

# ESTIMATES COMMITTEE (1974-75)

(FIFTH LOK SABHA)

## SEVENTY-THIRD REPORT

MINISTRY OF EDUCATION AND  
SOCIAL WELFARE

[Action taken by Government on the Recommendations contained in the Fifty-second Report of the Estimates Committee (Fifth Lok Sabha) on the Archeological Survey of India



LOK SABHA SECRETARIAT  
NEW DELHI

April, 1975/Chaitra, 1897 (Saka)

Price : Rs. 1.35

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15. Shrimati Bhargavi Thankappan

## INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee, present this Report of the Estimates Committee on Action Taken by Government on the recommendations contained in the Fifty-second Report of the Estimates Committee (Fifth Lok Sabha) on the Ministry of Education and Social Welfare—Archaeological Survey of India.

2. The Fifty-second Report was presented to the Lok Sabha on the 16th April, 1974. Government furnished their replies indicating the action taken on the recommendations contained in this Report on 22.11.1974. The replies were examined by the Study Group 'E' of the Estimates Committee at their sitting held on the 26th March, 1975. The Draft Report was adopted by the Committee on the 31st March, 1975.

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

I. Report

II. Recommendations that have been accepted by Government.

III. Recommendations which the Committee do not desire to pursue in view of Government's reply.

IV. Recommendations in respect of which replies of Government have not been accepted by the Committee.

V. Recommendations in respect of which final replies of Government are still awaited.

4. An analysis of the action taken by Government on the recommendations contained in the Fifty-second Report of the Estimates Committee (Fifth Lok Sabha) is given in Appendix. It would be observed therefrom that out of 76 recommendations made in the Report 62 recommendations, i.e. 81.6 per cent have been accepted by Government and the Committee do not desire to pursue 10 recom-

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mendations, i.e., 13.2 per cent in view of Government's reply. The replies of Government to 2 recommendations, i.e., 2:6 per cent have not been accepted by the Committee. Final replies of Government in respect of 2 recommendations, i.e., 2:6 per cent are still awaited.

NEW DELHI;

April 23, 1975.

Vaisakha 3, 1897 (S).

R. K. SINHA,

*Chairman,*

*Estimates Committee.*

## CHAPTER I

### REPORT

#### *Meetings of Central Advisory Board of Archaeology Recommendation (S. No. 73, Para No. 10.28)*

In paragraph 10.28 of their Report (Fifth Lok Sabha) on the Archaeological Survey of India (hereinafter referred to as original report), the Estimates Committee had noted that the Central Advisory Board of Archaeology which was required to meet ordinarily once in two years, had met only once during the period from 1970 to 1973. Since the Central Advisory Board is an important body not only for promoting closer contacts between the Archaeological Survey, the State Archaeological Departments, the Universities and other institutions in the field, but also for advising the Government on matters relating to development of Archaeology in the country, the Committee recommended that its meetings should be held at least once a year so that the Board could keep a watch on the various developments relating to Archaeological matters in the country and provide the necessary advice and guidance.

2. In their reply furnished to the Estimates Committee, the Ministry of Education and Social Welfare have stated that "the Government has now decided that the Board shall meet at intervals of not less than two years."

3. The Committee are surprised to note the decision of the Government that the Central Advisory Board of Archaeology shall meet at intervals of not less than two years as the Board was already required to meet ordinarily once in two years. In view of the importance attached to the functions performed by the Board, the Committee would reiterate their recommendation and urge that the meetings of the Board should be held more frequently, i.e. at least once a year.

#### *Revision of the conservation Manual and Archaeological Works Code Recommendation (S. No. 76, Para No. 10.43)*

4. In paragraph 10.43 of their Original Report, the Estimates Committee were constrained to note that the work regarding the revision of Conservation Manual and Archaeological Works Code which was taken up by the Survey as far back as 1965-66 had not been completed even after a lapse of about 8 years. Since the Conservation Manual and the Works Code provided guidelines to the officers and staff of Archaeological Survey in their work, the

Committee had urged that determined efforts should be made to revise both the Manual and the Code within a specified period by keeping a continuous watch on the progress made in this behalf.

5. In their reply, furnished to the Estimates Committee, the Ministry of Education and Social Welfare have stated that a revised draft of the Archaeological Works Code is now ready. Finalization, however, would depend on further consultation with parallel organisations like Central Public Works Department, etc. Due to the limited engineering staff in the Survey, the revision of the Conservation Manual has not so far been taken up. After the additional staff asked for in the Fifth Five Year Plan is sanctioned, the work would be taken up.

6. The Committee regret the delay in finalizing the Archaeological Works Code which was taken up by the Archaeological Survey as far back as 1965-66. They would stress that the Works Code should be finalised expeditiously. The Committee are further concerned to note that the work relating to the revision of the Conservation Manual has not even been taken up so far by the Survey. As this Manual is an important and useful guide to the staff, the Committee would reiterate their early recommendation and urge the Government to expedite the revision of the Manual without further loss of time.

#### *Implementation of Committee's Recommendations*

7. The Committee would like to emphasise that they attach the greatest importance to the implementation of their recommendations accepted by Government. They would, therefore, like the Government to keep a close watch so as to ensure expeditious implementation of the recommendations accepted by them. In cases where it is not possible to implement the recommendations in letter and spirit for any reason, the matter should be reported to the Committee in time with reasons for non-implementation.

2. The Committee also desire that further information where called for in respect of the recommendations included in Chapters II, III and V may be intimated to the Committee expeditiously.

## CHAPTER II

### RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

#### **Recommendation (Sl. No. 1 Para 2.21)**

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

#### **Reply of Government**

Of the fifteen Fourth Five Year Plan Schemes, as many as ten are being carried forward to the Fifth Plan period, Preparation of Survey Plan of Monuments, Copying of Ajanta Paintings, Geochronological Studies, and Additional Excavations Branch having been included as normal activities of the Survey under Non-Plan Budget and Preparation of Archaeological Atlas, been deferred for the time being. Keeping in view the necessity of time bound programmes, some of the schemes have also been modified; in particular, the scope of the Scheme the Survey of Antiquities (Village to Village Survey) has been enlarged to include Universities so that the work could be accelerated and the targets achieved. A Committee consisting of the representatives of the Universities and the Survey as already drawn up a programmes of work which will be taken up after the clearance from the Ministry of Finance is received.

#### **Comments of the Committee**

The final decision taken by Government for implementation of the programmes suggested by the committee of representatives of the Universities and the survey may be intimated to the Committee.

#### **Recommendation (Sl. No. 2. Para 2.23)**

The Committee further note that during the 4th Five Year Plan, an initial allocation of Rs. 88 lakhs was made by the Archaeological Survey for implementing the various schemes. This allocation was:

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

#### **Recommendation (Sl. No. 3, Para 2.23)**

The Committee are not convinced with the argument advanced by the Ministry of Education and Social Welfare that the shortfall in expenditure was due to the fact that most of the schemes were cleared by the Ministry of Finance in 1971-72 or 1972-73, as this may be due to the fact that the detailed schemes were not prepared in advance and were not got cleared from the Ministry of Finance in time. The Committee are constrained to observe that there appears to have been lack of proper coordination between the two Ministries i.e., the Ministry of Education and Social Welfare and the Ministry of Finance. The Committee feel that such matters should be sorted out at the highest level for expeditious disposal and clearance, if necessary, and should not be allowed to drag on indefinitely.

#### **Reply of Government**

We have already explained the reasons for the low expenditure (pages 8, 9, 10 of the Report) in respect of Fourth Plan Schemes. It will be appreciated that some of them were beyond our control, viz. the late clearance of the Schemes by the Ministry of Finance. It will be seen that we on our part, had submitted the Schemes to the Ministry of Finance well in time. The Survey, on its part had made every endeavour to give full justification for its projects. As advised by the Committee, for the Fifth Plan Schemes we would sort out the problems at the highest level for expeditious disposal.

