

**PUBLIC ACCOUNTS COMMITTEE
(1974-75)**

(FIFTH LOK SABHA)

HUNDRED AND FORTY-NINTH REPORT

BANGLA DESH REFUGEES

[Paragraph 35 of the Report of the Comptroller and Auditor General of India for the year 1972-73, Union Government (Civil), relating to the Ministry of Supply and Rehabilitation.]



**LOK SABHA SECRETARIAT
NEW DELHI**

April, 1975/Vaisakha, 1897 (S)

Price : Rs. 3.50

**LIST OF AUTHORISED AGENTS FOR THE SALE OF LOK SABHA
SECRETARIAT PUBLICATIONS**

Sl. No.	Name of Agent	Sl. No.	Name of Agent
ANDHRA PRADESH		MAHARASHTRA	
1.	Andhra University General Cooperative Stores Ltd., Waltair (Visakhapatnam).	10.	M/s. Sunderdas Gianchand, 601, Girgaum Road, New Princess Street, Bombay-2.
2.	G. R. Lakshmiapaty Chetty and Sons, General Merchants and News Agents, Newpet, Chandragiri, Chittoor District.	11.	The International Book House, (Private) Limited, 6, Ash Lane, Mahatma Gandhi Road, Bombay-1.
ASSAM		12.	The International Book Service, Deccan Gymkhana, Poona-4.
3.	Western Book Depot, Pan Bazar, Gauhati.	13.	Charles Lambert & Company, 10, Mahatma Gandhi Road, Opposite Clock Tower, Fort, Bombay.
BIHAR		14.	The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-1.
4.	Amar Kitab Ghar, Post Box 78, Diagonal Road, Jarasheedpur.	15.	Deccan Book Stall, Fergusson College Road, Poona-4.
5.	M/s. Crown Book Depot, Upper Bazar, Ranchi.	16.	M. & J. Services, Publishers Representatives, Accounts & Law Book Sellers, Bahri Road, Bombay-15.
GUJARAT		MYSORE	
6.	Vijay Stores, Station Road, Anand.	17.	People Book House, Opp. Jaganmohan Palace, Mysore.
7.	The New Order Book Company, Ellis Bridge, Ahmedabad-6.	RAJASTHAN	
HARYANA		18.	Information Centre, Government of Rajasthan, Tripolia, Jaipur City.
8.	M/s. Prabhu Book Service, Nal Subzi Mandi, Gurgaon.	19.	M/s. Usha Book Depot, 585/A, Chitra Bazar, Tripolia, Jaipur.
MADHYA PRADESH		UTTAR PRADESH	
9.	Modern Book House, Shiv Vilas Palace, Indore City.	20.	Law Book Company, Jardar Patel Marg, Allahabad-1.

**CORRIGENDA TO 149TH REPORT OF PAC (1974-75) PRESENTED
TO LOK SABHA ON 23RD APRIL, 1975.**

<u>Page</u>	<u>Para</u>	<u>Line</u>	<u>For</u>	<u>Read</u>
7	1.18	7 from bottom	lier	lien
10	1.21	3	stated	started
29	1.74	7	if	is
29	1.74	7	will	will not
33	1.86	13	periodical	publications
47	1.126	4 from bottom	actino	action
47	1.126	4 from bottom	wsa	was
49	1.129	7 from bottom	state	stated
47	1.148	last line	on	of
1	1.157	4	fromed	formed
'	1.177	7	Gamanbani	Gangarbani

*Not printed. (One cyclostyled copy laid on the Table of the House and five copies placed in the Parliament Library).

CONTENTS

	PAGE
COMPOSITION OF THE PUBLIC ACCOUNTS COMMITTEE (1974-75)	(iii)
INTRODUCTION	(v)
REPORT]	I

APPENDICES

I. D. O. letter No. 7(17)/74-FA & BD dated the 10th January, 1975 from Shri H. S. Butalia, Joint Secretary, Department of Rehabilitation, addressed to Shri G. N. Pathak, Accountant General, C W & M, New Delhi.	103
II. Note by Food Corporation of India on Accounting Procedure	105
III. Letter No. SC-239 dated the 28th October, 1972 from Dr. B. K. Bhattacharya, Refugee Rehabilitation Commissioner & Secretary, R. R. & R. Department, Calcutta, to the Director, Central Bureau of Investigation, New Delhi	114
IV. Note on the Consignment of Blankets	116
V. Names and Addresses of Voluntary Organisations who received assistance in cash and kind	120
VI. Accounts rendered by Voluntary Organisations	137
VII. Summary of the main conclusions/recommendations of the Committee	139

PART II*

Minutes of the Sitzings of the Committee held on

27-11-1974 (F. N.)

16-12-1974 (A. N.)

*Not printed. (One cyclostyled copy laid on the Table of the House and five copies placed in the Parliament Library).

**COMPOSITION OF THE PUBLIC ACCOUNTS COMMITTEE
(1974-75)**

CHAIRMAN

Shri Jyotirmoy Bosu

MEMBERS

2. Shri S. C. Besra
3. Shri C. D. Gautam
4. Shri Pampan Gowda
5. Shri Jagannathrao Joshi
6. Shrimati Parvathi Krishnan
7. Shri Y. S. Mahajan
8. Shri Bibhuti Mishra
9. Shri Paripoornanand Painuli
10. Shri Narain Chand Parashar
11. Shri H. M. Patel
12. Shri P. Anthony Reddi
13. Shri Shibban Lal Saksena
14. Shri Biswanarayan Shastri
15. Shri Sunder Lal
16. Shrimati Pratibha Singh
17. Shri G. R. Patil
18. Shri V. B. Raju
19. Shri Mohammed Usman Arif
20. Shri T. N. Singh
21. Shri Sasankasekhar Sanyal
22. Shri A. K. A. Abdul Samad

SECRETARIAT

Shri B. K. Mukherjee—Chief Legislative Committee Officer.
Shri N. Sunder Rajan—Senior Financial Committee Officer.

INTRODUCTION

1. The Chairman of the Public Accounts Committee as authorised by the Committee do present on their behalf this Hundred and Forty-Ninth Report of the Committee (Fifth Lok Sabha) on paragraph 35 relating to Bangla Desh Refugees included in the Report of the Comptroller and Auditor General of India for the year 1972-73—Union Government (Civil).

2. The Report of the Comptroller and Auditor General of India for the year 1972-73—Union Government (Civil) was laid on the Table of the House on 30.4.1974. The Committee examined the paragraph relating to Bangla Desh Refugees included in the Report of Comptroller and Auditor General of India for the year 1972-73 on 27th November and 17th December, 1974. Written information in regard to this paragraph was also obtained from the Ministry of Supply and Rehabilitation (Department of Rehabilitation).

3. The Committee considered and finalised this report at their sitting held on 22nd April, 1975. Minutes* of the sittings of the Committee form Part II of the Report.

4. A statement showing the summary of the main conclusions, recommendations of the Committee is appended to the Report (Appendix VII). For facility of reference these have been printed in thick type in the body of the Report.

5. The Committee place on record their appreciation of the assistance rendered to them in the examination of the paragraph by the Comptroller and Auditor General of India.

6. The Committee would also like to express their thanks to the Secretary and officers of the Department of Rehabilitation for the cooperation extended by them in giving information to the Committee.

NEW DELHI:

April 23, 1975

Vaisakha 3, 1897 (S)

JYOTIRMOY BOSU,

Chairman,

Public Accounts Committee.

*Not printed (One cyclostyled copy laid on the Table of the House and five copies placed in Parliament Library).

REPORT

AUDIT PARAGRAPH

MINISTRY OF LABOUR AND REHABILITATION

(Department of Rehabilitation)

1.1. 35. Bangladesh refugees—Influx of refugees from erstwhile East Bengal started in the last week of March 1971 in the wake of repressive measures of Pakistan Government. In all 08.99 lakh refugees entered India in about 8 months, i.e., on an average about 12 lakhs per month. The rate of influx reached the peak in May 1971 when it was more than one lakh per day. Of these refugees 72.36 lakhs (73.1 per cent) were accommodated in West Bengal, 13.82 lakhs (14 per cent) in Tripura, 6.68 lakhs (6.7 per cent) in Meghalaya, 3.47 lakhs (3.5 per cent) in Assam and the rest in Madhya Pradesh (2.19 lakhs), Bihar (0.37 lakh) and Uttar Pradesh (0.10 lakh). Some refugees were transferred from one State to another at later stage.

1.2. Seventeen camps run by the Central Government (West Bengal 6, Tripura 3, Assam 3, Bihar 1, Madhya Pradesh 3 and Uttar Pradesh 1) and 808 camps run by State Governments (West Bengal 486, Tripura 273, Meghalaya 17, Assam 25 and Bihar 7) were set up to accommodate the refugees. Of the 98.99 lakhs refugees 31.02 lakhs stayed outside the camps with relatives and friends and were not given assistance. The remaining 67.97 lakhs who were given assistance remained in Central and State camps as shown below:—

	Total influx	Central	State	Total in camps	percen- tage (living in camps)	Average number in each camp Central State (in lakhs)
(in lakhs)						
West Bengal	72.36	2.11	46.39	48.50	67	0.35 0.09
Tripura	13.82	0.73	7.61	8.34	60	0.24 0.03
Meghalaya	6.68	..	5.91	6.91	88	.. 0.35
Assam	3.47	0.27	2.29	2.56	74	0.09 0.09
Bihar	0.37	0.28	0.09	0.37	100	0.28 0.01
Madhya Pradesh	2.19	2.19	..	2.19	100	0.73 ..
Uttar Pradesh	0.10	0.10	..	0.10	100	0.10 ..
TOTAL	98.99	5.68	62.29	67.97	69	.. ..

Note: Number of refugees, camps, population in Central and State camps etc. have been taken from statistics published by Central Government. Some refugees were transferred from one state to another and State to Central camps within a State. The number of refugees in a State or in its camps at a point of time may, therefore, vary from the figures given above.

1.3. Commandants of Central camps were mostly Army officers of the rank of Lt. Colonels/Majors. The commandants of State camps in West Bengal were officers of the West Bengal Civil (including Junior) Service or Army officers of the rank of Captain or above. The camp commandants (for State camps) in Tripura were in the grade of Rs. 275—350, in Assam in the grades of Rs. 225—600, Rs. 300—800 and Rs. 550—1100 and in Meghalaya in the grades of Rs. 225—600 and Rs. 1000—1300. In running the camps each commandant of Central camps was assisted by 8 to 39 class III staff and one or two class IV staff. Each State camp had 6 to 7 class III staff and one or two class IV staff. In addition, there were medical and welfare personnel to look after the refugees. In certain State camps volunteers (one each for 500 refugees in camps) were also appointed on daily wage basis for distribution of doles in cash and kind.

1.4. With the change at Dacca on 16th December, 1971, the refugees started returning to Bangladesh. Repatriation was completed in March 1972.

1.5. The entire expenditure on relief of refugees was borne by Central Government. Foreign aid was also received, as detailed below, in cash and kind :—

	Cash	Kind
	(rupees in crores)	
United Nations	39.01	37.36
Foreign Governments and voluntary agencies	3.09	48.40
TOTAL	42.10	*85.76

1.6. According to the United Nations Agencies, total aid in kind consigned through United Nations system was Rs. 38.94 crores, of which materials worth Rs. 37.36 crores only were received by Government of India.

*According to Government this amount is Rs. 85.52 crores. The discrepancy is mainly in respect of value of medicines (Rs. 20 lakhs) supplied by World Health Organisation and certain food articles received from foreign donors. The details of Rs. 85.76 crores were intimated to Government in September 1973. The discrepancy is yet to be reconciled (February 1974).

As complete records from donors were not available in some cases, valuation of the articles had to be done on the basis of value of similar articles received, for which details were available. There was also no uniformity in recording the units of articles (bales, crates, rolls, packages etc.) and, as such, accurate determination of their value was not possible; valuation was done on the basis of averages derived from similar units.

as mentioned above. The balance represents cost of shelter materials (Rs. 1.30 crores), food articles (Rs. 0.20 crore), medical supplies (Rs. 0.01 crore) and aluminium utensils (Rs. 0.01 crore) which were not received by Government of India. Similarly, out of aid in kind worth Rs. 49.02 crores consigned by other foreign Governments and voluntary agencies, materials worth Rs. 48.40 crores were received by Government of India, as mentioned above; the balance represents value of food articles (Rs. 0.59 crore) and blankets (Rs. 0.03 crore) not received by Government of India.

1.7. Sale proceeds of rape-seed, soyabean oil, sunflower oil, cotton and kerosene oil worth Rs. 17.57 crores were to be utilised for relief of the refugees. Other articles received were sugar, milk powder, vegetable oil, shelter materials, blankets, biscuits, vehicles, utensils etc.

1.8. The Government of India set up a Branch Secretariat of the Ministry of Rehabilitation in Calcutta in April 1971, headed by an Additional Secretary, for planning and co-ordinating relief work. Total expenditure (excluding value of aid materials) incurred directly by the Central Government up to March 1973 was Rs. 37.35* crores including the value of indigenous purchases for use in Central camps and also supply to the State Government for the refugees in State camps.

1.9. Assistance to Bangladesh—

Government of India also paid Rs. 18.58 crores to Bangladesh between January 1972 and March 1972. Besides, assistance of Rs. 20.38 crores was also given to Bangladesh in kind.

1.10. Assistance to States—

Apart from these Government of India also paid Rs. 152.07 crores as grants upto March 1973 to the States for expenditure on relief of refugees as detailed below:—

	Rupees (Crores)
West Bengal	110.57
Tripura	20.22
Meghalaya	14.00
Assam	7.14
Bihar	0.14

*Value of foreign aid in kind was taken as receipt of Government and the same amount was shown as expenditure in accounts. The amount of Rs. 37.35 crores does not include value of such aid material.

1.11. Out of Rs. 152.07 crores, Rs. 151.76 crores were paid in 1971-72 and the balance of Rs. 0.3 crore was paid in 1972-73 to Tripura (Rs. 0.10 crore) and Assam (Rs. 0.21 crore) which claimed to have spent more in 1971-72 than what they had received in that year. Rupees 40 crores were paid to West Bengal (36 per cent of the total grant paid to that State) in March 1972. Out of the total grant of Rs. 110.57 crores paid to West Bengal in 1971-72, only Rs. 83.07 crores appears to have been spent by it up to March 1973 (of these, detailed accounts for Rs. 6.32 crores were under scrutiny of the Relief and Rehabilitation Directorate of the State in October 1973). Thus, payment made to West Bengal in March 1972 was more than it actually needed. Had this amount not been paid, the excess to the extent of Rs. 27.50 crores (total excess Rs. 31.29 crores) in Grant No. 66 in 1971-72 would have been avoided. The unspent balance of Rs. 27.50 crores has not yet been refunded by West Bengal Government (October 1973).

1.12. These sums were drawn by the State Governments in lump sum in abstract bills (without details of expenditure) as detailed below:—

	Total cash drawals in 1971-72	Drawals in abstract Bills in 1971-72	Percentage	Detailed Bills rece- ived upto June 1973 for	Balance
	(rupees in crores)			(rupees in crores)	
Tripura . . .	12.95	8.37	64	6.56*	1.81
Meghalaya . . .	14.00	13.34	95	1.71	11.63
Assam . . .	7.40	4.00	55	1.37	2.72

1.13. It would be seen from the above that in Tripura, Meghalaya and Assam detailed bills with sub-vouchers in support of expenditure have not been furnished for large sums even after more than one year of repatriation of the refugees and closure of camps. Till the detailed bills are received it is not practicable for audit of comment on the actual use of the money drawn from the treasury.

1.14. West Bengal was not able to submit detailed bills in support of individual abstract bills. Instead, it furnished accounts against district-wise drawals. Against total expenditure of Rs. 83.07 crores, such district-wise accounts were rendered for Rs. 76.10 crores (October 1973). These accounts are not accompanied by vouchers sub-vouchers below Rs. 100 and also the muster rolls for

*Government of Tripura stated that by January 1974, detailed bills for Rs. 8.21 crores had been sent.

distribution of food rations and cash doles. Thus, the traditional requirement of Audit, based no doubt on considerations of full accounting, have not been met.

1.15. A test audit was undertaken of how the moneys were spent and the commodities utilised for relief of the refugees. Some of the more important results—preliminary to an extent—of the test audit are given in the following paragraphs. Reception, care and repatriation of the millions of refugees was an operation which, in magnitude and complexity, was unparalleled. The officers who handled that had to work under severe strain.

1.16. A. Food and other articles of rations.

(i) Quantum of ration/cash doles

Each adult staying in camps was given food ration and cash doles (for purchase of vegetables, salt, spices, fuel, hair oil, washing soap etc.) the two together not exceeding Rs. 1.10 per adult per day in Tripura, Assam and Meghalaya, and one rupee in West Bengal, Bihar, Uttar Pradesh and Madhya Pradesh; the limit for children between one year and eight years of age was 60 paise per day per head. Children below one year of age were to be given milk and baby food and 20 paise per head in cash.

(ii) Role of Food Corporation of India and State Trading Corporation.

Food Corporation of India was mainly responsible for receipt of food articles and their sale or supply to Central camps and State Governments. Up to the end of June 1973, Food Corporation of India had received commodities (rice, wheat, rape-seed, wheat soya blend, corn soya milk, sugar, milk powder, peas and pulses, vegetable oil etc.) worth Rs. 47.11 crores, of which rice was worth Rs. 36.97 crores. Till May 1973, Food Corporation of India had paid the Government of India Rs. 25 crores. Of the balance Rs. 22.11 crores, food articles worth Rs. 12.49 crores (including rice worth Rs. 7.73 crores) are stated to have been distributed by Food Corporation of India free of cost, but the issues are not supported by acknowledgement from consignees or despatch notes which were to be issued according to instructions issued by the Ministry of Finance in November 1971. Food Corporation of India has also neither rendered accounts for the balance food articles worth Rs. 9.62 crores nor paid the amount to Government of India. Besides, the difference between the cost of articles sold and the sale price is yet to be assessed and paid to Government of India by Food Corporation of India.

State Trading Corporation was responsible for handling and sale of soyabean oil, sunflower oil and rape-seed, sale proceeds of which were reported by the Corporation as Rs. 17.56 crores in February 1973. Subsequently, in July 1973 the sale proceeds were reported as Rs. 16.92 crores. Government of India stated (February 1974) that Rs. 16.05 crores had been received from State Trading Corporation.

State Trading Corporation also stated (February 1973) that it had handed over 8,004 tonnes of rape-seed worth about Rs. 0.96 crore to Food Corporation of India. The sale proceeds of the rape-seed have not been paid to Government of India either by State Trading Corporation or by Food Corporation of India (October 1973).

1.17. (iii) Local purchases.

(a) West Bengal.

In Bongaon sub-division contractors used to supply coal directly to the refuges. Muster rolls showing quantity supplied to each refugee and value thereof were prepared by camp commandants. Rupees 1.09 lakhs were paid in excess to the contractors who supplied coal to the refugees in Sabuipur and Chauberia camps as payment was made for more quantity (0.32 lakh quintals) than actually supplied (0.24 lakh quintals), and Rs. 0.14 lakh was paid twice for the same supply to the contractor who supplied coal to the refugees in Thakurnagar camp.

Foodgrains and vegetables worth Rs. 32.76 lakhs were not included in the stock account in Ranaghat. No records of their distribution were available. Wheat worth Rs. 2.55 lakhs shown to have been despatched up to January 1972 to two camps in Hanskhali by the District Relief Officer, Nadia, had not been received by these camps. No enquiry had been made in these cases (October 1973).

(b) Meghalaya

Mustard oil (8,836) literes worth Rs. 0.47 lakh purchased between May 1971 and January 1972 was not received in various camps in Garo Hills. Mustard oil and rice worth Rs. 1.15 lakhs purchased during the same period were not taken in the stock account of various camps in the same district.

(c) Tripura.

Between April 1971 and June 1971, Sub-divisional Officer, Udai-
pur purchased food articles worth Rs. 9 lakhs (including transporting cost) from about half a dozen suppliers who had never been

in the business of food articles earlier, after inviting quotations locally. Stock account showing receipt of the supplies and their distribution was not available. The matter is under investigation of Government (October 1973).

(d) Assam.

Between 13th September and 11th October, 1971 the Food Corporation of India supplied 459.30 quintals of rice (Rs. 00.51 lakh) and 450 quintals of wheat (Rs. 0.38 lakh) to Sherfanguri camp. Neither were these included in the stock account nor was there any record of distribution of this rice and wheat.

Of foodstuffs worth Rs. 6.10 lakhs (4,148 quintals rice, 1,323 quintals wheat, 275 quintals pulses and 3,500 litres rape-seed oil) supplied to Mancachar and Borkona camps in September 1971 and October 1971 by the Food Corporation of India stock accounts of receipt and distribution of 2,969 quintals rice and 87 quintals of pulses were only available. What happened to the balance 1,179 quintals rice, 188 quintals of pulses and the other food articles worth Rs. 3.10 lakhs was not known.

1.18. (IV) Distribution of rations/cash doles.

Some of the more important points noticed in distribution of rations/cash doles are mentioned below:—

(a) Central camps.

Muster rolls for Rs. 1.85 crores for distribution of foodstuff and other essential commodities to refugees in the Central camps were not available.

In Gamarbani camp Rs. 1.48 lakhs were paid between August 1971 and October 1971 to different suppliers for supply of vegetables etc. to refugees in lieu of cash doles. The camp did not maintain any stock account or muster rolls showing distribution of the articles to the refugees.

(b) West Bengal.

Rations/cash doles worth Rs. 3.49 lakhs were shown as distributed between April 1971 and December 1971 to persons whose names did not appear in the records of the camps in West Dinajpur (Rs. 1.28 lakhs) and Ranaghat (Rs. 2.21 lakhs).

(c) Tripura.

Rupees 1.09 lakhs were shown as disbursed as cash doles in Haflong camp (Rs. 0.78 lakh) on 16th January 1972, Madhupur (Rs. 0.20 lakh) on 27th December 1971 and Kamalpur (Rs. 0.11 lakh) between 9th to 13th January 1972. Government of Tripura has been investigating (January 1974) whether the refugees, to whom the amounts were shown as disbursed, were actually in the camps on the dates of disbursement of the cash doles.

(d) Meghalaya.

Mustard oil and pulses worth Rs. 5.12 lakhs were shown as issued between September 1971 and January 1972 to refugees in sibbari camp in Garo Hills in excess of the quantity admissible according to the prescribed scales.

Movement Officer of Meghalaya in Gauhati had despatched 3,188 bags of milk powder worth about Rs. 3.19 lakhs in June 1971 to the Deputy Commissioner, Tura. No records showing receipt and distribution of the milk powder were available.

1.19 (v) Losses, thefts etc.

West Bengal.

In the Salt Lake camp food articles worth Rs. 4.78 lakhs were reported to have been stolen between December 1971 and March 1972.

1.20B. Shelter.

According to instructions issued by Government of India, shelter of temporary nature with local and inexpensive materials were to be constructed for the refugees as they were not to remain in India for long. These shelters were to provide maximum of 25 sq. ft. of accommodation per head at a ceiling cost of Rs. 5 per sq. ft.

1.21 (a) Construction of shelters.

(i) Although shelters of improvised nature and austerity standard were to be constructed with local and inexpensive materials, several instances came to notice in test check in which costly materials like sal wood were used instead of cheaper wood, and corrugated iron sheets, tiles etc., instead of that or available tarpaulins,

plastic sheeting etc., were used for roofing as detailed below:—

	Extra cost (Rs. in lakhs)	Remarks
Central camps	17.15	Sal wood instead of per local wood was used.
	38.29	Roofs were made of tiles or thatch instead of using tarpaulins, tarfelts and plastic sheetings which were available.
West Bengal Jal pai guri	2.46	Sal wood instead of cheaper local wood was used.
	28.62	Polythene sheets available were not used. Instead tarpaulins and asbestos sheets were purchased and used.
	1.07	Partition walls were made of wood instead of 'tarja' (made of bamboo) which was used for uter walls.
	2.64	Sal wood instead of local wood was used and roof was made of asbestos sheets instead of thatch.
Purulia	6.42	Sal wood instead of local wood was used and roof was made of tiles instead of thatch or available tarpaulins.
Krishnanagar	27.85	Sal wood was used for structure and tiles for roof instead of local wood and thatch.
Howrah	1.87	Hardboards were purchased for walling instead of using locally available bamboo mattings.

(ii) Central camps.

For expeditious completion of works in Central camps by bringing materials from other places, the contractors were allowed 20 per cent above the schedule of rates. Although the contractors failed to complete the works within the stipulated periods, they were paid Rs. 12.04 lakhs on account of the higher rates. As mentioned earlier, according to the instructions issued by government of India, the shelters were to be constructed with local and inexpensive materials.

Besides, in certain Central camps although ordinary wood was actually used payment was made for better quality wood (mentioned in the agreement) at higher rates, the extra cost being Rs. 5.97

lakhs. Government intimated (February, 1974) that the case was being referred to the Vigilance Commission.

(iii) *Meghalaya:*

Construction of shelters for 30,000 refugees was stated between 19th October, 1971 and 9th November, 1971 and completed in November-December, 1971 in Mowasora camp in Khasi Hills at a cost of Rs. 22.04 lakhs (including cost of pit latrines). Only 2,178 refugees stayed in that camp for whom, strictly speaking shelters worth over about Rs. 1.66 lakhs should have been necessary. On this calculation shelters (including pit latrines) constructed at a cost of Rs. 20.38 lakhs became surplus to requirement.

Certain shelters etc., were constructed in Garo Hills at a cost of Rs. 0.67 lakh. Of Rs. 0.67 lakh spent in Garo Hills work for Rs. 0.32 lakh was started between January, 1972 and April, 1972 after Central Government had issued orders on 8th December, 1971 to suspend all works.

(iv) *Tripura:*

Orders for construction of 5,000 huts (each 60 feet long and 12 feet wide) with kitchens in North Tripura district at a cost of about Rs. 83 lakhs were issued in September, 1971 and October, 1971, for shifting there the refugees from South Tripura district. The records of construction of these huts were not available for audit as these had been seized for investigation by the Vigilance department of the State and the Central Bureau of Investigation.

(v) *West Bengal:*

Rupees 25.88 lakhs were spent more by Public Health Engineering divisions between June, 1971 and November, 1971 on construction of 4 seated and 8 seated dugwell latrines in the camps in Nadia and Behrampur instead of 10 seated trench latrines approved by Chief Engineer, Public Health Engineering department of the State.

1.22. (b) *Tents, tarpaulins, plastic sheetings etc.*

(i) Out of tents and tarpaulins worth Rs. 7.06 crores purchased by Government of India between May, 1971 and October, 1971 for Central and State camps, those worth Rs. 6.64 lakhs did not reach the consignees. Out of tents and tarpaulins worth Rs. 3.08 crores sent to Central Camps only those worth Rs. 0.98 crores (32 per cent) were used for shelters for refugees. Tents and tarpaulins worth Rs. 30.00 lakhs became unserviceable (February, 1972) in the Central camps as they remained in the open due to non-availability of storage space. The remaining tents and tarpaulins in the

Central camps were eventually given to Border Security Force, Defence department and Bangladesh Government.

Tents were hired in July, 1971 for accommodating refugees at Irdatganj pending construction of shelters. Even after completion of the shelters in October, 1971, the tents were retained for 6 months more for which Rs. 1.12 lakhs were paid as hire charges.

(ii) Relief and Rehabilitation Directorate of West Bengal purchased tents worth Rs. 68 lakhs in May/June, 1971. Complete records for this purchase were not available for audit as there were stated to be with the Central Bureau of Investigation because of allegation that tents supplied were of very poor quality. The matter was stated to be *sub judice* (October, 1973).

(iii) Deputy Commissioner, Shillong, purchased 424 tarpaulins worth Rs. 1.26 lakhs in March, 1972 after the refugees had been repatriated.

Further, 1,685 tarpaulins ordered by him in May, 1971 at a cost of Rs. 4.92 lakhs had been lying at Gauhati in the godown of private firm. The firm sent 1,673 of these tarpaulins to the Deputy Commissioner in March, 1972. Meghalaya Government decided in July, 1972 to dispose of these tarpaulins; these are yet to be disposed of (May, 1973).

Out of 876 tarpaulins stated to have been sent in April, 1971 and May, 1971 by Deputy Commissioner, Shillong, to Munei Panchoring Relief camp, 298 tarpaulins costing Rs. 0.71 lakh had not been accounted for by the camp.

1.23. (c) *Dismantled materials.*

Shelters were constructed by the Irrigation and Waterways department of West Bengal at Salt Lake camp at a cost of Rs. 1.85 crores (excluding cost of bundles and 378 rolls of plastic roofing sheets). The cost of construction was between Rs. 6.70 and Rs. 8.50 per square foot as against the ceiling of Rs. 5 per square foot prescribed by Government of India. Dismantled materials (e.g. tarpaulins, tents, plastic roofing sheets, asbestos sheets, iron pipes, galvanised corrugated iron sheets etc.) from those structures were disposed of in February, 1972 and April, 1972 for Rs. 1.90 lakhs only. This as well as certain matters relating to construction of the shelters are under investigation of the Central Bureau of Investigation.

Dismantled materials of 100 structures in certain camps at Jalpaiguri constructed at a cost of Rs. 20.57 lakhs and those of 78 more structures in camps at other places, cost of construction of which could not be ascertained, were kept in a godown. Of these, dismantled materials of about 100 structures were reported to have been stolen in October, 1972. In the same district dismantled materials of 20 more structures at Berubari constructed at a cost of about Rs. 2 lakhs were reported stolen in September, 1972. The cases were under police investigation (October, 1973).

1.24. C. Blankets, clothings etc.

The refugees were to be supplied with clothing (Rs. 14 per adult), woollens (Rs. 7 per child) and blankets (one piece per adult and maximum of three per family).

(i) Blankets.

West Bengal.

Blankets worth Rs. 1.34 crores were given by Government of India to a voluntary organisation in West Bengal during November, 1971—January, 1973 but were shown in accounts as having been given to West Bengal Government. West Bengal Government, however, stated that it had no knowledge about these blankets. No records showing actual distribution of these blankets by the voluntary organisation were available.

Muster rolls or any other records in support of issue of 1,00,094 blankets (approximately value Rs. 19 lakhs) in West Dinajpur were not available. Government of West Bengal stated (January, 1974) that muster rolls for 63,007 blankets had been traced.

(ii) Clothings.

The following scales were laid down for supply of clothings to the refugees:—

Above 12 years	Upto 12 years
Men—One dhoti/lungi and one kurta .	Boys—One shirt and one pair of shorts
Women—One sari and one blouse .	Girls—One frock and one under-garment.

Out of 4,160 bales of clothing purchased in Tripura, 89 bales (Rs. 1.99 lakhs) were reported May, 1972) missing from a camp at Haflong.

1.25. D. Aluminium Utensils

Utensils were also supplied to the refugees in deserving cases.

Out of 3,232 and 2,344 bundles of Aluminium utensils sent by the Movement Officer of Meghalaya in Gauhati in January, 1972 to the Deputy Commissioners, Khasi and Jaintia Hills and Garo Hills, 3,226 and 1,329 bundles respectively were accounted for by them. The remaining 1,021 bundles worth Rs. 2.20 lakhs were not accounted for (February, 1973).

1.26. E. Tubewells.

Rupees 31 lakhs were spent by Central Government on sinking tubewells at places where ultimately no camps were set up.

Eight hundred and eight tubewells (Rs. 5.36 lakhs) were sunk in different camps in Tripura. Forty-two tubewells were dismantled and taken to stock and 158 were transferred to other departments after the camps were closed. The remaining 608 tubewells (Rs. 3.91 lakhs) were reported in June, 1972 and September, 1972 as stolen|missing.

1.27. F. Repatriation.

At the time of repatriation the refugees were to be given the following assistance:—

(a) Those who did not avail of Government transport from the border to their homes, journey allowance at the following scales:

- | | |
|--|-------------------|
| (i) Up to distance of 10 miles from border | Rs. 2 per adult. |
| (ii) Distance between 10 miles to 30 miles from border | Rs. 5 per adult. |
| (iii) For a longer distance | Rs. 10 per adult. |

For minors in the age group of 3 to 12 assistance at half the above rates was admissible.

(b) For camp evacuees rations for 14 days or cash in lieu of such number of days for which rations were not supplied.

Although the population in the Salt Lake camp (each adult taken as one and two minors taken as one) was 3,32,117 (units) on 27th December, 1971 when repatriation of the evacuees started, repatriation dole @ Rs. 14.00 per unit was shown to have been disbursed for 4,04,122 (units). According to the camp authorities (September, 1972), repatriation dole of Rs. 10.08 lakhs was drawn for 72,005 (units) in excess on false ration cards issued under forged signature and stamp of the issuing authority by an organised gang.

1.28. G. AMOUNTS RECOVERABLE FROM VOLUNTARY ORGANISATIONS.

In West Bengal services of voluntary organisations were also utilised for feeding the refugees. Rupees 5.85 crores were paid to these organisations in each. Besides, food articles worth Rs. 7.18 crores were also given to them, of the accounts rendered by these organisations, those for Rs. 2.63 crores were not acceptable to West Bengal Government (October 1973).

**LOSSES AND IRRECOVERABLE DUES WRITTEN OFF/WAIVED,
AND EX-GRATIA PAYMENTS MADE**

1.29. 36. A statement showing losses and irrecoverable revenue, duties, advances, etc. written off/waived and also ex-gratia payments made during 1972-73 is given in Appendix VI to this Report.

(Paragraph 35 of the Report of C. & A.G. for the year 1972-73,
(Civil) .)

INTRODUCTION

1.30. In the wake of repressive measures of the then military Govt. of Pakistan influx of refugees from erstwhile East Pakistan started in the last week of March 1971. It has been stated that in all 98.99 lakh refugees entered India in about 8 months, i.e. on an average about 12 lakhs per month.

