D., the Armed Reserve, the communication system of the Police and the fleet of vehicles (of which there is at present a great dearth in the Delhi Police) so that it may become a sufficiently mobile and efficient force. When the scheme has been

fully implemented it is expected that the strength of the Delhi Police will have been brought to a level which will enable it to discharge adequately its responsibilities for the maintenance of law and order and other duties in the Capital. The Table below gives the present strength of the Police and as it will be after the reorganisation :—

	Permanent strength	Temporary strength	Proposed permanent strength after reorganisation
Inspector General of Police	1	1	1
Senior Superintendent of Police	2	3	8
Superintendent of Police	1		
Assistant Superintendent of Police	3	12	22
Deputy Superintendent of Police	11	24	56
Inspectors of Police	12		12
Sergeants	46	84	319
Sub-Inspectors	38	107	401
Assistant Sub-Inspectors	231	505	1,401
Head Constables	1,833	2,443	7,676
Foot Constables		5	13
Stenographers	11		
Clerks			5
Daftries			

Proposals regarding the re-organisation of the Ajmer Police are at present under consideration.

This Ministry have another proposal under consideration to integrate the police forces of some of the States in Part C and to form them into a single Police District and to create a common cadre in respect of certain ranks. Necessary legislation (The Police Act, 1949) permitting the formation of a single Police District for the various Chief Commissioners Provinces has already been enacted. Administrative details regarding the formation of a single Cadre are, at present, under consideration in consultation with the Chief Commissioners and the other authorities concerned. As soon as the scheme for the formation of a single Cadre has been finalised, necessary steps will be taken to place the Police of the States so integrated under a common Inspector General of Police. In the meantime, as a measure for ensuring that the necessary amount of professional experience is brought to bear on Police administration, the I.G.P., Delhi has also been appointed as I.G.P. for Ajmer and Himachal Pradesh.

4. Intelligence Bureau.

The process of expansion and re-organisation of the Bureau to cope with increased responsibilities is continuing

and the question which is at present engaging attention of the Ministry of Home Affairs is the extent to which the Bureau, the main function of which has hitherto been the collection of intelligence, should be vested with the powers of investigation. Necessary provision for investing the Bureau with such powers exists in the Constitution. States are being consulted about the parliamentary legislation that will be necessary for the purpose.

5. Delhi Special Police Establishment.

The Delhi Special Police Establishment which is concerned with detection and prosecution of cases of corruption by the Central Government servants and cases in which the Central Government Departments have been cheated or put to loss, has continued to do useful work in the year under review. The following figures give a comparative idea of its working during the years 1948 and 1949 :

	1948	1949
1. No. of cases registered	476	731
2. No. of cases sent up for trial	189	464
Convictions	62	109
Pending	189	362
Acquittals	53	100
3. No. of cases reported for departmental action	37	102
Punished departmentally	8	16
Pending	33	80
Exonerated	4	9
4. No. of cases under investigation	224	303
5. No. of cases ready for prosecution	26*	17
6. No. of cases dropped	43	114
7. Fines imposed	Rs. 7,07,4172	65,661.8.0

(N.B.—The figures for 1948 and 1949 at items 2-7 above include cases which were registered prior to 1948 and 1949 respectively).

The following table shows the comparative strength of the Delhi Special Police Establishment for the years 1948 and 1949 :—

Posts	1948	1949
Inspector-General	1	1
Assistant Inspector-General		1
Superintendent of Police	3	6
Deputy Superintendent of Police	12	13
Legal Adviser & Public Prosecutors	4	7
Personal Assistant to Inspector-General (now designated as Administrative officer)	1	1
Inspectors	47	54
Prosecuting Inspectors	11	12
Sub-Inspectors	44	96
Prosecuting Sub-Inspectors		12
Assistant Sub-Inspectors	20	52
Head Constables	42	48
Foot Constables	195	475
Clerical and other Establishment	54	187
Total	454	965

* Besides 36 cases pending sanction for prosecution.

The cost of the Delhi Special Police Establishment during the financial years 1948-49 and 1949-50 is as given below:—

1948-49	1949-50
Rs. 12,02,842	Rs. 16,67,000

With a view to making the organization more effective, a committee (consisting of Dr. Bakshi Tek Chand as Chairman and Shri S. K. Patil, Pt. Lakshmi Kanta Maitra, Shri Mahavir Tyagi and Shri L. Krishnaswami Bharati) was appointed to go into the working of the Prevention of Corruption Act 1947, with particular reference to the legal and administrative difficulties experienced by the Delhi Special Police Establishment and to suggest ways and means for effecting an improvement in its working. This Committee has submitted two *interim* reports which are at present under consideration. As a result, it may be found necessary to undertake fresh legislation.

6. Central Police Training College, Abu.

This institution was set up by the Government of India for imparting training to cadet officers recruited to the Indian Police Service and marked a departure from the previous practice under which the Indian Police Officers used to be trained in small batches by the Governments of the Provinces to which they were allotted. This institution was considered necessary both in the interests of improved efficiency of training and of instilling into the cadets a sense of really belonging to an All-India Service. In both respects it has already achieved satisfactory results. The usefulness of this institution is being expanded as a result of the Indian Police Service scheme being extended to areas that were known as States and Unions until the 26th January 1950. So far 78 Indian Police Service Probationers have completed their training at the Central Police Training College, Mount Abu.

7. Police Medals.

Before the inauguration of the Republic on the 26th January, 1950, the members of the Police and organized Fire Brigades in India were entitled to the award of the King's Police and Fire Services and Indian Police Medals. Since these Medals were instituted under Warrants issued by the King, their award has been discontinued with the inauguration of the Republic. It is proposed to institute other suitable

Medals to take the place of the King's Police Medal and Fire Services Medal and the Indian Police Medal for award for gallantry and distinguished and meritorious services. The details regarding the institution of the new awards are under consideration. It is expected to finalise the decision on the subject shortly.

