

# **ESTIMATES COMMITTEE**

## **(1969-70)**

**( FOURTH LOK SABHA )**

### **HUNDRED AND TWENTY-EIGHTH REPORT**

**MINISTRY OF HOME AFFAIRS**

**Union Territory of Andaman and Nicobar Islands**



**LOK SABHA SECRETARIAT**

**NEW DELHI**

*April, 1970/Vaisakha, 1892 (Saka)*

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# C O R R I G E N D A

To

128th Report of Estimates Committee  
(Fourth Lok Sabha) on the Ministry  
of Home Affairs - Union Territory of  
Andaman and Nicobar Islands.

Page (iii), S.No.26, for 'Shri' Supakar' read  
'Shri S. Supakar'.

Page 5, para 1.21, line 4, delete ' ' ' after  
'Jarwas'.

Page 6, para 1.21, lines 5 and 7 for 'Ongies'  
read 'Onge's'.

Page 9, para 1.30, Item (iv), for 'Praternity'  
read 'Fraternity'.

Page 32, S.No.8, col.3, for '-20.5%' read '+2.32%'.

Page 32, para 4.3, Item(ii), line 5, for 'Mihuops'  
'MIHUSOPS' read 'MIMUSOPS'.

Page 32, para 4.3, Item (iii), last line, for  
'gurian' read 'gurjan'.

Page 35, para 4.3, Item (iv), line 8, for  
'Lawbapathi' read 'Lambapathi'.

Page 41, Foot Note, line 2, for 'about' read 'almost'.

Page 52, para 5.17, line 6, add 'based' after 'and'.

Page 82, para 6.30, line 2, for 'DHUP, RESIN' read  
'DHUP-RESIN'.

Page 88, para 6.55, line 10, for 'Cellulow' read  
'Cellular'.

Page 130, para 10.34, line 1, add 'taken to'  
after 'to be'.

Page 158, para 11.23, line 4, for 'htat' read 'that'.

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(1969-70)

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## INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Hundred and Twenty-Eighth Report on the estimates relating to the Ministry of Home Affairs—Union Territory of Andaman and Nicobar Islands.

2. The Committee took evidence of the representatives of the Ministries of Home Affairs; Labour, Employment and Rehabilitation (Department of Rehabilitation); Food, Agriculture, Community Development and Cooperation (Department of Agriculture); Shipping and Transport (Transport Wing); Health and Family Planning & Works, Housing and Urban Development (Department of Health and Family Planning); Defence; Education and Youth Services; Finance (Department of Expenditure—Home and Finance Branch); the Planning Commission and the Chief Commissioner, Andaman and Nicobar Islands on the 20th and 21st February, 1970. The Committee wish to express their thanks to the Officers of these Ministries and the Planning Commission as also the Chief Commissioner, Andaman and Nicobar Islands for placing before them the material and information which they desired in connection with the examination of this subject and for giving evidence before the Committee.

3. The Report was considered and adopted by the Committee on the 28th April, 1970.

4. A statement showing analysis of recommendations contained in the Report is also appended to the Report (Appendix—IV).

NEW DELHI;

*April 30, 1970.*

*Vaisakha 10, 1892 (Saka).*

M. THIRUMALA RAO,

*Chairman,*

*Estimates Committee.*

## CHAPTER I

### GENERAL

#### A. Topography

1.1. The Union Territory of Andaman and Nicobar Islands comprises two separate groups of islands, viz. the Andaman group and the Nicobar group. A map of the Islands is at Appendix-I. They lie North South between 6° and 14° of North latitude and 92° to 94° East longitude and forms the most isolated part of the Indian Union. The Islands lie in a long and narrow broken chain as part of a continuous ridge from Cape Negrais in Burma through the Preparis and Coco islands to the Andamans and continue further south to the Nicobars and Sumatra. The dreaded 10° channel which is 90 miles wide and 400 fathoms deep separates the Andamans and Nicobars from each other.

1.2. The considerably larger islands in the Andaman group are the 'North Andamans', 'Interview' 'Middle Andaman', 'Baratang', 'Havelock', 'South Andaman', 'Rutland' and 'Little Andaman'—all of them being separated from each other by shallow seas. Besides these, there are numerous large and small islands making up a total of 447 islands and rocks, many of them are very small in size in the group of which only 17 are inhabited. The Nicobar group comprises 120 islands and rocks of which 12 are inhabited. The important of these are 'Car Nicobar', 'Teressa', 'Camorta', 'Nancowrie', 'Katchal', 'Little Nicobar' and 'Great Nicobar' which is 91 miles from Sumatra (Indonesia). The total area of the two groups of these Islands is 8,293 sq. Kms. Port Blair, the headquarters of the territory is 1,255 Km. from Calcutta and 1,191 Km. from Madras. Calcutta and Madras are the ports through which the Islands maintain communication with the mainland.

1.3. The two groups of islands abound in tropical forest and rich natural vegetation and have mild but humid climate. The Andaman Islands are generally hilly and are heavily covered with dense forests but suffer from shortage of water. They are sparsely populated by original inhabitants. The population is mainly comprised of settlers from outside. Of the Nicobar Islands, on the other hand, the smaller ones are largely flat or gently undulating while Great Nicobar is extremely hilly. Fresh water is plentiful. While dense forests characterise these islands also, the number of tribal inhabitants is larger. Both the regions are, however, underpopulated and are rich in forests which cover 78% of the total land area.

#### B. Climate and Natural Resources

1.4. The climate of the islands can be generally described as tropical. The islands are frequently disturbed by tropical storms and cyclones. The

weather is always warm and sultry but tempered to some extent by pleasant sea breezes. Humidity is high for most part of the year. Extremes of winter and summer as also frost are unknown. The weather is smooth from January to April after which the monsoon gale and wind start and continue almost upto the end of the year. The islands receive rainfall from both the monsoons and the average rainfall is 120" varying from place to place. The steep slopes and sandy soils help rapid drainage despite the heavy rainfall. The soils are generally fertile and support the major forest crops.

1.5. The greater part of the islands is under forests and it is only in the areas of rural settlement that the forests have been cleared for purposes of agriculture. Some areas in the North and Middle Andamans e.g. Diglipur and Rangat valley have also been reclaimed and brought under cultivation. The Andaman Islands are one of the biggest source of high grade woods in India. A large variety of timber is available for commercial exploitation. 'Padauk' is the most important variety and is reckoned at par with high grade teaks in the world market. 'Garjan' is the next in importance and grows in all the forests of the Islands. Other varieties which are grown in the Islands include wite-dhoop, Ghuglan, Papita, cane, mulberry and bamboo. In the Nicobar Group the important species of the Andaman forests, such as Padauk and Garjan are not found. Mangrove forests along the coastal fringes cover about 230 sq. miles. The Islands abound in sea fish of varieties such as Tuna, Sea Perches, Sardines, See, Anchovies, Horse Mackerel, Prawns, Mullets, Lobsters etc. Mineral investigations carried out by the Geological Survey of India during the last 4 years reveal that sulphur, chromite, coal and gypsum do not occur in economically workable deposits. It is however, believed that the islands may contain commercially exploitable deposits of the nickel group of metals and flux grade limestone. As the islands are known to belong to a land formation rich in oil, they hold out prospects of striking oil and natural gas.

#### **C. Origin of the name of Andaman and Nicobar Islands and historical background.**

1.6. From times immemorial, the Andaman Islands have been inhabited by a small Negrito people divided into several groups and tribes hostile to each other. Recent anthropological studies tend to show that these Negritos are a very ancient people, who probably occupied the whole of South East Asia in pre-historic times.

1.7. Except for sporadic raids by the Malays and the Chinese, who came herein ships to collect slaves, the aborigines continued in undisputed possession of the Andamans for countless generations. Mention of these islands dates back to the 2nd century A.D. in the writings of Claude Ptolemy, who says that the inhabitants were naked people called Agnates. Later references have been made to these islands in the writings of Budhist

Monk I' Tsing (672 A.D.), Arab travellers (9th century) Marco Polo (1286 A.D.), Friar Odoric (1322 A.D.), Nicolo Conti (1430 A.D.), etc.

1.8. In the 9th Century's notes of Arab travellers, the people of Andamans have been called Angamanians. It is evident that the islands were inhabited by ugly brutes, who would eat up any man whom they would lay hands on. Marco Polo in his writings stated : "Angamanian is a very long island. The people are without a king, and are idolaters and no better than wild beasts. All the men of this island have heads like dogs, and teeth and eyes likewise; in fact, in the face they are just like big mastiff dogs. . . . They are a most cruel generation and eat everybody that they can catch, if not of their own race."

1.9. The word "Andamans" seems to be a corrupt form of the name "Hanuman" or "monkey people", the aboriginal antagonists of the Aryan immigrants in India. The Malayans used to refer to them as "Hanuman", which further evolved into 'Andaman'. More authentic factual records of the history of the Andamans are only available from 1788 when steps were taken by the British in India to found a penal colony in the Islands.

1.10. The Nicobar Islands are quite different from the Andaman Islands. Car Nicobar is 60 miles from the southern-most tip of the Andaman Islands. It is said that the Nicobarese had attained a certain minimum standard of organised life very early in their history.

1.11. The first definite reference to the Nicobar Islands in Indian History is found in the great Tanjore Inscription of 1060 A.D. The Chola Kings, who, with their strong navy, had contacts with these islands described them in the inscription as "Nakkavaram" which means the "Land of the Naked". The name "Nakkavaram" was taken up by other medieval writers and its variations are found in the later works of Portuguese, Dutch, Dane and Swede mariners and indeed the modern name of this group of islands, viz., Nicobar, has been derived from it.

1.12. From the 16th century onwards, the Nicobar Islands attracted the attention of Christian missionaries. Jesuit missionaries were the first to come, but although many of them lived for years in these islands in the 16th and 17th centuries, their attempts to spread Christianity failed. In 1659, the Danes took possession of the islands for colonisation and established their headquarter in Camorta Island. Their missionaries also made efforts to convert the people to Christianity, but they had no success. In the early 19th century, attempts to spread Christianity were again made by Italian and French Jesuits, but these too were in vain. As the colony set up by the Danes did not flourish and their missionary activities failed. in 1848 they relinquished sovereignty over these islands and removed all remains of their settlement. In 1869, as a result of negotiations with the Danish Government, the British formally took possession of the islands.

#### D. Population

1.13. There has been steady growth in the population of the Andaman and Nicobar Islands except during the decade 1941-51 when for some years, the Islands were under Japanese occupation. Later, after the Government of India had re-occupied the Islands, the penal settlement there was abolished and many of the convicts were repatriated to the mainland. The population of the Islands, therefore, registered a fall. According to the 1961 census, the population of the Andaman and Nicobar Islands was 63,548 indicating an increase of 105% over the figure for 1951. According to the 1961 census the Andaman group accounts for about 80% of the total population, of which 2/3rd is concentrated in South Andaman and the balance mostly in North and Middle Andamans. Little Andaman has a population of 140 only. The population in the Andaman group is rather heterogenous, aborigines, ex-convicts with their local born children officials and new migrants from East Pakistan. The number of aborigines is declining fast. The Onge who numbered 672 in 1901 were only 140 in 1961. They are the most friendly tribe and are living exclusively in Little Andaman. Jarawas and Sentineles are the two other notable tribes—both very hostile. Jarawas are confined to the Western parts of South and Middle Andamans. The Sentineles live in Sentinel island.

1.14. In the Nicobar group, the population of Car Nicobar alone accounts for 66%. Chowra, Katchal, Camorta, Teressa and Nancowrie have populations ranging from 500 to 1200. Except for a few officials and traders, the rest of the population is Nicobarese in original. The population can be said to have two broad divisions; the Nicobarese and the Shom-Pens. The latter who are extremely primitive, inhabit the high lands of Great Nicobar and their crude and primitive economy has remained virtually untouched on account of their complete isolation. There has been a rapid decline in their numbers unlike the Nicobarese who have grown steadily in numbers.

1.15. The density of population taken as a whole is 22.5 per sq. mile. The distribution is, however, highly uneven. In the Andaman group, the concentration is in South Andaman, while in the Nicobar group the two small islands of Chowra and Car Nicobar account for 76%.

1.16. There is predominance of males in the population of the islands, there being 61.8% males as against 38.2% females. The male population has increased from 19,055 in 1951 to 39,304 in 1961, while the female population has increased from 11,916 in 1951 to 24,244 in 1961. The rate of increase in both male and female population is about the same *i.e.* about 100%.

1.17. The total number of literates in these islands is 21,374 which is 33.6% as against 25.1% in 1951. The break of population according to

religious affinities is :— Hindus—52% ; Christians—22% ; Muslims—12% and others—8%.

1.18. According to the latest population projections available, the present population would be about 75,000. This large increase in population in a decade was due not only to natural increase locally, but also due to rehabilitation programmes and import of labour and other personnel from the mainland for developmental work. Of the total population about 14,000 live in the township of Port Blair and the rest in villages, tribal settlements and labour camps for forest and other works. The population can be divided into distinct groups, viz. (1) The Andaman tribals or aborigines, (2) the Andaman Indians, (3) the new settlers in the Andamans, (4) the Nicobarese, and (5) Government employees and labourers brought over for specific periods.

1.19. *The Aborigines*—The aboriginal population of the Andamans and Nicobarese consists of the Andamanese of South Andaman, the Onges of Little Andaman, the Jarawas of Middle Andaman, the Sentinelese of the Sentinel Island, Nicobarese and the Shompens of the Nicobarese Island.

1.20. During evidence the Committee were informed about the nature of contact with the original tribes and their number as follows :

(i) Andamanese	— They are practically extinct and their number is 29.
(ii) Jarwas	— There is no contact with this tribe and as such it is not known what is the number of this tribe. They are hostile and difficult to contact. Their number may be approximately 500.
(iii) Sentinelese	— There is no contact with this tribe also but it is estimated that their number may be round about 50.
(iv) Onges	— They are friendly people and they visit villages for making purchases for their daily life. Some of their children are educating in schools. Their total number is about 129.
(v) Shompens	— They are also afriendly tribe and thier number is about 70.
(vi) Nicobarese	— They are social and educated people whose population is increasing. They are about 14,000.

1.21. Asked to enumerate the nature of steps taken by Government to establish contacts with these aboriginal tribes, the Chief Commissioner of Andaman and Nicobar, during the course of evidence stated as follows :

“We have no contacts with Jarwas”, we do not know the statistics of Sentinelese, Shompens is a small community and we want to encourage them to come close to us. The Andamanese are not willing to go anywhere near the Jarawas. We had recorded the songs of the three Jarwas who were captured by us in 1968. The Department of Anthropology is

also considering ways and means of solving the problem of language. Our attempts to give them presents have in the past not been successful and the teams which were trying to contact the Jarawas between 1952 to 1955 were on a number of occasions attacked by them. As such, the attempts were given up. This work has been re-started. \*\*\*\* Ongies are fairly close to us. Rather than imposing on them anything, we propose to let them do just what they like.

So far as education is concerned, we took Ongies children to local schools in 1969-70, when their parents went for fishing. We have now arranged to provide them with free food.

With a view to improve housing, we have shown them a little house around which we were laying down a vegetable garden, with a view to settle them on land. A site which was selected by us has been accepted by others. We will have to use this building for other purposes and put up somewhere nearer the coast. They are getting keen on the use of atta and dal or things of that nature and we are arranging to supply them from the canteen.

So far as Nicobaris are concerned, they are capable of looking after themselves. They have been in contact with the mainlanders. They have got shops. There, we have got a number of schools. We have hospitals etc. In those areas, we are trying to encourage them in cultural activities, and in developing their games. They are taking more interest in trade also."

1.22. It was also stated that there was a Tribal Welfare Department under the charge of the Deputy Commissioner to look after the welfare of the tribal people in these Islands.

1.23. The Committee appreciate the difficult task in handling the hostile tribes in order to improve their lot. They trust that sustained efforts would be made by Government to preserve and develop the unique tribes of these Islands keeping in view the individual requirements of each tribe and as the exigencies of the situation may demand. They would like to suggest that the cooperation of societies established for the welfare of tribal people such as the Bhartiya Adim Jati Seva Sangh may be sought by requesting them to send experienced social workers to work among these tribes for establishing closer contacts with them. Government may also examine the feasibility of deputing social anthropologists, well acquainted with the past history and cultural background of these tribes to study their conditions and to suggest suitable remedies for effecting improvement in their living conditions.

#### E. Strategic Significance

1.24. The chief importance of these islands lie in the fact that they possess a central position along the trade routes of India, Burma and the Far East. Their excellent harbours serve both as a refuge in the monsoons

as well as a place to replenish the water supply for ships passing along these routes. Useful information can be obtained about the direction and intensity of cyclonic storms in the Bay of Bengal and timely warning can be given to ships in these seas. For India, Burma and the Far East these islands are also important from the strategic point of view. A base in these islands can threaten the safety of all countries in this region.

1.25. Explaining the steps taken by Government in regard to the defence of these islands keeping in view their strategic importance, during the course of evidence, the representative of the Ministry of Defence informed as follows :

"We have included all these islands in the overall plans for the defence of the country. We have taken various steps some of which must have been noticed by the hon. Members themselves. Two air-fields have been built there. Of course, the implications of these air fields is that they are not very far from the neighbouring country. The enemy can be reached very easily. That implication is there. What we have done is that we have brought in certain resources and we have established a unit and a Naval Officer is there in charge of it. Our naval units are functioning in the islands but accommodation is a great problem. Accommodation is being built. Certain types of boats are being kept there purely for checking up the anti-smuggling activities going on there and to keep away the undesirable elements. These are also being done. So, in various ways we are coordinating the steps referred to meet the defence needs as also the internal law and order requirements of the islands. There is a full coordination between the Home and the Defence in regard to these measures.\*\*\* Last year, the three Secretaries—Cabinet Secretary, Home Secretary and the Defence Secretary had gone there and they had a good look at it. And they have now got a complete picture of the problem on how we should go about them. Progress is going on."

1.26. The Committee note that Government are aware of the strategic importance of the islands. They would, however, like to point out that these islands sprawling over the Bay of Bengal and the Indian ocean have acquired further strategic importance after the withdrawal of British Naval forces from the Indian ocean. The Committee feel that establishment of a naval unit and posting of a naval officer will hardly meet the needs of the situation. As Nancowri has all the facilities and potential for development as a very good harbour, the Committee recommend the Government to examine the feasibility of opening a naval base at Nancowri.

#### F. Cellular Jail

1.27. With a view to segregate a large number of 1857 'Mutineers' who were sentenced to transportation for life, a penal settlement was established at Port Blair in the Andaman islands. Accordingly, in March, 1858, the

first batch of 733 freedom-fighters was transported to the Andaman Islands. The plight of these prisoners was very bad and they were subjected to inhuman treatment. During March-April, 1858 two hundred and twenty eight (228) convicts escaped from the establishment, out of which eighty-eight were re-captured and the rest remained at large. It is stated that out of eighty-eight recaptured prisoners, eighty-six were executed. It is believed that the majority of those who escaped were either massacred by the aborigines or expired due to starvation or disease. As a result of the recommendations made by Messrs. Lyll and Lethbridge, after inspection of the penal settlement in 1890, it was decided that in order to increase the severity of confinement in Andaman, the convicts should be confined in cells in a limited area. During the term of Col. Sir Richard Temple who took charge of the Penal Settlement in 1894, a part of the building of the Cellular Jail was completed. It appears that the construction of the Cellular Jail was commenced in 1896 and completed in 1910 with 663 cells.

The end of the first decade of the 20th Century is marked by India-wide revolutionary movements. Secret Societies for the purpose of overthrowing the British rule were formed at many places. Many of the revolutionaries were imprisoned in Indian Jails and it was decided that these prisoners should be removed to Andaman. In the wake of this move, the convicts who were sentenced to transportation in the Alipore conspiracy case were sent to Andaman. Later, political prisoners from U.P. and Bombay were also sent to Andaman. Shri Vinayak Damodar Savarkar along with his brother, Shri G. D. Savarkar, who was a leader of the revolutionary movement in Maharashtra arrived in Andaman in 1911. All these persons were confined in the Cellular Jail when they were not allowed to leave the two corridors reserved for them. It is understood that they were employed on very difficult manual work e.g., operation of coconut and mustard oil-mill, husking and opening of coconuts, making hookas and rope, weaving, gardening, hill-cutting and filling of swamps etc. To add to their misery they were given invalid diet. The tale of the sufferings of these freedom-fighters is very grim and hair-raising. This jail was built by the prisoners at the turn of the Century. It was started in 1898 and completed in 1911. It was used for life prisoners and political internees during the British Regime. It contains 698 cells in three wings. The main speciality of this jail is that it has one entrance for all the three wings and the face of one wing is at the back of the other wing and as such no prisoner could talk to the other from any of the wings. There is a Central Tower from where the various places in the Island could be seen. Below the tower there are white marble tablets on which the names of those persons who had been kept in the Cellular jail, are inscribed.

1.28. In accordance with the recommendation of the Indian Jail Committee of 1919-20, it was decided by the Government of India to abolish the penal settlement in the Andaman and in 1921 all the political prisoners were repatriated to India.

1.29. In the history of the Cellular Jail, the next ten years or so were rather uneventful. The Government of India, however, revoked its policy and again sanctioned the transportation of political prisoners to Andamans in 1932. The Revolutionary Movement in India was at its height in the twenties of this century. The Hindustani Prajatantriya Sangh organised by Shri Suchindra Nath Sanyal which later on was amalgamated with the Anushilan Samiti had spread its net-work in many provinces of North India. Many conspiracies were unearthed by the Government and the Cellular Jail once again became a place of confinement for more than 300 freedom-fighters. It is reported that about this time the Jail presented a picture of dilapidation with dark and dingy cells leaking during the rains. The living conditions were very poor and the political prisoners resorted to hunger-strike in May 1933 to redress some of their grievances. This hunger-strike which lasted for a period of forty-six days took the toll of the lives of some of the freedom-fighters. In 1937, the political atmosphere in India had changed and the Congress ministries were installed in power in seven provinces of India. The prisoners wanted to be repatriated to India and to press this demand, 183 prisoners went on a hunger-strike on 25th July, 1937. The news of the hunger-strike created a storm of indignation in India and Political prisoners in Indian Jails joined the hunger-strike in their respective Jails. The hunger-strike was terminated at the intervention of Gandhiji and the first batch of prisoners left Andaman on the 22nd September, 1937. Subsequently, most of the terrorists were released from the Indian jails.

1.30. During evidence, the committee were informed that an official committee had been appointed to suggest in what way the present condition of the Cellular Jail should be improved as also to maintain it as a National monument. The Team had representative of the following Departments and Organisations :—

- (i) Archaeological Survey of India.
- (ii) Anthropological Survey of India.
- (iii) Horticulture Department of the C.P.W.D.
- (iv) Two members of the ex-Andaman Political Prisoners' Fraternity Circle.

It had also been stated that the report of the Committee had been received and it was under consideration of the Government.

1.31. The Committee are glad to note that the Government are taking action to improve the dilapidated condition of the Cellular Jail in the Andaman Islands. They also hope that early decision will be taken by the Government in regard to its maintenance as a National monument to commemorate the sufferings undertaken and sacrifices made by hundreds of the freedom-fighters of India in the jail.

### **G. Visit of Netaji Subhash Chandra Bose**

1.32. The last two decades have been of tremendous importance to the Andaman and Nicobar islands. During the Second World War on the 21st March, 1942 the Japanese occupied the islands. It was also visited by Netaji Subhash Chandra Bose and on the 29th December, 1943, the Indian Tricolour was hoisted for the first time in the islands by Netaji. In a meeting in the Gymkhana grounds of Port Blair, he said, "You give me blood, I will give you independence." The Japanese occupied these islands in March 1942. Two weeks after the landing of these Japanese forces in South Andaman in March, 1942, they established a peace committee. This committee lasted for nearly eight months until the arrangements for a military administration was completed on 2nd December, 1942. In this arrangement, the real power was in the hands of the Commandant of Japanese naval forces in these islands. From the beginning the Japanese faced acute shortage of food. Rice stocks for the local population were completely exhausted by the end of August, 1942. Due to the activities of allied submarines the Japanese Commander took drastic steps to meet the situation. He ruthlessly tried to eliminate old and infirm people and leave only those who could work for them. As a result of this policy, hundreds of people were shot dead, and many drowned in seas. In 1943 the allies succeeded in landing a commando party by a submarine in the Andamans. The Japanese came to know about the presence of the party in the islands but were never able to capture them. In order to extort information about these spies of the British, the Japanese inflicted severe torture on many people, particularly those who knew English. As a result of these tortures, a great, though unknown number of men, women and children died. About 13,000 persons were forced to evacuate the areas of Port Blair. The sufferings of the people were lessened to some extent with the arrival of Lieutenant Colonel Lokanathan, Colonel Bhonsle and four officers of the 'Indian National Army' on these islands in February, 1944. These officers evacuated the islands in July, 1945. In October, 1945 these islands were again occupied by the British, who brought with them supplies of food, medicine and cloth.

1.33. The Committee hope that Government would raise a suitable monument at Port Blair to commemorate the visit of Netaji Subhash Chandra Bose to these Islands, as early as possible.

## CHAPTER II

### ADMINISTRATIVE SET-UP

#### **A. Administration by the President through the Chief Commissioner.**

2.1. The Administration of these islands developed almost entirely with the needs felt by the British for the Penal Settlement founded in 1877 following the Indian War of Independence. The Imperial Gazetteer of India recorded in 1908 that—

“It is not the policy of the Government to raise revenue from the aboriginal population of the islands and financial interests are confined to the Penal settlement.....The expenditure for 1904-05 was Rs. 18.3 lakhs; and the revenue chiefly the result of convict labour on productive works, was Rs. 9.8 lakhs. Of this sum about two-thirds was raised from convict labour devoted to forest produce.....The islands are administered by the Chief Commissioner.....All officials reside in the penal settlement, except the Government Agents at Mus in Car Nicobar and at Nancowry harbour (Camorta).”

2.2. From the earliest days of the Penal Settlement, succeeding Chief Commissioners took interest in getting lands cleared and brought under the plough, primarily in order to improve the living and health conditions in the Port Blair locality. The setting up of the Forest Department and other constructive items of work followed, mainly to provide employment to the convict labour. Later, permission to settle on the islands began to be extended and was availed of by many ex-convicts and a few other persons who had gone there for work in one capacity or another. These proved the initial steps for the larger colonisation programmes of recent years. A further incentive to colonisation, besides the need to provide for East Pakistan refugees, was the fact that the Japanese invasion of 1942-45 brought to the forefront the need for self-sufficiency in such remote locations.

2.3. The Andaman and Nicobar Islands which had earned the sinister reputation of ‘Kala Pani’ and were considered as distant-lands, have since the Independence of India been treated as part of the mainland. During British rule, these islands were left much to their own fate but now due attention is being paid by the Administration to exploit and develop the vast natural resources of these islands to the benefit of the islanders and the Nation as a whole. The first “special area” notified by Government was the Andaman and Nicobar Islands which were considered to be eminently suitable for integrated resource development and for the rehabilitation of migrants from East Pakistan. As such an Inter-Departmental Team consisting of offices representing the Planning Commission and the

Ministries concerned with the important facts of development was constituted by Government, which visited these Islands during 1964. The Inter-Departmental Team have given a detailed report on the problems of these Islands and have made a number of recommendations of far reaching consequences. Thereafter, a Study Team consisting of Cabinet Secretary, Home Secretary and Defence Secretary visited these Islands and made several suggestions other than those made by the Inter-Departmental Team. The Administrative Reforms Commission have also gone into the problems of these Islands and made some suggestions for their development. Besides several other Study Teams have visited these Islands and given their reports on different problems *i.e.*, education, jail etc.

2.4. The Andaman and Nicobar Islands, which were formerly at Part 'D' State, were constituted into a single district Union territory with effect from the 1st November, 1956. In terms of article 239(1) of the Constitution, this territory is administered by the President through an administrator designated as 'Chief Commissioner'. Two separate groups of Islands lying in the Bay of Bengal, *viz.* (i) Andaman Group and (ii) Nicobar group are in one administrative unit with headquarters at Port Blair.

2.5. During the first, second and third Lok Sabha, a member was nominated to Lok Sabha to represent these Islands; but it was in the Fourth Lok Sabha that a member—Shri K. R. Ganesh—was elected to represent these Islands.

2.6. During their tour to these islands, the Committee visited a number of islands both in the Andamans and Nicobars and it was observed that (i) all the islands are scattered over a large area with long stretches of high seas in between, (ii) the population is also rapidly increasing with the execution of developmental schemes in these islands for the resettlement of refugees from East Pakistan, etc. and (iii) means of communication being scarce in these islands as compared to the mainland. Keeping in view these factors, the Committee would like Government to consider delegating more powers to the Additional Deputy Commissioner at Car Nicobar and the Assistant Commissioner at Nancowri, without affecting the existing set up, to enable them to take independent and quick decisions in the interest of smooth administration of these islands.

#### B. Chief Commissioner's Secretariat

2.7. *Organisation* :—The Chief Commissioner is the Head of the Union Territory of Andaman and Nicobar Islands. At the Secretariat level, he is assisted by the following staff :—

1. *Chief Secretary*—(He is also the Chief Vigilance Officer).

His broad functions are :—

- (1) General Administration
- (2) Security & Vigilance

- (3) Co-ordination
- (4) Home
- (5) Police
- (6) Jail
- (7) Communication (P. & T.)
- (8) Marine
- (9) Shipping
- (10) Transport
- (11) Customs
- (12) Public Works Department
- (13) Supply
- (14) Passports
- (15) Advisory Committees.

He is assisted by 4 Assistant Secretaries, namely :—

- (1) Assistant Secretary (Establishment)
- (2) Assistant Secretary (Confidential Cell)
- (3) Assistant Secretary (Public), and
- (4) Assistant Secretary (General).

### *2. Development Commissioner-cum-Development Secretary :*

He is Secretary to the Chief Commissioner in respect of Agriculture, Livestock, Fisheries, Cottage Industries, Community Development Blocks, Co-operation, Panchayats, Statistics and Publicity. The other duties and responsibilities allocated to him are :—

- (1) Planning & Development
- (2) Tribal Welfare and matters relating to Scheduled Castes and Scheduled Tribes.

He is assisted by Assistant Secretary (Development) and Statistical Officer.

### *3. Secretary (Finance) :*

He also functions as Secretary (Medical) and Secretary (Education). The duties and responsibilities allocated to him are :—

- (1) All Financial matters.
- (2) All matters concerning Education & Medical.
- (3) Hindi Teaching Scheme.
- (4) Audit Objections.
- (5) N.C.C.

He is assisted by Assistant Secretary (Finance).

**4. Secretary (Judicial) :**

He also functions as Secretary (Labour). His broad functions are :—

- (1) Legal matters.
- (2) Nicobar Trade.
- (3) Labour matters.
- (4) Matters relating to Municipal Board and Local Self Government, Electricity, Revenue, Treasuries and Andaman Labour Force.
- (5) Citizenship and Foreigners.
- (6) Deputy Registrar of Calcutta High Court at Port Blair.

**5. Chief Conservator of Forests :**

The Chief Conservator of Forests is the Head of the Forest Department. He also functions as an *ex-officio* Secretary (Forests). Under his control, two Conservator of Forests, seven Deputy Conservator of Forests, one Assistant Mill Manager, nine Assistant Conservator of Forests, one Accounts Officer, one Coffee Development Officer, one Veterinary Officer and one Senior Assistant Engineer are working. Forest Department have two Timber Depots on the mainland, *i.e.* one each at Madras and Calcutta. One of the two Conservator of Forests has his office at Calcutta.

**6. Chief Development-cum-Rehabilitation Commissioner :**

There is also a Chief Development-cum-Rehabilitation Commissioner under the administrative control of the Department of Rehabilitation for implementing the Accelerated Development Programme.

**2.8. The Development Commissioner-cum-Development Secretary is designated as Secretary to the Chief Commissioner, similarly other Secretaries have been designated as Secretaries to the Chief Commissioner. The Committee feel that this is an anomalous position and all the Secretaries should be redesignated as Secretaries to the Andaman and Nicobar Administration.**

***Powers of the Chief Commissioner :***

**2.9. The Committee have been informed, in a written note, that as a Union Territory, the Andaman and Nicobar Islands are administered by the President, under article 239(1) of the Constitution, through an administrator designated as "Chief Commissioner". The administrator is a functionary of the Union Government and exercises such powers as are delegated to him. Financial Rules and Orders such as the General Financial Rules, the Delegation of Financial Powers Rules, the Central Treasury Rules, the Fundamental and Supplementary Rules, the Civil Service Regulations, etc., made by the Central Government to regulate the procedure**

in its departments and office relating to incurring of expenditure, appropriation and re-appropriation of funds, public works, purchases of stores required for use in the public service, conditions of service of employees, etc. would apply equally to the departments and offices in this Union Territory. Specific powers have been delegated to the administrator under the various Rules and Orders, referred to above, and, to the extent that matters are covered by the necessary sanctions. The exercise of the delegated powers by the administrator is always subject to the observance of general orders which may be issued by the Government of India to delegate as many powers as possible to the Union Territory, consistent with the requirements of public service and at the same time subject to observance of adequate standards of financial control.

2.10. There is no separate Consolidated Fund for the Union Territory of Andaman and Nicobar Islands, which has also no legislature. The revenue and expenditure of this territory form part of the Consolidated Fund of India and the budget grants for this territory form part of the Central Budget. The budget is also subjected to close scrutiny by the concerned Ministries of the Central Government.

2.11. In the administrative field also, the administrator of the territory has some delegated powers. Matters which are not covered by the delegated powers have to be referred to the Central Government for approval and orders. The Central Government thus exercises its control over the Union Territory through the scrutiny and approval of its budget and with adequate check on the financial and administrative powers.

2.12. In another note, the Committee have been informed that the Chief Commissioner is empowered to sanction schemes up to Rs. 10 lakhs as per Government of India's decision (1) below Rule 11 of the Delegation of Financial Powers Rules, 1958. These powers are subject to the restrictions laid down in the Delegation of Financial Powers Rules, 1958.

2.13. The Chief Commissioner has full powers to sanction purchases and for execution of contracts provided that the previous consent of the Government of India shall be obtained in the following cases :

- (i) any purchase or contract, the value of which exceeds rupees 6 lakhs, if a contract extends over a period of time, the total value over the entire period of its currency shall be taken as the value for the purpose of applying the limit;
- (ii) any negotiated or single tender contract exceeding Rs. 2 lakhs in value; a limited or open tender which results in any one effective offer shall be treated as a single tender contract for this purpose;
- (iii) any indent for stores of a proprietary nature, the value of which exceeds Rs. 2 lakhs.

2.14. The powers mentioned at item No. (ii) above and for sanction of purchases other than through the Central Purchase Organisation and for works will be exercised after considering the recommendations of a duly constituted Supply Advisory Board or Works Advisory Board as the case may be.

2.15. Chief Commissioner of this Union Territory has been delegated with the powers to frame recruitment rules for Class III and Class IV posts. For Class I and Class II posts recruitment rules are framed by the Government of India in the concerned administrative Ministry in consultation with the Union Public Service Commission. Chief Commissioner has been delegated with the powers to make appointments to Class II and also to Class I posts except the following posts appointments against which can be made only with the previous approval of the Central Governments :—

1. Chief Development-cum-Rehabilitation Commissioner.
2. Chief Secretary.
3. Development Commissioner-cum-Development Secretary.
4. Secretary (Finance) to the Chief Commissioner.
5. Deputy Commissioner.
6. Additional Deputy Commissioner, Car Nicobar.
7. Superintendent of Police.
8. Chief Conservator of Forests, and
9. Conservator of Forests.

2.16. Recruitment to various categories of posts is made in accordance with the provisions of the relevant recruitment rules. The Administration approaches the concerned Ministry of the Government of India to recommend suitable candidate for appointment on deputation under the Administration. The selections are made by the Administration in consultation with the Union Public Service Commission where required. Normal period of deputation is 3 years.

2.17. The Committee note that the Chief Commissioner exercises all the necessary financial and administrative powers which have been delegated to him by the Central Government from time to time regarding incurring of expenditure, appropriation and re-appropriation of funds, public works, purchase of stores, conditions of service of employees etc. etc. in respect of departments and offices in the Union Territory of Andaman and Nicobar Islands. Matters which are not covered by the delegated powers have to be referred to the Central Government for approval and orders. The Committee would like Government to review periodically the position with a view to see that the powers delegated to the Chief Commissioner are adequate to meet the day-to-day requirements of the Administration, to maintain the tempo of developmental activities and their speedy execution and that they cater to the needs of the people.

### C. Man Power Position

2.18. The Committee have been informed, in a written note, that local sources of man-power supply for manning Public Services in this Union territory being severly limited owing to historical reasons of the growth of this territory, public servants have to be inducted from various sources on the mainland. For Civil Administration, there is a Union Territory Cadre of I.A.S. There is also the Delhi, Himachal Pradesh and Andaman & Nicobar Islands ('DHANI') Civil Service. Posts for which suitable officers from these sources are not available, are filled in by taking officers on deputation from I.A.S. Cadre and States and like sources. For Forest Department, the senior posts have been merged in the I.F.S. This is also the case for the Medical Department where the senior Medical posts have been merged in the Central Health Service. For Andaman P.W.D., officers are mainly taken on deputation from the C.P.W.D. or the C.W. & P.C., as the case may be. For Police Administration also, officers are taken from the Union Territory Cadre of I.P.S. and from the DHANI Police Service. For specific requirement to Senior posts in Shipping, Marine, Agriculture, Fisheries, Education, etc., vacancies are filled either by deputation or by advertisement through the Union Public Service Commission. Recruitment to the cadres controlled by the Central Ministries are made by the Ministries concerned.

2.19. The Committee have further been informed that all the important non-technical administrative and executive posts in the Union territory of Andaman and Nicobar Islands (other than the posts of Chief Commissioner and Chief Development-cum-Rehabilitation Commissioner) are included in the I.A.S. Cadre for the Union territories constituted with effect from 1-1-1968. The post of Superintendent of Police in the territory is included in the I.P.S. Cadre for the Union territories, which was also constituted with effect from 1-1-1968. Non-technical administrative and executive posts of the rank of Deputy Collector in this territory are included in the Delhi, Himachal Pradesh and Andaman & Nicobar Islands ('DHANI') Civil Service. Similarly, police posts of the rank of Deputy Superintendent of Police (designated in this territory as "Assistant Superintendent of Police") are included in the DHANI Police Service. The Indian Forest Service and the Central Health Service also extend to this territory. Recruitment to other Class I and Class II posts which are not included in any organised service cadres is made according to the recruitment rules framed by the Administrative Ministry concerned, while recruitment to Class III and Class IV posts is made according to the recruitment rules framed by the Chief Commissioner. According to latest instructions, the recruitment to Class III and Class IV posts is first to be attempted locally, and approval of Ministry of Home Affairs has to be obtained by the Administration, if qualified candidates are not available locally, for recruiting them from mainland.

2.20. Explaining the steps taken to train the local people to become qualified for class III and IV posts, the Ministry have in a written note stated as follows :

"Since there was an acute shortage of educationally qualified persons in these Islands for employment after the Second World War, it became necessary to recruit persons from the mainland. Situation is now improving with the growing educational development in this territory. During the last 4 years, the following recruitments were made to Class III and IV Services :

	Class—III				Class IV			
	No. of persons recruited locally		No. of persons recruited/deputed from the mainland.	No. of persons recruited locally		No. of persons recruited/deputed from the mainland.		
	Local	non-local		Local	non-local			
1965 . . .	27	100	28	23	27	Nil		
1966 . . .	54	106	34	18	26	Nil		
1967 . . .	136	182	14	91	147	Nil		
1968 . . .	119	169	27	89	47	Nil		
TOTAL .	336	557	105	221	237	—		

These figures will indicate that figures of recruitments locally and of local persons are gradually increasing.

The following specific steps have been taken by the Administration to train the local people to become qualified for such posts :

- (1) The number of Higher Secondary Schools has been increased from 3 to 8.
- (2) A degree college has been opened at Port Blair.
- (3) A Junior Basic Teachers' Training School is functioning with the object of training teaching staff locally.
- (4) Candidates interested in Craftsmanship are sent for training in various trades to the Industrial training Institute on the mainland and given stipends.
- (5) Local students who desire to prosecute higher studies on the mainland in technical courses are allotted seats against reserved quotas on preferential basis.
- (6) Local students studying on the mainland are also granted scholarships.
- (7) Students coming from rural areas and residing in hostels in Senior Basic and Higher Secondary stages in these Islands are

given stipend of Rs. 30/- p.m. to meet expenditure towards their meals etc.

- (8) In a number of cases, in-service training is imparted locally as well as on the mainland to local students.
- (9) Instructions have been issued to all appointing authorities not to make appointment of non-locals in Class III and IV services without the prior approval of the Administration.
- (10) A proposal was sent to Government of India to promulgate a regulation for the Andaman and Nicobar Islands on the lines of Public Employment (Recruitment of Residence) Act, 1957 in order to equip the appointing authorities with the sanction of law to give preference to local persons. The Government of India are awaiting decision on a writ petition concerning regulation 3 of 1956 in the Calcutta High Court. Upper age limit is relaxed in the case of local candidates for the purpose of employment under this Administration. Relaxation of Educational qualifications is, however, not considered feasible.”

2.21. In reply to a question whether any ‘work study’ had been undertaken in the Chief Commissioner’s Secretariat, the Committee have been informed, in a written note, that the work study of the Secretariat was conducted by the Staff-Reorganisation Unit (now Staff Inspection Unit) of the Government of India, Ministry of Finance in 1964. No work study has been carried out in other departments so far. A proposal to set up a regular work Study Unit is engaging the attention of the Administration. A Superintendent of this Administration is currently undergoing training in Work Study at the Secretariat Training School, Ministry of Home Affairs, New Delhi.

2.22. *District Administration* : The entire territory of Andaman and Nicobar Islands forms one district under the charge of a Deputy Commissioner. The District is divided into 4 Sub-Divisions. These are as follows :—

- (a) North & Middle Andamans with the headquarters at Mayabunder.
- (b) South Andamans with headquarters at Port Blair.
- (c) Nicobar Islands with the Headquarters at Car Nicobar.
- (d) Nancowrie with headquarters at Camorta comprising of southern group of Islands.

2.23. The Deputy Commissioner in these Islands holds the following major responsibilities :—

- (a) (i) District Magistrate
- (ii) Collector of Central Excise
- (iii) Collector
- (iv) Labour Commissioner
- (v) Superintendent of Census Operations
- (vi) Chief Electoral Officer
- (vii) Community Development
- (viii) Tribal Welfare
- (ix) Civil Supplies.

- (b) He is an *ex-officio* Chairman of the Municipal Board, Port Blair.
- (c) He also performs the functions of :—
  - (i) Chief Inspector of Factories.
  - (ii) Commissioner under the Workmen's Compensation Act.
  - (iii) Chief Inspector of Boilers.
- (d) The Deputy Commissioner performs the functions of State Transport Authority and Registrar of Companies. The Deputy Commissioner is assisted at the District Headquarters by :—
  - (a) Additional District Magistrate
  - (b) Assistant Commissioner, (Settlement)
  - (c) District Panchayat Officer
  - (d) Treasury Officer.

2.24. The Revenue Administration was being carried out under the provisions of Andaman and Nicobar Islands (Land Tenure) Regulation, 1926 till 31-3-1968. That Regulation was replaced by the Andaman & Nicobar Islands Land Revenue and Land Reforms Regulation, 1966 on 1-4-1968. In this work the Deputy Commissioner is assisted by an Assistant Commissioner for North and Middle Andamans with his Headquarters at Mayabunder who belongs to DHANI Cadre. South Andamans Sub-Division is under the charge of an Additional Magistrate. He also performs the judicial duties of Sub-Judge and functions as Collector under the Land Acquisition Act, Conciliation Officer, Registrar of Trade Unions and Marriage Officer. Car Nicobar is the Headquarter of an Additional Deputy Commissioner who is in-charge of the entire civil administration of Nicobar Islands. The post of Additional Deputy Commissioner is included in the IAS Cadre of Union Territories. There is no revenue work in the Nicobar group of

Islands. The Additional Deputy Commissioner mainly functions as a Development Officer. The Nicobarese settle their disputes largely through their various Councils. There is very little crime in these group of Islands. Nancowrie Sub-Division is under the charge of an Assistant Commissioner. He also belongs to DHANI Cadre. The Revenue work has been divided amongst the following tahsils :—

North and Middle

Andamans :

1. Diglipur
2. Mayabunder
3. Rangat

South Andaman :

South Andaman Tahsil.

The number of villages in each tahsil is given below :—

(1) Diglipur Tahsil . . . . .	21
(2) Mayabunder Tahsil . . . . .	22
(3) Rangat Tahsil . . . . .	32
(4) South Andamans . . . . .	86
(5) Car Nicobar . . . . .	15
(6) Southern group of Islands . . . . .	149

2.25. There is a District Treasury at Port Blair with Sub-Treasuries at Diglipur, Mayabunder, Rangat, Car Nicobar and Nancowrie. The Sub-Treasuries at Mayabunder and Car Nicobar have currency chests. The Government have also agreed in principle to provide currency chest at the remaining Sub-Treasuries. The post of Treasury Officer carries same scale of pay as that of Tahsildar except that he holds a gazetted status and gets a special pay of Rs. 25 per month.