#### **Recommendation (Sl. No. 5, Para 2.25)**

The Committee note that during the 5th Plan period, an outlay of Rs. 980 lakhs has been proposed by the Archaeological Survey for

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

### **Reply of Government**

The Schemes included under the Fifth Five year Plan have already been cleared by the Planning Commission, but still await clearance by the Ministry of Finance. As soon as the clearance from the latter Ministry is obtained, the Survey would gear up its machinery to achieve the objectives. As regards the Twelve-fold increase in the total outlay the Fifth Five Year Plan, as compared to that of the Fourth Plan, it may be stated that under the former two new Schemes, namely Preservation of Cultural Heritage of India including Security Arrangements and Development of Monuments including Improvement to their Environments, with an outlay respectively, of Rs. 500 and 75 lakhs have been included. This accounts for more than 58 per cent of the total outlay of the Fourth Five Year Plan to ensure effective implementation of the Schemes. An Implementation Machinery with an outlay of Rs. 100 lakhs has also been included. It may be appreciated that one of the factors for the shortfall in the expenditure of the Fourth Plan was the absence of an Implementation Machinery. In fact there is no Planning Cell in the Survey to formulate the proposals to watch the implementation.

### **Comments of the Committee**

The decision of the Ministry of Finance regarding clearance of the Schemes may be intimated to the Committee.

### **Recommendation (Sl. No. 7, Para 3.19)**

The Committee have been informed by knowledgeable persons that in the exploration and excavation activities of the Survey,

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

### **Reply of Government**

While it may be true that during the last three decades, emphasis has been laid on pre-historic and proto-historic sites, it must be admitted that this work has the merit of giving us a cultural sequence in most of the regions of India and many gaps have been narrowed, if not filled. A vertical time table is now available for each region. However, in the coordinated plan of twenty-five National Projects due consideration has been given to the desirability of carrying out archaeological excavations on historical sites. Out of the twenty-five Projects, as many as six belong to the Historical period and four to the Medieval. For explorations, however, the methodology is different, namely to explore a particular area fully, which would mean covering up sites of all periods, falling within that area.

### **Recommendation (Sl. No. 8, Para 3.20)**

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

### **Reply of Government**

As these National Projects have to be undertaken in collaboration with other agencies—Universities and State Governments—the plan of operation has to be worked out in consultation with them. The Universities on their part are formulating their proposals for collaboration and are submitting these to the University Grants Commission for necessary grants, especially to meet additional staff requirements. The Survey, however, would give grants for field-work and publication. However, it is already planned that in each year, we shall undertake work on sites both of the historic and the proto-historic periods.

#### **Recommendation (Sl. No. 9, Para 3.21)**

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

### **Reply of Government**

The Archaeological of the Ramayana Sites, as one of the National Projects has to be undertaken jointly by the Archaeological Survey of India and the Jiwaji University of Gwalior. Steps are being taken to start the work this field-season. The Scheme has been cleared by the Planning Commission and still awaits the clearance by the Ministry of Finance. As regards declaring the monument of Raja Dashrath near Ayodhya to be of national importance, steps have already been taken to examine the case.

### **Comments of the Committee**

The decision of the Government regarding exploration and excavation at Ayodhya and Ujjain regions and declaring the monument of Raja Dashrath as a National Monument may be intimated to the Committee.

### **Recommendation (Sl. No. 10, Para 3.22)**

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

### **Reply of Government**

The Archaeology Review Committee, set up by the Government in 1965, had already laid down quite clearly what should be the contents of an excavation-report. The Survey is fully in agreement with those views. The matter was also broadly discussed at the recent (8th November, 1974) meeting of the Central Advisory Board of Archaeology, and it was decided that the factual report should be published at the earliest. The recommendations of the Archaeology Review Committee are indicated below:

'And here it is necessary to lay down quite clearly what is meant by an *excavation-report* in the present context. What is wanted is an accurate statement of the facts of the excavation: the plan of a site, its stratigraphy, the relationship of buildings and objects to the culture or cultures, a brief definition of these cultures in the light of present knowledge, a precise account of the work done. What is not wanted is a theoretical disquisition on the possible inter-relationships and conjectural historical (or pre-historical) significance of this feature or that. Theory can wait; fact cannot wait, and on the other hand is liable to become obscured by the lapse of time after discovery. Prompt and factual reporting is of the essence of competent excavation. This, rule must be relentlessly imposed in all future work.'

This recommendation has already been brought to the notice of all the excavating agencies. As far as possible, the excavations in progress will also be visited by the Officers of the Archaeological

Survey of India, so that the standard of the work is sustained. The Survey has, no direct control over the preparation of excavation-reports, save in a marginal way. The Standing Committee of the Central Advisory Board of Archaeology, while considering proposals for excavation/exploration from the various excavating agencies, including the Universities, State Departments of Archaeology, does note the stage of the preparation of the previous excavation reports. However, the advice of the Committee will be kept in mind for our guidance.

**Recommendation (Sl. Nos. 11 & 12, Para No. 3.23, 3.24, 3.25 & 3.26)**

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

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

The "Rescue" insists that all major local authorities should be held responsible for commissioning Archaeological Survey of their towns and regions under new legislation which would ensure: (i) statutory protection for key sites specified in the Surveys; (ii) consideration of the archaeological potential of any proposed development before planning permission is granted; (iii) access for archaeologists to all building sites with historic deposits; and (iv) time for excavation when required.

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

### **Reply of Government**

It is admitted that under modern town development schemes and other irrigation projects, many archaeological sites are likely to be submerged. For their proper protection and for conducting salvage operations to recover whatever could be saved from such a site, a separate Wing is called Salvage Archaeology has been included in the Fifth Five Year Plan, under Scheme III—Research and Training, including Cultural Exchange. This Wing, besides exploring the potentialities of the area within the shortest possible time, would also conduct rescue operations at the sites. The Planning Commission while clearing the Scheme has, however, advised us to defer this project to the next financial year. It is hoped that with the setting up of this Wing we may be able to document some of the sites which are threatened by development plans.

Meanwhile, as advised, relevant material on the working of the 'Rescue' organizations in U.K. and other countries is being collected to examine the measures, statutory or otherwise, necessary in our country to safeguard and preserve the great archaeological treasures.

### **Comments of the Committee**

The progress made in the collection of relevant information from U.K. and other countries and the measures taken to safeguard and

preserve the archaeological treasures in the country may be intimated to the Committee at an early date.

**Recommendation (Sl. No. 15, Para No. 3.44)**

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

**Reply of Government**

The Recommendations have been communicated to the Department of Culture. The Survey is in full agreement with setting up a Wing for archaeological work in South East Asia.

**Comments of the Committee**

The final decision taken by the Government for setting up a Wing for archaeological work in South East Asia, may be intimated to the Committee.

**Recommendation (Sl. No. 16, Para No. 3.45)**

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

**Reply of Government**

The nature of the field-work proposed in a country would depend upon the terms of Agreement drawn by the two countries. We shall, however, be prepared for a collaborated work. Our work, will, no doubt, prove useful for establishing the inter-relationships of cultures between the countries concerned.

**Recommendation (Sr. No. 17, Para No. 3.46)**

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

**Reply of Government**

The feasibility of obtaining financial and other assistance from UNESCO for the mutual exchange of archaeological expeditions will be explored. This again would depend in the first instance upon the drawing up of separate Agreements with the countries concerned.

**Recommendation (Sl. No. 18. Para No. 3.47)**

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

**Reply of Government**

The University Grants Commission has already been addressed in the matter. It has decided to hold a seminar on the possibility of (i) introducing West Asian Archaeology in the curricula of some of the Universities and (ii) building up an expertise in this branch of archaeology. The Seminar is to be organized by the Deccan College, Post-Graduate and Research Institute, Pune, some time in April, 1975.

### **Comments of the Committee**

The decision taken by Government in consultation with the U.G.C. in the matter may be intimated to the Committee.