8. Badges of Rank.

With the inauguration of the Indian Republic, the question of changing the badges of rank of Police officers was considered. It was decided that the badges of rank for Police Officers should be as given in Statement I of the Appendix. The main change that was made was the replacement of the Crown by the State Emblem of the Three Lions Capitol without the motto. In order to avoid confusion of identity between Army and Police officers the design approved for the badges of the Police officers carried the following distinguishing features from those accepted for the Army :

- (i) In the case of the Police only white metal badges are to be used and not the gilt metal or embroidered badges;
- (ii) The star will be plain and not have any design at the Centre;

9. Prisoners.

Amnesty to Prisoners on the 26th January, 1950.

To mark the inauguration of the Republic, this Ministry ordered remission of sentences to prisoners convicted by civil courts of criminal jurisdiction in the Chief Commissioners' States on the following scales:—

- (1) Prisoners sentenced to three months or less were to have the entire unexpired portion of their terms remitted and released.
- (2) Prisoners with sentences of 10 years or under were to be released if on January 26 they had served half their term inclusive of remission previously earned.
- (3) Prisoners sentenced to more than 10 years or transportation for life were to be released if they had served at least 5 years inclusive of remissions previously earned.

Habitual offenders, persons detained for failure to furnish security, or sentenced for illegal gratification, fabrication

of evidence etc., or those convicted of criminal violence, such as, robbery, dacoity outraging the modesty of a woman, abduction or kidnapping, murder or breach of jail discipline were, however, excluded from the scope of the above remissions.

Those not eligible for remissions stated above were, however, allowed special remissions on the following scale: (1) Remission of half the period of sentence to those sentenced to three months or less but who had not served out half their terms on January 26. (2) Remission of 1/4th of the term and in no case less than six weeks to those sentenced to more than three months but less than one year. (3) Remission at the rate of two months for each year of sentence to those sentenced to one year or more than one year.

The States' Governments were requested to issue similar instructions in respect of the prisoners with whom they were concerned.

10. Non-Muslim prisoners repatriated from West Pakistan.

As stated in the Review for the year 1948 non-Muslim prisoners received from States and Provinces in West Pakistan, other than West Punjab, were taken over by the Government of India after their arrival in India. After the release of under trial prisoners and certain categories of convicted prisoners, 219 prisoners were received in Delhi Jail. The cases of all these prisoners have been reviewed either on the basis of their judicial records received from Pakistan, or, where such records have not arrived, on the basis of such evidence as is available, including the prisoners' own versions of the cases in which they were convicted. All but 47 repatriated prisoners had been released from Delhi Jail before the 26th January, 1950, either as a result of this review or on expiry of their sentences. The remaining 47 prisoners have been given all the concessions granted to other prisoners on the inauguration of Republic.

11. Legislation to permit removal of prisoners from one unit to another including Part B States.

Section 29 of the Prisoners Act, 1900, as adapted provides *inter alia* for the removal of prisoners from one jail to another in any of the States in Parts A, C and D of Schedule I to the Constitution. The Prisoners Act does not, however, provide for the transfer of prisoners from prisons in those

States to prisons in Part B States; nor is there any other law on the subject. Since the problem of removal or transfer of prisoners from the Parts A, C and D States to Part B States and *vice versa* may arise in the future, it is proposed to enact a separate law to regulate such removal or transfer. The necessary legislation which will be relatable to entry 4 in the Concurrent List in the Seventh Schedule to the Constitution is expected to be introduced in the Parliament shortly.

12. Criminal Tribes.

There has been a persistent demand from many quarters for the repeal of the Criminal Tribes Act, 1924, on the ground that its provisions (which, incidentally, are enforceable in a State only if the Government of that State chooses to do so) are inconsistent with reason and equity. A Committee consisting of Shri Ananthasayanam Ayyangar as Chairman and Shri A. V. Thakkar, Shri Venkatesh Narain Tivary, Shri Kuladhar Chaliha, Sardar Gurbachan Singh and Shri J. K. Biswas as Members has been appointed to examine the actual operation of the Criminal Tribes Act and similar Acts in force in different parts of the country, to consider the views of the States Governments as well as non-official individuals and organizations and to make recommendations regarding the repeal or modification of the Act. The Committee has already started its work and has held several meetings in which the lines on which it should proceed have been decided upon. A good deal of the facts and figures and other material available with the State Governments bearing on the problem of criminal tribes has already been collected and is at present being studied by the Committee. The Committee have also visited some of the Criminal Tribes Settlements in the U.P. to collect firsthand information about their working. The Chairman and the Secy. paid a preliminary visit to Ahmedabad and Bombay to arrange for the visit of the Committee to the various Criminal Tribes Settlements in the State of Bombay. The main touring work of the Committee will begin soon after the conclusion of the budget session of the Parliament. In the meantime the Committee has finalized a questionnaire which is expected to be issued shortly to elicit opinion on the various aspects of the problem. On receipt of the replies to the questionnaire such members of the public as wish to give oral evidence will be examined by the Committee.

13. Administration of the Arms Act and Rules.

As stated in the Review pertaining to the year 1948, the Arms Act and Rules are in actual practice administered through the State Governments concerned, though the policy is laid down by the Government of India. The Act and the Rules have not so far been applied to Part B States, where the subject of arms etc., is governed by local laws. The question of the application of the Act and the Rules to these States is at present under the consideration of the Ministry of States.

As before, the policy of the Government of India is that licences for arms for self-protection should be issued as liberally as possible with reference to the local law and order conditions. They are also anxious that licencees should be provided with the necessary arms and ammunition which are still in short supply. Government have under examination a scheme for manufacture in India of certain types of firearms for civil use, and it is hoped that the scheme will be implemented in the near future. The arms which are imported by private dealers from abroad are being distributed as equitably as possible between the various units in the country through a system of allocation instituted late in 1948.

In the last year's report mention was also made of the review undertaken by this Ministry of the exemptions enjoyed by certain categories of officials, high dignitaries and private persons from the obligations to take out licences for the possession of arms and ammunition. A decision has been taken in the matter and it is proposed to curtail these exemptions and to limit them only to the President of the Union, the Heads of the States (*i.e.* Governors, Rajpramukhs and Chief Commissioners), Coorgis and such rulers of the former Indian States, their sons and members of their families, and their A.D.Cs., and personal bodyguards who were entitled to this privilege in the past and in whose cases the covenants executed by the Government of India and the Rulers provide for the continuance of the privilege. The formal orders giving effect to this decision are expected to be issued shortly. To mitigate hardship to the present exemptees, instructions will be issued for the issue of possession licences freely in respect of the arms etc. held by them by virtue of exemptions.