2.26. *Central Excise* : Under the 2(ii)(A)(m) of the Central Excise Rules 1944, the Deputy Commissioner, Andaman and Nicobar Islands has been vested with the powers of Collector of Central Excise. He is assisted by the Tahsildars within their respective jurisdiction in exercising all the powers of Central Excise Officer. There are two licences viz., Andaman Timber Industries, Bambooflat and Jayshree Timber Products, Bakultala, manufacturing commercial plywood which is chargeable with central excise duty.

*Labour* : The Labour Commissioner is the authority responsible for administering labour laws and for looking after the labour welfare. The total strength of labour in this territory is estimated at 16,000. Their regional composition would be approximately as under :—

Hindi areas	.	1000
Tamilians	.	4500
Malayalees	.	1500
Telugus	.	2300
Ranchis	.	5500
Bangalese	.	700
Nicobarese	.	300
Miscellaneous	.	200
		16,000

There are 5 Labour Welfare Officers.

A separate post of Labour Commissioner in the scale of Rs. 700—1250 has been created and an officer has already been appointed.

2.27. *Police* : To maintain law and order, one Superintendent of Police functions in the territory. He is assisted by seven Assistant Superintendents of Police, one each for (i) South Andaman (Headquarters-Port Blair), (2) Armed Police, (3) Home Guards, (4) C.I.D., (5) North and Middle Andamans with the Headquarters at Car Nicobar, and (7) Special Armed Police. There are also one post of Police Radio Officer and one post of Assistant Chemical Examiner (Vacant).

2.28. In a subsequent note, the Committee have been informed that the post of Assistant Chemical Examiner (Class II gazetted) was created in November, 1967, for running a Forensic Laboratory to be set up in the Islands. The post is lying vacant since then. The post was circulated by the Ministry of Home Affairs to the various State Governments and to the Intelligence Bureau. All of them have expressed their inability to spare any officer for this post. However, one Shri 'A', Scientific Assistant, Forensic Laboratory, Rajasthan, had consented to accept the post of Assistant Chemical Examiner under the Administration. Although the Ministry of Home Affairs had addressed the Government of Rajasthan as early as in February 1968, details of the qualifications and service particulars and character roll of Shri 'A', became available only in February, 1969. These records were forwarded to the Andamans Administration in March, 1969, who replied in May, 1969, agreeing to appoint Shri 'A' on an *ad hoc* basis for one year and stating that they were in the meantime re-circulating the post to the State Governments and the Intelligence Bureau. On receipt of Andaman Administration's reply, the Ministry of Home Affairs addressed the U.P.S.C. for concurrence in the proposed *ad hoc* appointment of Shri 'A' for one year. The U.P.S.C.'s concurrence was received in the end of July, 1969, and the Ministry of Home Affairs communicated this to the Andamans Administration for necessary further action. The Administration offered the appointment, on deputation for one year to Shri 'A' in October, 1969. As he was not showing any interest in the offer sent to him, the offer was cancelled in February, 1970 after giving him due notice of 15 days. In response to a circular letter issued by the Administration to the various State Governments, particulars of a candidate namely Shri 'B' have been furnished by the U.P. Govrenment who is willing to be considered for the post. The question of offering him the post is under active examination of the Andamans Administration. In the absence of Assistant Chemical Examiner, no Forensic Laboratory has been established in Andaman and Nicobar Islands so far. Meanwhile, materials which require examination are being sent to the Central Forensic Institute at Calcutta.

2.29. In reply to a question whether there was over-staffing in the Administration of the Andaman and Nicobar Islands as observed by the Study Team of the Administrative Reforms Commission "it will be clear that through the agency of the Staff Inspection Unit and other inquiries of a similar nature, it has been possible to locate considerable surplus Staff in several Administrations", the Committee have been informed, in a written note, that the "Staff requirement is generally assessed on the basis of the work-load in particular office or in a particular Government organisation, and not on the basis of total population obtaining in a territory. As the population in this territory is scattered over a number of Islands, the activities of various Governmental organisations are also required to be undertaken in these Islands in the public interest, necessitating extra staff. Means of communication are rather scarce in these islands as compared to mainland. This is a developing territory and many developmental activities are in progress. There is practically no private undertaking and all activities are handled by Governmental agencies. The percentage is also high due to the Administration having to employ a large number of labourers for the P.W.D., Forest, Marine and other Departments unlike any other territory. The population of this territory is rapidly increasing coupled with various administrative problems. This Administration does not, therefore, consider that there is over-staffing in this territory."

2.30. In reply to a question whether any 'Work Study' had been undertaken by an O & M Team to find out if there was over-staffing in the Andaman & Nicobar Administration, the Special Secretary, Ministry of Home Affairs stated, during evidence, that "Our present thinking is that we do not disagree with the views of the Study Team of Administrative Reforms Commission who have said that there is considerable over-staffing in the Administration of Andaman & Nicobar. We shall look into it." He added that "A study was made only of the main office in 1964 that it is quite out of date. So, before we make any substantial changes, a study will be necessary. There is no doubt about it. Recommendations of the Administrative Reforms Commission are before the Government and, at present, they are being analysed..... The Study Team looked into the question by the ratio of the staff to the population. The ratio of staff to the population along may not be a sufficient basis in a place like this where you have got scattered islands to administer. A study can be made by actually seeing." The Special Secretary, Ministry of Home Affairs accepted that "There is obviously some over-staffing. No doubt about it. We would like to cut it down, but we are naturally cautious to see that there is no dislocation of work in any Department. We would like to have a study made in all the Departments."

2.31. The Committee note with concern that it takes an unduly long time to fill up the vacant technical posts in the Administration due to un-willingness of selected persons to join their duties in these Islands. They would

suggest that Government may examine the feasibility of providing more incentives to talented persons with a view to attract suitable personnel from the mainland.

2.32. The Committee agrees with the findings of the Administrative Reforms Commission Study Team that there is a considerable over-staffing in the Chief Commissioner's Secretariat and the District Administration. The Committee feel that the work study done in the main office of the Chief Commissioner as early as in 1964 has become out of date. They need hardly stress the utility and necessity of the work study afresh to lay down norms and quantum of output of work expected of every person to enable the Administration to fix staff strength commensurate with the volume of work and population. They would, therefore, urge upon the Government to undertake the work study at the various levels at an early date.

#### **D. Municipal Board Port Blair**

2.33. In 1967 the Andaman and Nicobar Islands (Municipal Boards) Regulation was promulgated by the President and the first Municipal Board consisting of nine elected members and three nominated members was constituted on 26th April, 1968. The normal tenure of the Board is four years. The Municipal area of Port Blair is divided into nine wards. Each ward returns one elected member. The District Magistrate is *ex-officio* Chairman, Municipal Board.

2.34. The Administration has appointed the following officers of the Administration as expert advisers of the Board :—

- (1) Assistant Senior Medical Officer.
- (2) Assistant Town Planner.
- (3) Education Officer.
- (4) Surveyor of Works.

2.35. The annual expenditure of the Board is about Rs. 10 lakhs as against its revenue of about Rs. 4.70 lakhs. The deficit is met by grant-in-aid by the Government of India. In addition, the Government have been making separate grant of approximately Rs. 1.7 lakhs per annum for the execution of development programmes. For this purpose Rs. 12 lakhs have been approved for the 4th Five Year Plan.

2.36. The Committee note that there is a wide gap between the revenue and expenditure. They trust that the affairs of the Municipal Board will be managed efficiently and economically so far as the budget gap is concerned. The Committee are of the opinion that with more and more developmental activities in these islands, the economic position is bound to improve and enable the Municipal Board to raise their resources.

### E. Advisory Committees

2.37. The Committee understand that there is an Advisory Committee to assist the Union Home Minister for the Andaman and Nicobar Islands. There is also another Advisory Committee to assist the Chief Commissioner, consisting of 14 members with the Chief Commissioner as its Chairman.

2.38. *Home Ministers' Advisory Committee* : It is constituted by the President to be associated with the Minister of Home Affairs who is responsible for the administration of this Union Territory. It consists of :—

- (i) The Member of Parliament representing the Andaman and Nicobar Islands.
- (ii) The Chief Commissioner, Andaman and Nicobar Islands.
- (iii) The Senior Vice-Chairman of the Municipal Board, Port Blair.
- (iv) Seven members who are non-officials.

2.39. The Advisory Committee shall be consulted in regard to :—

- (i) general questions of policy relating to the administration of the territory in the State field;
- (ii) all legislative proposals concerning the territory in regard to matters in the State List.
- (iii) such matters relating to the Annual financial statement of the Union in so far as it concerns the territory and such other financial questions as may be specified in the rules prescribed by the President.
- (iv) any other matters on which it may be considered necessary or desirable by the Minister of Home Affairs that the Advisory Committee should be consulted.

2.40. Subject to the discretion of the Ministry of Home Affairs to refuse in the public interest to give information or to allow discussion, members of the Advisory Committee will have rights in regard to interpellations analogous to and under similar limitations as these of members of a State legislature.

2.41. The Advisory Committee will meet at intervals of not more than six months at New Delhi. The Minister of Home Affairs will preside at the meetings of the Advisory Committee. Meetings of the Advisory Committee will be regulated by such rules of procedure as may be framed by the Minister of Home Affairs in consultation with the Advisory Committee.

*Chief Commissioner's Advisory Committee* : It is constituted by the President to be associated with the Chief Commissioner of the Andaman and Nicobar Islands. It consists of :—

- (i) The Chief Commissioner, Andaman and Nicobar Islands.
- (ii) The Member of Parliament representing the Andaman and Nicobar Islands.

- (iii) The Senior Vice-Chairman, Municipal Board, Port Blair.
- (iv) Seven Non-official members of the Home Minister's Advisory Committee.
- (v) One member to be nominated by the Government of India.
- (vi) Three representatives of Village Panchayats to be nominated by the Chief Commissioner, Andaman and Nicobar Islands.

2.42. The office of a member of the Committee shall be honorary and shall not carry any remuneration.

2.43. The Chief Commissioner will seek the advice of the Committee on matters relating to—

- (i) Administration involving general questions of policy;
- (ii) economic, social, cultural and education development of the islands and welfare of the people in general.

2.44. The term of the non-official members of the Home Minister's Advisory Committee will be conterminous with their term in that Committee and the term of other non-official members including the representatives of the Panchayats will expire on the 31st March, each year.

2.45. The Advisory Committee will meet as frequently as possible but at least once in every quarter.

2.46. Subject to the discretion of the Chief Commissioner to refuse in the public interest to give information or to allow discussion, members of the Advisory Committee will have rights in regard to interpellations analogous to and under similar limitations as those of members of a State Legislature.

2.47. The Committee were informed by the Special Secretary, Ministry of Home Affairs, during evidence, that "There are two Advisory Committees for the Union Territories—one is presided over by the Home Minister. This is the Committee which discusses policy, as also various questions of importance that arise in the islands. This Committee could not meet more than twice a year. The other Committee is for the solution of local problems which is presided over by the Chief Commissioner who is advised by the members of this local Committee. This helps to have a better liaison with the public there." The Chief Commissioner, A&N Islands added that "His Advisory Committee meets twice a year formally. .... The Home Minister's Advisory Committee also meets twice a year. It has been decided at the last meeting that, if possible, one of the meetings would be held in the island from time to time." Elucidating the working of his Advisory Committee, the Chief Commissioner stated that "now, the Advisory Committee is a very effective Committee, the reason being that they raise general points of interest before the Chief Commissioner, they give

us about two months intimation of the question in advance to enable us to prepare the answer. Then very detailed discussions take place. If we fail to convince the Advisory Committee, they have a right to pose this question before the Home Minister's Advisory Committee and at each subsequent meeting we have got to indicate to them the progress of the line on which we are working."

**2.48.** In reply to a question whether there is any proposal to give due representation to the opposition groups functioning in the Island on the local Advisory Committee, the Special Secreatry stated that this can be considered.

**2.49. The Committee note that both the Advisory Committes are functioning well and that it has been decided that one of the meetings of the Home Minister's Advisory Committee will be held in the Island from time to time.**

**2.50.** The Committee recommend that the Chief Commissioner's Advisory Committee should be made broad-based by giving adequate representations to various interests in the islands so that it would be able to reflect the hopes and feelings of the people more effectively. It is therefore necessary that the constitution of the Advisory Commitee be changed so as to increase its membership and give it more powers to make its deliberations more fruitful.

#### **F. Annual General Administration Report**

**2.51.** It was brought to the notice of the Committee that the Annual General Administration Report (1967-68) of the Andaman and Nicobar Islands gave a poor impression in respect of the various developmental activities at present being executed by the Administration and it was suggested that it should be more exhaustive to give a better and uptodate information of the various activities of the Administration. Its printing should also be so arranged that the Report of the year is available within six months of the new year at the latest *i.e.*, for 1968-69, the Report should be available by October next. The Chief Commissioner, during evidence, agreed with the above suggestion.

**2.52. The Committee recommend that the Annual General Administration Report of the Andaman and Nicobar Islands should be more exhaustive and give uptodate information of the various activities of the Administration. The Report should be printed and laid on the Table of Lok Sabha before the Demand for Grants of Home Ministry come up for discussion in the House.**

## CHAPTER III

### BUDGET

3.1. The Committee have been informed, in a written note, that the Ministry of Home Affairs is in overall charge of the Union Territory of Andaman and Nicobar Islands. This territory does not have its separate Legislature or consolidated/Contingency Fund. The budget of this territory forms part of the Central Budget and is presented to Parliament. A separate composite Demand covering the requirements of this territory for revenue expenditure is presented on behalf of the Ministry of Home Affairs. This demand is known as "Area Demand" and covers, as closely as possible, the provision for subjects which in the case of States would be treated as State Subjects. Thus, the entire expenditure on revenue account (Plan and Non-Plan) on General Administration, Education, Medical, etc., in this territory, is provided for in the Area Demand and excluded from the subject Demands of the Central Ministries. The provisions for expenditure in this territory on Union subjects such as Income Tax, Union Excise Duties, etc., is included in the respective subject Demands of the Ministries concerned. Similarly, expenditure on subjects not relatable directly to local administration and not controlled by the Administration, such as pensions, interest charges, etc., is included in the subject Demand of the administrative Ministry concerned. -

3.2. As regards capital expenditure, there is one composite Demand called 'Capital Outlay in Union Territories and Tribal Areas' covering the requirements of all the Union territories and NEFA. The provision for loan requirements in this Union Territory is made in the Finance Ministry's Demand captioned 'Loans and Advances by the Central Government'. No loan or grant is given by the Centre to the Andaman and Nicobar Islands, as its expenditure is directly met from the Consolidated Fund of India. The provisions in the above Demand in respect of Education, Cooperation, Community Development Projects, Forests, and Electricity Schemes (Working Expenses) are made and controlled by the respective Ministries. Provisions in respect of heads other than those specified above are made and controlled by the Ministry of Home Affairs.

3.3. Instructions laying down the procedure/method for preparation of the budget estimates of the Union territory in respect of the above Demands as well as time Schedule for the various types of proposals are issued in July every year. These instructions closely follow the instructions and time table prescribed by the Ministry of Finance. In accordance with these instructions. Budget proposals for Area/Capital/loan Demands are prepared by the various Departments of the Administration and are scrutinised initially by the Finance Department of the territory. After scrutiny,

the Budget proposals are sent by the Administrator to the Ministry of Home Affairs, by the following dates.

**Prescribed dates**

- (i) New items *i.e.* budget proposals for new schemes; proposals for expansion of existing schemes, and proposals (including creation of new posts) not provided for in the annual budget.. 25th July.
- (ii) Other items . . . . . 30th September.
- (iii) Civil Works . . . . . 1st September.

3.4. On receipt of Budget proposals from the Administration, the proposals concerning the Ministry of Home Affairs are scrutinised by that Ministry, in the light of sanctions etc. in respect of posts issued or likely to be issued, actual expenditure of the past years, the progress of expenditure during the year and the number of posts lying vacant and the possibility of their being filled up. The ceilings approved by the Planning Commission for the various developmental Sectors, if available, are kept in view while examining the various Plan schemes. The estimates are then forwarded to the Finance Ministry with draft statement of Accepted Estimates. After the proposals are approved by the Ministry of Finance, Statements of Accepted Estimates under various Major and Minor Heads of Demands are issued by the Home Ministry. Similar procedure is followed by other Ministries, in respect of the subjects controlled by them. They issue the Statements of Accepted Estimates in consultation with their associated Finance. Copies of the Statements of Accepted Estimates issued by the other Ministries are endorsed to the Home Ministry and to the Ministry of Finance (Budget Division). The latter compiles the various Statements of Accepted Estimates in the shape of Demands for Grants to be presented to Parliament. The proposals, as approved by the Ministry of Finance, are tabulated Major head-wise in the Home Ministry and are placed before the Advisory Committee associated with the Home Minister for this territory, before the same are presented to Parliament for vote.

3.5. The Committee have been informed, in a written note, that the primary responsibility for the control of expenditure against the sanctioned grants or appropriations for the Union territory of Andaman and Nicobar Islands is that of the Ministry of Home Affairs on whose behalf Grants or Appropriations for the territory are authorised by Parliament. The control is exercised through the Administrator of the territory, who acts as Controlling Officer. This control essentially aims at ensuring that expenditure is incurred for the purpose for which funds are sanctioned by Parliament and that it does not exceed the sanctioned grant. Where savings or excesses are anticipated, timely action is taken by this Ministry to surrender the savings or to regularise the excess.

3.6. The Administrator of the territory receives monthly returns in Form GFR 12 from various spending authorities under him. These state-

3.8. From the above statement showing Budgetary figures for the years 1965-66, 1966-67 and 1967-68, it is noticed that there has been notable variations between the original and revised estimates and the revised estimates and actual expenditure in respect of the sub-heads as indicated below :—

Variation between Revenue—Are Grant	1965-66	1966-67	1967-68	
	1	2	3	4
<b>(1) General Adminn.</b>				
Or. & Rev.				
Rev. & Ac. .		+2·4%	+14·9%	17·8%
<b>(2) Police</b>				
Or. & Rev.	.	+14·3%	+85%	50%
Rev. & Ac. .	.	—3·3%	—31·6%	—7%
<b>(3) Education</b>				
Or. & Rev. .	.	—1·1%	—8·7%	—9·8%
Rev. & Ac. .	.	—10·8%	—11%	—
<b>(4) Medical</b>				
Or & Rev. .		—8·5%	—17%	—11·3%
Rev. & Ac. .		—11·0%	+15%	+26·4%
<b>(5) Public Health</b>				
Or. & Rev. .	.	—29%	—4%	—26%
Rev. & Ac. .	.	—1·3%	—2·1%	—6·2%
<b>(6) Agriculture</b>				
Or. & Rev. .		—8·9%	—24%	—29%
Rev. & Ac. .		+12·5%	+3%	—5·1%
<b>(7) Cooperation</b>				
Or. & Rev. .	.	+10·9%	—25%	—25·1%
Rev. & Ac. .	.	—36·7%	—13%	—19·6%
<b>(8) Industries</b>				
Or. & Rev. .		—14·1%	+7·8%	—
Rev. & Ac. .		+2·32%	—20·5%	+42·7%
<b>(9) C.D. Projects.</b>				
Or. & Rev.	.	+2·4%	—30·4%	—20·8%
Rev. & Ac. a	.	+6·4%	—19%	—29·4%
<b>(10) Electricity Scheme</b>				
Or. & Rev. .	.	—7%	—	+6·5%
Rev. & Ac. .	.	—49·6%	+32%	+18·9%
<b>(11) Ports &amp; Pilotage</b>				
Or. & Rev. .	.	—11·2%	—	+7·3%
Rev. & Ac. .	.	—9·2%	+100%	+41·5%
<b>(12) Road &amp; Water Transport Scheme.</b>				
Or. & Rev. .	.	—14·3%	+7%	—16·4%
Rev. & Ac. .	.	—5·4%	—	+55·5%

	1	2	3	4
(13) Forests				
Or. & Rev. .		+19.2%	—	+3%
Rev. & Ac. .		—	—	+2.1%
<i>Capital Grant</i>				
(14) Capital outlay on improvement of public health				
Or. & Rev. . . . .		-10%	-5.5%	—
Rev. & Ac. . . . .		+146%	-13.9%	+4%
(15) Capital Outlay on Public Works				
Or. & Rev. . . . .		+16.2%	-10.9%	-40.8%
Rev. & Ac. . . . .		-9.6%	-19%	—

3.9. The Committee regret to note that the percentage of variations both between the original and revised estimates and the revised estimates and actual expenditure incurred under most of the sub-heads of revenue and capital grants is quite high. It is surprising that these variations have been showing an upward trend during the last three years. This underlines the need for preparing the Budget with care and on realistic basis.

3.8. From the above statement showing Budgetary figures for the years 1965-66, 1966-67 and 1967-68, it is noticed that there has been notable variations between the original and revised estimates and the revised estimates and actual expenditure in respect of the sub-heads as indicated below :—

Variation between Revenue—Are Grant	1965-66	1966-67	1967-68	
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Or. & Rev.		—		
Rev. & Ac. .		+2·4%	+14·9%	17·8%
<b>(2) Police</b>				
Or. & Rev.		+14·3%	+85%	50%
Rev. & Ac. .		—3·3%	—31·6%	—7%
<b>(3) Education</b>				
Or. & Rev. .	.	—1·1%	—8·7%	—9·8%
Rev. & Ac. .	.	—10·8%	—11%	—
<b>(4) Medical</b>				
Or & Rev. .		—8·5%	—17%	—11·3%
Rev. & Ac. .		—11·0%	+15%	+26·4%
<b>(5) Public Health</b>				
Or. & Rev. .		—29%	—4%	—26%
Rev. & Ac. .		—1·3%	—2·1%	—6·2%
<b>(6) Agriculture</b>				
Or. & Rev. .		—8·9%	—24%	—29%
Rev. & Ac. .		+12·5%	+3%	—5·1%
<b>(7) Cooperation</b>				
Or. & Rev. .	.	+10·9%	—25%	—25·1%
Rev. & Ac. .	.	—36·7%	—13%	—19·6%
<b>(8) Industries</b>				
Or. & Rev. .		—14·1%	+7·8%	—
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Or. & Rev.	.	+2·4%	—30·4%	—20·8%
Rev. & Ac. a	.	+6·4%	—19%	—29·4%
<b>(10) Electricity Scheme</b>				
Or. & Rev. .		—7%	—	+6·5%
Rev. & Ac. .		—49·6%	+32%	+18·9%
<b>(11) Ports &amp; Pilotage</b>				
Or. & Rev. .	.	—11·2%	—	+7·3%
Rev. & Ac. .	.	—9·2%	+100%	+41·5%
<b>(12) Road &amp; Water Transport Scheme.</b>				
Or. & Rev. .	.	—14·3%	+7%	—16·4%
Rev. & Ac. .	.	—5·4%	—	+55·5%

	1	2	3	4
(13) Forests				
Or. & Rev. .		+19.2%	—	+3%
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<i>Capital Grant</i>				
(14) Capital outlay on improvement of public health				
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Rev. & Ac. . . . .		+146%	-13.9%	+4%
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Or. & Rev. . . . .		+16.2%	-10.9%	-40.8%
Rev. & Ac. . . . .		-9.6%	-19%	—

3.9. The Committee regret to note that the percentage of variations both between the original and revised estimates and the revised estimates and actual expenditure incurred under most of the sub-heads of revenue and capital grants is quite high. It is surprising that these variations have been showing an upward trend during the last three years. This underlines the need for preparing the Budget with care and on realistic basis.

## CHAPTER IV

### FORESTS

#### A. Forest Wealth

4.1. The Andaman and Nicobar Islands abound in forests which cover an area of 6,35,000 hectares out of the total land area of the Union Territory comprising, 8,20,000 hectares *i.e.* about 77.8 per cent of the land area. Evidently, forests offer the major basis for economic development of these Islands.

4.2. While the Andaman forest has been worked for the last 85 years, much of it is still virgin, especially, along the West Coast (aboriginal reserve), North Andaman Island (under lease), forests on many smaller islands in the Andaman group including those of Ritchie's Archipelago and in the interior, away from the accessible seas and creeks, from which extraction of timber is difficult due to the lack of roads. The forests of the Nicobar group of islands have received no attention except for an exploratory survey a few years ago, and very recently the start of clear-felling operations in Katchal Island over an area of 2,500 acres, for plantation purpose.

4.3. The forest vegetation may be differentiated into four broad and distinct types *viz* :

(i) *The mangrove Forests* : These are evergreen and are confined to belts subject to tidal action along the coasts and along the creeks, on saline low-lying land, the sub-soil of which is usually alluvial. The belts vary in depth from a few yards to sometimes 8 to 10 chains. These forests fulfil the important function of preventing tidal erosion but are otherwise not economically valuable. There is a local demand for poles, but the cost of extraction is high, because of the swampy nature of these areas.

(ii) *The Littoral or Beach Forests* : These forests also form a narrow belt of varying depth just above high tide level on "Detritus brought down by streams and sands banked up by wind and wave". The soil is generally alluvial. The forests of this type contain some valued hardwoods species like MIHUSOPS littoralis (Bullet-wood) Tetrameles nudiflora (Thitpok) Caloplyllum inoplyllum, Terminalia Catappa, etc.

(iii) *The Deciduous Forests* : This type of forests occurs on undulations and gentle slopes up to about 300' in height and covers about 45% of the total area of the Andaman group of islands. The soil is generally poor or physiologically less moist as the underlying rock is sandstone or conglomerate. These are amongst the most valuable forests of the islands and contain padauk, gurian, white chuglam, black ghuglam, pyinma, white

dhup, chooi, marbelwood, etc. which are in great demand for match splints, plywood and ornamental timbers.

(iv) *Evergreen Forests* : This type constitutes most luxuriant type of forests in these islands. The soil is generally well-drained and fertile. The forests are equally valuable as a source of timber and industrial wood, as the deciduous type. While the highly prized padauk is rarely found here, the most important species are the Dipterocarps which grow to very large sizes and form the predominant commercially valuable species of these islands. In addition, other valuable match and plywood species like papita, badam, red bombwe, didu, lalchini, Lawbapathi, bakota, thingan, etc. occur in this type of forests.

4.4. *Bamboos and canes* : A variety of bamboos and canes are also found in these islands interspersed in pockets with the main types mentioned above. These bamboos and canes are commercially important for local use; canes are also exported to the market in Calcutta. While the mangrove belts are distinctly freely interspersed amidst each other, particularly, the deciduous and evergreen forests.

4.5. The forests of the Nicobar group of islands are mainly of the evergreen type with coastal fringes of mangroves. A most striking and important feature is, however, the absence of the most valuable commercial species, padauk and gurjan, from these islands. This is one of the reasons which has made the exploitation of the forest wealth of this group of islands an uneconomic venture at present.

4.6. Of the large number of species of trees which go to make-up the forest complex of the Andaman and Nicobar Islands, in general, only a few of them (about 26) have been found commercially useful. This, together with the selective requirements of the market with regard to size and shape have resulted in a system of selective fellings where only the useful species above a certain girth limit are removed, while the non-commercial species are either left to rot in the forest or are burnt in regeneration operations. This results in colossal waste as the useful species represent together barely 25-30% of the standing crop. It is expected, however, that the utilization of these non-commercial species will progressively improve with advances in wood technology and in the use of mixed miscellaneous hardwoods.

4.7. *Protection of the forests* : The protection of these valuable forests has not posed any problem as yet. Due to the high rainfall there is no appreciable danger from forest fires. The requirements of the small local population for timber and other forest products are met to the desired extent with the result that there is no problem of illicit fellings. The only source of damage which is causing concern is that by deer (cheetal) particularly in plantations and newly regenerated areas, it is interesting to

note that of all the deer species introduced into these islands, the cheetal has flourished and spread to all the islands within swimable distance from the main islands.

4.8. The Committee have been informed in a written note that forests are the main source of revenue to the Administration which contain valuable commercial timber. The Forest Department exports timber and supplies plywood and match species to local industries. The total quantity of timber extracted annually from the forests of these islands is about 60,000 tons. Unlike on the mainland most of the extraction work is done departmentally by the Forest Department because of the dearth of private operators. The conditions are, however, changing gradually and contractors are now coming forward for extraction of timber. Since the beginning of the Second Five Year Plan, Teak, Matchwood etc. plantations were raised and the additional area brought under these plantations is indicated in the following table :—

*Additional area brought under the plantations :*

Species	2nd plan	3rd Plan	Annual Plans (1966—69)
Teak (in Hect.)	610	2182	1296
Matchwood (in Hect.)	336	382	40.5
Cane (in Hect.)	49	243	—
Bamboo (in Hect.)	—	—	121
Padauk (in Hect.)	—	—	81

4.9. Cultural tending and thinning operations are also carried out. Attention has also been directed to the other aspects of forestry such as preparation of working plans and silvicultural research.

4.10. *Administration of forests* : The Central Government are directly concerned in matters of afforestation so far as the Union Territory of Andaman and Nicobar Islands is concerned. According to Government of India Allocation of Business Rules, 1961 the Central Forestry Wing (Department of Agriculture) is charged with the responsibility of attending to all matters relating to forest and forest administration in respect of Andaman and Nicobar Islands.

4.11. The Committee understand that the forest organisation in the Territory consists of Chief Conservator of Forests, two Conservator of Forests, a number of Divisional Forest Officers, and Assistant Conservator of Forests and Rangers, with the Chief Commissioner at the apex. The organisation have their own powers within which matters are referred by them to the Chief Commissioner. Beyond these powers the matters are referred to the Centre.

4.12. *Development programmes* : The Committee understand that till the end of the First Five Year Plan no special work of forest development as such was carried out as no plan was proposed. But the rehabilitation of the Forest Department and of forest working involved much effort and organisation right from the time these Islands were reoccupied in 1945 after the end of the war with the Japanese. The development of Andaman forests has received specific attention of the Government of India since the Second Five Year Plan. During the Second and Third Plan period an amount of Rs. 12.37 and Rs. 42.07 lakhs as against the provision of Rs. 80.00 and Rs. 56.82 lakhs, has been spent. During the years 1966-67 and 1967-68, an expenditure of Rs. 4.32 and Rs. 8.21 lakhs as against provision of Rs. 6.46 and Rs. 9.87 lakhs has been included. The following steps are stated to have been taken :—

(i) *Increasing the area of timber plantation* :—9,716 acres of teak, 1,718 acres of matchwood and 430 acres of Padauk plantations have been raised so far. The scheme is being continued in the Fourth Plan.

(ii) *Introduction of latest techniques in respect of logging operations and other forestry practices* :—During the Second and Third Plan periods, the following logging equipments have been obtained :—

(1) D6 Tractors	2
(2) Wyssen Skyline crane	1
(3) Brookeville Locos	2
(4) L.C.T. (Landing Craft Tank)	1
(5) Marine Engines	7
(6) Horizontal Diesel	1

The scheme is being continued in the Fourth Plan.

(iii) *Improvement of Forest communications* :—As the water transport is the lifeline of all communications in these Islands, the scheme implemented has primarily arrived at improving water transport facilities. The following water crafts have been constructed :—

(1) Motor boats	8
(2) Dinghies	54
(3) Life boat	13
(4) Timber boats	5
(5) Timber barges	2

The scheme has been discontinued after the Third Plan period.

(iv) *Survey and Research in respect of forest resources* :—Two schemes, viz., (i) Revision of Forest Working Plan and Forestry Inventory, and (ii) Silvicultural Research and Experiment were formulated in the Second Five Year Plan. Under the first scheme the revision of working Plan was taken up. It was further envisaged in the Third Plan to undertake

detailed stock mapping and enumerations of the forest and writing up of the working plan, dealing each Forest Division as a separate unit. During the first three years of the Third Plan period, enumeration and survey of little Andaman was completed and the preliminary working plan report of the South Andaman Division was also completed. In order to facilitate proper management, survey and demarcation of the forests on the ground have been taken up.

As for the other scheme, it has been stated that at the time of formulation of the proposal for the Second Plan, there was no data regarding the rate of growth of even important species like Padauk and Gurjan. Research on important silvicultural problems like regeneration tending etc. was also urgently required. Therefore, research on the following problems was undertaken :—

- (1) Regeneration of evergreen and deciduous forests;
- (2) Statistics of growth and yield;
- (3) Tending operations;
- (4) Introduction of exotics such as Teak, Mahogany, etc.

The scheme has continued in the Third Plan and subsequently also. Experimental and sample plots have been laid out/maintained and study of nursery behaviour of some important indigenous and exotic species have been taken up. Preliminary work with regard to preparation of volume tables for a number of local commercial timber species has been completed.

(v) *Provision of better working and living conditions of forest labourers* :—The labourers employed in the Forest Department are mainly from the mainland. They are provided with free accommodation outside Port Blair. They are also granted a number of concessions by way of leave, travel concession, children education allowance, etc. A large number of them are covered by the 'Employees' Provident Fund Scheme or the pensionary benefits. They are also provided with free medical facilities.

4.13. In reply to a question, the representative of the Ministry has stated that parts of Andamans are still inaccessible. He has further stated that they are building a jetty and break-waters for exploiting the timber from little Andaman Island which has an area of about 286 sq. miles.

4.14. The Committee note that the Andaman and Nicobar Islands are one of those few regions in the country where the percentage of forest area is much higher than the national average. They need hardly stress that these forests possessing valuable timber of commercial importance are vital not merely for the economic development of these Islands but constitute a national asset in view of the present as well as likely future gap between the demand and supply position of the timber for various industrial and other uses in the country. The Committee consider that the efforts put in and the results achieved so far in the direction of forest extraction and

development are meagre as compared to the vast forest resources available in these Islands. In this connection they are constrained to observe that while every State Forest Department renders a surplus revenue, the Forest Department in these Islands is incurring loss which has to be made good by the Administration. Even the Saw-Mill at Chathara run by the Forest Department has been showing loss. The Committee feel that this state of affairs is largely due to bad management and lack of initiative. The Committee would, therefore, recommend that Government should institute a thorough probe into the cause of recurring loss and mis-management in the Forest Department and fix up responsibility for these state of affairs.

4.15. The Committee suggest that the Central Forestry Wing should chalk-out an integrated plan for the systematic development of forests in these Islands by promoting infra-structure i.e. improved communications, modern logging equipments and other techniques in forest operations etc. on the one hand and by introducing plantations of suitable economic and industrial species and bringing the forest area under scientific management after proper survey, demarcation and enumeration of forests on the other. The Committee trust that for a long-term venture like Forestry, Government would ensure suitable ways and means to be adopted to make valuable adequate funds perenially which in turn would ensure sustained development of forests in these Islands. The timber extraction should also be organised in a business like manner so as to avoid waste and ensure economy, efficiency and fair return.

4.16. *North Andaman Island (under lease)* :The Committee have been informed, in a written note, that a global tender was invited by the Inspector General of Forests, Government of India, Ministry of Food and Agriculture for the right of felling, extraction and shipment of commercial timber from an area of 707.77 sq. miles in the North Andaman Division some time in July, 1950. The area included North Andaman island along with a part of the northern portion of Middle Andaman Island and the off shore islands in this region. Based on a tender by M/s. P. C. Ray & Co. (India) Pvt. Ltd., Calcutta, the Government of India after negotiation finalised an agreement in favour of the company in August, 1951, for a period of 25 years' work. Under the terms and conditions of this agreement the licensee were to cut, fell, extract and ship timber to the mainland increasing from 10,000 tons in the first year to 75,000 tons of timber annually from the 6th year onwards. Royalty was to be paid by them as a percentage of the f.o.b. prices that were to be fixed by the local Administration in consultation with the Licensee and in concurrence with the Inspector General of Forests. The licensee was to deposit Rs. 10 lakhs as Security deposit for the fulfilment of the terms and conditions of the agreement. The licensee was to pay royalty not only on the timber that was to be shipped by them but also in the event of their failure to extract the requisite quantity they were to pay royalty

on such shortfall on the guaranteed quantity. Although the licensee took up work in the year 1951, at no stage was he able to fulfil the terms and conditions of the agreement and there was heavy shortfall in the timber exported as given below :—

Year	Guaranteed quantity in tons.	Shortfall in tons.	Remarks
1951-52			
1952-53	40,000	8,446	
1953-54			
1954-55 . . . . .	30,000	9,311	
1955-56 . . . . .	40,000	11,124	
1956-57 . . . . .	60,000	37,518	
1957-58 . . . . .	75,000	61,725	
1958-59 . . . . .	75,000	53,285	
1959-60 . . . . .	75,000	61,788	
1960-61 . . . . .	75,000	65,352	
1961-62 . . . . .	75,000	67,111	
1962-63 . . . . .	75,000	65,539	
1963-64 . . . . .	75,000	64,167	

4.17. As a result of the failure of the licensee to exploit the forests as per the terms and conditions of the agreement as also their failure to pay full royalty due to the Government on timber shipped by them and also on the shortfall, the Government was contemplating to take appropriate action. In the meanwhile the Company invoked clause 33 of the Agreement of license for an arbitration in April, 1961 for the period ending 31st March, 1961. The arbitration proceedings were finalised in March, 1967 and the arbitrators gave a decree in favour of the Government to the extent of about Rs. 19,41,299.70 p. This award was confirmed by the High Court at Calcutta in August, 1968. There are subsequent arbitration proceedings also in connection with the subsequent period. Even though the company had entered into arbitration proceedings, they continued to work in a very irregular manner upto July, 1964, whereafter their work came to complete standstill and they more or less abandoned the contract. The failure of the company to work the North Andaman forests in a satisfactory manner caused a setback in the working of the Forest Department and in general, the development activities of these islands. The annual timber extraction from 1965 onwards fall short by 75,000 tons which was the quantity fixed for the company to extract and ship annually under the terms of the lease and the forest areas thus remained locked up. From 1961 onwards, the Company involved the Government in a series of arbitration and Court cases. As a result, the Government took the view that the failure of the Company to work the North Andaman forests amounted to repudiation of the contract by them and as such the North Andaman Agreement of Licence which was for a period of 25 years was revoked in December, 1968.

4.18. It has further been stated, in another note submitted to the Committee, that the following developments have taken place subsequent to Government having served notice on the Company revoking the Agreement with effect from 21st December, 1968 :—

- “(i) On 11-2-69 the Company had filed a special Suit against the revocation order of the Government.
- (ii) Affidavit-in-opposition was filed on behalf of the Union of India in High Court in time on 13-3-69.
- (iii) Meanwhile, the Company filed a Writ Petition under Article 225 of the Constitution on 11-3-69.
- (iv) The petition for Special Suit filed on 11-2-69 was dismissed as withdrawn by the High Court on 21-4-69.
- (v) Again, the Company filed another application on 15th July, 1969 for obtaining *inter alia*, an order of injunction restraining the Government of India from taking any action for giving effect to the said impugned order revoking the Agreement of Licence and also restraining them from making any extraction of timber or forest products either departmentally or through an independent contractor or locating by lease or otherwise any interest in the third party instead of any part of the North Andaman forest covered by the Agreement of Licence.
- (vi) The Company's prayer for interim injunction was rejected by the Calcutta High Court on the 4th December, 1969 with the directions that the Affidavit-in-opposition in the main Writ Petition filed by the Company under Article 226 of the Constitution of India should be filed early by the Union of India. The Affidavit-in-Reply would be filed by the Company within three weeks thereafter. The main rule would then be heard within two weeks after the Company's filing the Affidavit-in-Reply.
- (vii) The Affidavit-in-Opposition on behalf of the Union of India was filed on 28th January, 1970.
- (viii) As the Company was required to file an Affidavit-in-Reply within a month's time, the case is expected to come up for hearing sometime in \*March, 1970.”

4.19. In view of the matter being *sub judice*, no long term policy for tendering out areas in North Andaman can be envisaged. The forests in these areas are, however, being exploited departmentally and the possibilities of employing village cooperatives for working in small areas for supplying timber to the Andaman Forest Department are being explored.

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\*At the factual verification stage the Ministry have stated that the case could not come up for hearing in March, 1970. It is appearing about daily in the List of Cases and is likely to come up for hearing any time during April-May, 1970.

4.20. The Committee have been informed during evidence that "P. C. Ray & Co. stopped working in 1964. After that *inter se* litigations had been going on and it was only at the end of December, 1968 that we terminated the agreement with them. Then again they went in for an appeal and wanted to get an interim order from the High Court. The Court injunction is still pending; but we have terminated that contract and we have asked the Department to work the areas and they have started working from the year 1969. I am told that at least 1500 tons of timber has been extracted from there."

4.21. The Inspector General of Forests and Ex-officio Additional Secretary, Ministry of Food, Agriculture, Community Development and Cooperation (Department of Agriculture) stated during evidence that "Exploitation of forests was confined during the past fifty years or so to the main Andaman group of islands which means the Northern, Middle and the Southern islands. The other islands were not so much inhabited and neither there is any infra-structure there. In the South and the Middle Andaman islands, the Department is undertaking extraction of timber and our Plan provides for the extraction between 48,000 to 55,000 tons and our out-turn during the last 4-5 years stood very much above this limit—sometimes it is over 10% but the plan provides that no more than 10% yield can be taken from these areas." He further stated that "As regards other islands the question of exploitation does not arise as there is no infra-structure."

4.22. *Loss accruing to Government by departmental extraction of timber* : The Inspector General of Forests stated, during evidence, in reply to a question whether Government was losing by departmental extraction of timber, that "I think, on the whole, we are losing a small amount in a general way. The revenue is Rs. 1,41,61,000 and expenditure, excluding the plan, is Rs. 1,43,67,000." He further stated that 'when we extract timber, there is a heavy expenditure incurred on transporting it to the mainland which is Rs. 152/- per tonne.....The other reason is that the saw mills are running at a loss, on account of the fact that departmental supplies or local supplies of that timber are made on a subsidised basis..... the losses are mostly by our saw-mills.' Intervening, the Chief Commissioner stated that "Mainly we feel, that the costing of the sawn timber is defective. And that is why Cost Accounts Officer was requested to examine it. His recommendations, with our comments have been forwarded to the Government of India. If these recommendations are implemented losses will be reduced considerably." It was further stated that "Secondly, in the past the wastage at the time of sawing—particularly in the last few years—was fairly high. We have paid attention to it and we expect that the wastage will be reduced to some extent. One of our officers received training in Finland where he studied the sawing. We have also seen to it lately that the timber which is being given to be sawn, has not been left lying too long. These measures, we feel, will effect an improvement in the running of the saw-mill."

4.23. The Committee have been informed during evidence that the entire economy of these islands depends upon the development of the infrastructure. With the rapid development of the intra-structure, the economic development will take place much faster and the competitiveness will be brought in. With a view to achieve this objective, three plywood factories and one match factory have been established since 1960. These factories will be getting timber at a more competitive rate and will be transporting finished goods to boost up the economy. It is also proposed to call for all India tenders on ten year basis for setting up industries in those Islands where re-settlement is going on, so that some of the timber may be utilised locally.

4.24. The Committee are unhappy over the whole affairs of P. C. Ray & Co. Calcutta. They are surprised that although from the very start i.e. right from 1951-52, the performance of the contractor was far from satisfactory and they were guilty of serious breach of contract, no notice of their acts of commission and omission was taken till December, 1968. Consequently, the Administration has landed itself in legal difficulties. Lack of proper vigilance and utter indifference to the whole matter by the authorities concerned has put the forest department into a huge loss. The Committee, therefore, recommend that an inquiry may be instituted into this affair with a view to fix responsibility for the lapse.

4.25. The Committee feel that there is no bar now to go ahead with the programme of extraction of timber departmentally or otherwise since the interim injunction prayed for has not been granted. In view of this, the Government should go ahead with a firm programme of exploitation of timber in the North Andamans.

### B. Land reclamation

4.26. The Committee have been informed, in a written note that in the Andaman Group of Islands there are three Forest divisions, namely South Andaman Division, Middle Andaman Division and North Andaman Division. For South and Middle Andaman Division, new working plans have already been prepared. They are expected to be approved shortly for the next 10 years for working of forests. It is anticipated that about 38,500 acres in South Andaman Division and 21,500 acres in Middle Andaman Division will be exploited during the next 10 years. With regard to North Andaman Division, since the Calcutta High Court rejected the licensee's petition for interim injunction against revocation of the Licence in December, 1969 only, working of the forests has been organised departmentally in a small way. It is proposed to prepare a scheme for working the forests shortly and to start with, it is anticipated that annually about 1000 acres will be exploited in the beginning. The regeneration of forests will be taken up in all the lands cleared in Andaman Group of Islands according to the approved working Plan. In addition, 6000 acres of land (approximately) earmarked for agriculture is expected to be cleared during the next 5 to 6

years. Land capability survey is planned to be taken up to decide on the soil conservation measures and cropping pattern to be adopted. The programme proposed for reclamation of forests in the Nicobar group of Islands is as under :—

#### *Little Andaman*

It is proposed to reclaim 4000 acres in Little Andaman during the Fourth Plan period. We have proposed that the reclamation should be got done through Private Parties hand in hand with departmental operations. The proposal for selection of a private party on the basis of an All India Open Tender for clearance of 800 hectares in Little Andaman has already been submitted to the Department of Agriculture, Government of India along with drafts of necessary tender documents. A proposal has also been submitted for selecting a private party for setting up a Ply-wood Unit in Little Andaman, with an annual in-take capacity of not less than 10,000 tonnes per year. The proposal envisages allotment of an area of 10,000 acres to the successful tenderer for a period of 10 years. This proposal is also presently under consideration of the Government of India.