#### **Recommendation (Sl. No. 19, Para No. 4.6)**

The Committee are concerned at the poor progress made in the project of preparation of survey plans of Centrally protected monuments and sites which was taken up as early as Second Five Year Plan period. It is disquieting to note that out of 3,500 monuments of national importance, only 525 plans had been completed in all respects by 1971-72 and about 500 new plans are expected to be prepared during the remaining 4th Plan period. The slow progress is stated to be due to the non-availability of State Government officials for joint inspections. The Committee are not convinced by these reasons as they feel that with concerted efforts and follow-up action it should have been possible to obtain greater cooperation from the State Governments and make rapid progress in this regard. Considering the progress made so far, the Committee are not sure whether the remaining work would be completed within the next five years as indicated by the representatives of the Ministry during evidence. The Committee consider that preparation of the survey plans of these monuments is urgently called for as in the absence of these plans there is every likelihood of encroachments on the areas round these monuments and sites. The Committee would therefore urge that effective steps should be taken by Government to ensure that this work is completed at least by the end of 5th Five Year Plan period, as envisaged now by them.

#### **Reply of Government**

This Scheme, as already stated above, (*vide* reply to Serial No. (i), has been included as a normal activity of the Survey under Non-Plan Budget. However, effective steps are being taken to ensure progress of this Scheme. Some posts of Surveyors which are lying vacant are being filled, so that the speed of the work is maintained. We are also writing to the State Governments in the matter so as to enlist the help of the District revenue authorities.

#### **Recommendation (Sl. No. 20, Para No. 4.14)**

The Committee regret to note that although Government realise that the survey of Antiquities Project is expected to shed light on the rich cultural past of the country, the progress of work on this

project which was taken up in the Second Plan period, he has been very unsatisfactory. Out of over 5 lakh villages in the country, only 67,060 villages were surveyed during a period of about 16 years, upto March 1972. This clearly indicates that serious attention was not paid to this project. The Committee feel that this project is of natural importance. They urge that Government should take expeditious decision on the draft plan for All-India survey of Antiquarian Remains Project and implement the same in a phased manner with the cooperation of State Governments and selected Universities. Priorities may be laid down, keeping in view the fact that areas which are expected to yield tangible results are taken up first. The Committee would like to stress that the Ministry should formulate a perspective plan to complete this survey by a specified date. A review of the progress made in the completion of this project should be made periodically in order to effect improvements in the execution of this scheme. The Committee would like to emphasise that this important task can be done only by enlisting cooperation of the local people and by associating elders of the areas concerned whose knowledge of the past, handed over to them from generation to generation, might prove of significant help.

#### **Reply of Government**

As has been stated above in reply to Sl. No. 6, the scope of the project is being extended to the Universities and the State Departments of Archaeology. The matter was also considered by the Central Advisory Board of Archaeology at its recent meeting held at New Delhi and it was decided that as soon as necessary funds are made available, after clearance of the Scheme by the Ministry of Finance, the plan, as drafted by the Committee for the All India Survey of Antiquarian Remains Project, will be given effect to.

#### **Comments of the Committee**

The final decision taken by the Government in the matter may be intimated to the Committee.

#### **Recommendation (Sl. No. 21, Para No. 4.15)**

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

#### **Reply of Government**

*Indian Archaeology — A Review*, an annual publication of the Survey, does contain a chapter of Explorations and Excavations

carried out during the relevant year. These are listed district-wise. All important and significant explorations already find a mention in this Chapter. However, as advised by the Committee, progress of the project will be mentioned separately.

**Recommendation (Sl. No. 22, Para No. 4.21)**

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

**Reply of Government**

A detailed programme of work is being drawn out. As far as north India is concerned, at the moment Gupta temples are under study. Therefore, temple architecture of the different regions will be taken up. In pursuance of the recommendations of the Archaeology Review Committee, steps have also been taken under the Fifth Five Year Plan to initiate a Building Survey for documenting selected domestic architecture typical of its environments. Assistance of the Universities and other research institute wherever they are equipped to carry out this work would also be sought.

**Comments of the Committee**

The progress of the "detailed programme of work" and the estimated time during which the "Temple Survey Project" is likely to be completed, may be intimated to the Committee.

**Recommendation (Sl. No. 23, Para No. 4.22)**

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

as soon as the studies are completed and to publish the same as early as possible.

### **Reply of Government**

As far as Temple Survey of South India is concerned, we have already published a monograph on the Pallava Temple. Monographs on (i) Kerala Temple (ii) Cave-Temple of the Deccan, complete in each respect, have already been received by us for editing and making them press-ready. As for north India, the monograph on Khajuraho is almost press-ready and is being given a final revision by the author. The pre-Gupta Temples are still under study and the monograph is under preparation.

### **Comments of the Committee**

The Committee urge that the monographs should be prepared within a specified time limit from the date of completion of the survey.

### **Recommendation (Sl. No. 24, Para No. 5.9)**

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

### **Reply of Government**

Under the Fifth Five Year Plan, a new Scheme—Preservation of Cultural Heritage of India, including Security Arrangements—has been included. Under this Scheme, it is proposed to carry out special repairs to about 150 selected monuments for which an outlay of Rs. 500 lakhs has been proposed. This amount will be in addition to the normal budget allotments of the Survey under this sub-head. Hitherto, the main difficulty in the way of proper maintenance and upkeep of monuments had been the inadequacy of funds and properly trained staff. In the proposed Scheme, the necessary staff has

been included and it is hoped that, after the staff component proposed by us is approved, it will be possible for us to execute repairs to larger number of monuments. Detailed plans of such monuments, which need attention, are already under preparation.

**Recommendation (Sl. No. 25, Para No. 5.10)**

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

**Reply of Government**

The Scheme—Preservation of Cultural Heritage of India, including Security Arrangements—has already been cleared by the Planning Commission. So far only a few posts have been sanctioned; the remaining posts are still under scrutiny of the Ministry of Finance.

We have already decided to introduce conservation training, including refresher courses, within the functions of the School of Archaeology for the benefit of the conservation staff. For this purpose, additional staff in the engineering cadre has accordingly been included in our demands.

**Recommendation (Sl. No. 26, Para No. 5.11)**

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

**Reply of Government**

The Survey would make all possible efforts to rise up to the expectation, in case the staff and the funds proposed in the Fifth Five Year Plan are sanctioned. It may be appreciated that during 1973-74, the Survey's output of special repairs was increased more than double-fold.

**Recommendation (Sl. No. 27, Para No. 5.16)**

The Committee note that the archaeological monuments are classified as of national importance on the basis of their archaeologi-

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

#### **Reply of Government**

The question of deprotecting some monuments has also been under discussion by the Central Advisory Board of Archaeology. During its meeting held at Mysore in January 1973, the Chairman of the Board decided that no monument should be deprotected unless the whole question of its history, architectural importance, etc., is examined by an expert committee consisting of historians and archaeologists. In principle, no monument will be deprotected without the approval of the State Government to take it on its list. The decision arrived at by the Board is being followed.

#### **Recommendation (Sl. No. 28, Para No. 5:17)**

The Committee feel that the preservation of the ancient monuments whether in the jurisdiction of the Central Government or State Government is of utmost importance. They would, therefore, urge that the Archaeological Survey should maintain close coordination with the State Departments of Archaeology in the matter of

preservation of monuments within their jurisdiction and should render them all help and advice so as to ensure that they are properly maintained. Periodical meetings may also be held with the State Directorates of Archaeology to keep them informed of the latest developments in the techniques of preservation.

#### **Reply of Government**

The State Directors of Archaeology are *ex-officio* Members of the Central Board of Archaeology where matters of archaeological interest and other related policies are discussed. Besides, the Survey has always been rendering technical assistance and advice to the State Governments whenever called upon by the latter.

#### **Recommendation (Sl. No. 29, Para No. 5.23) ..**

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

#### **Reply of Government**

The Circle Officers are being addressed to furnish a detailed list of such monuments falling within their jurisdiction. It may be recalled that recently the Jagannatha Temple at Puri has been declared as a monument of national importance. In the case of Badrinath Temple, the Director-General, Archaeological Survey of India, after inspection of the temple, had submitted a report to the Government of Uttar Pradesh for its *proper* conservation.