SECTION VII—JUDICIAL

1. Supreme Court.

With the coming into force of the new Constitution the Federal Court of India constituted under the Government of India Act, 1935, has been replaced by the Supreme Court of India. Article 124 of the Constitution provides that "there shall be a Supreme Court of India consisting of a Chief Justice of India and, until Parliament by law prescribes a larger number, of not more than 7 other Judges." The strength of the Supreme Court is at present one Chief Justice and five Judges. This number may well have to be increased having regard to the extent of the appellate jurisdiction of the Supreme Court as defined in articles 132 to 135 of the new Constitution.

2. High Courts.

Under article 214 of the Constitution, every State in Part A and Part B (excluding Jammu & Kashmir—see article 370) has its own High Court. The Constitution does not provide for the appointment of acting or additional Judges. Prior to the commencement of the Constitution, the strengths of the various High Courts were reviewed and most of the temporary posts of Judges were converted into permanent ones, the incumbents of the posts being appointed as permanent Puisne Judges.

3. Establishment of a Circuit Bench of the Punjab High Court at Delhi.

On account of the acute shortage of accommodation in Delhi, it has not yet been possible to meet the long-standing demand of the public for the establishment of a Circuit Bench of the Punjab High Court at Delhi. It is felt that it may be possible to acquire some building for the Circuit Court when the proposal for moving some of the Government offices outside Delhi materialises.

4. Legislation.

There are 2 Bills, sponsored by the Home Ministry, which were introduced in the current session of the Parliament. One is a Bill to replace the High Courts (Seals) Ordinance, 1950, which provides for the use of seals of common form and design by all High Courts in India; the other is to replace the

Special Courts (Jurisdiction) Ordinance, 1950, which purports to confer upon the Special Criminal Courts constituted by or under certain provincial laws jurisdiction to try offences against laws with respect to any of the matters enumerated in the Union Legislative List. These two Bills have been passed by the Parliament. It is possible that a third Bill, the Contempt of Courts (Amendment) Bill, enabling the High Courts to deal with cases of contempt of court committed beyond their jurisdiction will also be introduced in the current session of the Parliament.

5. Extension of Laws to Delhi and Ajmer.

Delhi and Ajmer have no Legislative Councils of their own and it has been the practice from time to time to extend the Provincial Laws to these areas. A list of such laws is given below:—

S. No.	Name of the Act	Province to which extended	Object of Legislation
1	The U.P. (Temporary) Accommodation Requisition Act, 1947 as up-to date.	Ajmer	To provide for powers to requisition accommodation.
2	The East Punjab Animal Contagious Diseases Act, 1948.	Delhi and Ajmer	To provide for the prevention of spread of contagious diseases among animals.
3	The Punjab Municipal (E.P. Amendment) Act, 1947.	Delhi	To change the text of oath of allegiance to be taken by the members of the various local bodies.
4	The Orissa Weights and Measures Act, 1947.	Delhi	To establish the standard of measures and regulate the use of weights and measures in Delhi.
5	The Punjab Excise (East Punjab Amendment) Act, 1948.	Delhi	To make the prohibition measures more stringent with a view to achieving the ultimate goal of total prohibition.
6	The U.P. Power Alcohol Act, 1940	Delhi	To regulate the import shortage and transport of power alcohol.
7	The Bombay Agriculture Debtors' Relief Act, 1947.	Ajmer	To provide relief to Agricultural Debtors.
8	The Bombay Electricity (Special Powers) Act, 1947 as up to date.	Ajmer	To control the supply consumption, distribution and use of Electricity.

S. No.	Name of the Act	Province to which extended	Object of Legislation
9	The U.P. Land Utilisation Act, 1947	Delhi and Ajmer	To enable the Govt. to bring under cultivation all uncultivated land & strengthen "Grow More Food Campaign."
10	The Societies Registration (Amendment) Act, 1912 (Bombay Act II of 1912).	Delhi	To enable Societies registered under the Societies Registration Act, 1860, on dissolution, to hand over the property etc. of the Society to the Government.

6. High Courts Arrears Committee.

For the past few years there has been a general complaint about the accumulation of arrears in High Courts. A Committee has been set up to enquire into this question and to suggest ways and means for liquidation of those arrears. The Committee comprises Mr. Justice S. R. Das, a judge of the Supreme Court of India, as Chairman; Shri M. C. Setalvad, the Attorney General of India; Shri Alladi Krishnaswami Ayer and Shri S. K. Dar as Members, and Mr. N. N. Mallaya, Under Secretary, in the Ministry of Home Affairs, as Secretary. It is expected that the committee will complete its deliberations and report by the end of April.

SECTION VIII—CENTRALLY ADMINISTERED AREAS, CENSUS AND MISCELLANEOUS.

1. Government of India (Governors' Allowances and Privileges) Order, 1950.

In September 1947, when certain adaptations to the Government of India (Governors' Allowances and Privileges) Order, 1936, were under consideration, it was felt that the amount of allowances drawn by Governors under the terms of that Order was somewhat excessive and therefore susceptible of reduction without impairing the dignity of their position. The question of revising the Order was taken up and in the meanwhile Governors were asked to economise in their expenditure as much as possible. An Order known as the

Government of India (Governors' Allowances and Privileges) Order, 1950; was, subsequently drawn up in consultation with the various Governors and it came into force with effect from the 1st January, 1950. The allowances shown in the Schedule to the Order are, in general measure, based on actual expenditure incurred in the last two years. The maximum provision permissible under the Order of 1936 was, roundly, Rs. 65 lakhs inclusive of dearness allowance. The allowances in the Order of 1950 are of the order of Rs. 51 lakhs inclusive of dearness allowance, which means a saving of about Rs. 14 lakhs. The Governors will continue to draw these allowances until they are finally determined by Parliament.

2. Future of the Centrally Administered Areas.

(a) *Coorg*.—The question of the future of Coorg was considered at a conference held in November 1949 at which the representatives of Coorg were present. After careful consideration of all the arguments contained in the numerous written representations as well as those expressed at the Conference by the representatives, it was decided that the administration of Coorg should for the present be carried on in the same manner as hitherto.