Out of the 4000 acres proposed to be reclaimed during the Fourth Plan period, approximately 30% of the cleared lands would be required for provision of Community facilities, while the remaining 2800 acres would be available for allotment to the families to be resettled on that island. On the basis of 5 acres per family, it is proposed to resettle 560 families on that island during the Fourth Plan Period. This proposal too, is presently under consideration of the Government of India.

#### *Katchal*

Government of India have already accorded sanction for raising of rubber plantation over an area of 6000 acres at an estimated cost of Rs. 450 lakhs. It is proposed to bring 3000 acre under Rubber during the Fourth Plan Period and consequently the forest over all this area will have to be cleared. This clearance is also proposed to be cleared. This clearance is also proposed to be done partly departmentally and partly through Private Party to be selected on the basis of an All India Open Tender. Department of Agriculture, Government of India have already been moved to approve the proposal and drafts of necessary tender documents have also been submitted. They are under consideration. All the area cleared in Katchal will be brought under rubber.

#### *Great Nicobar*

A Pilot Scheme for settlement of 100 ex-servicemen families, each of whom have to be allotted 10 acres of cleared flat lands, has already been sanctioned by the Government of India and is being implemented. The proposal of having another settlement for 100 families has also been approved in principle. It has been proposed to clear 3000 acres of forest lands in

Great Nicobar during the Fourth Plan period and necessary proposals in this behalf, along with drafts of tender documents for selection of a suitable private party on basis of an All India Open tender, have already been submitted to the Government of India and are under consideration. If the proposal regarding having second settlement in Great Nicobar is finally approved, the total area that will be cleared and allotted in Great Nicobar for agricultural purposes during the Fourth Plan Period would be 2000 acres. It will thus be seen that out of the entire clearance envisaged in the Nicobar group of islands during the Fourth Plan period, only an area of 4800 acres (2800 in Little Andaman and 2000 in Great Nicobar) is proposed to be utilised for agricultural purposes.

4.27. In reply to a question, the Inspector General of Forests stated, during evidence. "These are hilly areas and rain fall is about 110" and the precipitation at times is concentrated in a day upto 10". The result is that if any clearance on wide scale is done, it leads to terrific erosion. So, the economy of the area would be based on vegetal cover and maintaining the forest for regenerating the economy either by exploitation or by more valuable species, or by utilising unutilised species by other technological methods. To that extent it has got to be conditioned by the vegetal cover and the economy has to be based on forestry and forestry based industries. For example, take a country like Japan which has got very high human population in the Eastern Region. There the forest area, with all that population, is round about 68%. But this area is much more prone to erosion than Japan because they do not have heavy rains. They have snows and the washing is not great. It is essential to maintain vegetal cover over the land."

4.28. In reply to another question, the Committee were informed that these areas were susceptible to heavy erosion and washing away of soil took place quickly and the reclamation work has to be done very cautiously as once the damage was done to the soil, it would take 6 thousand years to build 6 inches.

4.29. The Committee hope that in view of the heavy rains in these Islands and the soil being susceptible to erosion, the Administration will take suitable precautionary measures to avoid soil erosion in the process of execution of the new schemes for reclamation and rehabilitation of forest areas which are at present under the consideration of the Government of India.

### **C. Ornamental Timber**

4.30. It has been mentioned in the Report of the Study Team consisting of Cabinet Secretary, Home Secretary, Defence Secretary on the development of Andaman and Nicobar Islands that "there is quite a good amount of ornamental timber and lot of Burrs in the Andamans forests. Excellent veneer can be prepared out of these. The ornamental timber can also be

sold in foreign markets in logs. The Inspector-General of Forests can examine this problem and advise as to how best this exploitation is to be done. There may be a scope for encouraging veneer factories. Some amount of local handicraft with ornamental timber is now going on. Excellent furniture can be made which will have a good value. Now that we are getting ex-servicemen settlers, it may be possible to develop good handicrafts amongst them. Some of the local population can also be taught good carpentry. There appears to be a case for settling some good carpenters on the islands. The Handicrafts Board can have a look at this problem."

4.31. During their tour to the Andaman and Nicobar Islands the Committee were given to understand that the "Ornamental timber" viz., Marble Wood, Silver Grey, Padauk, Burr etc., grow with other timber. The Ornamental timber constitutes only 5% of the forest and hence exploitation of only this timber is limited; but even then every effort is being made to extract as much ornamental timber as possible. The other important factor to remember for low exploitation of this timber is that there is heavy rejection. About 2000 tons of Padauk per year is being exported to the mainland, for use by the railways. Plantations of ornamental timber are being raised in the Andaman group of Islands.

4.32. The Committee were informed during evidence that "under the various plans, teak and other high quality timbers are being grown there. We are trying to have more expensive timbers in those forests." In regard to export of timber to foreign countries and earning foreign exchange as a result thereof, the Committee were informed that "there is no export from the Andaman islands to any foreign country. The export is to the mainland. The demand is for all types of timbers. Only the ornamental woods we are selling at a profit because the cost of working and everything else is very well covered."

**4.33. The Committee note that the ornamental timber constitutes only 5% of the forest and hence exploitation of only this timber is limited but in view of the fact that it sells at a profit, as admitted by the Inspector General of Forests, every effort should be made to extract as much ornamental timber as possible to encourage development of good handicrafts in the interest of economic development of those islands.**

## CHAPTER V

### AGRICULTURE

#### A. Food Production

5.1. The Andaman Islands have practically no flat land and the local inhabitants are not progressive. Besides, the land is wholly covered with fresh vegetation. As such, there was no cultivation in these islands, until they came to be used as a penal settlement in the later nineteenth century. The Andamanees or settlers prior to 1945 and the new settlers brought over since 1949 form the mainstay of agricultural activity in the islands. These people had cleared some 10421 acres of land as long ago as 1881 and the acreage of cleared land had increased to 25,189 acres by 1905. There has been further forest clearance subsequently for agriculture, under the colonisation schemes, from 1949—this time in selected areas mostly in the Middle and North Andamans. Upto 1961, about 16,300 acres were thus cleared by Government agency for settling East Pakistan refugees, etc.

5.2. In the past, there was an impression that in the Andaman islands, topographically, as much as 514,000 acres could be found usable for agricultural pursuits. This was mainly based on calculation of area of dependable heavy precipitation, included in what was then known as the "blue belt". But subsequent practical experience and surveys in connection with the colonisation scheme have made it clear that land fit for agriculture is extremely limited. Experience has shown that the original estimates about the availability of cultivable flat land on the basis of which targets under the colonisation scheme were fixed, have been very much on the high side and shortage of suitable lands in compact homogeneous blocks has proved a severe handicap. In short, the fact is that not much land suitable for agriculture is available in the Andaman Islands. Consequently agriculture can play only a very limited role in the development of the economy of these islands.

5.3. The aborigines, numbering about 14,000 practice no form of cultivation or agriculture, except that they occasionally plant a few fruit trees. They live mostly on forest produce like Pandanus fruit, edible roots, coconuts, wild pig and fish from the sea. Unlike tribals elsewhere in India, they do not practice any form of shifting cultivation either. A few Nicobarese are said to have taken a liking for rice but have not as yet interested themselves in its cultivation.

5.4. It has been brought to the notice of the Committee that more than full time work remains to be undertaken to consolidate the areas already opened up, so as to safeguard the interests of permanent cultivation, full productivity and profitable utilisation. While a number of schemes for

agricultural improvements have been adopted, as indicated below, none of them are on an adequate scale nor do they cover all urgent requirements :—

1. Strengthening the Agricultural Department.
2. Training of personnel for staffing the Agricultural Department.
3. Multiplication and Distribution of Improved seeds.
4. Supply of implements, seeds and manures to cultivators.
5. Scheme for demonstration of intensive cultivation of agricultural crops.
6. Scheme for Plant Protection in the Andaman and Nicobar Islands.
7. Rehabilitation of coconut plantations in Andamans.
8. Development of coconut plantations in Nicobars.
9. Scheme for the establishment of Coconut Nurseries for the Andaman and Nicobar Islands.
10. Deputing selected Nicobarese to the mainland for a study tour of the Coconut Stations and Plantations on the West Coast.
11. Scheme for the establishment of Progeny Orchard-cum-Nurseries.
12. Scheme for Demonstration of Intensive Cultivation of Horticultural Crops.
13. Development of Cashewnut Plantations in Andaman and Nicobar Islands.
14. Arecanut Development Scheme.
15. Development of Pine-apple cultivation and establishment of a Canning Unit.
16. Lac Cultivation in Andamans.
17. Exploratory Trials on Coffee Cultivation in Andamans.
18. Rubber Plantation in the Andaman and Nicobar Islands.

5.5. It is stated that the intensity of land use is itself very low, only 23.77% of utilisable land being cropped. The one major crop raised is rice, involving 6684 ha. (16,504 acres) in 1961, which increased to 6,754 ha. in 1962. Other field crops covered but very limited areas and were apparently raised purely for personal or local consumption. Broadly speaking, the present cropping pattern consists of 2/3rd of the net sown area under paddy and a fifth under coconut; and the rest is accounted for by a variety of casual small-scale planting of foodcrops, cash crops and fruit crops. It would thus appear that there has been no planned development of cropping pattern.

5.6. In a written note, the Committee have been informed, that paddy is the main crop in the Andaman Islands and Coconut in the Nicobars. The activities of the Agricultural Department are mainly directed towards the multiplication and distribution of improved seeds, supply of seeds,

fertilisers, implements, demonstration of intensive cultivation of paddy and horticultural crops and development of plantations crops and development of arecanut etc. At the beginning of the Second Five Year Plan only 3 Agricultural Farms were being maintained by the Agricultural Department. Their number increased to 5 at the end of the Second Plan and 9 at the end of Third Plan. There are at present 10 agricultural farms for trial of new varieties and production of seeds and seedlings for distribution to cultivators. Besides, these farms are serving as demonstration centres to cultivators. The following table indicates the efforts made by the Agricultural Department in the field of extension for the supply of various Agricultural inputs to the cultivators :

Sl. No.	Description	Quantity supplied during		
		2nd Five Year Plan	3rd Five Year Plan	Annual Plans (1966-69)
1.	Fertilisers (MT) . . . . .	97	222	190
2.	Improved Seeds (MT) . . . . .	42	200	146
3.	Green Manures Seeds (MT) . . . . .	5	N.A.	6
4.	Improved Agricultural implements (No.) . . . . .	287	132	61
5.	Plant protection equipment (No.) . . . . .	40	147	429
6.	Pumping Sets (No.) . . . . .	6	3	10

The area under paddy and production of rice has been steadily increasing as will be seen from the following table :—

	First Plan	2nd Plan	3rd Plan	Annual Plans (1966-69)
Area under paddy (Hec.) . . .	3748	6684	7054	7402
Production (in tonnes) . . .	3084	5894	8133	9031

5.7. Next in importance are plantation and horticultural crops. The additional area brought under these crops is indicated below :—

	2nd Plan	3rd Plan	Annual Plans	Total
Coconut Plantation (in hect.) . . .	202.00	1162.00	399.00	1763.00
Arecanut Plantations (in hect.) . . .	40.00	300.00	93.00	433.00
Horticultural crops (in hect.) . . .	157.00	393.00	285.00	835.00

5.8. *Minor irrigation.*—Although the average annual rainfall in this territory is as high as 123" spread over a period of about 8 months, the need for providing minor irrigation facilities arises during the dry months from January to middle of May. Minor irrigation facilities at present are practically non-existing due to poor moisture retentive capacity of the soil and non-availability of perennial water sources which could otherwise be

exploited. However under the agricultural production programme, pumping sets which are being used to lift water from nearby streams, are being distributed to the cultivators at subsidised rate. The problem in this territory is in locating suitable water sources which could be tapped for providing irrigation to large compact areas. With this in view, a team from the Central Water & Power Commission had recently undertaken a preliminary survey of the possibilities of undertaking minor irrigation schemes in this territory. Further, a team from the Geological Survey of India had recently looked into the problem especially regarding the peculiar soil characteristics in this territory. Their reports are awaited. In the meantime, it is proposed to construct small bunds across nallahs for providing minor irrigation facilities wherever feasible.

5.9. In reply to a question whether any proper record of the rainfall in the various parts of the islands has been maintained, the Committee have been informed, in a written note, the Meteorological Observatory at Port Blair has set up branch stations at the following places :—

- (1) Mayabunder
- (2) Long Island
- (3) Hut Bay
- (4) Car Nicobar
- (5) Nancowrie
- (6) Kondul

In addition, it is proposed to establish meteorological stations at the following places in consultation with the Officer-in-Charge, Meteorological Observatory, Port Blair :—

- Betapur
- Middle Andaman
- Matchal
- Neil Island
- Great Nicobar
- Ferargunj
- Baratang
- Chiriyatapu
- Havelock
- Kadamtala
- Rangat
- Diglipur
- Teressa
- Pulobhabi
- Chowra
- Cambell Bay

5.10. In addition to the above, the Agricultural Department proposes to establish Agricultural Meteorological stations at Sipighat, Panchwati and Diglipur, where rain gauges amongst other things will be installed to collect rainfall data.

5.11. It has also been stated that two Agricultural Inspectors have been trained. One Inspector is at present employed with the Soil Conservation Research Centre. The second one will be utilised for the execution of Soil Conservation scheme as soon as the accounting procedure is finalised and extension work is taken up this year.

(a) It is now proposed to take up the implementation of soil conservation schemes on a priority basis in different areas in the islands and the two Inspectors already trained will not be sufficient to meet future requirements. It is, therefore, proposed to train more Agricultural Inspectors in soil conservation work from 1970-71.

(b) A programme for training various personnel of the Agricultural Department has been drawn up. An Agricultural Officer has been deputed for training in coconut cultivation at Kasargode (Kerala) and one Agricultural Inspector has been deputed for training in plant protection at Hyderabad.

5.12. With a view to advise the Andaman Administration on the strategy to be followed in regard to intensive cropping scheme, the Committee have been informed, during evidence, that a team headed by the Joint Agricultural Commissioner visited these Islands from 10th to 18th November, 1969 and his report was almost ready. At present about 3,000 tons of rice, 3,800 tons of wheat, 800 tons of pulses, 500 tons of oil is imported from mainland from these Islands. It will rise further in 1973-74 for rice 17,500 tons, wheat 4,800 tons, pulses 1,500 tons, potatoes 600 tons and onions 600 tons and oil 100 tons. The main recommendation of the report is, therefore, to make the area self-sufficient in rice, pulses, potatoes, onions and oil, etc. by 1973-74. In regard to measures taken to boost production, it was stated that the rice production can be increased by resorting to present technology and use of high yielding varieties, whereas for pulses, potatoes and onions rotation system would be used. About wheat, it was added that "we are not sure whether we will be able to grow wheat profitably in those islands but some trials are under way."

5.13. In reply to a question, the Committee have been informed that the production figures of these articles in the Islands was rice—10,600 tonnes, wheat—nil, pulses—375 tons, potatoes—nil, onions—nil.

5.14. The Agricultural Commissioner added that "the most important recommendation of the Team from the Ministry of Agriculture is to achieve

self-sufficiency in those items which are now being imported and we can be able to achieve self-sufficiency, even considering the increased population by 1973-74. In addition to that, the team has suggested improvement specially in the present coconut plantations. And there are possibilities for banana and pine-apple cultivation. But the most important suggestion they are making is to take up 300 acres under red oil palm plantation, which is one of the very important plantations. We are importing so much of this oil from foreign countries. These plantations will not affect the forest areas. After reclaiming 300 acres, we want to put this plantation. For the last 5 or 6 years, we have been trying to find a suitable area for growing this red oil palm."

5.15. *Sugarcane*.—In regard to sugarcane cultivation, the Agricultural Commissioner stated that there was a possibility for sugarcane cultivation.

5.16. *Fertilizer*.—The demand of fertilizers at present was about 593 tons whereas 413 tons had been supplied this year. There was a subsidy of 50% on nitrogenous fertilizers. It is now being considered whether the subsidy may be given on super-phosphate also. Rs. 60 per ton is being paid as subsidy for transport. The islands were being denied the benefit of pool price but now the pool price has been introduced there.

5.17. *Irrigation*.—As far as water for irrigation purposes is concerned, cultivators have mostly to depend upon rainfall. The Chief Commissioner stated that "from the irrigation aspect the soil does not have a very good retentive power. It does not hold water in most places. The places where tanks etc. are to be located, have been carefully selected in consultation with the Geological Survey and on the past experience. Keeping this in view some attempt has been made by us for minor irrigation and about 4 small reservoirs have been put up—three in South Andamans and one in Middle Andamans. We find that most of the Schemes which we want are fairly expensive. Sometimes back it was decided to bring in an Investigation Division from the Central Water & Power Commission, and we are assured that it will come by April, 1970. Then, we would like to take up a larger number of programmes." It was added that "We have examined the possibility of tubewells and according to the report of the Geological Survey of India there is no possibility of drilling tubewells in that area. As regards anicut etc. we need smaller streams and rivulets which are not many in those areas."

5.18. The Committee need hardly emphasise that the economic growth and prosperity of the Andaman & Nicobar Islands to a large extent depends mainly on its ability to increase the agricultural production. Considering the vast potential of the islands, the present State of development in the field of agriculture can hardly be regarded as adequate. The Committee

feel that prospects for agricultural development in these Islands are very bright both in the nature of intensive exploitation of the existing lands by organising appropriate inputs as well as bringing fresh areas under cultivation by the clearance of forests.

5.19. The Committee are, however, glad to note that the Administration has put 'self-sufficiency in rice, pulses, vegetables etc. as their target. They hope that concerted efforts will be made towards achieving the same.

### B. Soil Conservation

5.20. It has been stated that the soils in the areas in Andamans opened up for agriculture are usually derived from sedimentary rocks and less commonly from serpentine rocks. Soil depths are variable, valley soils being generally quite deep. In the valley lands soil colour ranges from greyish brown to grey and occasionally to dark brown. Soil textures vary from sandy loam and gravelly loam to clayey loam and heavy clay. The heavy soils have a very low status of aggregation; when wet, impermeable layers are formed quickly, which retard the infiltration capacity of the soil. The soils are generally lacking in organic matter (humus), particularly in upland areas where the loose soil and heavy rainfall are adverse local characteristics. In both light and heavy soils, crump formation is prevented for want of adequate clay-humus complex. Paddy land soils are lacking in available phosphorous. The content of nitrogen and potassium is generally satisfactory while that of Calcium is low. While originally rich virgin forest soils, the soils are poor in water-holding or moisture-retention capacity and are easily liable to soil-erosion when exposed to heavy rainfall. Soil erosion by water is thus a serious problem and even in areas cleared comparatively recently, its evil effects are already being noticed.

5.21. It has further been stated that soil conservation in the agricultural areas assumes special importance in view of the fact that there is no room for extension into fresh areas in the limited land in these islands. A small soil conservation study and demonstration unit has been set up at Rangat to study the problems in the 23 villages of the Middle Andaman Islands. The unit has ascertained that though the erosion index of the soil itself was satisfactory, accelerated erosion resulted because of the topography, rainfall, removal of vegetative cover and unwise agricultural practices like tillage against the contours, over grazing, burning of stubble after harvesting, paddy cultivation without field terracing, stream bank erosion encouraged by cultivation right up to the edge of the bank, etc. Valley areas brought under the plough are affected by sheet, gully and stream bank erosion. Already 1,000 acres have become unfit for paddy cultivation. The study showed that only 6.0% of the land was nearly level and that all other land was suffering either from active erosion or from accumulation

of sterile soil. The particulars of slope and degree of erosion determined in 1959-60 are as follows :—

Slopes	Percentage of total cultivated area	Degree of erosion
Nearly level	6.0	None noticeable
Moderately level	26.7	Moderately affected
Sloping	10.7	Severely eroded
Strongly sloping	36.9	Gullied
Steep	19.7	Accumulated soil.

The small-scale Demonstration work has yet to be followed up by organised soil conservation programme on fullscale. Against the Third Plan provision of Rs. 998,300 in 1961-62, the expenditure incurred was only Rs. 23,000. The provision of a loan of Rs. 150 per acre for implementing soil conservation on an individual basis in each cultivator's small holding cannot serve the purpose in practice. A comprehensive programme of soil conservation is urgently called for. The programme must be implemented over each entire catchment as a unit in a co-ordinated way. Special methods of working have to be evolved to suit local conditions.

5.22. The Committee have been informed, in a written note, that on account of heavy rainfall and hilly terrain, the soils in this territory are susceptible to erosion. A research station was set up at Rangat (Middle Andaman) to study the factors causing soil erosion with the ultimate object of determining the soil conservation measures required to be taken in various affected areas. Another small centre was set up at Diglipur during the Third Plan. A Soil Conservation Research Demonstration and Training Centre is being set up in South Andamans (Sipighat). In the field of extension, only loan assistance at the rate of Rs. 150/- per acre was provided to the cultivators for bunding and terracing of their fields. It is now proposed to grant financial assistance @ Rs. 375 per hect. for paddy lands and @ Rs. 1,250 per hect. for hilly lands for undertaking Soil Conservation measures. 50% of the above amount is proposed to be treated as subsidy and the remaining 50% as long-term loan.

5.23. It has further been stated that it has been decided that individual holding of the settlers should be protected from erosion hazard by adopting different Soil Conservation measures as applicable on particular holding. Over and above, it is planned to take soil conservation measures on different holdings of a block on watershed basis. Therefore, the virgin land cleared for agricultural purposes will be protected by Soil Conservation measures in the shape of Contour bunding, graded terrace, paddy field bunding, peripheral channels, grass water outlets, terracing, different drop structures and

raising of erosion resistance crop etc. During the Fourth Plan Period about 4,000 acres, out of 4,800 acres meant for agricultural purpose, are proposed to be brought under soil conservation. The Scheme will be executed by granting a liberal loan assistance of Rs. 1,200 per family for 5 acres of Agricultural holdings. The work will be executed through trained soil conservation personnel. The contour Survey and preparation of estimates of different Soil Conservation structures are in progress both at Neil and Betapur Projects.

5.24. It was brought to the notice of the Committee that the cultivators did not take advantage of the loan facilities for soil conservation work and that owing to non-appointment of requisite staff relating to reclamation of saline affected land no tangible progress could be achieved towards the implementation of the Scheme. In reply the Committee have been informed, in a written note, that the necessary staff has since been appointed. A proposal to liberalise the pattern of assistance for soil conservation work was sanctioned in October, 1969. Pattern of financial assistance is indicated below :—

1. Loan to the extent of Rs. 375 per hectare for paddy land and Rs. 1,250 per hectare for hilly land.
2. The loan is long-term spread over a period of 20 years.
3. 50% of the loan amount or 50% of the actual cost of the work (in case the work is undertaken through Government Agency) to be treated as subsidy in the 5th year if it is certified by the soil conservation staff that minimum follow-up programme has been adopted by the cultivators for 4 years. The grant of subsidy is also subject to prompt and punctual repayment of loan and/or interest thereon and in the event of any default the loanee is liable to refund the full amount with interest thereon. The subsidy is not to be paid in cash but will be in the form of conversion of the outstanding loan into the extent of subsidy granted.
4. The loan is repayable in 15 equal annual instalments together with interest on the outstanding balance beginning from the 6th Anniversary of the completion of the work or disbursement of the amount as the case may be, the interest alone being repayable on the anniversary.
5. The loan will carry interest at such rate as may be prescribed by the Government of India from time to time. A rebate in interest at the rate in force will also be allowed in case the instalments of principal and/or interest are paid punctually on due date.

5.25. It will be observed from the above, that the conversion of the part of the loan into a subsidy if the work is carried out properly, is an

attractive incentive which should enable more farmers to avail themselves of the loan assistance.

5.26. Wide publicity is being carried out amongst the cultivators to avail of the liberalised pattern of financial assistance for soil conservation work. Andaman & Nicobar Islands Land Development Schemes Regulation, 1963 has also been brought into force from 15-6-1969 under which Chief Commissioner has been vested with powers to declare any area to be a notified area for the purpose of carrying out Improvement Schemes including schemes for Conservation and Improvement of Soil Resources.

5.27. *Reclamation of saline lands.*—The Scheme could not be undertaken during the Second Plan. Subsequently a survey was undertaken for reclamation of saline and Mangrove areas by an expert team headed by Director, River Research Institute, Government of West Bengal from December, 1965 to January 1966. The work on the pilot project was expected to be taken up in October, 1969. This has been delayed due to the non-availability of required number of the water craft. The subject is being handled by the Department of Rehabilitation under the accelerated Development Programme.

5.28. Approximately 2,500 acres of flat lands suitable for cultivation were expected to be available in Neil Island and a detailed soil survey of the lands was undertaken to locate lands suitable for paddy. The survey has indicated that about 525 acres of land suitable for regular paddy cultivation were available and that the remaining lands were primarily suitable for plantations. The work of survey and demarcation of the lands into individual plots to be allotted to settlers is in progress. During this work, it is observed that stray patches of lands within the area earlier demarcated for paddy have inferior soils and these are being excluded.

5.29. The texture of soil in Neil varies considerably—from clay to clay-loam, sandy-clay-loam and sandy loam. The analysis of the soils indicates that they are rich in Nitrogen and available potash, slightly low in phosphoric acid with neutral to slightly alkaline reaction. The average organic carbon percentage varies from 0.38 to 2.60 per cent, available potash from 45 to 700 pound per acre, phosphate from 8 to 24 pounds per acre while the PH varies from 7 to 8.5. Only lands with soils from clay to clay-loam and sandy clay-loam in texture have been selected for allotment of paddy lands. The depth of these soils varies from  $1\frac{1}{2}$  ft. to  $3\frac{1}{2}$  ft. on an average whereas the depth of the humas layer varies from 6" to 12".

5.30. In regard to functioning of the Soil Testing Laboratory, it has been stated that the Soil Testing Laboratory could not start functioning from December 1969 due to scarcity of water and power. The Soil Testing Laboratory is likely to start functioning from 1-4-1970 and about 200 soil samples per month will be analysed in this Laboratory.

5.31. The Soil Conservation, Research and Demonstration centre started functioning from January, 1969 at Sipihat and the programme for the current year includes studies on merits and demerits of soil conservation measures, varietal manurial trials on different varieties of crops, plant introduction studies on Farm Forestry, crop weather studies, establishment of nursery to carry out nursery studies on exotic and indigenous species of different plantation crops.

5.32. During evidence the Committee have been informed that the Andaman and Nicobar Islands are generally hilly areas and the rainfall is about 110" and the precipitation at time is concentrated in a day up to 10". The result is that if any clearance of forests on a wide scale is done, it would lead to terrific erosion. It would thus be observed that the economy of the area would have to be based on vegetal cover and maintaining the forests regenerating the economy either by exploitation of valuable species or by utilinig unutilised species by other technological methods. These areas are susceptible to erosion and soil washing away takes place quickly and as such clearance of forests, for any purpose, has to be done very cautiously.

5.33. It has been added that "We have appointed an officer on special duty who is in charge of agriculture. Apart from his having knowledge and experience of agriculture, he has been specifically trained in soil conservation..... But his hands are tied up with other works such as settlement of farmers. This work is getting momentum and he is finding it difficult to give adequate attention to soil conservation work. Therefore his hands are being strengthened by the appointment of a Soil Conservation Officer..... Immediately we have cleared about 3,000 to 4,000 acres. We have got adequate arrangements for soil conservation measures on these lands."

5.34. The Committee are of the view that if any clearance of forests on a wide scale is done, it would lead to erosion. These areas are susceptible to erosion and soil washing takes place quickly and hence clearance of forests, for any purpose, has to be done very cautiously.

5.35. The Committee are, at the same time, unhappy to note that the small-scale demonstration work in soil conservation has yet to be followed up by organised soil conservation programme on full scale. The Committee are of the opinion that the provision of loan for implementing soil conservation programme on an individual basis in each cultivator's small holding will not serve the purpose in view. This will require technical assistance, side by side, to help the cultivator to understand the technique behind it. A comprehensive programme of soil conservation is urgently called for.

#### C. Fisheries

5.36. There is a Fisheries Department in these Islands which is responsible for the :

- (i) Development of Fisheries.
- (ii) Exploratory fishing in the sea.

- (iii) Marine biological observations on the fish and fisheries.
- (iv) Improved methods of fishing.
- (v) Implementation of mechanised fishing and local fishing methods.
- (vi) Cold storage and Ice Plant.

This Department is under the charge of a Fisheries Development Officer.

5.37. The Committee have been informed that the water around Andaman and Nicobar Islands which abound in marine wealth has not been sufficiently exploited for want of detailed knowledge about fishing grounds, lack of skilled fishermen and powered boats. Most of the fishermen hail from some of the maritime States on mainland. The population of professional fishermen which was about 200 in 1961 has increased to about 400 at present. The production of fish rose from about 70 tonnes at the beginning of the Second Plan to about 350 tonnes at the end of 1968-69.

It has been stated, in a written note, that there are 4 fishermen cooperative Societies in this territory as follows :

1. Surmai Cooperative Society Ltd., Port Blair.
2. Mechanised Fishing Cooperative Society Ltd., Port Blair.
3. Dweepyuvak Shell Fishing Cooperative Society, Port Blair.
4. Mechanised Cooperative Society, Nimbutala.

5.38. *Surmai Cooperative Society*.—The Surmai Cooperative Society was organised on 27-7-1947. At present there are 67 members on the roll with paid up share capital of Rs. 1390/-. The membership of the society is limited to the *bonafide* fishermen residing at Port Blair and having yard licence. Its activities are only confined to (i) Execution of contract in respect of fish stall, in the Port Blair Market, and (ii) Advancing of loans to its members for purchasing fishing equipments etc.

5.39. Since the membership of the Society is restricted to *bonafide* fishermen possessing valid fishing licence and the fishermen in these Islands are scattered all over the Islands, there is no possibility for increasing the membership and thereby the share capital of the Society. However, there is a programme of distributing 77 mechanised boats to fishermen cooperatives during 1970-71 on loan-cum-subsidy basis which the Society could avail of for catching sufficient quantities of fish and marketing it.

5.40. *Mechanised Fishing Cooperative Society, Port Blair*.—The Society was organised on 6-5-1964 with 10 members of the Kerala Fishermen settlers. The share capital of the society is Rs. 130/-. Since the working capital and the technical know-how available with the Society was poor, the Society could not take up any mechanised fishing operation.

5.41. Efforts will be made to introduce mechanised fishing through this society when some of its members are trained in the training centre to be

established in Port Blair during 1970-71. Supply of one mechanised boat to them would also be considered after some of the members have been trained in mechanised fishing.

5.42. *Dweepyuvak Shell Fishing Cooperative Society, Port Blair.*—The above society was registered on 17-12-1963 with the object of improving the shell fishing industry and for amelioration of the economic conditions of the Shell Divers in this territory. The total number of persons enrolled as members were 18. The society had borrowed Rs. 1000/- and still owes about Rs. 700/- to the Andaman and Nicobar State Cooperative Bank, Port Blair. The members are not engaged in shell collection at present. The Society was permitted to fish shells during the seasons 1963-64 and 1964-65 with all exemptions and concessions. After that, the Society did not come forward for undertaking shell fishing work till the closure of shell fishing season 1968-69. As shell fishing was not permissible during the closed season *i.e.* 1-5-69 and 30-9-1969 they were advised to complete in the open auction which was to be held some time in October, 1969.

5.43. *Mechanised Fishing Cooperative Society, Nimbutala.*—The Society was organised with settlers at Nimbutala as its members in the year 1966. Due to insufficiency of the number of members, it has not yet started functioning. Recently steps have been taken to revitalise the society by enrolling new members. It is proposed to train some members of this society in mechanised fishing when the training centre at Port Blair is set up during 1970-71. After their training, the question of supply of one mechanised boat to them out of the 20 boats, mentioned above will be considered.

5.44. There are hardly any indigenous fishermen on these islands. Almost all the families have come from the mainland. 33 number of families have been brought over under the Fishermen Settlement Scheme. The Fishermen Cooperatives are suffering largely due to lack of leadership amongst the members. We do not have adequate know-how for this work either. Once the fishery development scheme proposed under Accelerated Development Programme is taken up, necessary technical know-how would be available. Better results may be expected thereafter.

5.45. It has further been stated that the fishermen, in these Islands in general, are educationally backward and consequently fail to realise the value and utility of cooperation. They are also unaware of the cooperative principles on which the movement is to be led to progress. Therefore, much needed urge and leadership are lacking in them. The gap in leadership can however partially be filled if people with knowledge in cooperative movement in other fields are also associated with the fishermen cooperative movement, as sympathiser members so that such people would provide leadership and create urge and inducement amongst the fishermen. With the establishment of a Junior Level Cooperative Training Centre in Port Blair during the fourth Five Year Plan, it is felt that a steady non-official enlightened leadership is likely to emerge.

5.46. Besides, neither mechanised boats nor modern fishing gears have so far been introduced for the fishing operations in these Islands. The introduction of mechanised fishing boats with trained personnel and modern fishing gears etc. is visualised in the accelerated development programme. 20 mechanised fishing boats are already on indent; seven personnel are under training in the Central Institute of Fisheries at Ernakulam. Further batches would be deputed on completion of the training of the batch now at Ernakulam. Once these personnel are duly trained and mechanised fishing boats with modern fishing gear are inducted to the fishing operation in these Islands, the existing vacuum in technical know-how would start disappearing. It is proposed to set up a training Centre at Port Blair for imparting training in the use of modern fishing gear and mechanised fishing boats. For preservation of fish, a Cold Storage Plant with limited capacity, has also been provided. This would facilitate marketing of the surplus catch.

5.47. The Administration can naturally not consider the desirability of issuing mechanised boats to fishermen Cooperatives till some of the members at least, are trained in mechanised fishing. With trained personnel being available in near future, the desirability of supplying Mechanised boats would be examined. The Accelerated Development Programme provides for Schemes to that effect.

5.48. The Committee have been informed, during evidence, by the representative of the Ministry of Food, Agriculture, Community Development and Cooperation (Department of Agriculture) that there had been no tradition of fishing in these islands. In the Third Five Year Plan period 24 fishermen families were settled in these islands. Subsequently 9 more families were settled, bringing the total number of families to 33. In addition, there are fishermen mostly from Andhra Pradesh who go over to these islands, stay for a year or so and then return. Some measures have, however been taken to encourage settlement of fishermen families by way of giving some loans for construction of house and small indigenous craft. There is also a Scheme for the supply of essential fisherman's requisite like nylon for nets, facilities for preservation, fishing hooks, etc.

5.49. Besides, there is also a training scheme under which the fishermen are trained in modern methods of fishing. Although they fish with indigenous craft i.e. smaller flat-bottom wooden boats, they are trained to use more modern gear and better types of nets etc. As a result of these measures, the landings of fish in these islands has increased from about 40 tons in 1960 to about 300 tons now, which is consumed locally. It is proposed to set up industries to enable the fishermen to get better price for their fish.

5.50. The next step would be to establish mechanised fishing and for this purpose there are one or two boats in operation departmentally. Orders for 20 boats of the size of 40' in length and engines with a horse power ranging from about 25 to 60 has been placed with the D.G.S.&D. These mechanised boats will be given to fishermen or fishermen's Cooperatives for use

under the Scheme similar to one existing on the mainland. Steps have already been taken to train the fishermen in mechanised fishing and seven fishermen from the islands have been sent to the Central Institute of Fisheries Operatives in Cochin. These trained personnel will be used as instructors for training more and more people in the islands to operate mechanised boats, to look after the engines and gear needs etc.

5.51. The representative of the Ministry further stated that simultaneously there are plans for development of deep sea fishing involving construction of a harbour for which a site has already been selected and plans prepared costing Rs. 50 lakhs which have been sanctioned very recently. Arrangements are also being made to set up a small survey unit which will operate from the present Port Blair harbour. This Unit will consist of two vessels which are under construction. Orders for construction of 22 such vessels of 57' in length with engines of about 200 H.P. has been placed on Indian boat building yards. These vessels will be used for deep sea fishing. Although indirect evidence existed to show that there was a vast potential for fisheries around the islands yet a survey has to be undertaken to determine the types of fishes available. It was added that "after the experiments have been conducted, we would have a firm basis for their commercial exploitation. We have been making studies from 1965 onwards."

5.52. In regard to a question about arrangements for proper storage and preservation of fish, the Chief Commissioner stated that there existed one cold storage in Port Blair with a capacity of 300 tons which should meet the present requirements.

5.53. The Committee are unhappy to note that Government have undertaken a development programme for fisheries without undertaking any survey so far to assess the potentiality of fisheries in the seas around these Islands. They need hardly stress that a survey is an essential pre-requisite of any development programme that may be envisaged in this regard particularly with a view to see its economic and commercial viability. The Committee would therefore urge that survey to assess the potentiality of development of fisheries around the Islands may be undertaken as expeditiously as possible.

5.54. The Committee regret to note that the Fishermen Cooperatives are suffering largely due to lack of leadership amongst the members who are unaware of the cooperative principles on which the movement is to be led to progress. The statement of the Administration that they have no adequate know-how for this work either, is rather surprising. The Committee feel that guidance could have been sought by the Administration in this respect from the Ministry of Food, Agriculture, Community Development and Co-operation and so that the Fishermen Cooperatives could have made some progress in achieving the aims for which they were established. The Committee hope that necessary steps will now be taken in this regard to boost up the cooperative movement in these Islands.

5.55. The Committee are glad to learn that Government have started a training scheme to train the local fishermen in modern methods of fishing. They, however, recommend that a regular training centre may be opened and an in-training syllabus may be drawn up for that purpose. Apart from sending people for training in the Central Institute of Fisheries at Ernakulam, they would suggest that the services of trained teachers from that Institute may be requisitioned to train the people in the proposed training centre.

5.56. The Committee also recommend that immediate effective steps should be taken to induct mechanised fishing boats with modern fishing gear and the existing vacuum in the technical know-how should be removed as early as possible so that the landings of fish in these islands might increase considerably. Efforts should also be made to develop deep sea fishing. They would also suggest that arrangements may also be made for giving publicity in improved practices, fishing gear and equipments etc. by holding fairs and exhibitions from time to time.

5.57. They would also suggest that a repair workshop may be opened in a suitable central place in the Islands to undertake minor repairs of mechanised boats etc. to save time and money in sending them to workshops in the mainland.

#### D. Horticulture and Plantations

5.58. *Plantations*.—It has been brought to the notice of the Committee that the main plantation crops established up-to-date or are likely to do well in the islands are coconut, arecanut and rubber. Coconut and arecanut occur naturally and have also been extended by planting to some extent. Rubber has been introduced on a small scale. There is much room for the expansion of all the three. Tea has been tried and found unsuccessful. This result was but to be anticipated in view of the low elevations prevailing in this low latitude location. Small scale trials are in progress with coffee cultivation and the initial results are said to be promising; but it is very doubtful if commercial cultivation of coffee will prove worth while in view of the already surplus production in coffee growing areas and of the competitive markets on the mainland and abroad. Small scale cultivation could of course be encouraged, in order to cater for consumption within the islands. Cashew-nut has been planted on a small scale and the plants are growing well. It has further been stated that other possible cash crops like pepper, Cardamom, cloves, nutmeg and other spices have yet to be tried even on a pilot scale, though small experiments now in hand show some promise. All these plantation crops are perennial. It takes five to eight years between planting of the seedlings and their developing into trees or shrubs and beginning to yield. The duration of good yields of fruits or other produce is variable, but generally not less than twenty years. As such, while the development will involve much initial outlay and organisation, the programme itself will have to be treated as a long-term undertaking not likely to result in any sizeable returns

immediately. But quick increases in yields can be obtained from the existing crops if improved techniques are introduced in their management. There is great scope especially in the arecanut and coconut areas of Nicobar for adopting improved methods of proved efficacy. It is thus necessary to develop both long-term and short-term programmes for plantation crops.

5.59. *Vegetables*.—In their Report, the Inter-Departmental Team have observed that "Statistics in regard to land utilisation in the Islands are incomplete. Whatever information is available relates mostly to South Andaman. This makes effective planning for the productive utilisation of the soil resources rather difficult." It is further stated that "No information is available of the area under vegetables, although the internal production of Indian varieties of vegetables is quite large. Most of these vegetables are grown on homestead lands. Cucumbers, Okra, brinjal, amaranthus, colocasia, lobia, chillies, etc. are among the Indian vegetables cultivated in the Islands. Tomatoes grow luxuriantly. Recently, cultivation of an early variety of Cauliflower has been taken up and this crop is said to be grown largely in North Andaman from where the surplus production is exported to Port Blair."

5.60. *Condiments and species*.—The Inter-Departmental Team have observed in their Report that "No up-to-date information is available about the area under condiments and species. The "Statistical Outline" of Andaman and Nicobar Islands shows the area under these crops to be 15 acres each in 1959-60 and 1960-61 and 34 acres in 1961-62. The area under turmeric is also quite small." It has further been observed that "Correct figures regarding acreage and production of fruit crops are not available. The fruits which are found to grow remarkably well in the Islands are pineapple, citrus (orange, lime, pummelo), banana, papaya, guava, sapota, etc. An up-to-date estimate made by the Director of Agriculture, on the basis of the number of plants and seedlings distributed since 1958-59 (mortality excluded) shows the area to be 40 acres under pineapple, 65 acres under guava, 35 acres under sapota and 100 acres under acid lime. Area of other citrus fruits has not been indicated. However, the "Statistical Outline" of Andaman and Nicobar Islands, 1963-64, shows about 183 acres under citrus fruits in 1961-62 in Andaman Islands. Acreage and production of banana and papaya from 1960-61 to 1962-63 are shown below :

Year	Banana		Papaya	
	Area (acres)	Production (tonnes)	Area (acres)	Production (tonnes)
1960-61	587	815	180	354
1961-62	604	831	169	363
1962-63	660	853	158	265

The Department of Agriculture distributes seedlings and plants of coconut, arecanut, vegetables, fruits and ornamentals, as well as seeds of paddy and vegetables, and fertilisers and pesticides, etc. Supplies made

during the first three years of the Third Five Year Plan were 60 tons of nitrogenous, 59 tons of phosphatic and 3 tons of potassic fertilisers, 12 tons of solid pesticides and 109 tons of seeds. Quantities of nitrogenous and phosphatic fertilisers distributed during the first three years of the Third Plan period at the rate of 20 lbs. of nitrogen and 32 lbs. of phosphoric acid per acre can cover only 1,200 acres of nitrogenous fertiliser and 590 acres of phosphatic fertiliser, although fertilisers at present are used more for plantation crops than for field crops and vegetables. This is too inadequate for the needs of the impoverished soils of the Islands to step up production. The same is true of pesticides in view of the great incidence of damage caused by insects and diseases."

5.61. During their tour to these Islands, the Committee, were shown round the Multipurpose Farm at Keralapuram in Diglipur (Aerial Bay), which had been established in 1962 for demonstration, selection of suitable varieties of fruits and vegetables and their propagation. The Committee were also shown the Government Farm at Chitrkut in Rangat Bay (Middle Andaman), which was established in 1958 on a total area of 11.33 hectares. In this farm also various varieties of fruits and vegetables are grown for experimental purposes.

5.62. The Committee are of the opinion that coffee cultivation may be encouraged on a small scale for local consumption, while schemes may be formulated for boosting the plantation of fruits which are of perennial nature, on improved technique introduction in their management, to obtain better and quick increases in yields.

5.63. The Committee feel that great effort is needed to make these Islands self-sufficient in vegetables. The cultivators have to be encouraged, given technical assistance, monetary help, supply of good quality high yielding varieties of seeds and sufficient quantity of fertilizers together with requisite quantity of insecticides and pesticides to control the diseases.

#### (iv) *Animal Husbandry*

5.64. The Committee have been informed in a written note that the total livestock population in these islands has increased from 29,000 in 1956 to 38,600 in 1961. The present figure stands at about 48,000. The following table indicates the number of veterinary dispensaries and outposts established since the beginning of the First Five year Plan :

	Position at the end of				Annual Plans (1966-69)
	1st Five Year Plan	2nd Five Year Plan	3rd Five Year Plan		
1. Veterinary Hospitals	.	—	—	—	1
2. Veterinary Dispensaries	.	3	4	5	4
3. Veterinary outposts	.	3	8	11	15

5.65. The existing settlement areas have been entirely covered. An artificial insemination centre with a unit of 6 Key Villages was established during the Third Plan in South Andamans. A beginning in the establishment of another Key Village Block in Middle and North Andamans has also been made and a key village unit has been established at Rangat. These Key Village Blocks are proposed to be strengthened and further developed during the Fourth Plan. So far, over 6,000 animals have been bred from superior bulls and about 3,500 improved calves have been obtained.

5.66. The Committee also understand that there is acute scarcity of milk in this territory. Attempts were made during the Third Plan to import milch cattle but no progress could be made because of difficulties in obtaining a cattle carrier. It is now proposed to bring the milch cattle by m.v. 'Nicobar' from the next fair season onwards *i.e.* October-November, 1969.

5.67. The Committee have been informed in a written note that the Government Dairy Farm at Port Blair was established in the year 1926 with the sole object of supplying milk to the officers and their families. This Dairy Farm was running at a loss as is evident from the following statement :

	No. of animals of all kinds	Total Qty. of milk produced in lbs.	Total net loss	Direct and indirect charges (feed) establishment (in Rs.)
1953-54	76	41206	28974	44,112
1954-55	87	72332	41585	64,032
1955-56	96	107731	23057	55,128
1956-57	116	97494	27136	64,025
1957-58	118	70050	49248	79,193

5.68. In order to go into the working of the Dairy Farm, a committee was constituted by the Administration in November, 1959. The Committee came to the conclusion that besides sudden rise in the price of cattle feed, rise in the wages of labourers and lack of adequate grazing ground facilities, the Dairy Farm was lacking in systematic supervision and there was no chance of its becoming a viable economic unit. The Dairy Farm was, therefore, closed down in 1961.