#### **Recommendation (Sl. No. 30, Para No. 30)**

The Committee regret to note that the technical staff available with the Archaeological Survey for chemical treatment of monuments is inadequate. They are surprised that in spite of the recommendations made by the Archaeological Review Committee in 1965 to augment and reorganise the Chemistry Branch to shoulder its

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

### **Reply of Government**

Science Laboratory has been included as one of the projects under the Scheme—Research and Training—proposed for the Fifth Five Year Plan. The Laboratory proposed under this Scheme is on the lines recommended by the Archaeology Review Committee (1965). However, in view of the recent developments in technological and scientific aids, some modifications may have to be made when the Scheme and the staff included therein are sanctioned. The Scheme, however, will be implemented in a phased manner.

In the present organizational set up of the Chemistry Branch, there are already two zones (located at Dehra Dun and Hyderabad) and four regional offices, (located at Dehra Dun, Bhubaneshwar, Madras and Aurangabad) which met the requirements of the Circles falling within their region. The necessity of locating units for chemical treatment in each Circle will be judged by the amount of the work existing in that Circle, and appropriate action will be taken accordingly.

### **Recommendation (Sl. No. 31, Para No. 5.31)**

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

### **Reply of Government**

The Survey would be willing to render technical assistance and guidance to the State Departments of Archaeology when a request is received in this matter. At the moment, however, we are handicapped by the inadequacy of staff. As soon as additional staff asked by us in the Plan proposals is sanctioned, we should be glad to discharge such duties.

#### **Recommendation (Sl. No. 32, Para No. 5.37)**

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

### **Reply of Government**

A meeting of this Expert Committee was held in June 1974. After reviewing the results of the experiments conducted with various chemicals and solvents in regard to cleaning and preservation, certain measures have now been recommended. The Committee also suggested that some tests and analysis should be carried out at the National Chemical Laboratory, Poona. No final decision has been taken by the Expert Committee about air-conditioning the Caves as it wanted more data about temperature and humidity. A site laboratory has been established where regular routine tests are carried out. Measures for fixing of bulged plaster, filleting of painted plaster and cleaning are in progress.

### **Comments of the Committee**

The final decision taken by the Government in the matter may be intimated to the Committee.

**Recommendation (Sl. No. 33, Para Nos. 5.44 and 5.45)**

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

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

**Reply of Government**

The painting-bearing surface is estimated to be around 7,500 sq. ft., of which over 2,600 sq. ft. had already been completed up to the end of March this year. The process involves tracing the paintings, transferring the tracing on the canvas and putting colours as per the original murals. According to expert opinion, the optimum annual turnout expected of an artist through all these stages works out to 36 sq. ft. Since there are only four artists employed on this project, the up-to-date progress of the work cannot be considered to be unsatisfactory. It has now been decided that priority should be given to the more important paintings. Unimportant fragmentary paintings will hereafter be covered by photo-documentation. Colour photography of most of the painted surface had already been

completed in 1956, but the process may have to be repeated, for, with the passage of time, the colours in the earlier transparencies are liable to fade. Effective steps have been taken to watch the progress of the work.

### **Comments of the Committee**

The specific steps taken by the Government to complete the work expeditiously and to watch the progress thereof may be intimated to the Committee.

### **Recommendation (Sl. No. 34, Para No. 5.48)**

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

### **Reply of Government**

The project called Building Survey has already been included under Scheme III—Research and Training—proposed for the Fifth Five Year Plan. After the project is cleared by the Ministry of Finance, steps will be taken to commence the work; cooperation of the State Departments of Archaeology and Universities, if they are willing, will be taken.

### **Recommendation (Sl. No. 36, Para No. 5.68)**

The final decision taken by the Government in the matter may be intimated to the Committee.

### **Recommendation (Sl. No. 36, Para. No. 5.68)**

The Committee note that the Rules under the Antiquities and Art Treasures Act, 1972 have been gazetted and published in September, 1973. While the Committee deprecate the delay in the framing of the Rules, they would urge that now that the rules have been published, Government should take concrete steps to organise effective

implementation machinery both at the Centre and the States at the earliest so that theft of antiques and sculptures from the monuments and their smuggling from the country is effectively checked. In fact the Committee would have liked Government to be ready with detailed plan of action so that it could be implemented in the field as soon as the legislation was added to the statute book.

### **Reply of Government**

The up to date position in respect of the implementation machinery for the Antiquities and Art Treasures Act, 1972, and Rules made thereunder is as follows:

The two main factors in regard to the implementation of the Act consist of (i) registration of antiquities and (ii) licensing of dealers. The staff for the licensing of the dealers, which has to be done by the Archaeological Survey of India, is already in position, but the staff for registration of antiquities, which is to be carried out by the State Governments/Union Territories, has not so far been put into position by all the State Governments and Union Territories. Up-till now only Andhra Pradesh, Bihar, Uttar Pradesh, Tamil Nadu, Kerala, Goa, Manipur, Arunachal Pradesh and West Bengal have put the registration machinery into position. Maharashtra has only partially put the machinery into position. The remaining States have not set up the registration machinery into position. For effective implementation of this Act it is absolutely necessary that the registration machinery is set up in all the States so that the objectives of the Act are achieved in full.

### **Comments of the Committee**

The matter may be pursued with the remaining States and the difficulties, if any, in setting up the said registration machinery by them may be intimated to the Committee.

### **Recommendation (Sl. No. 37, Para No. 5.69)**

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

in the implementation of this scheme is yet another instance of the lack of proper planning and implementation on the part of Survey to execute even important schemes. The Committee would urge the Survey to take up this work in right earnest so as to make adequate arrangements for the safe custody of loose sculptures and antiquities etc.

#### **Reply of Government**

The construction of sculpture-sheds/galleries has been included under Scheme VII—Setting up of Archaeological Museums and Sculpture Galleries including Reorganization of Galleries in existing Museums—of the Fifth Five Year Plan. During the Fourth Plan period 17 sculpture sheds were constructed and during the Fifth Plan period 22 are proposed. Unfortunately, however, there is at present a ban on the construction of new buildings with the result that no construction of sculpture galleries is permitted by the Ministry of Finance. However, in view of the necessity of urgent measures of security for the protection of loose sculptures we are taking up the matter again with the Ministry of Finance. The construction-schedule would depend upon the availability of the building material.

#### **Recommendation (Sl. No. 38, Para No. 5.70)**

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

#### **Reply of Government**

The advice of the Committee has been noted for guidance. The Circle Officers are being instructed accordingly.

#### **Recommendation (Sl. No. 39, Para No. 5.71)**

The Committee understand that an Officer on Special Duty was appointed by the Survey in September 1973 to go into the whole question of security of archaeological monuments and museums and that he would complete his report by March, 1974.

The Committee need hardly stress that effective action in implementation of the recommendations for ensuring that sculptures are neither pilfered nor smuggled away, is taken.

### **Reply of Government**

The Officer on Special Duty has already submitted his report, which is under examination. Meanwhile, proposals for the creation of some security staff have already been included in Scheme No. I—Preservation of Cultural Heritage of India, including Security Arrangements. Effective action in the implementation of such recommendations as are approved by the Government will be taken.

#### **Recommendation (Sl. No. 40, Para No. 6.12)**

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

### **Reply of Government**

Suitable instructions on these lines are being issued to the Chief Epigraphist, Archaeological Survey of India, Mysore.

#### **Recommendation (Sl. No. 41, Para No. 6.13)**

The Committee note that many inscriptions which are being deciphered by the Epigraphic Branches of the Survey, are not published in full but only a brief mention is made in the *Epigraphia Indica*. They note that eminent scholars in the field are also entrusted with the editing of the volumes in the series called *Corpus Inscriptionum Indicarum*. As the old inscriptions are the back-bone of our country's ancient history and bridge the gaps in our knowledge, the Committee consider that effective steps should be taken by Government, to suitably publicise the inscriptions discovered or unearthed so that the information contained therein is available to the scholars and research workers quickly.