There has been no resettlement in Coorg for the last 30 years. Prices of agricultural produce and coffee etc. have risen considerably but Government could not take advantage of the prices in increasing their revenues. In order, therefore, to take advantage of the present rise in prices, it has been decided to introduce Summary Settlement and a Bill in this connection is under consideration in the Coorg Legislature.

(b) *Panth Piploda*.—Panth-Piploda has been merged with the State of Madhya Bharat with effect from the 26th January, 1950.

(c) *Ajmer*.—The question of the merger of Ajmer with the State of Rajasthan has been considered, and it has been decided that for the present no change should be effected.

(d) *Delhi*.—After careful consideration and having regard to the position of Delhi as the Capital of India and on the analogy of similar Capital cities elsewhere it has been decided to make some changes in the present set up of the

Delhi administration with a view to giving the maximum autonomy in local affairs. Steps are being taken to introduce a Bill for this purpose in Parliament at as early a date as possible.

3. Andaman and Nicobar Islands.

Budget.—A sum of Rs. 1,08,61,000 (Rs. one crore eight lakhs and sixty-one thousand) was provided under grant No. 88-Andaman and Nicobar Islands, for the current financial year *i.e.* 1949-50. The Chief Commissioner Andamans anticipated an excess expenditure of Rs. 1,66,000. A Supplementary Grant of Rs. 1,66,000 was, therefore, sanctioned. The excess expenditure was due mainly to increase in Stevedoring charges in Indian ports; increased cost of petrol; cost of transmission and distribution lines for the New Power Plant and payment of leave salary, transit pay and transfer T. A. due to change in the incumbency of the post of the Chief Commissioner.

For the financial year 1950-51 a provision of Rs. 1,25,76,200 has been proposed, to meet charges on account of pay of establishments, maintenance of essential public services and other normal expenditure and also expenditure on development *e.g.* forests, cultivable land and fisheries considered essential for the economic development of the islands.

Relief to persons who suffered loss of property etc., during enemy occupation of the Islands.—During the year 1949-50 a sum of Rs. 10 lakhs was placed at the disposal of the Chief Commissioner for affording relief, in the form of interest-free advance, to those persons who suffered loss of property during the Japanese occupation of the Islands, subject to a maximum of Rs. 2,000 in the case of each individual.

Rehabilitation of displaced personnel.—During 1949, 178 families comprising 732 displaced persons were settled in the South Andamans. The concessions given to them were as follows:

For Agriculturists.—

- (i) 10 acres of land free of cost, with remission of land revenue for the first two years;

- (ii) Rs. 30 to every adult member and Rs. 15 for each child, subject to a maximum of Rs. 100 per month per family for a period of 9 months from the date of dis-embarkation at Port Blair;
- (iii) Two buffaloes as plough cattle and one she-buffalo as milch cattle;
- (iv) Seed, paddy, agricultural implements and manure free of cost.

For artisans and non-agriculturists.—Half acre of land for construction of houses and financial assistance as admissible to agriculturists for a period of three months; and

For All.—

- (i) Free passage with board from Calcutta to Port Blair;
- (ii) Sufficient building material free of cost.

Scheme for rehabilitation of further batch of displaced persons.—The Chief Commissioner reported that about 1,200 acres of land would be available by the end of December 1949, to settle agricultural families in the Andamans. Certain revised terms of concessions were laid down. The Government of India tried to obtain 120 displaced agricultural families from the Punjab (formerly East Punjab) but without success. Later the Government of West Bengal were asked to find 120 families. The Ministry of External Affairs also took up the question of rehabilitating 120 agricultural Indian families from Burma, who were apparently willing to go to the Andamans. Meanwhile with a view to attracting displaced agriculturists to the Andamans the following revised terms have been agreed upon in consultation with the West Bengal Government :

- (i) 10 acres of land free of cost to each agriculturist family,
- (ii) Exemption of land revenue for two years.
- (iii) Facilities for cutting timber free of cost from Government forests for construction of a house,
- (iv) Grant of the following loans:—

	Rs.
(a) House building	500
(b) Purchase of bullocks	700
(c) Purchase of implements and utensils	130
(d) Purchase of seeds and manure	100
(e) Maintenance at the rate of Rs. 15 and Rs. 10 per adult and child respectively per mensem for six months	360

Total 1,790

Inclusive of a loan of Rs. 1,790 for items mentioned at (a) to (e) above and of the cost of passage from the place of departure to the place of destination in the Andamans, each selected family will be eligible for a total loan of Rs. 2,000/-.

The revised terms are based on the understanding that the Government of West Bengal will find the required sum of Rs. 2,40,000 (for a maximum number of 120 families) out of the allotment of Rs. 3 crores already made to them by the Central Government for rehabilitation of displaced persons. The West Bengal Government have been advised to arrange to send 30 families to the Andamans by the end of February 1950, and to settle, in consultation with the Chief Commissioner, other details, *e.g.* the appropriate time for sending the next batch of selected families.

A deputation from Burma had submitted a scheme to the Ministry of External Affairs for settling agricultural families from Burma in the Andamans through a Co-operative Society. Rev. Thangaraj, who is sponsoring the cases of displaced Indian labourers and agricultural families in Burma for their resettlement in the Andamans, is arranging to send an exploratory party of six persons to the Andamans in February, with a view to settling families there some time in November or so after the rains.

Repatriation of Chinese.—At the beginning of the year 1949, there were 17 Chinese displaced persons in the Islands, who were to be repatriated. Out of these, 13 desired to go to Sumatra and they were repatriated in January, 1949. The expenditure on their repatriation was borne by the International Refugee Organisation. Out of the remaining 4 Chinese, 2 have expressed a desire to stay in the Islands for some time more and then leave at their own expense. One desires to be repatriated to Singapore. Our Representative in Singapore has been requested to obtain the necessary permission from the Malayan Government. One desires to settle in the Islands and he has been permitted to do so.

Advisory Council.—An Advisory Council for the Islands, to be associated with the Chief Commissioner in the discharge of his administrative functions, has been constituted. The Council consists of the Chief Commissioner, who presides over the meeting, and five other members representative of the various interests in the Islands.