5.69. The Animal Husbandry Commissioner has not recommended any specific scheme for the establishment of Dairy Farm in these islands. He has, however, recommended establishment of two cattle breeding farms one at Port Blair and another at Little Andaman for meeting the requirement of breeding stock for upgradation of the local stock of animals. The

cattle farm for Port Blair has been proposed in the Annual Draft Plan for 1970-71, the cattle farm for Little Andaman is proposed to be established under the accelerated development programme.

5.70. The programme for the Fourth Plan envisages purchase and import of 150 milch animals from the mainland and their supply to the needy and deserving persons. Besides, the import of work animals is also proposed to be encouraged. The following assistance and facilities are proposed to be provided to the prospective buyers :

*A. Persons purchasing Milch animals through Andaman and Nicobar Administration*

1. 50% of the actual cost of the animal on the mainland will be treated as loan and the remaining 50% will have to be paid in advance by the prospective buyers to the Administration.
2. 50% of the cost of transport and other incidental charges will be treated as loan and the remaining 50% as subsidy.

*B. Persons purchasing milch and work animals from the mainland out of their own resources*

1. 70% of the total cost of transport and incidental charges of the animals will be allowed as subsidy.
2. Free deck/bunk passage will be allowed by the ship from the mainland to Port Blair at the rate of one passage for escorting 5 dry animals.

5.71. Necessary rules in this regard have been submitted to the Government of India and their approval is awaited.

5.72. The animal Husbandry Commissioner with the Government of India has also recommended the following measures for the Cattle Development Programme in these islands :

1. To station bulls at all Veterinary Dispensaries and Veterinary Centres for natural services.
2. To restrict the scope of the Artificial Insemination and cross breeding programme to the area around Port Blair.
3. To purchase locally available ♀ bred and ♂ bred bulls and supply the same to the cultivators free of cost with a subsidy of Rs. 30/- p.m. for maintenance for a period of two years.

5.73. Necessary schemes in this regard for inclusion in the Fourth Five Year Plan are being prepared for submission to the Government of India for obtaining their approval.

5.74. Under the Special Areas Development Programme, ex-servicemen families have been settled at Campbell Bay, Great Nicobar and East Pakistan migrant families in Betapur (Middle Andaman), Neil and Little Andaman. The Campbell Bay project for settlement of ex-servicemen families has provision for supply of livestock to the settlers and it is proposed to supply to these families *murra* buffaloes. The first batch of 40 such buffaloes was purchased on mainland and has already been supplied to the settlers. It is proposed to induct buffaloes for the remaining families before the next monsoon.

5.75. It is proposed to provide loan assistance to the East Pakistan migrant families to enable them to purchase milch animals. The Government of India have agreed to the sanction of loan upto Rs. 1,200/- to cover the cost of purchase of milch animals from mainland and their transport to these islands. The sanction presently received is limited to only 150 animals and the question of extending this assistance to all those East Pakistan migrant families settled in these islands under the Special Area Development Programme has been taken up with the Government of India. Steps have already been taken to purchase the first batch of 40 animals under this scheme and officers of the Livestock Department have been deputed to the mainland to select these animals which are expected to arrive here during February, 1970. It is proposed to induct more animals by subsequent trips of M.V. 'Nicobar', which can carry 40 heads of cattle per trip.

5.76. Many of the settlers have already purchased milch animals locally out of their own resources. The question of grant of loan assistance to the settlers even for local purchase of milch animals is under consideration of the Government of India.

5.77. In reply to a question, the Chief Commissioner Andaman & Nicobar Islands stated during evidence that "The Commissioner, Animal Husbandry visited the islands and he felt that good progress had been made with regard to animal husbandry programme. He was of the view that the activities should be extended." It was added that "since January, 1970 another 80 cattle had been inducted. And another 40 will be inducted by the middle of next month. The proposal for setting up a composite farm is under consideration. A proposal for setting up a poultry farm is also under consideration. They have also advised us to go in for Piggery which was not successful earlier. We shall take it up again."

5.78. In regard to a question whether the Administration has considered the suggestion that cattle from Rajasthan, where on account of draught conditions they have become surplus, might be imported in the Andaman and Nicobar Islands, the Chief Commissioner stated that "We have not introduced rathi bulls as yet. We have approached the Government of Rajasthan to see if we can get some of them. The programme will be undertaken only after a composite farm comes into existence."

5.79. The Committee regret to note that these Islands are facing acute scarcity of milk for a long time and nothing could be done for want of cattle carrier. In view of the fact that milk is a "must" for a balanced diet, the Committee strongly feel that there is need for a crash programme for cattle and dairy development which will have a substantial impact on milk production so that the minimum requirement of milk per capita may be achieved as early as possible. The Committee consider that the grading up of cow and thereby raising the milk yield is a necessity and, therefore, they hope that the programme for starting a composite farm will be undertaken by Government at an early date.

#### E. Supply of Plough animals to the Agriculturists

5.80. The Committee have been informed in a written note that during the period from 1949—1961, 3217 agriculturist families were settled in these Islands. Of these the earlier families were settled under the "Relief and Rehabilitation Scheme" in operation from 1949 to 1952 and 2831 families were settled under the Colonisation Scheme implemented by the Ministry of Home Affairs which was in operation from 1953 to 1961. Under the Relief and Rehabilitation Scheme from 1949 to 1952, and under the Colonisation Scheme from 1953 onwards, each family was given a loan of Rs. 700/- for purchase of plough cattle. In case of settlers settled in South Andaman under both the schemes, plough cattle was locally available. In case of settlers settled in Rangat/Mayabunder/Diglipur tehsils, the requirement of plough cattle could not fully be met locally or from the South Andaman tehsil. Hence plough cattle to the extent locally available, were supplied to the settlers by organising cattle fairs in the villages of South Andaman tehsil. The remaining plough cattle were purchased through two contractors from mainland. These two contractors supplied in all 3,387 heads of cattles to settlers in these areas at a total cost of Rs. 4,48,746.21 including freight charges between 1958-60. Thus the requirement of plough cattle of all settlers from 1949 to 1961 were fully met.

5.81. In addition, the three Community Development Blocks in operation in South Andaman, Rangat and Diglipur advance Third Party loans for purchase of plough cattle to settlers. This additional assistance was necessary as some cattle purchased by the settlers or supplied to them

died. The extent of financial assistance given under the Third Party loan scheme from 1958-59 to 1968-69 is as under :

Name of Block	Amount of loan sanctioned from 1958-59 to 1968-69	No. of heads for which loan was sanctioned	Remarks
	Rs.		
1. South Andaman	99,000/-	396 (198 pairs)	
2. Middle Andaman	98,500/-	394 (197 pairs)	
3. North Andaman	168,340/-	772 (336 pairs)	These two blocks cover portion of Mayabunder tehsil also.
<b>TOTAL</b>	<b>365,840/-</b>	<b>1562</b>	

5.82. After 1961, the Colonisation Scheme was held in abeyance and now new agriculturist families of settlers were brought for settlement to these islands till the programme was taken up afresh under the "Special Area Development Programme" of the Department of Rehabilitation. Under this programme agriculturist families as indicated below have been inducted so far :

(i) Betapur (Middle Andaman)	. 334 families
(ii) Neil Islands	. 175 families
(iii) Little Andaman	. 26 families
<b>535 families</b>	

5.83. Since there is paucity of plough animals in these islands and it has not been possible to import these work animals from mainland after 1960, it has not been possible to supply a pair of plough animals to all these families so far. However, the requirements of these families have been made substantially by holding cattle fairs locally. Several settlers have also arranged to purchase these animals on their own. Out of the 535 families mentioned above 424 families have already been sanctioned loan for purchase of plough animals and about 343 have already procured them locally. The Department of Rehabilitation have also purchased 25 tractors for meeting the requirements of these families.

5.84. It has been stated that the Andaman Administration has been making constant efforts to induct work animals from the mainland into this territory. This possibility of chartering a vessel for transport of cattle was taken up with the Government of India during 1962-63 but the proposal was not found feasible due to difficulties in the release of foreign exchange required for chartering a foreign vessel and non-availability of a suitable, cattle carrier within the country. The possibility of transporting

cattles by ships coming to these islands in balast was also examined but it was also found not feasible. The Administration had also invited tenders for the supply of cattle making it a pre-condition on the part of the tenderers that they will make their own shipping arrangements for transporting the cattle from mainland to Port Blair. There was only one effective tenderer who also late expressed his inability to make his own shipping arrangements. The possibility of bringing the animals was constantly taken up with the Ministry of Home Affairs as well as Shipping Corporation but no arrangement for transportation could be made. The possibility of deployment of a naval ship for the purpose was also taken up by the Home Minister with the Defence Minister but the Ministry of Defence expressed their inability to make available INS 'Magar' for the purpose due to its operational commitments and the heavy extra expenditure that will have to incur for carrying out major alteration in the ship for making it suitable for cattle transport. After all these efforts failed, it was decided to instal cattle pens in MV 'Nicobar', which has since been converted into a cargo ship and 41 such pens have already been installed and it could not be possible to bring cattles to these islands from the mainland, by the ship during fair weather. It is, however, proposed to give higher priority to the import of milch animals with regard to which there is extreme scarcity in these islands. It would thus be seen that though no work animals were inducted in these islands after 1960, the requirements of all the old settlers and majority of the new settlers have been substantially met.

**5.85.** The Committee note that the requirement of plough cattle of all the settlers from 1949 to 1961 were fully met but after 1960 there has been a paucity of plough animals in these islands and it has not been possible to import these work animals from the mainland. The Committee need hardly stress the indispensability of these work animals in agriculture, without which it will be impossible to make any progress in this field. They, therefore, recommend that every effort should be made by the Administration to provide at least a pair of plough animals to each family as early as possible.

#### **F. Poultry Farming**

**5.86.** The Committee have been given to understand during their tour to Andaman and Nicobar Islands, as also in a written note, that a poultry farm was established during the Second Five Year Plan but the same was closed down during the Third Plan in view of the recurring losses. At present eggs of improved breed of poultry birds are imported from the mainland and distributed to the farmers at concessional rates.

**5.87.** In a written note the Committee have been informed that "the Poultry Development Officer from the Ministry of Food & Agriculture visited these Islands between 15 to 19th September. His preliminary report

is under consideration. Some of the proposals made by him would be included in the Annual Plans from 1970-71 onwards."

**5.88. The Committee are unhappy to note that instead of taking steps to avoid recurring losses in running a poultry farm, it was closed down. As the poultry provides a source of rich protein for improving the levels of nutrition and is also helpful in giving gainful employment to people both in rural and urban areas, the Committee would urge that the preliminary report of the Poultry Development Officer should be examined early and a proper programme drawn up so that people of these Islands could take up poultry farming as a subsidiary occupation.**

#### **G. Deer Menace**

**5.89. During their tour to the Andaman and Nicobar Islands, the Committee were given to understand that the destruction of crops and vegetables by wild animals was causing great anxiety to the settlers there and they desired that this menace should be checked by Government by providing barbed-wire fencing round the fields or a village, if possible.**

**5.90. The Government have informed the Committee, in a written note that the agricultural lands in Middle and North Islands were reclaimed by clearance of Forests and deer menace exists in the paddy areas bordering the forest. To some extent it obtains in Jirkatang, Mile Tilak and Chiraitapu area of South Andamans also. The problem caused by wild deer has been engaging the attention of the Administration for quite some time. In order to deal with this problem, the Administration purchased 156 muzzle loading guns in the year 1966. Out of these, 127 guns were distributed to the villagers at the rate of one gun per village. The Administration has been giving gun powder free of cost to the retainers of the muzzle loading guns in the badly affected areas. In 1969, 34 Panchayats were given 70 Kgs. of gun powder valued at Rs. 2,100/- from Rashtrapati Kalash Award lying with the Director of Agriculture. The cultivators have also purchased gun powder from the ammunition dealers in addition to the gun powder supplied to them free of cost by the Administration. At times, there has been difficulty in procuring gun powder. This has been largely due to the fact that gun powder being an explosive material, cannot be brought in from the mainland in passenger ships. The policy of the Administration with regard to the grant of gun licences has also been very liberal unlike that on the main. The cultivators are thus encouraged to protect their crops themselves also. So far, 186 gun licences have been issued. In addition to this, the Agricultural and Forest Departments also supply guns to their field staff. At various times, firing squads of the Armed Police have been sent to shoot down deer. This year, firing squads were sent to those areas twice. Shooting parties of the Naval ships visiting these islands are encouraged to go to these areas to shoot down deer.**

5.91. The cultivators have been demanding that the Administration should make arrangements for barbed wire fencing. This, however, is a very costly proposition. The cost of fencing one acre of land with barbed wire with cement-based poles works out to Rs. 7000/-. Even if wooden poles are used, the cost would be about Rs. 4000/- per acre and this would involve replacement of the poles after every crop season because the poles would decay very fast. We do not have large unbroken tracks of cultivable lands whereby holdings of a few farmers could be jointly fenced. The Paddy lands are mostly in patches at different levels. The Forest Department has been supplying bamboos and ballies to the cultivators free of royalty for fencing the fields. The Administration has also a scheme of giving award of 0.60 paise per deer killed by cultivators on production of tail of the deer. As a further step to deal with the problem, the Cottage Industries Department is taking up scheme for canning of venison and preservation of deer skin in Diglipur Block as a pilot project. It is felt that ultimately the cultivators themselves have to make arrangements to deal with this problem effectively. The Administration can at best provide them assistance, as and when necessary.

5.92. The Committee realise the difficulty of the agriculturists in regard to damage being done by the wild animals. They feel that to meet this menace, there should be cooperative endeavour by the cultivators and Government. They, would, however, like Government to draw up a scheme to meet this menace in conjunction with the cultivators and extend all possible assistance to the cultivators in this regard.

## CHAPTER VI

### TRADE AND INDUSTRY

#### A. TRADE

6.1. The Committee have been informed that there was no restriction on normal trade in the Andaman group of Islands except Little Andaman which has been declared as 'Reserved Area' under the Andaman and Nicobar Islands (Protection of Aboriginal Tribes) Regulation, 1956. In this Island there are no private traders. However, a branch of the Consumers Cooperative Stores, Port Blair has been opened there. The Store has applied for licence to carry on trade there and it is under consideration of the Administration. Most of the business activities in the Andaman group of Islands (other than Little Andaman) are in the hands of private traders. However, the Supply Department deals in essential commodities such as foodgrains and sugar. The supply Department functions on no-profit-no-loss basis, and generally controls the trade in food-grains and sugar in accordance with the various orders and notifications issued under the Essential Commodities Act. So long as the Supply Department continues to trade in these items, the Administration does not anticipate any acute shortage of these essential commodities subject to availability of adequate shipping facilities and overall supply position of these items.

6.2. However, the case is entirely different in so far as the southern group of Islands are concerned some of which form part of reserved areas. The trading rights in these Islands are entirely governed by the provisions contained in the Andaman & Nicobar Islands (Protection of Aboriginal Tribes) Regulations, 1956 and the Rules framed thereunder. The possession of a licence granted by the Chief Commissioner is a pre-requisite for carrying on any trade in the reserved areas of these groups of Islands under the aforesaid Regulation. The Regulation came into force in 1956 and ever since then the trade in the reserved area was in the hands of Messrs. R. Akoojee Jadwet and Company and Nancowry Trading Company and Car Nicobar Trading Company. These companies were carrying on trade in the reserved areas on the authority of licence issued by the Chief Commissioner from time to time. The last licence issued to Akoojee Jadwet & Company expired on 31-3-1967, that of Nancowry Trading Company on 30-9-1967 and that of Car Nicobar Trading Company on 30-6-1967. Pursuant to a policy decision taken by the Administration in consultation with the Government of India, the companies were not issued licence after the period indicated above. As a result the entire penumbra of the trade in the Nicobar Islands came to be involved in a series of writ cases filed by the erstwhile trade licensees.

6.3. The Committee have been informed, in a written note, that there are 14 Cooperative Societies commonly known as "Panam Hinengoes" which cover all the 14 villages of Car Nicobar. These societies were started by the tribals in 1948. They were registered under the Cooperative Societies Act in the year 1961.

6.4. These societies were started with an initial capital of Rs. 8,000/-. As in 30-6-1969, the paid up share capital was more than about Rs. 40,000/-. The accounts of the society are audited by the Cooperative Department. The accounts have been audited upto 1966-67.

6.5. These societies are constituted with the Nicobarese, holding plantation, as members. Practically all the families are represented in the societies by their headmen who are enrolled as members. The ultimate power vests with the general body of members. The board of management is elected by general body to look after the day-to-day work.

6.6. The societies purchase produce of their members and sell on cash basis to the Nicobarese Commercial Company, which is a hundred per cent Nicobarese tribal company, as its shares are subscribed by the societies. As per the bye-laws, the members are obliged to sell the produce only to the society. The purchase and sale prices of copra and betelnut are fixed by the society. At present the rates are as under :—

	Purchase price per K.G.	Sale price per kg.
Copra . . . . .	Rs. 1.25	Rs. 1.30
Betelnut . . . . .	Rs. 3.50	Rs. 3.60

The trading firm whom the societies sell produce was brought into April, 1967. The entire share capital is held by the societies.

6.7. In the year 1957, the accumulated profits of the societies upto the year 1956-57 were distributed. After setting apart 25% of the profits to the statutory reserve fund, the "Panam Hinengoes" distributed 15% of the profits as dividend to the members, contributed 55% to a fund called 'Charities Fund' (now called Welfare Fund). The member of the 14 "Panam Hinengoes" voluntarily contributed out of their dividend earnings a sum of Rs. 40,000/- to a fund called Community Project Fund which was utilised for the construction of two bridges. With the monetary contribution, the members contributed labour also for the construction works. Likewise contributions were also made from out of their dividend earnings towards development of sports activities for the people.

6.8. To educate the societies in the matters of policy and direction, an informal central body known as 'Central Panam Hinengoes' has been constituted by the societies. The individual societies contribute voluntarily towards the expenditure of this central body.

6.9. Apart from the "Panam Hinengoes", there are a few more societies of which worth mentioning is the 'Hinengo Canteen', the share-holders of which are the Panam Hinengoes. The canteen has three branches. The canteen sells means and other eatables to the public. The canteen has 14 members (all Panam Hinengoes) and Rs. 30,000/- is paid up share capital.

6.10. The societies have become part of the life of the Nicobarese. The meetings of the societies are held very frequently. No complaint has been received from any member of any cooperative society regarding the working of the societies. The accounts of the societies have been audited. Certain minor irregularities mostly of technical nature were noticed during these audit inspections. These irregularities have been committed because of the insufficient awareness of the technical requirements of law. Efforts are being made by the Cooperative Department to get these rectified.

6.11. Details in respect of the marketing by the cooperatives during 1968-69 are given as under :—

	Purchase		Sale		
	Qty.	Kg.	Value	Qty. Kg.	Value
Copra	6,29,999		Rs. 7,87,498.75	6,29,851	Rs. 8,18,806.40
Betel nut	1,28,299		Rs. 4,49,046.50	1,28,259	Rs. 4,61,732.40

6.12. During evidence, the Special Secretary of the Ministry of Home Affairs, in reply to a question, stated that "we may consider the trade problems in Andaman and Nicobar Islands separately. In Andaman, at present a study has been undertaken with regard to Sugar Cane cultivation as also in other matters. We have got Cooperative Societies and some petty traders. But there is no trade of any particular magnitude or any problem as such in Andaman". He added that "In Nicobar we have got the problems. You are aware that at present Akoojee are having practically the monopoly in Nicobar group of islands. Originally the idea was that the Government should make arrangements of handing over the entire trade to the tribals themselves.... There was however some trouble in a sense that when the question of renewing licences of refugees came up with regard to their activities as well as their running of some concerns, we were thinking of running the shops. At this stage they approached the High Court and got an injunction. The Chief Commissioner thought at that time to close down their activities by opening shops ourselves. That was done in a *bonafide* manner. Even that was considered as a contempt of the court. The Chief Commissioner was actually convicted. We are going in an appeal against the High Court Judgment. In the meantime everything is at a standstill."

6.13. Elucidating the position, the Secretary (Judicial), Andaman Administration, stated during evidence that under the provisions of the Andaman and Nicobar Islands (Protection of Aboriginal Tribes) Regulation, 1956 certain areas predominantly inhabited by the tribals in the

Nicobar Island and other places, have been declared as reserved areas. The entry in the reserved areas is regulated by permits issued by the Deputy Commissioner. Clause 6 of the Regulation, in question, which is very vital reads as follows :—

“No person other than a member of an aboriginal tribe shall, except with the previous sanction of the Chief Commissioner, acquire any interest in any land situated in a reserved area or in any product of, or crop, raised on, such land or shall, except under, and in accordance with the terms and conditions of a licence, granted by the Chief Commissioner, carry on any trade or business in any such area.”

6.14. It will thus be observed that there is a blanket restriction on carrying on any trade, business or any kind of profession or economic activity in those islands by any non-tribal, except in accordance with the terms and conditions of a licence to be granted by the Chief Commissioner. Under the provisions of this Regulation and the Rules made thereunder, licences are issued. The licences issued under the Rules are of two types—one is for General Trade *i.e.* trade in or purchase of local produce of the people *viz.*, requisites of daily life, consumer goods and other things.

6.15. The Secretary (Judicial), Andaman Administration further stated that “This Regulation came into force in 1956 in order to protect the interests of the tribals. But before the War, traders from all parts of India as well as some other countries, like Malaya, Burma and other places used to go there and these traders, somehow or other, baited people by giving these people gifts of some cheap things and taking their coconut plantations in mortgage. They visited these islands year after year to grab their local produce and these Nicobarese people got heavily indebted..... At that time the first Agreement with Akoojees was signed on 1-9-1945. The principal characteristics of this Agreement were that the agent was to procure cloth and consumer goods for delivery and distribution to the Nicobarese people. The Chief Commissioner, after consultation with the agents, whenever necessary and scrutinising the accounts of the agents, was to fix the wholesale and retail rates of the various items. The purchase rates of local produce were also fixed. That was, coconut at the rate of Rs. 32/- per thousand nuts or 16 pairs for a rupee. The Chief Commissioner was of course at liberty to modify the price as and when it was necessary. So the new pattern was set in motion in 1945 and Akoojees thus came into the field. This agreement was renewed from time to time. When it was to be renewed in 1948, a clear provision was made in the Agreement granting monopoly rights to Akoojees for three years.”

6.16. It was further stated that “Subsequently there was fresh thinking on this point and it was in 1952 when the agreement was going to be renewed that a change was made to the effect that the Government of India reserved the right to induct any suitable merchants to trade in Car Nicobar,

if the Government of India so thought necessary. There was further stipulation that the Government would be free to encourage the participation of Nicobarese Cooperative Societies so that ultimately the Nicobarese are able to have more and more share in the trading activities in those islands. So the monopoly which was created in 1948 was at least theoretically stopped in 1952." It was further stated that "Actually, these were the only people in the field. There were no other agents doing any other business there. But then the Government of India were thinking in terms as to how to bring about more and more participation of the Nicobarese into the trading activities. So a policy was adopted that Cooperatives should be encouraged and the first cooperative Nancowrie group came into existence in 1954. By 1957, they were full of those cooperatives—a chain of 27 cooperatives was set up. The byelaws of the cooperative societies provided that the tribal members would sell their marketable surplus of copra and betelnuts to none else except the tribal cooperative societies. So this was the first step in this direction.

The second step was that these primary Cooperatives extend into partnership with Jadwet & Company and a partnership was formed in Car Nicobar with 50 : 50 per cent share. The two big trading companies came into operation *i.e.*, Car Nicobar Trading Company and Nancowrie Trading Company..... Government of India thought that it was not enough. There might be exploitation going on even while the tribals were having 50% share. It was thought that the best interest of the tribals would be served by the complete elimination of the Akoojees from his island and by the complete transfer of trade. The tribal people were, however, not prepared for it. It was further thought that the State Trading Corporation could come in and they could assist the tribals in the sale and purchase of 'Copra' etc. But the State Trading Corporation thought that statutory Corporation would not like to get themselves involved in the retail trade because that was not the pattern that they had adopted for themselves.... Then, ultimately the Government of India thought we have got to do something drastic and in 1967 it was decided in a meeting held in the Ministry of Home Affairs and attended by Bishop Richardson, Shri K. R. Ganesh, MP and the Chief Commissioner, that the trading licence of these two companies, in which Akoojees have got 50% share should not be renewed after a period of three months in the case of Car Nicobar Trading Company and six months in the case of Nancowrie Trading Company. This period was a grace time so that the tribals may become ready to take over the trade. This policy was immediately given effect to. When the new licences were renewed in April, 1967, then in accordance with one of the decisions that stevedoring should be taken over by the Administration completely, the licences were issued in the case of Car Nicobar Trading Company and Nancowrie Trading Company, deleting the stevedoring clauses. We took over stevedoring. Akoojees went to the High Court challenging the validity of clause 6 of the Regulations saying that it imposes unreasonable restrictions

on the fundamental rights to carry on trade in those areas. They also argued that the deletion of the stevedoring was illegal and *mala fide*. They obtained *ex-parte* injunction restraining us from giving effect to our decision to take over stevedoring because they did not have stevedoring licences. Immediately we went to the High Court and obtained modification of the injunction by virtue of which the High Court ordered that we could carry on stevedoring of our own ships and Akoojees could do so of their own ships..... The injunction, as modified, still holds good."

6.17. In regard to the licences of the Car Nicobar Trading Company and the Nancowrie Trading Company it was stated that their licences expired on 30-6-1967 and 30-9-1967 respectively. These companies had also gone to the High Court and obtained interim injunctions restraining the Government of India from interfering with their trade and business. The interpretation of these injunction Orders is that while Government would not interfere with the trade and business of Akoojees, there was no restriction to bring an element of competition by introducing other people or, if necessary, the State may enter into the field of business to cater to the needs of the people. On this interpretation, certain Civil Supply Stores were opened at six places in those islands. Akoojees again went to the High Court stating that the opening of these supply stores amounted to interference with their trade and business and as such breach of the injunction order issued by the High Court and prayed that the *Status quo* should be maintained. The High Court upheld their plea and ordered that *status quo* should be maintained and anything to disturb the *status quo* would amount to breach of injunction order. They also said that "Akoojees were doing monopoly business in those areas. If you issue 100 licences to 100 people, it will practically make trading unprofitable for them and what you could not achieve directly, you want to achieve indirectly. You want to undercut the prices. You want to do competition."

6.18. The Committee are distressed to find that the Andaman and Nicobar Administration has been involved in a series of litigation with Akoojee Jadwāt & Company on account of which Government cannot proceed with their plans to improve the lot of the Nicobarese and save them from economic exploitation.

#### B. Industry

##### (i) Forest based and Cottage Industries

6.19. The Committee have been informed in a written note that the Union Territory of the Andaman and Nicobar Islands has an area of 3215 sq. miles of which about 77.8% (approximately 2500 sq. miles) is covered with forests. The forests abound in a wide variation of types, mainly intermixed and with a superabundance of several species of hard-woods, varying widely in their economic and industrial importance. The Inter-Departmental Team constituted by the Ministry of Rehabilitation have in their

report on the Accelerated Development Programme for this territory examined the scope for different wood based industries in this territory and are of the view that the following industries have considerable scope :—

1. Plywood and Veneer;
2. Particle Board;
3. Fibre Industry;
4. Match Industry;
5. Saw Milling;
6. Pencil Slates; and
7. Roofing shingles.

6.20. Due to paucity of contractors and past experience the extraction of commercial timber is being done mostly departmentally through the Forest Department of the Andaman Administration. Till recently the Department had been confining its activities only within the Andaman group of Islands, the extraction programmes having been taken up recently in Little Andamans, Katchal and Great Nicobar, for implementation of schemes under the Special Areas Development Programme. Even in the Andaman group of Islands an area of 706 sq. miles which was on lease with Messrs. P. C. Ray & Company, has been beyond the purview of departmental operations. An area of only about 1381 sq. miles is being worked according to the prescription of a working plan and under the present arrangements for working the forests the annual yield from South and Middle Andamans Forest Division is approximately 55,000 tons; about half for each division. The existing wood based industries have, therefore, come up with reference to the aforementioned availability of timber on a sustained basis.

6.21. The Andaman forests are rich in plywood and matchwood species. Three plywood factories, all in the private sector, have been established in the Andaman Islands and they are located at Bambooflat, near Port Blair (South Andaman), Long Island (Middle Andaman) and Bakultala (Middle Andaman). The present utilisation of timber by these factories, their installed capacity etc. is as under :—

Sl. No.	Name of the factory	Year in which established	Present utilisation	Capacity
1.	Andaman Timber Industries Ltd. at Bambooflat . . . . .	1960	6000 tons	9600 tons
2.	Jayshree Timber Products at Bakultala . . . . .	1965	4800 ,,	12000 ,,
3.	Albion Plywood Ltd., Long Island .	1963	4800 ,,	12000 ,,
<b>TOTAL : . . . . .</b>			<b>15600</b>	<b>33600</b>

6.22. The only other wood based industry at present is the match-splint factory at Port Blair set up by WIMCO in 1929. The present annual utilisation of this factory is about 3,600 tons and the maximum capacity of the factory could be upto 4,800 tons.

6.23. In addition, there are six small private Saw Mills and also the Chatham Saw Mill, a public sector undertaking run by the Forest Department. The Chatham Saw Mill is equipped to saw about 100 tons of log per day.

6.24. The Committee were informed during their tour to Andaman and Nicobar Islands that the Government Saw Mill, Chatham was one of the biggest Saw Mills in South East Asia. In this saw mill about 1,200 persons work. It has an "Export Shed" for timber, where timber is stored for export purposes. It has its own workshop for repairs of saw-blades etc., a seasoning shed and show-room. Log cutting and other operations are done mechanically. It was, however, observed that there was huge wastage in this mill. One of the reasons for this wastage was told to be was that the mill was an old one and was outmoded. This was also one of the reasons for high cost of conversion in the mill. It was also understood that the steel saw-blades were imported and their life was approximately two years. The sharpening process was done in the workshop and by constant sharpening their life was reduced. In this connection, it may be stated that the Public Accounts Committee (1968-69) in their 74th Report had observed that "they are not happy about the performance of the Government-run Saw Mill at Chatham. The wastage in the mill, which was 55% in 1966-67 increased to 58% in 1967-68. The Cost Accounts Officer, who examined the working of the Mill came to the conclusion that 'the mill should be able to give a better outturn by more effective operation and that effective supervision, at higher levels, would substantially help reduce wastage'.

6.25. In their Seventy-Fourth Report, the Public Accounts Committee (1968-69) have observed that "A more important point bearing on the working of the Saw Mill arises out of the findings of the Cost Accounts Officer referred to in earlier section of the Report, that it is intrinsically uneconomic for the Department to go in for the production and sale of sawn timber. The Committee would therefore like Government to consider how far the scale of operations of the mills could be rationalised and also whether the machinery in use in the mills should not be modernised to improve productivity."

6.26. In their Ninety-Sixth Report, the Public Accounts Committee (1969-70) have further observed that "The Cost Accounts Officer has also drawn attention to the adequacies of its existing system of grading of logs and the defective storage and transport arrangements which have contributed to wastage on a fairly large scale. Certain observations made

by the Cost Accounts Officer would bear repetition : 'At present the Department does not even know what time a particular log took to reach the final point of disposal from the time it was extracted. One log might reach within a month whereas another might take an year. The logs are handled at different points (viz. the extraction site, the camp depot, the ghat depot and the export depot) and there is no fool-proof system of sending off the logs at these points on the basis of 'first come first sent'. They are just dumped at these points and sent on when transport is available'. The Committee consider this to be an unsatisfactory state of affairs and would like to impress on Government the need to evolve a scientific procedure for grading, storage and transport of log and for adequate supervision at all these stages". The Committee have further observed that "No less important is the need to organise efficiently the sale operations of the Department, both in the mainland and local market. The Cost Accounts Officer has pointed out that there is under pricing of logs and that auction is not necessarily the best way of selling the logs in the mainland. In regard to sawn timber, he has pointed out that owing to failure of the Department to gather adequate market intelligence, adequate quantities are not canalised to markets capable of yielding better returns. The Committee would like Government to have proper surveys carried out and lay down guidelines to be followed by the Department in the matter of pricing, method of sale and choice of markets and varieties of logs to be sold therein". The Public Accounts Committee have further observed that "The Committee are distressed to learn from the report of the Cost Accounts Officer that 'about 15 per cent of the timber fed into the Chatham Mill is lost due to pilferage and theft'. It is also unfortunate that "these pilferages and thefts have not been brought to light due to wrong accounting and manipulation of accounts. The matter calls for detailed and thorough investigation by Government to determine the extent of pilferages during the last few years in the mills (both at Chatham and Betapur), the loopholes in supervision and accounting that made such pilferages possible and responsibility for such slackness in accounting and supervision. In the meantime, security measures will have to be tightened to prevent pilferage.

Apart from pilferage, the operations of the mills would appear to have been affected by outmoded techniques of sawing and lack of adequate supervision. The Cost Accounts Officer has pointed out that wastages in the Andaman Mills amounted to 50 per cent to 60 per cent of intake as against 30 per cent in Government Saw Mill, Siliguri and that this 'casually being attributed year after year to the inferior quality of logs without ever attempting a review as to how far it is due to.....other factors'. The Committee hope that Government would take immediate steps to tone up supervision at the operational levels and rationalise the scale of operations by adopting better methods and installing up-to-date equipment".

6.27. There is abundant scope for installation of several wood based industries in the hitherto untapped islands like Little Andamans and Great Nicobar, which are now being opened up. The scope for these industries have been indicated in the report of the Inter-Departmental Committee.

6.28. The forests of Little Andaman are extremely rich in different species of commercial timber and can easily support a complex of wood based industries on a sustained basis. The Island Great Nicobar has, besides its timber wealth, the additional advantage of abundant water supply and may, therefore, be suitable for setting up of a paper pulp industry. The question of a selecting a party in the private sector for establishing a plywood unit at Little Andaman is under active consideration of the Government of India.

6.29. Besides, the Government Saw Mill at Chatham, Wimco Match Splint Factory and a few small saw mills in and around Port Blair, there were practically no other industries in these islands at the beginning of the Second Five Year Plan. A Cottage Industries Department was set up towards the close of the Second Five Year Plan and a number of training-cum-production centres in various crafts for wood work, shell work, cane, blacksmithy, tailoring and garment making etc. were started by the Administration and continued during the Third Plan. So far, 292 persons have been trained in various trades. Loans amounting to Rs. 1.225 lakhs have been provided to private industrialists under the Andaman & Nicobar Islands State Aid to Industries Rules, 1964 for the development of industries such as saw mills, rice mills, furniture making, tailoring and garment making, soap making, shell industry etc. Three plywood Veneer Factories have been established in these islands during the past few years.

6.30. During evidence, the I.G. of Forests stated that "There is at the moment a regular programme for the exploitation of DHUP, RESIN and CANE". In reply to a question as to what was the prospect of setting up a paper mill in these Islands, the witness stated that "So far as paper and pulp technology goes the main materials used are coniferous woods, bamboos and to some extent during the last five or ten years, miscellaneous hard woods that come to a small percentage. Certain trials have been made in Africa and in some other countries as to the use of the tropical hard woods for the manufacture of paper. So far no mill in the world has been started just based on the tropical hard woods for the manufacturer of paper. Technology is yet to advance to that extent".

6.31. Supplementing the information, the Chief Commissioner stated that "At one time we thought that it might be possible to establish one in Car Nicobar. We have consulted foreign experts. They have stated that the timbers available are not suitable for it. They have also indicated that large quantities of water are required and it is not possible to do it. Water has to be fresh water and not the salt water".

6.32. The Committee note that the existing wood based industries have come up with reference to the availability of timber on sustained basis. The Andaman forests are rich in plywood and matchwood species but so far only three plywood factories, all in the private sector, have been established at Bambooflat near Port Blair (South Andaman), Long Island (Middle Andaman) and Bakultale (Middle Andaman). The only other wood based industry, at present, is the match-splint factory at Port Blair. There are some small saw mills in addition to the Chatham Saw Mill. There is vast scope for setting up of several wood based industries in the Little Andamans and Great Nicobar. The forests in Little Andaman are extremely rich in different species of commercial timber and can easily support a complex of wood based industries on a sustained basis.

6.33. The Committee are unhappy to note that in spite of all abundant natural resources no serious thinking has so far been done to develop the forest based as also cottage industries in these Islands. The Committee consider that forest-based industries can be effectively developed to provide employment to the people in the rural areas which are located close to the forests. They recommend that a phased programme should be drawn up to develop the forest based industries as also cottage industries keeping in view the recommendations made by the Inter-Department Team on Accelerated Development programme for Andaman and Nicobar Islands and the programme may be implemented as per Schedule drawn up for that purpose.

6.34. The Committee are not happy about the performance of Saw Mills, particularly the Saw Mill at Chatham. They would like to endorse the recommendations of the Public Accounts Committee contained in their Seventy-fourth and Ninety-sixth Reports (Fourth Lok Sabha) about the working of these Saw Mills and expect Government to take concerted remedial measures to tone up their working.

#### (ii) *Katchal Rubber Plantation Project*

6.35. There is a Government of India Public Sector Rubber Plantation Project in Katchal for which Rs. 4.5 crores have been allocated. It covers an area of 6,000 acres. The total area of 6,000 acres is expected to be planted within 9 years in a phased programme. The operational period will be 14 years. The area of 6,000 acres comprised two blocks, one on the northern side of the island having 2,800 acres earmarked, out of which 2,000 will be brought under rubber and the other on the southern side having 9,000 acres, of which 4,000 will be planted. Out of this target, 400 acres have already been brought under plantation. It is proposed to plant modern high yielding planting materials viz. budding and clonal seedlings including isolated Garden Seeds from Malaysia i.e., PBIG, GG Series.

6.36. The Project has completed clear felling of almost 70 acres near the semiperennial stream at Milldara beside the PWD road, the proposed area for settlement of 100 repatriate families from Ceylon. Each family will be provided with a pre-constructed residential quarter and  $\frac{1}{2}$  acre of cleared land for raising kitchen garden. At present 200 labourers are working, on a temporary basis @ Rs. 130/- p.m. It is estimated that 2,000 labourers can be provided during maturity period of the entire 6,000 acres. Accordingly, it is expected to settle 1,000 to 1,200 repatriate families in this Project.

6.37. The Committee hope that every effort will be made to achieve the targets fixed for the full operational period of 14 years to bring 6000 acres under the Rubber Plantation so that the Project may yield the desired return and at the same time provide employment to the proposed 100 or more repatriate families from Ceylon.

*(iii) Coconut and arecanut*

6.38. In their Report on the Accelerated Development Programme for Andaman and Nicobar Islands, the Inter-Departmental Team have stated that—

“No statistics are available of the acreage of coconut and arecanut in the Nicobar group of islands. The same is true with regard to these crops in North and Middle Andamans. However, according to the information furnished by the Director of Agriculture, the up-to-date areas on the basis of number of seedlings distributed since 1958-59 are estimated to be 7,400 acres under coconut and 600 acres under arecanut. This estimate does not take into account the percentage of morality suffered by the seedling after transplanting. Coconut and arecanut are important commercial crops of the Islands and are exported to the mainland. The Andaman group of islands exports their produce in the form of husked coconuts and the number exported from Port Blair in 1961, 1962 and 1963 were 8.2, 7.8 and 6.9 lakhs respectively. The Nicobar group of islands export to the mainland their arecanut and surplus coconut in the form of smoke-cured copra. The Nicobar coconut is on an average much bigger in size and better in quality than the mainland or Andaman coconut. The copra cups are much larger than on the mainland and the kernel is also thicker. The quality of arecanut is adjudged to be equal to the Cochin variety. Copra and arecanut exported to the mainland by the Nicobar group of islands in 1963-64 were 1,634 tonnes and 267 tonnes respectively”.

6.39. During their tour to the Andaman and Nicobar Islands in December, 1969—January, 1970, the Committee were given to understand that Car Nicobar Island was rich in Coconut and arecanut. In fact the mainstay of the economy of this Island was its production of coconut and areca-

nut. The tribals prepared copra from the surplus product of coconuts and sold the copra and arecanut to their village cooperative Societies. There were 14 Primary Co-operative Societies. These Co-operative Societies sold copra and betelnuts, with some profit, to the Nicobarese Commercial Company which was a partnership firm of Nicobarese, and they in turn export these commodities to the mainland. There is no open market here.

**6.40. The Committee note with concern that although Coconut and Areca-nut are the mainstay of the economy of these Islands, yet there is no open market for these commodities. The representatives of the tribal people should be encouraged to visit the mainland to find a better market and thereby procure better price for their goods. The Committee would like Government to draw up a phased programme to achieve the desired goal, at an early date as it affects the economic growth of the tribals.**

6.41. In regard to arecanut plantation, the Committee have been informed in a written note that Areca-nut has been found to grow very successfully in this territory. With a view to extend the area under Areca-nut, a scheme entitled "Areca-nut Development Scheme" was implemented during the Third Five Year Plan period.

6.42. Under this Scheme it was envisaged to extend area under areca-nut. Quality seedlings were supplied on concessional rate. Provision was also made under the same scheme to give financial assistance in the shape of loan for establishment of areca-nut gardens. For the purpose of raising quality seedlings, mother palms were selected in promising gardens and nuts were collected from those mother palms. Selected seed lines were made available to cultivators from 6 nurseries situated in different regions.

6.43. During the year 1966-67 the areca-nut development work was taken up under the same scheme. During 1967-68 and 1968-69 there was special scheme for areca-nut development but the work was taken up under a scheme entitled "Grant of Financial Assistance to Cultivators for raising coconut, areca-nut, fruits and other horticultural crops". During the Fourth Five Year Plan period also, the Areca-nut Development work is being taken up under the same scheme.

6.44. The physical targets and achievements for the past five years are furnished below :—

**Areca-nut seedlings distributed and area covered.**

Year	Target (No.)	Achievement (No.)	Area approx. covered (Hect.)
1964-65	1,00,000	90,724	60
1965-66	1,30,000	65,986	44
1966-67	1,00,000	73,739	49
1967-68	1,00,000	33,530	22
1968-69	75,000	39,579	26

6.45. All the settler cultivators were given about 2 Hectares of hilly area for raising orchard. But these areas could not be cleared by them as yet. Non-clearance of hilly areas and economic backwardness of the majority of the cultivators were the main bottlenecks in the implementation of Arecanut Development Scheme.

6.46. *Targets for the Fourth Five Year Plan period :*

Item of work	69-70	70-71	71-72	72-73	73-74	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1. Distribution of Arecanut Seedlings (Nos.)	75000	200000	100000	100000	100000	575000
2. Area to be covered under arecanut (Hect.)	50	130	65	65	65	375
3. Loans	5000	5000	5000	5000	5000	25000

6.47. As per terms and conditions prescribed for the loan for arecanut cultivation a sum of Rs. 350/- per acre will be given of which Rs. 250/- will be provided before land has been cleared and Rs. 100/- will be given by way of quality seedlings, fertilizers, fencing materials etc. after the land has been cleared. A subsidy of 25% of the loan will be allowed in the Fourth Year after the drawal of second instalment of loan if the plantation has been raised and maintained properly.

6.48. A pilot Scheme has also been drawn up for implementation during 1970-71 which envisages developing horticultural and plantation crops (including arecanut) in cultivators holdings in compact units of five acres each. The project will be implemented Departmentally during the first two years and the cost treated as loan. Admissible subsidies will be allowed. The idea is to encourage cultivators to grow various types of horticultural and plantation crops in a scientific manner in compact area.

6.49. Under the Special Area Development Programme, it has been proposed to bring the following areas under arecanut during the Fourth Five Year Plan period :—

(1) Neil Island	.	.	.	.	90 Ac.
(2) Betapur	.	.	.	.	55 Ac.
(3) Little Andaman	.	.	.	.	25 Ac.
(4) Campbell Bay	.	.	.	.	95 Ac.
<b>TOTAL 265 Ac.</b>					

6.50. The year-wise targets are indicated below :—

I. *Target for Raising of Arecanut Seedlings (Nos.)*

No. of area seednuts to be sown at	69-70	70-71	71-72	72-73	73-74	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
(a) Neil Island	60000	7500	10000	—	—	77500
(b) Betapur	20000	10000	—	—	—	30000
(c) Little Andaman	10000	7500	—	—	—	17500
(d) Campbell Bay	10000	25000	40000	17500	—	92500
<b>TOTAL :</b>	<b>10000</b>	<b>50000</b>	<b>50000</b>	<b>17500</b>	<b>—</b>	<b>217500</b>

## II. Area to be covered year-wise (in acres).

1	2	3	4	5	6	7
(a) Neil Island . .	—	80	10	—	—	90
(b) Betapur . .	—	25	15	15	—	55
(c) Little Andaman .	—	15	10	—	—	25
(d) Campbell Bay .	—	15	30	50	—	95
<b>TOTAL :</b> . .	—	<b>135</b>	<b>65</b>	<b>65</b>	—	<b>265</b>

6.51. The Committee hope that Government will take all possible steps to encourage the settler cultivators to clear the hilly areas allotted to them for arecanut plantation so that the Arecanut Development Scheme may get momentum.