### **Reply of Government**

The Survey is already seized with this situation, which was also discussed by the Central Advisory Board of Archaeology at its

recent meeting held in New Delhi (8th November 1974). The Board decided that the Standing Committee should review the position regarding the publication of un-edited inscriptions and also examine as to how far the universities can cooperate in this effort. The Committee is authorized to coopt other experts including historians.

### Comments of the Committee

The final decision taken in the matter may be intimated to the Committee.

#### Recommendation (Sl. No. 43, Para No. 7.8, 7.9 & 7.10)

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

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

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

### **Reply of Government**

During the Fourth Plan period, an amount of Rs. 4.56 lakhs was spent on the Scheme—Documentation of Sculptures. As already explained, the reasons for the shortfall in expenditure were largely the absence of the proper staff and non-availability of the photographic material. However, the required staff has now been recruited and it is hoped that the Scheme will now make a satisfactory progress. The proposed outlay of Rs. 40 lakhs for the Fifth Five Year Plan does not cover this project alone. In fact, the Scheme provided in the Fifth Plan includes documentation of monuments, sites, sculptures, photo-negatives and drawings, for which the total outlay of Rs. 40 lakhs has been provided.

### **Recommendation (Sl. No. 44, Para. No. 7.11)**

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

### **Reply of Government**

The Survey is already seized of the requirements of trained staff. The documentation of sculptures is being entrusted to experienced Technical/Senior Technical Assistants. Since the posts of Senior Technical Assistants are filled by 100 per cent promotion, the expertise built as a Technical Assistant is retained in the Survey. The Scheme proposed under the Fifth Five Year Plan also envisages the preparation of card catalogues of photographs and of drawing plans, etc.

### **Recommendation (Sr. No. 45, Para No. 7.17)**

The Committee note that though the project of "Preparation of Archaeological Atlas" was initiated by the Survey in the year 1958, it was actually commenced in 1961 i.e., three years after it was initiated. It is distressing to note that this project which was continued till 1970-71, has been discontinued after about 13 years and in-

curring an expenditure of Rs. 7.5 lakhs, including an expenditure of Rs. 1.23 lakhs, during 1969-70 and 1970-71. It is thus evident that this scheme was not properly planned in the very beginning. It is all the more surprising that even though the Archaeological Review Committee had, in 1965, adversely commented on the implementation of this Scheme and had characterised it as 'basically unscientific' and 'inadequately worked out' project, it was continued till 1970-71. It was at least expected that a critical review of this project was undertaken and corrective measures taken in 1965 itself if the Scheme was to be continued. It is regrettable that this was not done and this scheme was included in the Fourth Plan Schemes and continued till 1971. The Committee would like Government to learn a lesson from these past mistakes and to ensure that a critical examination of all the Schemes is undertaken before they are included in the Plan schemes so as to avoid infructuous expenditure of this nature in future.

#### **Reply of Government**

The advice of the Committee is noted.

#### **Recommendation (Sr. No. 46, Para 7.29)**

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

#### **Reply of Government**

The construction of staff quarters at Lothal has been under the consideration of the Survey since 1971 and an estimate for the same was prepared as early as May, 1972. However, due to the ban on the construction of new buildings, the W. & E. Division of the Ministry of Finance does not give a clearance for this construction. They have stated that 'there is hardly any urgency in the proposal which could certainly wait till better times.' We propose to take up the

matter, pointing out the urgency of the construction, namely the provision of quarters for the security staff of the museums. The Government of Gujarat has meanwhile agreed to give some accommodation for the museum staff in the Rest House built by them on this site. Efforts are being made to open the museum at the earliest.

### **Comments of the Committee**

The date of the opening of the Museum may be intimated to the Committee.

### **Recommendation (Sr. No. 47, Para No. 7.30)**

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

### **Reply of Government**

Action will be taken accordingly.

### **Recommendation (Sr. No. 48, Para 7.31)**

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

### **Reply of Government**

The advice of the Committee has been noted for communication to the State Governments.

### **Recommendation (Sr. No. 39, Para No. 7.32)**

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

### **Reply of Government**

An exhibition of Excavated Antiquities was organized recently on the occasion of twenty-fourth meeting of the Central Advisory Board of Archaeology at Purana Qila, New Delhi, on the 9th November, 1974. Such an exhibition could only be organized after the field-season when the excavating agencies can bring their material for display. However, efforts will be made to hold exhibitions more frequently.

#### **Recommendation (Sl. No. 51, Para No. 7.34)**

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

### **Reply of Government**

The advice of the Committee has been noted for our guidance. The museum-buildings along with the staff quarters proposed under the Scheme for the fifth Plan Period are:

1. Kalibangan
2. Ratnagiri
3. Rupar
4. Vikramshila
5. Kodamballur.

#### **Recommendation (Sl. No. 53, Para No. 8.23)**

Among other important reports which remain unpublished, are the excavation reports of the famous Nagarjunakonda Project and the excavation reports on Lothal. It is a matter of regret that the reports on both these projects which were excavated long ago, are yet to be printed. The Committee understand that the first part of the report on Nagarjunakonda Project is expected to be published

before June, 1974. Part-II of this report as well as both the parts of the report on Lothal, are stated to be under print. The Committee would urge the Survey to make determined efforts to get these reports published expeditiously so that they are available to the scholars and others without further delay.

### **Reply of Government**

The position in regard to the publication of reports on excavations at Nagarjunakonda and Lothal is as follows:

- (i) The third and final proof of Volume 1 of the Nagarjunakonda report is expected from the press within this month. The second Volume is being made press-ready.
- (ii) The first proofs of the Lothal report have already been seen by the author, the second and final proofs are still expected from the press. Arrangement for paper-requirements for the publication of these reports have already been made.

### **Comments of the Committee**

The dates by which the reports of these projects are likely to be published and reasons for delay thereof may be intimated to the Committee.

### **Recommendation (Sl. No. 54, Para No. 8.24)**

The Committee understand that one of the reasons for the accumulation of arrears in printing was the procedural delays in the office of the Chief Controller of Printing and Stationery. Now that the Survey has been allowed to get the printing done in private presses, the Committee hope that the backlog of arrears in printing will be cleared at the earliest and the printing of publications will be brought up-to-date by the Survey.

### **Reply of Government**

Every effort will be made to keep up to the expectation.

### **Recommendation (Sl. No. 55, Para No. 8.25)**

It is to be recognised that publication of the Survey are an essential instrument for the dissemination of knowledge about our cultural heritage not only in the country but abroad. No effort should therefore be spared to clear the printing arrears and bring

out the various publications in time. The Committee trust that the Publication Branch will now be suitably organised and equipped to fulfil the functions entrusted to it.

### **Reply of Government**

With a view to meeting the increasing demand of the Publications Branch, additional staff (editing, sales-promotion and design layout etc.) has already been included in our proposals for the Fifth Five Year Plan.

### **Comments of the Committee**

The progress made in clearing the printing arrears may be intimated to the Committee.

### **Recommendation (Sl. No. 56, Para No. 8.26)**

The Committee are glad to note that an outlay of Rs. 24 lakhs has been proposed for "publications" during the Fifth Plan period. The Committee trust that with the availability of adequate funds, the Survey would not only ensure the timely printing of its publications but would also bring about the much needed improvement in the quality and the get-up of its scientific publications which have a world-wide circulation.

### **Reply of Government**

The Survey would make all efforts in this direction.

### **Recommendation (Sl. No. 57, Para No. 8.27)**

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

### **Reply of Government**

In view of the fact that the scope of each publication is different, the practicability of the suggestion of the Archaeology Review Committee is under examination.

### **Comments of the Committee**

The final decision taken by the Government in the matter may be intimated to the Committee.

#### **Recommendation (Sl. No. 59, Para No. 8.36)**

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

#### **Reply of Government**

In view of the large number of books in the Library (over 70,000) stock-taking is not possible to be carried out every alternate year with the existing staff. The Central Archaeological Library is handicapped with the inadequacy of staff. The Archaeology Review Committee had also recommended additional staff for the proper functioning of the Library. The Director of the Central Secretariat Library had also recommended augmentation of the staff. We have already submitted proposals under the Fifth Five Year Plan for the additional staff as recommended by the Review Committee. After the proposals are approved, appropriate steps for a regular physical verification would be taken.