Publicity.—The Chief Commissioner asked for three radio sets with extension loud-speakers and a mobile van for effective publicity of important problems of all-India importance, in the Islands. Sanction for purchase of three radio sets (two mains operated sets and one battery set complete with battery) and three extension loud speakers, costing about Rs. 1,800/- has been communicated to the Chief Commissioner.

Food Position.—Foodgrains like wheat, atta, rice, flour and samoline etc. for the Andaman and Nicobar Islands are procured through the Food Ministry and are sent to the Andamans quarterly as and when required by the Andamans Administration. The foodgrains are generally released by the Regional Food Commissioner, Calcutta and are shipped by the S.S. "Maharaja", a Government chartered steamer. Sugar is also procured through the Agriculture Ministry and is sent to the Andaman and Nicobar Islands as and when required. It is released by the West Bengal Government if required by the Calcutta sailing and by the Madras Government if required by Madras sailing.

Co-operative Societies.—A Society known as the Central Welfare Co-operative Society has been set up in Port Blair to deal with cloth and other consumer goods required by the public in the Islands.

Wireless.—There has recently been a reorganization of the system of police wireless communication in the Islands. Details of the wireless net-work, which has been established, are given below :—

1st Grid (Control) Port Blair	2nd Grid (Control) Port Blair	3rd Grid Control Long Island	4th Grid (Control) Port Blair
Nancowry Car Nicobar	Long Island Stewart Island	Rangat/Betapur Baratang Island Bajalmgata.	8 Marine Crafts.

In addition to the above radio facilities for internal communication, a radio link has been improvised between Port Blair and India *via* Calcutta, pending the establishment of a direct Delhi-Port Blair link which is expected to come into operation shortly.

At Nancowry, where there is a good natural harbour and where it is necessary to establish a means of check against infiltration of Chinese and other foreign nationals, there is,

in addition to the Wireless Station, a special police outpost. It is proposed to construct more buildings, including a hospital and school, on these Islands.

Administration.—There has not been much change in the administration, except that a new Chief Commissioner (Mr. A. K. Ghosh) has been appointed, *vice* Mr. I. Majid and two more officers have been appointed this year, namely an Assistant Electrical Engineer (Mr. Baskaran) and an Assistant Fisheries Research Officer (Mr. Sadavisa).

New Schemes.—Some of the new schemes, apart from the rehabilitation of displaced persons, sanctioned for the next year are as follows :

- (i) A provision of Rs. 16,00,000 for the chartering of a second ship to ply between the Islands and the mainland. This ship is expected to bring a return of 19½ lakhs resulting in net gain of 3½ lakhs.
- (ii) A provision of Rs. 25,000 has been made for conducting a health survey in the Islands.
- (iii) Additional funds of Rs. 42,600 have been provided for fire fighting equipment.
- (iv) A provision of Rs. 30,000 has been made for the purchase of a tractor and additional milch cattle.
- (v) A unit of the National Cadet Corps has been organised in the Islands and a provision of Rs. 7,800 has been made to maintain it.
- (vi) A provision of Rs. 2,00,000 has been made to raise the strength of the police in the Islands.

4. Formation of an Andhra Province.

The Government of India were prepared to consider the question of the formation of an Andhra province on the basis of the resolution passed by the Congress Working Committee on the 16th November 1919 which reads as follows:—

“Considered the resolution of the Madras Government, the Andhra Provincial Congress Committee and the Tamilnad Congress Committee in regard to

the formation of the Andhra Province. In view of their general agreement that the Andhra Province may be constituted in accordance with the report of the Linguistic Provinces Committee appointed by the Jaipur Congress, Resolved that the Government of India be requested to take steps to form forthwith the Andhra Province consisting generally of the undisputed Andhra districts but without the city of Madras.

“The exact demarcation should be made by a Boundary Commission to be appointed therefor. The Committee trusts that these steps will enable the inclusion of the Andhra Province in Schedule I of the new Constitution.”

The resolution refers to the general agreement reached between the Andhra Provincial Congress Committee and the Tamilnad Congress Committee on the basis of the Linguistic Provinces Committee report. This Committee, while strongly deprecating taking up the question of linguistic provinces at this stage of our national development, thought that the demand for Andhra had a larger measure of agreement than other similar demands and accordingly considered that, without violation of the general principles made by them, an Andhra province could be formed subject to the two basic conditions, *viz.* (1) that the protagonists of an Andhra province should abandon their claim to the city of Madras and (2) that the new province could only be brought into existence with the willingness and consent of the component parts of Madras province.

At the instance of the Government of India, the Madras Government set up a Partition Committee whose report, including a minority report by Shri T. Prakasam, was forwarded to the Government of India, along with the views of the Madras Government who, supporting the majority recommendations of the Committee, proposed that an Andhra province should be created before the 26th January 1950. While recognising that, in a matter of this sort, unanimous agreement was not likely to be achieved between every single interest affected, the Government of India felt bound to satisfy themselves that agreement had been reached at least by the main political elements. That such agreement was lacking

was only too evident from the numerous representations received from, and resolutions passed by important bodies, including the Andhra Provincial Congress Committee, whose views were at variance with the majority recommendations of the Partition Committee on such vital issues as the location of the capital and the allocation of assets and liabilities. Acute controversy had also developed about the future of Bellary and this was particularly unfortunate having regard to the fact that the Tungabhadra project is located in that district. Clearly, the basic conditions laid down by the J.V.P. report were not satisfied. Moreover, there were practical difficulties, financial and administrative, which had not yet been settled. The Government of India were therefore unable to advise the Governor-General to issue an Order for setting up a new province before the 26th January 1950; nor could they agree to its formation while outstanding differences and unresolved question remained to be settled.

Accordingly, the Madras Government were informed that the Government of India considered it essential that, before the question could be taken up again, the outstanding differences and unresolved questions should be settled; that, in the meantime, the administration of the province should be continued on the existing basis as that of one province and all possible steps taken to ensure that it is not allowed to suffer or deteriorate in any way.