6.52. The Committee note that a pilot scheme has also been drawn up for implementation during 1970-71 which envisages developing horticultural and plantation crops (including arecanut) in cultivators holdings in compact units of five acres each. The Committee, however, feel that the success of such schemes depends much on the interest taken by the officers who implement them.

(iv) *Tourism*

6.53. As regards the schemes drawn up to attract tourists to these Islands, Government have stated in a written note as under :—

"The following five schemes were included in the Annual Plan for the year 1966-67 under the sector 'Tourism'.

1. Development of Tourist and Picnic spots.
2. Purchase of watercrafts and equipment for aquatics.
3. Purchase of vehicles for tourists.
4. Improvement of facilities in tourists Homes and Rest House.
5. Establishment of Department of Tourism.

In the first place it may be pointed out that there was no specific sanctioned budget grant for the sector 'Tourism' during 1966-67. Schemes No. 2, 3 and 5 have been held in abeyance as it was felt that the kind of tourists coming from the mainland could not afford the luxury connected with water sports. Moreover as buses of the State Transport Service are available it was felt that special vehicles need not be provided exclusively for tourists. As foreigners are not allowed to enter these Islands without the prior permission of the Government of India, the scope of developing tourism for foreigners is ruled out. The territory is therefore to develop in the matter of tourism for home tourists only. Two tourists Home, one at Port Blair and the other at Carbyn's Cove sea beach were established during the Third Plan envisages construction of a Tourist bungalow

for the middle and low income group to accommodate about 50 persons at a time. Some parks in and around Port Blair are also proposed to be developed".

6.54. As regards attracting foreign tourists, the Special Secretary of the Ministry of Home Affairs stated, during evidence, that no tourist centres have been developed in these Islands for foreigners. It was added that "You will appreciate that apart from strategic importance of the islands it would create a delicate situation in an emergency.....The question of developing it as a tourist centre for foreigners *vis-a-vis* our own security needs has been under consideration and our thinking is that the islands should not be opened to the foreigners for security reasons".

6.55. The Committee would recommend that the Indian Tourist Development Corporation should be asked to develop facilities for the Indian Tourists. The Department of Tourism should also take active interest in development of tourism in these Islands. The work may be coordinated by a 'Tourist Cell' in the Andaman and Nicobar Administration. They also feel that in order to attract tourists at least from the mainland, tourist literature should be brought out from time to time and given due publicity in the mainland through Department of Tourism. A short documentary film showing the various tourist spots, historical monuments and memorials such as Cellulow Jail, life of the tribals, etc. may be produced and shown in big cities of the country with a view to attract tourists to these Islands.

6.56. The Committee also suggest that Government may consider the feasibility of throwing open to foreign tourists certain parts of Andaman and Nicobar Islands where security reasons so permit.

(v) *Minerals and Oil Exploration.*

6.57. It was brought to the notice of the Committee that Andamans are geologically a continuation of the hills of Assam and in lower Arakan range in Burma, both of which are oil rich and there was justification for expecting similar oil deposits in the Andamans. The Chief Commissioner, Andaman & Nicobar Islands stated, during evidence, that a team of the Oil & Natural Gas Commission had investigated it and they were still in the Islands—Baratange area. It would take some time to get the final report.

6.58. In regard to the existence of other metals in that area, the Chief Commissioner stated that "Geological Survey has been trying. They could not find any nickel. They found some lime-stone".

6.59. The Committee hope that the Oil and Natural Gas Commission and the Geological Survey of India will continue their investigations more vigorously so that oil and natural gas and other valuable minerals could be located to the economic advantage of the country.

(vi) *Petrol, Oil and Lubricants (POL) Depot at Port Blair*

6.60. The Committee have been informed that at present all Governments are importing their supplies of Petrol, Oil and Lubricants (POL) in barrels through the Indian Oil Corporation and other firms with whom the D.G.S.&D. has got rate contracts. Due to non-availability of new barrels the losses in transit are very heavy and sometimes due to POL not being made available in time, these islands come in the grip of POL famine resulting in the near disruption of the essential services. Such a crisis had developed in the past but it was fortunately averted somehow.

6.61. In order to avoid any future contingency of this nature, the Administration had taken up the question of installation of Bulk Storage Depot similar to the one owned by the Navy. This was discussed informally with the representatives of the IOC and they had agreed in principle to establish a Bulk Storage Depot in these islands, provided Government gave them a subsidy of 5 lakhs and also made the land available for the installation of the depot. As the land which they had selected formed part of the land already given by the Administration to the Navy, the Administration discussed this matter informally with the Chief of the Naval Staff and other senior officers. Their re-action to the proposal was very favourable.

6.62. During subsequent discussions with the Ministry of Petroleum and Chemicals and the representatives each of Ministry of Home Affairs and the IOC, it was tentatively agreed that the Administration would have no objection to the construction of the Storage Depot by the Administration since they were in a position to invest Rs. 5 lakhs out of Plan Scheme. The position has, however, under gone a relative change in that the IOC have now come up with a Blue Print for the storage tanks costing about Rs. 14 lakhs to be owned by the Administration and to be operated on lease by the IOC. This change in position has obliged the Administration to give a second thought to the whole matter, particularly with regard to owing of this installation by the Administration. The alternatives before the Administration are, therefore—

- (a) that the storage depot may be got constructed by the Administration out of its own funds; and
- (b) the IOC should install the depot as has been done by them in other parts of the country.

6.63. The administration is in favour of second alternative as it will ensure the IOC taking interest in the project and the depot would be utilised by them to its maximum capacity. Further, it will relieve the Administration from the maintenance of the storage tanks as the IOC will be in a better position to maintain the same as they have similar installations all over India and have got technical people for upkeep of the same.

The Administration have worked out the economy of the scheme and even if they have to invest about 14 to 15 lakhs in the project as estimated by the IOC, they will be saving between 10 to 14 lakhs annually. Thus the expenditure on the construction of the depot by the Administration will be made good within 2 to 3 years of the working of the depot. With the all-round development of these islands and acquisition of more ships the requirement of POL is likely to be further increased and consequently the savings. The High Power Committee of the Secretaries which had visited these islands only recently was also in favour of setting up such installation in these islands. As already stated, there is no difficulty to meet the additional requirement of the land demanded by the IOC. The matter has been taken up by the Administration with Ministry of Home Affairs separately in which a meeting of the representatives each of the Ministry of Petroleum, Finance, Home Affairs and Defence has been suggested to sort out things and to come to a final decision in the matter.

6.64. During evidence the Committee have been informed by the representative of the Ministry of Petroleum and Chemicals and Mines and Metals (Department of Petroleum & Chemicals) that the Indian Oil Corporation has been operating a depot somewhere in the vicinity of Haddoo jetty in Port Blair for the Navy. The Administration has raised the question of expanding this for civil consumers; but the tankage available there is just adequate for the Navy's needs. A certain minimum guarantee reserve has to be kept for the Navy in those islands and as such there is no adequate capacity available to meet the civil needs. With a view to economise on the cost, it is considered desirable to use some adjacent area subject to the agreement of the Navy. In that case, it would be possible use the same staff, piping and pumping etc. The only additional requirement would be tankage. This matter was discussed with the Navy who have released the land for the use of the civil capacity. The IOC has now been asked to proceed ahead and build an additional depot there exclusively for the civil use; but also for naval use if necessary. It has also been decided that IOC will bear the cost.

6.65. It was added that a project report is now in the process of preparation. The Project Report when ready will be submitted by the IOC to its Board. With the approval of the Board, it will come to the Government for one particular aspect *viz.* pricing of the products. Pricing is a matter normally decided in terms of the Pricing Committee's formula, but the Andaman is not a pricing point, nor the Port Blair and therefore, the Ministry will have to give a decision on what the pricing should be in the Andamans. In view of shortage of labour and contractors in Andamans, the IOC will have to employ the departmental labour for construction of this tankage if necessary. According to the present estimate, it will take another two years for the depot to be completed.

mental labour for construction of this tankage if necessary. According to the present estimate, it will take another two years for the depot to be completed.

6.66. The representative of the Department of Petroleum and Chemicals stated during evidence that "our major difficulty today is that of steel. Adequate steel is not available within the country and outside". It was added that "Steel Sheets are manufactured in the country but the production is rather on the low side and we have always to stand in the queue along with the other consumers within the country. But we are up against certain difficulties despite which we shall try and make the best efforts to complete this work in a period of two years".

6.67 The Committee need hardly stress the importance of expediting construction of additional tankage for P.O.L. Depot at Port Blair for civil use because it would be mainly the developmental work which would suffer if adequate arrangements do not exist for the supply of petrol and oil as these play a vital role in the economic development of the region as also they are used by heavy vehicles for transport of the products etc. The Committee hope that every effort will be made to complete this project within the target period of two years.

#### *(vii) Employees State Insurance Scheme*

6.68. During the on-the-spot Study Tour of the Union Territory of Andaman and Nicobar Islands, the Committee observed that there were large number of workers both in Government as well as private factories.

6.69. Questioned what were the difficulties for not implementing the E.S.I. Scheme in the Union Territory of Andaman and Nicobar Islands, Government have stated in a written note that the question of extending benefit provisions of the Act to that Territory has been considered in consultation with the concerned Administration from time to time. As a result of the information furnished by the Chief Commissioner in the year 1962, it was noted that there was only one Centre *i.e.*, Port Blair where the scheme could be enforced. At this centre there was only 1,600 employees out of which 250 workers were employed by 3 factories run by the Government. The employees of these three factories were reported to be getting free medical assistance and other benefits as admissible to other Government servants. In addition to these 3 Government factories, there were 6 private factories employing 1,350 workers. In view of small number of workers involved and the difficulties envisaged in providing cash and medical benefits to the employees located at a considerable distance from mainland, it was decided not to extend the scheme to the Territory and factories located there were accordingly granted exemption from the payment of Employers' Special contribution under Section 73-F of the Act.

6.70. The question was again considered in 1963 when the Chief Commissioner was asked to obtain the views of employers, employees and their Unions regarding enforcement of the scheme. While the employers of these Islands did not favour the extension of the scheme, the employees' Unions, desired extension of scheme to private factories only and not to Government factories. After examining the feasibility of extending the scheme, it was decided by the Corporation in consultation with the Central Government not to extend the scheme as it would be administratively expensive and economically burden-some. It has been added that the decision was in keeping with the phased programme where-under the scheme was to be extended first to places with larger concentration of workers.

6.71. In reply to a question whether any survey has been made for application of Employees' State Insurance Scheme in these Islands and if so, what is the programme, the Joint Secretary in the Ministry of Labour, Employment and Rehabilitation (Department of Labour & Employment) stated, during evidence that "Extension of the Employees' State Insurance Scheme to the islands was examined some years back. In 1962-63 it was felt that since the number of factories and the number of workers were dispersed and about 250 and odd workers were getting free medical treatment, it was not administratively and economically feasible to extend the scheme. Depending upon a fresh survey of the location and growth of the units we shall see whether it can be economically introduced."

**6.72. The Committee hope that a fresh survey of the location and growth of the industrial units will be undertaken at an appropriate time to see whether the Employees State Insurance Scheme can be economically introduced in these Islands.**

*(viii) Employees' Provident Fund Scheme*

6.73. In regard to the working of the Employees' Provident Funds Scheme in these Islands, the representative of the Ministry of Labour, Employment and Rehabilitation (Department of Labour & Employment) stated that "It is already in operation. There are 23 establishment with a membership of 3,000 and odd persons who are in the Employees' Provident Fund Scheme". When asked whether A.P.W.D. workers would be covered by this scheme, it was stated that such of them as are employed in workshops would be covered.

**6.74. The Committee hope that prompt action will be taken by Government to see that all the eligible establishments are covered by the Employees' Provident Fund Scheme, as early as possible.**

## CHAPTER VII

### COMMUNICATIONS

#### A. Air Services

7.1. There is at present a bi-weekly IAC Viscount Service between Calcutta and Port Blair *via* Rangoon. Passengers are required to possess a passport valid for Burma and valid health certificates on international forms for air travel as the plane passes through Burma. It was brought to the notice of the Committee that the flight from Calcutta to Port Blair via Rangoon. Burma was cumbersome as the passengers had to obtain passports and health certificates. The Chief Commissioner explaining the position stated during evidence that "We know the present position as it is today. A man going to Port Blair by ship has got to get a health certificate. If he goes by air, he has to get a passport as well to satisfy the Burmese Government when it touches Rangoon. We approached them; but they did not agree to do away with the passport."

7.2. When it was suggested that the air flight might be direct from Calcutta to Port Blair without touching Rangoon, the representative of the Indian Airlines Corporation stated during evidence, that "It is not feasible with our present air-craft. The fuel capacity of these Viscounts is not sufficient enough that we can go from Calcutta without any sort of safety margin. We were operating direct from Calcutta to Port Blair previously with the Sky-master aircrafts which are now redundant." When asked to state whether it was feasible to operate direct flight from Madras to Port Blair, the representative of the Indian Airlines Corporation stated that "The distance is about 750 nautical miles. When we go from Madras to Port Blair, our alternative, if the weather is not good, is Rangoon which becomes a critical condition. And then, on top of that, the navigational facilities are not adequate."

7.3. The Committee feel that this is not such a difficult problem which cannot be solved to avoid unnecessary inconvenience to the passengers going by air from one part of the country to another without going through a cumbersome procedure of obtaining passports. They suggested that some serious re-thinking is necessary in this connection to remove the genuine difficulty of the air passengers.

7.4. *Landing grounds in the Islands.*—During their tour to the Andaman and Nicobar Islands, the Committee received representations to the effect that with a view to achieve rapid economic development of these islands and to keep better contact with the mainland, the Car Nicobar Airfield owned by the Indian Air Force may be opened for civilian traffic. It is understood that the Car Nicobar Airfield is good and the IAF are agreeable to the use of their airfield by the Indian Airlines; but the Indian Airlines were not enthusiastic over this proposal.

7.5. As regards the inter-island proposal for air-service connection, the Chief Commissioner stated, during evidence, that "It has been decided to have two landing grounds—one in Diglipur/Mayabunder and the other in Campbell Bay. These are the two places which are farthest from Port Blair. Besides touring, it is expected to facilitate movement of materials and also help in emergency evacuation of people." In regard to a suggestion for the introduction of helicopter service, the Chief Commissioner stated that "It was examined earlier and it was found that no suitable helicopters were available in India. Besides, it would be very expensive to buy them and maintain them."

7.6. Keeping in view the necessity of rapid economic development of these islands as also their strategic importance, the Committee recommend that a phased programme for the development of the air services between the mainland and these islands and inter-island should be chalked out inter-alia the development of the present runway of the Port Blair Airport, which is not in good condition at present and is unsuitable to receive bigger planes, should be undertaken, as early as possible.

### B. Sea—Shipping Services, Ports and Harbours

#### *Passenger and Cargo Shipping*

7.7. *Mainland—Island Service* : There are 4 ships sailing between the mainland and the Islands. Out of these, 2 are Passenger Ships—"M.V. Andaman" is owned by the Government of India and the "State of Bombay" belongs to the Shipping Corporation of India. There are 2 Cargo Ships—"M.V. Nicobar"—owned by the Government of India and "M.V. Shompen"—owned by the Shipping Corporation of India. The two passenger Ships are considered to be adequate for the present requirements. The "State of Bombay" is an old ship and is proposed to be scrapped and replaced by the "State of Haryana"—now operating between Bombay and Mombasa. The passenger ships are showing heavy losses while Cargo Ships are not running into much losses. Their sailing programme is drawn up by the Andaman & Nicobar Administration and Shipping Corporation of India are advised about their operations. The lower class fare has been kept very low i.e. Rs. 41/- from Calcutta to Port Blair. It was stated that the losses on Government ships were borne by the Government while that of Shipping Corporation of India by the Corporation at present.

7.8. *Inter-Island Services* : There are 3 vessels each with a capacity of 200 passengers. Out of these 3—"Cholunge" and "Yerwa" are owned by the Government of India and the new vessel "Onge" belongs to the Shipping Corporation of India. These are considered to be adequate for the present requirements.

7.9. *Ferry vessels* : There are 3 smaller vessels for service between smaller Islands once a week. The ferry service in the Northern Group of

Islands is twice a week while in the Southern Group of Islands it is once in 10 days. It was further stated that in the next year 6 boats are proposed to be added to the present fleet to improve the ferry service.

7.10. In regard to a question whether Government would consider change in the present shipping service between Port Blair and Madras and Calcutta to Port Blair *via* Visakhapatnam which has adequate repair and dry dock facilities, the Chief Commissioner stated "This matter was considered some years back before I joined, and as I understand, our problems are that most of the people and goods going to Andamans are from Calcutta and Madras. There is a good market for timber in Calcutta. We have carried out a survey for the suitability of Visakhapatnam as a market for timber, and it has not been encouraging. So, after considering it, at that time we felt that there was no scope at Visakhapatnam." The position was further explained during evidence, by the Director (Projects) of the Ministry of Shipping and Transport (Transport Wing) that "These services are operating between Madras and Port Blair and also between Calcutta and Port Blair. Actually these are meant primarily for carrying passengers and also for carrying the Cargo from the mainland to the Islands. Timber is the most important cargo item. This has a market both in Calcutta and in Madras. The Administration has arrangements to sell timber as well as matchwood both in Madras and Calcutta. Also they have arrangements for the rate contracts with the Railways etc. through the DGS&D. This has been a very convenient point for the people coming from Calcutta and going to mainland *via* Calcutta and for the people down to the South who have to take the ship in Madras. So from the point of view of convenience I consider Calcutta as a point of entry and departure of ships. The primary consideration, however, is to carry cargo and from that point of view timber alone constitutes a major cargo item from that side. The offtake of Andaman timber is by the matchwood factories in Calcutta as well as in Madras. I think arrangements made here work very well." It was further added that "The dry dock facilities are available in Visakhapatnam. A new dry dock is under construction which is an adjunct to the Hindustan Shipyard. This is primarily meant for ship-repair of the merchant ships of bigger size about 25,000 tons and over. . . . The vessels of the Andaman Administration have been conveniently repaired and serviced with the existing available facilities in Calcutta—Garden Reach Workshop. In the case of emergency, the Central Inland Water Transport Corporation at Calcutta undertakes minor repairs". As to complaints about irregular service, it was stated that "In future the frequency of sailings both from Calcutta and Madras as well as from Port Blair will not be irregular. The sailings are announced and the passengers are given notice in advance about the dates of sailings." Giving reasons for delay in sailing, and their irregularity—the representative of the Ministry of Transport and Shipping (Transport Wing) stated that "in Calcutta there are bore restrictions. . . . It has happened that many merchant

Ships from various countries have to wait outside the Diamond Harbour until the river is steady and until clearance is given to the ships to come in. Sometimes it so happens that if the river continues to be rough and the tidal wave continues and is not favourable, then delay takes place. There has been a fair improvement in the frequency of the sailings now-a-days. The kind of irregularity of services that we used to have in the past has been very much avoided. That has been mainly due to certain tightening up of operational formalities of the Calcutta Port Commissioner. In terms of allotment of preferential berth, as soon as the Andaman ships arrive in Calcutta they would not have to wait in the mid-stream very much in the Hooghly river as is the case with other ships. If they have to wait in the mid-stream that causes inconvenience to the passengers for disembarking etc. and for loading the Cargo also. . . . . As far as timber cargo is concerned, there was some difficulty earlier. Now that has been satisfactorily solved by coming to an agreement with Garden Reach Workshop who have certain moorings on the river. Fortunately this is located opposite to the Andaman Timber Depot. The ships bring the timber to the Andaman Timber Depot and the discharge of timber is very much affected with the result that the ship is emptied very quickly and sails back to the Andamans."

**7.11. The Committee feel that Visakhapatnam port is a point which is likely to cater to the large number of passengers and goods. They would therefore like the Government to consider the feasibility of Andaman Passenger Ships touching Visakhapatnam to cater to the needs of those persons who live 200—300 miles away from Madras and have to travel either to Madras or Calcutta to catch the ships for going to Port Blair and Vice-Versa.**

**7.12. *Losses on running of Passenger Ships*** : During their tour to Andaman and Nicobar Islands during December, 1969—January, 1970 the Estimates Committee were informed by the representative of the Shipping Corporation of India that the Corporation was incurring huge losses on account of the running of Passenger Shipping Service from the mainland to these islands and that the Government should meet this loss out of their development funds. The representative of the Ministry of Transport and Shipping (Transport Wing) stated during evidence that "This question regarding reimbursement of losses to the Shipping Corporation has reached a point when possibly a decision in a month will be taken by Government." When it was pointed out that the Railways wanted to abolish all unremunerative lines but they were not allowed to do so as the popular opinion wanted them, the representative of the Ministry of Transport and Shipping (Transport Wing) stated that "It is only from that point of view that we are considering this also. So far as the ships belonging to the Andaman Administration are concerned, the losses are already being reimbursed."

**7.13. The Committee do not appreciate the point raised by the Shipping Corporation of India for reimbursement of the losses suffered by them in running the Passenger Shipping service from the mainland to these islands**

and vice-versa. Keeping in view the vital need of expeditious economic development of these islands in the context of overall national development, the Committee feel that the Shipping Corporation, which is making profits on other routes, should not grudge adjusting losses on this side. The Committee feel that in view of the fact that the Ministry of Home Affairs is in overall charge of the Administration of these islands, Government may consider bearing certain portion of the losses involved by way of subsidy. The Committee also suggest that every endeavour should be made to reduce these losses by operating the shipping services more economically and efficiently.

#### *Ports, Harbours and Jetties*

7.14. Till the later half of the second Five Year Plan there were no proper jetties except the Chatham Jetty at Port Blair which accommodated one big ship at a time. At the close of the Second Five Year Plan, schemes costing Rs. 43 lakhs were sanctioned by the Government of India for the construction/development of minor ports. By the end of 2nd Plan a jetty for berthing inter-island vessels was constructed at Port Blair and construction of a jetty at Rangat Bay was started. Besides, shore abutments at some places in the colonisation areas were also constructed. Construction of Deep Water Wharf at Port Blair has been taken up by M.E.S. Construction of jetties at Mayabunder, Aerial Bay, Havelock, Niel Island, Katchal, Campbell Bay, Little Andaman, Nancowrie and Car Nicobar are in progress. Installation of navigational aids at Port Blair, Elphinstone Harbour and Port Meadows were taken up by the Director of Lighthouses and Lightships.

7.15. The Committee were given to understand, during their tour to Andaman and Nicobar Islands that Government of India had created a unit for Harbour Works which had completed the special survey work excepting in Car Nicobar. Actual construction work has been taken in hand in several places. It was expected that the construction of jetties and Harbours will be completed by the end of 1973. In brief the position was stated to be as follows :—

- (i) Diglipur Harbour is expected to be completed by 1971;
- (ii) Mayabunder Harbour is also expected to be completed by 1971;
- (iii) Rangat jetty is being improved;
- (iv) Havelock jetty is 80% completed;
- (v) At the Neil Island a temporary timber jetty exists; and
- (vi) At Hut Bay an all-weather Harbour is under construction.

7.16. In regard to Port Blair, the present wooden jetty is being replaced by a concrete one. A new deep water wharf is being constructed to

receive big ships and to provide quick turn-round of ships. This project is called Hado Wharf Project. The length of the jetty will be 366 metres (1200 ft.) of which half is to be used by Heavy and half by merchant navy. Depth alongside will be 9.15 metres (30 ft.). The total cost is estimated to be about Rs. 584.57 lakhs and it is expected to be completed by October, 1972. With its completion, it is expected to provide 2 berths for cargo ships and even the aircraft carrier—Vikrant—can call at this Harbour. 15 tons Mobile Wharf Crane can also be received here. No foreign exchange is involved in its construction. This project is being executed exclusively by Indian Engineers through M.E.S.

7.17. As regards the expenditure during the Plan periods and the reasons for shortfall during the Second and Third Five Year Plans as also the adequacy funds sanctioned for harbours and jetties, during evidence the Committee have been informed by the representative of the Ministry of Shipping and Transport (Transport Wing) that "In the Second Five Year Plan and Third Five Year Plan the expenditure has been low in respect of the outlay for the development of minor ports in the Islands. It is only after 1965 when the accelerated development programme was drawn up, on an extensive scale that the harbour works were taken up..... The minor port development was also not taken so seriously..... After 1965, we established an Engineering Circle there..... Regarding expenditure, since we have taken over the work in 1967-68, the allotment was Rs. 60 lakhs and we spent Rs. 58 lakhs. In 1968-69, we were allotted Rs. 1.1 crore and we spent Rs. 1 crore. In 1969-70 also, we have got a total of Rs. 1.2 crores and we expect to spend all that money." It was added that "I don't think that there will be any deficiency. Whatever is allotted in Fourth Plan, we are going to spend in full..... Actually, according to the programme, we are ahead of the schedule at some places, and we are definitely going to complete by March, 1974 all the works which have been sanctioned in the Fourth Plan, costing Rs. 6.5 crores."

7.18. The Committee are of the opinion that lack of proper inter-island communication facilities is the biggest handicap in the way of development. This can be removed if more jetties and harbours are constructed and more ships (both passenger and cargo) are pressed into service as quickly as possible.

7.19. The Committee hope that Government would be able to adhere to the target date of March, 1974 for completing all the works which have been sanctioned in the Fourth Plan in regard to the construction of harbours and jetties so that the economic development of these islands gets momentum and alround progress is made rapidly.

### C. Roads

7.20. At the beginning of the First Plan there were 164 K.M. of black topped roads mostly in and around Port Blair. At the end of 1968-69, there

were about 427.57 KMs. of roads linking up the important areas and villages in the various islands of the territory. In 1952-53 it was decided to link up Port Blair with Aerial Bay by trunk road involving a total distance of 287 K.Ms. The work was started in 1954 and 136 K.Ms. have already been completed.

7.21. The Committee had been informed during their tour to the Andaman and Nicobar Islands during December, 1969—January, 1970 that the road between Mayabunder and Rangat in the Middle Andaman is almost complete and will be declared open to traffic in May, 1970. This is a very important road as it will connect all the important places in the Andamans. This road will be connected to Baratang in South Andaman by ferry service and ultimately by a bridge.

7.22. In regard to the construction of the Little Andaman Trunk Road, it was stated during evidence that "We did not have originally any financial provision for it. We have added it now. There will be two alignments. The Chief Commissioner is clearing the forest upto a certain length. The Project Report is already with us." In reply to a question, it was stated that this work will not stop for want of money or manpower. In regard to target date for completion of this work, the representative of the Ministry of Labour, Employment and Rehabilitation (Department of Rehabilitation) stated during evidence that "During the Fourth Plan we shall do 15 KM out of a total of 90 KM, which at present we shall need for over development works. The cost per kilometer would be about Rs. 3 lakhs."

7.23. Elucidating the position, the Chief Commissioner stated that "During 1961 the Rehabilitation Department had only three Divisions in that area, and it is only from 1961 onwards that they have six divisions. Their performance is not very good. The total expenditure incurred by them is not in keeping with the yardstick laid down and in some cases it has exceeded."

7.24. The Additional Director General Roads, Ministry of Transport and Shipping (Transport Wing) clarifying the position stated that "Till the end of 1968-69, out of total of 287 Kilometers, 135 Kilometers have been completed. When we refer to the performance, it was not bad. Previously there have been two Divisions. It went to 8 Divisions in 1969. If we keep in view those conditions over there and the work having been done departmentally, I think the performance has been pretty good. Now the question is why there has been low performance on the Andaman Trunk Road, I may state that it had low priority but now accelerated priority has been given since 1968-69. The total activity on the Andaman Trunk Road since Second Five Year Plan upto the end of 1968-69 has been that we had spent on all roads taken together in 13 years starting with the Second Plan, the total of 4.3 crores. In the Fourth Plan 4.25 crores have to be spent. That means the total activity that we had in 13 years the same size of activity we are planning to cover in 5 years now. On the Andaman Trunk

Road itself whereas they have spent 180 lakhs *i.e.*, 1.8 crores in 13 years, the Plan is to spend 300 lakhs in the Fourth Five Year Plan period. All this will show that starting from 1968-69 the activity on the Andaman Trunk Road has been very much intensified. Now the activity which has been under-taken is that they plan to complete 102 kilometers in Fourth Plan making a total of 238 kilometers which will complete the whole of the Andaman Trunk Road in south and middle Islands except 48 kilometers in the North Islands which they are planning to do either in the Fifth Plan or if the Rehabilitation Ministry came and took it up, some activity on this stretch may also start. This would not be a bad target to be aimed at PWD Administration are getting fully geared to it." It was added that "one of the difficulties, earlier, was in regard to road building equipments. In the last two years they have got a sanction for 58 lakhs worth of equipment." Speaking about their achievement, the representative of the Ministry of Transport and Shipping (Transport Wing) stated that "If you refer to the yardstick of establishment *vis-a-vis* outlay, they have been building 30 to 40 lakhs per year per division. It is a pretty good performance. Where we have departmental work, in earlier times we used to keep yardstick of 25 to 30 lakhs per division per year. With the increase in cost there could be an increase to 35. In current year's target for 1969-70 they expected to achieve 40 lakhs per Division."

**7.25. The Committee hope that with the increase in the number of Divisions from 2 to 8 in 1969, acquiring 58 lakhs worth of road building equipment and accelerated priority since 1968-69, the Administration will be able to achieve the target and complete construction of 287 Kilometers of roads which are supposed to be very vital in the economic development of these Islands.**

## CHAPTER VIII

### REHABILITATION

#### A. General

8.1. The Committee have been informed, in a written note, that the territory of Andaman and Nicobar Islands was administered as penal settlement till its occupation by Japanese during World War II. After the re-occupation of these islands the penal settlement was abolished and large number of convicts and their families were voluntarily repatriated to their homes on the mainland. A considerable area of agricultural lands, which was being cultivated by these families, consequently felt vacant. At that time the bulk of the population in the Andaman Group was confined only to South Andaman, the islands of Middle and North Andamans being practically empty. After Independence there was an influx of refugees from Pakistan and these islands were considered suitable for resettling a sizeable number of families on agricultural lands. It was in this context that the scheme of colonisation of these islands was taken up by the Ministry of Home Affairs and under this scheme a total number of 3286 refugee families were settled on lands during the years 1952-1961. Induction of any more families was then held in abeyance pending review of the colonisation scheme. During implementation of this scheme, a survey for the availability of flat lands of the available areas in Middle Andaman, North Andaman, Havelock as well as South Andaman was undertaken. The studies which were undertaken by the Inter-Departmental Team constituted by the Department of Rehabilitation for preparing the report on the accelerated development programme for this territory indicate that additional lands as given below could be expected to be available for reclamation and resettlement :—

#### *Andaman Group :*

Middle Andaman (Betapur catchment)	.	.	3000	acres
Little Andaman	—	.	60000	"
Neil Island	—	.	2500	"
Havelock	—	.	300	"
Rutland	—	.	6000	"

#### *Nicobars :*

Katchal	—	.	.	.	10000	"
Great Nicobar	—	.	.	.	15000	"
Nicowrie-Camorta-Trinket	—	.	.	.	15000	"

The positinon regarding utilisation of these lands with reference to the settlement of refugee is as under :

*Middle Andaman* : The available flat lands in the Betapur valley have already been reclaimed and 338 families of East Pakistan Migrants have already been settled under the Betapur Project. Of these 334 are agricultural families, each of whom have been allotted five acres of cleared paddy lands, the remaining 4 being small trader families.

*Neil* : Soil Survey of Neil has revealed that only about 525 acres of land in that island are suitable for regular paddy cultivation while the remaining lands are primarily suitable for plantations. Since plantations start yielding returns only after 7-8 years, it is not advisable to settle families solely on plantation lands as the subsistence of these families till the plantations come to maturity will pose a serious problem, particularly in places like Neil where avenues for ancillary employment are limited. It was therefore, decided that the pattern of land allotment in Neil should be that each family is given 3 acres of paddy lands and 2 acres of plantation lands. On this basis only 175 families can be settled in that island (since acreage of paddy lands is only 525 acres) and these families of East Pakistan Migrants have already been inducted. The scheme for their re-settlement is in progress.

*Havelock* : The last batch of refugee families were settled in Havelock during 1961 and the small area of available flat lands in that island will be utilised for allotment of alternate lands to settlers whose lands are not quite fit for cultivation and for meeting the demands of the growing population. There is no scope for settlement of any new families in Havelock.

*Rutland* : About 600 acres in Rutland are considered to be **eminently** suitable for rubber plantation by the experts in that field and some flat lands for paddy cultivation are also expected on that island. With the growth of population in South Andaman there is demand for allotment of lands from the old settlers and it is proposed to set apart suitable cultivable lands in Rutland for this purpose. It is also proposed to select private parties for raising rubber plantations in Rutland and the proposal in this behalf is under consideration of the Government of India. In view of these facts it is not proposed to induct any new migrants for settlement on this land.

*Little Andaman* : The island has an area of 282.4 sq. miles and is the home of the 'Onge' and is rich in timber wealth. The Inter-departmental Team in their report have suggested that 60,000 acres should be reclaimed in that island, the remaining area being operated under a regular working plan. Leaving an area of about 20% for Community facilities, the reclamation of these lands would enable settlement of 9,600 families on basis of five acres being allotted to each family. The impression that the island can take 50,000 families is not correct. The estimated stand of timber in Little Andaman is 20 tons per acre. The

profitable exploitation of this timber is not possible till a permanent jetty and breakwater, which have recently been sanctioned, come into being. The jetty is expected to be completed within three working seasons while the breakwater will take four. Reclamation of lands must precede settlement of families and it would amount to destruction of natural wealth if reclamation is resorted to without necessary infra-structure coming into being for profitable exploitation of the timber wealth. In view of these natural difficulties it is necessary to go slow with reclamation during the initial years and it is accordingly proposed to reclaim only 4000 acres in Little Andaman during the Fourth Plan period. Leaving 20% of these lands for community facilities, the extent of allotable agricultural lands that would be available would be 2,800 acres, on which 560 families could be settled at the rate of five acres per family. These are the reasons why a modest target for resettlement of families during the Fourth Plan period has been proposed.

8.2. The Committee have further been informed that the portion of the mechanised unit of the Reclamation Rehabilitation Organisation unit which is positioned in Hut Bay, Little Andaman reclaimed approximately 150 acres during the open season of 1968-69 primarily for meeting the timber requirements for local utilisation. The cleared lands are suitable for agriculture and an Agricultural Farm has been set up on an area covering 50 acres while the remaining lands have been allotted to 26 migrant families inducted in Little Andaman during July, 1969. It is proposed to clear only about 300 acres of Agricultural land during 1969-70 working season as the hardwoods extracted from that area would be required for local consumption. It is also proposed to induct 22 additional families for settlement on these Islands. The proposals in this behalf are under consideration of the Government of India. The pace of reclamation and consequently of induction of families for resettlement in Little Andaman can be stepped up only when scope for local utilisation of timber increases and harbour facilities are provided for profitable marketing of the excess timber. With a view to increasing local utilisation of timber by setting up wood based industries a proposal has been submitted to the Government of India for selecting a suitable private factory for setting up a plywood factory in Little Andaman. Similarly, another proposal has been submitted suggesting selection of a private party by calling an All India Open Tender for extraction of timber from 2000 acres, the successful tenderer being free to utilise the timber in the manner he chooses fit and proper. Both these proposals are under the consideration of the Government of India. The Administration have also submitted a proposal to the Department of Rehabilitation, Government of India, that by resorting to extraction by a private party hand in hand with the Departmental extraction, they may plan to reclaim 4000 acres in Little Andaman during the Fourth Plan period. It has been proposed to settle 560 families on these lands during the said period. These proposals are also under ex-

minaion with the Government of India. Simultaneously, action for providing the necessary infra-structure for the proper development of Little Andaman is also being taken. A project Report for the construction of the Little Andaman Trunk Road is said to have already been submitted to the Government of India and is under consideration.

*Katchal* : The soils of Katchal are considered eminently suited for rubber cultivation and the Government of India have already sanctioned a scheme for plantation of 6,000 acres at a cost not exceeding 450 lakhs. About 400 acres have already been planted with rubber and it is proposed to bring additional 500 acres under rubber during 1970 sowing season. The stand of commercial timber in Katchal is estimated at 10-12 tons per acre and considering the absence of adequate harbour facilities and the cost of transport, it would not be economically advisable to undertake extraction of this timber departmentally. It has, therefore, been proposed to the Government of India that a suitable private party should be selected for extraction and clearance of about 2,000 acres in Katchal and the proposal is under consideration of the Government of India. The question of disposal of commercial timber under Katchal is also engaging the attention of the Government of India. It is proposed that during the Fourth Plan period about 3,000 acres in Katchal should be planted with rubber. The rubber plantation is labour intensive and on maturity the labour requirements will be one worker per three acres. The Katchal Rubber Project will, therefore, ultimately be able to provide regular employment to about 2,000 persons. It is proposed to resettle migrants from Ceylon having experience of work in Rubber plantations under the Katchal Project. The first batch of 100 families is proposed to be inducted during April/May, 1970.

*Great Nicobar* : Survey of the island undertaken during 1960 has revealed that approximately 18,800 acres of cultivable lands could be expected to be available along the West Coast of Great Nicobar. There is no suitable site for a Harbour on the West Coast and it is, therefore, necessary to construct one on the East Coast and the Campbell Bay has been selected for the purpose, where the construction of a jetty is in progress. Soil survey of lands near Campbell Bay, which is still in progress, reveals availability of sizeable blocks of cultivable lands and considering the strategic location of the island, a pilot scheme for re-settlement of 100 ex-servicemen families at Campbell Bay has already been sanctioned. 69 of these families arrived during April, 1969 and the remaining 31 are proposed to be inducted during April/May, 1970. The establishment of another settlement of ex-Servicemen in the vicinity of Campbell Bay, subject to availability of lands, has been accepted by the Government of India in principle. It will, however, be possible to undertake colonisation in a big way only after a road connecting the East coast to the known cultivable lands on the West Coast is

constructed. The survey for such a road from Campbell Bay to the West coast has already been authorised and is in progress.

*Nancowrie-Camorta-Trinket* : While a detailed soil survey of these islands has still not been undertaken, the soils appear suitable only for plantations but not for paddy cultivation. There is presently no programme for resettlement of refugees on any of these islands.

8.3. During their tour to Andaman and Nicobar Islands in December, 1969—January 1970, the Committee were given to understand that the settlers were not given the promised quota of land and even the allotted land was, in most cases, uncleared land and the settlers had to clear jungles themselves. The Committee were informed, during evidence, that in *Neil Island* they were not given all the 5 acres of land; but it was being placed at their disposal as and when it was being cleared. By the beginning of the next sowing season it would be possible to make up the deficit. In *Great Nicobar Island*, the ex-servicemen had not been given the full quota of land but it will be done by the next year. In *Betapur* 5 acres of land had been given right from the beginning. In *Little Andaman Island* the settlers had not been given full quota of land but it will be done by the next year. In *Diglipur* it has not been possible to clear much of the hilly land which was promised. In *Rangat* 3,600 acres were cleared, out of which 3,200 acres, or a bit more, had been handed over to the settlers. In *Havelock* about 200 acres of land has yet to be taken. Efforts are being made to clear it within a year and then to give to the settlers.

8.4. The Committee were further informed that "within the frame-work of the recommendations made by the Study Team, we have selected certain areas.... which are suitable for agriculture and for plantation according to the findings of this Team, we have not merely cleared and felled certain areas, we have also taken adequate precautions to see that soil erosion does not take place.....We have one full island—Neil island—where extraction of commercial timber has practically been completed and where a sizeable area has been cleared and 175 families have been settled. They are carrying on agriculture. The soil conservation programme for that area has already been drawn up and will soon be implemented." It has been added that "The Study Team has weighed carefully the needs of the afforestation, or, rather conservation of forests, and the needs of agriculture, horticulture and industry which are necessary for the development of these islands. The need for soil conservation is prominently brought out in its report and is being pursued by us vigorously."

8.5. The Special Area Development Programme was commenced in 1965, but the first batch of settlers under the Andaman Administration Colonisation Scheme went there in 1949. This programme of development is to go hand in hand with the normal plan of the Andaman Administration.

*Coordinating Agency for Accelerated Development Programme* : In reply to a question whether there existed an agency responsible for implementing

all the recommendations made by the Inter-Departmental Team on Accelerated Development Programme for Andaman and Nicobar Islands, the representative of the Ministry of Labour, Employment and Rehabilitation (Department of Rehabilitation) stated during evidence, that "So far as the special area development programme of that area is concerned our Department—the Department of Rehabilitation—acts as the coordinating agency. The Chief Commissioner is the implementing agency. The Secretary of the Rehabilitation Department does the coordination and all the officers of the various Ministries and Departments concerned come and meet periodically whenever there is any problem; even otherwise when there is a question of seeing whether sufficient progress is being achieved we meet. ....Our Department is charged with this work of accelerated development programme. The review is carried out in our Department as a part of our normal administrative routine."

8.6. During their tour to these Islands, the Committee visited various Islands and held discussions with the settlers. The important suggestions made by the settlers and the reply given by Government are as follows :—

#### I. MAYABUNDER

(1) The present wells are not sufficient for obtaining two yield per year and tube wells have not proved successful. It was, therefore, suggested that Dams or Tanks which could serve 8-10 villages for cultivation purposes, may be constructed.

The Government in their reply have stated that "Irrigation facilities do not exist in this territory at present. The main reason is that there are no perennial streams which can provide sufficient water particularly in the fair season (January to May) for irrigation. The Block Development Officers were directed to investigate and take up small irrigation schemes wherever possible. According to the reports received from the Block Development Officer, Middle Andaman no such schemes were found feasible in Mayabunder tehsil. However, recently, the villagers of Rampur have suggested that a small irrigation scheme can be taken up on the Nala flowing through the villages. The Block Development Officer, Rangat has already taken up technical investigation of the Scheme. The scheme will be taken up if it is found technically feasible. There is no proposals to take up any irrigation scheme in 8-10 villages of Mayabunder at present excepting the scheme for Rampur village which is under investigation."

(2) *Storage and marketing facilities should be provided.*

The Government in their reply have stated that "About 930 hectares are under paddy cultivation in Mayabunder Tehsil. The estimated production of Paddy is about 1,700 tonnes. About 500 tonnes of paddy is surplus in this Tehsil. Last year 109 tonnes of rice and 233 tonnes of paddy were

procured by the Supply Department in this Tehsil at the following procurement prices :

Paddy	Rs. 75/- per quintal.
Rice	Rs. 125/- per quintal.

The prices are exclusive of cost of gunny bags. The paddy and rice procured in Mayabunder Tehsil are moved to Port Blair for sale. The Supply Department is procuring paddy and rice this year also at the same procurement prices. The Administration has sanctioned and construction of a foodgrain godown of capacity of 250 tonnes for the supply Department. At present, the Supply Department is using a building provided by Public Works Department for storing foodgrains. The Supply Department is procuring all surplus paddy/rice with cultivators. As such there is no marketing difficulty for paddy/rice. However, there is some difficulty about transportation of paddy to Mayabunder from remote villages which are not connected by roads.”

*(3) The ship service should be improved.*

The Government in their reply have stated that “Mayabunder, Diglipur (North Andaman) and Rangat (Middle Andaman) are connected with inter-island ferry service from headquarters at Port Blair. There was a weekly service of an old ship called s.s. ‘Cholunga’ to Rangat, Mayabunder and Diglipur. Recently the new ship called m.v. ‘Onge’ with bunk accommodation and about 160 tons of cargo capacity has been commissioned and at present she is having a regular weekly service as follows :—

Day & Time of arrival	Ports of Call	Day & Time of Departure
	Port Blair	
All Wednesday . . .	1300 hrs. Rangat Bay	All Wednesday 0800 hrs.
All Thursday . . .	1000 hrs. Mayabunder	All Thursday 0700 hrs.
All Thursday . . .	1600 hrs. Diglipur	All Thursday 1300 hrs.
All Friday . . .	1200 hrs. Mayabunder	All Friday 0900 hrs.
All Saturday . . .	0900 hrs. Rangat Bay	All Saturday 0600 hrs.
All Saturday . . .	1500 hrs. Port Blair	All Saturday 1000 hrs.

The land route from Rangat to Mayabunder which is a part of the Great Andaman Trunk Road has been opened up. With the Commissioning of m.v. ‘Onge’ the frequency of hitherto bi-weekly service to Rangat has been increased to minimum of two services a week and sometimes 3 services a week with the help of another small vessel m.v. ‘Little Andaman’. There is no appreciable agriculture produce in Mayabunder or adequate passenger traffic. Therefore even the existing shipping space of the passenger capacity is not fully utilised at present from Mayabunder. In the circumstances we are of the view that the present arrangement is not only satisfactory but adequate as the increase in frequency of service means extra loss as the service will not be economical until such time these areas like Mayabunder and Diglipur are further developed.”

(4) Facility to send money by telegram from Mayabunder to mainland may be provided.

The Government in their reply have stated that "The P & T Department has already agreed to open telegraph offices in 6 outlying areas including Mayabunder, and they are arranging to procure necessary equipment. Our needs of commissioning these offices at the earliest have been brought to the notice of the Post Master General, Calcutta Circle and the P & T Department have informed that the installation work will be completed by the end of 1970".