1.31. The Committee wanted to know whether any review has been carried out either by the Department of Rehabilitation or the Cabinet Secretariat to determine the actual number of refugees who came into India from East Bengal. The Department of Rehabilitation has stated in a written note as under:

“It has been ascertained that no review has been carried out by the Cabinet Secretariat, Ministry of Home Affairs or the Ministry of External Affairs, to determine the actual number of refugees who came into India from East Bengal. The statistics of refugees completed by the Department of Rehabilitation were based on the daily reports received from the State Governments. There was no occasion on the part of the Department of Rehabilitation to carry out any review.”

1.32. To accommodate the refugees, 17 Central camps were established in West Bengal (at Cooper, Dhubalia, Brindabanpur, Salboni, Gamarbani, Chharra), Tripura (at Ambassa, Manu, Dharamnagar), Bihar (at Panchanpur), Uttar Pradesh (at Iradatganj), and Madhya Pradesh (at Chakrabhatta, Mulmulbhata, Mana group of Camps). In West Bengal refugees who came up for admission into camps but

could not be admitted into camps in West Bengal for want of accommodation or could not be sent to the camps outside West Bengal were enlisted and given free ration as a temporary measure till their admission to some camps or dispersal to camps outside West Bengal.

1.33. 808 camps were run by State Governments (West Bengal 486, Tripura 273, Meghalaya 17, Assam 25 and Bihar 7). Of the 98.99 lakh refugees, 31.02 lakhs stayed outside the camps with relatives and friends and were not given assistance. The remaining 67.97 lakhs who were given assistance remained in Central and State Camps.

ADMINISTRATION

Branch Secretariat

1.34. The Government of India set up a Branch Secretariat of the Department of Rehabilitation in Calcutta in April 1971, headed by an Additional Secretary, (Col. Luthra) for planning and co-ordinating relief work. Total expenditure incurred directly by the Central Government up to March 1973 was Rs. 37.35 crores.

1.35. The expenditure incurred on the establishment of the Branch Secretariat, Calcutta from 14-4-1971 to 30.6.1973 is as follows:

Year	Amount
	Rs.
1971-72	22,57,900
1972-73	14,57,600
1973-74	<u>1,92,223</u>
	39,07,733

1.36. The above expenditure covers salaries, wages, travel expenses, office expenses etc.

1.37. In their Office Order Nos. 14/71 dated 8th June, 1971 and No. 16/17 dated 12th July, 1971, the Government of India Ministry of Labour and Rehabilitation (Department of Rehabilitation) laid

down the distribution of functions and responsibilities as between the Main Secretariat at Delhi and the Branch Secretariat at Calcutta of the Department of Rehabilitation, for work relating to refugees coming from East Pakistan since 25th March 1971. According to these Office Orders, the Branch Secretariat is concerned with the following items:—

- “(i) Approval of proposals emanating from State Govts. for setting up camps to be run by them in accordance with the accepted policies.
- (ii) Location of camp sites, establishment of camps, to be run both by the State and the Centre including construction of camp accomodation, water supply, sanitation and other ancillary services etc. etc.
- (iii) Arranging for procurement of food and other relief supplies i. e. tents, tarpaulins, shouderies, GCI sheets and other roofing material through the Central purchase Organisation or otherwise for both Central and State Camps.
- (iv) Purchase of vehicles of all descriptions for relief and medical care both Central and State camps and rendering assistance to State in strengthening transport fleet.
- (v) Provision of medical facilities.
- (vi) All administrative matters relating to the running of both Central and State Camps including creation of posts and making appointments.
- (vii) Co-ordinating use of supplies and services by the indigenous and foreign relief agencies, offered by the local agencies of the main organisations functioning from Delhi.

Note:—Branch Sectt. will keep the Main Sectt. informed of the supplies and services received from such local agencies and vice-versa.

- (viii) Maintaining detailed aid accounts relating to gifts supplies received from UN Organisations, International Organisations and Foreign Governments as well as from

locally agencies of the main organisations, both foreign and indigenous.

- (ix) General co-ordination of work done by Railways, Food Corporation of India, Indian Oil Corporation, Road Transport Agencies etc. with a view to removing bottle-necks and other difficulties arising in the provision of relief and other arrangements.
- (x) Special supply of Food, POL etc.
- (xi) Budget and Accounts work relating to refugees from East Bengal".

Camps

1.38. It has been stated by Audit that Commandants of Central Camps were mostly Army Officers of the rank of Lt. Colonels/ Majors. The commandants of State camps in West Bengal were officers of the West Bengal Civil (including Junior) service or Army officers of the rank of Captain or above. The camp commandants (for State camps) in Tripura were in different grades. Besides Class III and Class IV staff in each Central Camp, there were medical and welfare personnel to look after the refugees. In certain State camps, volunteers were also appointed on daily wage basis for distribution of doles in cash and kind.

1.39. Repatriation of refugees which began after the change of Government at Dacca on 16-12-1971 was completed in March 1972.

1.40. The Committee wanted to know whether it was a fact that in West Bengal, for managing camps a total number of 12,025 camps staff of various designations were engaged by the West Bengal Government on a purely temporary casual basis from June 1971 to May 1972 at a cost of nearly Rs. 3 crores and that in the matter of selection and appointment of these staff, normal Government procedure in this behalf was not observed which had been objected to by the Commissioner of Jalpaiguri Division in his D.O. letter No. 535/C dated 30-6-1971. The Committee also wanted to know the action on the letter from the Commissioner, Jalpaiguri Division.

1.41. The Department of Rehabilitation have furnished the following statement showing the District-wise break-up of 12,025-

camp staff engaged in various State camps as furnished by the State Government:

	State Camp
1. Purulia	X
2. Bankura	136
3. Midnapur	26
4. Cooch Behar	945
5. Jalpaiguri	690
6. West Dinajpur	2410
7. Malda	288
8. Murshidabad	825
9. Nadia	2248
10. 24-Parganas	4457
	12025

Category-wise break up of staff in State Camps.

1. A. C. Cs.	998
2. C. As. & others	9829
3. Pry. Teacher	362
4. Peon	1809
5. Night Guard	456
6. Weighman	190
7. Driver	300
	12025"

1.42. In their circular letter No. 5454-P dated 30-6-1971, the State Government issued instructions regarding engagement of temporary staff for Bangladesh evacuees. In this letter it has been stated: "The members of the Cabinet Sub-Committee have agreed to select people personally known to responsible persons. The expectation is that these people will not turn out to be unreliable even though their antecedents are not being verified and that there will be no difficulty in discharging them at the appropriate time." Recruitment rules, as approved by the Governor for the guidance of the appointing authority were also issued.

1.43. A copy of the D.O. letter No. 535/C dated the 30th June, 1971 from Shri B.S. Raghavan, Commissioner, Jalpaiguri Division, addressed to Shri B. B. Mandal, IAS, Refugees Relief and Rehabilitation Commissioner, Calcutta, as furnished by the Department of Rehabilitation, is reproduced below:

"B.S. Raghavan, IAS,

D.O. No. 435/C

30-6-71

My dear Mandal,

The decision taken by the Government sometime ago in respect of appointment of staff at the evacuee camps and the procedure laid down for such appointment has caused a good deal of uneasiness in the minds of all of us. The whole thing is so overtly political that it may, in the eyes of any independent observer, look like a politicised action on the part of public servants who, in theory at least, are supposed to be political. It is true that we have witnessed many strange things in this State but in the past even where we knew that some administrative decision was blatantly politically motivated it used to be covered with some fig leaf of propriety in overt procedure. We seem to be abandoning the fig leaf now. I understand that at the last meeting of the District Magistrates and Commissioners held at Calcutta on the 16th June, 1971 many District Magistrates and the Commissioners present objected to this procedure. I append to this letter an extract from a D.O. letter addressed to me by Shri N. Krishnamurthi, IAS, Deputy Commissioner, Jalpaiguri. I am in hundred per cent agreement with him. Please let us know immediately whether in the changed context leading to the President's rule the Government would respect the susceptibilities of the District Officers and give up the procedure suggested. Meanwhile, I am instructing my District Officer to defer action on the appointment of the staff until they hear from you and me again.

Yours sincerely,
Sd/- B. S. Raghavan

Shri B.B. Mandal, IAS,
Refugee Relief and Rehabilitation
Commissioner,
Writers' Buildings, Calcutta.

1.44. The Commissioner, Jalpaiguri Division, in his letter dated the 17th January 1975 to the Secretary, Refugee Relief and Rehabilitation Department, Calcutta stated that "no reply to the letter from the Ex-Refugee Rehabilitation Commissioner seems to have been received in this office."

1.45. The Committee wanted to know whether any guidelines have been laid down by the Branch Secretariat for setting up transit relief camps for refugees from East Bengal. In a written note furnished to the Committee, the Department of Rehabilitation have stated that the Branch Secretariat published a book titled "Administrative Instructions for Transit Relief Camp for Refugees from East Bengal." The book contains instructions relating to constructions of camps, Camp Administration procedure for dealing with refugees etc. In addition to the instructions contained in the book mentioned above, letters were also issued by the Branch Secretariat in regard to provision of clothings, supply of match boxes, monetary ceiling on the cost of rations, purchase of rations, distribution of blankets etc.

1.46. The Committee note that to cope with the influx of refugees, a Branch Secretariat of the Ministry of Rehabilitation, headed by the Additional Secretary (Col. Lutra) was set up in Calcutta in April 1971 and an expenditure of Rs. 37.35 crores was incurred by the Central Government upto March 1973 through that Secretariat the expenditure incurred on the establishment of the Branch Secretariat upto June 1973 was Rs. 39.08 lakhs. One of the items of work allotted to the Branch Secretariat was "all administrative matters relating to the running of both Central and State Camps including creation of posts and making appointments." The Committee have also been informed that for managing camps in West Bengal a total number of 12,025 camp staff of various designations were engaged on a purely temporary/casual basis at a cost of nearly Rs. 3 crores. Despite the maintenance of large establishment at Calcutta and the engagement of an equally large number of camp staff of various designations gross irregularities of various kinds came to the notice of Audit and these have been highlighted in relevant portions of this report. It is surprising that in the matter of recruitment of staff, the normal recruitment rules were given

a go-by and, as pointed out by the Commissioner, Jalpaiguri Division, in his letter dated 30.8.1971 to the Refugee Relief and Rehabilitation Commissioner, Calcutta, the procedure for appointment was overtly political. While the Committee appreciate the courage of the Commission, Jalpaiguri Division in pointing out the serious lacunae in the methods of recruitment of the camp staff, they deplore this highly improper action on the part of Government. The Divisional Commissioner's letter was not even acknowledged by the R. E. Commissioner, not to speak of making a probe into the methods of recruitment and putting a stop to this malpractices. It is also surprising that the Branch Secretariat, which was specially enjoined to attend to all administrative matters relating to the running of both Central and State Camps, including the creation of posts and making appointments, did not take note of the dubious procedures prescribed by the Government of West Bengal for camps in West Bengal.

EXPENDITURE ON RELIEF FOR REFUGEES

1.47. The entire expenditure on relief of refugees was borne by Central Government. Foreign aid was also received in cash and kinds. In response to an appeal issued by the Secretary General of United Nations offers of aid were received from various United Nations Agencies, foreign Governments and international voluntary agencies. The United Nations High Commissioner for refugees posted a representative at New Delhi to act as focal point for the aid received from various international organisations.

1.48. Apart from the Government channels, relief material was also received from abroad directly by various voluntary organisations like the Indian Red Cross Society, OXFAM, Save the Children, Catholic Relief Services, CARE, War on Want, CASA, etc. for assistance to Bangladesh refugees. The total aid received in cash and kind from United Nations, Foreign Governments and voluntary agencies comes to Rs. 42.10 crores and 85.76 crores. Audit has pointed out that, according to Government the amount in kind received from these sources is 85.52 crores.

DISCREPANCY IN FIGURES RELATING TO FOREIGN AID RECEIVED IN KIND

1.49. The Committee was distressed at this and then wanted to know why at all there should be any discrepancy in regard to the figures of foreign aid received in kind when the Department maintained a well-staffed Branch Secretariat at Calcutta. The representative of the Department of Rehabilitation has stated in evidence as under:

"This discrepancy mainly relates to medical supplies. When the foreign aid material was received in most cases we did not have documents at that particular moment showing the value of the quantities that were dispatched. The documents showing the value which are called 'out turn documents,' came later. When these documents were received, the valuation was arrived at. But in many cases, there were no out turn documents showing the valuation. It was agreed in consultation with our Finance Division that where in regard to a particular consignment, there were no 'out turn documents' showing the value, we would take the average of the price of similar consignments for which documents were available and apply the average to that particular consignment. Similarly in the case of medical stores, this procedure was adopted. We are still unable to say how this discrepancy between the figure in the audit report and the departmental figure has arisen. We would take steps to have this reconciled with the audit. It is necessary to go into the individual documents."

1.50. The Department of Rehabilitation were asked to state how the discrepancy in figures had not come to their notice earlier and whether the discrepancy had since been reconciled. In a written note furnished to the Committee, the Department of Rehabilitation has stated *inter alia* as follows:

"The Senior D.A.G., CW&M, Calcutta was informed on 22nd June, 1973 that according to the stock account compiled by the Br. Secretariat, the aid in kind was of the value of Rs. 85.52 crores.

The commodities were not despatched by the donors in any one form of package. They came in units of bales, crates, rolls, packages etc. and therefore were recorded as such. Moreover, there was no time for the Administration also to open and check the contents, as relief materials had to be rushed to the camps to cater to the most urgent need of the refugees. These facts were brought to the notice of Audit vide minutes of the meeting in Deputy Comptroller and Auditor General's room on 28th November, 1972. In the case of U.N. Focal Point and certain bilateral consignments, Out-turn documents showing valuation were received though, months later than the receipt of the goods. In the case of rest

of the consignments, even though the documents were received, the valuation was not shown. In the former case, the valuation was adopted on the basis of Out-turn documents and in the later case, the valuation was derived on the basis of averages for similar commodities."

1.51. In November, 1974, this Department was informed by the C&AG as following:

- (a) In the figure of Rs. 85.76 crores adopted in the Audit Report, the total amount of supplies and equipments handled through the WHO for refugees from Bangladesh has been taken as Rs. 16.3 million, on the basis of letter dated 26th April, 1973 from WHO to Dr. Chawla, Assistant Director, Health Services indicating a figure of 2.17 million dollars, and
- (b) Aid from UNICEF has been taken as Rs. 1.5 million, thus making a total of Rs. 17.8 million from the UN system.
- (c) In so far as supplies through WFP were concerned, the values were based on the survey reports of the surveyor appointed by that organisation.

1.52. The Officer concerned in the Office of the Comptroller and Auditor General was contacted to get further details particularly regarding figures of bilateral aid adopted by the Audit. We have been asked to contact the AGCW&M. Accordingly, a letter has been sent from this Department to AGCW&M. Copy of the letter is enclosed Appendix I. The AGCW&M has been requested to give us the components of the figure of Rs. 2.52 crores foreign aid adopted by the Audit, stating specifically the agency by which consigned abroad and consignee by whom received and the basis of audit's reliance.

1.53. On receipt of further details from the Audit, it would be necessary to go into the basis documents available with the Department, the MSD, FCI, STC etc. and with the cooperation of Audit Authorities, to reconcile the Departmental figures and the Audit figures of foreign aid.

1.54. It has been mentioned in the Audit Report that the details of Rs. 85.76 crores representing the value of foreign aid received in kind were furnished by Audit to Government in September, 1973-

According to Government this figure is Rs. 85.52 crores. The Committee regret that although the Audit Paragraph was with the Department for quite some time and the paragraphs had been accepted by the Department before its inclusion in the Audit Report; the Department had not taken any action to reconcile the differences in the figures pointed out by the Audit. The Committee would like that in such matters the Department should take prompt action for reconciling the differences by personal discussions and not enter into prolonged correspondence. In the present case, the Committee desire that every effort should be made to reconcile the differences in figures, if the reconciliation has not already been effected.

Aid Materials Actually received

1.55. It has been stated by Audit that, according to the United Nations agencies, total aid in kind consigned through United Nations system was Rs. 38.94 crores, of which materials worth Rs. 37.36 crores only were received by Government of India. Similarly out of the aid in kind worth Rs. 49.02 crores consigned by other foreign Governments and voluntary agencies, materials worth Rs. 48.40 crores were received by Government of India and the balance representing food articles (Rs. 0.59 crores) and blankets (Rs. 0.03 crore) were not received by the Government of India.

Foreign Agencies

1.56. Asked to state the procedure in regard to bodies run by foreign Governments and agencies, the representative of the Department has stated: "The procedure is similar for both. We have not informed either the U.N. High Commission or the foreign Governments. When we received it, we acknowledged the documents and returned them."

1.57. Asked to state whether any investigation was actually carried out to ensure that the material that was said to be short did not fall into unauthorised hands, the representative of the Department has stated: "The procedure has been that the agents should file the claim on the carriers. Unless the carrier disowns the responsibility, the question of further investigation does not arise."

1.58. Asked to state whether any investigation was made to ensure that the gift articles stated to have been consigned by donor countries did not reach unauthorised hands, the Department of Rehabilitation have in a written note furnished to the Committee, stated as under:

“Supply of shelter materials and aluminium utensils was co-ordinated by UNICEF, supply of medicines was coordinated by World Health Organisation and supply of food articles by World Food Programme and, to some extent by UNICEF.

Series of meetings were held with UN Agencies to reconcile the foreign aid supplies between the months of July, 1972 and December, 1972. UNICEF stated that no action in regard to short receipts is to be taken by the Rehabilitation.

Similarly the representatives of WFP had indicated to Branch Secretariat, Calcutta that action in respect of short landings was being taken by them. WFP had also confirmed in a communication dated 19th July, 1973 that all shortage claims in respect of donated commodities for the account of WFP for Bangladesh have been dealt with by their Headquarters.

In respect of the shortage of about Rs. 7 lakhs of UN medical supplies between the consigned and received quantities, the position was again referred to the Medical Stores Depot, Calcutta, and they have prepared the enclosed reconciliation statement (Appendix..) accounting substantially for this difference.”

1.59. As regards bilateral aid, the shortage is mainly in respect of food articles (Rs. 59 lakhs). Food articles were handled mainly by the Food Corporation of India. Food Corporation of India have confirmed that claims have been preferred for the number of bags

received short in each vessel according to the normal procedure followed by them.

1.60. The remaining shortage is in regard to blankets (Rs. 3 lakhs). It has not been possible so far to locate in which consignments this shortage occurred and whether claims were filed in this respect. Further attempts are being made to trace the old records.

1.61. There was no occasion to suspect that the quantities short-landed might have reached unauthorised hands. No investigation was, therefore, conducted in this regard.

1.62. As regards the claims filed with the carriers for the quantities shortlanded by the agencies which handled aid materials, the Department of Rehabilitation has, in a written note furnished to the Committee on 15th January, 1975 stated as under:

“Food Corporation of India have intimated that in respect of gift consignments for Bangladesh refugees received through bilateral sources, claims have been preferred for the number of bags received short in each vessel in terms of the provisions contained in Para 24.2 of their Manual. As the OIF value was not known at the time of preferring the claims the amount in respect of each claim cannot be furnished. The claims for Calcutta Port were filed between April 1972 and July 1972. None of the claims have yet been finalised and these are being pursued.

As regards vessels received through WFP sources, FCI have stated that the claims would be preferred by WFP.

S.T.C. have stated that regarding claims on carriers for quantities of rapeseed handled by them for quantities short-landed, as the Marine Insurance was arranged by WFP and the Policy also remained with them, the Survey Reports received were forwarded to them for such action as may be considered necessary by them and no claim was filed by the Corporation. The position regarding other articles handled by STC is presumably the same, but confirmation on this point is being obtained from STC”.

1.63. The Department of Rehabilitation in their O.M. dated the 6th March, 1975 have stated: “It has since been confirmed by the STC that the position as explained in this Department’s note dated 15-1-75, concerning shortages/short landing in respect of rapeseed, holds good for other articles handled by STC, viz. soyabean oil/sunflower oil.”

1.67. The Committee regret to note that while claims for the Calcutta Port Trust were filed between April, 1972 and July 1973, none of the claims have been finalised and these are still being pursued. As considerable time has elapsed since the filing of the claims, the Committee require that the matter should be pursued vigorously and the claim cases finalised without further delay. The Committee would like to be informed about the position in regard to the claims for other articles, viz., soyabean oil, rape-seed, sunflower oil, cotton and kerosene oil, which were handled by STC. These too should be finalised without further loss of time and a report submitted to the Committee of the progress made after two months.

GRANTS TO STATES

1.68. Besides paying Rs. 18.58 crores in cash to Bangladesh between January 1972 and March 1972, an assistance of Rs. 20.38 crores was given in kind. The Government of India paid Rs. 152.07 crores as grants upto March 1973 to the States for expenditure on relief of refugees.

West Bengal

It has been pointed out by Audit that "Rs. 40 crores were paid to West Bengal (36 per cent of the total grant paid to that State) in March 1972. Out of the total grant of 110.57 crores paid to West Bengal in 1971-72, only Rs. 83.07 crores appears to have been spent by it upto March 1973 (of these, detailed accounts for Rs. 6.32 crores were under scrutiny of the Relief and Rehabilitation Directorate of the State in October 1973). Thus, payment made to West Bengal in March 1972 was more than it actually needed. . . . The unspent balance of Rs. 27.50 crores has not yet been refunded by West Bengal Government (October 1973)."

1.69. In a note furnished to the Audit in February 1974, the Department of Rehabilitation has stated as under:

"This amount was authorised to them on receipt of demands from them. These demands were based on their estimates and requirements. The State Government had reported that they had to meet liabilities of this order. Unless the expenditure is audited and the audit certificate is furnished, the precise quantum of unspent balance cannot be arrived at. However, action has already been initiated to ask the State Government to refund the amount on the basis of accounts rendered/to be rendered."

1.70. Asked to state whether the West Bengal Government has since refunded the unspent balance of Rs. 110.57 crores given to them, the representative of the Department has stated that "No refund has been made yet by the West Bengal Government. They have not yet finalised their accounts, according to the report of the State Government. We have asked them to finalise the accounts as quickly as possible and we have also taken up the matter through the Ministry of Finance to see that the finalisation of accounts is expedited and any balance outstanding is refunded to the Government of India."

1.71. Asked to state whether the Department assessed the requirement of Rs. 40 crores given to West Bengal Government on demand, the witness has stated: "The requirement assessed by the State Government was Rs. 34.31 crores. This was in addition to the sum of Rs. 15 crores already released to them. They wanted an additional Rs. 34.31 crores and against which Rs. 25 crores was released."

1.72. Questioned whether the Branch Secretariat stationed at Calcutta had done any assessment of their own, the witness stated: "The Branch Secretariat at that stage had mainly to rely on the State Government's statement that they would require these funds and looking into the purpose for which these funds were required—the purpose was to cover the relief expenditure that was incurred on Bangladesh refugees. The amounts asked for looked reasonable. But the exact amounts required were not finalised at that stage. They were still drawing the money on account advance. So, it was not possible to go into the detailed checking of their requirements." He, however, stated that the State Government's final accounting for the amounts drawn has not yet been finalised.

1.73. The Committee also enquired whether the Finance Ministry was consulted prior to the release of grant to the West Bengal Government. The representative of the Department has stated that "In regard to the expenditure incurred, it was sanctioned in consultation with the Ministry of Finance." Consultation of that Ministry took place in March 1972 and thereafter a sum of Rs. 25 crores was released. Rupees 15 crores had already been released.

1.74. On the question of progress in expenditure, the witness informed the Committee that "It was seen from the report of the State Government that they had incurred expenditure up to a particular limit and that there was a commitment up to a particular limit.....Final accounting has not taken place.....we are pursuing the matter ourselves with the State Government and doing it through the Department of Finance as well.....Minister of

Rehabilitation wrote to the Chief Minister on the 21st May 1973, impressing on him the necessity to finalize the accounts and to refund the unspent balance. Subsequently, the matter has been under correspondence between the Department of Finance, West Bengal and our Department of Rehabilitation.....So far as our department is concerned, we have told the State Government that until the account is finalized, we will be able to release any further account for current expenditure."

1.75. The representative of the Ministry of Finance has informed the Committee that "the Joint Secretary from the Finance Ministry did write to the West Bengal Government, who said that the amount was Rs. 1200 crores. We told them that if they did not refund it, we would adjust it from the statutory grant payable to them from the Centre. In reply they raised a new point. During 1972-73, there was a procedure for assessing the budgetary deficits of States and loans were being given for covering non-Plan expenses. The West Bengal Government made the plea that if that amount had been refunded during 1972-73 itself, it would have been covered by a non-Plan loan from the Centre, repayable in 15 years. They said they would finalize the accounts and write to us again in the matter. We were not satisfied with this reply and told them that it had nothing to do with the Finance Commission's recommendations. We told them that they were yet to finalize the accounts. We asked them to finalize the expenses and let us know the unspent balance."

1.76. The Committee called for copies of correspondence exchanged between the Ministry and the Government of West Bengal regarding finalisation of the accounts relating to the refugees and refund of unspent balances. From the correspondence made available to the Committee, it is observed that the Department in the first letter dated the 13th December, 1972 while stressing the urgency for prompt adjustment of the grant-in-aid sanctioned and for furnishing the audit certificate from the Accountant General concerned, communicated the following decisions taken in consultation with the Ministry of Finance :—

The unspent balance as on 1st December 1972 on the basis of the departmental figures of expenditure upto 30th November, 1972 out of the grants-in-aid released to the State Governments during 1971-72 should be refunded immediately to the Government of India. Otherwise, such unspent balance would be adjusted by making short payment of normal grants-in-aid to States by the Budget Division of the Ministry of Finance during 1972-73.

1.77. The Union Minister of Labour and Rehabilitation sent a letter to the Chief Minister of West Bengal, Calcutta on the 21st May, 1973, in which he stated: "Out of Rs. 110.57 crores of advances, vouchers to the extent of Rs. 33.60 crores odd only have been submitted by your Government to the Accountant General. You will appreciate the need for our meeting, our obligations under the agreement with the UNHCR to the fullest extent. In order to see that the image of the country before the donor authorities is not spoilt, you are requested to kindly see that your Government accords top priority to this problem and steps to render the complete accounts of the advances to the concerned Accountant Generals are taken at the earliest."

1.78. The Chief Minister in his D.O. letter dated the 17/28th July, 1973, informed the Union Minister of Labour and Rehabilitation that "the State Rehabilitation Department has already submitted accounts to the extent of Rs. 76.31 crores (upto date) and the compilation of the balance expenditure and liabilities incurred is in progress."

1.79. On the 22nd September, 1973, the Deputy Secretary, Department of Rehabilitation, wrote to the Relief and Rehabilitation Commissioner, Government of West Bengal, Calcutta, requesting again that "the certificate from the A.G. showing therein the amount of adjustment towards the 'on account' advance may be obtained and the unutilised balance, if any, may kindly be refunded to the Government of India."

1.80. On the 30th October, 1973, the Secretary, Refugee Relief and Rehabilitation Department, West Bengal, Calcutta informed the Deputy Secretary to the Government of India, Department of Rehabilitation (Shri P. L. Gupta) that 'a sum of Rs. 10,71,08,351.00 could not be accounted for yet for various reasons viz. defalcation, non-availability of records, cases held up for writing off losses, for enquiry and investigation, High Court cases etc. It will take some time more to finalise all these and thereafter it will be possible to find out the unutilised balance out of the said 'on account' advance.

1.81. On the 25th March, 1974, the Joint Secretary, Department of Rehabilitation, Government of India, wrote to the Commissioner & Secretary, Govt. of West Bengal, Calcutta requesting for refunding the unutilised amount out of the 'on account' advance of Rs. 110.57 crores made during 1971-72 by the Government of India for meeting expenditure on refugees from Bangladesh. This was followed by D.O. reminders dated the 29th March and 16th April, 1974, from the Deputy Secretary, Department of Rehabilitation, and Director, Plan Finance Division, respectively.

1.82. The Committee pointed out that normally in respect of moneys owed by State Governments to the Centre a procedure exists for adjusting the amount due while making any fresh payments to the State Governments. The Committee wanted to know why this procedure was not resorted to especially in the case of West Bengal Government. In a written note furnished to the Committee, the Department of Rehabilitation has stated as under:—

“In this particular case, the Finance Ministry’s difficulty is that the West Bengal Government has not yet submitted the final statement of accounts with regard to the utilisation of the ‘On account’ advance of Rs. 110.57 crores given to the State Government for relief to refugees from Bangladesh. The State Government has been requested repeatedly to finalise the accounts and to refund the unspent balance. The reason why we want to know the precise quantum of unspent balance is that this figure has been varying from time to time in the reports sent to us by West Bengal Government. Once we know the precise amount to be refunded by the Government of West Bengal we shall recover it over a suitable number of years in such a way that it does not create any problem for ways and means position of the State Government. A meeting to finalise this matter will be held by the Finance Secretary with the Chief Secretary, West Bengal, or his representative on the 14th January, 1975.”

1.83. In this connection, the Committee have noted that a teleprinter message was sent to Refugee Rehabilitation Commissioner, Government of West Bengal, Calcutta by the Joint Secretary, Ministry of Finance, New Delhi in which the latter stated *inter alia* : “Regret no further funds can be placed at the disposal of West Bengal Government for rehabilitation purposes unless the ‘on account’ advances are accounted for and unspent balances of the ‘on account’ advance of Rs. 110 crores refunded to Government of India.”

1.84. In his D.O. letter dated the 17/18th April, 1973, the Refugee Rehabilitation Commissioner, Government of West Bengal, Calcutta addressed to the Joint Secretary, Ministry of Finance, New Delhi has stated *inter alia* as under :

“I owe it to myself, to my officers and staff engaged in the compilation of accounts as well as to the State Govt. to state that magnitude and complexity of the task is not unfortunately, realised in many quarters. In fact, it is

non-acquaintance with the difficulties intrinsically involved in the matter that makes one surmise that there has been delay in the matter. We appreciate the intention of Government of India, but a laudable intention and actual execution are two quite different things.

In the circumstances, I fail to appreciate the justification of the ultimatum given by you that "unless on account advances are accounted for and the unspent balances are refunded to the Government of India" by the 30th April, 1973, "no further funds can be placed at the disposal of West Bengal Government for rehabilitation purposes". We were entrusted by the Government of India with a task that was not ours and we tried out utmost to rise to the occasion and tackle a situation unprecedented in the history of any country (—there were 50 lakhs of Bangladesh refugees in 600—odd camps alone). Because of the emergency, the basic records could not always be maintained properly,—our officers striving to shelter, feed and clothe millions of distressed foreigners and save them from certain death. Now, we have become the villain of the piece in spite of all our efforts; nothing could be more unfortunate.

On receipt of your reply, we shall, if necessary, place the matter before our Chief Minister and acquaint him with all our difficulties.

This issues in consultation with our Finance Department."

1.85. Asked to state whether there were any checks by the Branch Secretariat as to the utilisation of the money that was given to the West Bengal Government, the representative of the Department of Supply has informed the Committee: "This was in line with the normal procedure. When we give grant to the State Governments, they have their own administrative machinery and accounts machinery to supervise the expenditure of this grant. The State Government renders the account to the Accountant General and it is audited. Of course, it is a test audit but it is audited. We did not have any special machinery there. The normal procedure which we follow, was followed in this case. The State Government render the account to the Accountant General. That is the normal procedure and that normal procedure was followed in this case also."

1.86. In reply to a question as to the checks or supervision exercised by the Ministry of Finance on expenditure incurred in

connection with the Bangladesh refugees, the Ministry of Finance (Department of Expenditure) has, in a note (received by the Department of Rehabilitation) furnished to the Committee, as under:

"The Ministry of Finance had appointed a Financial Adviser to the Branch Secretariat of the Ministry of Rehabilitation at Calcutta. Funds were placed at the disposal of the Ministry of Rehabilitation or through them at the disposal of the State Governments on the basis of the requirements indicated by them. In the matter of grants-in-aid to the State Governments for rehabilitation of refugees, the normal procedure is as follows:—

The State Governments are required to send periodical reports giving the progress of relevant expenditure actually incurred according to the departmental records of the State Government during the quarter April-June, July-September, October-December so as to reach the Rehabilitation Department by the end of July, October and January respectively.

For the last quarter i.e. January-March, the State Governments send an estimate of the relevant expenditure likely to be incurred during the quarter so as to reach the Department of Rehabilitation by the first week of February, followed by a report for the quarter by end of April of next year.

On receipt of these reports, the Department of Rehabilitation after satisfying themselves about the eligibility of the State Government to the payment of grants-in-aid and taking into account short or excess payments, if any, for earlier periods communicate to the Accountant General concerned sanction of the President to the payment of the amount specified as grants-in-aid to the State Government for the relevant quarter.

In the case of relief to refugees from Bangladesh, it was appreciated that it may not be possible for the State Governments to submit statements of actual expenditure after collecting the same from a large number of camps etc. and these were not available in time. Funds were sanctioned on the basis of the projections made by the State Governments in the matter. These projections did not prove correct as on account of shortage of food articles, shelter materials etc., the expenditure could not actually be incurred according to the prescribed scales.

For the expenditure incurred by the Ministry of Rehabilitation, that Ministry was to ensure necessary checks or supervision. For the grants given to the State Governments, they were responsible in the matter. Representative of the Ministry of Finance kept in touch with the Rehabilitation Ministry and State Governments to check up the trend of actual expenditure and requirements of additional funds. Besides this, no other checks or supervision was exercised by the Ministry of Finance."