5. Durgah Khwaja Saheb Committee.

The Committee of Enquiry constituted to enquire into the affairs of the Dargah Khwaja Saheb (Ajmer) referred to in paragraph 6 of Section XIV of the Review for 1948 have submitted their Report which is at present under examination. The Committee have gone exhaustively into the history of the Dargah and its endowments, and have conducted a detailed and careful examination of the administration of the Durgah. They have come to the conclusion that the administration of the Durgah's affairs under the Act of 1936 as amended by the Act of 1938 was a total failure, and in actual practice the cupidity, factionalism and love of power of the persons who had been controlling the affairs of the Durgah had brought about a serious deterioration in the standard of administration. The Committee have recommended that full powers of administration should vest in a Governing

Body of five Sunni Muslims of India headed by a person with judicial experience and that the day to day work should be conducted by a Manager appointed by the Governing Body. There should be an Advisory Committee consisting of Sunni Muslims of Ajmer to assist the Governing Body. Other recommendations relate to the collection and distribution of *nazars*, the licensing of qualified persons from among the Khadims to act as Vakils for pilgrims, improvement of amenities for pilgrims, establishment of and assistance to libraries, schools orphanages, arrangements for religious discourses, etc.

These recommendations are now under examination by Government and in due course such legislation as may be deemed necessary will be submitted to Parliament. As an interim measure, a whole-time Government servant has been appointed as Administrator of the Durgah under an Ordinance which it is proposed to convert into an Act during the current session of Parliament.

6. Civil Defence.

In order to assist the Civil Defence Committee, referred to in Sec. XIV of the Review of the activities of the Ministry of Home Affairs for 1948, a technical sub-committee on civil defence is being set up under the Ministry of Home Affairs with a whole-time Secretary and a nucleus staff to draw up plans for civil defence for the whole of India and to keep them up-to-date from time to time. The Sub-Committee is expected to begin work from the next financial year.

7. President's and Governor's Flags.

In view of change in the status of India from a "Dominion" to that of "Sovereign Democratic Republic", it was considered necessary to have new Flags for the President, Governors and Rajpramukhs.

The Flag adopted for the President consists of a design in vermilion and blue backgrounds in opposite quarters, with the Asoka Capital, a pair of scales, a picture of an elephant from the Ajanta Frescoes and a lotus bowl from Sanchi—each in a quarter of the oblong Flag. As in the Royal Standard of England, there will be no inscription on the

Flag. The four figures in the design are symbolic of epochs in India's past as well as emblems of some aspect or phase of Indian history, economy or religion, making the combination thus both artistic and significant.

The flag for the Governors and Rajpramukhs show on a plain saffron background the state crest with the name of the State in Nagri script below it.

8. National Flag, State Emblem and National Anthem.

(a) *National Flag*.—The rules for the display of the National Flag have been revised. A more detailed Flag Code will be considered in due course. Steps are also being taken to standardize the national flag in regard to the fabric, colour and size, etc.

(b) *State Emblem*.—The motto "Satyameva Jayate" for the state emblem has been adopted and the design for the state emblem standardized. A Bill has been passed in Parliament to prevent the unauthorised use of the national flag and the state emblem.

(c) *National Anthem*.—The composition consisting of the words and music known as 'Jana Gana Mana' has been adopted as the national anthem of India. Rules have also been framed to restrict its use to appropriate occasions. Steps are also being taken to draw the attention of the States Governments to the statement made by the President of the Constituent Assembly on the 24th January 1950 that the song 'Vande Matram', which has played a historic part in the struggle for Indian freedom shall be honoured equally with 'Jana Gana Mana' and shall have equal status with it.

9. Awards.

On the occasion of the inauguration of the Republic of India, it has been decided to institute the Indian Independence Medal. This medal will be awarded to—

- (i) all members of the Police Forces in India; and
- (ii) such members of the Armed Forces as have been recruited since the 15th August, 1947; who are in employment on the 26th January, 1950.

The design of the medal and the ribbon is expected to be finalised shortly.

10. Privilege Ticket Order Concession.

The P.T.O. concession to employees of the Central Government (other than Railway employees), on the analogy of a similar concession obtaining on the Railways, was introduced with effect from the 1st January, 1948, on the recommendation of the Central Pay Commission. In view of the need for economy, the concession has been suspended, as a temporary measure, for a period of one year with effect from the 5th of October, 1949.

11. Liveries.

The style and scale of liveries for Class IV Government servants working in the Government of India offices at Simla and Delhi have been finalised. These liveries are now of Indian style and more economical.

12. Diwakar Committee.

The Diwakar Committee set up to examine the implications of the non-recognition of castes, sub-castes, sects and religions referred to in Sec. XIV of the "Review of the activities of the Ministry of Home Affairs for 1948" has concluded its deliberations and has submitted its report.

13. Census.

Government decided to create a post of Registrar General and combine it with that of Census Commissioner, in order to develop and improve the systematic collection of statistics bearing upon the size and growth of population of the country as a whole, and to bring the whole field of population data within the purview of a single organisation.

At the instance of the Census Commissioner, housenumbers have been proceeding in most parts of the country. This is not only a preparatory measure for the 1951 census but is intended to provide a durable framework for facilitating economic and social enquiries during inter-censal periods.

During the year, officers required for constituting the census organisation were selected and earmarked.

APPENDIX

STATEMENT I

Statement showing badges of Rank prescribed for various Police Officers

Rank	Design for the Indian Police and the Indian Police Service Officers.
(a) Director, Intelligence Bureau.	Crossed sword and baton and Indian State Emblem.
(b) Inspectors-General of Police.	Crossed sword and baton and one star.
(c) Deputy Directors, I.B., Commissioners of Police and Dy. Inspectors general of Police.	State Emblem and three stars.
(d) Superintendents and Dy. Commissioners of Police of 20 years' service whether in the Selection Grade or not, provided they have crossed the efficiency bar, and Superintendents of Police, Selection Grade.	State Emblem and two stars.
(e) Superintendents and Dy. Commissioners of Police with more than 15 years', but less than 20 years' service	State Emblem and one star.
(f) Superintendents and Dy. Commissioners of Police (offg. or substantive) with less than 15 years' service.	State Emblem.
(g) Asstt. Superintendents of Police in charge of Sub-Divisions or of 5 years' service and above.	Three stars.
(h) Asstt. Superintendents of Police with less than 5 years' service and not in charge of a Sub-Division.	Two stars.
(i) Probationary Assistant Superintendents of Police.	One star.
(j) Asstt. Directors of Intelligence Bureau, Government of India.	Badges of rank according to seniority in the Police scale.