(5) One Ambulance should be provided to render immediate service in cases of emergencies.

The Government in their reply have stated that "Orders for Ambulance have been placed and the Ambulance will be provided as soon as they are received."

## II. DIGLIPUR

(1) The loan of Rs. 1,730.00 given to each family should be treated as a grant.

The Government in their reply have stated that "the suggestion has been considered on a number of occasions in the past and it has not been possible to agree to it.

(2) All the landless agriculturists/labourers should be given land.

The Government in their reply have stated that "The lands are allotted in the following order of priority in accordance with the Rules framed under the existing land Revenue Regulation :—

- (a) Old inhabitants and settlers of villages where lands are available; "Old inhabitants" means a person who or whose ancestors had settled in the Islands prior to 1942 and "Settler" means a person or his grown up dependent member who has settled in the Island under the approval scheme of the Government.
- (b) permanent inhabitants of such villages. This means the persons who have been living in a village for more than five years;
- (c) old inhabitants and settlers of the neighbouring village.

In colonisation areas the entire available land is to be settled with settlers and their dependents. If applications are more than the number of plots available, the allotment is made by drawing lots."

(3) Direct communication by ships with the mainland for export of agricultural produce should be provided.

The Government in their reply have stated that "At present there is neither much surplus agricultural produce nor appreciable number of passengers for Calcutta at Diglipur. As such, it will not at all be economical

to divert the ship to Diglipur on way to mainland Port viz. Calcutta. The Inter-Island communication facilities have already been considerably improved and whatever small quantity of cargo is available there, the same can easily be shipped by inter-island vessel to Port Blair and then to Calcutta by mainland-island ship. The question of inter-island ferry vessel calling at Mayabunder/Diglipur while going for survey for Calcutta has however been agreed to in principle".

(4) Unemployment problem is increasing and should be solved as early as possible by Industrial development.

The Government in their reply have stated that "The Saw Mills are being set up in the private sector. We are in contact with a private party for setting up of a canning unit. The situation is however likely to improve only with the opening of the Andaman Trunk Road."

(5) Drinking Water Supply should be improved.

The Government in their reply have stated that "Scheme for providing piped water supply to Diglipur Township is already in hand. Filtration galleries, pump house, filter beds, clear water reservoir, etc. have been completed. Pipe laying work is in progress. Limited water is being supplied by means of public hydrants. The scheme for giving supply to individual building is expected to be completed during the current working season. Water Supply to the hospital which is situated on the opposite bank of Kalgong river will be effected by May-June, 1970. Under Phase II of the Water Supply Scheme, piped water supply will also be given to surrounding areas of Diglipur within a radius of 5 Kms. Designs and estimates for this phase are in hand. In addition, programme has been framed for construction of wells in the villages at the scale of 1 well to every 20 families. The work of construction of these wells has been entrusted to Andaman Public Works Department and Community Development Blocks. Programme for construction of 50 wells in Rangat and 18 wells in Diglipur has been finalised."

(6) Arrangement for quick transmission of telegrams should be made.

The Government in their reply have stated that "the P & T Department has already agreed to open telegraph offices in 6 outlying areas including Mayabunder, and they are arranging to procure necessary equipment. Our needs of commissioning these offices at the earliest have been brought to the notice of the Post Master General, Calcutta Circle and the P & T Department have informed that the installation work will be completed by the end of 1970."

### III. BILLIGROUND AND RANGAT

(1) The loan given for construction of house should be treated as grant.

The Government in their reply have stated that "it is not considered necessary to treat the loan as grant as within the prescribed period for

repayment of loan the families would be sufficiently solvent to repay the same. There should be no difficulties to pay off the loan amount by any settler, if one earnestly takes to cultivation."

(2) Loan may be given for purchase of milch Cattle. The loan against which cattle had been purchased and which have since died, may be written off.

The Government in their reply have stated that "The Scheme relating to supply of milch cattle has been approved by the Government of India. The settlers of Middle and North Andaman can also avail of the financial assistance under this scheme in the shape of loans and grants for the purchase of milch cattle as per approved terms and conditions. The salient feature of the scheme are as under :

(a) Milch animals of either Graded Red Sindhi, Haryana, Murrah, Surti, Rati and Thari will be supplied to needy and deserving residents of the Andamans and Nicobars Islands provided that persons who are defaulters in the repayment of Government dues will not be eligible.

(b) 50% of the actual cost of animals on mainland will be treated as loan and the remaining 50% will have to be paid in advance by the prospective buyers to the Administration.

(c) 50% of the cost of transport and other incidental charges will be treated as loan and remaining 50% as subsidy.

There is a separate scheme for supply of milch animals to the Pakistan migrant families who are being resettled under the Special Areas Development Programme, Department of Rehabilitation Grant of subsidiary income loan upto a ceiling of Rs. 1,200/- per family for purchase and transport of milch animals from the mainland has already been sanctioned by the Government of India. If the families purchase milch animals locally, they would be eligible to get the said loan upto a ceiling of Rs. 800/-. The Department of Rehabilitation have accorded a limited sanction for supply of only 150 milch animals, whether imported from mainland or procured locally. It is felt that the assistance as above should be extended to all the migrant families inducted under the Special Areas Development Programme and should not be restricted only to 150 families. The matter has already been taken up with the Department of Rehabilitation and is under consideration.

Under rule 22 of the Taccavi Rules, the grant of a remission of loan due to death of animal purchased with such loan shall be governed by the following principles :—

If the animal dies before the working of the first main crop	Total remission
<input checked="" type="checkbox"/> If the animal dies before the working of the second main crop	2/3 remission.
If the animal dies before the working of the third main crop	1/3 remission.

If the animal dies within the period specified above, the loanees apply for remission of the loan. The application of the applicant is forwarded to the Livestock Officer to examine and report whether the animal died due to the negligence of the loanee or some other cause. After receiving the report of the Livestock Officer if it is found that there is no fault of the loanee and the animal died due to natural causes, the case of the applicant for remission of the loan as permissible under the Taccavi Rules is considered and forwarded to the Chief Commissioner for formal sanction. During the year 1968-69 and 1969-70 three cases for remission of loans have been considered."

(3) More roads for quick transport of exportable articles may be constructed.

The Government in their reply have stated that "under the Fourth Five Year Plan an outlay of Rs. 25 lakhs for construction of district roads and Rs. 50 lakhs for construction of rural roads has been approved by the Planning Commission. These provisions include construction of following roads in Middle Andaman which is likely to be completed by the end of Fourth Plan period :

1. Construction of Road from Bakultala to Pitcher Nallah through Sagwa Nallah and other forest camps.
2. Construction of Bakultala—Shyamkund road.
3. Construction of Rangat—Mithila Road.
4. Construction of Rangat—Janakpur road.
5. Construction of road from Sabri to Bharatpur.
6. Construction of road from Jhinganallah to Tiruvanchikulam.

The above roads are in addition to the Great Andaman Trunk Road which is passing through a major portion of Middle Andaman covering Rangat, Betapur etc.

While Mayabunder is proposed to be linked by Andaman Trunk Road to Port Blair by the end of Fourth Plan, Mayabunder-Diglipur is proposed to be completed during the Fifth Plan period."

(4) To solve unemployed problem, the present amount of loan of Rs. 1,000/- for starting some business may be raised to Rs. 10,000/-.

The Government in their reply have stated that "The approved financial assistance for business/petty trade varies between Rs. 500/- — 1,000/- and in accordance with the pattern, loans have already been given to the four Small Trade families. Most of them are doing well and one has already opened 3 subsidiary shops. A proposal to raise the ceiling to Rs. 3,000/- is under examination."

(5) A Territorial Council may be established.

The Government in their reply have stated that "This matter was examined by the Home Minister Advisory Committee meeting held on the 6th November 1969 and it has been decided that we should think about this matter in greater detail and should not take a decision in a hurry."

**IV. CAMPBELL BAY**

(1) The present land allotted to them i.e.  $1\frac{1}{2}$  acres for cultivation is not sufficient to enable them to stand on their feet.

The Government in their reply have stated that "Each family is eventually to be given 10 acres of cleared land for cultivation. The settlers were sent in April, 1969 and on reaching there, each family was given 3.77 acres of land. The balance of land will be allotted to them by the end of May, 1970."

(2) Till they become self-sufficient, free ration may be continued to them.

The Government in their reply have stated that "The ex-servicemen families are entitled to the following scale of rations :—

(a) First year . . . . .	100%
(b) Second year . . . . .	75%
(c) Third year . . . . .	50%

Even though full quota of land could not be given to them on their arrival, their economic condition is quite good. They have harvested a good crop of paddy and maize in addition to cultivating vegetables etc. The above scale of rations is considered adequate."

(3) The sum of Rs. 5,000/- given to each family for construction of a house was insufficient and it should be raised.

The Government in their reply have stated that "The amount for house construction is to enable the settlers to construct tenements to meet their immediate essential requirements. Considering the fact that the settlers are eligible to get 12 tonnes of commercial timber free of royalty for construction of their houses, a sum of Rs. 5,000/- per family is considered adequate for the purpose."

(4) A drying plant for paddy may be installed so that the paddy could be dried quickly. The island had a very heavy rainfall and natural drying process took long time.

The Government in their reply have stated that "The rains in Campbell Bay are no doubt quite heavy. One tarpauline has already been provided to each settler to protect his harvest from the rains. The economics of the drying plant for paddy is being worked out and if found advisable, the settlers will be assisted in procuring it on cooperative basis."

(5) Mail from mainland reached the Island in about 10 to 14 days time. It will be helpful if some helicopter service for postal delivery within in the islands could be introduced. An air strip may be constructed and air service introduced, as early as possible.

The Government in their reply have stated that "it is not possible to introduce a helicopter-mail service to Campbell Bay from Port Blair on technical grounds. However, there is a proposal under consideration to construct an airstrip at Campbell Bay. After a decision has been taken in this regard, the question of running a commercial air service to Campbell Bay can be considered as and when sufficient load is available."

#### **V. NEIL ISLAND**

During their tour to the Andaman and Nicobar Islands the Committee were given to understand that the soil in Neil Island was of a poor quality. During evidence the Chief Commissioner stated that "their main contention is that the crop is poor. They have not been able to have the good crop. They are not happy with the land for plantation..... They would like to be rehabilitated in any other island than Neil."

**8.7. The Committee note that the various schemes for the re-settlement of uprooted migrant families from East Pakistan in the various Islands of Andaman and Nicobar groups of Islands are being implemented but the problem is huge and complicated which requires constant watch to maintain a steady progress. Although various schemes are progressing simultaneously yet much has to be done. They, however, feel that the various rehabilitation schemes could have made more rapid progress had there been closer coordination to implement the accelerated development programmes in these Islands.**

**8.8. During their tour, the Committee visited various Islands and held informal discussions with the settlers. The points made by the settlers have been dealt with in detail in this Chapter. The Committee expect Government to examine each of these suggestions particularly the demand for the formation of a Territorial Council and take concrete action to help the uprooted and displaced persons to fully/rehabilitate themselves and lead a contented happy life. The Committee are anxious that commitments made by Government so far to the settlers in regard to their rehabilitation may be implemented with speed and efficiency and with greater coordination among the various concerned Departments.**

**8.9. The Committee were acquainted the grievances of the Neil Island, who had complained that due to bad soil conditions there is no likelihood of growing crop there. The chemical report of the soil points out that the land is sandy and contains stone. In view of this the Committee recommends that a fresh probe be undertaken to find out whether the food crops will grow in the island under normal condition and if not, steps should be taken to rehabilitate the settlers in other islands.**

*B. Resettlement of Ex-servicemen*

8.10. The Committee have been informed in a written note that the Pilot Scheme for resettlement of ex-servicemen families at Campbell Bay envisaging settlement of 100 families has been approved by the Government of India at an estimated cost of Rs. 44.01 lakhs. Of these 69 families were inducted during April, 1969 and the remaining 31 families are proposed to be brought during March/April, 1970. The families already arrived have been temporarily allotted approximately 4 acres of land each. Reclamation of the remaining lands will commence as soon as the monsoons are over and it is expected to allot to each family 10 acres of cleared land as envisaged under the Scheme well before the next cultivating season. The families had been supplied improved seeds, fertilizers and pesticides and they have already harvested their first crop of paddy as well as maize. The families will be taking 3 crops in a year.

8.11. Soil Survey for locating additional agricultural lands in Great Nicobar is in progress and water resources survey as well as investigations for construction of road from Campbell Bay to the West Coast of Great Nicobar will be taken up during the coming open season. Community facilities like fair price shop, a ten bedded hospital, school, post and telegraphs facilities, etc. have already been provided at Campbell Bay. The construction of permanent buildings for these institutions will be started during the coming dry season. It has been recommended that while plough cattle will no doubt be required, it will be advisable to start off the settlement with tractor facilities. It may be mentioned that 25 tractors purchased by the Department of Rehabilitation have already been arrived in these islands and of these 12 are being positioned at Campbell Bay. Orders for the supply of necessary attachments for these tractors have already been placed with the Director General, Supplies and Disposals.

8.12. In reply to a question whether there was disparity in expenditure incurred by Government on the resettlement of refugees and ex-servicemen and if so, what were the reasons therefor, the Government have stated that "The scheme for resettlement of migrants from East Pakistan in Andamans and Nicobar Islands and of the ex-servicemen in Great Nicobar are altogether different schemes envisaging resettlement assistance on different scales. The assistance to the families of migrants from East Pakistan is being given on the basis of similar assistance being given to such families on the mainland. There has been a slight upward revision in the assistance due to the high cost of settlement in the Andaman and Nicobar Islands.

8.13. In view of the strategic importance of Great Nicobar ex-servicemen are being settled there with a view to providing a stable and sturdy element of population there. Most of the settlers are pensioners having lands and homes on the mainland. It is absolutely necessary to give such families much more liberal scale of assistance to induce them to leave their homes and volunteer for settlement in such a far off Island like Great Nico-

bar. The pattern of assistance given to the settlers in Great Nicobar is based on the pattern of assistance applicable to ex-servicemen in NEFA and other areas."

8.14. It has further been stated that the following assistance is being given to the families of (i) ex-servicemen under the Campbell Bay Project; and (ii) migrants from East Pakistan settled under the Special Areas Programme :—

**(i) Assistance to the families of Ex-Servicemen settled under the Campbell Bay Project.**

1. Land on the following pattern :—

(i) Officers . . . . .	. 25 acres per family
(ii) Junior Commissioned Officers . . . . .	. 15 acres per family
(iii) Other ranks . . . . .	. 11 acres per family including homestead

2. Free transport from residence in the mainland to Campbell Bay.

3. Free rations at the scale fixed by Government :

(a) First year . . . . .	. at 100%
(b) Second year . . . . .	. at 75%
(c) Third year . . . . .	. at 50%

4. Grant upto Rs. 2,500/- per family for purchase of household equipments and utensils.

5. Grant upto Rs. 3,000/- per family for purchase of agricultural tools, livestock etc.

6. Grant upto Rs. 5,000/- per family for construction of house.

7. Grant upto Rs. 2,500/- per family for seeds, fertilizers and pesticides.

**(ii) Assistance to the families of migrants from East Pakistan settled under the Special Areas Programme**

(a) Housing loan . . . . .	. Rs. 2,000/-
(b) Loan for plough animals . . . . .	. Rs. 800/-
(c) Agricultural implements including Tarpolin . . . . .	. Rs. 400/-
(d) Seeds and fertilizers . . . . .	. Rs. 1,500/-
(e) Paddy bunding . . . . .	. Rs. 1,200/-
(f) Loan for milch animals . . . . .	. Upto Rs. 1,200/- for 150 families in the Andaman and Nicobar Islands as a whole.
(g) Loan for sinking wells . . . . .	. Rs. 200/-
(h) 5 acres of cleared land and 1/3rd acre of homestead	
(i) Free transport from mainland	

8.15. During their tour to the Andaman and Nicobar Islands in December, 1969—January, 1970, the Committee visited Campbell Bay where Ex-servicemen families from Punjab had been settled. The Committee, therefore, desired to know whether any programme has been drawn up to settle ex-servicemen families from other parts of India. The representative of the Ministry of Labour, Employment and Rehabilitation (Department of Rehabilitation) stated, during evidence that "I would humbly submit that in selecting Ex-servicemen we are not governed by any territorial considerations. There is a Director-General of Resettlement of the Ministry of Defence. We request the Directorate General to let us have families. It is a pilot scheme. We want this to succeed first because this is an island where nobody has gone yet. We wanted sturdy people who would also form a homogenous community."

8.16. The Committee are happy to note that in selecting ex-servicemen for resettlement in these Islands, territorial considerations are not taken into account. They, however, note that it is a pilot scheme and Government are trying to make it a success. The Committee expect Government to give due consideration, for resettlement in these Islands, to the requests from ex-servicemen from all parts of the country.

**CHAPTER IX**  
**EDUCATION**  
**A. Schools and Colleges**

9.1. The Education Department in the Andaman and Nicobar Islands is under the Administrative Control of the Education Officer. He is assisted by one Assistant Education Officer and six Principals of Higher Secondary Schools and Teachers' Training School. It is understood that all the Higher Secondary Schools in these Islands are affiliated with the Central Board of Higher Secondary Education, Delhi.

9.2. The Committee have been informed, in a written note, that there are 141 Educational Institutions in the Union Territory of Andaman and Nicobar Islands, comprising one Degree College, seven Higher Secondary Schools, one Teachers' Training School, twelve Senior Basic Schools, 118 Junior Basic and Primary Schools and two Pre-primary Schools. The regional distribution of the Educational Institution is as follows :—

Type of School	South	Middle	North	Nicobar	Total
	Andaman	Andaman	Andaman		
Degree College . . .	1	—	—	—	1
Higher Secondary Schools . . .	3	1	1	1	6
Govt. Central School . . .	1	—	—	—	1
Teachers, Training School . . .	1	—	—	—	1
Senior Basic Schools . . .	8	2	1	1	12
Junior Basic Schools . . .	42	15	34	23	114
Primary Schools . . .	—	4	—	—	4
Pre-Primary Schools . . .	2	—	—	—	2
<b>TOTAL :</b> . . .	<b>58</b>	<b>22</b>	<b>36</b>	<b>25</b>	<b>141</b>

9.3. The enrolment according to the level of Education is as follows :—

Level of Education		Boys	Girls	Total
Pre-University Course . . . . .		17	4	21
1st Year T.D.C. . . . .		69	11	80
2nd Year T.D.C. . . . .		28	6	34
Pre-Primary State . . . . .		48	26	74
Primary State I—V . . . . .		6178	4557	10735
Middle State VI—VIII . . . . .		1425	782	2207
Higher Secondary IX—XI . . . . .		681	337	1018
Teachers Training . . . . .		29	21	50
<b>TOTAL :</b> . . . . .		<b>8475</b>	<b>5744</b>	<b>14219</b>

*9.4. Facilities provided to the scholars under Education Sector.*

(i) *Hostel facilities*—Students coming from rural areas are given facilities for staying in the Hostels in this territory.

Name of Hostel	Seating capacity
Boys School, Port Blair	70
Girls' School, Port Blair	30
H.S.S., Rangat	40
H.S.S., Diglipur	40
H.S.S., Car Nicobar	65
T.T. School	18
S.B.S. Wimberleygunj	36
S.B.S. Chouldari	20
S.B.S. Mayabunder	20
S.B.S. Champian	20

9.5. During their tour to Andaman and Nicobar Islands, the Committee visited the Higher Secondary School at Diglipur, when it was represented to them that a girls hostel should be constructed at Diglipur.

9.6. The Committee would like Government to consider the feasibility of constructing of a girls' hostel at Diglipur or elsewhere, if the demand for such a hostel is justified so that girls coming from distant places may have the facility to stay in the hostels.

(ii) *Book Grants*.—Book grant is provided to the students whose parents' income comes to less than Rs. 2,000/- per annum. A sum of Rs. 29,730.22 P was incurred on book grants during the year 1968-69.

(iii) *Midday meals*.—All the school children are given midday meals (snacks) @ 20 Paise per child per day. An amount of Rs. 3,05,986.40 was incurred on midday meals during 1968-69.

(iv) *Free travel concession*.—Free travel concession by bus or ferry services is provided to the students coming from rural areas in Senior Basic and Higher Secondary Classes. An amount of Rs. 10,300/- was incurred on free travel concession during 1968-69.

(v) *Free supply of Uniforms*.—Facilities of free supply of uniforms to girl students especially in tribal areas is proposed during the Fourth Plan period. Two uniforms will be given to each girl, every year.

(vi) *Stipends*.—Students coming from rural areas and residing in hostels in Senior Basic and Higher Secondary stage are given stipends of Rs. 30/- p.m. to meet expenditure on meals etc. A sum of Rs. 25,823.60 P and Rs. 34,141.25 P were given in Higher Secondary and Middle Schools, respectively as stipends during 1968-69.

(vii) *Scholarships*.—The students who cannot get facilities of courses or subject combinations they want to take up in the Degree College at Port Blair are allowed to go to join the institutions in the mainland and are

sanctioned scholarships at varying rates. During 1968-69 a sum of Rs. 65,681.15 was spent for awarding scholarships and the number of beneficiaries was 53. The total outlay for the Fourth Five Year Plan under the sector "Education" is Rs. 105 lakhs.

9.7. The Committee have been informed in another written note that against reserved seats the candidates are initially screened by a Selection Committee and the final approval is given by the Chief Commissioner. Among the candidates for a particular course for which reserved seats are available, the candidates are arranged in order of merit as evidenced by marks obtained by them in the qualifying examination. For unreserved seats, there is no such restriction.

9.8. A student is eligible to avail a Scholarship for Post-Matric studies on the mainland provided facilities for such courses are not available in these islands and they belong to any one of the following categories :—

- (1) Scheduled Tribes.
- (2) Local Inhabitants, *i.e.* descendants of early settlers.
- (3) Children of Settlers brought to these Islands for permanent settlement under the colonisation scheme. Their eligibility is also subject to the means test prescribed in the rules for award of scholarships to the students of these Islands *vide* Ministry of Education letter No. F. 33-3/62-SE-2, dated 19-9-1962, as amended upto 31-3-1966.

9.9. The number of students who have been awarded scholarships in the aforesaid categories during the last three years is as follows :—

1967-68—16	✓ Fresh Scholarship
1968-69—9	awarded under
1969-70—22	the above category.

9.10. It has been further stated that for reserved seats the students are not free to make their own choice but due regard is given to preferences indicated by them in their applications subject to availability of reserved seats. For unreserved seats the students have their own choice provided the course is a recognised one and the institution is also duly recognised : Changes of course/institution are not permitted for stipendiaries without prior permission of the Administration.

9.11. During their tour to Andaman and Nicobar Islands, the Committee were given to understand that the Degree College, Port Blair offered coaching in arts, for the present. It held classes in the evening but they were being closed shortly. Besides, there was no provision to teach science subjects.

9.12. During evidence the Committee, in reply to a question whether it was proposed to start classes in Science and Technology in the Degrees

College at Port Blair have been informed, by the Joint Educational Adviser of the Ministry of Education and Youth Services that "from 1971, Science will be introduced but not Technology." In regard to evening classes, it was stated that "The College was primarily established for the local students. The College was approved by the affiliating university as a day college and Government also approved it as a day college. But because of certain difficulties, we started late. Evening classes only were started. The purpose for which the college had been started is the service of the local people. As far as the employed people, with respect to their further education, are concerned, correspondence courses have already been established in four Universities. Facilities of Correspondence Course of the University of Delhi are available for the whole country. The number of employed people is very small. It is not economical to run a regular evening college for these handful of students. Our advice is that there should be a day college. The existing students who have been enrolled will be allowed to complete their courses. The new admission has been made on the basis of day college."

9.13. *Technical Education.*—The Committee have been informed, in a written note, that there are no technical institutions in this territory. It has also been stated during the course of evidence that there is neither a trade school or industrial Institute nor there was any polytechnic or Engineering College. The Administration, therefore, provides liberal scholarships to local students for prosecuting higher studies on the mainland. During 1968-69 scholarships were granted to students as shown in Appendix-II.

9.14. During evidence the Committee have been informed by the Chief Commissioner, Andaman & Nicobar Islands that "neither there is any technical school nor any proposal under consideration of the Government to start one. At the moment we are covering up by giving stipend and getting them vacancies on the mainland. Out of 15 vacancies allotted in 1960—70 only 11 were availed of for the Degree Course of Engineering. Out of 7 vacancies for Diploma Course, only 4 were availed of."

9.15. The Committee feel that in the field of education much has yet to be done to cope with growing needs of increasing population. They recommend that Government may reconsider their decision to close the evening classes which are at present being run for the benefit of the working classes as it will help them to raise their future prospects.

9.16. The Committee are glad to learn that Science classes will be started in early 1971. They hope that Government would be able to adhere to the time schedule by taking all preliminary steps required to open the Science classes.

9.17. The Committee note with concern that students have not shown much interest in taking advantage of the technical education by availing of the facilities of stipend and reservation of seats for technical education in the

mainland. They recommend that some effective steps should be taken by Government to attract more students to take to the technical education. The Government may also consider the feasibility of establishing an Industrial Training Institute or a Polytechnic Institution and opening of classes in Technology as early as possible keeping in view the overall requirements of Islands.

#### B. Media of Instruction

9.18. The Committee were given to understand during their tour to Andaman and Nicobar Islands that there was a Higher Secondary School at Big Lapathi Village, and one Middle School at Mus and 10 Primary Schools at Kakana, Malacca, Bandaloo, Kinyuka, Big Lapathi, Mus, Teetop, Sawai, Arong and Kineos and these effectively cover all the Villages of the Car Nicobar Island. There was co-education in schools. Hindi, English and Nicobar was taught in the Primary Schools and the medium of instructions, in all the schools, was Hindi.

9.19. At East Bay, Katchal in Kapanga Village there was a school with classes 1st to 5th standard with 30 students both boys and girls. Education was free and teaching was conducted in Hindi in Roman Script.

9.20. At Campbell Bay there was a Senior Basic School from Balwadi class (for children between 3-6 age group) to VII class with 109 students on roll. The teaching was conducted in Hindi.

9.21. The Committee are not happy to note that in one of the schools teaching was conducted in Hindi in Roman Script. They would like Government to adopt a uniform policy in regard to the media of instructions in all the schools.

#### C. Teachers, Pay Scales, conditions of service and training programme

9.22. The Committee have been informed there are 876 as in 1969-70 Teachers in all the schools and 5 Lecturers in Government College. The Teacher taught ratio is 1:21 and School Scholar ratio is 1:101. The Committee have further been informed in a written note that the following are the categories of posts of teachers in the Education Department of the Andaman and Nicobar Islands :—

1. Primary School Teachers.
2. Peripatetic Teacher.
3. Teachers of Physical Education.
4. Craft Instructors.
5. Graduate Trained Teachers (Grade—I & II).
6. Senior Teacher.
7. Oriental Language Teacher.

9.23. It is a fact that there is paucity of local resources regarding teachers of Science, Senior Teachers and teachers of Physical Education. Teacher of this category are recruited from the mainland. There is no dearth of candidates for appointment as Primary School Teachers.

9.24. A Degree College had been opened in these Islands from October, 1967. The first batch of students will be completing their degree course in Arts from the local Government Degree College in the year 1970. Some of them may join the Education Department, thereby helping to over come the dearth of teachers. Science subjects will also be introduced in the Government Degree College, in due course. Teachers, who are employed, are offered all possible opportunities for Higher Education. They are allowed to appear privately in the Higher Examinations conducted by the various Universities.

9.25. The Administration is no longer reluctant to offer teaching facilities to fresh matriculates as would be apparent from the appointments made in the last few years from amongst the local matriculates as follows :—

1967-68	—	104
1968-69	—	91
1969-70	—	93 (as on 20-9-69).

All facilities are given to them. Seats in Colleges for Higher Studies on the mainland are arranged and scholarships are granted to all local candidates of entitled category for prosecuting higher studies on the mainland. Steps as suggested above are taken to expand the local resources; where suitable qualified hands are not available locally, teachers are recruited from the mainland. Requisition for obtaining the services of teachers from the mainland, on deputation, have also been placed. As there was a ban imposed by the Government of India, Ministry of Home Affairs on the recruitment of Class III Government servants from the mainland, there have been some difficulties in the appointment of teachers at the beginning of this session. However, on obtaining relaxation from the Government of India, Ministry of Home Affairs, offers have been sent to 25 teachers for appointment under the Education Department of these Islands. So far 12 candidates have responded. Four of them were expected to come by the last week of September 1969 and one is expected to join by the first week of October, 1969. In addition, all the existing vacancies of teachers have again been advertised in the leading dailies on the mainland. The last date of receipt of applications was 15th September, 1969. The response so far has been encouraging. It is expected that the present dearth of teachers will be overcome with the finalisation of the applications received in response to the advertisement made. The Ministry of Education have also circulated the vacant posts to all State Governments & Union Territories for taking candidates on deputation basis.

9.26. It is also a fact that hitherto there were difficulties in recruitment of Science Teachers. But the response to the recent advertisement of September, 1969, has been encouraging and it is expected that the present paucity of Science Teachers, persisting in Middle Schools will be overcome when the applications received are finalised and suitable candidates selected. In addition, efforts are being made to obtain the services of experienced science teachers from various sources in the mainland on deputation basis.

9.27. On a reference from the Andaman and Nicobar Administration, eight Physical Education Teachers have already been selected by the Government of India, Ministry of Education, N.F. Corps for permanent absorption under the Education Department. On their joining duty there will be no vacant post of teachers for physical education teachers in the lower scale. As for teachers in Physical Education in higher scale of pay, there are a number of applications received in response to the advertisement of September, 1969. On finalisation of applications and selection of candidates, it is expected that there will be no vacant post left in the higher grade of teachers in Physical Education.

*Pay Scales, conditions of service and Training Programme*

9.28. The Committee have been informed in a written note that the pay scales and conditions of service governing appointment of teachers are same for all teachers except that teachers recruited from the mainland, like any other mainland recruits, are entitled to the following additional concessions :—

(i) Special allowances

1. @ 25% of the basic pay and dearness pay if posted to South Andamans.
2. @ 30% of the basic and dearness pay if posted in Middle & North Andamans.
3. @ 35% of the basic pay and dearness pay if posted to Nicobars.

9.29. In addition they are also entitled to Compensatory Allowance @ 7½ of basic pay subject to maximum of Rs. 100/- p.m.

(ii) Free Sea Passage for self and family once a year during vacation and also Leave Travel concession from Port of Embarkation to Home town and back.

(iii) Free unfurnished residential accommodation subject to general review.

9.30. The initial pay of teachers at the time of recruitment is fixed with due regard to their qualifications and previous experience in the teaching line. When qualified hands for appointment in grades other than that

of Primary School Teachers are not available, the Department has no other alternative but to advertise the vacant posts through Press on the mainland and to select suitable persons from among those who offer themselves for services in these Islands for appointment as teachers. This system has been, on the whole, working satisfactorily.

9.31. The confirmation of teachers depends upon the availability of permanent posts, and teachers are confirmed on the basis of their suitability and seniority as soon as permanent vacancies arise or temporary posts are converted into permanent ones. The position of conversion of temporary posts into permanent ones is reviewed periodically. The total strength of teachers as on 1-1-69 is 684 and out of which 364 teachers have already been confirmed in their respective posts.

9.32. In regard to the teachers training programme, the Committee have been informed that to fill the gap of untrained teachers in this territory there is a Teacher's Training School level located in the Head-quarter area and that the intake capacity of the Teachers' Training School has been increased from 50 to 100 from July, 1969. During 1969, 50 teachers were trained out of which 29 were male and 21 female.

9.33. The Committee appreciate the difficulties of Government in attracting qualified teachers to join the Educational Institutions in the Andaman and Nicobar Islands. They, however, note with satisfaction that necessary steps have already been taken by Government and the present dearth of teachers will be overcome in due course of time.

## CHAPTER X

### PUBLIC HEALTH

#### A. Hospitals and Dispensaries

10.1. The Andaman and Nicobar Islands are situated far away from the mainland and as such the provision of adequate health measure assumes great importance. The Inter-Departmental Team on Accelerated Development Programme for Andaman and Nicobar Islands have observed in their Report that "while cholera and small-pox, the two major communicable diseases of the mainland are not prevalent in the Islands, necessitating the existing strict compliance with international health regulations for visitors to the Islands, the present vaccination status of people in the Nicobar group of islands leaves much to be desired. Should an outbreak of an epidemic of the type of the poliomyelitis epidemic of 1957 recur, there would be a real danger to large numbers of the population being, decimated. The targeted increase of the population of the Islands adds quite another dimension to the future health programme in the Islands—particularly to virgin areas of proposed new settlements e.g. Little Andaman, Katchal, Great Nicobar, etc." It has also been observed that 'Medical and health care is provided entirely by Government through the Medical Department. There is no private or municipal medical care.....Public health activities have not kept pace with the curative services. Laboratory services need improvement".

10.2. The Committee have been informed in a written note that the Medical Department is under the control of the Director of Medical Services. There are 11 Hospitals, 1 Primary Health Centre with 1 Sub-Centre and 44 Dispensaries functioning in the islands. The biggest among all the hospitals is the Govind Ballabh Pant Hospital at Port Blair with a capacity of 194 beds. The other hospitals are spread over the entire territory.

10.3. The distribution of existing 194 beds in the Govind Ballabh Pant Hospital is as follows :—

Medical Ward	60
Surgical Ward	30
Female Ward	30
Maternity Ward	26
Children's Ward	30
Special Ward	10
Isolation Ward	8
	194

10.4. Two beds in Surgical Ward and two beds in children ward are kept reserved for eye cases. On Nursing Home consisting of six beds is under construction and thus the bed strength of the hospital will be increased from 194 to 200 shortly.

10.5 In this hospital, outdoor patients are treated in Male, Female and Children, ENT, Dental and Eye O.P.Ds. Radiological and pathological facilities are available. There is a Junior Ophthalmological Surgeon under whom an Ophthalmological Clinic is functioning. He also runs Ophthalmological O.P.D. and holds camps in outstations periodically. Free diet is supplied to all patients in general wards. One Senior Male Nurse goes to villages in South Andamans with the travelling dispensary as per weekly programme for rendering medical aid to the villages in South Andamans. There is one Ambulance which is used for bringing patients for hospitalisation. As regards Family Planning work, it may be mentioned that sterilization work is done in the hospital and free contraceptives are distributed through O.P.Ds. One Medical Officer is periodically sent to outstations for holding Family Planning Camp.

10.6. *Malaria Eradication* : There is one Malaria Officer at Port Blair. The scheme relating to National Malaria Eradication Programme and National Filaria Control Programme is carried out.

10.7. *T. B. Hospital* : There is a T. B. Hospital also at Port Blair, with 50 beds, adjoining the G. B. Pant Hospital. Domiciliary treatment of T.B. has also been started under the control of the Public Health Officer. Prevention and control of epidemics also is one of the main functions of the Public Health Officer.

10.8. *Bambooflat Hospital* : There is a 32 bedded hospital at Bambooflat. One General Duty Officer Grade II is holding charge at this hospital. The number of nursing staff and Male Nurse Junior is 8. There is a Leprosy Ward in this hospital. Leprosy patients are kept here for treatment.

10.9. *Billiground Hospital* : The R.V.D. Hospital at Betapur was taken over by this Department in August, 1968. There are 6 beds in this hospital. This is not a dietary hospital. A reference has been made to the Government of India for converting this into a dietary hospital. There is one post of Medical Officer, one Compounder and one Midwife sanctioned for this hospital.

10.10. *Rangat Hospital* : There is a 30 bedded hospital at Rangat. One General Duty Officer Grade II has been posted as Medical Officer in Charge of this hospital. There is one sanctioned post of Lady Medical Officer, but the post is now vacant. Sanctioned posts of Nursing staff and Male Nurse Junior is 6 and of compounder one. This is dietary hospital.

10.11. *Long Island Hospital* : There is a 15 bedded hospital at Long Island. The number of nursing staff and Male Nurse Junior is 2 and one compounder. This is a dietary hospital.

10.12. *Dr. Rajendra Prasad Hospital at Mayabunder* : This is a 20 bedded hospital. One Assistant Surgeon Grade I is posted as Medical Officer in charge of this hospital. The number of nursing staff and Male Nurse Junior is 7 and one post of compounder. This is a dietary hospital.

10.13. *Diglipur Hospital* : There is a 20 bedded hospital at Diglipur. One General Duty Officer Grade II is posted as Medical Officer in charge of this hospital. The number of nursing staff and Male Nurse Junior sanctioned for this hospital is 6 and 2 compounders.

10.14. *Civil Hospital, Car Nicobar* : There is a 74 bedded hospital at Car Nicobar. The sanctioned posts of Medical Officers are as follows :—

Surgical Specialist

Asstt. Surgeon Grade I

Lady Medical Officer (V.D. Scheme)

General Duty Officer Grade II

Asstt. Surgeon Grade II

The distribution of beds is as follows :—

Medical Ward

Children Ward

Female Ward

Labour Ward

T.B. Ward

Isolation Ward

Special Ward

The number of nursing staff and Male Nurse

Junior

The number of compounders

7

3

This is a dietary hospital. There is one X-Ray unit also.

10.15. *Nancowrie Hospital* : There is a 30 bedded hospital at Nancowrie under the charge of one Assistant Surgeon Grade I. The number of nursing staff and Male Nurse Junior sanctioned for this hospital is 6 and one compounder. This is a dietary hospital.

10.16. *Campbell Bay Hospital* : There is a 10 bedded hospital at Campbell Bay. The Malaria-cum-Filaria Officer is holding charge of this hospital. Sanctioned post of nursing staff for this hospital is two. This is not a dietary hospital.

10.17. *Primary Health Centre* : There is one Primary Health Centre at Wimberlygunj with sub-centre at Havelock functioning at present.

10.18. *Dispensaries* : There are 44 dispensaries (including one travelling dispensary) at the following places :—

In South Andamans	15
In Middle Andamans	5
In North Andamans	14
In Car Nicobar	2
In Nancowrie	8

10.19. In addition to the above hospitals and dispensaries, Midwives are posted to outlying stations in certain villages where there is no nearby hospital. Dias are also posted to outlying stations.

10.20. The total bed strength of Hospitals and Primary Health Centre excluding Campbell Bay Hospital is 477. The population of the territory of Andaman & Nicobar Islands in 1966-67 was 79,000. Therefore, the population per bed comes to 166. On opening of a 10 beded hospital at Campbell Bay, the number of beds has been increased from 477 to 487. Therefore, the bed strength of the hospitals here per 1000 population comes to 8. Medical facilities are available in every corner of this territory and, therefore, there is no necessity for the patients to come up to a distance for seeking admission in a hospital or dispensary. In fact, the G.B. Pant Hospital which is the District Hospital of the Andaman & Nicobar Islands is situated in the headquarter area. Medical facilities are availed of by the people of the headquarter area.

10.21. Hospital statistics in respect of population per hospital bed for 1957 is furnished below :—

Union territory	No. of beds	Population per bed
A & N Islands	388	77
Delhi	4267	497
Himachal Pradesh	1117	1020
Manipur	318	1981
Pondicherry	838	442

10.22. The total outlay for Public Health recommended by the Planning Commission for the Fourth Five Year Plan 1969-74 is 20.52 lakhs.

10.23. There is noe scheme for construction of 20 bedded Isolation hospital at Port Blair. This scheme envisages establishment of 22 bedded Isolation Hospital for proper segregation and treatment of infectious diseases such as Polio, Mumps, Chicken-pox, etc., in this territory.

10.24. There is also another scheme for expansion of medical facilities in rural areas. This scheme envisages establishment of three 10 beded hos-

pitals and 10 dispensaries during the Fourth Five Year Plan. Three Ambulances will be purchased, one each for Mayabunder, Diglipur and Campbell Bay. One minor X-Ray Plant each for Rangat and Campbell Bay will be procured. Necessary equipments required for hospitals and dispensaries will be purchased and laboratory facilities in outlying hospitals at Bambooflat, Long Island and Rangat will also be extended.

10.25. There is one scheme for domiciliary treatment of T.B. This scheme envisages to provide facilities for domiciliary treatment of T.B. as also to ensure detection of new cases at the primary stage with a view to keeping the disease under control.

10.26. There is also a scheme for construction of 5 bedded Isolation Ward attached to each Hospital at Rangat, Diglipur and Nancowrie for proper segregation and treatment of infectious diseases.

10.27. One family Planning Clinic at Port Blair has been proposed for establishment during the Fourth Five Year Plan.

10.28. One Primary Health Centre has been proposed for establishment in Nancowrie group of islands during the Fourth Five Year Plan.

10.29. The Committee have been informed, in another written note, that although the medical coverage is already good, scope for improvement exists. Most of the Islands are separated from the main Islands by High seas and are very sparsely populated. Though there are 11 hospitals with 487 beds, one Primary Health Centre with two sub-centres and 48 dispensaries (Two recently opened), still adequate medical facilities are not available particularly in the remote Islands, where dispensaries are manned by a Compounder and a Ward Attendant, periodically inspected by the Medical Officers under their jurisdictions. Frequent visits to these dispensaries by the Medical Officers are not possible. It is proposed to man distant outlying hospitals by G.D.O. Grade I Officer and ambulances are also to be provided in outlying areas.

10.30. During the Fourth Five Year Plan, there is a proposal for the opening of 3 hospitals, 10 dispensaries and 3 Primary Health Centres each with 3 sub-centres. Two Hospitals—One at Campbell Bay and another at Billiground have already started functioning in temporary accommodation. During the Plan period, these hospitals will be properly housed. Another hospital is proposed to be opened in Little Andaman. Out of the 10 dispensaries, 3 have already been established—one each at Champion in Nancowrie, East Islad and Nimbu Dera in the North Andamans. The dispensary at Smith Island, which was closed due to shifting of settlers, has also started functioning again. The three P. H. Centres—one each at Kamorta, Rangat and Diglipur will be established with their sub-centres. There is no X-ray facility in the outstations except in Car Nicobar. During

the plan period, outlying hospitals will be provided with X-ray apparatus. After implementation of the plan schemes, the Medical facilities will become much improved.

**10.31. The Committee, after visiting some of the places in the Andaman and Nicobar Groups of Islands, are inclined to agree with the observations of the Inter-Departmental Team that in view of great distance of these Islands from the mainland as also inter-island, the provision of adequate health measures assumes great importance. They have noted from the information furnished to them that effective efforts are being made to improve upon the existing Medical facilities and they hope that effective steps would be taken to implement the various schemes already envisaged to augment health services as expeditiously as possible. They would, however, like special attention to be paid to the provision of medical facilities in the remote Islands where it does not exist at present. An endeavour should also be made to post mid-wives and Dais in every village as far as possible. They would also recommend that at least one Ambulance should be provided in each Hospital to attend to emergency cases.**

**10.32. The Committee note that a dispensary is generally manned by a compounder and a ward attendant and midwives and Dais are posted to outlying stations. In order to meet the growing needs of such medical personnel both in hospitals and dispensaries and outlying stations, and to augment their availability, the Committee suggest that training facilities may be provided in Port Blair.**

#### **B. Diseases prevalent in these Islands**

**10.33. The Committee have been informed, in a written note, that it is seen from the Hospital and out Door Patients Department records that most of the patients suffer from Respiratory tract infection and Gastroenteritis one of the causes of the Gastroenteritis cases might be drinking water of poor quality. Water is, however, examined and measures taken for its chlorination. The public are advised to use water after boiling for drinking purposes. Wells are disinfected periodically. Apart from this, Anti-cholera vaccines and B.C.G. vaccines are given door to door in these islands. Anti-Typhoid vaccines are given to the contacts of any cases reported. National Malaria Eradication Programme and National Filaria Control Programme are also launched in this territory.**

**10.34. The Committee hope that all possible steps will continue to be kept the dreaded diseases like T.B., Cholera, Small-pox, Malaria etc. under control.**

#### **C. Staff Position**

**10.35. The Committee have been informed that the Medical Department is under the control of the Director of Medical Services. There are 25 posts of Medical Officers including the post of Director of Medical and**

Health Services. Out of these sanctioned posts of Medical Officers, 9 posts are vacant. The total number of Nursing Staff and Male Nurse Junior is 49 and that of para-medical staff is 9. There is one post of T.B. Specialist sanctioned for the T.B. Hospital at Port Blair but it is vacant. One General Duty Officer Grade I (GDO) is holding charge of this hospital in addition to this own duties. The number of sanctioned posts of nursing staff and Male Nursing Junior is 7. According to the latest position, there are 44 posts of Medical Officers out of which 4 posts are kept in abeyance and 13 posts are lying vacant. Out of the 44 posts, 36 posts are included in Central Health Scheme (C.H.S.). The following posts are not included in C.H.S.

1. Asst. Surgeon Grade I (NMEP) 1 post . . . . .	(Post filled on <i>ad-hoc</i> basis)
2. Asstt. Surgeon Grade I (Dentist) 1 post . . . . .	(post filled on regular basis)
3. Lady Medical Officer (Family Planning) 1 post . . . . .	(post lying vacant).
4. Asst. Surgeon Grade II 5 posts. . . . .	(Class III non-Gazetted posts)

10.36. It has been added that the present position is not satisfactory. The reasons for non-filling the vacant posts is that the doctors from Mainland are often reluctant to come over to these distant Islands. The Administration has been making frantic efforts to fill all the vacant posts of Gazetted Medical Officers through the Government of India, Ministry of Health. Since January, 1969, the Ministry of Health have issued about 26 posting offer of Medical Officers for service in these Islands but only 7 doctors have so far responded to the offer. One doctor (Paediatrician) came on transfer shortly from C.H.S. Most of the posts are included in the Central Health Services and the Ministry of Health have already been approached, at high level, to have the vacancies filled up most expeditiously. Two posts of Assistant Surgeon Grade II have been advertised in Mainland newspapers.