1.87. Asked to state the machinery available with the Department of Rehabilitation for monitoring the expenditure and ensuring that the amount granted was spent properly in connection with Bangladesh refugees, in a written note furnished to the Committee, the Department of Rehabilitation has stated as under:

"For financing the relief operations in respect of Bangladesh refugees conducted by the State Government, grants-in-aid were sanctioned as 'on account' advances with the stipulation that after the expenditure had been incurred and audited by the Accountant General, West Bengal, he would furnish the usual audit certificate to the Department of Rehabilitation within a period of three months. These 'on account' advances became part of the Consolidated Fund of the State Government and the State Government was responsible for ensuring that the expenditure was incurred on approved items and was in accordance with the prescribed scales.

There was a separate Rehabilitation Department and a Rehabilitation Directorate in West Bengal with staff at District and Camp levels. According to the information furnished by the State Government "So far as State Government of West Bengal is concerned, DCs/DMs/SDOs were there to ensure that the funds placed at their disposal for rendering relief to the evacuees from Bangladesh were utilised properly. Wherever the DMs/DCs were over worked, posts of additional DMs/DCs were created exclusively for relief operations to have better supervision in the border districts where influx was rather tremendous like the Districts of 24-Parganas, Nadia, West Dinajpur, Jalpaiguri and Cooch Behar. The State Government had also an internal audit system

though the same was set up when the repatriation work had already started."

1.88. On the 8th March, 1975, the Department of Rehabilitation has furnished an Office Memorandum, explaining *inter alia* the position in regard to adjustment of 'On Account' advance of Rs. 5110.7 crores paid to the West Bengal Government during 1971-72. While explaining this position, they have stated as under:

"A meeting to finalise the adjustment of the 'On Account' advance of Rs. 110.57 crores paid to the West Bengal Government during 1971-72 for expenditure on relief to refugees from Bangladesh was held between the officers of the Ministries of Finance, and Rehabilitation, Government of India, and those of the Departments of Finance and Rehabilitation, Government of West Bengal, on the 3rd February, 1975 in Finance Secretary's room, New Delhi. According to the Rehabilitation Commissioner, West Bengal, the up-to-date figures of total expenditure and liabilities came to Rs. 89.30 crores. The representatives of the Government of West Bengal pressed their claim for payment of departmental charges, which was found unacceptable. The representatives of the West Bengal Government were therefore, requested to ensure payment of the difference between Rs. 110.57 crores and Rs. 89.30 crores over a period of 10 years and not to insist on any departmental charges. Final reply of the Government of West Bengal is being awaited."

1.89. The Committee note that for financing the relief operations in respect of Bangladesh refugees conducted by the State Government, grants-in-aid were sanctioned as 'on account' advances with the stipulation that after the expenditure had been incurred and audited by the Accountant General, West Bengal, he would furnish the usual audit certificate to the Department of Rehabilitation within a period of three months. These 'on account' advances became part of the Consolidated Fund of the State Government and the State Government was responsible for ensuring that the expenditure was incurred on approved items in accordance with the prescribed scales. According to the Audit paragraph out of a total grant of Rs. 110.57 crores paid to West Bengal in 1971-72, only Rs. 83.07 crores appeared to have been spent by them by March, 1973 and the unspent balance of Rs. 27.50 crores had not been refunded by the West Bengal Government till October 1973. The Committee note with displeasure that there had to be protracted correspondence for as long as three years between the Department of Rehabilitation/

Ministry of Finance and the West Bengal Government for the return of the unspent balance of Rs. 27.50 crores. A letter had to be written by the Union Minister of Labour and Rehabilitation to the Chief Minister of West Bengal. As matter stand at present (6th March, 1975), the up-to-date figures of total expenditure and liabilities are reported by Government of West Bengal to be Rs. 89.30 crores. The final figure of expenditure will be known when all documents are produced for Audit and the Audit certificate is received. The West Bengal Government's claim for payment of departmental charges has, however, not been acceptable to the Department of Rehabilitation so far. The Committee feel the West Bengal Government's claim has substance and should be accepted. This was a national operation and the State Government cannot necessarily be expected to bear the entire burden of departmental expenses. The Committee would like to be informed about the final outcome in the matter.

1.90. The Committee note that in March, 1972, the Department of Rehabilitation made an 'on account' advance of Rs. 40 crores to West Bengal. They regret that the Branch Secretariat of the Department of Rehabilitation stationed at Calcutta failed in their duty and did not examine whether such a huge amount of 'on account' advance was really necessary and they mainly relied on the State Government's statement that they would require these funds for relief of expenditure on Bangladesh refugees. The Committee are also very unhappy that the Ministry of Finance, which agreed to the release of the grant to the West Bengal Government, and was also responsible for examining the requirements, did not scrutinise the demand and they entered into prolonged correspondence with the State Government of West Bengal afterwards for the finalisation of the account and the refunding of the unutilised amount. The Committee fail to understand why, in view of the fact that the State Government of West Bengal had failed to render their accounts since March, 1972, the Central Government did not adjust the unspent balance while making payments to the State Government under normal grants-in-aid.

1.91. The Committee have been informed by the Ministry of Finance (Department of Expenditure) that "for the expenditure incurred by the Ministry of Rehabilitation, that Ministry was to ensure necessary checks, or supervision for the grants given to the State Governments, they were responsible in the matter." The Committee are greatly distressed that the Department of Rehabili-

tation which sanctioned 'on account' advances to the State Government failed in their duty for monitoring the expenditure and ensuring that the amount granted was spent properly in connection with Bangladesh refugees. They would like to be assured that the money that was sanctioned by the Central Government for the refugees relief work is fully accounted for.

Abstract Bills

1.92. It has been pointed out in the Audit paragraph that in Tripura, Meghalaya and Assam detailed bills with sub-vouchers in support of expenditure have not been furnished for large sums even after more than one year of repatriation of the refugees and closure of camps. Till the detailed bills are received it is not practicable for audit to comment on the actual use of the money drawn from the treasury.

1.93. The Department of Rehabilitation informed Audit in February, 1974 that "As regards the drawal of large amounts by the State Governments in lump-sum in Abstract bills, it is felt that such a requirement was inherent in the very nature of operation and conditions, prevailing at that time. The detailed position would be explained by the State Governments concerned in their reply."

1.94. In a note furnished to the Committee subsequently, the Department of Rehabilitation has submitted the following position in respect of the amounts drawn by the State Governments other than West Bengal Government in lump sum in Abstract Bills:

Sl. No.	Name of State	Drawals Abstract Bills in 1971-72	Detailed bills submitted so far	Balance	Remarks
1	2	3	4	5	6
(Rupees in Crores)					
1	Tripura	8.37	8.35	0.02	The State Government have intimated that the figures of expenditure have been reconciled with A. G. Audit Certificate is awaited.

1	2	3	4	5	6
3	Meghalaya	13.34	12.17	1.17	The State Govt. have intimated that the DCC bills for the remaining amount of Rs. 1.17 crores are expected to be submitted to A. G. by the end of January, 1975. They have further intimated that DCC bills for Rs. 6.94 crores have been returned by A. G. for rectification of procedural and other audit defects. They have appointed a special officer to expedite this work. They expect to complete this work by April, 1975.
3	Assam . . .	4.09	4.09	Nil	The State Government have informed that the matter relating to final accounting of reconciliation is being pursued with the A. G."

1.95. It has been stated in the Audit para that "West Bengal was not able to submit detailed bills. Instead, it furnished accounts against district-wise drawals. Against the total expenditure of Rs. 83.07 crores, such district-wise accounts were rendered for 76.10 crores (October, 1973). These accounts are not accompanied by vouchers/sub-vouchers below Rs. 100 and also the muster rolls for distribution of food rations and cash doles. Thus, the traditional requirements of Audit, based no doubt on considerations of full accounting, have not been met."

1.96. From the following minutes of the 5th monthly meeting on refugee affairs held on 4th December, 1971 in the Branch Secretariat,

Department of Rehabilitation, Calcutta, it is observed that both the Joint Secretary (Refugee) and Joint Secretary (Finance) expressed their anxieties over the State Government's delay in sending their expenditure statements. "The booked expenditure upto now was so small that foreign observers had started even doubting our published figures of the total number of refugees and the expenditure on them. During discussions the respective representatives stated that the statement of expenditure in abstract had been sent by West Bengal and Meghalaya Government upto 1971 and by Assam upto October, 1971. Position of Tripura could not be ascertained."

1.97. The Committee are concerned to note that even after three years of the drawals in abstract bills, detailed bills with sub-vouchers in support of expenditure have not been furnished in respect of

Rs. 0.02 crores and 1.17 crores by the State Government of Tripura and Meghalaya, respectively. The Committee are equally concerned to note that West Bengal was not able to submit detailed bills and instead it furnished accounts against district-wise draws to the tune of only Rs. 76.10 crores (October, 1973) as against the total expenditure of 83.07 crores and even those accounts were not accompanied by vouchers/sub-vouchers below Rs. 100 and also the muster rolls for distribution of food rations and cash doles. The delay in the supply of expenditure statements was rightly commented upon in the 5th monthly meeting on refugee affairs held on 4th December, 1971 in the Branch Secretariat of the Department of Rehabilitation in Calcutta wherein it was stated that "the booked expenditure upto now was so small that foreign observers had started even doubting our published figures of the total number of refugees and the expenditure on them." The Committee deplore the inordinate delay in the finalisation of the accounts. They are positive that adequate budgetary control was not exercised by the Department of Rehabilitation. The Committee would like that serious efforts should be made to finalise the accounts without further delay.

Role of Food Corporation of India

1.98. Audit has pointed out that the Food Corporation of India had received commodities worth Rs. 47.11 crores of which rice was worth Rs. 36.07 crores. Till May, 1973 the Food Corporation of India had paid the Government of India Rs. 25 crores. Of the balance Rs. 22.11 crores food articles worth Rs. 12.49 crores (including rice worth Rs. 7.73 crores) are stated to have been distributed by Food Corporation of India free of cost, but the issues are not supported by acknowledgements from consignees or despatch notes which were to be issued according to instructions issued by the Ministry of Finance in November, 1971. Food Corporation of India has also neither rendered accounts for the balance food articles worth Rs. 9.62 crores nor paid the amount to Government of India. Besides, the difference between the cost of articles sold and the sale price is yet to be assessed and paid to Government of India by Food Corporation of India.

1.99. In a note furnished to Audit in 1974, the Department of Rehabilitation stated: ". that the question at what rate—c.i.f. or the issue rate—the F.C.I. should credit to the Government the value of foreign aid articles transferred to them, excluding articles distributed by them to the refugees free of cost is under consideration."

1.100. Asked to state whether the Food Corporation of India has rendered the account of food and other articles claimed to have been distributed free of cost, the representative of the Department has

stated: "They handled rice, sugar, rapeseed, etc. In regard to rice, they received 3.71 lakh tons and distributed free 0.86 lakh tons; the balance is 2.5 lakh tons. According to the formula which has been agreed to, the evaluation has to be done at the issue price of the Food Corporation of India and, at that issue price, the evaluation is Rs. 30.48 crores.

1.101. In regard to sugar, they received 11286 metric tons and issued free 4459 metric tons. The balance is 6825 tons and the evaluation is Rs. 1.38 crores.

1.102. In regard to rapeseed, 3330 metric tons were given direct and, according to the records, the STC transferred 8004 tons, out of which Assam was given 4356 tons and 1440 tons were sent to the oil mills for crushing. 3607 tons were supplied to camps and the balance is about 2566 tons. In regard to Assam, the records were seized by the CBI and so we don't know the value of that quantity. Excluding that quantity, the rapeseed valuation is Rs. 11.7 crores.

1.103. So, the total comes to about Rs. 35 crores. Out of this they have already refunded Rs. 25 crores to the Government of India and they are considering the question of refunding another Rs. 5 crores."

1.104. Asked to state why the Food Corporation of India should have to refund only 5 crores and not Rs. 9.62 crores which is the balance they have to refund, the representative of the Department has stated: "There is the question of departmental charges and also handling charges at the airport because they were the agents handling the entire supplies. This has not yet been calculated; the final accounting has to be done. They are considering a provisional payment of Rs. 5 crores."

1.105. The representative of the Food Corporation of India has informed the Committee that "there was a complete mix-up of our stock with the gift stock and it is for us to determine from organ to organ. It is the system which is responsible for this. No identification was available and therefore it was not possible to find out whether it was the gift stock or our own stock. Sometimes the particulars did arrive after 3 or 4 months. As a result of this the accounting could not be done separately and all these stocks had to be mixed up with the general stock. That is the trouble."

1.106. The representative of the Department of Rehabilitation has also confirmed that the detailed documents relating to the despatch of foodgrains were received later.

1.107. In reply to a question, the representative of the Food Corporation of India has stated that the Food Corporation of India had received 3.71 lakh tonnes of rice from abroad. These were received in about 100 vessels. The value of free issues came to about Rs. 8.68 crores. He has further stated that "So far as food articles are concerned, I think we have accounted for both. It is Rs. 30.8 crores. That is the balance lying with us. But as I have pointed out, it got mixed up without stock. We are reconciling it. We want to differentiate it from wagon to wagon and truck to truck and it takes time to complete this work. Only then a final account will be arrived at".

1.108. The Committee enquired whether the Department of Rehabilitation informed the Food Corporation of India that they would be receiving certain commodities for free distribution to the Bangladesh refugees and whether it was specifically mentioned that these were the gifts received for the refugees alone. The Committee also wanted to know whether any advice was sent to the Food Corporation of India about the shipments that were coming for Bangladesh refugees and whether it was possible for the Food Corporation of India to identify that those things were meant for distribution to the Bangladesh refugees. The representative of the Department of Rehabilitation has stated, in evidence: "They were aware of that". The Committee pointed out that if that was the position then it should have been possible for the Food Corporation of India to identify what was meant for Bangladesh refugees and what was their own stock.

1.109. In reply to a question, the representative of the Food Corporation has stated that in the case of those people who had received commodities from the Food Corporation of India or from the Government agencies, their acknowledgements were with them. The Pay and Accounts, Calcutta Branch Secretariat had inspected all those papers. The Committee enquired whether the despatch notes which were required to be issued under the Finance Ministry's instructions of November, 1970 were with the Food Corporation of India. The representative of Food Corporation of India has stated: "Copies of all the despatch notes that were sent are still with Food Corporation of India." He, however, added: "They were actually sent, but they were not sent exactly on the proforma of the Ministry of Finance; they were sent in a somewhat modified proforma."

1.110 Asked to state the authority under which the proforma was modified, the Department of Rehabilitation has furnished a written note received from the Food Corporation of India in which they have explained the circumstances leading to the modification of the proforma. This note is given in Appendix II.

1.111. The Ministry of Finance to whom the matter was reported by the Food Corporation of India on the 24th March, 1972 regarding non-maintenance of accounting procedure as prescribed by the Ministry of Finance, has stated as follows:—

“It appears that the Regional Manager of the Food Corporation of India at Calcutta had represented that he had some practical difficulties in the submission of despatch notes, as per procedure indicated in Finance Ministry’s Note dated 23rd November, 1971. The matter was taken up by the Food Corporation of India with the Officer on Special Duty (Accounts), Rehabilitation Department, Branch Secretariat, Calcutta. As a result thereof, certain modified instructions were issued by the Food Corporation of India’s Zonal Officer at Calcutta so far as the submission of Despatch Notes was concerned. The matter was brought to the notice of the Finance Ministry by the Manager (Commercial), Food Corporation of India on March 24, 1972. No further action was taken in the matter at that stage.”

1.112. The representative of the Department of Rehabilitation has informed the Committee during evidence on the 17th December, 1974 as under:

“According to their issue price, they (Food Corporation of India) had owed Rs. 34.69 crores. Against that, last time, we had informed you that they had paid Rs. 25 crores. Since this last meeting, they had paid another Rs. 5 crores some days ago; today, they have paid another Rs. 2 crores. So, the total payment is Rs. 32 crores. The difference between this amount and the amount still due from them is of the order of Rs. 25 crores and odd. We are still trying to settle it mutually and we hope to do it very shortly.”

1.113. He has further stated that the figures are on the basis of the invoices received from the donor countries or agencies and are on the basis of issue prices.

1.114. The Committee have been informed by the representative of the Department of Rehabilitation that, according to their issue price, the Food Corporation of India had owed Rs. 34.69 crores to the Government of India. According to Audit, the Food Corporation of India had paid only Rs. 25 crores till May, 1973. The Committee feel that it is only after they had taken up the examination of the subject that the Food Corporation be stirred themselves and paid another

Rs. 7 crores, leaving a balance of Rs. 2.5 crores and odd for which account has to be rendered. This is very unsatisfactory and shows gross laxity on the part of both the Department and the Food Corporation of India.

1.115. The Committee feel that a proper procedure should have been devised well in advance so as to facilitate accounting. This was not done. On the other hand, the Food Corporation of India adopted a modified proforma for the despatch notes, in contravention of the instructions laid down by the Ministry of Finance in November, 1971. This is deprecated.

1.116. The Committee are totally unable to accept the explanation of the Food Corporation of India that it was not possible for them to separate the gift stock from their own stock on account of lack of identification, in view of the fact that the Food Corporation of India was duly notified by the Department of Rehabilitation that they would be receiving certain commodities for free distribution to the Bangladesh refugees and that even the advices about the shipments for Bangladesh refugees were notified to them. The Committee consider that the explanation is not acceptable and was put forward to hide serious malpractices. The Committee feel that some portion of the stores received for the Bangladesh refugees was given to unauthorised persons. They desire that this matter should be entrusted to the Central Vigilance Commission for a thorough probe and report to the Committee within six months.

1.117. The Committee note that the Food Corporation of India are claiming departmental charges and also handling charges at the airport as agents handling the supply and that these charges have not yet been calculated. The Committee would like the Department to examine what should be the legitimate handling and departmental charges payable to the Food Corporation of India. In any case, the Committee would like that full account should be rendered, without any further delay, for all the commodities which were received by the Food Corporation of India for distribution.

Role of State Trading Corporation

1.118. It has been stated in the Audit para that "the sale proceeds of Soyabean oil, sunflower oil and rape seed, which were handled by the State Trading Corporation were reported by the Corporation as Rs. 17.56 crores in February, 1973. Subsequently, in July 1973, the Government reported as Rs. 16.02 crores. Gov-

ernment of India stated (February, 1974) that Rs. 16.05 crores had been received from State Trading Corporation.

1.119. Asked to state the differences in the figures of sale proceeds rendered by the STC, the representative of the Department of Rehabilitation has stated in evidence:

“The STC have paid us Rs. 16 crores and this is correctly stated in the Audit Report. Since then, they have raised the question that they also want to charge departmental charges. So, according to the accounts they have rendered to us, the departmental charges come to Rs. 1.45 crores. So, the total of these two would be about 17.50 crores. This makes a difference of 8 to 9 lakhs only and I am now informed by the representative of the STC that they are remitting this amount to us.”

1.120. In a written note furnished to the Committee in January, 1975, the Department of Rehabilitation has stated as under:

“The STC have stated that the difference of Rs. 64 lakhs in sale proceeds is on account of the fact that the information furnished to the A. G. West Bengal was based on receipts according to the quantities estimated as per bills of lading and sales thereof.

The S.T.C. have intimated that the sale-proceeds of rape-seed, soyabean oil, sunflower oil, etc. handed by them amount to Rs. 17.59 crores. Out of this, the STC have paid to the Government a sum of Rs. 16.14 crores. The balance lying with them represents the departmental charges etc. claimed by them.”

1.121 In February, 1974 the Department of Rehabilitation had informed Audit that “the remaining amount (Rs. 0.87 crores) (Rs. 16.92 crores—16.05 crores) lying with the STC is more of less equal to the departmental expenses which are claimed by the Corporation and that the matter is under correspondence.”

1.122. The Committee wanted to know if discrepancy had since been reconciled and, if so, what was the actual position. In a written note furnished to the Committee, the Department of Rehabilitation had stated:

“According to the information furnished by the FCI and the STC. the vesselwise position of deliveries of rape-seed

transferred by STC to FCI gift consignments received from abroad for relief to Bangladesh refugees, is as under:—

	Qty. delivered to FCI as per STC's figures	Qty. received by FCI as per their records	Variation
	M. T.	M. T.	M. T.
1 s. s. Jag Shanti	2569·125	2505·440	63·785
2 s. s. President Roxas	2193·706	2191·517	2·189
3 s. s. Jala Duhita	1394·500	1340·793	53·707
4 s. s. Maharaja	1846·825	1843·150	3·666
	8004·156	7880·909	123·247

The 3 vessels mentioned at Sl. Nos. 2 to 4 were cleared by STC and the quantities shown there against were reported to have been transferred to FCI by STC.

So far as vessel at Sl. Nos. 1, viz. 'Jag Shanti' is concerned, the entire shipping documents were made over by the STC to FCI for clearance. The quantity of 2569.125 MT represents 'Bill of lading' quantity. FCI have stated that the quantity of 2505.440 MT was actually cleared by them from this vessel.

Therefore, this figure would obviously be taken as FCI's receipt against that vessel. FCI have stated that this quantity of rape-seed viz. 2505.440 MT (ex-Jag Shanti) has already been included by Audit in the quantity of rape-seed shown as received directly by FCI.

The State Trading Corporation have stated that their figure of 5435.031 MT in the remaining 3 vessels shown as having been transferred to FCI is based on survey reports indicating quantity actually recorded over the weigh-bridges enroute to FCI's godowns in trucks. According to FCI, their figures indicate quantities actually received in their godowns as per weights recorded in their godown weigh-bridges.

As the quantity of 2,569.125 MT Ex-S. S. Jag Shanti has been taken into account twice, it would be necessary to reduce the total quantity of Rape-seed to that extent. The total quantity of Rape-seed would be reduced from 27397 MT valued Rs. 2.97 crores to

24828 MT valued at Rs. 2.69 crores. Total figure of foreign aid consigned and received would also have to be reduced by Rs. 0.28 lakhs.

The State Trading Corporation have stated that since the Marine Insurance was arranged by WFP and Policy also remained with them, reports regarding shortages were forwarded to them for such action as may be considered necessary by them.

Food Corporation of India have stated that in respect of the vessels received through WFP sources the claim would be preferred by that authority vide copy of letter No. WFP/9248-1 dated 19-7-73."

1.123. The Committee very much regret to observe that different figures at different points of time had been furnished by the State Trading Corporation in respect of the sale proceeds of soyabean oil, sunflower oil and rape seed which were handled by them. The figure furnished to Audit was Rs. 17.56 crores in February, 1973 which was changed to Rs. 16.92 crores in July, 1973. In February 1974, the Government of India stated that Rs. 16.05 crores had been received from State Trading Corporation. In a written note furnished to the Committee in January, 1975, the Department of Rehabilitation stated that the sale proceeds handled by STC amounted to Rs. 17.59 crores and out of this they had paid to the Government a sum of Rs. 16.14 crores and the balance was claimed by them as departmental charges. The Committee are unhappy that no attempt whatsoever was made till the time the Committee took up the examination of the subject to reconcile the discrepancies. The Committee would desire that a thorough probe into the matter should be conducted to find out whether the figures furnished by STC are correct and whether the claim for departmental charges is at all intensified. The Committee would like to be apprised about the result of the probe.

SERIOUS IRREGULARITIES IN LOCAL PURCHASE

Supply of Coal

1.124. It has been pointed out in the Audit Report that Rs. 1.09 lakhs were paid in excess to the contractor who supplied coal to the refugees in Sabuipur and Chauberia Camps as payment was made for more quantity than actually supplies. Rs. 0.14 lakh was paid twice for the same supply to the contractor who supplied coal to the refugees in Thakur Nagar camp. The Committee wanted to

know if the excess amount paid for the coal had been recovered and the responsibility fixed for the lapse. In a written note furnished to the Committee separately, the Department of Rehabilitation has stated as under:—

“As regards excess payment to Coal Contractor in Sabuipur (Rs. 27,640), the State Government have intimated that the District Magistrate, 24-Parganas has reported in his letter dated 10-12-74 that explanation from the ex-Commandant has since been received and is under scrutiny. The matter came to the State Government's notice on receipt of A.G. West Bengal's Inspection Report dated 21-2-73 and the responsibility if necessary will be fixed by the State Government after scrutiny of the case.

Chauberia (Rs. 80,750)—The State Government have intimated that the District Magistrate, 24-Parganas stated in his reply dated 19-7-74 that the F.I.R. had been lodged against the Camp Commandant and the Police Report was awaited. The matter came to their notice on receipt of A.G. West Bengal's Inspection Report dated 21st February, 1973. The responsibility, if necessary, would be fixed after receipt of police Report.

As regards double payment in Thakur Nagar (Rs. 13,678), the State Government have intimated that the District Magistrate, 24-Parganas stated in his reply dated 19th July, 1974 that the amount has since been recovered from the suppliers concerned.”

Supply of Foodgrains and Vegetables at Ranaghat

1.125. It has been stated in the Audit Report that foodgrains and vegetables worth Rs. 32.76 lakhs were not included in the stock account in Ranaghat. No records of their distribution were available. Wheat worth Rs. 2.55 lakhs shown to have been despatched upto January 1972 to two camps (Badkulla and Dakhinpara camps) in Hanskhali by the District Relief Officer, Nadia, had not been received by these camps. No enquiry had been made in these cases (October, 1973).

1.126. During evidence the representative of the Department of Rehabilitation (Shri Vohra) has stated that legal action was being taken by the District Magistrate against the persons concerned. The Committee have been further informed during the course of evidence (by Col. Luthra) that “in respect of these camps in the

West Bengal Government, they had an organization for this purpose for example, in the case of each district, there was a special officer sanctioned. There was an Additional Dy. Commissioner to give whole time attention to refugees relief work; the Deputy Commissioner was also attending to this function. Then at the headquarters of West Bengal there was a set-up headed by a Commissioner to give wholetime attention to refugee relief work in the State. This Commissioner also had other functionaries like the Director of Relief, Deputy Secretaries and so on for this purpose.....As far as the camps and the refugees/accommodated in the camps in the States were concerned, the States had built up an infrastructure, which of course we paid for. And this infra-structure had its functional elements, these who worked in the camps, and also supervisory and monitoring elements at the Secretariat and departmental levels. We had our supervision in the case of the Central transit camps.....We have quite a large field of operation apart from looking after refugees. We had to build up our own Secretariat which took quite a few weeks, if not months. We had to find our accommodation and although I mentioned that on 15th April the Branch Secretariat started, at that time it only consisted of myself. In fact, I had no stenographer at that time when I moved to Calcutta. We took quite a little time to get the staff, and when I also said that we had such staff, that did not exist at any one time. We had a tremendous amount of work in connection with procurement and marshalling of material."

1.127. The Committee wanted to know why no enquiry was made and responsibility fixed in these two cases. In a written note furnished to the Committee, the Department of Rehabilitation has stated as under:

"As regards the food stuff valuing Rs. 32.76 lakhs not entered in Stock Account in Ranaghat, the State Government have intimated that the District Magistrate, Nadia stated in his letter dated 7-12-74 that as the Camp Commandant, Kalyani Camp No. 7 failed to produce the Stock book and other papers, legal action was being taken against him. The District Magistrate, Nadia in his letter dated 13-12-1974 has reported that the Stock register of food stuffs for the period from 20th June, 1971 to 26-9-1971 in respect of Kalyani Camp No. 7 which was seized by Police in another Case has since been received back and the same is ready for local inspection by Accountant General, West Bengal.

The State Government have asked the District Magistrate to explain as to why no enquiry was made and responsibility fixed in this case. The matter came to notice on receipt of Accountant General's Inspection Report dated 22nd May, 1973.

As regards wheat of the value of Rs. 2.55 lakhs despatched to two Camps at Hanskhali (Krishnanagar) not entered in stock Account, the State Government have informed that the District Magistrate in his reply dated 18-1-74 stated that wheat issued by District Rehabilitation Officer, Nadia to Hanskhali has duly been accounted for by the Camp and Accountant General requested to arrange for necessary verification on 14-6-74. Accountant General West Bengal in his letter dated 5-12-74 has informed the State Government that the local Audit Party is being sent to the Office of the District Rehabilitation Officer, Nadia to ascertain the actual position."

1.128. In their O.M. dated March, 1975 (received on 26th March, 1975), the Department of Rehabilitation have stated as under:

"The Government of West Bengal have now reported that the Stock Register of articles worth Rs. 32.76 lakhs at Kalyani Camp No. 7, Ranaghat, for the period from 20th June, 1971 to 26-9-1971 along with the relevant muster rolls showing distribution there against have since been verified by the A.G. West Bengal. Stock registers for the subsequent period have also been traced out and are being produced to Audit along with connected muster rolls.

As regards stock registers of two camps in Hanskhali, Nadia, relating to accounting of wheat worth Rs. 2.55 lakhs, those have since been produced and got verified by the A.G. West Bengal on 6-3-1975."

1.129. *Supply of Mustard Oil*

It has been state in Audit Report that mustard oil worth Rs. 0.47 lakh purchased between May, 1971 and January, 1972 was not received in various camps on Garo Hills of Meghalaya and Mustard oil and rice worth Rs. 1.15 lakhs purchased during the same period were not taken in the stock account of various camps in the same district. The Committee enquired whether any enquiry was made in these cases and, if so, what the results were. In a

written note furnished to the Committee, the Department of Rehabilitation has stated as under:

"As regards mustard oil worth Rs. 0.47 lakhs for camps in Garo Hills, the State Government have stated that Deputy Commissioner, Garo Hills is being directed to investigate the matter and submit a report to the State Government.

In respect of mustard oil and rice worth Rs. 0.75 lakhs the State Government have directed the Deputy Commissioner, Garo Hills, to conduct further enquiries in the matter. The position regarding the balance of Rs. 0.40 lakhs is not clear from the reply received from the State Government and clarification is being sought from the State Government."

Further report has been received from the Department of Rehabilitation in this regard.

1.130. *Purchase of Food Articles*

Audit has pointed out that "between April 1971 and June 1971, Sub-divisional Officer, Udaipur purchased food articles worth Rs. 9 lakhs (including transporting cost) from about half a dozen suppliers who had never been in the business of food articles earlier, after inviting quotations locally. Stock account showing receipt of the supplies and their distribution was not available. The matter is under investigation of Government (October 1973). The Ministry have informed the Committee in a written note that "the State Government have stated that on the basis of the audit report, a preliminary enquiry was conducted by the State Vigilance Department and on the basis of the preliminary report, the Government is making a special investigation in the matter through appointment of Special Investigating Officer on 5-6-74. The investigation is in progress."

1.131. *Non-accountal of Food Supplies*

The Committee wanted to know if any investigation had been carried out about food articles supplied to camps in Assam and not accounted for as pointed out in the Audit para. The Department of Rehabilitation has in a written note stated as under:

"The State Government have intimated that out of 459.80 quintals of rice (value Rs. 0.51 lakhs) as supplied by the Food Corporation of India to Serfunguri camp, 219.80 quintals have been accounted for in the stock register. Regarding the balance 240 quintals, the matter was re-

ferred to Anti-Corruption Branch, Assam, on 18-4-73 for inquiry. The case has been charge-sheeted and is now sub judice in Kokrajhar Court.

As regards 450 quintals of wheat 0.38 lacs, the resultant atta weighing 421.87 quintals after milling has been included in the stock account. The State Government have reported the position to the A.G. on 6th November, 1974.

As regards foodstuffs worth Rs. 6.10 lacs (4,148 quintals rice, 1323 quintals wheat, 275 quintals pulses and 3500 litres-rapeseed oil) supplied to Manacachar and Borkona camps in September, 1971 and October, 1971 by the Food Corporation of India, the State Government have intimated the position as follows:

Sl. No.	Nomenclature of commodity.	Qty. as shown in C&AG's Report	Qty. actually released by FCI	Qty. included in the stock account	Balance unaccounted for	Remarks
1	2	3	4	5	6	7
	Rice	4148	Qtls. 4148	4148	Nil	
	Wheat	1323	Qtls. 1075 (i. e. 1008 Qtls. atta)	800	208	The matter has been reported to the police for filing a case against the carrier contractors on 20-4-74
3	Pulses	275 Qtls.	248	248	Nil	
4	Rapeseed	3500 Ltrs.	88	88	Nil	

1.132. The Committee have noted from the reply furnished by the State Government to the Department of Rehabilitation that responsibility for excess payments to coal contractor in Sabuipur and Chauberia camps would be fixed after scrutiny of the case in respect of the former and receipt of police report in respect of the latter. The Committee are greatly concerned over the delay in the completion of the enquiries although the Accountant General, West Bengal's Inspection Report was made available to the State Govern-

ment as far back as 21st February, 1973. The Committee would desire that the proceeding should be conducted vigorously and a report of the action taken communicated to them within three months.

1.133. As regards foodgrains in the stock account in Ranaghat, the Committee have been informed only on 26th March, 1975 that "the relevant muster rolls showing distribution there have since been verified by the A.G. West Bengal. Stock registers for the subsequent period have also been traced out and are being produced to Audit along with connected muster rolls. As regards stock registers of two camps in Hanskhali, Nadia, relating to accounting of wheat worth Rs. 2.55 lakhs, these have since been produced and got verified by the A.G., West Bengal on 6-3-75." The Committee regret the delay in producing the papers to the Audit in regard to the purchase of food-articles.

1.134. The representative of the Department of Rehabilitation in his evidence before the Committee endeavoured to explain that the responsibility in this matter lay with the State Government who had an organisation in respect of the camps in West Bengal and the Department of Rehabilitation had a tremendous amount of work in connection with the procurement and marshalling of material. The Committee consider that the Branch Secretariat at Calcutta which maintained a costly establishment should have exercised the necessary check to ensure that there was no mismanagement of the aid given by the Government of India. It was the duty of the Additional Secretary in charge of the Branch Secretariat to bring to the notice of the Government of India as to what was happening in the camps and not merely rely on the infrastructure which the State Government had reportedly built up for supervision and management of the camps. The Committee would like that investigation should be conducted expeditiously and responsibility for the lapses fixed. The Committee would like to be apprised about the results of the investigation and a report furnished to them without delay.