APPENDIX

STATEMENT II

Figures giving an indication of the volume of recruitment work dealt with by the Commission

1948	1949
I. Open competitive examinations.	I. Open competitive examinations.
(i) Combined competitive examination for the Indian Administrative Service, the Indian Foreign Service, the Indian Police Service and Central Services Class I.	(i) Combined competitive examination for the Indian Administrative Service, the Indian Foreign Service, the Indian Police Service and Central Services Class I.
(ii) Six separate competitive examinations for other services, e.g., Special Class Railway Apprentices, R.I.N. examination, I.M.M.T.S. (Dufferin) etc.	(ii) Six separate competitive examinations for other services, e.g., Special Class Railway Apprentices, R.I.N. examinations, I.M.M.T.S. (Dufferin), Survey of India and Test for Stenographers.
Of the total number of candidates who appeared at these examinations, 800 candidates were interviewed by the Commission and placed in the order of merit.	(iii) Four separate examinations for selection of candidates for entry into the Joint Services Wing and Military Wing of the National Defence Academy and the Indian Air Force Academy.
	(iv) An examination for selection of trainees for the United Nations Secretariat (held at the request of the United Nations).
	(v) An examination for the probationers of the Indian Police Service.
	(vi) Four examinations for testing Assistants and Clerks employed in the Secretariat and attached offices of the Government of India in Typewriting.
	(vii) A Reporters' Efficiency Test.
	Of the total number of candidates who appeared at the examinations (i) & (ii) above 628 were interviewed by the Commission and placed in order of merit.
II. Recruitment by interview and selection.	II. Recruitment by interview and selection.
(i) Cases pending from 1947 165	(i) Cases pending from 1948 249
(ii) Requisitions received during the year. 589	(ii) Requisitions received during the year. 478
TOTAL 754	TOTAL 727
(i) Cases disposed of 474	(i) Cases disposed of 450
(ii) Number of applications scrutinised. 24,000	(ii) Number of applications scrutinised. 21,987
(iii) Number of applicants interviewed. 6,000	(iii) Number of applicants interviewed. 5,271
(iv) Number of candidates recommended for appointment. 1,300	(iv) Number of candidates recommended for appointment. 795

APPENDIX X

STATEMENT III

Category and Provincewise Statement of progress of absorption of refugee and Central Government servants Registered with the Transfer Bureau upto 28-12-49.

1	2	3	4	5	6	7		
Category	Province	Total number Registered	Number of known absorptions	Number of cases nominated but result not yet known	Number of cases transferred or cancelled	LIVE CARDS		
						In which particulars have been circulated	On which action is yet to be taken	Total
	Central	6	2	..	4	..	..	..
	Sind	17	8	..	1	9	..	..
	N.W.F.P.	3	3	..	..	..	..	..
	Baluchistan	4	1	1	..	1	..	..
	Others	..	..	..	..	..	..	..
	Total	30	14	1	5	10	..	10
	Central	1165	593	120	407	4	..	4
	Sind	4423	2458	950	1027	40	..	40
	N.W.F.P.	1122	744	141	231	5	..	5
	Baluchistan	420	296	44	73	2	..	2
	Others	105	45	36	19	..	..	..
	Total	7235	4136	1291	1757	51	..	51
I	Central	2	2	..	1	..	..	..
	Sind	365	182	55	37	91	..	91
	N.W.F.P.	219	111	36	16	54	..	54
	Baluchistan	43	27	1	6	10	..	10
	Others	3	..	..	2	1	..	1
	Total	632	322	92	62	156	..	156
7	Central	21	9	..	5	9	..	9
	Sind	213	111	29	7	68	3	71
	N.W.F.P.	109	73	..	3	31	1	32
	Baluchistan	65	33	7	10	14	1	15
	Others	7	1	..	..	..	..	..
	Total	415	227	36	25	122	5	127
	Central	3	2	..	..	1	..	1
	Sind	280	152	60	30	37	1	38
	N.W.F.P.	245	123	31	17	72	2	74
	Baluchistan	28	20	1	..	7	..	7
	Others	4	..	..	3	1	..	1
	Total	560	297	92	50	118	3	121
I	Central	37	8	11	11	9	..	9
	Sind	809	422	132	61	188	1	189
	N.W.F.P.	132	85	14	21	20	..	20
	Baluchistan	40	25	..	6	8	..	8
	Others	10	3	..	3	..	..	..
	Total	1028	543	157	102	225	1	226

Category and Provincewise Statement of progress of absorption of refugee and Central Government servants Registered with the Transfer Bureau upto 28-12-49

1	2	3	4	5	6	7		
Category	Province	Total number Registered	Number of known absorptions	Number of cases nominated but result not yet known	Number of cases transferred or cancelled	LIVE CARDS		
						In which particulars have been circulated	On which action is yet to be taken	Total
VII	Central	2	..	..	1	..	..	..
	Sind	96	43	27	13	11	1	12
	N.W.F.P.	9	8	..	2	1	..	1
	Baluchistan	2	1	..	1	..	..	..
	Others	..	..	..	..	..	..	..
	Total	109	52	27	17	12	1	13
VIII	Central	13	6	4	3	1	..	1
	Sind	146	62	24	38	21	..	21
	N.W.F.P.	34	21	3	8	2	..	2
	Baluchistan	18	11	..	4	3	..	3
	Others	1	..	..	..	1	..	1
	Total	212	100	31	53	28	..	28
IX	Central	43	10	31	2	..	..	..
	Sind	759	341	101	59	265	..	265
	N.W.F.P.	102	87	..	6	5	..	5
	Baluchistan	43	23	..	6	14	..	14
	Others	5	..	..	2	..	..	..
	Total	952	461	132	75	284	..	284
X	Central	..	..	..	1	..	..	..
	Sind	21	8	7	5	1	..	1
	N.W.F.P.	16	12	1	2	..	..	..
	Baluchistan	..	..	..	..	..	..	..
	Others	4	4	..	..	..	..	..
	Total	41	24	8	8	1	..	1
XI	Central	152	50	70	28	1	2	2
	Sind	414	283	89	33	2	7	9
	N.W.F.P.	284	189	53	37	2	3	5
	Baluchistan	226	127	73	25	1	1	2
	Others	5	2	3	1	..	..	..
	Total	1081	651	288	124	6	12	18
XII	Central	8	5	..	2	2	1	3
	Sind	16	15	..	..	..	..	..
	N.W.F.P.	12	1	4	3	2	2	4
	Baluchistan	5	2	1	1	..	..	..
	Others	13	3	..	10	..	..	..
	Total	54	26	5	16	4	3	7
	GRAND TOTAL	12349	6853	2160	2294	1017	25	1042
Abstract	Central	1452	687	236	465	27	2	29
Province-	Sind	7559	4085	1474	1311	733	13	746
wise	N.W.F.P.	2287	1457	283	346	194	8	202
	Baluchistan	894	566	128	132	60	2	62
	Others	157	58	39	40	3	..	3