10.37. In reply to a question as to what incentives are offered to attract talented Medical Officers to go to these Islands and serve the sick there, the Committee have been informed, in a written note, that Officers recruited from mainland are given special allowance at the rate of 25% of basic pay for those posted in South Andaman subject to a maximum of Rs. 250/- p.m., 30% of basic pay for those posted in North and Middle Andaman subject to a maximum of Rs. 300/- p.m. and 35% of basic pay for those posted in Nicobar Group of Islands/Little Andaman subject to a maximum of Rs. 300 p.m. In addition they are paid 7½% Compensatory Allowance subject to a maximum of Rs. 100/- p.m. Further the doctors are paid non-practising allowance. The Officers recruited from mainland for service in this Territory are also given rent free unfurnished accommodation, subject to review, and free sea passage once in a year while proceeding on or returning from leave in addition to the leave travel concession from the Port of embarkation to home town and back once in two years.

*Following statement shows the location of the hospitals, their bed-strength and the designation of the Medical Officer in charge (whether General Duty Officer (GDO) Grade I or Grade II etc.)*

Sl. No.	Name of Hospital	Bed strength	Whether post of Medical Officer i/c included in GDO Grade I or Grade II etc.	Remarks
1.	G. B. Pant Hospital, Port Blair	194	Surgical Specialist	There are two Medical Officers in GDO Gr. I attached to G. B. Pant Hospital apart from other doctors.
2.	T. B. Hospital	50	G. D. O. Grade I	This hospital should be incharge of T. B. Officer in G. D. O. Gr. I but since the post of T. B. Officer is vacant Dr. R.N. Sarkar is looking after this hospital.
3.	Rangat Hospital	30	G. D. O. Grade I	
4.	Long Island Hospital	15	—	There is no separate sanctioned post of Medical Officer for long Island Hospital.
5.	Mayabunder Hospital	20	G. D. O. Grade II	
6.	Nancowrie Hospital	30	G. D. O. Grade I	
7.	Diglipur Hospital	20	G. D. O. Grade II	
8.	Dambooflat Hospital	32	G. D. O. Grade II	
9.	Billiground Hospital	6	G. D. O. Grade II	
10.	Campbell Bay Hospital	10	G. D. O. Grade I	Malaria-cum-Filaria Officer is incharge of this Hospital.
11.	Primary Health Centre, Wimberlygunj	6	G. D. O. Grade II	
12.	Car Nicobar Hospital	74	Surgical Specialist	
<b>TOTAL</b>		<b>487</b>		

10.38. Prior to the introduction of Central Health Services (CHS), all posts of general duty medical officers in these Islands were designated as Assistant Surgeon Grade I in the scale of Rs. 325—800. When the C.H.S. was introduced, 5 permanent posts of Assistant Surgeon Grade I attached to the following hospitals were included in the G.D.O. Grade I of the C.H.S. and the remaining posts were included in G.D.O. Grade II.

1. G.B. Pant Hospital	2 posts of G.D.O. Grade I.
2. Rangat Hospital .	1 post of G.D.O. Grade I.
3. Nancowrie Hospital .	1 post of G.D.O. Grade I.
4. Car Nicobar Hospital .	1 post of G.D.O. Grade I.

All other posts of Assistant Surgeon Grade I were included in G.D.O. Grade II of the C.H.S. As already stated, all Assistant Surgeons Grade I were in the same scale prior to their absorption in C.H.S. and the Government of India, Ministry of Health have included the 5 permanent posts in the G.D.O. Grade I. So the other hospitals which were under the charge of Asst. Surgeon Gr. I (temporary posts) came under the charge of G.D.O. Grade II. Serious cases were referred for treatment to G.B. Pant Hospital, Port Blair, where services of specialists are available.

10.39. It has further been stated that the present arrangements are not entirely satisfactory because "we would like to man all *our* outlying hospitals in different islands by G.D.O. Grade I Doctors so as to minimise the necessity of referring patients to the G.B. Pant Hospital, Port Blair. More experienced doctors will better meet the requirements of people in isolated/distant islands. Since, however, there have been practical difficulties even in getting sufficient number of G.D.O. Grade II medical Officers, it has not been considered opportune by the Administration to press the Government of India for upgrading all these posts of G.D.O. Grade II for outlying hospitals of G.D.O. Grade I."

**10.40. The Committee note with concern that a large number of posts of Medical Officers are lying vacant in spite of the efforts made by the Administration to fill them expeditiously to the detriment of effective rendering of medical services to the public. They would recommend that the position may be reviewed at a high level and the reasons for the Doctors not agreeing to go to these Islands found out and appropriate remedial measures taken to remedy the situation.**

#### **D. Drinking Water Supply**

10.41. The Committee have been informed that till 1961 the only source of drinking water supply to the town of Port Blair was a rain water collection tank, having a capacity of 15 million gallons. In 1961 another reservoir of similar type having a capacity of about 30 million gallons was constructed. The work relating to laying of new distribution system was also taken up and is nearing completion. In view of the acute scarcity of

water during the lean months, the height of one of the dams was raised to increase the storage capacity. Water supply scheme in other places such as Rangat, Mayabunder, Diglipur, Car Nicobar were taken up and ring wells installed in all the rural areas.

10.42. It has been further stated, in a written note, that the water supply in the Andaman and Nicobar Islands has been divided into three main heads, which are as follows :—

- (a) Improvement of water supply at Port Blair.
- (b) Improvement of water supply at other places.
- (c) Improvement of Rural Water supply.

10.43. The present position of each is as follows :—

(a) *Improvement of Water Supply at Port Blair*

There is a shortage of water supply for population of Port Blair during the 6 months of the dry season, *i.e.* from December to May. At present the reservoir capacity is approximately 68 million gallons. Even working on the basis of supply of 10 gallons per head per day, as against the 25 gallons prescribed by the Ministry of Health, the reservoir capacity required is for about 90 million gallons for the dry season. To cover this shortfall, there is a programme for increasing the reservoir capacity by another 6 million gallons during the dry season 1969-70. For additional capacity survey is being conducted in the vicinity of Port Blair.

*Future Programme*—To meet the additional requirements, a scheme has been framed projecting our requirements for the next 20 years for establishing a reservoir at Dhanikhari with a storage capacity of 1000 million gallons and a potential of daily supply of 15 lakhs gallons of water. Of these, 10 lakh gallons per day will be for augmenting water supply for the civilian population and the balance of 5 lakhs would be utilized by the Defence Establishment. Necessary investigation have been completed by the MES and C.W. & P.C. and work is expected to be taken up during the coming dry season, sometimes in November 1969. The cost of the project is expected to be in the vicinity of Rs. 2 crores and the work is expected to be completed by December, 1972. With the completion of this project, the daily rate of supply *per capita* would be raised to 25 gallons. The cost is being proportionately shared by the Defence and the Ministry of Home Affairs.

*Water Supply at other Important places*

This scheme envisages arrangements for water supply at other important towns on the islands which include Mayabunder, Diglipur, Bambooflat and Camorta. Water supply arrangements for Diglipur have been completed. Water supply arrangements for Mayabunder are likely to be completed by April/May, 1970. The existing water supply arrangements in Rangat are

to be improved further. With this end in view survey has already been taken up. The work on improvement of water supply is likely to be taken up in the coming dry season. Difficulty is being experienced in locating suitable water source at Camorta. The survey work continues. In addition, water supply arrangements are planned to be improved for Bambooflat. Survey work will be taken up for suitable water sources at Hut Bay where new settlement has been established. Survey of water resources in Great Nicobar is planned to be taken up during the *next* dry season.

*Rural Water Supply*

For minor works of rural water supply including wells during the current years an expenditure of Rs. 2 lakhs is proposed to be incurred. The budget estimate for this purpose for the year 1970-71 is also Rs. 2 lakhs. So far about 319 wells have been constructed in this territory, 41 wells are in various stages of progress and it is proposed to take 117 more wells in different villages during the coming few years. Apart from this piped water supply has been provided to a number of villages in South Andaman.

**10.44.** During their tour to these Islands, representations were made to the Committee to the effect that 'Kaccha' wells should be made 'pucca' and wherever wells were not existing, these may be dug and bunds may be constructed, wherever, possible, to augment the drinking water supply. The Committee are happy to note that steps have been taken by Government to augment the drinking water supply at Port Blair by the construction of Dhanikhari Water Project by 1972. As regards other places also, the Administration have taken steps to improve the drinking water supply.

**10.45.** The Committee note with satisfaction that a provision has been made in the Budget estimates for 1970-71 for construction of wells and that it is proposed to take 117 more wells in different villages during the coming few years. Apart from this piped water supply has been provided to a number of villages in South Andaman. But, from the point of view of Public Health this problem is very important and the Committee hope that efforts will continue to be made to meet the growing demand for the supply of Drinking Water from the various Islands with the growth of local population as also resettlement of East Pakistan refugees, Repatriates from Ceylon and Ex-Servicemen, in due course of time.

## CHAPTER XI

### PLANNING AND DEVELOPMENT

#### A. Five Year Plans

11.1. The Inter-Departmental Team in their Report on Accelerated Development Programme for the Andaman and Nicobar Islands, set up in 1964, have dealt with the Area Development of the Islands as follows :—

“A strategy of development implies the setting of long-term goals and the delineation of specific programmes as a means to achieve these goals. In respect of an Area Development Plan—such as in Andaman and Nicobar Islands—the strategy will necessarily be different from that adopted in national plans. For one thing, it may not be feasible to set the long-term goals of an area plan in the same terms as national goals e.g. *per capita* consumption/income etc. Statistical information relevant to such goal setting at the area level is not easily available. For another, the constraints imposed by the necessity for balanced development need not operate at the area level where the emphasis may be on a specialised development necessitated by the specific physical resources of the area. Thirdly, the area development plan has to take note of the special conditions obtaining in the area. In the Andamans and Nicobar, for example, its insular location, and the large number of its constituent islands would dictate a much heavier share of investment in the transport sector. Also the division of the Islands into two distinct ethnic groups—the Andamans and the Nicobars—at different stages of social development may make it necessary for the strategy to be different in respect of these two groups of Islands. The strategic location of the Islands is another factor which adds an additional dimension to the development plan. It is thus necessary to plan long term developments with specific reference to the physical, economic and strategic characteristics of the area.

Manpower can be taken as the starting point of all development. Economic and social development is or should be motivated towards the betterment of the economic and social condition of man; and manpower in turn is indispensable as a factor—a vital factor—in the process of this development. It is manpower which brings the forces of material production into harmonious interplay to produce economic gains. In this respect it differs from other factors of production in the sense that it partakes of a dual character—one as an indispensable element in the productive system, and the other, as the recipient of the fruits of production and, therefore, the focal point of all developmental activity. At an area level—more especially for the Andaman and Nicobar Islands—the development of manpower may be taken as the starting point of the development programme. There is sufficient evidence to suggest that the process of social and economic development goes hand in hand with a process of upgrading of certain characteristics of man-

power. And so, alternatively, in areas where other sophisticated measures—economic or social—are not easy to obtain, these manpower characteristics may themselves be taken as objectives of development. It is not suggested that the upgrading of certain manpower characteristics will cause economic and social development. The reverse may well be argued that economic and social development will cause the development of manpower. Whatever the process, it is a fact that the two show a strong correlation. These manpower characteristics broadly stated could be :—

- (i) Numbers, in relation to area.
- (ii) Employment characteristics.
- (iii) Educational levels.

*Numbers* :—While on the mainland unutilised manpower is the nightmare of planners, in the Islands it is quite the reverse—the nightmare is the scarcity of manpower. In the Islands, projects have to be slowed down deliberately for lack of manpower. Even for un-skilled jobs manpower has to be imported from the mainland. The total population of the Islands, as of mid-1965, would be about 75,000. In an area of 3215 sq. miles this works out to density of about 22.5 per sq. mile. Against this the all-India average is 392. On the other hand the Islands lie in the same latitude as South India and get rain during both the South-West as well as the North-East monsoons.

*Jobs*.—The existing ratio of workers to non-workers in the Islands is as high as 49 : 51. This high proportion is evidently due to the fact that, to meet the acute shortages, manpower has had to be imported from the mainland. Moreover, this manpower consists essentially of individual workers who have left their families behind in the mainland. This has tended to increase the proportion of workers. The all-India participation rate for the labour forces is about 43. For fresh injection of population into the economy of the Islands it will not be possible to maintain the present high ratio of workers to non-workers. This is because the growth of population is intended to be achieved by colonisation which will involve a certain amount of selectivity in the choice of persons to be moved to the Islands for settlement. As a general proposition, mostly families will be moved to the Islands and not individual workers. This is likely to make the percentage of workers in this additional 75,000 much less than the current percentage in the existing 75,000 persons. A part of the additional 75,000 will undoubtedly represent the natural increase in the population but the proportion of workers, for whom additional jobs will need to be created, will all the same be less than even the all-India average of about 43. This will mean that about 25,000 (1/3rd of 75,000) additional jobs will have to be generated during the period ending 1971.

*Diversification* :—So much about numbers. But this would not be enough. The level of employment will need to be progressively raised to improve living standards. Underdevelopment is characterised by large employment, at no more than subsistence levels, in the primary sector of employment viz.

agriculture, forestry, fishery etc. For productivity in this sector to increase, it is necessary for large numbers to be moved from agriculture and found employment in the secondary and tertiary sectors of the economy *i.e.* in industry, construction, etc. in the secondary sector and commerce, transport, social services, administration, etc. in the tertiary sector. This sets diversification of employment opportunities as another goal of development. At present the distribution of the working force in the Islands between these sectors is : primary 45%, secondary 36.5% and tertiary 18.5%. The corresponding all-India percentages are 72, 12 and 16. Comparatively speaking the Islands enjoy a much more favourable ratio of employment in the non-primary sectors. It may not be possible to maintain this balance because in the initial stages of an accelerated resources development programme for the Islands there will be strong forces operating to increase the share of employment in the primary sector. The present land-use pattern in the Islands and the direction of its future exploitation will tend to give a heavy bias to the opening up of virgin lands for colonisation in which agriculture (including plantations, etc.) is bound to play a dominant role. Thus, the share of the primary sector in the additional employment will be much larger than the present proportion. A certain increase, therefore, in the overall share of the primary sector will have to be accepted as inevitable. Having regard to the need for colonisation, the scope for reclamation of land for agriculture, and the scope for development of fisheries, an overall target of about 52.5% as the share of the primary sector as against the present 45% may be possible to maintain. It will thus be necessary to ensure that at least 10,000 of the 25,000 new jobs that are to be created during the period ending 1971 are in the secondary and tertiary sectors *i.e.*, industry, construction, transport, commerce, social services, administration etc. The remaining 15,000 jobs will be in the primary sector *i.e.* agriculture (including plantations and horticulture) forestry, fishery, etc. Furthermore out of the 10,000 jobs in the non-primary sector, during the Fourth Plan period, about 50% *viz.* 5,000 will be in the tertiary sector and the remaining 5,000 will have to be found in the secondary sector—industry, construction, etc. Thus the percentage distribution of the working force between the three sectors at the end of the Fourth Plan period would be : Primary 52.5, Secondary 28.0 and tertiary 19.5 as against the present distribution of Primary 45.0, Secondary 36.5 and Tertiary 18.5.

*Educational Characteristics* :—Coming now to educational characteristics, it is recognised that the progressive upgrading of employment characteristics, sectoral as well as occupational will imply a progressive upgrading of skills and training. Educational levels can be broadly classified into four : literary, elementary, secondary and higher level and it is necessary to aim at the optimum percentages for each of these levels. Attainment of full coverage for literacy and the elementary level is dictated by social considerations and has been enshrined in the Constitution. It also forms the basis for the

attainment of higher levels. It is possible to introduce further sophistication in respect of the secondary and higher levels by further sub-dividing the former into general, vocational and the various grades of crafts-training and the latter into various categories of professional, scientific and technical manpower and by indicating broadly the targeted proportions of each. The present information in respect of the Islands however does not permit of this sophistication at this stage. Later, this may also become possible. For present purposes, therefore, this goal may be accepted in qualitative terms except in so far as literacy and the elementary levels are concerned where complete coverage should be ensured."

11.2. In reply to a question as to how the schemes and development plans of this Union Territory in various fields are initiated and prepared, the Committee have been informed, in a written note, that after obtaining general direction and guidelines from the Planning Commission, the Andaman and Nicobar Islands Administration sets up Working Groups for each development sector. Each Working Group prepares the frame-work for the Five Year Plan on the basis of the priorities in the National Plan, performance of the previous plans, the present and projected population of the territory, the total area available for development, local conditions and the felt needs of the people. The recommendations of the Working Groups are then scrutinized in the Secretariat and after certain broad conclusions are arrived at, the proposals are sent to the departments concerned for preparing the detailed schemes. These schemes so drawn up are then placed before the State Planning Committee under the Chairmanship of the Chief Commissioner and consisting of the heads of the departments and leading members of the public as members. After the State Planning Committee has scrutinized the proposals and given them a final shape a draft Five Year Plan is prepared and sent to the Planning Commission for approval. The Plan is further scrutinized by Working Groups set up in the Planning Commission consisting of representatives of the Ministry concerned, the Planning Commission and the Administration. Finally a summary note prepared on the basis of the recommendations of the Working Groups, and containing the salient features of the plan is circulated for eliciting opinion, and thereafter the adviser (Programme Administration) on behalf of the Planning Commission fixes the tentative outlay for the territory's Five Year Plan. The Planning Commission then takes an overall view of the availability of financial resources and assigns the final plan ceilings for the territory. The annual Plans, though part of the Five Year Plans, are also decided likewise.

11.3. The sector-wise outlays are communicated to the Administration who make necessary modifications in their draft Plans in the light of the Working Group discussions and the final outlays fixed by the Planning Commission. On receipt of the plan outlays for a year, efforts are made at the Centre to correlate the budget provisions with the approved plan outlays for plan schemes. In the case of any large variations between the plan outlays and

the budget provisions, adjustments are made at the time of finalisation of the budgets for the Revised Estimates for the year. The implementation of the schemes is taken up by the Administration after obtaining the approval/sanction etc. of the competent authorities wherever necessary, under the normal rules and orders. In case any new schemes not included in the Plan are required to be implemented, the Administration gets the clearance of the concerned Ministry and the Planning Commission before the schemes can be started.

11.4. In reply to another question regarding detailed review of financial and physical performance against the three plan provisions and targets as well as the provisions for the Fourth Plan period, the Committee have been informed, in a written note, that there was no integrated First Five Year Plan for this territory, only two schemes viz. Road Scheme and Colonisation Scheme were taken up during the First Five Year Plan. Planned development in these islands was taken up only from the Second Five Year Plan onwards. The following table indicates broadly the expenditure incurred on the Plan schemes since the beginning of the First Five Year Plan :—

	(Rs. in lakhs)		
	Approved Outlay	Budget grant	Expenditure incurred
First Plan . . . . .	558.050	120.450	85.472
Second Plan	603.135	765.774	364.867
Third Plan	979.320	843.925	636.202
Annual Plans (1966—69) . . .	687.702	633.282	484.702

11.5. In addition to the above outlay, the Planning Commission approved an outlay of Rs. 42.48 lakhs during the Second Plan, Rs. 42.580 lakhs during the Third Plan under the Central Plan for the Development of Minor Ports in this territory. Against this an expenditure of Rs. 2.958 lakhs during the Second Plan, Rs. 16.137 lakhs during the Third Plan was incurred.

11.6. The main reasons for shortfall in expenditure are indicated below :—

- (1) Lack of experience due to the absence of an integrated First Five Year Plan.
- (2) Delay in obtaining sanctions relating to the creation of posts and recruitment of personnel.
- (3) Inadequacy of the P.W.D. organisation for construction works.
- (4) Foreign exchange difficulties.

- (5) Difficulties experienced in the movement of men and material between the islands because of inadequate means of communication.
- (6) Shortage of equipment and key materials.
- (7) Want of suitable P.W.D. contractors.
- (8) Difficulties in locating large compact areas for paddy cultivation and delay in forest clearance all accounted for shortfalls in the Colonisation Programme.
- (9) Poor response from public for Housing Schemes.

11.7. The Committee are unhappy to note that there has been heavy shortfalls consistently during all the three Plan periods. As against total approved outlay of Rs. 558.050 lakhs, Rs. 603.135 lakhs and Rs. 979.320 lakhs for the First, Second and Third Five Year Plans, the Budget grants were Rs. 120.450 lakhs, Rs. 765.774 lakhs and Rs. 843.925 lakhs and the amount of actual expenditure incurred was only Rs. 85.472 lakhs, Rs. 364.867 lakhs and Rs. 636.202 lakhs respectively. The Committee are not at all convinced with the reasons given for these shortfalls such as lack of experience, delay in sanctions which at best are administrative and could have been overcome with a little more prudence, zeal and imaginative planning on the part of those charged with the responsibility of executing the schemes. They hope that such shortfalls would be avoided in future.

11.8. The Committee are all the more unhappy to find that there was no integrated plan for this Union Territory in the First Five Year Plan and that merely two isolated schemes, namely, Road Scheme and Colonisation Scheme, were taken up during that period. It was only from the Second Five Year Plan onwards that planned development in these Islands was undertaken. The Committee would like to stress the importance of having an integrated plan comprising schemes for all round development of this Region with its own peculiar problems because of physical, economic and strategic characteristics. While endorsing the view of the Inter-Departmental Team on Accelerated Development Programme for these Islands that the Area Development Plan in respect of this Territory should necessarily be different from that adopted in national plans, the Committee suggest that in regard to execution of development schemes special attention should be paid to secure the maximum support and cooperation of the people living there so as to inculcate in them a sense of involvement and participation.

11.9. In regard to targets and provisions in the Fourth Five Year Plan, the Committee have been informed, in a written note, that the Planning Commission have approved an outlay of Rs. 1100.36 lakhs, the distribution of which is as follows :—

Head of Development	(Rs. in lakhs)
	Fourth Plan 1969-74
Agricultural Production	24.90
Minor Irrigation	1.00
Soil Conservation	6.66
Animal Husbandry	10.93
Dairying & Milk Supply	1.00
Forests	65.00
Fisheries	16.18
I-Agricultural Programmes	125.67
Cooperation	11.47
Community Development	18.49
Panchayat	3.63
II-Cooperation and Community Development	33.59
III-Power	60.00
IV-Village and Small Industries	5.61
V-Transport and Communication	632.73
General Education	100.00
Cultural Programmes	5.00
Water Supply	70.00
Health	20.52
Housing & Urban Development	21.60
Welfare of Backward Classes	8.09
Social Welfare	1.00
Labour and Labour Welfare	1.00
VI-Social Services	227.21
Statistics	0.35
Information & Publicity	7.29
Local Bodies	5.00
Press	3.00
VII-Miscellaneous	15.55
Grand Total :—	1100.36

11.10. The physical targets proposed under various heads of development are indicated below :—

#### 1 Agricultural Programmes

(a) *Agricultural Production* : Outlay Rs. 24.90 lakhs. The programme includes establishment of 2 Multipurpose Agricultural Farms where new seeds, seedling will be tried out and distributed to farmers. Such farms will also serve as Demonstration Centres. On the extension side the following programmes are envisaged :

(i) Paddy is the main crop in the territory. The total area under paddy which was 7400 hectares in 1968-69 yielded 9000 tonnes of rice. Efforts will be made to increase cultivable area by another 500 hectares during the Fourth Plan (excluding the area being developed under the Rehabilitation Programme), and with the application of intensive practices in the existing and new areas, a yield of about 11200 tonnes of rice

is expected at the end of the Fourth Plan period. This target *inter alia* is to be achieved by intensifying the application of inputs consisting of about 975 tonnes of fertilizers, 80 tonnes of improved seeds, 100 tonnes of barbed wire, besides distributing improved agricultural tools and plant protection equipment to farmers at concessional rates. Plant protection measures over an area of about 5000 hectares will be taken up. About 1000 hecs. will be brought under high yielding varieties, and about 1200 hecs. under double cropping. About 3000 farmers will be trained in intensive farming and production programmes. Two tractors will be purchased and hired out to cultivators as the first step in introducing mechanised farming in the territory.

(ii) Credit in the shape of loans at Rs. 875/- per hectare will be provided to cultivators to induce them to raise coconut, arecanut and horticultural crops, the target being 500 hecs. Under coconut, 250 hecs. under arecanut and 250 hecs. under fruit crops during the Fourth Plan. As a further inducement 25% of the loan would be converted into a subsidy in the fourth year if the plantations have been raised and maintained properly.

(b) *Minor Irrigation* : Outlay Rs. 1.00 lakhs. The scope for minor irrigation in this territory is limited as there are only a few perennial water sources which could be tapped. Nothing important has been done, except introducing a few pumping sets under the 'Agricultural Production Programme'. An Investigation Division is proposed to be set up by the Central Water and Power Commission in these Islands to undertake survey and investigation of possible water sources for hydro-electric generation, water supply and irrigation and pending formulation of schemes on the basis of results of the survey it is proposed to explore the possibility of erecting small bunds across nullahs, for irrigation purposes wherever possible.

(c) *Soil Conservation* : Outlay Rs. 6.66 lakhs. It is proposed to bring about 400 hectares of crop land under soil conservation measures on a water shed basis. In view of socio-economic backwardness of the cultivators of this territory a scheme has been drawn up providing financial assistance to cultivators at Rs. 375/- per hectare for level lands and Rs. 1250/- for hilly lands, 50% to be treated as loan, and 50% as subsidy. Soil Conservation and Demonstration Centres have been established at Rangat and Diglipur and a Soil Conservation, Research and Demonstration Centre is being set up in South Andaman. This centre will be further developed and another Soil Conservation Demonstration Centre will be set up in the Nicobar group of Islands.

(d) *Animal Husbandry* : Outlay Rs. 10.93 lakhs. The programme envisages conversion of three existing Veterinary Outposts into Veterinary Dispensaries, establishment of four new Veterinary Outposts, expansion of the activities of the existing key Village Blocks by adding 4 more Key Village

Units to the South Andaman Block and 5 Key Village Units to Middle and North Andaman Block. For raising fodder crops a subsidy at the rate of Rs. 100/- to Panchayats and Rs. 10/- per acre to individuals will be provided. 50 chaff cutters are proposed to be purchased from the mainland and supplied to the cultivators at 50% subsidised rate. 50 bucks of an improved goat breeder will be imported from the mainland and distributed at 25% subsidised rate. Financial assistance in the shape of short term loans is proposed to be provided to 100 persons @ Rs. 200/- each (20 persons every year) for the purchase of quality eggs and birds and housing materials for the construction of poultry houses; as far as possible the assistance will be provided in kind. The personnel of the Livestock Department will be deputed for short term training in specialised fields in the institutes on the mainland.

The total number of Veterinary Hospitals, Veterinary Dispensaries and Outposts is likely to increase from 1, 5 and 15 respectively at the end of 1968-69 to 1, 8 and 16 respectively at the end of the Fourth Plan.

(e) *Dairing and Milk Supply* : Outlay Rs. 1 lakh as token provision. As there is a scarcity of good milch cattle it is proposed to import 150 milch cattle from the mainland for distribution to needy and deserving persons by treating the transport and other incidental charges as *ex gracia* grant.

(f) *Forests* : Outlay Rs. 65.00 lakhs. It is proposed to raise plantation covering 4550 acres of Teak, 500 acres of Padauk and 250 acres of Match-wood, and 500 acres of bamboo and natural regeneration operation on 1000 acres of cane, and cultural operations over 6000 acres of regenerated areas, will be undertaken. The existing Zoological Garden at Port Blair, will be further developed. 10 Forest Rangers will be trained in Logging Operations on the mainland. Survey and demarcation of reserved and protected forests will be further continued.

(g) *Fisheries* : Outlay Rs. 16.18 lakhs. As there are a few professional fishermen in the territory the programme envisages inducting 40 fishermen families from the maritime States on the mainland and establishment of a Training Centre at Port Blair to train 10 fishermen each year in mechanised fishing. It is further proposed to purchase 16 mechanised boats for supply to trained fishermen and to revitalise one of the existing fishermen Co-operative Societies. Essential fishery requisites such as Yard, Coaltar, boats, fishing hooks, salt etc. will also be supplied to fishermen and Fishermen Co-operative Societies on Loan-cum-subsidy basis. Selected departmental personnel of the Fisheries Department will be deputed for specialised training in institutes on the mainland. A fish curing yard will be established at Port Blair. A scheme to survey and develop shell fisheries will be implemented in collaboration with the Central Marine Fisheries Research Institute.

## II *Cooperation & Community Development*

(a) *Cooperation*—Outlay Rs. 11.47 lakhs. The programme under this sector envisages—

- (a) Establishment of 10 Service Cooperative Societies.
- (b) Organisation of 3 Labour Cooperative Societies.
- (c) Establishment of a small dairy farm in the Cooperative Sector.
- (d) Grant of financial assistance (75% loan and 25% subsidy) for the construction of 10 Nos. Godowns-cum-shops for cooperatives undertaking consumers business and marketing of agricultural produce.
- (e) Grant of managerial subsidy to the existing service cooperatives as well as to the new service cooperatives to be organised during the Fourth Plan.
- (f) Provision of outright grant to service cooperatives as protection against bad debts.
- (g) Provision of working capital loans to needy and deserving co-operative societies.
- (h) Strengthening of State Cooperative Bank by providing share capital contribution, managerial subsidy etc.
- (i) Grant of managerial subsidy to Milk Union, 4 existing milk societies and 5 new societies to be organised during the Fourth Plan.
- (j) Training of 50 employees and 250 office-bearers in the principles of the cooperative development and management of co-operative institutions and undertakings, public and propaganda on cooperation.

Under the centrally sponsored scheme relating to consumers' cooperative, two existing wholesale stores and the primary stores affiliated/attached to them will be strengthened and a few more primary consumers stores/branches will be opened.

The programme under the Fourth Plan is mostly directed towards consolidation of the existing cooperative societies by providing them the needed technical assistance and regular audit facilities. For this purpose it is posed to appoint additional technical staff and an Audit Officer.

The number of cooperative societies is expected to rise from 188 at the end of 1968-69 to about 210 at the end of the Fourth Plan.

(b) *Community Development*—Outlay Rs. 18.49 lakhs. The Community Development Blocks functioning at Car Nicobar, Rangat (Middle Andaman), Diglipur (North Andaman) and Nancowrie will be continued.

The C.D. Block South Andaman which was closed down from 1-12-1967 on completion of Stage II, will be revived.

(c) *Panchayats*—Outlay Rs. 3.63 lakhs. There are 36 Panchayats. Financial assistance to Gram Panchayts in the shape of grant in aid for building up of Community assets and construction of Panchayat Ghars will be provided.

**III Power—Outlay Rs. 60.00 lakhs.**

(a) An outlay of Rs. 45.00 lakhs was approved for augmenting the generating capacity of electricity at Port Blair by installing one 6.30 K.W. and two 500 K.W. diesal generating sets, and converting the existing 6.6 K.V. lines to 11 K.V. lines. The generative capacity of power at Wimberly-gunj is also to be augmented with two 50 K.V. diesel generating sets.

(b) Rs. 15.00 lakhs was approved for electrifying important places in various islands of the territory.

**IV INDUSTRY—Outlay Rs. 5.610 lakhs.** It will be distributed as under :

1. Distribution of improved tools and implements at 50% subsi- dise rate . . . . .	Rs. 0.500 lakhs
2. Loan to private industrialists and cooperatives . . . . .	Rs. 5.000 lakhs
3. Managerial subsidy to industrial cooperatives . . . . .	Rs. 0.110 lakhs
<b>TOTAL :</b> . . . . .	<b>Rs. 5.610 lakhs</b>

Rs. 0.500 lakh will be utilised for improved tools and implements which will be distributed to rural artisans at 50% subsidy and 5,000 lakhs as loans to private industrialists and cooperatives for small scale industries, handicrafts, Rs. 0.110 lakh for financial assistance by way of managerial subsidy to the industrial cooperatives is also envisaged.

**V-Transport and Communications**

The distribution of the outlay is as follows :—

1. Andaman Trunk Road . . . . .	147.000 lakhs
2. District Roads . . . . .	25.000 lakhs
3. Rural Roads . . . . .	50.000 lakhs
4. Improvement to roads and bridges . . . . .	19.000 lakhs
5. Construction of bus recesses in Port Blair Municipal area . . . . .	1.000 lakhs
6. Purchase of road construction machinery . . . . .	25.000 lakhs
7. Establishment of Workshop for maintaining tools and plants . . . . .	5.000 lakhs
8. Survey and investigation for roads and bridges . . . . .	1.000 lakhs
<b>TOTAL :</b> . . . . .	<b>273.000 lakhs</b>

The Andaman Trunk Road which will be linking up Port Blair with the North and Middle Andaman region is being given top priority, because of its strategic importance and new areas which it could open up for new settlements. The Administration had proposed an outlay of Rs. 200 lakhs for the Fourth Plan, but owing to the restriction on resources the Planning Commission reduced the outlay to Rs. 147.000 lakhs. The total length of the road is about 287 k.m. of which 136 k.m. has already been completed. Although no firm estimate can be given at this stage, Rs. 4.50 lakhs may be taken as the outlay which would be needed to complete the remaining portion. While 178 k.m. of the trunk road is expected to be completed by the end of the Fourth Plan on the basis of the approved outlay, the Administration would like to see it through upto Mayabunder *i.e.* upto a distance of 221 k.m. for which an additional outlay of Rs. 1.5 crores would be needed during the Fourth Plan.

Besides, it is proposed to construct 80 k.m. of District Roads and 50 k.m. of Rural Roads. If need be these targets would be reduced to divert more funds for trunk roads. These existing roads and bridges in these islands will be further strengthened and improved and road construction machinery will be purchased. A workshop for maintenance of road construction machinery of A.P.W.D. and an organisation for carrying out survey and investigation of roads and bridges will also be set up.

(b) *Road Transport.*—Outlay Rs. 38.58 lakhs. 17 more buses and 8 diesel trucks will be added to the State Transport Organisation. A bus station at Port Blair will be constructed and the existing automobile workshops will be expanded.

The total number of State Transport Buses at the end of Fourth Plan will be 47.

(c) *Ports & Harbours.*—Outlay Rs. 234.40 lakhs. The Programme envisages installation of navigational aids at key points, and acquiring a 200 tons water boat, a Grab Dredger, a 750 H.P. Tug, a heave up boat, 10 steel Pontoons, 6 steel barges and 7 steel lighters to augment existing harbour facilities. A control tower for the Port Blair Harbour will be built. The Dockyard Workshop will be further strengthened with additional machinery. One rest house for the benefit of transit passengers at Calcutta and Madras will be either acquired or new buildings constructed. A new harbour at Phoenix Bay estimated to cost Rs. 150 lakhs, will provide slipways, dry dock, jetties and wharves and inter-island ferry vessels. The work will be completed in 2 phases, the first costing Rs. 70 lakhs during the Fourth Plan. In addition to the Haddo Wharf, which will accommodate only 1 Merchant Ship at a time, the existing jetty at Chatham is to be reconstructed at an estimated cost of Rs. 150 lakhs, to meet the additional requirement of accommodation in the Port Blair Harbour. The work will be

taken up in two phases, the first costing Rs. 60 lakhs to be completed during the Fourth Plan.

(d) *Shipping*.—Outlay Rs. 83 lakhs. As the mainland shipping services are being managed and financed by the Shipping Corporation of India, the outlay above is on account of Chief Commissioner's touring vessel, and smaller crafts to be used on short trips, between the islands. Altogether 19 vessels from 80' powered boats to 20' powered boats will be purchased.

(e) *Tourism*.—Outlay Rs. 3.75 lakhs. One Tourists' Bungalow for low and middle income group tourists and construction of a Swimming Pool at Port Blair are envisaged.

#### VI. Social Services

(a) *General Education and Cultural Programmes*.—Outlay Rs. 105 lakhs (Rs. 100 lakhs under general education and Rs. 5 lakhs for cultural programmes). There were at the end of 1968-69, 118 Junior Basic and Primary Schools, 12 Senior Basic Schools, 6 Higher Secondary Schools, one Government Central School, one Arts Degree College, and one Junior Basic Teachers' Training School. Opening of 42 new Primary Schools, upgrading of 10 Primary Schools to Middle Schools, and 4 Middle Schools to Higher Secondary Schools, increasing the intake from 40 to 60 in the Teachers' Training School and opening of Science and Commerce classes upto the degree standard in the Arts College are envisaged. Other schemes included are building grants to private schools and continuation of mid-day meals to all School going children, scholarships to about 250 local students for studies on the mainland. Further about 120 quarters for Primary School Teachers, 4 Hostels for Middle Schools and school buildings for 40 Primary Schools and 4 Middle Schools will be constructed. In keeping with the national plan to propagate and develop Hindi, 20 Hindi Teaching Centres will be opened and grant-in-aid provided to private organisations. For the development of sports and cultural activities a Museum, Hero Memorial, and a Gymnasium will be constructed at Port Blair. By the end of Fourth Plan, the total number of Primary Schools is expected to be increased to 150, Middle Schools to 18, and Higher Secondary Schools to 11. The enrolment in primary classes is expected to increase from 10700 at the end of 1968-69 to 13600 at the end of the Fourth Plan, that in Middle classes from 2200 to 3300 and in Higher Secondary classes from 1000 to 1500. The enrolment in the Arts Degree College is expected to increase from 135 at the end of 1968-69 to 500 at the end of the Fourth Plan.

(b) *Health*.—Outlay Rs. 20.52 lakhs. Medical coverage is suffering due to shortage of doctors. The bed strength at the end of 1968-69 which was 477 is expected to rise to 568 at the end of Fourth Plan with the addition of a 22 bedded isolation hospital at Port Blair and three 10 bedded hospitals, 4 primary health centres and 10 dispensaries in rural areas and

5 bedded isolation wards at each of the hospitals at Rangat, Diglipur and Nancowrie. Other important programmes to be taken up are the training of 12 nurses and midwives, 15 Dais and 15 compounders, facilities for treatment of T.B. and establishment of a Family Planning Clinic.

(c) *Water Supply*.—Outlay Rs. 70.00 lakhs. Because of limitation of funds the provision is only a token one. Shortage of drinking water in Port Blair during the lean months is serious. Tentatively Rs. 50.000 lakhs has been provided for increasing the capacity of the rain water reservoirs and for meeting the cost of the Administration's share of the Dhanikhari Scheme—a joint venture between the Defence and the Civil Administration. The Dhanikhari project which is expected to be completed during the Fourth Plan will have a capacity of 15 lakh gallons per day and is estimated to cost about Rs. 2,500 crores. As the Administration, will utilise 10 lakh gallons per day the Administration's share of the project works out to approximately Rs. 1.50 crores. The Planning Commission which has agreed in principle has therefore said that the token provision already provided would be sufficient in the initial period of the Fourth Five Year Plan as no accurate estimate could be made about the share of the total cost and it is felt that as soon as the estimates are finalised the Planning Commission would provide the additional funds.

The balance of Rs. 20.000 lakhs has been provided for augmenting water supply schemes at important places on other islands in this territory including the rural areas.

(d) *Housing & Urban Development*.—Outlay Rs. 21.60 lakhs. 10 bachelor type barracks, and 10 family type barracks to accommodate 1500 bachelors and 500 families respectively at Port Blair are envisaged. Financial assistance in the shape of loans to individuals or cooperatives for construction of houses will be given under the Low Income Group housing and village housing project scheme.

(e) *Welfare of Backward Classes*.—Outlay Rs. 8.09 lakhs. Special attention is to be given to develop plantation crops in the Nicobar group of islands, as the people are almost entirely dependent on coconut and arecanut for a livelihood. Fertiliser, seed, seedlings and plant protection equipment are proposed to be given to the people at subsidised rates. In providing education, books and stationery will be provided free of cost, merit scholarships and additional stipends at Rs. 10 per month per student will be provided to hostellers. As timber is not available locally, and the tribals in Nicobars are keen to have good buildings, the cost of transporting timber from Port Blair will be subsidised. Altogether 75 houses and 10 community halls are hoped to be built. More wells and tanks will be provided to augment water supply on various islands. Poultry birds of improved breed are proposed to be given free of cost to tribal families, Sports and games activities amongst the tribal people in the Nicobar group

of islands will be encouraged. The Andamanese and Ongees are declining in numbers. They are a nomadic race fond of fishing and hunting. It is proposed to rehabilitate them where facilities for taking up agriculture, fishing and hunting will be provided.

(f) *Social Welfare*.—Outlay Rs. 1.00 lakhs. This provision represents a matching grant to the Andaman and Nicobar Social Welfare Advisory Board for welfare programmes amongst women and children.

(g) *Labour & Labour Welfare*.—Outlay Rs. 1.00 lakhs. The programme envisages providing recreational facilities to the labourers employed by the Administration, by establishing 3 Labour Welfare Centres.

#### VII. *Miscellaneous*

(a) *Statistics*.—Outlay Rs. 0.35 lakhs. The programme envisages opening of a statistical unit at Car Nicobar, deputing personnel of the Statistical Bureau for specialised training on the mainland and carrying out improvements to the present system of collection and compilation of vital statistics in the territory.

(b) *Information & Publicity*.—Outlay Rs. 7.20 lakhs, 100 Community sets will be installed. 3 subsidiary information centres at Port Blair and a few more information centres in rural areas are proposed. Buildings are also to be provided for the existing information centres at Mayabunder, Katchal, Hut Bay and Campbell Bay. A mobile publicity unit at Port Blair and a photographic-cum-movie unit will be organised.

(c) *Local Bodies*.—Outlay Rs. 5.000 lakhs. The provision is to be utilised as financial assistance in the shape of grant-in-aid to the Port Blair Municipal Board for improving sanitation and water supply of the town and other civic amenities.

(d) *Others*.—(Govt. Press, Port Blair). An outlay of Rs. 3.00 lakhs has been approved for expansion of the Government Press.

11.11. It is needless to over-emphasize the importance attached to the Five Year Plans in boosting the economic development of the country but it all depends upon the successful implementation of the various schemes and achieving the targets laid down. The Committee are not happy over the performance of the First three Plans and as such they would like the Government to learn a lesson from their past experience in the execution of the earlier Plans and to proceed with great care, proper planning and top speed to achieve the targets laid down in the Fourth Five Year Plan.

#### B. *Community Development Blocks and Panchayat System*

11.12. The Committee have been informed in a written note that the Community Development Blocks have been functioning in this territory in the following places :

- (a) North Andaman with headquarters at Diglipur.
- (b) Middle Andaman with headquarters at Rangat.

(c) Car Nicobar.

(d) Nancowrie with headquarters at Camorta.

11.13. The work in the Blocks have been progressing satisfactorily. The South Andaman Block was abolished on completion of Stage II with effect from 1-10-1967. The question of revival of the South Andaman Block is under consideration. The Blocks function under the administration control of the Deputy Commissioner.

11.14. Panchayati Raj has not been implemented except at the village level. 30 Gram Panchayats have been organised. They are governed by the Andaman and Nicobar Islands Gram Panchayats Regulation, 1961. The Panchayats have not been able to make any impact on socio-economic life of the rural population. They are averse to levy taxes and have, therefore, no resources of their own to carry out their obligatory functions. The Government have been extending financial assistance in the shape of grant-in-aid to the newly established Gram Panchayats for the following specific purposes :

- (a) Building up of Panchayat assets through revenue earning schemes like markets etc.
- (b) Construction of Panchayat ghars.
- (c) Initial grants to meet expenditure on stationery, furniture etc.
- (d) Recurring grants towards pay of part-time Secretaries of Gram Panchayats.

11.15. The Panchayats were given grant-in-aid of Rs. 30,000 during 1968-69.

11.16. The Deputy Commissioner in this work is being assisted by the District Panchayat Officer who belongs to the Delhi, Himachal Pradesh and Andaman & Nicobar Islands Civil Service Cadre.

11.17. *Tribal Welfare*.—The work of tribal welfare is being looked after by the Deputy Commissioner. Tribal population of the Andaman and Nicobar Islands consists of Andamanese, Jarawas, Sentinelese, Onges, Nicobarese and Shompens. Most of the tribals except the Nicobarese belong to Negrito race. The Nicobarese belong to Mangoloid, Malaysian, Chinese and some other races. Sufficient funds have been allocated for their development under the normal programmes. In addition, a special provision exists under the "Welfare of Backward Classes". The programmes envisaged under the Special Programme are as follows :

- (a) Development of coconut and arecanut plantation in Nicobars.
- (b) Permanent settlement of 50 families of Car Nicobar in other islands.
- (c) Improvement of housing conditions of the Nicobarese.
- (d) Rehabilitation of Andamanese.

- (e) Supply of poultry birds to the Nicobarese and other tribals..
- (f) Additional facilities for the education of the Nicobarese.
- (g) Promotion of Games and Sports.
- (h) Improvement of water supply.
- (i) Gift to tribals.
- (j) Rehabilitation of Onge and Shompen.