1.135. In regard to purchase of mustard oil worth Rs. 0.47 lakh which was not received in various camps in Garo Hills of Meghalaya and mustard oil and rice worth Rs. 1.15 lakhs not taken in stock account of various camps in the same district, the Committee have been told that the Deputy Commissioner, Garo Hills, is being directed to investigate the matter and submit a report to the State Government. The Committee regret that the Department of Rehabilitation has not been able to process the case with the zeal and vigour that it deserved. Although the Audit Report was with the

Department for quite some time, nothing has been done to pursue the matter with the State Government concerned. The Committee see no justification for having a top-heavy administration when things cannot be detected within a reasonably short-time. The Committee feel that such cases of lapses should have been enquired into the moment they came to light and not allowed to be dragged on for a number of years so that the persons who frittered away or misappropriated Government money could escape scot-free.

1.136. As regards the observations of Audit that a Sub-divisional Officer of Udaipur purchased food articles worth Rs. 9 lakhs from about half a dozen suppliers, the Department of Rehabilitation have informed the Committee that the State Government is making a special investigation in the matter through the appointment of a special Investigating Officer on 5-6-1974. The investigation is stated to be in progress. The Committee would like to be informed of the results of investigation.

1.137. The Committee have been informed that a charge sheet has been filed in the case regarding non-accountal of 240 quintals of rice out of 459.80 quintals valued at Rs. 0.31 lakh supplied by the Food Corporation of India to Serfunguri camp in Assam has been charge-sheeted and the case is now sub judice in Kokrajnar Court. They have also been informed that the matter regarding the non-accountal of 208 quintals of wheat out of the food-stuffs supplied to Mancachar and Borkona camps in September/October 1971 by the Food Corporation of India has been reported to the police for filing a case against the carrier contractors on 20-4-1974. The Committee would like that the cases should be pursued vigorously with a view to fixing responsibility.

DISTRIBUTION OF RATIONS/CASH DOLES MANA CAMP:

1.138. Audit has pointed out that muster rolls for Rs. 1.85 crores for distribution of foodstuff and other essential commodities to refugees in the Central camps were not available.

1.139. The representative of the Department of Rehabilitation has stated in evidence:

“We have checked up with the Central Transit Camp at Mana, and we have been informed that what had happened in this case is that Stock Registers and Stores Registers were maintained—the Central Stores Register of Mana Camp, Camp Stores Register and the Sector Stores Register. We have also found that the distribution lists have also

been maintained. The mistake that has been committed is that in most cases the left thumb impression has not been taken or attested."

1.140. Asked to state what steps were taken to ensure that the registers were not artificially created afterwards, the representative of the Department has stated:

"We have certain lists which are available and they can be compared with the cash dole acquittances, because when the cash dole was distributed to the same persons or families, their impressions were obtained and by tallying the cash acquittance roll with the distribution acquittance roll, we can check it up."

1.141. He, however, agreed that attestation should have been obtained at the time of disbursement of foodstuff. Referring to the letter from the Camp Commandant, Mana, which read, "The prescribed forms were received belatedly, long after the camps started functioning", the Committee wanted to know whether any responsibility has been fixed in this regard. The representative of the Ministry has stated: "We will enquire into it." Subsequently, in a written note furnished to the Committee, the Department of Rehabilitation has stated in January, 1975.

"This refers to the Mana Group of Central Camps where Bangladesh refugees were accommodated. In this Group of Camps, new migrants from former East Pakistan were already staying and were in receipt of cash doles. In respect of migrants from former East Pakistan there was no system of distribution of dry rations. The migrants were given cash doles and they obtained rice/wheat from the Fair Price Shops opened by the District authorities and other requirements from the private shops opened by the migrants in the camp area. The issue of dry rations by the Camp Administration was started for the first time when the Bangladesh refugees arrived.

The question of non-maintenance of Muster Rolls was discussed in a meeting held in the Branch Secretariat on 21st May, 1973. In the Agenda Note for the meeting it was indicated in respect of Manabhata and Nowgaon Camps that due to heavy influx of evacuees, maintenance of Muster Rolls was not possible.

It has now been decided to conduct an inquiry into the matter. An officer has been appointed to conduct the inquiry."

Gamarbani Camp

1.142. It has been pointed out in the Audit Report that in Gamarbani camp Rs. 1.48 lakhs were paid between August 1971 and October 1971 to the following suppliers for supply of vegetables etc. to refugees in lieu of cash doles.

1. M/s. N. D. Samanta & M. Malik (for vegetables & groceries)
2. Shri A. N. Ghosh (for vegetables)
3. Shri Sen Gupta (for sports goods)
4. Shri A. K. Ghosh (for vegetables)
5. Shri Puranmal Patodia (for groceries & utensils)
6. Shri S. K. Chandra (for vegetables and groceries)
7. M/s. Mondal Brothers (for vegetables and groceries)
8. Shri T. K. Sen Gupta (for utensils)

1.143. The camp did not maintain any stock account of muster rolls showing distribution of the articles to the refugees.

1.144. In a note furnished to the Audit (February 1974), the Department of Rehabilitation has stated:

"The evacuees formed a society of their own, the society purchased vegetables from a distant market (20 kms. away from Camp) and distributed those to the evacuees. The bills therefor were passed by the Camp Commandant after ensuring that prescribed monetary ceiling in each case had not been exceeded. This procedure was approved *ex-post-facto* by the Government vide Branch Secretariat, Calcutta sanction letter No. 21(11)/72.R dated 15.6.1973 with the concurrence of the Ministry of Finance." In February, 1974, Audit had pointed out to the Ministry that Cash Book of the Camp shows that the payments against the bills for the supply of vegetables etc. to refugees "in lieu of cash dole was made to the suppliers and not to the society formed by the evacuees. The Department was requested to recheck the position and confirm the same."

1.145. In their reply (March 1974) to Audit the Department of Rehabilitation confirmed that the payment was made to the contractors and not to the Society. The Department also stated as under:—

"The per capita daily expenditure on feeding refugees was limited. As per the existing orders, the refugees were to be

given dry rations according to a prescribed scale. After computing the cost of ration per head per day, the balance amount of the prescribed monetary ceiling which was not to exceed 33 paise and 20 paise per head per day in respect of adult and minor respectively, was to be given in cash to refugees for purchase of vegetables, salt, spices, fuel for cooking, hair oil, for washing etc. In Gamarbani Central Transit Camp, however, the refugees were given vegetables etc. in kind against cash doles up to 1.11.71. This arrangement was made in view of the local conditions viz. (i) the nearest market was about 20 KM. away from the Camp, (ii) the place was not very safe. The refugees formed a Society who secured bulk purchases of vegetables etc. from the distant market on credit and distributed to the evacuees. The bills were passed by the Camp Commandant after ensuring that the prescribed monetary ceiling for each case had not been exceeded.....”

1.146. The Committee wanted to have the Comments of the Department of Rehabilitation on the reply sent to the Audit by the Department in March 1974 in which *inter alia* it was confirmed that the payment was made to the contractors and not to the Society. The Department of Rehabilitation in a note furnished to the Committee on the issue of purchase and supply of vegetables etc. to refugees in lieu of cash dole in Gamarbani camp, has stated as under:

“A reply was sent to the Accountant General *vide* D.O. letter No. 18(7)73-FA&BD (Pt.II) dated 4-3-1974 According to the orders, the refugees were to be given dry rations on a prescribed scale. After computing the cost of dry rations per head per day, the balance not exceeding 33 paise and 20 paise per head per day in respect of an adult and a minor respectively was to be given in cash to the refugees to cover purchase of items such as vegetables, salt, spices, fuel for cooking, hair oil and washing soap. According to the information furnished by the Commandant of the Central Transit Camp at Gamarbani, “Gamarbani not being a safe place, the refugees at the initial stage did not like to handle cash dole themselves; so they formed a society of their own for purchases and set up a separate store and purchased their essential requirements through the agency. Instead of cash doles they received tokens showing cash doles paid to them. On presentation of these tokens, they received

their essential commodities from the agency, so direct payments were made to the contractors from whom the society purchased the commodities instead of to these refugees”.

West Bengal

1.147. According to the Audit, rations/cash doles worth Rs. 3.49 lakhs were shown as distributed between April 1971 and December 1971 to persons whose names did not appear in the records of the camps in West Dinajpur (Rs. 1.28 lakhs), (Sukhdevpur camp and Challan camp) and Ranaghat (Rs. 2.21 lakhs) (Kalyani camp No. 6). Asked to state whether any investigation was carried out in the matter, the representative of the Department of the Rehabilitation has stated in evidence:

“The State Government have informed us on 25th July that the matter regarding Rs. 1.28 lakhs is still under examination of the local authorities. As regards 2.21 lakhs they have stated that due to sudden influx of refugees resulting in difficulties, it was not possible to maintain the register etc. properly. As such the writing off of the loss in question is under consideration. The State Government have been reminded on 6th December to intimate the latest position.”

1.148. The Committee enquired whether an inquiry was made to ascertain the State Government as to how long it would take to complete the inquiry. The representative of the Department has said that he would make the necessary enquiry from the State Government. The Department of Rehabilitation have furnished a note received by them from the State Government of West Bengal. It is reproduced below:

“(i) *West Dinajpur—Rs. 1.28 lakhs*

D. M., West Dinajpur in his broad-sheet reply dated 19.5.73 to A. G. W. B's Inspector Report stated that this type of omission could not be ruled out in the circumstances under which heavy rush of evacuees had to be tackled with shortage of staff. F. I. R. had, however, been lodged in some cases. In his reply dated 24.12.74 D.M. has stated that upto-date information is being collected from the then Camp-in-Charge and OC., Gangarampur, Police Station and the same will be communicated as soon as received.

“(ii) *Ranaghat (Nadia)—Rs. 2.21 lakhs*

D.M., Nadia has stated in his letter dated 24.12.74 that evacuees came all on a sudden and distribution of ration was taken

up hurriedly with inadequate staff to meet the emergent situation. Moreover, the irregularities having been pointed out by Audit long after the repatriation of evacuees and closure of camps, there was no scope for verification of the irregularities. At this stage the District authorities have no way out but to submit write off proposal to Government. Action for investigation as required under the rules is in process and the write off proposal will follow shortly."

The Department has also stated that the State Government were asked to furnish further information on 11th January, 1975 and their reply was awaited.

Tripura

1.149. Audit has reported that in Tripura Rs. 1.09 lakhs were shown as disbursed as cash doles in Haflong camp (Rs. 0.78 lakh) on 16th January, 1972, Madhupur (Rs. 0.20 lakh) on 27th December, 1971 and Kamalpur (Rs. 0.11 lakh) between 9th to 13th January, 1972. Government of Tripura has been investigating (January 1974) whether the refugees, to whom the amounts were shown as disbursed, were actually in the camps on the dates of disbursement of th cash doles.

1.150. In a written note furnished to the Committee, the Department of Rehabilitation has stated as under:

"As regards disbursement of cash doles of Rs. 0.78 lakh in Haflong camp on 16-1-72, the State Government have stated that it appeared from the cash-book maintained in the camp, an amount of Rs. 99,721.56 was disbursed on different dates during the period from 24-12-71 to 16-1-72 but the entry in the cash-book was made on 16-1-72 indicating the breakup of the amount as well as the relevant period to which the amount related. The State Government have held that no excess expenditure was incurred as the entry in the cash-book on 16-1-72 was made for payment of cash doles disbursed on different dates for different periods from 24-12-71 to 16-1-72 to the families residing in the camps during the said period and not only for payment of cash doles to the families present in the camps on 16-1-72.

* * *

As regards distribution of cash doles amounting to Rs. 0.20 lakh in Madhupur camp, the State Government have stated that as per programme, refugees of particular

sub-camp, that is Konaban sub-camp under the said Madhupur camp Unit, were scheduled to return to Bangladesh on 25-12-71. But it was not possible to follow the programme rigidly mainly because of transportation and other difficulties. The camp Supervisor explained that the Cash Doles/Rations etc. had been paid to the refugees after physical verification on the spot by the Camp Supervisor/Assistant Camp Supervisor himself.

The State Government have been asked to clarify the actual date on which the last batch of refugees from Madhupur Camp returned. Reply is awaited.

Kamalpur Camp: As regards payment of cash doles Rs. 0.11 lakh by Camp Supervisor, Kamalpur between the period from 9th to 13th January, 1972, the State Government have stated that matter is under further investigation by the Vigilance Department after preliminary enquiry has been conducted by the said Department on the reference being made by the Relief Department on 18-8-73."

Meghalaya

1.151. In Meghalaya, according to Audit, mustard oil and pulses worth Rs. 5.12 lakhs were shown as issued between September 1971 and January 1972 to refugees in Sibbari camp in Garo Hills in excess of the quantity admissible according to the prescribed scales.

1.152. Movement Officer of Meghalaya in Gauhati had despatched 3,188 bags of milk powder worth about Rs. 3.19 lakhs in June 1971 to the Deputy Commissioner, Tura. No records showing receipt and distribution of the milk powder were available.

1.153. The representative of the Department of Rehabilitation has informed the Committee in evidence that an Inquiry Officer appointed by the Meghalaya Government "has submitted his report which is under the consideration of the State Government regarding the distribution of mustard oil and pulses in excess by 5.12 lakhs." As regards milk powder, he has said that "the matter is being enquired into."

1.154. In a written note furnished to the Committee on 13-1-75, the Department of Rehabilitation has stated as under:

"The State Government have reported that they propose to approach the Govt. of India for according *ex post facto* sanction to waive the prescribed scale and allow the scale

at which the food articles were actually issued to inmates of the camps, as a special case, in view of the peculiar circumstances. The matter will be examined further on receipt of a formal request from the State Govt. The position regarding the enquiry report is being ascertained and copy has been asked for from the State Govt."

1.155. The State Govt. have intimated as follows:—

"As regards 3188 bags of milk powder worth Rs. 3.19 lakhs despatched from Gauhati to Tura, Meghalaya branch of the Indian Red Cross Society have since explained the position and have stated that Civil Surgeon Garo Hills received this consignment from the Deputy Commissioner and utilised on Red Cross account(s). They also reported that Indian Red Cross Society had already submitted necessary utilisation certificate to the satisfaction of the donors concerned."

1.156. It is surprising that although Audit had reported more than two years back that muster rolls for Rs. 1.85 crores for distribution of foodstuff and other essential commodities to refugees in the Central camps were not available, the Department of Rehabilitation did not take any action whatsoever to conduct investigations in the matter. It was only when the Committee took the evidence of the representatives of the Department of Rehabilitation on 17th December, 1974, that they promised to undertake an enquiry into the matter. The written note furnished by the Department in January, 1975 is most disappointing. It has been stated that the question of non-maintenance of muster rolls was discussed in a meeting held in the Branch Secretariat on 21st May, 1973 wherein the Agenda Note it was indicated that "due to heavy influx of evacuees, maintenance of muster rolls was not possible." The Department have also stated: "It has now been decided to conduct an inquiry into the matter. An officer has been appointed to conduct the inquiry." The Committee take serious note of the dilatoriness displayed by the Department of Rehabilitation in conducting prompt enquiry into a matter which involved the disbursement of over a crore of rupees. They desire that responsibility for the lapse should be fixed. The Committee would also like that the results of investigations should be furnished to them without any further delay.

1.157. The explanation of the Department in regard to the observations of Audit that in Gamarbari Camp Rs. 1.48 lakhs were paid to various suppliers for supply of vegetables to refugees in lieu of cash does is not convincing. As far back as February, 1974 Audit had

pointed out to the Ministry that cash book of the camp showed that payments against the bills for the supply of vegetables to refugees in lieu of cash doles was made to the suppliers and not to the society formed by the refugees. The Department was asked to recheck the position and confirm the same which they did in March, 1974 with the following additional information: "Instead of cash doles they (refugees) received tokens showing cash doles paid to them. On presentation of these tokens, they received their essential commodities from the agency (society). So direct payments were made to the contractors from whom the society purchased the commodities instead of to these refugees." This explanation appears to be laboured and is unsatisfactory. The fact remains that private contractors benefited and there appears to have been collusion with the staff. No explanation has been furnished by the Department as to why the camp did not maintain any account or muster rolls showing distribution of articles to the refugees.

1.158. In regard to observations of Audit that rations|cash doles worth Rs. 3.49 lakhs were shown as distributed to persons whose names did not appear in the records of the camps in West Dinajpur and Ranaghat, the Department of Rehabilitation have, on the basis of the information supplied by the West Bengal Government, informed the Committee that due to sudden influx of refugees resulting in difficulties, it was not possible to maintain the registers etc. properly. As such the writing off of the loss of Rs. 2.21 lakhs in regards to Ranaghat camp was under consideration. The matter regarding Rs. 1.28 lakhs concerning West Dinajpur was under examination. The Committee would like that full details of the cases as also the results of enquiries conducted in the matter should be reported to them. The Committee are not satisfied with the explanation that "Irregularities having been pointed out by Audit long after the repatriation of evacuees and closure of camps, there was no scope for verification of the irregularities." The Committee are firmly of the opinion that it was for the Department of Rehabilitation which maintained a Branch Secretariat at Calcutta to keep themselves fully posted with the developments in each camp. The Committee regret that necessary surveillance was not kept by the Department in this respect and the Government should fix responsibility for the lapse for appropriate action under advice to the Committee.

1.159. Audit has pointed out that in Tripura (in Halflong, Madhupur and Kamalpur camps), Rs. 1.09 lakhs were shown as disbursed as cash doles and that Government of Tripura has been investigating

whether the refugees, to whom the amounts were shown as disbursed, were actually in the camps on the dates of disbursement of the cash doles.

1.160. In this connection, the Committee note that the Department of Rehabilitation in their written note have stated: "As regards the disbursement of cash doles of Rs. 0.78 lakh in Hafflong camp on 16th January, 1972, the State Government have stated that it appears from the cash book maintained in the camp that an amount of Rs. 99,725.56 was disbursed on different dates during the period from 24th December, 1971 to 16th January, 1972 but the entry in the cash book was made on 16th January, 1972." This procedure appears to the Committee to be extraordinary inasmuch as transactions for a day ought to be recorded in the cash book on the same day. The reply that the transactions for 24th December, 1971 to 16th January, 1972 were recorded in the cash book on 16th January, 1972 indicate that the prescribed procedure was not followed. Unless other documents namely receipts from payees obtained on each date are available. It may not be possible to verify the payments. The matter needs further examination. Kamalpur between the period from 9th to 13th January, 1972. The Committee desire that the matter should be pursued vigorously.

1.161. The Committee have been informed by the Department of Rehabilitation that investigation is under way by the State Government of Tripura in regard to payment of cash doles worth Rs. 0.11 lakh by Camp Supervisor, Kamalpur between the period from 9th to 13th January, 1972. The Committee desire that the matter should be pursued vigorously.

1.162. The Committee are concerned to note that in Meghalaya mustard oil and pulses worth Rs. 5.12 lakhs were shown as issued between September, 1971 and January, 1972 to refugees in Sibbari Camp in Garo Hills in excess of the quantity admissible according to the prescribed scales. It is surprising that after a lapse of about three years, it has been reported that the State Government propose to approach Government of India for according ex post facto sanction to waive the prescribed scale and allow the scale at which the food articles were actually issued to refugees, as a special case, in view of the peculiar circumstances. The Committee would like to know what the final decision in this regard is.

LOSSES, THEFTS, ETC.

West Bengal: Food Articles

1.163. It has been stated in the Audit Report that in the Salt Lake camp food articles worth Rs. 4.78 lakhs were reported to have been stolen between December 1971 and March 1972.

1.164. Asked to state the exact date when the theft took place, when the matter was reported to the police, and the results of police investigation, the Department of Rehabilitation have forwarded the following reply furnished by the State Government:

"D.M. 24—Parganas has stated in his letter dated 10-12-74 that the final report from Police has not been received. In the Interim Police Report dt. 17-12-73, the S.D.P.O., Barasat pin-pointed the issue as under:—

"Huge stock of cereals was kept in the Salt Lake area. Before withdrawal of Police force on 8-3-72 on General Election, it was decided that entire stock should be removed to Barasat and as such transports were sent by SDO, Barasat Shri S. K. Chakraborty, IAS on 6-3-72 and 7-3-72. But these were returned by the Camp Commandants and entire stock was kept there under the guard of some Chowkidars. For General Election force was withdrawn on 8-3-72. Subsequently stock of cereals was looted. An enquiry is necessary as to why stock of cereals was not removed before the withdrawal of Police." Some quantity of food materials were recovered by Rajarhat Police Station and sold by auction at Rs. 8,351/- and the said sale proceeds was deposited to the local Sub-Treasury in time. Three persons were arrested in this connection and the matter is under Police investigation. D.M. has stated in his reply dated 27-12-74 that the case was detected on 30-3-72 and the F.I.R. was lodged with Police on 31-3-72 and the case has since ended on final report from Police. It has been stated by O.C., Rajarhat P.S. on 23-12-74 that the 3 accused persons have been acquitted by the Court on 21-3-73. The matter was brought to notice by Audit through Inspection Report on 9-1-73. D.M. has stated in his letter dated 31-12-74 that explanation of the Ex-Chief Commandant and Ex-Addl. Chief Camp Commandant, Salt Lake Evacuee Camp have been called for."

1.165. The Committee have not been informed about the further action taken in the matter.

Construction of Shelters

1.66. The Committee draw the attention of the witness to the observations in the Audit Report that although shelters of improvised nature and austerity standard were to be constructed with local and inexpensive materials, several instances came to notice in test check in which costly materials like sal wood were used instead of cheaper wood, and corrugated iron sheets, tiles etc. instead of thatch or available tarpaulins, plastic sheeting etc. were used for roofing. Asked to state the reasons for the deviation from the prescribed instructions the representative of the Department of Rehabilitation has stated in evidence:

“This observation relates to camps at Cooper and Chharra in West Bengal and a camp at Bahalpur in Assam. In the case of these camps in West Bengal, these were constructed through the Construction Board under PWD in West Bengal Government. The material that they used was sal which was readily available in the area. This was a durable material. In the case of shelter, they used locally available thatch, because the roofing material mentioned in the audit observation, that is to say, plastic sheeting, was not available at that time. In the case of Bahalpur camp, that was constructed through PWD of Assam Government. This particular camp cannot use polythene which was locally available. The polythene material was supplied to them, but the Executive Engineer expressed an opinion that these sheets were thin and would not be appropriate to provide the roof cover. Then these sheets were used for some other purpose, that is, to cover bath-room, latrine and so on. After all, it was a question of sal wood being available locally.”

1.67. The Committee wanted to know whether any action had been taken against these who were responsible for use of costlier materials in violation of the instructions issued and whether any investigation was carried out to see whether the costlier material were actually used. In a written note furnished to the Committee, the Department of Rehabilitation has stated as under:

The Central Camps involved are the camps at Gamarbani, Chara in West Bengal and the camp at Bahalpur in Assam.

Chara and Gomarbani: The Audit objection to use costly materials is in respect of construction undertaken by the construction Board and the State P.W.D. The replies of the Construction Board and P.W.D. forwarded by the West Bengal Government are given below:

Reply of Construction Board Directorate

1.168. So far as Construction Board Directorate was concerned, the plan and estimate were drawn up as per guidelines given by the M.O.R. (Br. Sectt.) viz.,

(i) Ceiling cost per sq. ft.

(ii) Floor space per family.

(a) The most vital factor in framing the estimate was the limitation of cost per unit area (sq. ft.). In the bill of quantities provision was made for use of local standard inexpensive materials. The Government sanction was obtained accordingly. But anticipating dislocation of such emergent works at any stage due to scarcity of local materials in view of enormous demand in some places and some cases, alternative specifications had to be adopted as situation so warranted necessitating use of some expensive materials. But under no circumstances the use of such costly materials affected the ceiling cost that was fixed per unit area. Flexibility in specification had to be resorted to in view of rising demand of local materials as works gathered momentum and declining supply of materials from the local market. Under such circumstances, this Directorate had to lay hands on any available materials that could serve the purpose in such emergency. There were other inhibiting factors in market operation at that time due to spurt in demand of local materials in huge quantities.

(b) Since there was no violation of the guidelines laid down by the M.R.O. e.g. ceiling cost per sq. ft., of area, no action against anybody was considered necessary. The costlier materials procured were actually use in the works and the surplus materials were handed over to the District Authorities as per order of the Governor of West Bengal communicated by the R R. and R. Commissioner.

Reply of P.W. Directorate

1.169. Construction of shelters was vast in magnitude in relation to the availability of local resources. Whatever local and inexpensive materials were available then, were used and when the cheap materials were exhausted and where sal wood was necessity for structural safety, then only in that case sal wood and asbestos were used. This was because the work could not be stopped as there was heavy demand for shelters for the refugees during North Bengal Monsoon. Under the circumstances, inexpensive materials were used as were available at that time and when they were in short supply, the use of sal wood and asbestos was inescapable in nature.

Bahalpurs

1.170. The Audit objection is in respect of construction by the State Public Works Department. The State Government have stated that the work for construction of a central camp at Bahalpur was executed by the Public Works Department as per specifications contained in the estimates and agreements made with the contractors wherein bamboo/junglewood posts, thatched roof covering over bamboo roofs frame were provided and that no sal wood, C.I. sheet, Tiles etc. were used in the above mentioned construction as pointed out by Audit. The circumstances leading to the use of thatch as roofing material have been explained by the State Government as follows:—

“The construction of Central Transit Camp at Bahalpur for accommodating evacuees from Bangladesh was undertaken on war footing. Accordingly quotations were invited on short notice, and the same were opened on 25-6-1971. The work orders were issued from 29-6-71 to 10-7-71 with the instruction to complete the works within 15 days. The tender agreements were made with the contractors as per specifications contained in the estimate. Accordingly the contractors started the works after collecting materials at work site.

By the time, the Camp Commandant requested the Executive Engineer to receive polythene, Tarpaulins and plastic sheets for use in the Camp construction, the contractors had already entered into agreement for supply of materials for construction and the works were at various stages of construction. The contractors who did not

cover the roof were, however requested to use polythene sheets for roofs. A few complied with the request while most of contractors refused on the ground that they had already arranged thatch for roofing. The contractor who started work late and did not collect thatch were also persuaded to take polythene sheets.

In this connection, it is mentioned for information that the polythene sheets which were made available to the Public Works Department were very thin, and unsuitable for roofing materials as they were easily damaged by wind. As such these were used in latrines and bath-rooms.

The State Government have stated further that 'as agreements with them (contractors) on plinth area basis and with defined specifications had already been entered into, any change in the specification and rate would have invited not only legal complication but also delay in the completion of the work and consequent financial loss to Government by way of compensation etc. Thus it would appear that it was only under compelling circumstances, the Public Works Department could not take delivery of all the roofing materials offered by the Camp Commandant, and there was no fault or negligence on the part of local Works Department Officers.'

Shelters in Meghalaya and Tripura

1.171. Audit has pointed out that shelters (including pit latrines) constructed at a cost of Rs. 20.38 lakhs became surplus to requirements in Meghalaya and records of construction of 5,000 huts in Tripura were not available for audit as these had been seized for investigation of the Vigilance Department of the State and the C.B.I. The Committee wanted to know (i) the reasons for construction of shelters in excess of requirements in Meghalaya and (ii) the results of investigations into the construction of 5,000 huts in North Tripura District and also the reasons for referring the case to C.B.I. In a written note furnished to the Committee, the Department of Rehabilitation has stated as under:

"(a) (i) According to the report of the Government of Meghalaya, thousands of refugees had taken sheltered in the Moheskhola area right from the beginning of the influx. Because of communication difficulties it was not possible to construct shelters for these refugees immediately during the rainy season. The number of refugees increased

with the passage of time. The refugees constructed some sheds in the area and as soon as the rainy season came to an end, steps were taken to construct camps for their accommodation. The Superintendent of Police was directed to register these refugees formally. The necessity for accommodating these refugees became pressing and urgent because of the disturbed condition prevailing in that area for which refugees had to be moved from the border areas. By the time, the construction was substantially completed, arrangements were made for shifting the refugees to Mowasora area. However, by that time, the situation in the border became very tense followed by the liberation of Bangladesh, the refugees refused to move knowing that they would go back to their home any day."

1.172. As regards Garo Hills, the State Government have stated that it is not a fact that the pit latrines and one barrack costing Rs. 67,230.00 were constructed after December, 1971, when the refugees had already left. These were constructed at the various camps before December 1971 and they were properly utilised by the refugees before they left the camps. The main difficulty in this case was that the work orders for the construction of the pit latrines and barracks were issued *ex-post-facto* between December, 1971, and June, 1972. whereas on account of the sudden rush of huge number of refugees; the orders were given earlier on the spot that the pit latrines and barracks should be constructed. The State Government have verified that these constructions were made when the refugees were staying in the camps and were properly utilised by them.

1.173. (ii) As regards the construction of 5,000 huts in Tripura, the State Government have reported that orders for construction of these huts were issued in September and October, 1971 for accommodating refugees in North Tripura District as it was decided to shift the refugees from bordering camps and other places from South and West Tripura district, due to continuous Pak shelling and other troubles in camps situated in border areas.

1.174. (b) On the basis of some anonymous and pseudonymous complaints about construction works under the North Tripura District, a preliminary enquiry was conducted by the State Vigilance Department and on the basis of the preliminary enquiry report, Director, CBI, Government of India was requested on 3rd May, 1972

to make detailed investigation of the construction works. The CBI accepted the case on 20th May, 1972. Their report is still awaited.

1.175. According to the Audit Report, food articles worth Rs. 78 lakhs were reported to have been stolen between December 1971 and March 1972. From the interim police report dated the 17th December, 1972, it appears that huge stock of cereals was kept in the Salt Lake area. Although a decision was taken to remove the stock to Barasat and transport was provided by SDO, Barasat, the stock was not removed at the instance of the Camp Commandants and the entire stock was reported to have been kept there under the guard of some chowkidars. Subsequently stock of cereals was looted and only a small quantity of food material was recovered and sold by auction at Rs. 8,351/-. Three persons were reported to have been arrested but they were later acquitted by the court. The Committee have been informed that the explanation of the ex-Chief Commandant and ex-Additional Chief Camp Commandant, Salt Lake Evacuee Camp were called on 31-12-1974. Although it is a very serious matter, the Committee have not been apprised of what happened subsequently.

1.176. It is regrettable that no action whatever was taken against the Camp Commandant who allowed cereals worth of Rs. 4.78 lakhs to be stolen. The Committee would like an immediate inquiry to be instituted into this entire episode.

1.177. It has been brought to the notice of the Committee that although shelters of improvised nature and austerity standard were to be constructed with local and inexpensive materials, several instances have come to notice in test check by Audit in which costly material like sal wood was used. The explanation of the Department of Rehabilitation that sal wood was used in the Cooper Chharra and Gamanbani camps in West Bengal and Bahalpur in Assam because it was readily available locally and it was also durable is not acceptable to the Committee. In that part of West Bengal, besides sal which is most expensive, cheaper varieties like mango, jaman and shirish are also available in plenty. The Committee regret that the authorities, despite their knowledge that the refugees were return to their country eventually did not exercise economy in the matter of construction of shelters which were to be built for a temporary period.

1.178. The Committee have been told that 5,000 huts were constructed in North Tripura District for housing the refugees and certain anonymous and pseudonymous complaints were received

about the irregularities in the construction works. On the basis of a preliminary inquiry conducted by the State Vigilance Department, the case had been referred to the C.B.I. on 20th May, 1972. The report of the C.B.I. is still awaited. The Committee would like that the case should be processed expeditiously and a report of the progress of the case communicated to them within two months.

Central Camps

1.179. It has been pointed out in the Audit Report that for expeditious completion of works in Central Camps by bringing materials from other places, the contractors were allowed 20 per cent above the schedule of rates. Although the contractors failed to complete the work within the stipulated periods, they were paid Rs. 12.04 lakhs on account of the higher rates. As mentioned earlier, according to the instructions issued by Government of India, the shelters were to be constructed with local and inexpensive materials. In a note furnished to Audit, the Department of Rehabilitation (February, 1974) stated that "the contractors were allowed 20 per cent above the schedule of rates not solely for expeditious completion but for emergency works and carriage of materials from outside for non-availability of materials locally in large quantities.

1.180. In a written note furnished to the Committee, the Department of Rehabilitation has stated as under:

"After the completion of works and the payment of bills of the contractors, a few procedural irregularities came to notice. It was, therefore, decided in consultation with the Associated Ministry of Finance to constitute a Committee of Engineers to go into this question. The terms of reference of the Committee were as under:—

- (i) Justification or otherwise of departmental rates prepared by the Superintending Engineer.
- (ii) Whether the procedure followed in inviting short notice quotations was inescapable in the circumstances of the case and in the best interest of Government.
- (iii) Whether the award of contracts by an *Ad-hoc* Tender Committee without Government sanction was bonafide and unavoidable.
- (iv) How far the lapses regarding the scrutiny of the contractors' bills caused loss to Government and to what extent these show dereliction of duty on the part of the Officers concerned.

1.181. The Committee have since submitted its report. It has been examined and decided to refer the case to the Central Vigilance Commission including the point whether payment of 20 per cent extra above the schedule of rates was justified. The question of fixing responsibility would be considered at the appropriate stage."

1.182. The Committee are surprised to note that the contractors were paid Rs. 12.04 lakhs on account of higher prices. The Committee have been informed that a Committee of Engineers was set up to examine the question of payment of 20 per cent above the schedule of rates to contractors although they failed to complete the works within the stipulated period. The Committee have also been told that in pursuance of the report of the Committee of Engineers, it has been decided to refer the case to the Central Vigilance Commission, including the point whether 20 per cent extra above the schedule of rates was justified. The Committee would like to be informed about the results of investigation conducted by the Central Vigilance Commission in this regard.