NOTES.—

(i) Number of cases 'Transferred or Cancelled' includes cases transferred to D.G.R.E. and those cancelled due to ineligibility of candidates, their failure to comply with Transfer Bureau nomination orders and also due to duplicate registrations.

(ii) 'Others' under column 2 include first registrations of retrenched Central Government employees and Pakistan optees who have migrated to India.

APPENDIX

STATEMENT IV

List of categories of refugee Government Servants registered by the Transfer Bureau.

I. Secretariat officers.

II. Ministerial Personnel.

- (a) Stenographers.
- (b) Superintendents.
- (c) Headclerks, Assistants, Clerks & Typists.
- (d) Accountants, Statistical & Accounts Clerks.
- (e) Stores-Clerks.
- (f) Non-Matric Clerks.
- (g) Vernacular Clerks, Readers, Munshies, Muharirs, Nazirs, Abdars, Canal Assistants, Sharistedars, Revenue Assistants & Darogas.

III. Revenue, Excise & Judicial Personnel.

- (a) E. A. Cs., Sub-Judges, P.C.S. Officers, Etc.
- (b) Tehsildars & Naib Tehsildars, Zilledars, Official Receivers, Administrators & Sub-Registrars.
- (c) Kanungoes & Patwaris.
- (d) Excise Officers.

IV. Medical & Health personnel.

- (a) Doctors & Radiologists.
- (b) Compounders, Nurses, Nursing Orderlies & Laboratory Attendants.
- (c) Health Visitors, Laboratory Assistants, Sanitary Inspectors & Anti-Malaria Supervisors.

V. Educational Personnel.

- (a) Inspectors or Dy. Inspectors of Schools.
- (b) Principals, Professors, Headmasters. (Men & Women).
- (c) Teachers & Vernacular Teachers. (Men & Women).
- (d) Peons. (Female).

VI. Engineering Personnel.

- (a) Engineers—(Civil, Electrical, Mechanical & Mining).
- (b) Supervisors, S.D.Os., Overseers, Factory Inspectors. (Civil, Electrical, Mechanical).
- (c) Foreman, Mechanics, Fitters, Drivers, etc.
- (d) Electricians, Wiremen, Powerhouse & Switch Board Attendants, Welders, etc.
- (e) Instructors in engineering & Vocational trades, e.g., blacksmithy, Carpentry, weaving etc. etc.
- (f) Surveyors, Draftsmen & Tracers.

VII. Posts & Telegraphs Personnel.

- (a) Wireless & Telephone Operators.
- (b) Signallers.

VIII. Agricultural, Forest & Veterinary Personnel.

- (a) Chemists & Research Assistants.
- (b) Agriculturists & Botanists (Entomologists, Mycologists & Horticulturists).
- (c) Forest Staff—(Forest Officers, Rangers, etc).
- (d) Veterinary Surgeons.

IX. Police, Jails & Miscellaneous Personnel.

- (a) Gazetted Staff (Supdts., Assistant & Deputy Supdts.).
- (b) Non-Gazetted Staff—(Inspectors, S.Is., A.S.Is. & Jailors).
- (c) Constabulary Staff & Jail Warders.
- (d) Misc. Executive Staff—(Rationing, Sales, Tax, Fisheries, Labour etc. Officers).

X. Printing Press Personnel.

- (a) Printers, Computers, Compositors, Fero-Typers, etc.

XI. Class IV Servants.—

- (a) Daftries, Jamadars, Peons, Bailiffs, Process servers, Chowkidars, Chobdars, Farashes, Sweepers, etc.

XII. Other cases.

- (a) Skilled Labour—(Masons, Carpenters, Pattern Makers etc).
- (b) Miscellaneous—(Artists, Journalists, Announcers, etc.).

APPENDIX

STATEMENT V

Statement showing absorption, nominations, circulations etc. of the candidates registered with the Transfer Bureau on the recommendations of the Employment Coordination Committee up to 28-12-1949.

Category	Total Begn.	Number of cases cancelled or transferred	Net	Number known absorptions	of cases nominated but result not known	Number of In which parti- culars have been circulated	Others	Total of columns 7 and 8
1	2	3	4	5	6	7	8	9
1.* Administrative Officer (Cat.I).	71	..	71	29	6	36	..	36
2. Professors (Cat.V)	7	..	7	2	1	4	..	4
3. Engineers (Cat. VI)	9	..	9	4	..	5	..	5
4. Agri-Personnel (Cat.VIII)	2	..	2	1	..	1	..	1
5. Ministerial Posts 11	123	3	120	109	8	1	2	3
	212	3	209	145	15	47	2	49

NOTE.—*Administrative Officer include lawyers, judges, public prosecutors and other executive officers.

APPENDIX

STATEMENT VI

EMPLOYMENT CO-ORDINATION COMMITTEE.

Placements effected as a result of its initiative.

CENTRAL GOVERNMENT DEPARTMENTS.

Assistants in various Ministries including 100 Assistants who received training in the Secretariat Training School	121
--------------------------------------------------------------------------------------------------------------------	-----

Selected for training as Co-operative Inspectors in the Ministry of Relief and Rehabilitation	36
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Other higher jobs including those carrying a pay between 600/- and 1600/	43
--------------------------------------------------------------------------	----

PROVINCIAL GOVERNMENTS	12
------------------------	----

NON-GOVERNMENT ORGANISATIONS	10
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TOTAL	222
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NOTE.—Only a part of these was through the agency of the Transfer Bureau.