11.18. There is a provision of Rs. 1.35 lakhs for implementation of the Tribal Welfare Programme during 1969-70.

11.19. In regard to some of the important achievements of the Community Development Blocks which have been functioning in the North Andaman, Middle Andaman, Car Nicobar and Nancowrie Islands, the Committee have been informed that—

(1) *South Andaman Block*

*Agriculture*

- (i) 985 maunds of paddy seeds were distributed.
- (ii) Introduction of Dhaneha Seeds.
- (iii) Distribution of following fruit plants :

(a) Coconut seedlings	— 96,000
(b) Pineapple suckers	— 19,200
(c) Citrus Plants	— 11,200
(d) Banana Suckers	— 800
(e) Arecanut seedlings	— 51,500
(f) Sugar cane setts	— 20,000

*Irrigation*

3 bunds and weirs were constructed for providing minor irrigation facilities. 10 pumping sets have also been distributed.

*General*

Following were constructed :

(i) Smokeless Chullahs	— 40
(ii) Sanitary latrines	— 35

Cleanliness drives were organised

*Social Education*

28 recreation clubs have been organised and 29 Gram Sahayaks Training Camps were held. 29 Youth Clubs have been organised.

(2) *Car Nicobar**Agriculture*

Paddy cultivation has been taken up even though in a limited way. The following have been distributed :

Pineapple suckers	— 5000
Fruit seedlings	— 1900
Vegetable seeds	— 511 kgs.

Two copra kilns have been constructed.

*Animal Husbandry*

261 Poultry birds have been distributed and almost all birds and animals have been vaccinated.

*Health*

An ambulance was purchased at a cost of Rs. 20,000/- including a contribution of Rs. 10,000 by the local Nicobarese. 44 bathrooms and 22 latrines have been constructed. First-aid boxes have been provided for each village. 81 wells were constructed.

*Education*

5 primary schools and one nursery school were opened.

*Social Education*

15 Adult literacy centres were organised. Balwadias, Mahilamandals and Youth Clubs were organised. 7 Recreational parks for children were established.

*Communications*

Two bridges and two culverts were constructed.

(3) *Rangat Block**Agriculture*

- (i) Seeds/seedlings and fertilizers were purchased and distributed.
- (ii) Loans amounting to Rs. 1,23,500 were advanced for purchase of pumping sets.

*Health and Sanitation*

- (i) Family Planning equipment and vitamin tablets were purchased and distributed.
- (ii) First-aid kits were provided in different villages.

*Education*

Adult literacy centres were organised.

### *Social Education*

Village Leaders Training Camps were organised. Sports Clubs and Children's Parks were set up and two Community Halls were constructed.

#### **(4) Diglipur Block**

##### *Agriculture*

- (i) 100 acres were brought under intensive agricultural production.
- (ii) 5 agriculture training camps were held and improved agricultural implements distributed.

##### *Animal Husbandry*

1150 Nos. hatching eggs, 42 poultry birds and 25 drakes were distributed.

##### *Health and Sanitation*

- (i) Vitamin tablets were distributed.
- (ii) Mosquito nets were supplied at subsidised rate.
- (iii) First-aid boxes were provided to different villages.
- (iv) Drinking water sources were chlorinated.

##### *Communication*

Bridle paths at 3 villages were constructed.

##### *Social Education*

- (i) Information Centre at Block Headquarter was established and Adult Literacy classes, Balwadis and Mahila Mandals were organised.
- (ii) 11 village leaders training centres and 4 village leaders training camps were organised.
- (iii) 1 Recreation Club for ladies and 19 Youth Clubs were organised

##### *Rural Arts, Crafts & Industries*

Mahila work centres were organised and improved tools and implements distributed.

##### *Third Party Loan*

Loans amounting to Rs. 1,73,340) were disturbed for purchase of plough cattle, milch cattle etc.

#### **(5) Nancowrie**

##### *Agriculture*

Fruit seedlings worth Rs. 700/-, vegetable seeds worth Rs. 700/- and garden implements worth Rs. 1500/- were distributed.

*Health and Sanitation*

- (i) First-aid boxes were provided to different villages.
- (ii) Mosquito nets were supplied at subsidised rates.
- (iii) Vitamin tablets and family planning equipments were distributed.
- (iv) Drinking water wells were chlorinated.

*Social Education*

- (i) Information centre was set up.
- (ii) Youth Clubs were organised.
- (iii) One Park for ladies and one for children were organised.

*Rural Arts, Crafts and Industries*

- (i) Improved tools to artisans were distributed at subsidised rate.
- (ii) Sewing machines were supplied at subsidised rate.

11.20. The Committee desired to know about the reasons for the failure of Panchayats to make any impact on the socio-economic life of the rural population of these Islands. It has been stated in a written note that "The main reasons for the Panchayats not being able to make any impact on the socio-economic life of the rural population are as follows:

- (a) lack of good leadership;
- (b) lack of resources;
- (c) lack of full-time Secretaries;
- (d) their reluctance to levy taxes."

11.21. The question of activising the Panchayats is under consideration. With this end in view, it is proposed to run training classes during the plan period. It is also proposed to transfer the responsibility for the management of markets and lands which are reserved for the public purposes to the Panchayats. Proposals for appointment of full time Secretaries is also under consideration.

11.22. In reply to a question the Chief Commissioner stated during evidence, that "The main reason for the failure of Panchayat is that most of the people are from outside—that is, different communities—and various areas and they have not yet been able to become a community. Every body is still aspiring for leadership. They are reluctant to levy taxes."

11.23. The Committee feel that a lot of work is required to be done to awaken the rural population of these islands and to infuse in them the idea of Panchayat system and the benefits accruing as a result thereof to the whole village community. They hope that effective steps will be taken by Government to make the Panchayat system popular in the village.

### C. The State Planning Committee

11.24. The Committee have been informed in a written note that the State Planning Committee consists of members of Home Minister's and Chief Commissioner's Advisory Committees along with other leading non-officials such as prominent members of the Panchayats, representatives of the local Chamber of Commerce and local traders, etc. All the Heads of Departments/ Offices concerned with the implementation of Plan schemes are also members of the committee. The committee consists of approximately 40 to 50 members.

11.25. The main function of this Committee is to give the local inhabitants a feeling of involvement, to obtain their advice and to ascertain their needs as far as possible.

11.26. The names of official and non-official members of the State Planning Committee are given below :

#### **Non-official Members**

1. Shri K. R. Ganesh, M.P., Member C.C's Advisory Committee.
2. Shri Shiva Ram, Senior Vice-Chairman, Municipal Board, Port Blair, Member C.C's Advisory Committee.
3. Shri Nehchal Singh Chawla, Aberdeen Bazar, Member, C.C's Advisory Committee.
4. Shri A. P. Abdulla Kutty, Pradhan Gram Sabha, Mannarghat, Member C.C's Advisory Committee.
5. Shri Mewa Lall, Pakhadora, Rampur Gram, Rampur, Member C.C's Advisory Committee.
6. Shri Ulyan, Vice-Captain, Car Nicobar Member C.C's Advisory Committee.
7. Shri Madhusudan Mondal, Pradhan, Madhopur Gram Panchayat, Diglipur Tehsil, North Andaman, Member C.C's Advisory Committee.
8. Shri Ajit Kumar Nag, Swadesh Nagar, Nyaya Panchayat, Rangat Tehsil, Middle Andaman, Member C.C's Advisory Committee.
9. Shri Dawood, Nancowrie Islands, Nancowrie, Member C.C's Advisory Committee.
10. Shri Elappa, Pradhan Gram Sabha, Mithakhari (South Andaman) Member C.C's Advisory Committee.
11. Shri Mahananda Biswas, Pradhan, Gram Sabha, Nimbatala, Rangat, Member C.C's Advisory Committee.
12. Shri Kuppuswamy, Shoal Bay, South Andaman, Member C.C's Advisory Committee.
13. Rani Lachmi of Nancowrie, Member C.C's Advisory Committee.
14. Shri N. C. Roy, Pradhan, Gram Sabha, Havelock Island.

15. Shri Sohan Rangayya, Junior Vice-Chairman, Municipal Board, Port Blair.
16. Shri F. W. Burns, President, Andaman Chamber of Commerce.
17. Shri Patras Soreng, Pradhan, Gram Sabha, Baratang Island.
18. Bishop Richardson of Car Nicobar, a leader of Nicobarese.
19. Shri Aravindakshan, President, A & N Island Bar/Association.
20. Shri Bhagwan Singh, Member of Andaman Chamber of Commerce.
21. Rani Changha, Headman of Katchal Island.
22. Shri Abdul Wahab, A retired Government official.
23. Shri Dorrai Lal, Pradhan, Gram Sabha, Prothrapur.
24. Shri Maruthavanan, General Secretary of the D.M.K. of Andaman.
25. Bishop Srinivasan of Phoenix Bay.

#### **Official Members**

1. Chief Development-cum-Rehabilitation Commissioner.
2. Chief Conservator of Forests.
3. Principal Engineer, A.P.W.D.
4. Principal Engineer (Marine).
5. Chief Secretary, A & N Administration.
6. Deputy Commissioner.
7. Secretary (Finance) to the Chief Commissioner.
8. Secretary (Judicial) to the Chief Commissioner.
9. Harbour Master.
10. Director of Lighthouses and Lightships Port Blair.
11. Labour Commissioner.
12. Additional Dy. Commissioner, Car Nicobar.
13. Director of Medical & Health Services.
14. Director of Agriculture.
15. Education Officer.
16. Live Stock Officer.
17. Fisheries Development Officer.
18. Cottage Industries Officer.
19. Executive Engineer, Electricity Department.
20. Registrar of Cooperative Societies.
21. Development Commissioner-cum-Development Secretary (Member-Secretary).

11.27. The State Planning Committee is an advisory body and held 20 sittings since its inception in 1955.

11.28. The Committee hope that with a view to obtain their advice and to ascertain their needs' and to give the local inhabitants a feeling of involvement, as far as possible, the State Planning Committee should meet at least twice a year regularly in future.

NEW DELHI;

*April 30, 1970*

Vaisakha 10, 1892 (Saka)

M. THIRUMALA RAO,

*Chairman,*

*Estimates Committee.*

## APPENDIX II

(vide—Para 9-13)

**NUMBER OF TECHNICAL SEATS RESERVED AND UTILISED FOR THE STUDENTS OF ANDAMAN AND NICOBAR ISLANDS  
DURING 1968-69 AND 1969-70**

Name of course	1	2	1968-69	Seats Utilised	1969-70	Seats Utilised	Remarks
			Reserved	Reserved.	8	8	
	3	4	7	5(a)	8	8	No. of scholarships paid during 1968-69 and 1969-70.
1. Pre-Medical I MBB.S.	.	.	.	1	—(b)	..	1968-69 — 76 1969-70 — 79
2. Pre-Dental/BDS	.	.	.	11	8(c)	15	9(d)
3. Degree course Engineering.	.	.	.	8	1(d)	7	4(d)
4. Diploma Course Engineering	.	.	.	5	1(d)	5	—(d)
5. B. Sc. (Agri.)	.	.	.	5	3(d)	5	—(d)
6. B.Sc. (Agri. Engg.)	.	.	.	2	—(d)	2	—(d)
7. B. Sc. (Nursing)	.	.	.	2	—(d)	..	..
8. B. Sc.	.	.	.	2	2	2	..
9. B. Pharmacy	.	.	.	..	..	1	1
				41	20	43	22

**NOTE :** Shortfall is due to non-availability of suitable candidates with requisite percentage of marks.

**APPENDIX III**  
*Statement showing summary of Recommendations/Conclusions*

S.No.	Refer- nce to para No. of the Report	Summary of Recommendations/Conclusions
1	2	3
1	1.23	The Committee appreciate the difficult task in handling the hostile tribes in order to improve their lot. They trust that sustained efforts would be made by Government to preserve and develop the unique tribes of these Islands keeping in view the individual requirements of each tribe and as the exigencies of the situation may demand. They would like to suggest that the cooperation of societies established for the welfare of tribal people such as the Bharatiya Adim Jati Seva Sangh may be sought by requesting them to send experienced social workers to work among these tribes for establishing closer contacts with them. Government may also examine the feasibility of deputing social anthropologists, well acquainted with the past history and cultural background of these tribes to study their conditions and to suggest suitable remedies for effecting improvement in their living conditions.
2	1.26	The Committee note that Government are aware of the strategic importance of the islands. They would, however, like to point out that these islands sprawling over the Bay of Bengal and the Indian ocean have acquired further strategic importance after the withdrawal of British Naval forces from the Indian ocean. The Committee feel that establishment of a naval unit and posting of a naval officer will hardly meet the needs of the situation. As Nancowri has all the facilities and potential for development as a very good harbour, the Committee recommend the Government to examine the feasibility of opening a naval base at Nancowri.
3	1.31	The Committee are glad to note that the Government are taking action to improve the dilapidated condition of the Cellular Jail in the Andaman Island. They also hope that early decision will be taken by the Government in regard to its maintenance as a National monument to commemorate the sufferings undertaken and sacrifices made by hundreds of the freedom-fighters of India in the Jail.
4	1.33	The Committee hope that Government would raise a suitable monument at Port Blair to commemorate the visit of Netaji Subhash Chandra Bose to these Islands, as early as possible.
5	2.6	During their tour to these islands, the Committee visited a number of islands both in the Andaman and Nicobars and it was observed that (i) all the islands are scattered over a large area with long stretches of high seas in between, (ii) the population is also rapidly increasing with the execution of developmental schemes in these islands for the resettlement of refugees from East Pakistan, etc.

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and (iii) means of communication being scarce in these islands as compared to the mainland. Keeping in view these factors, the Committee would like Government to consider delegating more powers to the Additional Deputy Commissioner at Car Nicobar and the Assistant Commissioner at Nancowri, without affecting the existing set up, to enable them to take independent and quick decisions in the interest of smooth administration of these islands.

6 2.8 The Development Commissioner-cum-Development Security is designated as Secretary to the Chief Commissioner, similarly other Secretaries have been designated as Secretaries to the Chief Commissioner. The Committee feel that this is an anomalous position and all the Secretaries should be redesignated as Secretaries to the Andaman and Nicobar Administration.

7 2.17 The Committee note that the Chief Commissioner exercises all the necessary financial and administrative powers which have been delegated to him by the Central Government from time to time regarding incurring of expenditure, appropriation and re-appropriation of funds, public works, purchase of stores, conditions of service of employees etc. etc. in respect of departments and offices in the Union Territory of Andaman and Nicobar Islands. Matters which are not covered by the delegated powers have to be referred to the Central Government for approval and orders. The Committee would like Government to review periodically the position with a view to see that the powers delegated to the Chief Commissioner are adequate to meet the day-to-day requirements of the Administration to maintain the tempo of developmental activities and their speedy execution and that they cater to the needs of the people.

8 2.31 The Committee note with concern that it takes an unduly long time to fill up the vacant technical posts in the Administration due to un-willingness of selected persons to join their duties in these Islands. They would suggest that Government may examine the feasibility of providing more incentives to talented persons with a view to attract suitable personnel from the mainland.

9 2.32 The Committee agrees with the findings of the Administrative Reforms Commission Study Team that there is a considerable over-staffing in the Chief Commissioner's Secretariat and the District Administration. The Committee feel that the work study done in the main office of the Chief Commissioner as early as in 1964 has become out of date. They need hardly stress the utility and necessity of the work study afresh to lay down norms and quantum of output of work expected of every person to enable the Administration to fix staff strength commensurate with the volume of work and population. They would, therefore, urge upon the Government to undertake the work study at the various levels at an early date.

10 2.36 The Committee note that there is a wide gap between the revenue and expenditure. They trust that the affairs of the Municipal Board will be managed efficiently and economically so far as the budget gap is concerned. The Committee are of the opinion that with more and more developmental activities in these islands, the eco-

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conomic position is bound to improve and enable the Municipal Board to raise their resources.

11 2.49 The Committee note that both the Advisory Committees are functioning well and that it has been decided that one of the meetings of the Home Minister's Advisory Committee will be held in the Island from time to time.

12 2.50 The Committee recommend that the Chief Commissioner's Advisory Committee should be made broad-based by giving adequate representations to various interests in the islands so that it would be able to reflect the hopes and feelings of the people more effectively. It is therefore necessary that the constitution of the Advisory Committee be changed so as to increase its membership and give it more powers to make its deliberations more fruitful.

13 2.52 The Committee recommend that the Annual General Administration Report of the Andaman and Nicobar Islands should be more exhaustive and give upto date information of the various activities of the Administration. The Report should be printed and laid on the Table of Lok Sabha before the Demand for Grants of Home Ministry come up for discussion in the House.

14 3.9 The Committee regret to note that the percentage of variations both between the original and revised estimates and the revised estimates and actual expenditure incurred under most of the sub-heads of revenue and capital grants is quite high. It is surprising that these variations have been showing an upward trend during the last three years. This underlines the need for preparing the Budget with care and on realistic basis.

15 4.14 The Committee note that the Andaman and Nicobar Islands are one of those few regions in the country where the percentage of forest area is much higher than the national average. They need hardly stress that these forest possessing valuable timber of commercial importance are vital not merely for the economic development of these Islands but constitute a national asset in view of the present as well as likely future gap between the demand and supply position of the timber for various industrial and other uses in the country. The Committee consider that the efforts put it and the results achieved so far in the direction of forest extraction and development are meagre as compared to the vast forest resources available in these Islands. In this connection they are constrained to observe that while every State Forest Department renders a surplus revenue, the Forest Department in these Islands is incurring loss which has to be made good by the Administration. Even the Saw-Mill at Chatham run by the Forest Department has been showing loss. The Committee feel that this state of affairs is largely due to bad management and lack of initiative. The Committee would, therefore, recommend that Government should institute a thorough probe into the cause of recurring loss and mis-management in the Forest Department and fix up responsibility for these state of affairs.

1	2	3
16	4.15	The Committee suggest that the Central Forestry Wing should chalk-out an integrated plan for the systematic development of forests in these Islands by promoting infra-structure <i>i.e.</i> improved communications, modern logging equipments and other techniques in forest operations etc. on the one hand and by introducing plantations of suitable economic and industrial species and bringing the forest area under scientific management after proper survey, demarcation and enumeration of forests on the other. The Committee trust that for a long-term venture like Forestry, Government would ensure suitable ways and means to be adopted to make valuable adequate funds perenially whic k in turn would ensure sustained development of forests in thes 'slands. The timber extraction should also be organised in a business like manner so as to avoid waste and ensure economy, efficiency and fair return.
17	4.24	The Committee are unhappy over the whole affair of P.C. Ray & Co. Calcutta. They are surprised that although from the very start <i>i.e.</i> right from 1951-52, the performance of the contractor was far from satisfactory and they were guilty of serious breach of contract, no notice of their acts of commission and omission was taken till December, 1968. Consequently, the Administration has landed itself in legal difficulties. Lack of proper vigilance and utter indifference to the whole matter by the authorities concerned has put the forest department into a huge loss. The Committee, therefore recommend that an inquiry may be instituted into this affair with a view to fix responsibility for the lapse.
18	4.25	The Committee feel that these is no bar now to go ahead with the programme of extraction of timber departmentally or otherwise since the <i>interim</i> injunction prayed for has not been granted. In view of this, the Government should go ahead with a firm programme of exploitation of timber in the North Andamans.
19	4.29	The Committee hope that in view of the heavy rains in these Islands and the soil being susceptible to erosion, the Administration will take suitable precautionary measures to avoid soil erosion in the process of execution of the new schemes for reclamation and rehabilitation of forest areas which are at present under the consideration of the Government of India.
20	4.33	The Committee note that the ornamental timber constitutes only 5% of the forest and hence exploitation of only this timber is limited but in view of the fact that it sells at a profit, as admitted by the Inspector General of Forests, every effort should be made to extract as much ornamental timber as possible to encourage development of good handicrafts in the interest of economic development of those islands.
21	5.18	The Committee need hardly emphasise that the economic growth and prosperity of the Andaman & Nicobar Islands to a large extent depends mainly on its ability to increase the agricultural production. Considering the vast potential of the islands, the present State of

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development in the field of agriculture can hardly be regarded as adequate. The Committee feel that prospects for agricultural development in these Islands are very bright both in the nature of intensive exploitation of the existing lands by organising appropriate inputs as well as bringing fresh areas under cultivation by the clearance of forests.

22 5.19 The Committee are, however, glad to note that the Administration has put 'Self-sufficiency in rice, pulses, vegetables etc.' as their target. They hope that concerted efforts will be made towards achieving the same.

23 5.34 The Committee are of the view that if any clearance of forests on a wide scale is done, it would lead to erosion. These areas are susceptible to erosion and soil-washing takes place quickly and hence clearance of forests, for any purpose, has to be done very cautiously.

24 5.35 The Committee are, at the same time, unhappy to note that the small-scale demonstration work in soil conservation has yet to be followed up by organised soil conservation programme on full-scale. The Committee are of the opinion that the provision of loan for implementing soil conservation programme on an individual basis in each cultivator's small holding will not serve the purpose in view. This will require technical assistance, side by side, to help the cultivator to understand the technique behind it. A comprehensive programme of soil conservation is urgently called for.

25 5.53 The Committee are unhappy to note that Government have undertaken a development programme for fisheries without undertaking any survey so far to assess the potentiality of fisheries in the seas around these Islands. They need hardly stress that a survey is an essential pre-requisite of any development programme that may be envisaged in this regard particularly with a view to see its economic and commercial viability. The Committee would therefore urge that survey to assess the potentiality of development of fisheries around the Islands may be undertaken as expeditiously as possible.

26 5.54 The Committee regret to note that the Fishermen Cooperatives are suffering largely due to lack of leadership amongst the members who are unaware of the cooperative principles on which the movement is to be led to progress. The statement of the Administration that they have no adequate know-how for this work either, is rather surprising. The Committee feel that guidance could have been sought by the Administration in this respect from the Ministry of Food, Agriculture, Cooperation and Community Development so that the Fishermen Cooperatives could have made some progress in achieving the aims for which they were established. The Committee hope that necessary steps will now be taken in this regard to boost up the cooperative movement in these Islands.

27 5.55 The Committee are glad to learn that Government have started a training scheme to train the local fishermen in modern methods of fishing. They, however, recommend that a regular training centre may be opened and an in-training syllabus may be drawn up for

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that purpose. Apart from sending people for training in the Central Institute of Fisheries at Ernakulam, they would suggest that the services of trained teachers from that Institute may be requisitioned to train the people in the proposed training centre.

28 5.56 The Committee also recommend that immediate effective steps should be taken to induct mechanised fishing boats with modern fishing gear and the existing vacuum in the technical know-how should be removed as early as possible so that the landings of fish in these islands might increase considerably. Efforts should also be made to develop deep sea fishing. They would also suggest that arrangements may also be made for giving publicity in improved practices, fishing gear and equipments etc. by holding fairs and exhibitions from time to time

29 5.57 They would also suggest that a repair workshop may be opened in a suitable central place in the Islands to undertake minor repairs of mechanised boats etc. to save time and money in sending them to workshops in the mainland.

30 5.62 The Committee are of the opinion that coffee cultivation may be encouraged on a small scale for local consumption, while schemes may be formulated for boosting the plantation of fruits which are of perennial nature, on improved technique introduction in their management, to obtain better and quick increases in yields.

31 5.63 The Committee feel that great effort is needed to make these Islands self-sufficient in vegetables. The cultivators have to be encouraged, given technical assistance, monetary help, supply of good quality high yielding varieties of seeds and sufficient quantity of fertilizers together with requisite quantity of insecticides and pesticides to control the diseases.

32 5.79 The Committee regret to note that these Islands are facing acute scarcity of milk for a long time and nothing could be done for want of cattle carrier. In view of the fact that milk is a "must" for a balanced diet, the Committee strongly feel that there is need for a crash programme for cattle and dairy development which will have a substantial impact on milk production so that the minimum requirement of milk per capita may be achieved as early as possible. The Committee consider that the grading up of cow and thereby raising the milk yield is a necessity and, therefore, they hope that the programme for starting a composite farm will be undertaken by Government at an early date.

33 5.85 The Committee note that the requirement of plough cattle of all the settlers from 1949 to 1961 were fully met but after 1960 there has been a paucity of plough animals in these islands and it has not been possible to import these work animals from the mainland. The Committee need hardly stress the indispensability of these work animals in agriculture, without which it will be impossible to make any progress in this field. They, therefore, recommend that every effort should be made by the Administration to provide at least a pair of plough animals to each family as early as possible.

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34	5.88	The Committee are unhappy to note that instead of taking steps to avoid recurring losses in running a poultry farm, it was closed down. As the poultry provides a source of rich protein for improving the levels of nutrition and is also helpful in giving gainful employment to people both in rural and urban areas, the Committee would urge that the preliminary report of the Poultry Development Officer should be examined early and a proper programme drawn up so that people of these Islands could take up poultry farming as a subsidiary occupation.
35	5.92	The Committee realise the difficulty of the agriculturists in regard to damage being done by the wild animals. They feel that to meet this menace, there should be cooperative endeavour by the cultivators and Government. They would, however, like Government to draw up a scheme to meet this menace in conjunction with the cultivators and extend all possible assistance to the cultivators in this regard.
36	6.18	The Committee are distressed to find that the Andaman and Nicobar Administration has been involved in a series of litigation with Akoojee Jadwat & Company on account of which Government cannot proceed with their plans to improve the lot of the Nicobarese and save them from economic exploitation.
37	6.32	The Committee note that the existing wood based industries have come up with reference to the availability of timber on sustained basis. The Andaman forests are rich in plywood and matchwood species but so far only three plywood factories, all in the private sector, have been established at Bambooflat near Port Blair (South Andaman), Long Island (Middle Andaman) and Bakultale (Middle Andaman). The only other wood based industry, at present, is the match-splint factory at Port Blair. There are some small saw mills in addition to the Chatham Saw Mill. There is a vast scope for setting up of several wood based industries in the Little Andamans and Great Nicobar. The forests in Little Andaman are extremely rich in different species of commercial timber and can easily support a complex of wood based industries on a sustained basis.
38	6.33	The Committee are unhappy to note that in spite of all abundant natural resources no serious thinking has so far been done to develop the forest based as also cottage industries in these Islands. The Committee consider that forest-based industries can be effectively developed to provide employment to the people in the rural areas which are located close to the forests. They recommend that a phased programme should be drawn up to develop the forest based industries as also cottage industries keeping in view the recommendations made by the Inter-Department Team on Accelerated Development programme for Andaman and Nicobar Islands and the programme may be implemented as per Schedule drawn up for that purpose.
39	6.34	The Committee are not happy about the performance of Saw Mills, particularly the Saw Mill at Chatham. They would like to endorse

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		the recommendations of the Public Accounts Committee contained in their Seventy-fourth and Ninety-sixth Reports (Fourth Lok Sabha) about the working of these Saw Mills and expect Government to take concerted remedial measures to tone up their working.
40	6.37	The Committee hope that every effort will be made to achieve the targets fixed for the full operational period of 14 years to bring 6000 acres under the Rubber Plantation so that the Project may yield the desired return and at the same time provide employment to the proposed 100 or more repatriate families from Ceylon.
41	6.40	The Committee note with concern that although Coconut and Areca nut are the mainstay of the economy of these Islands, yet there is no open market for these commodities. The representatives of the tribal people should be encouraged to visit the mainland to find a better market and thereby procure better price for their goods. The Committee would like Government to draw up a phased programme to achieve the desired goal, at an early date as it affects the economic growth of the tribals.
42	6.51	The Committee hope that Government will take all possible steps to encourage the settler cultivators to clear the hilly areas allotted to them for areca nut plantation so that the Areca nut Development Scheme may get momentum.
43	6.52	The Committee note that a pilot scheme has also been drawn up for implementation during 1970-71 which envisages developing horticultural and plantation crops (including areca nut) in cultivators holdings in compact units of five acres each. The committee, however, feel that the success of such schemes depends much on the interest taken by the officers who implement them.
44	6.55	The Committee would recommend that the Indian Tourist Development Corporation should be asked to develop facilities for the Indian Tourists. The Department of Tourism should also take active interest in development of tourism in these Islands. The work may be coordinated by a 'Tourist Cell' in the Andaman and Nicobar Administration. They also feel that in order to attract tourists atleast from the mainland, tourist literature should be brought out from time to time and given due publicity in the mainland through Department of Tourism. A short documentary film showing the various tourist spots, historical monuments and memorials such as Cellular Jail, life of the tribals, etc. may be produced and shown in big cities of the country with a view to attract tourists to these Islands.
45	6.56	The Committee also suggest that Government may consider the feasibility of throwing open to foreign tourists certain parts of Andaman and Nicobar Islands where security reasons so permit.
46	6.59	The Committee hope that the Oil and Natural Gas Commission and the Geological Survey of India will continue their investigations

more vigorously so that oil and natural gas and other valuable minerals could be located to the economic advantage of the country.

47 6.67 The Committee need hardly stress the importance of expediting construction of additional tankage for P.O.L. Depot at Port Blair for civil use because it would be mainly the developmental work which would suffer if adequate arrangements do not exist for the supply of petrol and oil as these play a vital role in the economic development of the region as also they are used by heavy vehicles for transport of the products etc. The Committee hope that every effort will be made to complete this project within the target period of two years.

48 6.72 The Committee hope that a fresh survey of the location and growth of the industrial units will be undertaken at an appropriate time to see whether the Employees State Insurance Scheme can be economically introduced in these Islands.

49 6.74 The Committee hope that prompt action will be taken by Government to see that all the eligible establishments are covered by the Employees' Provident Fund Scheme, as early as possible.

50 7.3 The Committee feel that this is not such a difficult problem which cannot be solved to avoid unnecessary inconvenience to the passengers going by air from one part of the country to another without going through a cumbersome procedure of obtaining Pass Ports. They suggested that some serious re-thinking is necessary in this connection to remove the genuine difficulty of the air passengers.

51 7.6 Keeping in view the necessity of rapid economic development of these islands as also their strategic importance, the Committee recommend that a phased programme for the development of the air services between the mainland and these islands and inter-island should be chalked out *inter alia* the development of the present runway of the Port Blair Airport, which is not in good condition at present and is unsuitable to receive bigger planes, should be undertaken, as early as possible.

52 7.11 The Committee feel that Visakhapatnam port is a point which is likely to cater to the large number of passengers and goods. They would therefore like the Government to consider the feasibility of Andaman Passenger Ships touching Visakhapatnam to cater to the needs of those persons who live 200-300 miles away from Madras and have to travel either to Madras or Calcutta to catch the ships for going to Port Blair and vice-versa.

53 7.13 The Committee do not appreciate the point raised by the Shipping Corporation of India for reimbursement of the losses suffered by them in running the Passenger Shipping service from the mainland to these islands and vice-versa. Keeping in view the vital need of expeditious economic development of these islands in the context of overall national development, the Committee feel that the Shipping Corporation, which is making profits on other routes, should

not grudge adjusting losses on this side. The Committee feel that in view of the fact that the Ministry of Home Affairs is in overall charge of the Administration of these islands, Government may consider bearing certain portion of the losses involved by way of subsidy. The Committee also suggest that every endeavour should be made to reduce these losses by operating the shipping services more economically and efficiently.

54 7.18 The Committee are of the opinion that lack of proper inter-island communication facilities is the biggest handicap in the way of development. This can be removed if more jetties and harbours are constructed and more ships (both passenger and cargo) are pressed into service as quickly as possible,

55 7.19 The Committee hope that Government would be able to adhere to the target date of March, 1974 for completing all the works which have been sanctioned in the Fourth Plan in regard to the construction of harbours and jetties so that the economic development of these islands gets momentum and alround progress is made rapidly.

56 7.25 The Committee hope that with the increase in the number of Divisions from 2 to 8 in 1969, acquiring 58 lakhs worth of road building equipment and accelerated priority since 1968-1969, the Administration will be able to achieve the target and complete construction of 287 Kilometers of roads which are supposed to be very vital in the economic development of these Islands.

57 8.7 The Committee note that the various schemes for the re-settlement of uprooted migrant families from East Pakistan in the various Islands of Andaman and Nicobar groups of Islands are being implemented but the problem is huge and complicated which requires constant watch to maintain a steady progress. Although various schemes are progressing simultaneously yet much has to be done. They, however, feel that the various rehabilitation schemes could have made more rapid progress had there been closer coordination to implement the accelerated development programmes in these Islands.

58 8.8 During their tour, the Committee visited various Islands and held informal discussions with the settlers. The points made by the settlers have been dealt with in detail in this Chapter. The Committee expect Government to examine each of these suggestions particularly the demand for the formation of a Territorial Council and take concrete action to help the uprooted and displaced persons to fully rehabilitate themselves and lead a contented happy life. The Committee are anxious that commitments made by Government so far to the settlers in regard to their rehabilitation may be implemented with speed and efficiency and with greater coordination among the various concerned Departments.

59 8.9 The Committee were acquainted the grievances of the Niel Island, who had complained that due to bad soil conditions there is no likelihood of growing crop there. The chemical report of the soil points out that the land is sandy and contains stone. In view of

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this the Committee recommends that a fresh probe be undertaken to find out whether the food crops will grow in the island under normal condition and if not, steps should be taken to rehabilitate the settlers in other islands.

60 8.16 The Committee are happy to note that in selecting ex-servicemen for resettlement in these Islands, territorial considerations are not taken into account. They, however, note that it is a pilot scheme and Government are trying to make it a success. The Committee expect Government to give due consideration, for resettlement in these Islands, to the requests from ex-servicemen from all parts of the country.

61 9.6 The Committee would like Government to consider the feasibility of constructing a girls' hostel at Diglipur or elsewhere, if the demand for such a hostel is justified so that girls coming from distant places may have the facility to stay in the hostels.

62 9.15 The Committee feel that in the field of education much has yet to be done to cope with growing needs of increasing population. They recommend that Government may reconsider their decision to close the evening classes which are at present being run for the benefit of the working classes as it will help them to raise their future prospects.

63 9.16 The Committee are glad to learn that Science classes will be started in early 1971. They hope that Government would be able to adhere to the time schedule by taking all preliminary steps required to open the Science classes.

64 9.17 The Committee note with concern that students have not shown much interest in taking advantage of the technical education by availing of the facilities of stipend and reservation of seats for technical education in the main land. They recommend that some effective steps should be taken by Government to attract more students to take to the technical education. The Government may also consider the feasibility of establishing an Industrial Training Institute or a Polytechnic Institution and opening of classes in Technology as early as possible keeping in view the overall requirement of Islands.

65 9.21 The Committee are not happy to note that in one of the schools teaching was conducted in Hindi in Roman Script. They would like Government to adopt a uniform policy in regard to the media of instructions in all the schools.

66 9.33 The Committee appreciate the difficulties of Government in attracting qualified teachers to join the Educational Institutions in the Andaman and Nicobar Islands. They, however, note with satisfaction that necessary steps have already been taken by Government and the present dearth of teachers will be overcome in due course of time.

67 10.31 The Committee, after visiting some of the places in the Andaman and Nicobar Groups of Islands, are inclined to agree with the observations of the Inter-Departmental Team that in view of great

distance of these Islands from the mainland as also inter-island, the provision of adequate health measures assumes great importance. They have noted from the information furnished to them that effective efforts are being made to improve upon the existing Medical facilities and they hope that effective steps would be taken to implement the various schemes already envisaged to augment health services as expeditiously as possible. They would, however, like special attention to be paid to the provision of medical facilities in the remote Islands where it does not exist at present. An endeavour should also be made to post mid-wives and *dais* in every village as far as possible. They would also recommend that at least one Ambulance should be provided in each Hospital to attend to emergency cases.

68 10.32 The Committee note that a dispensary is generally manned by a compounder and a ward attendant and mid-wives and Dais are posted to outlying stations. In order to meet the growing needs of such medical personnel both in hospitals and dispensaries and outlying stations, and to augment their availability, the Committee suggest that training facilities may be provided in Port Blair.

69 10.34 The Committee hope that all possible steps will continue to be taken to keep the dreaded diseases like T.B., Cholera, Small-pox, Malaria etc. under control.

70 10.40 The Committee note with concern that a large number of posts of Medical Officers are lying vacant in spite of the efforts made by the Administration to fill them expeditiously to the detriment of effective rendering of medical services to the public. They would recommend that the position may be reviewed at a high level and the reasons for the Doctors not agreeing to go to these Islands found out and appropriate remedial measures taken to remedy the situation.

71 10.44 During their tour to these Islands, representations were made to the Committee to the effect that 'Kaccha' wells should be made 'pucca' and wherever wells were not existing, these may be dug and bunds may be constructed, wherever, possible, to augment the drinking water supply. The Committee are happy to note that steps have been taken by Government to augment the drinking water supply at Port Blair by the construction of Dhanikhari Water Project by 1972. As regards other places also, the Administration have taken steps to improve the drinking water supply.

72 10.45 The Committee note with satisfaction that a provision has been made in the Budget estimates for 1970-71 for construction of wells and that it is proposed to take 117 more wells in different villages during the coming few years. Apart from this piped water supply has been provided to a number of villages in South Andaman. But, from the point of view of Public Health this problem is very important and the Committee hope that efforts will continue to be made to meet the growing demand for the supply of Drinking Water from the various Islands with the growth of local population as also re-settlement of East Pakistan refugees, Repatriates from Ceylon and Ex-servicemen, in due course of time.

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73	11.7	The Committee are unhappy to note that there has been heavy shortfalls consistently during all the three Plan periods. As against total approved outlay of Rs. 558·050 lakhs, Rs.603·135 lakhs and Rs. 979·320 lakhs for the First, Second and Third Five Year Plans, the Budget grants were Rs. 120·450 lakhs, Rs. 765·774 lakhs and Rs. 843·925 lakhs and the amount of actual expenditure incurred was only Rs. 85·472 lakhs, Rs. 364·867 lakhs and Rs. 636·202 lakhs respectively. The Committee are not at all convinced with the reasons given for these shortfalls such as lack of experience, delay in sanctions which at best are administrative and could have been over-come with a little more prudence, zeal and imaginative planning on the part of those charged with the responsibility of executing the schemes. They hope that such shortfalls would be avoided in future.
74	11.8	The Committee are all the more unhappy to find that there was no integrated plan for this Union Territory in the First Five Year Plan and that merely two isolated schemes, namely, Road Schemes and Colonisation Scheme, were taken up during that period. It was only from the Second Five Year Plan onwards that planned development in these Islands was undertaken. The Committee would like to stress the importance of having an integrated plan comprising schemes for all round development of this Region with its own peculiar problems because of physical, economic and starategic characteristics. While endorsing the view of the Inter-Departmental Team on Accelerated Development Programme for these Islands that the Area Development Plan in respect of this Territory should necessarily be different from that adopted in national plans, the Committee suggest that in regard to execution of development schemes special attention should be paid to secure the maximum support and cooperation of the people living there so as to inculcate in them a sense of involvement and participation.
75	11.11	It is needless to over-emphasize the importance attached to the Five Year Plans in boosting the economic development of the country but it all depends upon the successful implementation of the various schemes and achieving the targets laid down. The Committee are not happy over the performance of the first three plans and as such they would like the Government to learn a lesson from their past experience in the execution of the earlier Plans and to proceed with great care, proper planning and top speed to achieve the targets laid down in the Fourth Five Year Plan.
76	11.23	The Committee feel that a lot of work is required to be done to awaken the rural population of these islands and to infuse in them the idea Panchayat system and the benefits accruing as a result thereof to the whole village community. They hope that effective steps will be taken by Government to make the Panchayat system popular in the villages.
77	11.28	The Committee hope that with a view to obtain their advice and to ascertain their needs and to give the local inhabitants a feeling of involvement, as far as possible, the State Planning Committee should meet at least twice a year regularly in future.

## APPENDIX IV

(*vide*—Introduction)

*Analysis of recommendations/conclusions contained in the Report.*

### I. CLASSIFICATION OF RECOMMENDATIONS.

- A. Recommendations for improving the Organisation and Working : 2,5,6,7,9,11,12,15,39,53.
- B. Recommendations for effecting economy : 10,16,29.
- C. Miscellaneous Recommendations : 1,3,4,8,13,14,17,18,19,20,21,22,23,24,25,26,27,28,30,31,32,33,34,35,36,37,38,40,41,42,43,44,45,46,47,48,49,50,51,52,54,55,56,57,58,59,60,61,62,63,64,65,66,67,68,69,70,71,72,73,74,75,76,77.

### II. ANALYSIS OF THE RECOMMENDATIONS DIRECTED TOWARDS ECONOMY :

Sl. No.	Sl. No. as per Summary of Recommendations (Appendix III)	Particulars
1	2	3
1	10	The affairs of the Municipal Board, Port Blair should be managed efficiently and economically to bridge the Budget gap.
2	16	The Central Forestry Wing should chalk out an integrated plan for the systematic development of forests in these Islands. The timber extraction should also be organised in a business like manner so as to avoid waste and ensure economy, efficiency and fair return.
3	29	A repair workshop may be opened in a suitable central place in the Islands to undertake minor repairs of mechanised boats etc. to save time and money in sending them to workshops in the mainland.

**LIST OF AUTHORISED AGENTS FOR THE SALE OF LOK SABHA  
SECRETARIAT PUBLICATIONS**

Sl. No.	Name of Agent	Agency No.	Sl. No.	Name of Agent	Agency No.
	<b>ANDHRA PRADESH</b>		12.	Charles Lambert & Company, 101, Mahatma Gandhi Road, Opposite Clock Tower, Fort, Bombay.	36
1.	Andhra University General Cooperative Stores Ltd., Waltair (Visakhapatnam)	8	94	The Current Book House, Maruti Lane, Raghu Nath Dadaji Street, Bombay-1.	60
2.	G.R. Lakshmi Pathy Chetty and Sons, General Merchants and News Agents, Newpet, Chandragiri, Chittor District.		13.		
	<b>ASSAM</b>		14.	Deccan Book Stall, Ferguson College Road, Poona-4.	65
3.	Western Book Depot, Pan Bazar, Gauhati.		7	15. M/s. Usha Book Depot, 585/A, Chira Bazar, Khan House, Girganum Road, Bombay-2 BR.	5
	<b>BIHAR</b>		37	<b>MYSORE</b>	
4.	Amar Kitab Ghar, Post Box 78 Diagonal Road, Jamshedpur.		16.	M/s. Peoples Book House, Opp. Jagannath Palace, Mysore-1.	16
	<b>GUJARAT</b>			<b>RAJASTHAN</b>	
5.	Vijay Stores, Station Road, Anand.		35		
6.	The New Order Book Company, Ellis Bridge, Ahmedabad-6.		69	17. Information Centre, Government of Rajasthan, Tripolia, Jaipur City.	38
	<b>HARYANA</b>			<b>UTTAR PRADESH</b>	
7.	M/s. Parbhu Book Service, Nai Subzimandi, Gurgaon, (Haryana).		14	18. Swastik Industrial Works, 59, Holi Street, Meerut City.	2
	<b>MADHYA PRADESH</b>		19.	Law Book Company, Sardar Patel Marg, Allahabad-1.	48
8.	Modern Book House, Shiv Vilas Palace, Indore City.		13	<b>WEST BENGAL</b>	
	<b>MAHARASHTRA</b>		20.	Granthaloka, 5/1, Ambica Mookherjee Road, Belgharia, 24 Parganas.	10
9.	M/s. Sunderdas Gianchand, 601, Girgaum Road, Near Princess Street, Bombay-2,		6	21. W. Newman & Company Ltd., 3, Old Court House Street, Calcutta.	44
10.	The International Book House (Private) Limited, 9, Aash Lane, Mahatma Gandhi Road, Bombay-1.		22	22. Firma L.L. Mukhopadhyay, 6/1A, Bandchharam Akrur Lane, Calcutta-12.	82
11.	The International Book Service, Deccan Gymkhana, Poona-4.		26	23. M/s. Mukherji Book House, 8B, Duff Lane, Calcutta-6.	

Sl. No.	Name of Agent	Agency No.	Sl. No.	Name of Agent	Agency No.
<b>DELHI</b>					
24.	Jain Book Agency, Connaught Place, New Delhi.	11	33.	Oxford Book & Stationery Company, Scindia House, Connaught Place, New Delhi—1.	68
25.	Sat Narain & Sons, 3141, Mohd. Ali Bazar, Mori Gate, Delhi.	3	34.	People's Publishing House, Rani Jhansi Road, New Delhi.	76
26.	Atma Ram & Sons, Kashmere Gate, Delhi-6.	9	35.	The United Book Agency, 48, Amrit Kaur Market, Pahar Ganj, New Delhi.	88
27.	J. M. Jaina & Brothers, Mori Gate, Delhi.	11	36.	Hind Book House, 82, Janpath, New Delhi.	95
28.	The Central News Agency, 23/90, Connaught Place, New Delhi.	15	37.	Bookwell, 4, Sant Naran-kari Colony, Kingsway Camp, Delhi-9.	96
29.	The English Book Store, 7-L, Connaught Circus, New Delhi.	20	<b>MANIPUR</b>		
30.	Lakshmi Book Store, 42, Municipal Market, Janpath, New Delhi.	23	38.	Shri N. Chaoba Singh, News Agent, Ramlal Paul High School Annexe, Imphal.	77
<b>AGENTS IN FOREIGN COUNTRIES</b>					
31.	Bahree Brothers, 188 Lajpatrai Market, Delhi-6.	27	39.	The Secretary, Establishment Department, The High Commission of India, India House, Aldwych, LONDON, W.C.—2.	59
32.	Jayana Book Depot, Chapparwala Kuan, Karol Bagh, New Delhi.	66			

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