Irregular Payments for better quality Wood

1.183. Audit has pointed out that in certain Central camps although ordinary wood was actually used payment was made for better quality wood at higher rates, the extra cost being Rs. 5.97 lakhs. Government intimated (February, 1974) that the case was being referred to the Vigilance Commission. Asked to state whether the case was actually referred to the Vigilance Commission and whether any responsibility has been fixed, the representative of the Department of Rehabilitation has stated in evidence as under:

"We sent the papers in September, 1972; after that, in May, 1974. As the case was of a similar nature, we sent it to the Vigilance Commissioner, West Bengal Government, in consultation with the CVC. We also consulted the concerned officer of West Bengal Government who had been obtained by the Branch Secretariat on deputation."

1.184. The Committee wanted to know the justification for referring the matter to the Vigilance Commissioner of West Bengal Government instead of the Central Vigilance Commission. The representative of the Department has stated in evidence as under:

"From the files, it appears that we took the advice because the earlier case was also dealt with by the same group of officers that is, it was taken up by the State VC. So, we were not clear in our minds. It is the Central camp. Officers belonged to the State Government and after deputation, they had gone back to the State Government."

1.185. Pointing out to the witness that Central Government's money was involved and the camp was also a Central camp, the Committee questioned the justification for rushing to CBI for getting the matter referred to the West Bengal Vigilance Commission. In a note subsequently furnished to the Committee, the Department of Rehabilitation has stated as under:

"Since the relevant papers are with the State Vigilance Commission, it is not possible for us to consult the original records but from some of the collateral records, an attempt has been made to find the reasons for referring the case to the State Vigilance Commission and the position as reflected from the collateral record is stated below.

1.186. From certain papers, it appears that in May, 1972 it came to notice of the Branch Secretariat that no recovery had been made for hard wood which had been used in place of sal wood in the construction of Central Transact Camp of Salboni while making the final payments to the contractors and there was dereliction of duty on the part both the Executive Engineer and Superintending Engineer who were involved in the construction. By that time these officers, who had been taken on deputation from the cadre of the State Government, had been reverted to their parent cadre. A letter was, therefore, sent to the Secretary PWD, Government of West Bengal suggesting that the explanations of the officer or officers concerned should be called for with a view to considering departmental proceedings. In reply, the PW Department of West Bengal Government intimated that the case had been taken up with the State Vigilance Commission for framing draft charge sheets along with a statement of allegations. Apparently, the matter was allowed to rest there by the Branch Secretariat, Calcutta, in view of the fact that the persons involved were officers of the State Government who had already been reverted to their parent cadre in the State.

1.187. Subsequently in January, 1973 when a spot inspection was conducted, doubts regarding the quality of wood samples used in the construction of Gamarbani, Central Transit Camp arose.

1.188. They were got examined by the Forest Research Institute, Dehra Dun. The Institute gave the opinion that none of the samples were sal wood and that the timbers represented by the samples were not included in the list of timbers used for constructional purposes. It was felt that since a similar case relating to Salboni, CTC was being investigated by the State Vigilance Commission this case could also be sent to them for preliminary investigation and the final action

could be taken in consultation with CVC after the investigation report was received. The advice of the CBI was also sought. Their advice was as follows:—

- (i) The West Bengal State Vigilance, it appears are already looking into the allegations relating to the work of construction of hutments at Salboni Camp for the refugees coming from the erstwhile East Pakistan now Bangladesh.
- (ii) As regard the construction of hutments at Gamarbani, it appears the matter was also under correspondence with the State Vigilance, Government of West Bengal.
- (iii) The officials who have caused over payments to the contractors were on deputation from the State Government of West Bengal and they have since been repatriated to their parent state. State Government of West Bengal would be competent authority to take appropriate action against them if and when the same is contemplated.
- (iv) At this belated stage, investigation by the CBI will not only be time consuming but may not be very fruitful. In view of this it may not be possible for us at this stage to waste our limited resources over such and old matter. Besides the hands of the CBI are already full and it will not be possible to detail a team of officers to investigate this old matter.
- (v) Since the State Vigilance, West Bengal Government Calcutta is already looking into the matter relating to construction of hutments at Salboni Camp, they may be requested to take up the matter concerning Gamarbani Camp also.
- (vi) Since the West Bengal State Vigilance have handled one case of the nature, concerning Salboni Camp, handling of the other case will be comparatively easier and quicker for them.

1.189. According a letter was sent on 28th May, 1974 to the State Vigilance Commission suggesting that the Commission may also undertake the investigation in respect of work of Gamarbani Camp and a copy of this letter was endorsed to the CVC with a note of background of the case and to CBI. The relevant files were also sent to the State Vigilance Commission.

1.190. The correspondence entered into with the State Vigilance Commission in respect of the two cases has been shown to the Chairman of the PAC. The Department will now refer to the Central Vigilance Commission the two cases relating to payment for better quality wood when ordinary wood was used also since they are part of the same works and it is fit that they should be investigated and looked into together."

1.191. According to Audit, in certain Central camps although very ordinary wood was actually used, payment was made for better quality wood at higher rates, the extra cost being Rs. 5.97 lakhs. The Committee were informed during the course of evidence by the representative of the Department of Rehabilitation that the case had been referred to the Vigilance Commission of West Bengal, as a similar case had been referred to them earlier. Subsequently, in a written reply, the Department informed the Committee that the relevant papers are with the State Vigilance Commission and it is not possible to consult the original records but from some of the collateral records, it appears that they have also stated, that in May, 1972 it came to the notice of the Branch Secretariat that no recovery had been made for hard wood which had been used in place of sal wood in the construction of Central Transit Camp of Salboni while making the final payments to the contractors and there was dereliction of duty on the part both of the Executive Engineer and Superintending Engineer who were involved in the construction. These officers who had been taken on deputation from the cadre of the State Government had been reverted to their parent cadre. The Department of Rehabilitation also informed the Committee that the P.W. Department of West Bengal Government intimated that the case had been taken up with the State Vigilance Commission for framing draft charge sheets along with a statement of allegations. The matter was allowed to rest there by the Department of Rehabilitation in view of the fact that the persons involved were officers of the State Government. It has been reported to the Committee that the wood samples used in the construction of Gambarbani Central Transport Camp were tested by the Forest Research Institute, Dehra Dun who have the opinion that none of the samples were sal wood and that the timbers represented by the samples were not included in the list of timbers used for constructional purposes.

1.192. The Committee understand that the entire matter has now been referred to the Central Vigilance Commission. The Committee desire that the investigations should be completed expeditiously.

1.193. *Construction of Latrines: West Bengal*

Audit has pointed out that Rs. 25.88 lakhs were spent by Public Health Engineering divisions between June 1971 and November 1971 on construction of 4 seated and 8 seated dugwell latrines in the camps in Nadia and Behrampur instead of 10 seated trench latrines approved by Chief Engineer, Public Health Engineering department of the State. The Committee wanted to know the checks exercised by the Ministry of Finance with a view to seeing that the funds sanctioned were actually utilised. The representative of the Ministry of Finance has stated in evidence :

"We had sanctioned funds as required by the State Governments and the Branch Secretariat; and the administration of the camps and the regulation of the administrative machinery and the State Governments:.....

We had periodical meetings, say every month, over some periods or for a few weeks in the Branch Secretariat, with the officers of the State Government and with the Commandants of the Central camps; and tried to find out the actual position. We also used to get reports from the Central Camp Commandants, but these irregularities which have been disclosed by Audit were not brought to our notice at that time."

1.194. The Committee called for copies of reports received from Camp Commandants. These could not be made available by the Department and were stated to be non-traceable.

1.195. Asked to state whether any responsibility has been fixed for the extra expenditure of Rs. 25.88 lakhs on construction of latrines, the Department of Rehabilitation has in a written note furnished to the Committee on 14.1.75 stated as under:

"A copy of the note dated 30th December, 1974 of the Health Department of the Government of West Bengal along with its enclosure received through Refugee Relief and Rehabilitation Department of the State Government is enclosed (Annexure).

The State Government have been asked to confirm that Dugwell latrines were actually constructed and the amounts actually spent therefor *vide* this Department's Teleprinter message dated 11.1.1975."

1.196. No further information has been received from the Department.

ANNEXURE

Extracts from the notes of the Health Department, Govt. of W. Bengal

The notes of the Chief Engineer-I, Public Health Engineering Dte. dated 13-7-74 (copy enclosed) are quite clear. The Trench latrines were originally constructed by the Public Health Engineering Directorate in the camps in Nadia and Berhampore. The trench latrines are normally meant for temporary use and become unserviceable after a short period. In these cases due to longer stay by the evacuees the trench latrines become unserviceable particularly owing to heavy Monsoon rains and their bomboo, darma and other super-structures were taken away by the evacuees possibly for their cooking purposes. To safeguard against the loss of super-structures and also for durable structures, the Public Health Engineering Dte. took up the construction of Dug-well latrines. The action taken by the Chief Engineer-I, P.H.E. Dte, has been appropriate in the circumstances stated above and the question of fixing up any responsibility does not arise. The Chief Engineer-I, P.H.E. Dte. has already stated that Dug-well latrines were actually constructed in these camps

Sd/- N. K. Saha

Deputy Secretary.

30-12-1974

Secretary.

The foregoing note of Shri N. K. Saha, Dy. Secy. states the position and explains the circumstances under which change over from trench latrines to dug-well latrines was made, resulting in some unavoidable additional expenditure.

Sd/- A. Sen

30-12-74

1.197. According to Audit, Public Health Engineering Divisions spent, between June 1971 and November 1971, on the construction of 4-seated and 8-seated dugwell latrines in the camps in Nadia and Behrampur, Rs. 25.88 lakhs more than what would have been necessary had trench latrines approved by Chief Engineer, Public Health Engineering Department of the State been constructed. The Committee observe from the noting recorded by the Deputy Secretary, Health Department, Government of West Bengal that "to safeguard against the loss of super-structures and also for durable structures,

the Public Health Engineering Directorate took up the construction of dug-well latrines." The Committee are not satisfied with this explanation. The Committee, however, have not as yet been told by the Department of Rehabilitation that the amount sanctioned for the revised project had actually been spent. The Committee would like the Department of Rehabilitation to investigate this matter further with a view to (a) establish that there was a definite need for the dug-well latrines and (b) see that the cost incurred on dug-well latrines had in fact been proper and justifiable.

TENTS, TARPAULINS, PLASTIC SHEETINGS, ETC.

Shortages

1.198. Audit has pointed out that out of tents and tarpaulins worth Rs. 7.06 crores purchased by Government of India between May 1971 and October 1971 for Central and State camps, those worth Rs. 6.64 lakhs did not reach the consignees. Out of tents and tarpaulins worth Rs. 3.08 crores sent to Central camps only those worth Rs. 0.98 crores (32 per cent) were used for shelters for refugees.

1.199. The Department of Rehabilitation has informed Audit in February 1974 as under:

"The Government was not in a position to know as to what would be the number (of refugees) that would have to be looked after by it. It was, therefore, not possible for Government to make any accurate assessment of accommodation that would have to be provided at various places and yet some assessment had to be made regarding their requirements from time to time. The purchase of tents and construction of hutments were planned on an emergent basis on the basis of such assessment as was made from time to time.

Added to it in December 1971, the position suddenly changed. It became possible for Bangladesh refugees to return to their homeland. These developments were as sudden as the influx of the refugees which started in March 1971. These developments could not be anticipated and as such certain tents could not be put to use for the purpose for which they were purchased."

1.200. The representative of the Department of Rehabilitation has informed the Committee in evidence: "All that the State Government have done is that claims were preferred with the Rail-

ways." Subsequently, in a written note, the Department of Rehabilitation has stated as under:

"In order to provide shelter to the Bangladesh refugees in various camps—both Central as well as State run camps, arrangements were made to procure tents|tarpaulins through the Dte. General of Supplies and Disposals, New Delhi. For this purpose, indents were placed on the DG (S&D) from time to time, on the basis of the estimated requirements keeping in view the number of refugees who had already arrived and/or were expected to arrive. Indents were placed for supply of 82,026 tents and 24,000 tarpaulins, to the various State Governments and the Branch Sectt. of this Department at Calcutta. The DG (S&D) placed orders on the various firms for arranging supplies to the various consignees.

Certain shortages in the stores were detected by the consignees at the time of taking delivery of the stores from Railway Authorities. The claims for short receipt of stores were accordingly preferred by them on the Railway Authorities concerned. The matter has also been taken up by this Department with the Ministry of Railways (Rly. Board) to issue instructions to the Railway Authorities concerned to take prompt action to settle these claims as early as possible."

1.201. The Committee note with concern that tents and tarpaulins worth Rs. 6.64 lakhs purchased for Central and State camps did not reach the consignees. They are surprised to be told that "All that the State Government have done is that claims were preferred with Railways." More than one year has passed since the publication of the Audit Report and the matter has still to be settled with Railway Authority. The Committee would like that prompt action to settle the claims is taken under intimation to them.

Hiring of Tents

1.202. Audit has pointed out that tents were hired in July 1971 for accommodating refugees at Iradatganj pending construction of shelters. Even after completion of shelters in October 1971, the tents were retained for 6 months more for which Rs. 1.12 lakhs were paid as hire charges.

1.203. The Department of Rehabilitation had informed Audit in February 1974 as follows:

“The total number of barracks completed was also 110 as against the programme of 121. Besides, accommodation was required for medical and para-medical staff.”

1.204. Audit pointed out to Ministry in March 1974 that as per typical design for accommodation of displaced persons a barrack was to accommodate 20 families of refugees—that is, about 100 persons. This being so, 110 barracks were sufficient to accommodate about 11,000 refugees. There were in all 10,293 refugees in the Camp at Iradatganj.

1.205. In March 1974, the Department of Rehabilitation contended as follows:—

“the position was constantly reviewed by the Camp authorities as and when built-up accommodation was made available.....the number of tents was progressively decreased keeping in view the circumstances prevailing at that time and needs of the refugees and the other staff.”

1.206. Asked to state why hired tents were kept even after accommodation became available, the representative of the Department has stated in evidence as under:

“Based on information available on the file, it appears that 121 barracks were required to be constructed. There were floods in West Bengal and it was decided to move the refugees to other places. One of the places selected was Iradatganj in U.P. The migrants were to be moved quickly, so the State Government of UP were asked to hire tents, set up the camp and receive these people and then take up the construction of barracks. A board consisting of the Camp Commandant and the Dy. Commissioner called for tenders and selected some parties for supply of tents and various other accessories.

It appears, out of 121 barracks which were required to be put up, only 100 were established. Subsequently, another ten barracks were put up. Eleven barracks were not put up. From the file, I got an impression that in the meantime a decision was taken to strengthen the hospital organisation. There was a complaint at one time that some of the barracks were defective. This was gone into

by some officers detailed by the Branch Secretariat and it was found that the barracks were in order. These tents continued to be occupied largely by medical and the camp staff. They were also used for stores. Some of these tents were used for bath-rooms and latrines. It appears, there was a saving by not undertaking the construction of some of the barracks to the extent of Rs. 1.43 lakhs. When the Audit went round, perhaps we could not clarify the position. This is the position on the file."

1.207. Asked to state the expenditure that had been incurred for hiring the tents, the representative of the Department of Rehabilitation has stated in evidence: "I think, Rs. 18,000 per month."

1.208. Subsequently in a written note furnished to the Committee, the Department of Rehabilitation has stated as under:

"In June 1971, it was decided in consultation with the U.P. Government to establish a Central Camp for the Bangladesh refugees at Iradatganj. The capacity envisaged originally was 50,000 persons. It was reduced later to 1,000 persons. The Executive Engineer of Allahabad Central Division, Central P.W.D., reported that in a weekly meeting held under the Chairmanship of the District Magistrate, Allahabad, the following decision was taken:

"Since all the families do not consist of 5 members and two small families do not want to live together and since total number of families who have come to camp is 2220, the barracks for these families should be 111 Nos., instead of 100 being constructed at present. Ten barracks being constructed for hospitals and residences of staff members etc. will be extra to this number. Thus a total of 121 barracks are required to be constructed."

1.209. The eventual number of barracks constructed was 110.

1.210. It may be mentioned that estimates submitted by the CPWD for further construction of 11 more barracks amounting to Rs. 1,43,700/- and construction of hospital and staff quarters amounting to Rs. 80,400/- were not sanctioned and the work was not executed. It appears that the Camp Commandant did not arrange for the occupation of some of the huts constructed by the CPWD on the basis of an opinion that they were defective and because the

inmates were not prepared to shift from the tents to the hutments."

Leaking Barracks

1.211. The Committee wanted to know whether it was a fact that the refugees did not want to move into the barracks as they were leaking. In a note furnished to the Committee, the Department of Rehabilitation has stated as under:

"The Camp Commandant appears to have sent a report about the defective barracks to the Superintending Engineer on 21st August 1971 but there is no record to show whether the Superintending Engineer had sent his comments. However, the matter regarding the defective construction of barracks came to the notice of the Branch Secretariat in April 1972 when the question of payment of bills for hired tented accommodation was under consideration through a letter from the Camp Commandant, Central Transit Camp, Iradatganj, wherein he mentioned that the latrines constructed by CPWD were unfit for use and the matter was reported to the CPWD by him. He further stated that barracks had been leaking during the monsoon. In May 1972 the Camp Commandant was requested by the Branch Secretariat to intimate the action taken for repair of the defective latrines by the CPWD. He was also requested to indicate any other items of work executed by the CPWD that were defective. He was requested to take up this matter with the CPWD. In September, 1972, the CPWD authorities were requested by the Branch Secretariat *inter-alia* to indicate whether any complaint regarding unsuitability of these barracks for occupation by the refugees was brought to the notice of CPWD by the Camp Commandant and if so, the full extent thereof.

A Joint Inspection undertaken by the Camp Commandant with the Executive Engineer, CPWD, Allahabad, revealed that some of the latrines became unserviceable having not been cleaned and not used properly but not due to defective construction.

The Executive Engineer, Allahabad, in-charge of Iradatganj camp construction sent a complaint on 19th July 1971 that the tarfelt supplied for the roofing of the huts was of poor quality inasmuch as there were too many holes—6 mm. to 12 mm,—and water dripped throughout

during rains. After investigation by the Branch Secretariat it was found that iron hooks had unfortunately been used by the Railway labourers while loading and unloading wagons containing tarfelt. Suitable instructions were issued to all concerned to avoid such mistakes in future."

12.12. The Committee note that even after completion of 100 barracks in October 1971 at Iradatganj, hired tents were retained for 6 months more for which Rs. 1.12 lakhs were paid as hire charges. The Department of Rehabilitation have explained that against 121 barracks which were required to be put up, only 100 were established for refugees and 10 were put up for hospitals and residences of staff. The remaining 10 barracks were not built at all. Thus there was a saving by not undertaking the construction of some of the barracks to the extent of Rs. 1.43 lakhs. This explanation of the Ministry does not appear to be correct in view of the facts brought out in evidence. The real reason for the retention of the tents for longer period than required was that some of the barracks were leaking and the refugees refused to move therein.

12.13. The Department of Rehabilitation has informed the Committee that "the Camp Commandant appears to have sent a report about the defective barracks to the Superintending Engineer on 21st August 1971 but there is no record to show whether the Superintending Engineer had sent his comments." The Committee have also been told that "a Joint inspection undertaken by the Camp Commandant with the Executive Engineer, CPWD, Allahabad, revealed that some of the latrines became unserviceable having not been cleaned and not used properly but not due to defective construction." Had better supervision been exercised and prompt action taken when the defects first came to notice, it might not have been necessary to have continued the hiring of tents for as long a period as it became necessary.

Purchase of Tents by West Bengal

1.214. Audit has pointed out that Relief and Rehabilitation Directorate of West Bengal purchased tents worth Rs. 68 lakhs in May/June, 1971. Complete records for the purchase were not available for audit as these were stated to be with the Central Bureau of Investigation because of allegation that tents supplied were of very poor quality. The matter was stated to be *sub-judice*.

1.215. As regards purchase of tents worth Rs. 68 lakhs by Relief and Rehabilitation Directorate of West Bengal in May/June, 1971, the Department of Rehabilitation have, in another note furnished to the Committee, stated as under:

“The State Government have reported that from the records it appears that 59,574 pieces of tarpaulins worth Rs. 72,20,475.82 were purchased for providing accommodation to the evacuees from Bangladesh. Out of these, 1,737 pieces of tarpaulins worth Rs. 4,37,959 were received by Irrigation and Waterways Department entrusted with the construction of Salt Lake camp for which no payment has yet been made to the suppliers. As regards balance 57,837 pieces of tarpaulins costing Rs. 67,82,516.82, payment to the extent of Rs. 37,88,940.95 has so far been made. A.G. West Bengal raised certain objections on 3rd November, 1971 regarding provision, quantum and nature of test etc. of those tarpaulins supplied by the parties as provided in the purchase contract, and requested the State Government to consider the entire issue of making payment to these parties. Moreover, the Central Bureau of investigation started inquiry in regard to the purchase of tarpaulins made by the then Commissioner/Secretary R.R. & R. Department. The Governor in his order dated 6th January, 1972 restricted the payment to the purchase of tarpaulins to 50 per cent of the amounts billed for till investigation report from CBI is received and A.G.'s objection settled. The CBI has seized all papers in connection with the purchase of tarpaulins during 1971-72 and according to the State Government a Suit has been filed in the Sub-Judge's Court Alipur against Shri B. B. Mandal and another and the matter is still *sub-judice*. The papers seized by the CBI have not yet been released.”

1.216. The State Government have stated that till the papers are received back from the CBI, no action can be taken in this regard.

1.217. The subject-matter of CBI investigation was alleged showing of favour to certain firms in the award of contracts for supply of tents/tarpaulins to Government of West Bengal.

Purchase of sheltering materials

1.218. The Committee wanted to have a detailed note indicating the rationale for purchasing sheltering materials worth Rs. 7.06 crores for 5.68 lakh refugees in addition to the plastic sheets received from foreign countries, when the prescribed scale of accommodation was only 100 sq. ft. for family. The Committee also wanted to have the quantity and value of plastic sheets received from abroad. In a written note furnished to the Committee, the Department of Rehabilitation has stated as under :

“Besides the Central camps numbering 17 which were actually set up with a total population of 5.68 lakh refugees, shelter materials were also required to meet the requirements of the refugees in various State camps.

1.219. Orders had been placed in April and May, 1971 for 50,000 tents and 3000 tarpaulins. The supply was expected to be completed by the end of June, 1971. Offers from International organisations and foreign Governments at that time covered 3262 tarpaulins, 60 tents, 90,000 sq. metres of plastic sheets and 31 packages of tarpaulins. From the existing stocks of the Department, 6,000 tents had also been provided and another 5,000 tents were expected from those rejected by Ministry of Defence. All these together would have covered the requirements of 1.24 lakh families. In June, 1971, the position was reviewed. At that time already more than 41.61 lakhs of refugees had come, of which 23.17 lakhs were residing in camps. As a working assumption, the number of refugees to be provided accommodation in camps was taken as 40 lakhs i.e. 8 lakh families. It was expected that 50 per cent would be accommodated in the “bashes” or temporary huts and for the rest of the 50 per cent i.e. 8 lakh families, it was reckoned that accommodation would have to be provided by tents, tarpaulins etc. In June, 1971, orders were placed for a further quantity of 32,026 tents and 21,000 tarpaulins.

1.220. In the middle of July, 1971, the position was further reviewed. Having regard to the trend of the influx it was estimated that 12.00 lakh families would eventually be in the camps and 6 lakh families would have to be accommodated in tents and tarpaulins. The tents and tarpaulins for which orders were placed in June, 1971 through D.G.S. & D. were expected to cover 1.6 lakh families. Another 1.6 lakh families were expected to be covered by aid from foreign agencies. This left a gap of 2.8 lakh families. In the meeting of the Shelter Sub-Committee held on 6th July, 1971 it was decided that the UNICEF would arrange for immediate purchase of 20,000

tarpaulins for providing shelter to 60,000 families and for the remaining 2.2 lakh families the U.N. Focal Point was requested to send a cable to their headquarters at Geneva to arrange for necessary supply of relief materials.

1.221. At that time it was also felt that according to the earlier expectation, it may not be possible to construct temporary huts to cover as many as 6 lakh families and that our demand for roofing materials in the shape of polythene sheets etc., from voluntary foreign agencies may have to be stepped up so as to cover another 3 lakh families. To be on the safe side, it was requested to review the problem and consider placing an indent for a further quantity of 10,000 tents on D.G.S. & D. The Branch Sectt. was informed accordingly, but no further indent seems to have been placed.

1.222. It may be added that by July, 1971 the camp population had reached a figure of 49.31 lakh persons and at the end of the influx in December it was 67.97 lakh persons.

The following shelter material valued at Rs. 2.38 crores, was received as foreign aid from abroad:

(i) Roofing material/plastic sheeting	36,277 Pkg/rolls
(ii) Tarpaulins.	11,852 Pkg. 19,018 Pcs.
(iii) Tents.	8,562 Pkg."

Disposal of Unserviceable Tarpaulins

1.223. In the Audit Report it has been stated that tents and tarpaulins worth Rs. 30.00 lakhs became unserviceable (February, 1972) in the Central camps. Asked to state the value of tarpaulins which became unserviceable and disposed of, the Department of Rehabilitation has in a note stated as under:

"The following is the reproduction of a letter No. 555/RR dated the 28th June, 1973 received from the District Magistrate, Bankura, on the condition of surplus tents taken over from this office from the C.T.C. Gamarbani.

"4119 tents including shouldaries have been received by this office from the C.T.C. Gamarbani.

Tents 80/50 Kg.	3373
Shouldaries	746
	<hr/>
	4119
	<hr/>

1.224. Out of 3373, 62 have been issued to Officer-in-Charge, Defence Department, Calcutta. 200 tents have been issued to the District Magistrate, Birbhum.

1.225. Out of 746 shouldaries, 457 have been issued to the Officer-in-charge, Relief, Bankura and the balance have been sold by auction.

i. e., (1) unused serviceable	Nil
(2) Used serviceable	719
(3) unused unserviceable	Nil
(4) used unserviceable	3,400

Apart from this, 580 tents were given to Bangladesh Government.

It will be seen, therefore, that there is no case of unused tents which become unserviceable.

The mode of disposal was by transfer to the State Government in accordance with Department of Rehabilitation Letter No. 7(6)/72-R.III (Vol. II) dated 12th May, 1972 read with letter No. 18(4)/72-R dated 27-6-1972.

Purchase of Tarpaulins in Assam

1.226. It has been stated in the Audit Report that 424 tarpaulins worth Rs. 1.26 lakhs were purchased in March, 1972 by Deputy Commissioner, Shillong after the refugees had been repatriated. Further 1,685 tarpaulins ordered by him in May, 1971 at a cost of Rs. 4.92 lakhs had been lying at Gauhati in the godown of a private firm. The firm sent 1,673 of these tarpaulins to the Deputy Commissioner in March, 1972. Meghalaya Government decided in July, 1972 to dispose of these tarpaulins; these are yet to be disposed of (May, 1973). Audit had also pointed out that out of 876 tarpaulins stated to have been sent in April, 1971 and May, 1971 by Deputy Commissioner, Shillong, to Munei Panchoring Relief Camp, 298 tarpaulins costing Rs. 0.71 lakh had not been accounted for by the camp.

1.227. In a written note furnished to the Committee, the Department of Rehabilitation have stated as under:

“The State Government have stated that order for supply of 424 tarpaulins worth Rs. 1.26 lakhs was actually placed with the Firm on 19th May, 1971. The Firm supplied the tarpaulins on 2nd June, 1971. However, the payment was made in March, 1972.

As regards 1685 tarpaulins worth Rs. 4.92 lakhs, the State Government have stated that the supply was made in June, 1971, but these were not accepted by the Deputy Commissioner, Tura as these were considered sub-standard. These

were stored at Gauhati pending finalisation of the matter. Subsequently, the State Government decided to accept delivery after suitable reduction in rate.

As regards disposal, the State Government have stated that they have been able to allocate 394 tarpaulins only to other State Government departments. As regards the disposal of the remaining quantity, the question is under consideration.

In regard to 298 tarpaulins costing Rs. 0.71 lakh supplied to Munei Panchoring Relief Camp, the State Government have stated that "Since the camp maintained a separate temporary issue register during that period, all the short receipts of tarpaulins as pointed by Audit have been issued through the register mentioned above which is being produced to next Audit. The receipt of 298 Nos. of tarpaulins has been entered into the stock register now. Accountant General, Shillong has been requested by them to drop the audit objection in this regard."

Dismantled Materials: Salt Lake Area

1.228. It has been pointed out in the Audit Report that dismantled materials from the structures constructed in the Salt Lake Camp were disposed of for Rs. 1.90 lakhs only although the shelters were constructed at a cost of Rs. 1.85 crores and that this as well as certain matters relating to the construction of shelters are under investigation by C.B.I.

1.229. Asked to state the reasons for referring this case to the C.B.I. and the results of the inquiry, the Department of Rehabilitation have in a written note, dated 13th January, 1975 stated as under:

"The State Government have stated that the case was referred to CBI on 28th October, 1972 on grounds of wrongful disposal of evacuee camp installations at Salt Lake at a nominal price.

A copy of RRC/Secretary's letter to the Director, CBI, New Delhi dated 28th October, 1972 showing details of the case, is given in Appendix III. The matter is still under investigation by the CBI and no report has yet been received.

After the C. & A.G's report had been placed in the Parliament, the State Government of West Bengal was requested on 27th June, 1974 to forward their comments in respect of

the various points concerning them. The State Government informed *vide* their d.o. letter dated 25th July, 1974 as follows:—

‘The matter is still under investigation by CBI.’

* * *

The State Government informed *vide* their d.o. letter No. SC-167/RC/CAO/103(Pt. III) dated 18th November, 1974 that the investigation report from the CBI on the disposal of Salt Lake Camp, had not yet been received.”

Dismantled Materials at Jalpaiguri

1.230. Audit has pointed out that dismantled materials of about 100 structures in certain camps at Jalpaiguri constructed at a cost of Rs. 20.57 lakhs were reported to have been stolen in October, 1972. In the same district dismantled materials of 20 more structures at Berubari constructed at a cost of about Rs. 2 lakhs were also stolen in September, 1972. The cases were under police investigation.

1.231. The Department of Rehabilitation have stated that the final reports from the police have not yet been received by the D.C. Jalpaiguri. The police are being reminded by the D.C. Jalpaiguri to expedite.

1.232. The Committee have been told that the Central Bureau of Investigation is investigating the allegation that favours were shown to certain firms in the award of contracts for supply of tents/tarpaulins to Government of West Bengal and that the necessary papers relating to the purchase of tents are with them (C.B.I.). The Committee have also been told that pending the completion of the C.B.I. enquiry as well as settlement of A.G.’s objections, 50 per cent of the amount billed have been paid to the suppliers. This matter has been already delayed considerably and the Committee desire that the enquiry should be completed expeditiously.

1.233. The Audit has pointed out that tents and tarpaulins worth Rs. 30.000 lakhs became unserviceable in the Central camps in West Bengal. The Committee trust that the Department of Rehabilitation would have this matter further probed.

1.234. It has been reported by Audit that 1,685 tarpaulins ordered by the Deputy Commissioner, Shillong at a cost of Rs. 4.92 lakhs had been lying at Gauhati in the godown of a private firm. The Meghalaya Government decided in July, 1972 to dispose of these tarpaulins

but they were not disposed of till May, 1973. The Committee learn from the reply furnished by the Department of Rehabilitation that although the supply of these tarpaulins was made in June, 1971, these were not accepted by the Deputy Commissioner, Tura as they were considered sub-standard. These were stored at Gauhati pending finalisation of the matter. Subsequently, the State Government decided to accept delivery after suitable reduction in rate. The Committee have not been informed whether the entire stock of sub-standard tarpaulins has since been disposed of. They would like to know whether any action has been taken against the firm which supplied the sub-standard tarpaulins resulting in loss to Government.

1.235. It has been pointed out by Audit that dismantled materials from the structures constructed in the Salt Lake Camp were disposed of for Rs. 1.90 lakhs only although the shelters were constructed at a cost of Rs. 1.85 crores. The Committee were informed by the Department of Rehabilitation that the case was referred to the CBI on 28th October, 1972. No report has so far been furnished by the C.B.I. in this matter. The Committee would urge that the investigations should be conducted expeditiously and the results communicated to them.

1.236. The Committee are deeply concerned at the inordinate delay in finalising investigations into the thefts of dismantled materials at Jalpaiguri and Berubari. They would like to be apprised about the results of investigations and the action by Government in the light of the same.

BLANKETS, CLOTHING ETC.

Supply of Blankets to Refugees in West Bengal

1.237. Audit has pointed out that blankets worth Rs. 1.34 crores were given by Government of India to a voluntary organisation in West Bengal during November, 1971—January, 1973 but were shown in accounts as having been given to West Bengal Government. West Bengal Government, however, stated that it had no knowledge about these blankets. No records showing actual distribution of these blankets by the voluntary organisation were available.

1.238. The Department of Rehabilitation informed Audit in February, 1974 that "there were certain consignments sent by foreign voluntary agencies for distribution to foreign agencies in India. These were also consigned to the Branch Secretariat, Calcutta, for facility of clearance of custom but did not form part of the U.N. Aid under the umbrella of U.N. Focal Point or bilateral Government

Aid. The consignment from Christian Aid Mission which was eventually delivered to the United Relief Services, Calcutta, was in this category. The value of these consignments have been erroneously included in the stock accounts of foreign aid as at that time, the exact nature of consignments was not known."

1.239. The representative of the Department of Rehabilitation has stated in evidence that there seemed to be 14 consignments. Asked to state how many of the 14 consignments were acknowledged by the West Bengal Government, the representative of the Department has stated: "One voucher is in front of me which bears the acknowledgement of West Bengal Government. In the case of others, the vouchers have to be consulted." It has further been stated in evidence that the fourteen consignments consisted of 17,445 bales.