### **Comments of the Committee**

The progress made in the Stock verification of books in the library may be intimated to the Committee.

#### **Recommendation (Sl. No. 60, Para No. 8.37)**

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

#### **Reply of Government**

We have already made arrangements with M/s. Hudson and Company, New Delhi, since 1953 against damages caused by whiteants. This arrangement has proved to be quite effective and helpful. Nevertheless, as suggested by the Committee, the assistance of National Archives would be sought, when necessary.

**Recommendation (Sl. No. 61, Para No. 8.38)**

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

**Reply of Government**

The recommendation of the Committee has been noted for our guidance.

**Recommendation (Sl. No. 62, Para No. 8.39)**

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

**Reply of Government**

While purchasing books, the requirements of different disciplines are kept in view. Reviews of books, published in different journals and catalogues of publications of well-known Publishing Houses are consulted, so that the latest books on the subject are purchased.

**Recommendation (Sl. No. 63, Para No. 8.40)**

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

**Reply of Government**

Suitable steps are taken to provide more facilities to scholars in the library. As explained earlier, we are at present handicapped by the inadequacy of staff and space. Proposals have already been made in the Fifth Plan for the additional staff.

**Comments of the Committee**

The specific steps taken to provide more facilities to scholars in the library may be intimated to the Committee.

**Recommendation (Sl. No. 64, Para No. 9.12)**

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

**Reply of Government**

The preservation of natural setting and environments relates to the functions of the Central Ministries of Agriculture, Works & Housing, and Tourism, as also respective Departments in the States. The Central Ministry of Tourism had entrusted the drafting of the Model Bill to the Town and Country Planning Organization. This point was further discussed at the meeting of the Central Coordinating Committee, held in February 1974, where the Additional Chief Town Planner confirmed the view that model legislation is not necessary in view of the adequate legislative provisions in the Town Planning Acts of most of the States. Wherever such provisions do not exist, he will take care to issue necessary directives. Under these Acts, there are legal powers. The real problem, however, is that there is no effective enforcement agency. There should be some joint agency of Centre and State to keep a watch, to prevent encroachments and undesirable activities and to see that whatever comes up in the area around the monuments is in conformity with the setting of the monuments.

The question of setting up of such an agency is being pursued by the Town and Country Planning Organization, and they are also preparing a Model Bill to enable the States to adopt it or incorporate the necessary provisions thereof in their existing Acts relating to the natural setting of environments.

### Comments of the Committee

The final decision taken by Government in the matter of finalisation of the said "draft Bill" and setting up the said "enforcement agency" may be intimated to the Committee.

#### Recommendation (Sl. No. 65, Para No. 9.13)

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

#### Reply of Government

The matter was discussed in the last meeting of the Central Coordinating Committee, held in February 1974, wherein the Additional Chief Town Planner, Town & Country Planning Organization, assured that he would expedite the preparation of the master plans in respect of 16 Archaeological centres. He stated that the preparation of the plans is not so much a problem as their implementation, as the latter involves enforcement of norms and interference in the private rights of house-owners, potential factory-owners, etc. He felt the necessity for the closest cooperation by the State Governments. Further action lies with the Central Ministries of Tourism, and Works and Housing. In regard to Mahabalipuram, the State Government has already made a master plan for the development of the area around the monuments, which we are examining in consultation with the Department of Tourism.

### Comments of the Committee

The final decision taken by the Government on the master plan for the development of Mahabalipuram area together with the progress made in the matter of preparation of master plans in respect of the said 16 Archaeological Centres, may be intimated to the Committee.

**Recommendation (Sl. No. 66, Para No. 9.14)**

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

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

**Reply of Government**

The matter is already under consideration of the Survey. In fact, some of the items have been discussed by the Central Coordinating Committee and action, as decided therein is underway. In respect of approach roads to the monuments, which is the primary concern of the State Governments, the Survey has been impressing the necessity on the State Governments concerned.

**Recommendation (Sl. No. 67, Para No. 9.22)**

The Committee note that while sixteen States have set up Departments of Archaeology, five States and all the Union Territories except Goa, have not yet done so. Since archaeological monuments and sites exist in all areas and regions of our ancient country and their maintenance and preservation is of utmost importance, the Committee consider that there is need to set up Departments of Archaeology in all States including Union Territories. They would therefore, like the Government to approach the States and Union Territories which have not yet set up the Departments of Archaeology, to have such departments so that the conservation and preservation of the monuments and ancient sites in their areas are

not neglected. The Committee have no doubt that the State Governments and Union Territories would respond favourably in this regard.

### **Reply of Government**

The newly formed States of Himachal, Manipur, Meghalaya, Nagaland and Tripura do not have at present separate Departments of Archaeology. The monuments and sites of national importance falling within the geographical limits of each are already the concern of the Survey. However, as suggested by the Committee, these Governments will be addressed to set up separate Departments of Archaeology at the earliest. Whatever assistance, technical or administrative, is needed by these Departments will be afforded by the Survey. In respect of Union Territories, the Governments of Arunachal Pradesh and Delhi have already shown interest to set up the Department. For the rest, action as proposed in respect of the States will be taken.

### **Recommendation (Sl. No. 68, Para No. 9.23)**

The Committee are glad to learn that most of the State Governments which have set up the Departments of Archaeology, have got their staff trained and that they are now competent to maintain and preserve the monuments under their charge. The Committee would like the Survey to extend all help and training facilities to the officers and staff of the State Governments|Union Territories which now set up their Departments of Archaeology so that they become proficient in the conservation and preservation of the monuments under their charge.

### **Reply of Government**

In the past, whenever requested, the Survey has been affording facilities of training to the staff of the State Departments of Archaeology. We shall continue to discharge this duty in future as well.

### **Recommendation (Sl. No. 69, Para No. 9.24)**

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

### **Reply of Government**

The advice of the Committee has been noted. In normal course also, our Circle Superintending Archaeologists have frequent occa-

sions to meet their counterparts of the State Departments of Archaeology: Out of our 10 Circles, 6 are already located in the State—Capitals where the offices of the State Departments of Archaeology are located. Contact is, therefore, fairly frequent in those Circles. In case of other Circles contacts are made in Committee meetings or seminars etc. However, the advice of the Committee has been noted and instructions are being issued to the Circle Superintending Archaeologists to develop more frequent contacts with their counterparts

**Recommendation (Sl. No. 71, Para No. 9.37)**

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

**Reply of Government**

The suggestion of the Committee is noted for guidance. In the present planning, the time-schedule of the publication of the concerned report has been considered.

**Recommendation (Sl. No. 74, Para No. 10.35)**

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

within six months and to take concerted measures to implement them without further delay.

### **Reply of Government**

The Government has already decided to implement the recommendations of the Archaeology Review Committee with modifications wherever necessary. The specific recommendations in regard to the reorganization of the Survey have been incorporated in the proposals for the various schemes under the Fifth Five Year Plan.

## **CHAPTER III**

### **RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT'S REPLY**

#### **Recommendation (Sl. No. 4, Para No. 2.24)**

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

#### **Reply of Government**

The failure to utilize the allotted funds by the Survey has generally been due to the inadequacy of the staff. Unless the staff for the various projects was sanctioned, the allotments earmarked for these could not have been spent. In addition, there have been cuts by the Ministry of Finance. It will be seen that, after the staff for a particular project is sanctioned and recruited, the performance for that particular project has been normal (for example: Additional Excavations Branch, Vikramshila Project, etc.).