1.240. The Committee pointed out to the official witness that the whole country was talking about these foreign blankets which were reported to have found their way into the markets. Asked to state how many blankets were actually involved in the 14 consignments of foreign blankets worth Rs. 1.34 crores, the representative of the Department has stated that these 14 consignments meant 17,445 bales. Asked to state for how many bales they did not receive the vouchers from the Government of West Bengal, the representative of the Department has stated: "We do not have the information at the moment. . . . The Government of West Bengal have disclaimed having received them. We have been carrying on correspondence with them. We have to take it up with that Government." In reply to a further question, the representative of the Department has stated that out of 17,410 bales, they were in possession of a voucher which represented 640 bales only. The Committee asked the witness as to who were actually responsible for the absence of the remaining vouchers out of 17,410 bales in as much as this was a matter which would not only damage the image of the country but would also discourage others to help this country when needed. The representative of the Department has stated: "I would like to clarify the position. That was in answer to the question viz. how many have the Government of West Bengal accepted. We have located now, apart from that voucher, 6665 bales which were found, verified and found correct by the Audit." Asked to state what happened to the remaining 9500 bales, the representative of the Department has stated:

"These went to foreign agencies and vouchers are available." Asked to state what measures were taken to ensure that the blankets were actually distributed to the refugees, the representative of the Department has stated that "these were shipped to the States in the

light of the requirements of the States such as Tripura, Meghalaya, Assam etc.”

1.241. In a written note furnished to the Committee, the Department of Rehabilitation have further stated as under:—

“After checking all the consignment notes relating to blankets consigned by Christian Aid, U.K., it has been found that there were in all 17 consignments comprising of 21,452 packages, 1235 bags and 95 bales. Of these one consignment of 2137 packages was consigned by Christian Aid, U.K. to Christian Aid, Calcutta. The balance of 19,315 packages, 1235 bags and 95 bales was consigned by Christian Aid, U.K. to the Additional Secretary, Department of Rehabilitation (Branch Secretariat), Calcutta. All the packages/bags/bales were received by air and cleared through the Airport Customs between 18th November, 1971 and 12th January, 1972.” A Statement showing dates of receipt of these blankets and their handing over is given in Appendix IV.”

1.242. The representative of the Department has also stated during evidence:

“The voluntary organisations which were operating in the area towards the relief of the refugees, were receiving, in certain cases, consignments from their principals or parent services abroad. In those cases, we had acted only as a clearing house.”

1.243. The Committee enquired how the West Bengal Government came in between. The representative of the Department has stated: “In this particular case, though it was a consignment from a voluntary agency, we felt that this may be given to the Government of West Bengal for use in the districts.” The witness has further stated:

“We were operating under so many uncertainties at that time. At this particular time we needed them to supply to certain refugees camps in West Bengal, and that is why it was decided that these be sent to the West Bengal Government, and so they were consigned to them. You are asking whether they have acknowledged or not. In the case of one consignment, we have their acknowledgement. For the remaining, please give us a little more time and we will trace our invoices and issue vouchers.”

Christian Aid U.K. wish the blankets arrived at Dum-Dum since December 31 to be distributed to the refugees through the Agencies engaged locally in relief work including CASA, OXFAM, WAR ON WANT, SAVE THE CHILDREN, UNITED RELIEF SERVICE and Cathedral Relief Service and CARITAS. In the same letter Mr. Smithers said that the distribution will be undertaken in consultation and liaison with the D.Ms. at Murshidabad and Nadia and will be in accordance with the scale laid down by the Government of India.

In the Government of India, Ministry of Finance letter F. No. 458/36/71-Cus. V, dated the 15th May, 1971, exemption from payment of customs duty was given in respect of relief consignments of foodstuffs, tents, tarpauline, clothing, blankets, etc. consigned to:

- (1) Department of Rehabilitation, Government of India, New Delhi/Calcutta;
- (2) Indian Red Cross. New Delhi/Calcutta;
- (3) Bangladesh Assistance Committee, Himalaya House, New Delhi.

The exemption was subject to the condition that the relief goods were distributed free of charge among the refugees from East Bengal, and are not sold or otherwise disposed of. The Collectors of Customs were instructed to allow duty-free clearance after taking a simple undertaking without any surety for distribution as above, from the importing organisation or body. In Government of India Ministry of Finance, letter F. No. 459/36/71-Cus V. dated 28th July 1971, addressed to the collector customs, Calcutta, it was stated as follows:

'the Ministry of Rehabilitation are normally against voluntary agencies other than those specified in this office letter of even number dated 15th May, 1971, receiving any relief goods from abroad consigned to them direct. However, should such relief goods arrive, customs clearance, without payment of customs duty may be allowed only if the agency hands over the supplies to the Branch Secretariat of the Department of Rehabilitation at Calcutta or any Government or organised agency nominated by it or alternatively utilise these relief supplies in accordance with the instructions of the Additional Secretary, Department of Rehabilitation, Calcutta.' "

1.246. The Committee note that certain consignments of blankets were donated by foreign voluntary agencies for distribution to foreign voluntary organisation in India. These consignments were sent to the Branch Secretariat of the Department of Rehabilitation, Calcutta, for facility of customs clearance. The Committee have also been informed that the Department of Rehabilitation sent the consignments received by them to the West Bengal Government for supply to certain refugee camps in West Bengal. During the course of evidence the representatives of the Department of Rehabilitation were not able to furnish information about the vouchers for the consignments of blankets which were made available to the Government of West Bengal. All that they could inform the Committee was as follows:—

“We do not have the information at the moment... The Government of West Bengal have disclaimed having received them. We have been carrying on correspondence with them. We have found an acknowledgement given by them. We have to take it up with that Government”.

1.247. The Committee are surprised that the Branch Secretariat of the Department of Rehabilitation stationed at Calcutta, which was headed by an Additional Secretary, did not possess the requisite information about the acknowledgement of the consignments of blankets by the West Bengal Government. The Committee are positive that the principal executive of the Branch Secretariat (Col. Luthra) could not be absolved of responsibility for such a state of affairs keeping in view the fact that his Secretariat was the recipient of the blankets and there was a Special Officer to look after the receipt of foreign gifts.

1.248. It is a matter of great concern that the Department of Rehabilitation has not received acknowledgements for the full consignments of blankets made over to the West Bengal Government. The Department of Rehabilitation in their written note sent to the Committee on 12th January, 1975, has stated that in regard to one consignment of 2010 packages no acknowledgement has been traced although there is a record made by the officer on Special Duty (Airport) of the Branch Secretariat in his report dated 16th February, 1972 that the consignment was handed over to the representative of the Government of West Bengal. The Committee also regret to note that no information whatsoever is available with the Department of Rehabilitation as to the actual distribution of blankets to the refugees by the foreign charitable organisations in Calcutta which received the donations from their counterparts abroad. This is a most unsatisfactory situation. The Committee consider that this should be investigated into thoroughly and suggest that the case

should be referred to the Central Vigilance Commission/C.B.I. for expeditious inquiry and stern action against the officials concerned.

Repatriation

False Ration Cards

1.249. It has been stated in the Audit Report that repatriation doles of Rs. 10.08 lakhs were drawn for 72,005 (units) in excess on false ration cards issued under forged signature and stamp of the issuing authority by an organised gang. The Committee wanted to know whether any investigation was made in this regard. The representative of the Department has stated during evidence: "The State Government have informed us that the matters are under the State Vigilance Commission."

1.250. On the 14th January, 1975, the Department of Rehabilitation furnished the following reply received from the State Government:—

"D.M. has stated in his letter dated 26th December, 1974 that the matter has been referred to State Vigilance Commission on 11th December, 1974 for necessary investigation. The report from Vigilance Commission is awaited. The matter was brought to notice by Audit through Inspection Report on 9th January, 1974. D.M. has since stated in his letter dated 31st December, 1974, that explanations of the Ex-Chief Camp Commandant and Ex-Addl. Camp Commandants have been called for."

1.251. A teleprinter message was sent to the West Bengal Government on the 11th January, 1975 by the Joint Secretary, Department of Rehabilitation seeking clarification as to the necessity of calling for the explanation of Ex-Chief Commandant etc. on 31st December, 1974 when the matter was reported to have been referred to State Vigilance Commission on 11th December, 1974 for investigation. No further communication has been sent by the Department.

1.252. The Committee note that repatriation doles to the extent of Rs. 10.08 lakhs were drawn in excess on false ration cards issued under forged signatures of the issuing authority. The matter was first brought to the notice of the State Government by Audit inspection report on 9th January, 1973. It is surprising that the case was referred to the State Vigilance Commission after about two years and there is no explanation for the delay. The report of the Vigilance Commission is still awaited. The Committee regret that the

Department of Rehabilitation did not consider it necessary to conduct an enquiry themselves into the matter with the help of the C.B.I. The committee desire that the investigation should be expedited and a report submitted as soon as possible.

VOLUNTARY ORGANISATIONS—AMOUNTS RECOVERABLE FROM

1.253. It has been pointed out by Audit that Rs. 5.85 crores were paid to voluntary organisations in cash. Besides, food articles worth Rs. 7.18 crores were also given to them. Of the accounts rendered by these organisations, those for Rs. 2.63 crores were not acceptable to West Bengal Government (October 1973). The Committee had no opportunity to get more details in the genuineness of the accounts rendered.

1.254. A list of 50 voluntary organisations who received assistance in kind, together with names of office bearers, is given in Appendix V.

1.255. The Committee enquired the number of voluntary organisations which had not rendered accounts or rendered accounts which were not acceptable. The representative of the Department has stated in evidence:

“The situation is something like this. Rs. 13.20 crores worth of cash and kind were advanced to these voluntary agencies, and they were required to distribute the cash doles, feed the refugees etc. According to the State Government, the amount for which the accounts made available by these organisations could not be admitted by the State Government for want of complete records is Rs. 2.62 or Rs. 2.63 crores.”

1.256. The Committee enquired how the organisations were selected and whether they were all registered bodies. The representative of the Department has stated: “I understand that there are instructions in West Bengal that local voluntary aid agencies may be made use of during the time of relief when there are situations like natural calamities etc. This is the regular feature, but I have not checked up whether they were registered or not.”

1.257. A detailed statement indicating the assistance given in kind with value, accounts rendered with value, accounts yet to be rendered with value, cash advance given, accounts rendered with muster rolls and vouchers etc., accounts yet to be rendered, and account objected to, as furnished by the State Government, is given

in Appendix VI. From the statement, it will be observed that accounts were yet to be rendered for a total sum of Rs. 15,80,786.84 and accounts objected to were of the value of Rs. 2,75,42,974.06.

1.258. In a written note furnished to the Committee, the Department of Rehabilitation have stated as under:

"The State Government have stated that when unprecedented and sudden influx took place, it was essentially necessary to make immediate arrangements for feeding, sheltering of the evacuees on emergency basis. The time was too short and it was not possible to gear up the Administration to the desired extent after observance of normal rules. The district officers finding no other alternative, had to accept the services of Philanthropic Organisations. In consideration of the very great emergency involved, verification of antecedents of the organisations etc. was not always possible.

The compendium of Administrative Instructions for Transit Relief Camps for Refugees from East Bengal issued by the Branch Secretariat contained a para as follows:—

"For helping distribution of rations, and arranging social welfare activities in the camp, assistance of voluntary organisations and volunteers from amongst the NSS and the refugees will be necessary. Great care should be exercised in selecting volunteers as some of them may not be desirable. To eliminate undesirable elements, close watch should be kept on their activities by Assistant Commandants and other concerned officials.

National Fitness Corps have offered the services of their members for voluntary service in the camps. Camp Commandants should contact the regional representatives of the National Fitness Corps and make out schemes for utilising their services. The Director General of the National Fitness Corps has issued necessary instructions to his regional representatives. Their volunteers could be utilised for maintaining discipline, helping ration distribution camp sanitation and organisation recreational and educational activities etc.'

The State Government have stated that legal action is being taken by the District authorities after scrutiny of muster

rolls/vouchers/stock accounts etc. since received from these organisations.”

1.259. The Committee enquired whether it was a fact that on a test check of the expenditure incurred other than reimbursements/advances made to non-official organisations and suppliers of dietary articles, the Internal Audit Wing of the Relief and Rehabilitation Directorate of West Bengal had raised objections to the value of Rs. 557.62 lakhs which could not be met by production of documents, sanctions, orders for regularisation, etc. The Department of Rehabilitation have, in a written note furnished to the Committee, stated that according to the State Government “out of Rs. 557.62 lakhs objected to by the Internal Audit, objections to the extent of Rs. 5.06 lakhs have since been settled.”

1.260. The Committee further enquired whether a sum of Rs. 310.78 lakhs had been objected to against various non-official caterers, suppliers etc. which included Rs. 262.65 lakhs relating to non-official caterers and that this amount of Rs. 262.65 lakhs, held under objection, was exclusive of the cost of wheat/rice received free of cost on Government account by the non-official organisation, which were mostly mushroom organisations, having no registration. The reply of the State Government is that “Rs. 2.62 crores includes value of closing stock of rice and wheat, if any, not received back from the organisations.”

1.261. To cope with the influx of refugees, assistance of voluntary organisations was sought. It has been stated that in view of the urgency and unprecedented situation created by the sudden influx of refugees, the District Officers had to accept the services of philanthropic organisations and verification of antecedents of the organisations etc. was not always possible.

1.262. Audit has pointed out that Rs. 5.85 crores were paid to voluntary organisations in cash besides food articles worth Rs. 7.18 crores. It has been stated by the Department of Rehabilitation that accounts were still to be rendered for a total sum of Rs. 15,80,786.84 and accounts of the value of Rs. 2,73,42,974.06 had been objected to by the Internal Audit. Subsequently it was stated that on a test check of the expenditure incurred other than reimbursements/advances made to non-official organisations and suppliers of dietary articles, the Internal Audit Wing of the Relief and Rehabilitation Directorate of West Bengal had raised objections to the value of Rs. 537.62 lakhs which could not be met by production of documents sanctions, orders for regularisation, etc. Objections to the

extent of Rs. 5.06 lakhs only have since been settled. The Committee are greatly perturbed by the above facts which seem to suggest that misappropriation of public money and stores has taken place on a large scale. It would appear that large amounts of money were advanced to many non-official organisations whose credentials were not verified. No action, legal or otherwise, has been taken against these organisations which have not rendered any accounts. The Committee consider it necessary that wherever adequate evidence exists appropriate legal action should be taken against the organisation concerned promptly. Further inquiry should also be conducted immediately to verify the authenticity and reliability of the accounts kept by these organisations.

1.263. Indeed the Committee are so disturbed by the situation that is disclosed in regard to the voluntary organisations and their failure to render satisfactory accounts that they would recommend strongly that the entire case should be gone into exhaustively by a special commission of inquiry to be appointed under the commission of inquiry Act. This would be fair also to such of the voluntary organisations as had maintained proper standards in the conduct of the affairs.

TUBEWELLS

1.264. It has been stated in the Audit Para that 808 tubewells at a cost of Rs. 5.36 lakhs were sunk in different camps in Tripura. Forty-two tubewells were dismantled and taken to stock and 158 were transferred to other departments after the camps were closed. The remaining 608 tubewells of the value of Rs. 3.91 lakhs were reported as stolen/missing in June 1972 and September 1972.

1.265. It was stated during evidence that the matter was under investigation by a Special Officer appointed by the Government of Tripura. The Committee wanted to know whether the investigation had been completed. The Department of Rehabilitation have replied as under:

"The State Government have intimated that investigation by the Government through appointment of Special Investigation Officer who is an ex-Deputy Superintendent of Central Bureau of Investigation, is in progress. This Officer is stated to be not only looking into this case but also other cases of irregularities pointed out in the audit notes/review notes received by the State Government."

1.266. The Committee regret to observe that investigation into the reported thefts/loss of 608 tubewells of the value of Rs. 3.91 lakhs has not yet been completed by the Special Investigating Officer appointed by the State Government of Tripura. The Committee desire that investigation into the loss of tubewells should be completed without further loss of time under advice to the Committee within three months.

CASES PENDING IN COURTS

1.267. The Committee asked the Department of Rehabilitation to furnish a statement indicating the number of cases pending before the courts of law in various States/Union Territories where arrangements had been made for the refugees. In a written note supplied to the Committee, the Department of Rehabilitation has stated that the number of cases pending before the Courts of Law in various States/Union Territories are indicated below:

S. No.	Name of States/Union Territories	No. of cases
1	West Bengal	29
2	Tripura	1
3	Assam	1
		31

1.268. Subsequently, in a letter dated the 6th March, 1975, the Department of Rehabilitation, furnished further information in regard to cases pending before the court of law, which is reproduced below:

"The following two cases in the District of 24-Parganas are still sub-judice.

- | | |
|--|---|
| 1. Cases against four Camp Assistants of Deara Relief Camp. | F. I. R. lodged on 6-1-72. The date of Challans and amount involved are not yet available. |
| 2. Case against four N. V. F. Staff of petro-pole Relief Camp. | F. I. R. lodged on 19-1-72. The date of Challans and amount involved are not yet available. |

1.269. Asked to state whether the Ministry conducted any review or investigation to determine if other cases of the types referred to in Audit Report have occurred, the reply of the Ministry is as under:

"The Ministry has not conducted any review or investigation to determine if other cases of the types referred to in the

Audit Report have occurred nor does it appear practicable to do so now. However from certain statements received from the State Government, it does appear that, earlier than the receipt of the audit objections, some cases of shortages, corrupt practices, pilferage etc. had been indicated.

Total number of cases of corrupt practices/pilferage/wasteful expenditure which have come to notice is indicated below:

Name of the State/Central Camp	Corruption	Pilferage	Wasteful expenditure	Total
Central Camps	1	1	..	2
Tripura	3	*13	..	16
Assam	1	1	..	2
Meghalaya . . . . .	..	2	..	2
West Bengal	42	47	17	106
TOTAL	47	64	17	128

Out of the above, the number of cases under investigation is as follows:—

Name of the State/Central Camps	Police	Vigilance	Other agencies	Total
West Bengal	56	8	4	68
Tripura	*13	1	1	15
Meghalaya . . . . .	..	..	2	2
Central Camps (Gamarbani, Salboni)	..	1	..	1
TOTAL	69	10	7	86

*Complete information is still under collection by the State Govt."

1.270. The Committee note that there are as many as 33 cases pending before the courts of law in connection with the arrangement made for the refugees of which as many as 31 cases pertain to West Bengal. The Committee have also been informed that prior

to the receipt of the audit objection the State Governments concerned had investigated cases of shortages, corrupt practices, pilferages, etc. The number of such cases is 106 in West Bengal, 2 in Assam, 16 in Tripura, 2 in Meghalaya and 2 in Central Camps. Out of 128 cases which have come to the notice of the State Governments concerned, 86 cases are at present said to be under investigation. The Committee would like to be informed about the results of investigations in all the 86 cases within 3 months.

NEW DELHI;
April 23, 1975

Vaishakha 3, 1897 (S)

JYOTIRMOY BOSU,
Chairman,
Public Accounts Committee.

APPENDIX I

(vide para 1.52)

D.O. No. 7(17)/74-PA&BD

GOVERNMENT OF INDIA

MINISTRY OF SUPPLY & REHABILITATION

(Department of Rehabilitation)

Jaisalmer House

New Delhi-110011, dated the 10th January, 1975

H. S. Butalia,
Joint Secretary.

Dear Shri Pathak,

You will kindly recall that para 35 regarding Bangladesh refugees on Comptroller & Auditor General's Report for the year 1972-73—Union (Civil) was discussed by the Public Accounts Committee on 27-11-1974 and 17-12-1974. Arising therefrom, the P.A.C. have sent a list of questions on which they have sought notes/information to reach them by 12-1-1975. One of the points mentioned therein is in connection with the reconciliation of discrepancy between the figure of Rs. 85.76 crores of foreign aid received in kind as mentioned in the Audit Report and the figure of Rs. 85.52 crores as per accounts compiled by the Branch Secretariat, Department of Rehabilitation, Calcutta. This difference is in regard to medicines, medical equipment (Rs. 20 lakhs) and to food articles (4 lakhs). In the statement of consolidated stock account—receipts and issues annexed with the Inspection Report on foreign-aid and expenditure on the relief of refugees from Bangladesh, the value of medicines received by the Government of India has been shown as Rs. 2.52 crores. The break-up of this has been shown as follows:—

Through U.N. — Rs. 1.71 crores.
and

Bilateral — Rs. 0.81 crores.

However, the value of medicines/equipment as per stock-account compiled by the Branch Sectt. Calcutta, comes to Rs. 2.32 crores only.

2. Medicines and equipments were mainly handled by the Medical Store Depot under the Union Ministry of Health. Since then, we have been endeavouring to reconcile the difference between the value of foreign-aid medicines as shown by the Audit and as appearing in the stock account of the Branch Secretariat. The Ministry of Health to whom the matter was referred, have not been able to reconcile the difference in the absence of full details particularly in regard to bilateral aid amounting to Rs. 81 lakhs. It will be helpful if the components of the Audit's figure of Rs. 2.52 crores could be indicated stating specifically the agency by which consigned from abroad and consignee by whom received in India and the basis of Audit's reliance.

3. I would be grateful if the information asked for could be furnished. We would be too willing to consider any other proposal from you which would help to reconcile this discrepancy.

With regards,

Yours sincerely,

Sd/-
(S. H. Butalia)

Shri G. N. Pathak,
Accountant General,
CW&M, Indraprastha Estates,
New Delhi.

Copy to Ministry of Health (Attention: Shri P. C. Kapur, Asstt. Director General of Health Services (Stores) with reference to his d.o. letter No. 42-69/73-SI II, dated the 10th December 1974.)

2. Copy to Comptroller & Auditor General of India, New Delhi, with reference to their d.o. letter No. 996/TAI/263-72, dated 25th November '74.

Sd/-
Joint Secretary to the Government of India.

APPENDIX II

(vide para 1.105)

Note by Food Corporation of India on Accounting Procedure

The Gift stocks received from foreign countries for Bangladesh refugees were cleared from Dock by the Joint Manager (Port Operation), Food Corporation of India, Calcutta. The distribution of these stocks to the Relief Camps in West Bengal was made by the District Managers of West Bengal Region of FCI who received the stocks from the Joint Manager (Port Operation), Calcutta.

The Gift stocks for Bangladesh refugees started coming to West Bengal since June, 1971. In the absence of any special instructions regarding the accounting of such stocks at that time, the District Manager of FCI started issuing the stocks to the Relief Camps against "Release Order" as per usual FCI procedure. These Release Orders showed only the quantity of Gift stocks issued to the camps, but not its value, as issues were made to Camps "free of Cost". The value of the Gift stocks being not known, the District Managers were asked, vide FCI, Calcutta Region Circular No. 1/Gift Rice/71-72 dated 4-8-71 to keep only quantitative account of the Giftstock handled by them.

The Finance Ministry's instructions of November, 1971 were issued under FCI Head Office Circular No. EC.II/15(7)/71 dated 14-12-71 to the concerned Offices of the FCI. As per accounting procedure laid down therein, the District Managers of FCI were required to issue "Despatch Notes" for the stocks issued to the Relief Camps, two copies of which were to go to the consignee and one copy of the Addl. C.P.A.O., Deptt. of Rehabilitation. On the basis of the aforesaid FCI Head Office Circular dated 14-12-71, further Circular was issued from the Zonal Office, FCI, Calcutta to the concerned units of FCI under No. E-20(2)/71-FIN VOL. II dated 31-1-72/4-2-72.

Meanwhile, the refugees were going back to Bangladesh and the Refugee Camps in West Bengal were also being gradually wound up. The question was, therefore, raised by the Regional Manager, West Bengal Region in his letter No. 1/Gift Rice/71-72 (Pt. II) dated 1-2-72 (copy enclosed) as to whether it would be worthwhile

on the part of FCI to switch over to a new procedure at that late stage. It was further pointed out by him in para 5 of the same letter that the preparation of the "Despatch Notes" by the District Managers for issue of Gift stock to the Camps might not be suitably appropriate as FCI generally were giving ex-godown delivery to the Relief Camps. It was, therefore, proposed that the existing system of issuing "Release Orders" for issue of stock to Relief Camps might continue. The matter was thereafter brought to the notice of Shri S. L. Brahmachary, Officer on Special Duty (Accounts), Deptt. of Rehabilitation, Branch Secretariat, Calcutta, by FCI Head Office under letter No. EC.II/15(7)/71/2031--37 dated 11-2-72 and it was proposed therein that the then Dy. Financial Adviser, FCI, Zonal Office, Calcutta would discuss the matter with Shri Brahmachary personally so as to arrive at some practical solution to the problems faced by FCI in meeting the requirements strictly in accordance with the then existing instructions. In this connection a copy of D.O. letter No. E-20(2)/71-FIN. VOL. II dated 16-3-72 from Shri P. K. Bose, the then Dy. Financial Adviser, FCI, Zonal Office, Calcutta to Shri A. S. Bhujwala Manager (Commercial), FCI Head Office, New Delhi is enclosed which shows that the matter was discussed by him with Shri Brahmachary, O.S.D. (Accounts), Deptt. of Rehabilitation, Branch Secretariat, Calcutta who agreed to the revised procedure suggested by the Regional Manager, West Bengal Region in para 6 of his aforesaid letter dated 1-2-72 being followed by FCI. In this context, suitable amendment to FCI Zonal Office, Calcutta, Circular No. E-20(2)/71-FIN. VOL. II dated 31-1-72/4-2-72, referred to above, was also issued under Zonal Office Circular No. E-20(2)/71-FIN. VOL. II dated 14-3-72. This deviation from the Finance Ministry's instructions of November 1971 was also communicated to Shri D. K. Jain, Dy. Secretary, Ministry of Finance, Deptt. of Expenditure (L & R), New Delhi the concerned Officer of the Finance Ministry who issued the instructions of November, 1971, under Brig. A. S. Bhujwala, Manager (Commercial), FCI Head Office, D.O. letter No. EC.II/15(7)/71 dated 24-3-72.

COPY

THE FOOD CORPORATION OF INDIA
CALCUTTA REGION

11/A, Mirza Galib Street,
Calcutta-16.

Ref. I/Gift Rice/71-72 (Pt. II).

Dated 1st February, 1972

To

The Zonal Manager (East),
Food Corporation of India,
10-Middleton Row,
Calcutta-16.

SUBJECT:—*Accounting procedure for the consignment of foodstuff received from abroad as aid for Bangladesh refugees and handled by the Food Corporation of India.*

Sir,

I am to invite a reference to Head Office Circular No. EC.II/15(7)/71 dt. 14-12-71 enclosing Annexure-I (a note on the accounting procedure laid down by the Ministry of Finance, Deptt. of Expenditure) and Annexure-II, wherein detailed instructions have been issued regarding the Accounting procedure to be observed by the Food Corporation of India for the consignments of foodstuff received from abroad as aid for Bangladesh refugees and handled by the Food Corporation of India.

2. The gift stock coming from foreign countries for Bangladesh refugees are being cleared from the Dock by the J.M.P.O. Calcutta. The distribution of the same stock to the Relief Camps in West Bengal is being made by the District Managers of this Region, who are receiving the stock from the J.M.P.O., Calcutta. As per accounting procedure laid down in the Head Office circular our District Managers are required to issue "Despatch Notes" for stock issued to the Relief Camps, two copies of which are to go to the consignee and one copy of the Addl. C.P.A.O., Deptt. of Rehabilitation. The Addl. C.P.A.O. on receipt of the copy of "Despatch Note" from the Food Corporation of India will account for the value indicated in the "Despatch Note" under the appropriate Account head. He will

also link up his copy of the "Despatch Note" with the certified copy of the same document to be received by him from the Camp Authorities.

3. In this connection, I am to point out that the consignment of Gift stock for Bangladesh refugees started coming to West Bengal since June 1971. In the absence of any other special instructions from any quarter in regard to the accounting of such stocks, our District Managers were so long issuing the stock to the Relief Camps against "Release Order" as per usual FCI procedure. These Release Orders show only the quantity of Gift stocks issued to the Camps, but not its value, because the Gift stock is being issued to the Relief Camps "free of cost". Further the value of the Gift stocks is also not known to this Office. The District Managers were also asked *vide* this office Circular of even number dated 4-8-71 to keep only quantitative account of the gift stock being handled by them. The procedure formulated by this office for accounting of gift stock for Bangladesh refugees was previously got approved by the Zonal Office and by the Head Office. In this connection I would invite a reference to the correspondence resting with Zonal Office letter No. F.20(2)/71-Fin./Vol.II dated 8-10-71 addressed to the District Manager (E.C.), Head Office, New Delhi with a copy endorsed to this office.

4. In view of the fact that a certain procedure duly approved by Zonal Office and Head Office was being followed by our District Managers from the very beginning in regard to the accounting of gift stock for Bangladesh refugees and now when Refugee camps are being gradually wound up in view of the refugees going back to Bangladesh, it may please be considered whether it will be worthwhile as ask our District Managers to switch over to a new procedure at this late stage.

5. It also appears to us that the "Despatch Notes" which our District Managers are required to prepare for issue of gift stock to the Camps as per H.O. Circular, may not be suitably appropriate to our procedure for issue of foodstuffs to the camps. We are giving ex-godown delivery to the Relief Camps i.e. the representatives on the Relief Camps are taking delivery of the stock directly from the FCI godowns. On rare occasion, we despatch the stock to the parties' godowns. I therefore feel that the existing system of issuing "Release Order" for issue of stock to the Relief Camps may be permitted to continue and the preparation of "Despatch Notes" by our District Managers need not be insisted upon, particularly because, preparation of "despatch notes" for the back period i.e. for the gift

stock already issued to the Relief Camps during the last six months (since June 1971) would entail considerable additional labour and would also take long time to be completed in view of shortage of staff in the districts.

6. The purpose of the "Despatch Notes" can be served if we furnish to the Additional C.P.A.O. a monthly statement showing details of issue of gift stock "Release Order-wise", separately for State Camps and Central camps and indication against each "Release Order" the location of the camps to which the stocks were issued. We shall also furnish the full particulars of the receipt of gift stock from the J.M.P.O. giving a 'cross reference' of the "Receipt Notes" which are to be furnished by the JMPO, Calcutta as per para 4 of Annexure II to the H.O. circular. On the basis of our statements, it will be possible for the Addl. C.P.A.O. to verify that the total gift stock issued by our District Manager to the Relief Camps and satisfy himself that all stocks received has been duly accounted for by the Camp Authorities in their Physical Stock Book and Addl. C.P.A.O. will also be in a position to adjust the value of the stock in his books after ascertaining the rates from the JMPO, Calcutta.

7. I shall be grateful if the suggestions at para-6 of this letter are critically examined at your office and the concurrence of the Z.O. intimated immediately to enable us to issue suitable instructions to the Districts.

8. Regarding the accounting procedure in connection with the sale proceeds of gift articles not distributed to the refugees for reasons for being of superior quality or being beyond the prescribed scales of rations (*vide* para 6 of the Annex. II to the H.O. circular) we are taking action to intimate the Distt. Offices to keep this amount separately under Sundry Creditors and other Sundries.

Yours sincerely,

Sd/-

(S. B. MAJUMDAR)
Regional Manager.

P. K. Bose, I.A. & A.S.

MARCH 16, 1972.

D.O. No. E-20(2)/71-FIN.VOL.II

Dear Shri Bhujwala,

Please refer to your D.O. No. EC.II/15(7)/71 dated the 1st March, 1972 to Shri Narayan regarding accounting of foodgrains received as foreign aid and submission of despatch Notes. I had detailed discussion with Shri Brahmachary, O.S.D. (Accounts), Ministry of Rehabilitation about the difficulties pointed out by Regional Manager in regard to submission of Despatch Notes as also the revised procedure suggested by him in para 6 of his letter dated 1st February, 1972, on the 4th February, 1972. Shri Brahmachary has no objection to following the procedure suggested by Regional Manager in para 6 of his letter of 1st February, 1972. In this connection, I enclose a copy of our Circular letter No. E-20(2)/71-FIN.VOL.II dated the 14th March, 1972 laying down the revised procedure for submission of documents by different authorities to OSD (Accounts).

With regards,

Yours sincerely,

Sd/-

(P. K. BOSE)

Encl: As stated.

Shri A. S. Bhujwala,
Manager (Commercial),
Food Corporation of India,
1-Bahadurshah Zafar Marg,
New Delhi-1.

COPY

THE FOOD CORPORATION OF INDIA
ZONAL OFFICE: 10, MIDDLETON ROW
CALCUTTA-16.

MARCH 14, 1972.

Ref. No. E.20 (2) /71-FIN-VOL.II

To

Shri S. B. Majumdar/A. Bhattacharjya/B. K. Singh/G. K. Chogani.
Regional Manager/Joint Manager (P.O.),
Calcutta/Gauhati/Patna/Calcutta.

Sir,

SUBJECT:—*According procedure for the consignments of foodstuff/
other articles received from abroad as aid for Bangladesh
Evacuees and handled by the Food Corporation of India.*

In continuation of this office Circular of even number dated 4-2-72 on the subject mentioned above, this is to inform you that in view of practical difficulties pointed out by Regional Manager, West Bengal, Calcutta in regard to raising of 'Despatch Notes' in respect of supply of foodstuff/other articles received from abroad as aid for Bangladesh Evacuees as enjoined in para 3 of the Ministry of Finance Note (Annex. I), the following amended accounting procedure for gift consignments should be implemented.

The statement showing details of issue of gift stock "Release Order-wise", separately for State Camps and Central Camps and indicating against each "Release Order" the location of the Camp to which the stocks were issued should be prepared *each month* in lieu of "Despatch Notes" R.M. Calcutta should also furnish full particulars of the receipt of the gift stocks from the Jt. M (P.O.) giving a "cross reference" of the 'Receipt Notes' which are to be furnished by Jt. M (P.O.), Calcutta as per para-4 of Annexure-II of Head Office Circular. The statement should be prepared in 5 sets and distributed as follows:—

- (a) 1 set to Addl. C.P.O., Ministry of Rehabilitation, Shakespeare Sarani, Calcutta.
- (b) 1 set to the Accounts Wing of R.M. Office, Calcutta.

- (c) 1 set each to Head Office and Zonal Office, Calcutta.
- (d) 5th copy being kept as Office copy.

2. In this connection the following further clarifications are issued in regard to the procedure to be followed in respect of the commodities received from abroad and cleared at various ports in the light of instructions contained in Annex. II circulated under Zonal Office Circular of even Number dated the 4th Feb., 72:—

- (i) In the 'Receipt Notes' after giving information about the item "(i) Unit of measurement" two more items viz.
 - (i) Quantity as per Bill of Lading and (ii) Quantity cleared at the port, should be inserted with other necessary information furnished thereafter and the remaining items in the 'Receipt Notes' to be prepared in accordance with para-2(a) of Ministry of Finance No. (Annex. II), re-numbered.
- (ii) The price indicated by the donor country will be the appropriate price for the purpose of valuation of foreign aid and that if would not be advisable to determine any notional price. Accordingly the 'Unit Rate' and 'Total Value' to be mentioned in the 'Receipt Notes' will be based on the information as given in the Bill of Lading. In case no such information as indicated in the Bill of Lading, these items should be left blank and the same will have to be obtained by the Branch Secretariat, Department of Rehabilitation from the Agency involved.
- (iii) As regards credit to be given to the Government for the sale proceeds/distribution value for the gift articles which are not distributed as such amongst the refugees either for their superior quality or because of those being beyond the prescribed scale of ration, the procedure laid down in para-6 of Annex. II should be followed.

3. In pursuance of the decision of the Ministry of Rehabilitation details of receipts and issues of foodstuff/other articles received from abroad as aid for Bangladesh evacuees and handled by FCI should be furnished to Addl. Chief Pay and Accounts Officer in the prescribed manner so as to enable him to compile and finalise accounting of transactions pertaining to gift consignment. As the Relief and Rehabilitation Camps are virtually closed down consequent on the repatriation of the evacuees, it is of utmost importance that 'Receipt Notes' in respect of gift consignments received so far for Bangladesh evacuees are furnished by Docks to the consignee Districts/Depots

with copy to the Regional Office positively by 31st March, 1972. Similarly, the statements of issues to various camps should be furnished by the concerned districts under the respective Regional Manager to the Additional Chief Pay and Accounts Officer positively by 15th April, 1972.

Yours faithfully,

Sd/-

(P. K. BOSE)

Dy. Financial Adviser.

Copy to:—

1. The Manager (Commercial), F.C.I., New Delhi.
2. The Financial Adviser, F.C.I., New Delhi.
3. The Sr. Dy. Manager, F.C.I. Vishakapatnam. He may send the Receipt Notes in the prescribed form to the concerned districts/depots of the different Regions in East Zone.
4. The District Manager (Docks), F.C.I. 42-Hem Chandra St. Cal.
5. The District Manager (Operation), F.C.I., 42-Hem Chandra St. Cal.
6. All District Managers/West Bengal/Assam/Bihar.

Sd/-

Dy. Financial Adviser.

APPENDIX III

(Vide para 1.215)

Refugee Relief and Rehabilitation

No. SC-239.

Dated 28th October, 1972

From:

Dr. B. K. Bhattacharya,
Refugee Rehabilitation Commissioner &
Secretary, R. R. & R. Department,
Writers' Buildings, Calcutta.

To

The Director,
Central Bureau of Investigation,
New Delhi.

SUBJECT:—Allegations regarding wrongful disposal of Salt Lake Evacuees Camp Installation.

Sir,

It has been brought to the notice of the Government that in the matter of disposal of materials of the Salt Lake Evacuees' Camps, there is reason to suspect that the Chief Camp Commandant Col. R. N. Sen and the S.D.O., Barasat had shown favour to contractor Shri Govind Chandra Saha and another by allowing them to lift materials such as G.C.I. sheets, asbestos roofing, etc., at a nominal price. It appears that even though the offer of Shri Govind Chandra Saha was for Rs. 3 lacs the materials were allowed to be lifted only on receipt of a sum of Rs. one and a half lacs. The officers had failed to prepare any inventory of the materials, fix the reserve price, or list the saleable articles, and the property was wrongfully allowed to be disposed of without proper publicity. Similarly in the matter of disposal of Tarpauline totalling 1737 pieces of the value of

Rs. 3,37,959.00 favour was shown to the contractor and the entire material was allowed to be lifted on payment of a sum of Rs. 40,000.00 by one Punith Lal Singh when the higher offer of another contractor was ignored.

As there is reason to suspect that in the matter of disposal of the stores, the officials had abused their position and acted malafide for some consideration, it is requested that the matter be thoroughly investigated by the C.B.I.

Yours faithfully,

Sd/-

(B. K. BHATTACHARYA)

*Refugee Rehabilitation Commissioner
and Secretary to the Government of
West Bengal*

APPENDIX IV

(Vide Para 1.241)

EXPLANATION

After checking all the consignment notes relating to blankets consigned by Christian Aid, U.K., it has been found that there were in all 17 consignments comprising of 21,452 packages, 1235 bags and 95 bales. Of these, one consignment of 2137 packages was consigned by Christian Aid, U.K. to Christian Aid, Calcutta. The balance of 19,315 packages, 1235 bags and 95 bales was consigned by Christian Aid, U.K. to the Additional Secretary, Department of Rehabilitation (Branch Secretariat), Calcutta. All the packages|bags| bales were received by air and cleared through the Airport Customs between 18th November, 1971 and 12th January, 1972. A chronological statement indicating the dates of receipt of these blankets, the dates of handing over these blankets to the West Bengal Government|United Relief Service and the dates of receipt and acknowledgements for the blankets is attached.

NEW DELHI;
Dated 12th January, 1975.

Sd/-
(H. S. BUTALIA),
*Joint Secretary to the
Government of India.*

ANNEXURE A
BLANKETS FROM CHRISTIAN AID : U.K.

Sl. No.	Consignment No. (Note and date)	Consignee	Consigner	Quantity	Weight	Cleared on	Handed over	Handed over to	Acknowledgement
1	2	3	4	5	6	7	8	9	10
				pkg.	Kg.				
1	*121-1032356 dt. 16-11-71	Christian Aid Calcutta	Christian Aid, London	2137	23,507	18-11-71	18-11-71	West Bengal Govt. as per URS authority to hand over to Govt. of West Bengal attached to Consignment note.	Acknowledged by Shri A.K. Majumdar DR HC. Govt. of West Bengal vide endorsement on C.N.
2	*121-1032636 dt. 19-11-71	Addl. Secretary, DOR.	Clarkair International London	1450	16,960	21-11-71	22-11-71	West Bengal Govt.	Acknowledged by Shri R. Choudhry, Inspector supply Govt. of West Bengal, vide endorsement on C.N.
3	TO-007897 dt. 19-11-71	„	Christian Aid London	1843	22,116	27-11-71	27-11-71	Do.	Do.
4	*121-1032684 dt. 22-11-71	„	Clarkair International London.	1785	19,535	24-11-71	25-11-71	Do.	Do.

	1	2	3	4	5	6	7	8	9	10
5	121-1032850 dt. 25-11-71	Addl. Secretary D.O.R.	Christian Aid London	641	8,473	2-12-71 (ex-customs)	West Bengal Govt.	Acknowledged by Shri R. Choudhry, Inspector Supply Govt. of West Bengal vide endorsement on C.N.		
6	121-1032710 dt. 25-11-71	"	"	88	19,550	29-11-71	Do.	Do.		
7	Do.	"	"	337	9,550	29-11-71	Do.	Do.		
8	121-1032931 dt. 1-12-71	"	"	2010	20,100	*	Do.	Cleared and handed over to Govt. of West Bengal vide Daily report of Lt. Col. N.C. Dey, OSD, DOR No. R/80 dt. 16-2-72.		
9	121-1032883 dt. 1-12-71	"	"	1711	17,110	3-12-71	West Bengal Govt.	Acknowledged by Shri R. Choudhry, Inspector, Supply Govt. of West Bengal vide endorsement on C.N.		
10	121-1047303 dt. 29-12-71	"	"	1700	17,014	12-1-72	URS on behalf of Govt. of West Bengal.	Acknowledged by Shri Ranjit Sen, representative URS vide issue Vr. No. 127 dt. 12-1-72.		
11	121-1047281 dt. 29-12-71	"	"	1930	19,300	Do.	Do.	Do.		

12	061-0470544 dt. 30-12-71	"	1800	18,000	11-1-72	11-1-72	URS.	Do.
13	061-04705455 dt. 4-1-72	"	2,000	Not known	10-1-72	10-1-72	URS on behalf of West Bengal Govt.	Do. vide issue Vr. No. 126 10-1-72.
14	061-4705455A dt. 4-1-72	"	60	20,600	Do.	Do.	Do.	Do.
15	061 0470580 dt. 6-1-72	"	1330 (95 bales and 1235 bags)	Not known	Do.	Do.	Do.	Do.
16	121-1190442 dt. 6-1-72	"	1400	14,000	11-1-72	13-1-72	Do.	Acknowledged by Mr. Smithers of Christian Aid, London for URS vide issue Vr. No. 129 13-1-72.
17	TO 008156 dt. 8-1-72	"	560	10,060	11-1-72	13-1-72	URS.	Do.
		Total	21,452					
			1,235					
			Bags	2,55,975				
			95					
			Bales					

*Not included in Receipt ledger. Audit also did not take these consignments into account for the purpose of computing the total quantity of bales of blankets from Christian Aid, U.K.

APPENDIX V

(Vide para 1.254)

Names and addresses of voluntary organisations who received assistance in cash and kind for relief purposes

Sl. No.	Name & address of voluntary Organisations	Name of Office Bearers
1	2	3
<i>Bongaon Sub-Division 24-Parganas</i>		
1.	Bharat Sevasram Sangha, 211 R.B. Ave., Calcutta-19 (Regd.)	Swami Vijayananda, Secretary.
2.	Kashi Biswanath Naba Jubak Seva Samiti, 49-Durtolla St., Calcutta-7 (Un-Regd.)	Sri. Debendra Mani Sudhan, Secretary.
3.	Chandpara Seva Samity, P.O. Chandpara Bazar, 24-Parganas (Un-Regd.)	Gourhari Saha, Secretary.
4.	Ananda Marg, 25/A, Southend Park Calcutta-29 (Un-Regd.)	Shri Shanti Ranjan Pain, Secretary.
5.	Chandpara Milan Sangha, P.O. Chand Para Bazar, 24-Parganas (Un-Regd.)	Shri Ramesh Chandra Addhya, Secretary.
6.	Kashi Biswanath Seva Samity, 42 Burtolla St., Cal. 7 (Regd.)	Sri Moni Lal Jalan, Secretary.
7.	Bastuhara Sahayak Samiti, 76/2, Bihan Sarani, Flat-X-12, Calcutta-6 (Regd.)	Sri Shyamchand Mullick, Secretary.
8.	Children's Development Council, 3-Sir Hariram Goenka St. Cal. 7 (Regd.)	Dr. Sudhanshu Seth (President); Sri B. K. Dhanwant (Secretary).
9.	Srighra Sangha Naktala Colony, Cal. 40 (Un-Regd.)	Sri Amiya Bose, Secretary.
10.	Lions Club & Gujarat Relief Society, 20-Pullock St., Cal. (Un-Regd.)	Sri N. D. Seth, President.
11.	Bagri Market Relief Society, 301, Bagree Market, Cal. 1 (Un-Regd.)	Shri G. D. Bagree, President.
12.	Ramakrishna Mission, P.O. Narendrapur, 24-Parganas (Regd.)	Swami Lokeswara Nanda, Secretary.
13.	Annunata Samaj Unnayan Sangatha 'Nandanakanan' Gobordanga, P.O. Khantura, 24-Pgrs. (Regd.)	Sri B. R. Bala, Secretary.
14.	Domin Archal Relief Society, P.O. Kaipukuri, 24-Pgrs. (Un-Regd.)	Sri Radhapada Biswas, Secretary

1	2	3
15.	Baneswar Relief Committee, Baneswarpur, PO. Helencha, 24-Parganas (Un-Regd.)	Sri Jitendra Chakravarty, Secretary.
16.	Sat Sang. PO. Chandpara Bazar, 24-Parganas (Un-Regd.)	Sri Pijus Kanti Biswas, Secretary.
17.	Champaberia Kalibari Relief Committee, PO. Champaberia Bangaon, 24-Parganas (Un-Regd.)	Sri Ashoka Kumar Ghose, Secretary.
18.	Sutia Ramchandrapur Relief Committee, PO. & Vill. Taakurnagar, 24-Parganas (Un-Regd.)	Sri Sushil Kumar Biswas, Secretary.
19.	Bakchara Gram Sewa Samity, PO. & Vill. Baikara, Bakchara, 24-Parganas, (Un-Regd.)	Sri Haripada Das, Secretary.
20.	Bakchara Tran Samity, P.O. & Vill. Baiara, Bakchara 24-Parganas, (Un-Regd.)	Sri Nil Ratan Majumdar.
21.	Dugachia Relief Committee, PO. Kilupur, Golarpukur, 24-Parganas (Un-Regd.)	Sri Jitendra Nath Biswas, Secretary.
22.	Netaji Sporting Club No. 1, Railgate Bongaon, PO. Bongaon, 24-Parganas (Un-Regd.)	Sri Saroj Biswas, Secretary.
<i>24-Parganas. Basirghat Sub-Division</i>		
23.	Marwari Relief Society 227, Rabindra Sarani, Cal. 7 (Regd.)	Sri Syam Sunder Sarma, (President) Sri B. P. Poddar.
24.	Calcutta Yuyak Sangha, 41/6 Parbati Ghose Lane (Regd.)	President Dr. B. L. Dass Genl. Secretary & operated by Sri Krishna Ch. Tandon.
25.	Agaradoot Kavi Mukutla Das Road, 3, Railgate Dumdam (Un-Regd.)	Secretary, Samul Sarkar.
26.	Bharat Sewak Samaj, 33, B. K. Palva, Cal. 5. (Regd.)	Local Secretary, Sh. Chittaranjan Ghosh.
27.	Scindia Steam Navigation, Regl. Office Scindia House, Duggill Road, Ballard Estate, Bombay-1.	Manager Calcutta, Sri N.N. Trivedi, operated by—Shri A. P. Chakraborty & A.C. Sen.
<i>24-Parganas Barrackpore</i>		
28.	West Bengal Special Service Centre (Regd.), 20/2C, Canal West Road, Cal-6.	
29.	Pashchim Banga Tran-o-Kalyan Samity (Regd.)	
30.	Calcutta Yuyak Sangha (Regd.)	
31.	Anand Kalyan Sanghastha (Regd.)	
32.	Udayan Sangha (Not Regd.)	
33.	Purba Kalikata Seva Samity (Regd.)	
34.	Methapha Bangladesh Sayyak Samity, (Information as to whether registered or not is yet to be received from D.M.)	

1	2	3
35.	Bilkaila Anchal Panchayat Sangha (Regd.)	
	<i>Barasat</i>	
36.	Barasat Jankalyan Samity, PO. Barasat, 24-Parganas (Un-Regd.)	Atul Ch. Dutta, President Amritalal Roy, Secretary.
37.	Nava Pally Seva Samity, P.O. Barasat, 24-Parganas (Un-Regd.)	Swaraj Kr. Banerji, Secretary Sadhan Kr. Mukherji, Vice-President.
38.	Kushi Viswanath Seva Samity, 42, Burtolla St. Cal. 7 (Regd.)	N.L. Jalace, Adviser. S. S. Sarangi, Adviser. Ramgopal Gcenka (Genl. Secy.)
39.	Bangal Christian Council, Habra (Regd.)	Sri Probhat Kr. Roy, Secretary.
40.	Bangladesh Mukti Sangram Sahayak Samity, PO. Mislandapur, 24-Parganas (Un-Regd.)	Dilip Kr. Dutt Roy (President) Manmathanath Ghosh (Secretary).
41.	Gobordanga Pour Elaka Bangladesh Sahayak Samity, P.O. Gobordanga, 24-Parganas (Regd.)	Sachindranath Ghosh (President).
42.	Ramkrishna Mission Ashram, P.O. Narendrapur, 24-Parganas (Regd.)	Swami Lokeshwarananda, Secretary.
43.	Kushi Biswanath Naba Yubak Seva Samity, 9, Burtolla St. Cal. 7 (Regd.)	S. N. Mansinka, Secretary.
44.	Patpatti Kali-Manhir Seva Samity, P.O. Habra, 24-Parganas (Un-Regd.)	Mukteswarsatha (President) Frankrishna Dey (Secretary).
	<i>Nadia</i>	
45.	Bharat Sevasram Sangha.	
46.	All India Marwari Federation.*	
	<i>West Dinajpur</i>	
47.	Brothers to all men.*	
48.	Ramgange Relief Committee.*	
49.	Bangladesh Sahayak Samity.*	
	<i>Darjeeling (Silliguri)</i>	
50.	Swadin Bangla Sahayak Samity.*	

*Names of Office bearers of the organisations including the information whether registered or not are yet to be received from the concerned Distt. Magistrate/Dy. Commissioner.

Nature of objection and amount involved

24-Parganas (Bongoon)

Sl. No.	Name of Voluntary Organisation	Non-submission of Muster Rolls	Records voucher wanting	Excess handling loss of foodgrains claimed	Non-return of closing stock of food articles	Non-submission of complete account	Non-accountal of foodgrains in stock account	Misc. inadmissible claims	Cost of gurry bags not returned	Total
										Rs. P.
1	2	3	4	5	6	7	8	9	10	11
1.	Kashi Biswanath Naba Yubak Seva Samity, 42, Burtoola Street, Calcutta-7	..	..	..	..	3,15,600.00	..	..	..	3,15,600.00
2.	Ananda Marg, 25-A, Southern Park, Calcutta-29	..	12.85	..	(a) For Rice (684.91 Qtl.) Rs. 1,16,263.00	..	..	a. Cash dole 1,46,020.50	..	2,82,855.00
					(b) For Wheat (1.85 Qtl.) Rs. 167.00	..	..	b. Crushing charge of wheat 2600.28	..	
					(c) For Potato (17.16 Qtl.) Rs. 1,578.00	..	..	c. Cost of furniture not returned 425.40	..	

Contd.

I	2	3	4	5	6	7	8	9	10	11
					(d) For Dal (38.78 Qtl.) Rs. 5,274.00			d. Payment to Volunteers 345.00 e. Cost of suit cases plates 107.75 f. Cost of news-paper 26.88 g. Audit fees. 175.00	9860.20	
3.	Chandpara Milan Sangha, P.O. Chandpara, Bezer 24 Parganas			9,839.09	(a) Rice (363.74 Qtl.) Rs. 61,840.00 (b) Wheat (72.97 Qtl.) Rs. 7,200.00 (c) Potato (10.80 Qtl.) Rs. 1,000.00 (d) Dal (48.61 Qtl.) Rs. 9,187.65 (e) Onion (1.21 Qtl.) Rs. 70.00		(a) Rice Rs. a. For cash dole 2,3290/- (137 Qtl.) b. Brick work 1883.40 c. Hurricane torches blades not returned 825.00	27,630.00		6,38,445.64
4.	Bastuhara Sahayak Samity, 76/2, Bidhan Sarani, Calcutta.					(a) For unspent balance of Rs. 8641.00		a. Excess issue of rice 23,713.88 b. Excess of wheat 48,835.00		1,68,332.32

c. Excess issue for Dal 20,605.50

14,960.00

d. Excess issue for Cash dole 17,215.00

e. Doubtful distribution of foodgrains 21,194.00

f. Expenditure not covered by sanction/orders.

5. Sri Guru San- (a) For
gha 11/2, Nagrola dietary
Lane, Calcutta- articles
47. Rs. 6741.00

80,992.74

(a) Rice (3307. 29 Qtl) (a) For un-
spent balance
Rs. 4,33,217.00 Rs. 1,63,781.52

(b) Wheat (859.30 Qtl)
Rs. 77,347.00

(c) Dal (1040.95
Qtl.)

Rs. 1,97,600.00

(d) Potato and
other vegetables
(1096.84 Qtl.)
Rs. 76,790.00

(a) For excess issue of cash dole
Rs. 83013.60

(b) Cost of Biri 123.90

37500.00

11,57,106.76

1	2	3	4	5	6	7	8	9	10	11
6.	Children's Development Council, 4, J. M. Mallick Le., Calcutta-7.	—	(a) For Dal-Rs. 15750.00 (b) For Fire-wood Rs. 2748.00 (c) For various contingent expenses-Rs. 28839.27	—	(a) Rice (1217.19 Qtl.) Rs. 2,19,060.00 (b) Wheat (1389.10 Qtl.) Rs. 1,81,972.60	—	—	(a) For defective M/Rs. 1,63,906.30 (b) For excess payment to volunteers 12,436.83	17232.00	6,41,945.00
Total : Rs.		6,741.00	1,28,342.86	9,839.09	13,88,566.10	4,88,022.52	23,290.00	10,46,676.31	1,12,827.70	32,04,305.58
7.	Gujarat Relief Society.	For purchase of vegetable and other miscellaneous articles Rs. 36,802.37	—	—	—	—	(a) Excess cash dole given Rs. 3,63,582.75 (b) Excess claim for dal-33,302.28 (c) Paid for excess units 37,552.00	25,410.00	—	4,96,649.40
8.	Bagri Market Relief Society, 301, Bagri Market, Calcutta.	Acquittances wanting Rs. 2,237.45	5,522.48	(a) Rice (83.48 Qtls) 14,190.90 (b) Wheat (1737.11 Qtls) 1,56,339.00 (c) Dal (20 Qtls) 3,600.00	—	—	(a) Excess payment of cash dole 1,54,529.00	15,064.00	—	3,51,482.83
9.	Ram Krishna Mission, Narendrapur, 24, Parganas, rap	—	—	—	63,596.89	—	23,752.00 (a) Rice (8.74 Qtls) Rs. 1,136.20	—	—	88,485.09

10. Anunnara Samaj Unayyan San- gasthi	(a) For acqui- tances Rs.	(a) Rice (b) Wheat (c) Dal (d) Potato (e) Salt	(3.76 Qtls) 499.54 1869.66 10,070.45 1,136.92 281.70	—	(a) Loss of cash	959.00	3,150.00	23,475.27
Total :—	44,547.82	5,522.48	1,87,988.17	63,596.89	5,89,925.03	67,376.00	1,136.20	9,60,092.59

BONGAON SUB-DIVISION,

Sl.	Name of Voluntary Organisation	Non-submission of M/Rolls	Record/Voucher wanting	Excess handling loss of Food-articles claimed	Non return of closing Stock of food-articles	
1	2	3	4	5	6	
11.	Dooma Anchal Relief Committee, P.O. Kapukuria, 24 Parganas	..	..	..	..
12.	Satsang, P.O. Chandpara, Dist. 24 Parganas	..	..	..	56.52 Qtls. of wheat Rs. 5,085.00
13.	Champaberia Kalibari Relief Society	..	(a) For Dal Rs. 318731.03 (b) For Vegetables Rs. 30,858.20	..	(a) Rice and wheat Rs. 2,134.18 (b) Dal Rs. 30,931.20	
14.	Sutia Ramchandrapur Relief Camp	..	Allowances to the Secretary Rs. 500.00	..	(a) Rice Rs. 20,821.77	
15.	Bakchera Bazar Gram Seva Samity, Dist. 24-Parganas.	1,357.85	..	..	(a) Dal Rs. 4,352.10 (b) Potato Rs. 5,420.95 (c) For 62.12 Qtls. of Rice Rs. 8,075.00
16.	Bakchera Tran Samity, P. O. Baikara, Dist. 24-Parganas	..	282.77	..	..
17.	Netaji Sporting Club	..	..	..	72.47 Qtls of wheat Rs. 6,552.00
18.	Kashi Biswanath Seva Samity	..	..	..	..
	Total of Page No.	126	6,741.00	1,28,342.86	9,839.09	13,88,566.10
	" "	127	..	44,547.82	5,522.48	1,87,988.17
	" "	128	1,357.85	63,372.00	..	83,342.14
	Grand Total Bongaon Sub-Dv.	..	8,098.85	2,36,262.68	15,361.57	16,59,896.31

24-PARGANAS WEST BENGAL

Non sub- mission of complete accounts	Miscellaneous in- admissible claims	Cost of gunny bags not returned	Non-ac- countal of Foodgrains in Stock Accounts	Total
7	8	9	10	11
Rs. 4,121·06		Rs.		
377·80	(a) Cash dole	84,513·88	.. 10,438·73	1,04,229·27
	(b) Transport charges	984·00		
	(c) Tiffin allowance etc.	3,793·80		
..	(a) Cash dole	1,67,003·00	11,749·00	.. 6,13,537·28
	(b) Crushing charges	13,139·15		
	(c) Misc. expdr.	27,055·13		
	(d) Over payment of coal	600·00		
	(e) Excess drawal of food articles	388,906·00		
..	(a) Vegetables	4,556·00	2,437·50	.. 1,03,143·11
	(b) Volunteers charges	495·00		
13,35,629·44	(a) Excess drawal of ration	25,249·70	5,555·08	.. 13,93,678·93
	(b) Excess payment of Lanka	700·00		
	(c) Fictitious carry- ing charges	5,223·00		
..	Ration for absentee people	233·40	..	.. 19,439·30
..	Excess distribution of ration	1,148·81	7,720·50	.. 9,152·08
12,835·00	71·22 Qtls of Dal	12,163·50	1,575·00	.. 33,395·50
10,78,000·00		..	..	.. 10,78,000·00
4,88,022·52		10,16,676·31	112,827·70	23,290·00
63,596·89		5,89,925·03	67,376·00	1,136·20
24,30,963·30		7,36,064·37	29,037·08	10,438·73
29,82,582·71		23,72,665·71	2,09,240·78	34,864·93
				75,18,973·64

BARRACKPORE SUB-DIVISION

Sl. No.	Name of voluntary organisation with Address	Misc. inadmissible claims	Cost of gunny bags not returned	Non return of Closing Stock of Food articles	Total	
					Rs.	P.
1	2	3	4	5	6	
19.	West Bengal Social Service Centre, 20/2C, Canal West Rd., Calcutta-6	(a) Excess claim for Salt and Dal	3,349.00	52,193.72	—	55,542.72
20.	Pashim Banga Tran-O-Kalyan Samity, 133/1E, Raja Rajendra Mitra Road, Calcutta-10	(a) Claim not supported by Purchase vouchers and M/Rolls	11,60,000.00	25,309.50	—	11,85,309.50
21.	Anunnata Samaj Kalyan Sanghastha, P.O. Manicktoia, 24 Parganas	(a) Claims not supported by Purchase vouchers, Stock A/c. etc.	15,55,000.00	38,636.10	(a) Rice not accounted for Rs. 21,006.00 (b) Closing Stock of Rice. Rs. 71,001.25	16,86,543.35
22.	Udayan Sangha, P.O. Nilganze Bazar, 24 Parganas	(a) Claims not supported by Purchase vouchers	6,45,000.00	—	—	6,45,000.00
23.	Purba Kalikata Seva Samity, 10, Narkeldanga Main Road, Calcutta-54	(a) Claims not supported by Purchase Vouchers Stock Account etc.	12,65,000.00	18,465.36	—	12,83,465.36
24.	Bilkanda Anachai Panchayat Sangha, P.O. New Barrackpore, 24 Pgs.	(a) Claims not supported by Purchase vouchers	12,90,000.00	—	—	12,90,000.00
			59,18,349.00	1,34,604.68	92,907.25	61,45,860.93

BARASAT SUB-DIVISION

25.	Barasat Janakalyan Samity Colonymore, P.O. Barasat, Dist. 24 Parganas	(a) Feeding at higher rate	6,15,697.96	(a) Rice	1,15,834.19	59,670.00	21,55,644.15
		(b) Excess payment of repatriation cash doles	5,65,936.00	(b) Wheat	1,15,834.19	59,670.00	21,55,644.15
		(c) Feeding of excess units.	7,87,056.00				
		(d) Dal not accounted for	11,450.00				
			19,80,139.96				
26.	Navapalli Seva Samity, C/o Shri P. Bera, P.O. Barasat, 24 Pgs.	(a) Claims not supported by purchase voucher	1,95,277.30				
		(b) Feeding of excess units	4,43,391.35			29,506.50	4,72,897.85
18A.	Kaahi Viahwanath Seva Samity, 42, Burrulla St., Calcutta-7	(a) Claims not supported by Purchase voucher	7,91,573.46	(a) Rice	9,48,563.90	36,318.00	34,85,221.36
		(b) Feeding of excess units	17,08,766.00				
			25,00,339.46				
27.	Bengal Christian Council P.O. Habra, 24--Parganas	(a) Cost of vegetable claimed at excessive rates	2,49,434.83			61,402.00	2,36,747.11
							48,060.95
							1,06,120.12
							3,90,928.18

Sl. No.	Name of Voluntary Organisation	Misc. inadmissible claims	Non-return of closing Stock of food articles	Cost of gunny bags not returned	Non submission of complete account	Total Rs. P.
28.	Bangladesh Mukti Sangram Sahayak Samity, P. O. Maslandapur 24 Pgs.	(a) Cost of unapproved articles supplied. (b) Cost of vegetable claimed at excessive rates.	5,716.75 <hr/> 68,000.00 <hr/> 73,716.75	15,833.50	(a) Muster roll for coal (b) Muster roll for spice <hr/> 55,200.04 6,890.00 <hr/> 62,090.04	1,51,640.29
29.	Gobardanga Pura Elaika Bangladesh Sahayak Samity, P.O. Gobardanga 24 Pgs.	(a) Distribution of unap proved articles (b) Cost of vegetable claimed at excessive rates	22,062.92 <hr/> 60,000.00 <hr/> 82,062.92	11,856.00		93,918.92
30.	Ramkrishna Mission Ashram, P. O. Narendrapur, 24 Pgs.	Vegetables & Pulses 30,934.00 Rice & wheat 1,210.52 <hr/> 32,144.52		3,639.52	(a) Muster Rolls of M. Oil & Chira 32,220.00	68,004.04

Kashi Vishwanath
Nitya Dak Seva
Samity, Calcutta-7

Rice

43,748.36 (a) M/roll for Coal
8,911.50 (b) M/roll for feeding
39,459.00
3,758.68
43,217.68

Total :- 53,29,085.27 11,40,290.97 2,27,137.02 5,28,455.90 72,24,969.16

BASIRHAT SUB-DIVISION

32. Mirwari Relief Society, 20, Pollock Street, Calcutta-1	2,95,859.00	(a) Rice	63,14,650.00		
		Add amount advanced	88,00,000.00		34,08,646.00
		Less cash-payment due to Society	(-) 1,20,01,863.00		
			<u>31,12,787.00</u>		
33. Calcutta Ynbak Sangha, 41B, Parvati Ghosh Lane, Calcutta-7	9,187.20	(a) Expenditure not supported by vouchers/records			
	Rs. 1,39,838.34	(a) Rice	22,504.35		2,46,811.32
		(b) Atta/Wheat	3,206.43		
		(c) Pulse	10,920.00		
		(d) Onion	60,525.00		
			<u>97,155.78</u>		
34. Arifunt, P.O. Basirhat Dist. 24 Perganas		Distribution not supported by H.R.			
		(a) Rice	1,25,970.00		14,54,523.25
		(b) Wheat	21,780.00		
		(b) Wheat	14,760.00		
	90,479.25		<u>1,47,750.00</u>		

Sl. No.	Name of voluntary organisation with Address	Total No. of objections	Misc. Inadmissible claims	Cost of empty gunny bags not returned	Non-return of closing stock of complete food grains accounts	Non-submission of complete accounts	Total
	(c) Claims not supported by Purchase vouchers	11,90,000.00	26,294.00				
		<u>12,80,479.25</u>					
35.	Byarat Sawak Samal, 33, B.K. Pal Avenue, Calcutta-5.	24,870.00	5,768.82	(a) Rice (b) Pulse (c) Onion/Potatoes (d) Salt	27,660.70 10,350.90 3,482.30 60.00	.. ..	72,192.72
					<u>41,553.90</u>		
36.	Central Relief Fund (Scindia Steam Navigation Regd. Office : Scindia House, Douglas Road, Ballard Estate, Bombay-1.	..	4,250.00	(a) Rice	15,42,528.00	(a) Unspent advance Rs. 49,282.40	1,96,060.40
		<u>14,45,187.59</u>	<u>3,41,989.02</u>				<u>35,41,774.68</u>
							<u>53,78,333.69</u>

NADIA

37. All India Marwari Federation	..	Rs. 44,987.19	44,957.19 The party has since refunded Rs. 26,356.10
----------------------------------	----	---------------	----	----	--

WEST DINAJPUR

38. Brothers to All Men (Raiganj) Sub-Division	..	Rs. 1,714.80	..	Rs. 8,34,631.15	Rs. 8,36,345.95
39. Rangajit Relief Committee	..	..	..	Rs. 1,81,750.00	} Rs. 1,91,125.00
40. Barjala Sub-Siliguri Sahayak Samity (Islampur-Sub-Division)	..	..	..	Rs. 9,375.00	

SILIGURI SUB-DIVISION

41. Srimati Barjala Sahayak Samity	Rs. 2,478.50	Rs. 2,478.50
------------------------------------	----	----	----	--------------	--------------

APPENDIX VII

Summary of Conclusions/Recommendations

Sl. No.	Para No.	Ministry/Deptt. concerned	Conclusions/Recommendations
I	2	3	4
I	1.46	Rehabilitation	<p>The Committee note that to cope with the influx of refugees, a Branch Secretariat of the Ministry of Rehabilitation, headed by the Additional Secretary (Col. Luthra) was set up in Calcutta in April 1971 and an expenditure of Rs. 37.35 crores was incurred by the Central Government upto March 1973 on the establishment of that Secretariat. One of the items of work allotted to the Branch Secretariat was "all administrative matters relating to the running of both Central and State Camps including creation of posts and making appointments." The Committee have also been informed that for managing camps in West Bengal a total number of 12,025 camp staff of various designations were engaged on a purely temporary/casual basis at a cost of nearly Rs. 3 crores. Despite the maintenance of large establishment at Calcutta and the engagement of an equally large number of camp staff of various designations gross irregularities of various kinds came to the notice of Audit and these have been highlighted in relevant portions of this report. It is surprising that in the matter of recruitment of staff, the normal recruitment rules were given a go-by and, as pointed out</p>

by the Commissioner, Jalpaiguri Division, in his letter to the Refugee Relief and Rehabilitation Commissioner, Calcutta, the procedure for appointment was overtly political. While the Committee appreciate the courage of the Commissioner, Jalpaiguri Division in pointing out the serious lacunae in the methods of recruitment of the camp staff, they deplore this highly improper action on the part of Government. The Divisional Commissioner's letter was not even acknowledged by the R. R. Commissioner, not to speak of and making a probe into the methods of recruitment and to put a stop to this malpractice. It is also surprising that the Branch Secretariat, which was specially enjoined to attend to all administrative matters relating to the running of both Central and State Camps, including the creation of posts and making appointments, did not at all object to the dubious methods adopted by the recruiting authority in so far as the camps in West Bengal were concerned.