#### **Recommendation (Sl. No. 6, Para No. 3.18)**

The Committee regret to note that the number of explorations and excavations undertaken by the Survey during the Fourth Plan period have been declining from year to year. The number declined from 34 in 1969-70 to 26 in 1970-71 and to only 5 in 1971-72. The Committee are not satisfied with the reasons given by the Ministry that the Circle officers, in keeping with the recommendations of the Archaeological Review Committee, devoted themselves mainly to conservation work as the Review Committee made its recommendations as far back as 1965. Moreover, an additional Excavation Branch was also set up during the Fourth Plan period which in itself should have resulted in increased activities in this regard.

In a vast and ancient country like ours, which is full of cultural antiquities, a large number of ancient sites remains to be explored and excavated. As exploration and excavation of ancient sites, throughout the country, is one of the main functions of the Archaeological Survey, the Committee feel that exploration and excavation work should have been undertaken by the Survey on a large scale. Since a large number of sites still awaited exploration and excavation, the Committee cannot emphasise too strongly the need for accelerating the work of exploration and excavation by the Survey.

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

### **Reply of Government**

The Archaeology Review Committee, set up by the Government of India in 1965, had recommended that excavation and exploration activities should be removed from the functions of the Circle Superintending Archaeologists of the Survey, so that they might be able to concentrate their efforts more effectively on the preservation of monuments. Furthermore, the Committee had felt that in view of the heavy administrative responsibility of the Circle, the officers undertaking excavations were unable to devote adequate time for the preparation of excavation-reports, which led to the reports falling in arrears. It was further recommended by the Committee that in the Survey, excavation work may be undertaken by the Excavations Branches independent of the Circles, and had, accordingly, recommended separate staff for this work. Major excavations, therefore, are now being undertaken by the Excavation Branches of the Survey. So far as exploration is concerned, due to limited allocation under the Fourth Five Year Plan, the Survey found itself unable to carry out the large-scale programme of Village-to-village Survey of Antiquarian Remains. An Excavation Branch undertakes excavation at only one site in a year. Often, the work on a particular site is extended to more than three years, depending upon the

nature of the site and the problems at hand. Admittedly, this out-turn falls short of the requirements for a country of the size and cultural heritage of India. The Committee had, however, expressed the hope that the Universities should be able to develop their resources, so that they might participate more energetically in the programme of excavations and explorations. Keeping this in view, in the Fifth Five Year Plan it is proposed to undertake the Scheme of Village-to-Village Survey with the active co-operation of the Universities and the State Department of Archaeology.

The Task Force appointed by the Planning Commission to frame the Fifth Five Year Plan of the Survey was seized of this problem and had prepared a coordinated plan of 25 National Projects. These Projects, when completed, will fill in many a lacuna in the cultural history of India.

### **Comments of the Committee**

The specific steps taken or proposed to be taken by Government to undertake the excavation work on a large scale may be intimated to the Committee.

### **Recommendation (Sl. No. 13, Para No. 3.30)**

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

### **Reply of Government**

As explained by us earlier, no progress could be made in the first two years of the Fourth Five Year Plan, since the Scheme was not cleared by the Ministry of Finance until the third year of the plan period.

Archaeological excavations unfortunately cannot be speeded up, for considerable time is needed for the documentation of the evidence—photographic, drawing, etc. Moreover, the excavation proper has to be conducted under scientific principles of stratification, a process which is inherently time-consuming. A consistent progress is however, being maintained by this project.

### **Comments of the Committee**

The progress made in the excavations so far may be intimated to the Committee.

#### **Recommendation (Sl. No. 14, Para No. 3.43)**

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

### **Reply of Government**

For undertaking archaeological field work in Afghanistan excavation at Begram and exploration in the Farah region under the project—Expeditions Outside India—the Ministry of Finance have advised us to defer the work to the next year, largely due to financial constraints of foreign exchange. It is hoped, therefore, that the project will be commenced from the next financial year. Meanwhile, a reconnaissances survey of the site has already been done and rough estimates of the expenditure and the plan of work drawn out. As regards setting up similar Wings for work in Iran and Iraq, steps will be taken after commencing the work in Afghanistan. This would mean (i) selecting suitable and potential areas and (ii) drawing of separate Agreements for undertaking archaeological field-work in those countries.

**Recommendation (Sl. No. 42, Para No. 6.14)**

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

**Reply of Government**

The Recruitment Rules for the appointment of officers in the Epigraphy Branch of the Survey have recently been revised by the Ministry. They are now under examination by the Department of Personnel & Administrative Reforms. The qualifications of the various cadres in the Branch as proposed in the revised rules are as follows:

**"EPIGRAPHY"**

**Class I Gazetted:** The lines of promotion now are as follows:

**Chief Epigraphists** old Scale: Rs. 700-1250+S.P. 100/-

New Scale: Rs. 1300-1700

Post is filled 108 per cent by promotion of only Superintending Epigraphist:

**Superintending Epigraphist:**

Old Scale: Rs.. 700—1250

New Scale: Rs: 1100—1600

Posts for Sanskrit and Dravidian are filled 100 per cent by promotion of Deputy Superintending Epigraphist in the concerned subject, with 3 years service. In both cases, direct recruitment is possible only if no candidate is available for promotion. But for such direct recruitment, the minimum academic qualification should be a II Class Master's degree in the language concerned, with five years experience in deciphering inscriptions together with publication of books and articles in learned journals.

### *Superintending Epigraphist (Persian & Arabic)*

As the main work of the Chief Epigraphist is to edit the publication of inscriptions etc., the post has to be filled by promotion only from Superintending Epigraphists (Sanskrit etc.). It may however be laid down that if the Superintending Epigraphist (Persian and Arabic) is senior to the Superintending Epigraphist (Sanskrit and Dravidian) and is considered otherwise moritorious by D.P.C., he should be personally designated as Chief Epigraphist (P&A) and placed in that scale.

### *Deputy Superintending Epigraphist:*

Old Scale : Rs. 450—900

New Scale : Rs. 700—1300

In keeping with my recommendation regarding the General Cadre, I would recommend that:

33<sup>1</sup> per cent posts should be filled by promotion through selection of Class II Gazetted Officers with at least 3 years continuous service in Class II Gazetted, and

66<sup>2</sup> per cent posts including posts of Deputy Superintending Epigraphist (Persian and Arabic) should be filled by Direct Recruitment of person with the following qualifications:

#### *Essentials*

- (1) II Division Master's Degree in Sanskrit, Pali or Prakrit; Tamil, Telugu, Kannada or Malayam, Persian or Arabic.
- (2) Diploma in Archaeology from the Archaeological Survey of India.

or

Two years experience in deciphering ancient or medieval inscriptions and/or manuscripts as a Research Scholar or while in service.

#### *Desirable:*

Knowledge of Ancient and/or Medieval Indian History upto Bachelor's level.

**Recommendation (Sr. No. 50, Para No. 7.83)**

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

**Reply of Government**

The procedure laid down for the construction of new buildings is that the Budget for such buildings has to be provided by the Department concerned, while the Central Public Works Department is the executing agency. In keeping with this procedure, we had provided the necessary Budget in the Fourth Plan and likewise are proposing it in the Fifth Plan. The C.P.W.D. has to frame the estimates and also to execute the work after obtaining administrative approval and expenditure sanction from the Ministry concerned.

**Comments of the Committee**

The progress made in obtaining sanction and starting construction of the building may be intimated to the Committee.

**Recommendation (Sl. No. 52, Para No. 8.21)**

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

tor of Publications, though sanctioned, remains unfiled. This, again, indicates lack of planning in the implementation of important schemes by the Survey. The Committee are unable to understand why, such a sorry state of affairs has been allowed to prevail in the Archaeological Survey for so long.

### Reply of Government

The up to date position of the publications of the Survey is as follows:—

Ancient India No. 22, *Indian Archaeology* 1965-66 and 1970-71, *Epigraphia Indica* Vol. XXXVIII, Pt. 4, have been published; New editions of the guide-books to Ajanta and Sanchi have been reprinted. Picture post-card sets of the following sites were reprinted. Konarak, Set A. Cingee, Thanjavur, Sringari Warangal, Hanamkonda and Palampet, Helebid and Somnathapur.