2,

I.54

Rehabilitation

The Committee regret that although the Audit Paragraph was with the Department for quite some time and the paragraph had been accepted by the Department before its inclusion in the Audit Report, the Department had not taken any action to reconcile the differences in the figures pointed out by the Audit. This will get a bad name for the country. The Committee would like that in such matters the Department should take prompt action for recon-

3 1.67 -do-

ciling the differences by personal discussions and not enter into prolonged correspondence. In the present case, the Committee would like to know if the differences in figures have since been reconciled.

The Committee regret to note that while claims for the Calcutta Port Trust were filed between April, 1972 and July 1973, none of the claims have been finalised and these are being pursued. As considerable time has elapsed since the filing of the claims, the Committee require that the matter should be pursued vigorously and the claim cases finalised without further delay. The Committee would like to be informed about the position in regard to the claims for other articles, viz., soyabean oil, rape-seed, sunflower oil, cotton and kerosene oil, which were handled by STC. This again will tarnish our image abroad.

4 1.89 -do-

The Committee note that for financing the relief operations in respect of Bangladesh refugees conducted by the State Government, grants-in-aid were sanctioned as 'on account' advances with the stipulation that after the expenditure had been incurred and audited by the Accountant General, West Bengal, he would furnish the usual audit certificate to the Department of Rehabilitation within a period of three months. These 'on account' advances became part of the Consolidated Fund of the State Government and the State Government was responsible for ensuring that the expenditure was incurred on approved items and was in accordance with the prescribed scales. According to the Audit paragraph out

of a total grant of Rs. 110.57 crores paid to the West Bengal in 1971-72, only Rs. 83.07 crores were spent by them by March 1973 and the unspent balance of Rs. 27.50 crores had not been refunded by the West Bengal Government till October, 1973. The Committee note with deep concern that there had been protracted correspondence for as long as three years between the Department of Rehabilitation|Ministry of Finance and the West Bengal Government on the question of rendition of account in respect of the unspent balance of Rs. 27.50 crores. Reported letter had to be written by the Union Minister of Labour and Rehabilitation to the Chief Minister of West Bengal. As matters stand at present (6th March, 1975), the up-to-date figures of total expenditure and liabilities come to Rs. 89.30 crores. As to the balance, the West Bengal Government rightly pressed their claim for payment of departmental charges which, however, was not acceptable by the Department of Rehabilitation so far. The Committee feel the West Bengal Govt's claim has substance & should be re-examined because it was a national operation and the small state Govt. with meagre resources could hardly be expected to bear the burden of departmental expenses. The Committee have noted that the West Bengal Government have been requested to ensure payment of the difference between Rs. 110.57 crores and Rs. 89.30 crores over a period of 10 years and not to insist on any departmental charges. The Com-

mittee would like to be informed about the final outcome in the matter.

5

1.90

-Do-

The Committee note that in March 1972, the Department of Rehabilitation made an on-account advance of Rs. 40 crores to West Bengal. They regret that the Branch Secretariat of the Department of Rehabilitation stationed at Calcutta failed in their duty and did not examine whether such a huge amount of 'on-account' advance was really necessary and they mainly relied on the State Government's statement that they would require those funds for relief of expenditure on Bangladesh refugees. The Committee are also very unhappy that the Ministry of Finance, which agreed to the release of the grant to the West Bengal Government, and was also responsible for examining the requirements, did not scrutinise the demand and they entered into prolonged correspondence with the State Government of West Bengal afterwards for the finalisation of the account and the refunding of the unutilised amount. The Committee fail to understand why, in view of the fact that the State Government of West Bengal had failed to render their accounts since March, 1972, the Central Government did not adjust

I**2****3****4**

6

1.91

Rehabilitation

the unspent balance while making payments to the State Government under normal grants-in-aid.

The Committee have been informed by the Ministry of Finance (Department of Expenditure) that "for the expenditure incurred by the Ministry of Rehabilitation, that Ministry was to ensure necessary checks or supervision. For the grants given to the State Governments, they were responsible in the matter". The Committee are greatly distressed that the Department of Rehabilitation which sanctioned 'on-account' advances to the State Government failed in their duty for monitoring the expenditure and ensuring that the amount granted was spent properly in connection with Bangladesh refugees. They would like to be assured that the money that was sanctioned by the Central Government for the refugee relief work is fully accounted for.

7

1.97

-do-

The Committee are concerned to note that even after three years of the drawals in abstract bills, detailed bills with sub-vouchers in support of expenditure have not been furnished in respect of Rs. 0.02 crores and 1.17 crores by the State Government of Tripura and Meghalaya, respectively. The Committee are equally concerned to note that West Bengal was not able to submit detailed bills and instead it furnished accounts against district-wise drawals to the tune of only Rs. 76.10 crores (October 1973) as against the total expenditure of Rs. 83.07 crores and even these accounts were not accompanied by vouchers/sub-vouchers below Rs. 100/- and also

the muster rolls for distribution of food rations and cash doles. The delay in the supply of expenditure statements was rightly commented upon in the 5th monthly meeting on refugee affairs held on 4th December 1971 in the Branch Secretariat of the Department of Rehabilitation in Calcutta wherein it was stated that "the booked expenditure upto now was so small that foreign absorbers had started even doubting our published figures of the total number of refugees and the expenditure on them." The Committee deplore the inordinate delay in the finalisation of the accounts. They are positive that adequate budgetary control was not exercised by the Department of Rehabilitation. The Committee would like that serious efforts should be made to finalise the accounts without further delay.

8

I-114

-do-

The Committee have been informed by the representative of the Department of Rehabilitation that, according to their issue price, the Food Corporation of India had owed Rs. 34.69 crores to the Government of India. According to Audit, the Food Corporation of India had paid only Rs. 25 crores till May 1973. The Committee feel that it is only after they had taken up the examination of the subject that the Food Corporation bestirred themselves and paid another Rs. 7 crores, leaving a balance of Rs. 2.5 crores and odd for which account has to be rendered. This is very unsatisfactory and shows gross laxity on the part of both the Department and the Food Corporation of India.

1	2	3	4
9	1 '15	Rehabilitation	The Committee feel that a proper procedure should have been devised well in advance so as to facilitate accounting. This is not done. On the other hand, the FCI adopted a modified preforma for the despatch notes, in contravention of the instructions laid down by the Ministry of Finance in November, 1971. This is deprecated.
10	1 '16	-do-	The Committee are totally unable to accept the explanation of the Food Corporation of India that it was not possible for them to separate the gift stock from their own stock on account of lack of identification, in view of the fact that the FCI was duly notified by the Department of Rehabilitation that they would be receiving certain commodities for free distribution to the Bangladesh refugees and that even the advices about the shipments for Bangladesh refugees were notified to them. The Committee consider that the explanation is not acceptable and was put forward to hide serious malpractices. The Committee feel that some portion of the stores received for the Bangladesh refugees was given to unauthorised persons. They desire that this matter should be entrusted to the Central Vigilance Commission for a thorough probe and report to the Committee within six months.

11

1.117

do

The Committee note that the Food Corporation of India are claiming departmental charges and also handling charges at the airport as agents handling the supply and that these charges have not yet been calculated. The Committee would like the Department to examine what should be the legitimate handling and departmental charges payable to the Food Corporation of India. In any case, the Committee like that full account should be rendered, without any further delay, for all the commodities which were received by the Food Corporation of India for distribution.

12

1.123

do

The Committee very much regret to observe that different figures at different points of time had been furnished by the State Trading Corporation in respect of the sale proceeds of soyabean oil, sunflower oil and rape seed which were handled by them. The figure furnished to Audit was Rs. 17.56 crores in February 1973 which was changed to Rs. 16.82 crores in July 1973. In February 1974, the Government of India stated that Rs. 15.05 crores had been received from State Trading Corporation. In a written note furnished to the Committee in January, 1975, the Department of Rehabilitation stated that the sale proceeds handled by STC amounted to Rs. 17.59 crores and out of this they had paid to the Government a sum of Rs. 16.14 crores and the balance was claimed by them as departmental charges. The Committee are unhappy that no attempt whatsoever was made till the time the Committee took up the examination of the subject to reconcile the discrepancies. The claim of STC for departmental charges appears to be an after-thought to cover up the discrepancies

I**2****3****4**

arising out of the sale proceeds. The Committee would desire that a thorough probe into the matter should be conducted to find out whether the figures furnished by STC are correct and whether the claim for departmental charges is at all justified. The Committee would like to be advised about the result of the probe.

13**I.132****Rehabilitation**

The Committee have noted from the reply furnished by State Government to the Department of Rehabilitation that responsibility for excess payments to coal contractor in Sabuipur and Chauberia camps would be fixed after scrutiny of the case in respect of the former and receipt of police report in respect of the latter. The Committee are greatly concerned over the delay in the completion of the enquiries although the Accountant General, West Bengal's Inspection Report was made available to the State Government as far back as 21st February, 1973. The Committee would desire that the proceeding should be conducted vigorously and a report of the action taken communicated to them within three months.

14**I.133****do**

As regards Audit report that foodgrains in the stock account in Ran ghat, the Committee have been informed only on 26th March, 1975 that "the relevant muster rolls showing distribution there have since been verified by the A. G. West Bengal. Stock registers for the subsequent period have also been traced out and are being produced to Audit along with connected muster rolls. As regards

stock registers of two camps in Hanskhali, Nadia, relating to accounting of wheat worth Rs. 2.55 lakhs, these have since been produced and got verified by the A. G., West Bengal on 6th August, 1975." The Committee regret the delay in producing the papers to the Audit in regard to the purchase of food-articles.

15

1.134

do

The representative of the Department of Rehabilitation in his evidence before the Committee endeavoured to explain that the responsibility in this matter lay with the state Government who had an organisation in respect of the camps in West Bengal and the Department of Rehabilitation had a tremendous amount of work in connection with the procurement and marshalling of material. The Committee consider that the Branch Secretariat at Calcutta which maintained a costly establishment should have exercised the necessary checks to ensure that there was no mismanagement of the aid given by the Government of India. It was the duty of the Additional Secretary in charge of the Branch Secretariat to bring to the notice of the Government of India as to what was happening in the camps and not merely rely on the infrastructure which the State Government had reportedly built up for supervision and management of the camps. The Committee would like that investigations should be conducted expeditiously and responsibility for the lapses fixed. The Committee would like to be apprised about the results of the investigations and a report furnished to them without delay.

149

1	2	3	4
16	I.135	Rehabilitation	<p>In regard to purchase of mustard oil worth Rs. 0.47 lakhs which was not received in various camps in Garo Hills of Meghalaya and mustard oil and rice worth Rs. 1.15 lakhs not taken in stock account of various camps in the same district, the Committee have been told that the Deputy Commissioner, Garo Hills, is being directed to investigate the matter and submit a report to the State Government. The Committee regret that the Department of Rehabilitation has not been able to process the case with the zeal and vigour that it deserved. Although the Audit Report was with the Department for quite some time, nothing has been done to pursue the matter with the State Government concerned. The Committee see no justification for having a top-heavy administration when things cannot be detected within a reasonably short time. The Committee feel that such cases of lapses should have been enquired into the moment they came to light and not allowed to be draged on for a number of years so that the persons who frittered away or misappropriated Government money could escape scot-free.</p>
17	I.136	-do-	<p>As regards the observations of Audit that sub-divisional Officer of Udaipur purchased food articles worth Rs. 9 lakhs from about half a dozen suppliers, the Department of Rehabilitation have informed the Committee that the State Government is making a special investigation in the matter through appointment of a Special Investigation Officer on 5th June, 1974. The investigation is in progress. The Committee are deeply concerned that a matter of this magni-</p>

tude has been left to be investigated by a Special Investigating Officer and that there has not been any finality in the investigation. In view of the fact that the Centre's money is involved, the Department of Rehabilitation should have seen that the case was probed by either the C.B.I. or the C.V.C. The Committee hope that the Department of Rehabilitation would take note of the views of the Committee and proceed expeditiously in the matter.

18 I.137 -do-

The Committee have been informed that the case regarding non-accountal of 240 quintals of rice out of 459.80 quintals valued at Rs. 0.51 lakhs supplied by the Food Corporation of India to Ser-funguri camp in Assam has been charge-sheeted and is now *subjudice* in Kakrajhar Court. They have also been informed that the matter regarding the non-accountal of 208 quintals of wheat out of the food-stuffs supplied to Mancachar and Borkona camps in September/October 1971 by the Food Corporation of India has been reported to the police for filing a case against the carrier contractors on 20th April, 1974. The Committee would like that the cases should be pursued vigorously with a view to fixing responsibilities.

19 I.156 -do-

It is surprising that although Audit had reported more than two years back that muster rolls for Rs. 1.85 crores for distribution of foodstuff and other essential commodities to refugees in the Central camps were not available, the Department of Rehabilitation did not take any action whatsoever to conduct investigations in the matter. It was only when the Committee took the evidence of the representatives of the Department of Rehabilitation on 17th December, 1974,

that they promised to undertake an enquiry into the matter. The written note furnished by the Department in January, 1975 is most disappointing. It has been stated that the question of non-maintenance of muster rolls was discussed in a meeting held in the Branch Secretariat on 21st May, 1973 wherein in the Agenda Note it was indicated that "due to heavy influx of evacuees, maintenance of muster rolls was not possible." The Department have also stated: "It has now been decided to conduct an inquiry into the matter. An officer has been appointed to conduct the inquiry." The Committee take serious note of the dilatoriness displayed by the Department of Rehabilitation in conducting prompt enquiries into the matter which involved the disbursement of over a crore of rupees. They desire that responsibility for the lapse should be fixed. The committee would also like that the results of investigations should be furnished to them without any further delay.

132

The explanation of the Department in regard to the observations of Audit that in Gamarbarani Camp Rs. 1.48 lakhs were paid to various suppliers for supply of vegetables to refugees in lieu of cash doles is not convincing. As far back as February 1974 Audit had pointed out to the Ministry that cash book of the camp showed that payments against the bills for the supply of vegetables to refugees in lieu of cash doles was made to the suppliers and not to the society formed by the evacuees. The Department was asked to recheck the posi-

tion and confirm the same which they did in March 1974 with the following additional information: "Instead of cash doles they (refugees) received tokens showing cash doles paid to them. On presentation of these tokens, they received their essential commodities from the agency (society). So direct payments were made to the contractors from whom the society purchased the commodities instead of to these refugees." This explanation is obviously laboured one and is unsatisfactory. The fact remains that private contractors were benefited and the Committee suspect that it was done in collusion with corrupt staff. No explanation has been furnished by the Department as to why the camp did not maintain any account of muster rolls showing distribution of articles to the refugees.

21

I.158

-do-

In regard to observations of Audit that rations/cash doles worth Rs. 3.49 lakhs were shown as distributed to persons whose names did not appear in the records of the camps in West Dinajpur and Ranaghat, the Department of Rehabilitation have, on the basis of the information supplied by the West Bengal Government, informed Audit that due to sudden influx of refugees resulting in difficulties, it was not possible of the loss of Rs. 2.21 lakhs in regard to Ranaghat camp was under consideration. The matter regarding Rs. 1.28 lakhs concerning West Dinajpur was under examination. The Committee would like that full details of the cases as also the results of enquiries conducted in the matter should be reported to them. The Committee are not satisfied with the explanation that "Irregularities having been pointed out by Audit long after the

153

1

2

3

4

repatriation of evacuees and closure of camps, there was no scope for verification of the irregularities." The Committee are firmly of the opinion that it was for the Department of Rehabilitation which maintained a Branch Secretariat at Calcutta to keep themselves fully posted with the developments in each camp. The Committee regret that necessary surveillance was not kept by the Department in this respect and the Government should fix responsibility for the lapse for appropriate action under advice to the Committee.

22. 1.159 Rehab.

Audit has pointed out that in Tripura (in Haflong, Madhupur and Kamalpur camps), Rs. 1.09 lakhs were shown as disbursed as cash doles and that Government of Tripura has been investigating whether the refugees, to whom the amounts were shown as disbursed, were actually in the camps on the dates of disbursement of the cash doles.

23. 1.160 -do-

In this connection the Committee note that the Department of Rehabilitation in their written note have stated: "As regards the disbursement of cash doles of Rs. 0.78 lakh in Haflong camp on 16-1-72, the State Government have stated that it appears from the cash book maintained in the camp that an amount of Rs. 99,725.58 was disbursed on different dates during the period from 24.12.71 to 16.1.72 but the entry in the cash book was made on 16.1.72." This procedure appears to the Committee to be extraor-

dinary inasmuch as transactions for a day ought to be recorded in the cash book on the same day. The reply that the transactions for 24.12.71 to 16.1.72 were recorded in the cash book on 16.1.72 indicate that the prescribed procedure was not followed. Unless other documents namely receipts from payees obtained on each date are available. It may not be possible to verify the payments. The matter needs further examination. Kamalpur between the period from 9th to 13th January, 1972. The Committee desire that the matter should be pursued vigorously.

24. 1.161 Rehab.

The Committee have been informed by the Department of Rehabilitation that investigation is under way by the State Government of Tripura in regard to payment of cash doles worth Rs. 0.11 lakh by Camp Supervisor, Kamalpur between the period from 9th to 13th January, 1972. The Committee desire that the matter should be pursued vigorously.

155

25. 1.162 -do-

The Committee are concerned to note that in Meghalaya, mustard oil and pulses worth Rs. 5.12 lakhs were shown as issued between September 1971 and January 1972 to refugees in Sibbari Camp in Garo Hills in excess of the quantity admissible according to the prescribed scales. It is surprising that after a lapse of about three years, it has been reported that the State Government propose to approach Government of India for according *export facto* sanction to waive the prescribed scale and allow the scale at which the food articles were actually issued to refugees, as a special case, in view

1

2

3

4

of the peculiar circumstances. The Committee would like to know what the final decision in this regard is.

26. I.175 Rehab.

According to the Audit Report, food articles worth Rs. 4.78 lakhs were reported to have been stolen between December 1971 and March 1972. From the interim police report dated the 17th December, 1972, it appears that huge stock of cereals was kept in the Salt Lake Area. Although a decision was taken to remove the stock to Barasat and transport was provided by SDO, Barasat, the stock was not removed at the instance of the Camp Commandants and the entire stock was reported to have been kept there under the guard of some chowkidars. Subsequently stock of cereals was looted and only a small quantity of food materials was recovered and sold by auction at Rs. 8,351. Three persons were reported to have been arrested but they were later acquitted by the court. The Committee have been informed that the explanation of the ex-Chief Camp Commandant and ex-Additional Chief Camp Commandant, Salt Lake Evacuee Camp were called on 21.12.1974. Although it is a very serious matter, the Committee have not been apprised of what happened subsequently.

27. I.176 do.

It is regrettable that huge stock of cereals was allowed to be mishandled by the Camp Commandants and no action whatsoever has been taken against them. The Committee would like an immediate inquiry to be instituted into this entire episode.

28. I. 177 do.

It has been brought to the notice of the Committee that although shelters of improvised nature and austerity standard were to be constructed with local and inexpensive materials, several instances have come to notice in test check by Audit in which costly material like sal wood was used. The explanation of the Department of Rehabilitation that sal wood was used in the Cooper Chharra and Gamanbani camps in West Bengal and Bahalpur in Assam because it was readily available locally and it was also durable is not acceptable to the Committee. In that part of West Bengal, besides sal which is most expensive, cheaper varieties like mango, Jaman and shirish are also available in plenty. The Committee regret that the authorities, despite their knowledge that the refugees were to return to their country eventually did not exercise economy in the matter of construction of shelters which were to be built for a temporary period.

29. I. 178 do.

The Committee have been told that 5,000 huts were constructed in North Tripura District for housing the refugees and certain anonymous and pseudonymous complaints were received about the irregularities in the construction works. On the basis of a preliminary inquiry conducted by the State Vigilance Department, the case had been referred to the C.B.I. on 20th May, 1972. The report of the C.B.I. is still awaited. The Committee would like that the case should be processed expeditiously and a report of the final action taken communicated to them within three months.

1	2	3	4
30.	I. 182	Rehab.	<p>The Committee are surprised to note that the contractors were paid Rs. 12.04 lakhs on account of higher prices. The Committee have been informed that a Committee of Engineers was set up to examine the question of payment of 20 per cent above the schedule of rates to contractors although they failed to complete the works within the stipulated period. The Committee have also been told that in pursuance of the report of the Committee of Engineers, it has been decided to refer the case to the Central Vigilance Commission, including the point whether 20 per cent extra above the schedule of rates was justified. The Committee would like to be informed about the results of investigation conducted by the Central Vigilance Commission in this regard.</p>
31.	I. 191	do.	<p>According to Audit, in certain Central camps although very ordinary wood was actually used, payment was made for better quality wood at higher rates, the extra cost being Rs. 5.97 lakhs. The Committee were informed during the course of evidence by the representative of the department of Rehabilitation that the case had been referred to the Vigilance Commission of West Bengal, as a similar case had been referred to them earlier. Subsequently, in a written reply, the Department informed the Committee that the relevant papers are with the State Vigilance Commission and it is not possible to consult the original records but from some of the collateral records, it appears that they have also stated, that in</p>

May, 1972 it came to the notice of the Branch Secretariat that no recovery had been made for hard wood which had been used in place of sal wood in the construction of Central Transit Camp of Salboni while making the final payments to the contractors and there was dereliction of duty on the part both of the Executive Engineer and Superintending Engineer who were involved in the construction. These officers who had been taken on deputation from the cadre of the State Government had been reverted to their parent cadre. The Department of Rehabilitation also informed the Committee that the P.W. Department of West Bengal Government intimated that the case had been taken up with the State Vigilance Commission for framing draft charge sheets along with a statement of allegations. The matter was allowed to rest there by the Department of Rehabilitation in view of the fact that the persons involved were officers of the State Government. It has been reported to the Committee that the wood samples used in the construction of Gambarbani Central Transport Camp were tested by the Forest Research Institute, Dehra Dun who have the opinion that none of the samples were sal wood and that the timbers represented by the samples were not included in the list of timbers used for constructional purposes.

159

32.

I. 192

do.

The Committee understand that the entire matter has now been referred to the Central Vigilance Commission. The Committee desire that the investigations should be completed expeditiously.

1	2	3	4
33.	1.197	Rehab.	<p>According to Audit, Public Health Engineering Divisions spent, between June 1971 and November 1971, on the construction of 4-seated and 8-seated dugwell latrines in the camps in Nadia and Behrampur, Rs. 25.88 lakhs more than what would have been necessary had trench latrines approved by Chief Engineer, Public Health Engineering Department of the State been constructed. The Committee observe from the noting recorded by the Deputy Secretary, Health Department, Government of West Bengal that "to safeguard against the loss of super-structures and also for durable structures, the Public Health Engineering Directorate took up the construction of dug-well latrines." The Committee are not satisfied with this explanation. The Committee, however, have not as yet been told by the Department of Rehabilitation that the amount sanctioned for the revised project had actually been spent. The Committee would like the Department of Rehabilitation to investigate this matter further with a view to (a) establish that there was a definite need for the dug-well latrines and (b) see that the cost incurred on dug-well latrines had in fact been proper and justifiable.</p>
34.	1.201	do.	<p>The Committee note with concern that tents and tarpaulins worth Rs. 6.64 lakhs purchased for Central and State camps did not reach the consignees. They are surprised to be told that "All that the State Government have done is that claims were preferred with</p>

Railways." More than one year has passed since the publication of the Audit Report and the matter has still to be settled with Railway Authority. The Committee would like that prompt action to settle the claims is taken under intimation to them.

35. 1.212 do.

The Committee note that even after completion of 100 barracks in October 1971 at Iradatganj, hired tents were retained for 6 months more for which Rs. 1.12 lakhs were paid as hire charges. The Department of Rehabilitation have explained that against 121 barracks which were required to be put up, only 100 were established for refugees and 10 were put up for hospitals and residences of staff. The remaining 10 barracks were not built at all. Thus there was a saving by not undertaking the construction of some of the barracks to the extent of Rs. 1.43 lakhs. This explanation of the Ministry does not appear to be correct in view of the facts brought out in evidence. The real reason for the retention of the tents for longer period than required was that some of the barracks were leaking and the refugees refused to move therein.

36. 1.213 do.

The Department of Rehabilitation has informed the Committee that "the Camp Commandant appears to have sent a report about the defective barracks to the Superintending Engineer on 21st August 1971 but there is no record to show whether the Superintending Engineer had sent his comments." The Committee have also been told that "a Joint inspection undertaken by the Camp Commandant with the Executive Engineer, CPWD, Allahabad, revealed that some of the latrines became unserviceable having not been

I**2****3****4**

cleaned and not used properly but not due to defective construction." Had better supervision been exercised and prompt action taken when the defects first came to notice, it might not have been necessary to have continued the hiring of tents for as long a period as it became necessary.

37.**I. 232****Rehab.**

The Committee have been told that the Central Bureau of Investigation is investigating the allegation that favour were shown to certain firms in the award of contracts for supply of tents/tarpaulins to Government of West Bengal and that the necessary papers relating to the purchase of tents are with them (C.B.I.). The Committee have also been told that pending the completion of the C.B.I., enquiry as well as settlement of A.G.'s objections, 50 per cent of the amount billed have been paid to the suppliers. This matter has been already delayed considerably and the Committee desire that the enquiry should be completed expeditiously.

38.**I. 233****do.**

The Audit has pointed out that tents and tarpaulins worth Rs. 30.00 lakhs became unserviceable in the Central camps in West Bengal. The Committee trust that the Department of Rehabilitation would have this matter further probed.

39.**I. 234****do.**

It has been reported by Audit that 1,685 tarpaulines ordered by the Deputy Commissioner, Shillong at a cost of Rs. 5.92 lakhs had

been lying at Gauhati in the godown of a private firm. The Meghalaya Government decided in July 1972 to dispose of these tarpaulins but they were not disposed of till May 1973. The Committee learn from the reply furnished by the Department of Rehabilitation that although the supply of these tarpaulins was made in June 1971, these were not accepted by the Deputy Commissioner, Tura as they were considered sub-standard. These were stored at Gauhati pending finalisation of the matter. Subsequently, the State Government decided to accept delivery after suitable reduction in rate. The Committee have not been informed whether the entire stock of sub-standard tarpaulins has since been disposed of. They would like to know whether any action has been taken against the firm which supplied the substandard tarpaulins resulting in loss to Government.

39. I. 235 do.

It has been pointed out by Audit that dismantled materials from the structures constructed in the Salt Lake Camp were disposed of for Rs. 1.90 lakhs only although the shelters were constructed at a cost of Rs. 1.85 crores. The Committee were informed by the Department of Rehabilitation that the case was referred to the C.B.I. on 28-10-1972. No report has so far been furnished by the C.B.I. in this matter. The Committee would urge that the investigations should be conducted expeditiously and the results communicated to them.

40. I. 236 do.

The Committee are deeply concerned at the inordinate delay in finalising investigations into the thefts of dismantled materials at

1

2

3

4

Jalpaiguri and Berubari. They would like to be apprised about the results of investigations and the action by Government in the light of the same.

41.

I. 246

Rehab.

The Committee note that certain consignments of blankets were donated by foreign voluntary agencies for distribution to foreign voluntary organisation in India. These consignments were sent to the Branch Secretariat of the Department of Rehabilitation, Calcutta, for facility of customs clearance. The Committee have also been informed that the Department of Rehabilitation sent the consignments received by them to the West Bengal Government for supply to certain refugee camps in West Bengal. During the course of evidence the representatives of the Department of Rehabilitation were not able to furnish information about the vouchers for the consignments of blankets which were made available to the Government of West Bengal. All that they could inform the Committee was as follows:—

“We do not have the information at the moment..... The Government of West Bengal have disclaimed having received them. We have been carrying on correspondence with them. We have found an acknowledgement given by them. We have to take it up with that Government.”

42. I. 247 Rehab.

The Committee are surprised that the Branch Secretariat of the Department of Rehabilitation stationed at Calcutta, which was headed by an Additional Secretary, did not possess the requisite information about the acknowledgement of the consignments of blankets by the West Bengal Government. The Committee are positive that the principal executive of the Branch Secretariat (Col. Luthra) could not be absolved of responsibility for such a state of affairs keeping in view the fact that his Secretariat was the recipient of the blankets and there was a Special Officer to look after the receipt of foreign gifts.

43. I. 248 do.

It is a matter of great concern that the Department of Rehabilitation has not received acknowledgements for the full consignments of blankets made over to the West Bengal Government. The Department of Rehabilitation in their written note sent to the Committee on 12th January, 1975, has stated that in regard to one consignment of 2010 packages no acknowledgement has been traced although there is a record made by the officer on Special Duty (Airport) of the Branch Secretariat in his report dated 16-2-1972 that the consignment was handed over to the representative of the Government of West Bengal. The Committee also regret to note that no information whatsoever is available with the Department of Rehabilitation as to the actual distribution of blankets to the refugees by the foreign charitable organisations in Calcutta which received the donations from their counterparts abroad. This is a most unsatisfactory situation. The Committee consider that this should be

investigated into thoroughly and suggest that the case should be referred to the Central Vigilance Commission/C.B.I. for expeditious inquiry and stren action against the officials concerned.

44. I. 252 Rehab.

The Committee note that repatriation doles to the extent of Rs. 10408 lakhs were drawn in excess on false ration cards issued under forged signatures of the issuing authority. The matter was first brought to the notice of the State Government by Audit inspection report on 9-1-1973. It is surprising that the case was referred to the State Vigilance Commission after about two years and there is no explanation for the delay. The report of the Vigilance Commission is still awaited. The Committee regret that the Department of Rehabilitation did not consider it necessary to conduct an enquiry themselves into the matter with the help of the C.B.I. The Committee desire that the investigation should be expedited and a report submitted as soon as possible.

45. I. 261 do.

To cope with the influx of refugees, assistance of voluntary organisations was sought. It has been stated that in view of the urgency and unprecedented situation created by the sudden influx of refugees, the District Officers had to accept the services of philanthropic organisations and verification of antecedents of the organisations etc., was not always possible.

46. I. 262 do.

Audit has pointed out that Rs. 5.85 crores were paid to voluntary organisations in cash besides food articles worth Rs. 7.18 crores.

It has been stated by the Department of Rehabilitation that accounts were still to be rendered for a total sum of Rs. 15,80,786.84 and accounts of the value of Rs. 273,42,974.06 had been objected to by the Internal Audit. Subsequently it was stated that on a test check of the expenditure incurred other than reimbursements/advances made to non-official organisations and supplies of dietary articles, the Internal Audit Wing of the Relief and Rehabilitation Directorate of West Bengal had raised objections to the value of Rs. 557.62 lakhs which could not be met by production of documents, sanctions, orders for regulation, etc. Objections to the extent of Rs. 5.06 lakhs only have since been settled. The Committee are greatly perturbed by the above facts which seem to suggest that misappropriation of public money and stores has taken place on a large scale. It would appear that large amounts of money were advanced to many non-official organisations whose credentials were not verified. No action, legal or otherwise, has been taken against these organisations which have not rendered any accounts. The Committee consider it necessary that wherever adequate evidence exists appropriate legal action should be taken against the organisation concerned promptly. Further inquiry should also be conducted immediately to verify the authenticity and reliability of the accounts kept by these organisations.

109

47.

I. 263

do.

Indeed the Committee are so disturbed by the situation that is disclosed in regard to the voluntary organisations and their failure to render satisfactory accounts that they would recommend strongly that the entire case should be gone into exhaustively by a special

commission of inquiry to be appointed under the commission of inquiry Act. This would be fair also to such of the voluntary organisations as had maintained proper standards in the conduct of the affairs.

48. 1.266 Rehab.

The Committee regret to observe that investigation into the reported thefts/loss of 608 tubewells of the value of Rs. 3.91 lakhs has not yet been completed by the Special Investigating Officer appointed by the State Government of Tripura. The Committee desire that investigation into the loss of tubewells should be completed without further loss of time under advice to the Committee within 3 months.

49. 1.270 do.

The Committee note that there are as many as 33 cases pending before the courts of law in connection with the arrangements made for the refugees of which as many as 31 cases pertain to West Bengal. The Committee have also been informed that prior to the receipt of the audit objection the State Governments concerned had investigated cases of shortages, corrupt practices, pilferages, etc. The number of such cases is 106 in West Bengal, 2 in Assam, 16 in Tripura, 2 in Meghalaya and 2 in Central Camps. Out of 126 cases which have come to the notice of the State Governments concerned, 86 cases are at present said to be under investigation. The Committee would like to be informed about the results of investigations in all the 86 cases within 3 months.