*Indian Archaeology* 1971-72 has already been sent to press while the issues for the years 1972-73 and 1966-67 are being made press-ready. Ancient India No. 23 and next double number are also being taken up for editing. The guide to Old Goa, Kanchipuram, Martand, Avantipura and Pandrathan Corpus Indicarum. Vol. VI, Inscriptions of the Silaharas, by Prof. V. V. Mirashi and the *Corpus Inscriptionum*, Inscriptions of the Paramaras by Dr. H. V. Trivedi are being made Press-ready.

The following publications are in different stages of printing, guide-books to Sanchi, Rajgir (both in Hindi) Delhi and its neighbourhood, Khajuraho and Mandu, *South Indian Inscriptions*, Vols. XVIII, XXI and XXII, and *Annual Report on Indian Epigraphy* for the year 1973-74. Besides, the following publications are already in press:

- (1) *Annual Report on Indian Epigraphy* (Years 1967-68, 1968-69, 1969-70, 1970-71 and 1971-72).
- (2) *Epigraphia Indica* Vol. XXVIII, Parts 5, 6 and 7
- (3) *South Indian Inscriptions* (Vol. XVIII, Vol. XXII, 1906, and Vol. XXII, 1907).
- (4) *Epigraphia Indica, Arabic and Persian Supplement* for 1970 and 1971.

### Comments of the Committee

Government may please furnish the following information to the Committee at an early date:—

- (i) The position of publication of excavation Reports;
- (ii) the volume of arrears in the printing of other publications of the survey; and
- (iii) whether the post of Director of Publications has since been filled up.

### Recommendation (Sr. No. 58, Para No. 8.35)

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

### Reply of Government

The actual number of books lost at the time of the last stock-taking was only 191. Later search, however, resulted in the recovery of 16 books. The number of missing books, therefore, stands at 175. Most of these are departmental publications which are given to the Library free of cost. Some of the other books were only booklets, received from the Publications Division, free of cost. The number of such books would be around 100. This would mean that only about 90 books are missing or misplaced, which may perhaps be due to the changes in the classification numbers of the books.

### Recommendation (Sr. No. 70, Para No. 9.36)

The Committee note that the Survey has given grants-in-aid to the various universities for carrying out explorations and excavations. They are distressed to learn that the reports of excavations and explorations undertaken by the universities during the last ten years are still under preparation. The Committee have already emphasised the need for prompt and factual preparation of exploration and excavation reports as the delay in publishing these reports loses the significance of excavations and detracts from their utility for scholars and researchers. It is surprising that grants-in-aid

have been given to some of the universities year after year, without insisting on the submission of reports of excavation and exploration done by them in respect of the earlier grants-in-aid. The Committee would urge the Survey to impress upon the universities concerned to expedite the submission of the reports which are in arrears.

### **Reply of Government**

Grants-in-aid are given to the universities to meet only excavation charges. The universities have to submit a properly audited Utilization Certificate in respect of this amount. The Utilization Certificate of the amounts given to the universities in the past has been received by us in each case. In fact, under the present procedure, no further grant can be given in the absence of a Utilization Certificate. The grant-in-aid is not, thus, related to the publication of the reports. However, the concern of the Committee regarding the publication of the reports of the excavations conducted by the universities has been noted. The matter also came in for discussion in the recent meeting of the Central Advisory Board of Archaeology held at New Delhi on the 8th November, 1974, wherein it was decided that every effort should be made to publish the factual report at the earliest.

### **Comments of the Committee**

The specific steps taken to ensure that excavation Reports are submitted by universities and the difficulty, if any, in linking the submission of such Reports with Grants-in-aid, may be intimated to the Committee.

### **Recommendation (Sr. No. 75, Para No. 9.36)**

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

### Reply of Government

The allocation of ten seats in the School of Archaeology is as follows:

- (i) 3 from the Survey's staff
- (ii) 3 from the State Departments of Archaeology, and
- (iii) 4 from open market,

possessing:

**"ESSENTIAL:** II Division Master's degree with papers on Ancient and/or Medieval Indian History or in Archaeology or Geology with knowledge of Pleistocene geology or Anthropology with Stone Age Archaeology.

**DESIRABLE:** Knowledge of Sanskrit, Pali, Prakrit, Persian or Arabic upto Bachelor's level.

Qualifications are relaxable in the case of candidates who already in an archaeological service or have done recognized archaeological research or field work, but in no case shall a non-graduate be admitted."

In addition, some time we have also one or two candidates from other countries like Nepal, Afghanistan, Burma, Ceylon and Thailand. For a specialized course this number is quite sufficient for the utilization of the present capacity of the School. The expansion of the activities of the School is already under our consideration and we plan to introduce refresher courses for the benefit of the employees.

### Comments of the Committee

The steps taken to fully utilise the capacity of the school of Archaeology and the final decision taken by the Government to introduce the said "refresher courses" may be intimated to the Committee.

## CHAPTER IV

### RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

#### **Recommendation (Sr. No. 73, Para No. 10.28)**

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

#### **Reply of Government**

The Government has now decided that the Board shall meet at intervals of not less than two years.

#### **Recommendation (Sl. No. 76, Para No. 10.43)**

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

**Reply of Government**

A revised draft of the Archaeological Works Code is now ready. Finalization, however, would depend on further consultation with parallel organizations like Central Public Works Department, etc. Due to the limited engineering staff in the Survey, the revision of the Conservation Manual has not so far been taken up. After the additional staff asked for in the Fifth Five Year Plan is sanctioned, this work will be taken up.

## CHAPTER V

### RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF GOVERNMENT ARE STILL AWAITED

#### **Recommendation (Sl. No. 35, Para No. 5.51)**

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

#### **Reply of Government**

As this proposal envisages to include monuments which are less than 100 years old and as such cannot be covered by the Ancient Monuments and Archaeological Sites and Remains Act, 1958, the Survey has no function to play in it. The proposal is dealt by the Department of Culture.

#### **Recommendation (Sr. No. 72, Para No. 10.23)**

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

taking decision and finalisation of recruitment rules, is effecting the efficiency and work of the Survey adversely. The Committee urge that effective measures should be taken by Government to implement the decision regarding reorganisation of the Survey and to fill the posts of administrative officers expeditiously.

### **Reply of Government**

The Scheme for the reorganisation of the Survey, as included in the Fourth Five Year Plan, was not approved by the Government. It was decided that the recommendations of the Archaeology Review Committee (1965) should be implemented. Necessary provisions have, therefore, been made in the various Fifth Five Year Plan Schemes to implement the recommendations of the Archaeology Review Committee in regard to the reorganization of the Survey.

As regards the filling up of the four posts of Administrative Officers, the matter is unfortunately still under examination by the Government. The earlier sanction of the posts had lapsed and is required to be renewed.

NEW DELHI;  
April 23, 1975  
Vaisakha 3, 1897 (S)

R. K. SINHA,  
Chairman,  
Estimates Committee.

## APPENDIX

(Vide Introduction)

*Analysis of the action taken by Government on the recommendations contained in  
Fifty-second Report of the Estimate Committee (Fifth Lok Sabha)*

<b>I.</b> Total number of Recommendations	76
<b>II.</b> Recommendations which have been accepted by Government (vide recommendations at S. Nos. 1, 2, 3, 5, 7, 8, 9, 10, 11, 12, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 36, 37, 38, 39, 40, 41, 43, 44, 45, 46, 47, 48, 49, 51, 53, 54, 55, 56, 57, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 71 and 74	
Number	62
Percentage to total	81.6
<b>III.</b> Recommendations which the Committee do not desire to pursue in view of Governments' reply (vide recommendations at S. Nos. 4, 6, 13, 14, 42, 50, 52, 58, 70 and 75	
Number	10
Percentage to total	13.2
<b>IV.</b> Recommendations in respect of which replies have not been accepted by the Committee (vide recommendations at Sl. Nos. 73 and 76	
Number	2
Percentage to total	2.6
<b>V.</b> Recommendations in respect of which final replies of Government are still awaited (vide recommendations at Sl. Nos. 35 and 72	
Number	2
Percentage to total	2.6